



Ministry of Infrastructure
and Water Management

Truck toll enforcement plan



Colophon

Truck Toll Enforcement Plan
Ministry of Infrastructure and Water Management

Directorate General for Mobility
Truck Toll Programme Directorate

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DISCLAIMER:

No legal grounds may be derived from this document. If the enforcement plan inadvertently conflicts with the legislative text, the legislative text takes precedence.

Up-to-date information can be found on www.trucktoll.nl

Chapter 1 Introduction

The truck toll is a new charge. The purpose of this charge is to make domestic and foreign hauliers pay per kilometre for road use. A secondary objective is to make the Dutch road transport sector more sustainable and efficient. The truck toll will come into force in the Netherlands on 1 July 2026. From that date, truck owners¹ will pay per kilometre driven. Following the launch of the truck toll, the Dutch motor vehicle tax for trucks up to 12,000 kilograms will be abolished. The motor vehicle tax for trucks weighing 12,000 kilograms or more will be significantly lower. The Eurovignette for the Netherlands will end on 1 July 2026. All the rules are stated in the Truck Toll Act (*Wet vrachtwagenheffing*), with further rules laid down in implementing regulations.² The government has also drafted enforcement policies. These policies set the fine amounts. This is the Policy Rule on Administrative Fine Amounts under the Truck Toll Act (*Beleidsregel hoogte bestuurlijke boete Wet vrachtwagenheffing*), published on 13 January 2026.³ General information on the truck toll can be found at www.trucktoll.nl.

This document is the enforcement plan of the Ministry of Infrastructure and Water Management (*Ministerie van Infrastructuur en Waterstaat*, Dutch abbreviation: IenW; we also refer to "the government" in general). It contains a general description of the enforcement and is intended for interested stakeholders such as truck owners and drivers and interest groups. The Truck Toll Act includes a number of obligations that are new for the Netherlands. There is a special focus on careful implementation and preparing truck owners at home and abroad for the changes. If an owner fails to comply with the obligations under this law, it is considered a violation. In that case, the government can take enforcement action by imposing a fine.

The vast majority of the tasks and actions required for enforcement are vested in the Netherlands Vehicle Authority (*Dienst Wegverkeer*, RDW). Part of it is vested in the Human Environment and Transport Inspectorate (*Inspectie Leefomgeving en Transport*, ILT) and the Central Fine Collection Agency (*Centraal Justitieel Incassobureau*, CJIB). Generally, these implementing organisations perform their tasks on behalf of the Minister of IenW. Even before 1 July 2026, all parties involved will make every effort to support owners in complying with their obligations under the Truck Toll Act that take effect on 1 July 2026. The Ministry is doing this to prevent violations from being committed after that date. To increase willingness to comply and achieve the objectives of the truck toll, violations will result in a fine. This will also contribute to a level playing field.

1 The Truck Toll Act refers to the holder. The truck is registered in the name of this person or company. The vehicle registration certificate shows who the license plate holder is. See also the Annex to this document.

2 Act of 22 August 2022, laying down rules for charging a truck toll for driving a truck on designated road sections (Truck Toll Act), Bulletin of Acts and Decrees 2022, 330. There are also implementation rules, such as the ones in the Truck Toll Decree (Bulletin of Acts and Decrees 2023, 318) and the Truck Toll Regulations (Government Gazette 2024, 13728), that are needed to make the truck toll work.

3 Government Gazette 2026, 1089.

This document sets out core values and principles for enforcement (Chapter 2) that form the basis for encouraging compliance. The government is doing this to set out its priorities and the purpose of the enforcement policy. Enforcement must be reasonable. For that reason, this enforcement plan provides an outline of what reasonable enforcement looks like in practice. After a description of the legal framework (Chapter 3), the overview of the enforcement process details the core values and principles (Chapter 4). Finally, the plan explains how monitoring and evaluation will be carried out (Chapter 5). This enforcement plan is available to anyone affected by the truck toll and is published at www.trucktoll.nl. The Annex to this enforcement plan explains some terms in more detail. If this enforcement plan inadvertently conflicts with the legislative text, the legislative text takes precedence. The law may change. The most up-to-date legal text can be found at <https://wetten.overheid.nl>.

1.1 Background

The Truck Toll Act requires truck owners to pay for road use per kilometre driven. This charge applies to Dutch and foreign vehicles in categories N2 and N3. These have a technical maximum mass of more than 3,500 kg. The vehicle category is specified on the vehicle registration certificate. The charge will apply on almost all motorways and on some provincial and municipal roads. The cleaner and lighter the vehicle, the lower the amount charged per kilometre. The government is doing this to promote sustainable transport and reduce CO₂ emissions from trucks.

The truck toll takes effect on 1 July 2026. The RDW collects the truck toll on behalf of the Minister of IenW (the statutory *toll collector*). Since the entry into force of the Truck Toll Act on 1 January 2023⁴, the organisation, information systems and procedures for the tasks of supervision and enforcement have been developed by the implementing organisations concerned in consultation with each other. They also examined how Germany and Belgium implemented the truck toll in

order to learn from their experience. Experiences with other traffic violations and with the enforcement of temporary tolls for the Blankenburg Link (A24) were considered as well.

This enforcement plan for the truck toll compiles all the information on what enforcement in general will look like. It is important for all stakeholders to be aware of their obligations and of the consequences of failure to comply. The plan also includes information on the first six months after implementation (initial phase until 31 December 2026).

1.2 Truck toll

With the introduction of the truck toll, truck owners will start paying for road use per kilometre driven. Section 3.1 sets out the legal obligations for the companies, organisations and drivers subject to the Truck Toll Act. In short, the truck toll is based on the distance driven by a truck on a given road. The roads are divided into road sections where the truck toll applies. These are listed in the Annex to the Truck Toll Act. The current situation can be found at www.trucktoll.nl. These roads (also called: "the charge network") include all motorways and some provincial roads and municipal roads.

Photo 1: a properly functioning on-board unit with a green light



⁴ This concerns the bulk of the Truck Toll Act that came into force on 1 January 2023 and 1 July 2024 (Bulletin of Acts and Decrees 2022, 526). The Amendment to the Truck Toll Act in connection with the implementation of the revised European tolling rules relates to a number of issues covered in this enforcement plan (see www.trucktoll.nl), Bulletin of Acts and Decrees 2025, 402. For current laws and regulations, see <https://wetten.overheid.nl>.

In a nutshell, this is how the Truck Toll Act works:

- An N2 or N3 vehicle owner will pay an amount in proportion to their use of the roads in the charge network. Both domestic and foreign trucks will pay for road use. Information about waivers and exemptions can be found at www.trucktoll.nl.
- The amount payable per kilometre also depends on the weight of the truck and its emissions, which are based on the truck's CO₂ emission classification and Euro emission classification. The lower the emissions and the lighter the truck, the lower the kilometre rate. A rate table can be found on the website www.trucktoll.nl.
- Each owner must ensure that on-board equipment is installed in the truck. This device tracks how many kilometres a truck drives on roads where the truck toll applies. The device is known as an *On-Board Unit* (OBU; it is also known as a toll box or toll device, see Photo 1).
- Service providers are responsible for ensuring that the truck toll is paid by the vehicle registration holder of a truck (hereinafter referred to as "owner", see also the Annex to this enforcement plan). The service providers then pay this charge to the government. The owner must enter into a contract with a service provider (this is called a service agreement). They then receive an on-board unit from the service provider so the owner can pay the appropriate amount to the service provider.

The authorities use cameras and other monitoring equipment to check whether trucks have the correct, properly functioning on-board unit. This is *supervision*. The RDW and ILT have been appointed as the supervising authorities by the Minister of IenW. They determine whether a truck owner has committed a violation. This is the case, for example, if there is no properly functioning on-board unit in the truck. The violation applies even if no service agreement is in place. In cases like these and others, a fine can be imposed. This will trigger *enforcement*.

Photo 2: cameras and other supervision equipment



More information can be found at www.trucktoll.nl.

Chapter 2 Core values and principles

If the Truck Toll Act is to be effective, the government needs to monitor whether the truck toll rules are being followed. As explained in more detail in Section 3.2, there is a strong emphasis on communication and education to inform owners about the obligations under the Truck Toll Act in a timely manner and to help them comply with the law. If owners commit a violation, the government can take enforcement action by means of a fine (this is formally called an *administrative fine*). This is to ensure that all truck owners and drivers continue to comply with the regulations. This also does justice to the underlying principles and objectives of the truck toll: contributing to a level (international) playing field, making all trucks pay for road use, a cleaner truck fleet, an emission-free road transport sector by 2050 and more efficient use of the road by road transport.⁵

The truck toll is partly based on European toll regulations. It follows that enforcement must be effective, proportionate and dissuasive. Therefore, the following core values for truck toll enforcement have been formulated by the government to set out its priorities and the purpose of the enforcement policy.

The **core values** are both *preventive* to prevent people from committing a violation and *corrective or punitive* to encourage compliance with a fine if necessary. The following core values guide enforcement:

- Creating a level international playing field for domestic and foreign truck owners.
- Encouraging compliance (also called "spontaneous compliance", "norm compliance" or "norm-compliant behaviour").
- Monitoring effective and efficient enforcement.
- Imposing sanctions, if any, with proportionality and a human touch.
- The government must ensure transparency and be able to explain its actions.

To ensure compliance with the core values, there are more practical **principles** for enforcement of the truck toll. The purpose of these principles is to ensure that:

- communication is timely and connects with the various target groups of the truck toll, and that it is multilingual and focuses mainly on compliance readiness;
- the compliance ability of owners and truck drivers is taken into account;
- the message about the truck toll is clearly communicated in advance by the government (also in relation to the compliance ability of the diverse target group);
- there is an initial phase for imposing fines after the truck toll takes effect and that (the amount of) a sanction (administrative fine, see the glossary; hereinafter "fine") is justifiable after this phase as well;
- the customer contact centre is accessible and responsive;
- the mandatory on-board unit (toll device) is made available in a timely manner;
- there is scope to make changes in behaviour if a violation has been committed;

⁵ See also the explanatory notes to the Infrastructure and Water Management Budget Act, Parliamentary Papers II 2025/26, 36800 XII, no. 2, p. 88 ff.

- supervision is focused on results and supervisory resources are used effectively;
- there is room to reduce or waive a fine if there are special circumstances (also referred to as: "discretionary leeway");
- the situation is assessed by an employee ("human assessment") before a fine is imposed; and
- unnecessary additional costs of collection and recovery are avoided or reduced as much as possible.

Because the truck toll creates new obligations for Dutch and foreign truck owners, a phased approach to fines has been adopted. For the first six months after the truck toll takes effect, the fine will be 50% of the fine amount. This is stipulated in the aforementioned policy rule. The introduction of the truck toll is a major change in the taxes that apply to truck owners. The truck toll is being widely communicated. Nevertheless, not all truck owners

and drivers may be sufficiently familiar with the new obligations in the first few months. After all, they have to adjust their operations. It is therefore desirable that in the initial phase, unintentional or first violations will not immediately lead to high fines. The temporary 50% reduction in fines contributes to proportionate fining. This helps owners to remain permanently compliant with the law. In this way, the government also takes into account the "human touch". See Section 4.5 of this document for further details.

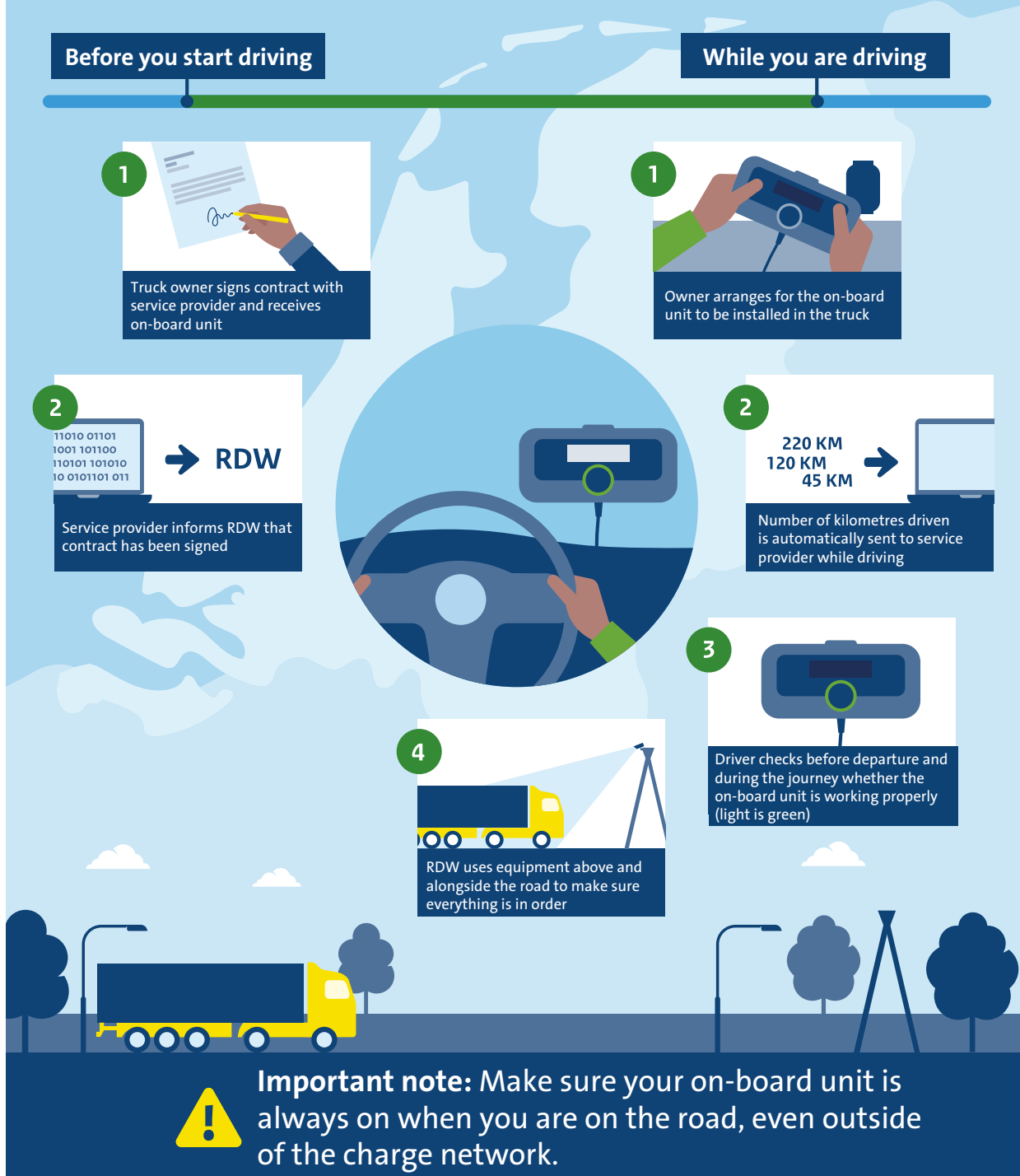
The following chapters explain how the core values and principles are met. Chapter 3 explains the obligations of the truck owners and what the government is doing to encourage compliance. For the sake of transparency and in order to explain what the government does, Chapters 4 and 5 explain exactly what happens at which stage of the enforcement process and by whom.

Figure 1: "Truck toll check. Well prepared for the road"

Truck toll check

Well prepared for the road

The RDW checks whether a truck has a contract with a service provider and whether the on-board unit is working properly.



Chapter 3 Compliance with the law

3.1 Obligations for truck owners

Figure 1 shows what truck owners have to do to comply with the Truck Toll Act, how truck drivers can know if everything is working properly and how the government checks to make sure that owners (and drivers) are complying. There is no distinction between Dutch and foreign owners. The rights and obligations under this Act apply to anyone driving a truck on a Dutch road. Equal cases are treated equally.

In summary, truck owners must comply with two main obligations under the Truck Toll Act:

1. They must have signed a contract with a service provider.
2. They must ensure that there is a properly functioning on-board unit in the truck, which must be switched on and belong to the truck in which it is placed.

If a truck owner fails to comply with these obligations, a fine may be imposed. The obligations are explained in further detail below.

1. Contract (also called: service agreement)

From 1 July 2026 onwards, truck owners will be obliged to enter into a contract with a service provider for every truck using Dutch roads. Service providers are private providers of toll services. Entering into a service agreement is the basis for being able to pay the truck toll. The service provider provides the owner with the on-board unit, which is used to record the kilometres driven. A current list of authorised (accredited) service providers is available at www.trucktoll.nl that an owner can contact to enter into a contract to pay the truck toll.

2. On-board unit (toll device)

The on-board unit is provided by service providers after a contract is signed. The owner of a truck is always responsible for ensuring that the on-board unit is switched on whenever the truck is being driven in the Netherlands. This applies to all roads in the Netherlands, i.e. to roads on which the truck toll applies and to other roads. This may be different from other countries. In the Netherlands, this approach was chosen for road safety reasons. After all, having to turn a device on or off may cause too many distractions for drivers. If anyone other than the owner of the truck is driving the truck, the owner must ensure that the driver is aware of the rules. The driver can only get on the road if the on-board unit is switched on, working properly and belongs to the truck. The on-board unit records not only movement data, but also data about the functioning of the on-board unit and when it is turned on and off.⁶ Supervision and enforcement take place within the framework of the General Data Protection Regulation. This means that personal data are handled with care. More information about this can be found on the website www.trucktoll.nl.

Service providers must keep track of kilometres driven. The service provider sends a bill (also referred to as: invoice) to the owner, and the service provider pays the government.

If an on-board unit malfunctions while driving, the driver must immediately report this to the service provider. The service provider will send the truck owner a new on-board unit or refer the driver to a service point to pick up a new on-board unit immediately. After notifying the service provider, the truck may be driven on Dutch roads for a maximum of 3 hours. See also Figure 2 and Section 3.2.

⁶ These types of data are called status data because they are considered as a whole. For technical reasons, it is in fact not possible to distinguish which data is read and which is not, when reading the on-board unit (toll device) with DSRC equipment. So the data are read as a package, so to speak. Status data can be read from the on-board unit with monitoring equipment (dedicated short-range communication, DSRC). Status data are needed to verify compliance with the obligations of the law. Status and movement data are personal data. The law contains strict safeguards for these personal data.

Figure 2 shows that the owner of a truck is obliged to do the following while that truck is driving on any road in the Netherlands, i.e. not only the roads on which the charge is levied:

- have a valid contract with a service provider;
- equip the truck with an on-board unit (toll device);
- ensure that the on-board unit is working properly and switched on (green light);
- ensure that the on-board unit belongs to the truck under contract.

So as Figure 1 shows, the owner ensures that a contract is in place, and Figure 2 shows that it is important for the driver to check that the on-board unit is on (green light) and belongs to the truck they are driving. If this is not the case (and the light is red or the device starts beeping) and the truck gets on the road, it is considered a violation. Of course, there is no need to stop until this can be done in a safe place.

3.2 What is the government doing to avoid fines?

The government is committed to keeping owners and drivers well informed about the truck toll because the government wants to minimise the number of owners or drivers that inadvertently fail to comply with the obligations in the Truck Toll Act. The government places a strong emphasis on communication so that truck owners will be well-prepared for (the implementation of) the truck toll. A communication campaign was conducted by the RDW including advertisements, radio commercials and messages on social media. This campaign will run until the charge takes effect on 1 July 2026. Owners of Dutch trucks have also received several letters from the RDW. These letters contain information on the introduction and obligations of the truck toll.

If owners have not signed a contract shortly before the charge takes effect, they will receive another letter. There has been close cooperation with transport interest groups and other interest and industry organisations. They have informed their members about the truck toll. Reports have also appeared in the (trade) media about the truck toll. In addition, the RDW has set up a comprehensive website with information about the truck toll (www.trucktoll.nl). Truck owners can also visit the RDW's customer contact centre for an explanation of how the truck toll works. Owners of foreign trucks have received information via different channels as well. A German- and English language website has been set up and stakeholders abroad have also been approached.

The communication described above should help ensure that owners are aware of how to comply with the rules. In the unlikely event that this does not happen, the government can enforce the law. This also means that the government may use more coercive enforcement measures, such as imposing fines.

For the government, imposing a fine is not an end in and of itself and it does not happen automatically. Violations are assessed every 24 hours, an employee is always involved and only one fine is imposed per 24-hour period. This prevents a disproportionate piling up of fines. Chapter 4 describes this in more detail and also looks at using a human touch in enforcement.

The truck toll is set up to minimise problems. See also Figure 2. If something goes wrong with, for example, the on-board unit, there are safeguards in place (see text box below). As a backstop, before any fine is imposed, there is always a human assessment if there is a suspicion that a violation has been committed.

Figure 2: "Avoid a fine. Check the following:"

Avoid a fine

Check the following:

 Is the contract **valid**?





No valid contract?
The fine is €800

 Is your on-board unit **installed** and is it **working properly**?





No on-board unit installed or on-board unit not functioning properly?
The fine is €500

 Is your on-board unit **switched on?** (Is the light green?)




On-board unit not switched on?
The fine is €500

 Does the on-board unit belong to **the truck** you are driving?





On-board unit does not belong to the truck?
The fine is €500





 **Faulty on-board unit? Report it immediately to your service provider!**
After reporting: make sure that a properly working on-board unit is installed within **3 hours**.

Here is how it works:

 **On-board unit malfunction notification**
Red light or switched off

➔  **Report it immediately!**
To your service provider

➔  **Follow the instructions**
From your service provider

 **Important note:** You are responsible for installing the on-board unit correctly.

Safeguards in the Truck Toll Act

- If the on-board unit is broken or stolen, the Truck Toll Act provides for a grace period to give the driver or owner of the truck an opportunity to arrange for a replacement. However, this must be reported to the service provider immediately. This notification starts the clock on a replacement period of up to 3 hours. The owner has three hours to replace the broken or stolen on-board unit. This gives the owner time to arrange a replacement for the on-board unit. At that point no violation is deemed to have occurred and there is no reason to impose a fine for driving without a functioning on-board unit. For emergencies, NedLinq has distribution points in the Netherlands for obtaining a replacement on-board unit in a timely manner. For up-to-date information and instructions, see www.trucktoll.nl.
The obligation to have a working on-board unit resumes as soon as the owner has obtained a new on-board unit at a distribution point or by other means, or when the 3-hour period expires. If the on-board unit has not been replaced by that deadline, the owner is in violation and can be fined when driving on the road.
- In the unlikely event that a truck is classified in the wrong category, the service provider can be contacted.
- Should a service provider no longer be able to provide its services, for example in case of bankruptcy, the owner has 72 hours to enter into a new service agreement with another service provider (e.g. NedLinq). No fines can be imposed during that time. The website www.trucktoll.nl has a current list of active service providers an owner can turn to if their service provider stops providing services.

3.3 European rules

The truck toll is also subject to European law. The Truck Toll Act complies with the rules set out in the European Toll Directive.⁷ In addition, the Netherlands has implemented European rules with the EETS Directive Implementation Act.⁸ That law provides for the transposition of the European EETS directive into Dutch law. The main objectives of this directive are to make European toll systems work better together (this is called: *interoperability*) and to improve enforceability. This allows truck owners with one contract and one on-board unit to pay tolls in several European countries and receive one single bill for it. For more information see www.trucktoll.nl.

7 Directive (EU) 1999/62 EC on the charging of trucks for the use of certain infrastructures.

8 The law implements Directive (EU) 2019/520 of the European Parliament and the Council of the European Union of 19 March 2019 on the interoperability of electronic road toll systems and facilitating the cross-border exchange of information on non-payment of road tolls in the Union (OJ 2019, L 91).

Figure 3: "What if something goes wrong? Enforcement and fining"

What if something goes wrong? Enforcement and fining

The RDW assesses whether something has gone wrong in relation to Dutch and foreign trucks; this assessment may lead to a fine.

Name & address are **known**

BB-001-B



First name Surname Street
name 123A

Name & address are **not known**

BB-001-B



The license plate number
is placed on the **alert list**

A fine notification is **sent** by the CJIB



If you are stopped by the ILT, you must
pay the fine immediately, or you will
not be allowed to continue driving



Important note: Pay on time to
avoid a fine increase.

Chapter 4 Overview of the enforcement process

4.1 Components of the enforcement process

The implementing organisations carry out enforcement based on the core values and principles described in Chapter 2. This should help ensure that truck owners and drivers have a balanced and proportionate incentive to comply with the obligations under the Truck Toll Act. This also follows from Figure 2 in Chapter 3. This is explained in further detail in Chapter 4.

4.2 Roles of bodies involved

Service provider

Service providers ensure that the money paid by the truck owner reaches the government. Service providers wishing to offer truck toll services must first be authorised by the government. This is also called *accreditation*. There are strict requirements for accreditation as a service provider.⁹ This provides safeguards for truck owners.

Ministry of IenW

The Ministry of Infrastructure and Water Management is responsible for the policy and the legislation and regulations for the truck toll. This means that the ministry is responsible for the proper functioning of enforcement. As the contracting authority, IenW asks all implementing organisations to work in accordance with the core values and principles for enforcement (see Chapter 2).

RDW

The RDW implements the truck toll on behalf of the Ministry of IenW (and on behalf of the Minister of IenW). The RDW has a central role in the implementation of the truck toll and also in the enforcement process. After human assessment of data by RDW employees, a fine may be imposed. The RDW also coordinates the other implementing agencies: Rijkswaterstaat, CJIB and ILT.¹⁰

CJIB

The CJIB is an implementing organisation of the Ministry of Justice and Security. The CJIB is responsible for the collection and recovery of fines imposed by the RDW. The CJIB does this at the request of the Ministry of IenW and on behalf of the Minister of IenW.

ILT

The ILT deals with roadside enforcement and collection of outstanding fines. This is also known as "physical enforcement". The ILT does this on the basis of a so-called alert list that the ILT receives from RDW (see also Figure 3).

4.3 Ability to comply

As explained in Section 3.2, the government is making efforts to keep owners and drivers well-informed about the truck toll, and extensive communication is taking place before the truck toll takes effect. This should help ensure that truck owners know how to comply with the obligations under the Truck Toll Act.

As noted by the Scientific Council for Government Policy and others, there is a significant gap between what is expected of citizens and what they are actually able to do. Enforcement therefore takes into account the compliance ability of affected parties. There is a diverse target group consisting of large companies and small businesses, self-employed individuals and private individuals from the Netherlands and abroad. So the ability to comply varies widely. This means looking carefully at what type of communication (via which channel, at which level, etc.) would be most effective for a particular target group, such as independent drivers. Some people may literally be on the road most of the time, for example.

⁹ It is the same for EETS service providers included in the EETS Area Statement. See www.trucktoll.nl/information-for-service-providers.

¹⁰ Rijkswaterstaat also has duties related to connection to portals and connection to the power grid.

4.4 Monitoring and observation method

Truck toll monitoring takes place:

- at fixed locations, with cameras and other equipment above the road; and
- with monitoring equipment that can be moved.

The government uses monitoring equipment (also known as *observation equipment*) to check whether a valid service contract is in place for a truck and whether the truck is equipped with the on-board unit that belongs to the contract and is working properly to track and pay the truck toll. The government may request data from the service provider if necessary for monitoring the truck owner's compliance with legal obligations.¹¹ This could include data on the routes that were registered by the on-board unit.

There are legal rules on the deployment of monitoring equipment above or along the road that collect the necessary information from the on-board unit. These devices collect data that are protected by rules laid down in the Truck Toll Act and other legislation. For example, if it involves images, these are permanently altered so individuals are unrecognisable. These laws also stipulate that the data should not be kept for longer than strictly necessary. There is an observation plan which specifies where fixed technical devices are placed. For now, these are ANPR cameras and DSRC equipment. See the above-mentioned observation plan.¹²

4.5 Enforcement and fining

Figure 3 shows what the consequence could be if a truck owner does not have a valid contract with a service provider or has not equipped the truck with an activated, properly functioning on-board unit. If monitoring equipment detect a truck for which no contract with a service provider is in place, the RDW may impose a fine.

This is possible even if the truck is not equipped with a properly functioning on-board unit. The legal term is *administrative fine* (see the glossary in the Annex to this enforcement plan). A distinction has been made in Figure 3 between situations where the owner is known (name and address details are known) and where this is not the case (there is a registration number, but no name

and address details). If it follows from observation that a violation has been committed, the RDW assesses on a case-by-case basis whether this is actually the case.

Figure 3 also shows that if name and address details are known, a fine can be sent by the CJIB as soon as it has been imposed by the RDW. This is also possible for many other countries outside the Netherlands (see Section 4.5.5). This is also known as *administrative enforcement*. If the address is not known or the name and address are not known, the truck will be placed on an alert list. It is then liable to be pulled over by an ILT inspector. Even if a fine is found to be uncollectible through the CJIB, the registration number of the truck in question will appear on the alert list in some cases. What the ILT does is also called *physical enforcement*. If an ILT inspector pulls a truck driver over (see the "If you are stopped..." text box in Figure 3), the driver of the truck must pay immediately. If the driver cannot or will not pay, the inspector has the power to take a provisional measure, and in extreme cases the truck is not allowed to continue its journey.

The sections below explain the aspects involved in imposing a fine and what exactly this means for the tasks of the various implementing organisations.

4.5.1 Room for discretionary leeway and the human touch

It is important to keep an eye on the "human touch". In applying the human touch, what matters first of all is what leeway a law offers to apply or waive enforcement powers.

The following enforcement powers contain explicit discretionary leeways, which are used by the government:

- by the RDW when it comes to imposing the fine;
- by the CJIB when it comes to issuing an enforcement order, the additional costs involved or using a bailiff; and
- by the ILT when it comes to imposing a provisional roadside measure.

The human touch is a combination of good communication, lower fines in the first six months after the truck toll takes effect, the imposition of a maximum of one fine per 24 hours (see the text box in Section 4.5.2) and always providing room to take special circumstances into account. This ensures that the consequences of not complying with the Truck Toll Act remain reasonable.

¹¹ The obligations of service providers to provide these data from the on-board unit (upon request) are regulated by the EETS Directive Implementation Act.

¹² For the test phase, this was: Observation plan for testing truck toll roadside equipment, the RDW (Road Transport Agency), Government Gazette 2025, 8471. For the operating phase, this is expected to be similar.

The legal term for this is *proportionality*. The law and case law also call for proportionate decision-making, to ensure that a fine is always proportionate.¹³ This should be seen in conjunction with the other core values and principles.

Fines should also be effective and dissuasive. What this means is explained in more detail below.

Policy rules have been drawn up for imposing a fine under the Truck Toll Act. This policy (the Policy Rule on

Administrative Fine Amounts under the Truck Toll Act) takes into account the human touch. The seriousness of the violation and the amount of the fine were taken into account when setting maximum amounts specified by the law. There is also an initial phase of six months (1 July 2026 – 31 December 2026), during which the fine is mitigated by 50%. The table below shows the fine amounts per violation for the initial phase and the permanent phase (starting 1 January 2027).

Table: Violations and fines

Violation	Fine in Euros in the initial phase (1 July 2026 – 31 December 2026)	Fine in Euros after the initial phase (starting 1 January 2027)
There is no contract with a service provider	400	800
The on-board unit is switched off	250	500
The on-board unit does not work properly	250	500
The on-board unit does not belong to the truck	250	500

Not having a contract with a service provider is subject to the highest fine. This is because it is necessary to comply with the obligations under the Truck Toll Act. Furthermore, the amounts are calculated to prevent a competitive advantage. After all, violations should not be rewarded and it would be unfair to owners who do comply with the law.

The lower fine amounts in the initial phase ensure that the financial impact on owners is not disproportionate. It is possible that some owners are not yet sufficiently familiar with the new law. The mitigation ensures that even in those cases, the fine is still slightly higher than the potential financial benefit to be gained from the violation so that the sanction also has a punitive and dissuasive effect. Ending the automatic mitigation after six months will bring the fines to the desired level. This will make the fines more dissuasive. After all, this is also a principle for tolls in European law.

Criminal Code

Manipulation and falsification or fraud involving an on-board unit are covered in the Netherlands by the Criminal Code and are outside the scope of the administrative enforcement described in this document.

4.5.2 Remission and mitigation of fines

On an individual basis, there may be special circumstances. Especially in cases where fines accumulate, special circumstances will have to be considered for the sake of proportionality. If it is determined during the course of the enforcement process that a case involves special circumstances, the RDW may take a closer look at the circumstances, possibly in consultation with the enforcement partners. In other words, there is discretionary leeway for the mitigation and remission of fines. There is usually room to take special circumstances into consideration if they are invoked. This may be done by means of a written appeal (see Section 4.6). The purpose of this process is to prevent distressing cases. Assessing whether there are special circumstances also involves the general principles of good administration, such as the principles of equality, justification and proportionality. It is essential that owners are treated equally. That is why the RDW operates according to clear internal guidelines and procedures. The core values and principles mentioned in Chapter 2 apply in each and every case.

¹³ There are general rules for this in the General Administrative Law Act (specifically in Section 5:46 of this Act) as well as in the Truck Toll Act itself.

Multiple violations per 24 hours

Article 3 of the policy rule states that an owner can be fined no more than once per truck per 24-hour period. This choice is motivated by the principle of proportionality and human touch. Without this provision, it would be possible for several separate violations within a short period to result in an accumulation of fines, which could result in a disproportionate fine. To ensure that the sanctions system remains both effective and dissuasive, the law stipulates that only the highest fine from the accumulated fines is imposed in cases like this.

The 24-hour period starts from the time the vehicle is observed and this observation results in a fine. For the sake of completeness, it should be noted that an owner with multiple trucks can be fined no more than once per truck per 24-hour period. So in that case, an owner could face multiple fines per 24 hours.

This system promotes enforceability and legal certainty: offenders know that they will not face an accumulation of fines for the same truck within one 24-hour period, but rather that the most severe sanction will apply. This strikes a balance between ensuring compliance and preventing disproportionate punishment.

4.5.3 The CJIB and the State Payment Scheme

As indicated earlier and as shown in Figure 3, fines must be paid on time. The CJIB will send a maximum of two reminders for fines. If the fine is still not paid, the CJIB may involve a bailiff. This is explained in more detail below.

Amicable phase and State Payment Scheme

The CJIB applies the Policy Rule on the State Payment Scheme in several areas, including the truck toll. This means that there is room to accommodate people who cannot pay all their debts at once. They can agree on a payment scheme, which allows them to pay their debt in instalments. A payment scheme prevents those who cannot pay all at once from ending up in difficult situations. This gives the person in question a way to take care of the problem (tailored to the individual). This is socially responsible collection, with consideration for personal circumstances. The bundling of enforcement orders is also included in this approach (see below). The CJIB can also mitigate fine increases.

Enforcement through bailiff

If payment is not made (in full) to the CJIB, even after reminders, the CJIB may deploy a bailiff. The bailiff will send an official letter stating the amount due and the deadline for payment. This is called an enforcement order.¹⁴ The CJIB also uses Socially Responsible Enforcement to collect the truck toll (in cases of non-payment). For example, a person can agree on a payment scheme with the bailiff. The payments are made in instalments to the bailiff. For more information about this process and what you can expect afterwards, see www.cjib.nl/en.

If there are several unpaid fines (remaining), the CJIB can bundle multiple fines in an enforcement order to reduce the societal costs and the costs for the individual. These are costs that the bailiff may charge per action per enforcement order to the person who has an outstanding debt (this is called a debtor). This significantly reduces the collection costs.

¹⁴ The legal term for sending this official letter is "serving an enforcement order".

4.5.4 Physical enforcement and provisional measures by the ILT

ILT inspectors are authorised to pull trucks over (see the "If you are stopped..." text box in Figure 3) and demand payment of outstanding fines for non-payment of the truck toll. This is done on the basis of a so-called alert list. This list contains the license plates of trucks whose owners have failed to pay a fine or whose name and address details are not known so the fine could not be imposed. This can be an issue for vehicles with Dutch or foreign license plates. If the fine is not paid on the spot, the inspector may take a provisional measure. This could mean moving the truck to a designated place and taking it into custody. The truck may also be chained up to force payment of the fine(s). In Figure 3, this is phrased as follows: "If you are stopped by the ILT, you must pay the fine immediately, or you will not be allowed to continue driving".

The ILT also uses Socially Responsible Enforcement. Provisional measures are withheld in special cases only, at the inspector's discretion. The fine will still be payable.

4.5.5 Fine for foreign trucks

If a fine is not paid by a truck owner from another EU country, European rules allow the government to request data on the owner from the foreign authority where the vehicle is registered. In many cases, this enables the government to send a fine to an owner outside the Netherlands.¹⁵ This ensures that foreign and Dutch truck owners are treated equally.

If the name and address details of a foreign owner are known, the CJIB sends the fine (imposed by the RDW) and a first and second reminder if necessary. For owners from a European Union member state, fines can be transferred to a foreign country after the second reminder, or the license plate can be placed on the alert list for physical enforcement by the ILT.

The RDW can put a license plate on the alert list even if the name and address details are not retrievable. So in that case, the fine still needs to be imposed when the truck is stopped by the ILT (see Section 4.5.4).

4.6 Objection and appeal

As described in detail above, the system already includes safeguards to ensure that enforcement is reasonable and complies with "human touch" principles. In a nutshell:

- the severity of the violation was taken into account when drafting the Policy Rule on Administrative Fine Amounts under the Truck Toll Act;
- before a fine is actually imposed by the RDW, an individual assessment must always take place. This involves looking at the fine history, for example, or seeing if there are special circumstances in case of a second violation within a short period.

The RDW makes a decision after the procedure described above. If the owner disagrees with this decision, the owner can appeal. At that point another assessment takes place. If the owner disagrees with the second assessment, they can file an appeal with the administrative court.

Provisional measures by the ILT are also subject to objection and appeal. See english.ilent.nl.

¹⁵ This is done using EUCARIS. EUCARIS is not a central database but a "hub system". The RDW is the system administrator. The quality of the information varies from country to country; sometimes only the name is known but not the vehicle category. Not all countries are part of this system. No data are exchanged with countries that are not part of it. For an up-to-date overview, see [EUCARIS](https://eucaris.eu).

Chapter 5 Monitoring and evaluation of willingness to comply

The truck toll system is new and is being set up as an adaptive system. Regular assessments will be carried out to see if adjustments are needed in light of experiences with the system so far. These statistics are also used to monitor users' willingness to comply with the law.

An implementation test will be performed as well to find out how users are dealing with their obligations in practice. This test will be performed about a year after the truck toll takes effect.

The aim is to identify problems early so they can be dealt with in a timely manner, with policy changes as a result, if necessary. This will include looking at feedback from the customer contact centre and from the transport sector. Additional research may also be conducted among users.

Every five years, a report is sent to the House of Representatives and the Senate on the effectiveness and effects of the law in practice. This evaluation is a statutory requirement.

Annex: Explanation of terms

Administrative fine or fine

If a violation occurs, a punitive sanction can be imposed. In the case of the truck toll, this is a fine. The legal term is administrative fine, because the fine is imposed without prior intervention of a court. The General Administrative Law Act has safeguards for imposing fines, for example that administrative fines must be proportionate. Any review by a judge will take place afterwards.

Service provider or EETS service provider

Service providers offer toll services. EETS providers offer their services in several countries. For a list of current providers: www.trucktoll.nl. The truck owner pays the truck toll to the service provider, who in turn pays to the government. If the owner does not pay the service provider or does not pay on time, the service provider may seek help from a bailiff. Entering into a service agreement with a service provider means that a truck owner has a contractual obligation to pay the truck toll. Payment of the truck toll by the truck owner to the service provider constitutes satisfaction of the payment obligation to the government.

Enforcement order

An enforcement order is an official letter. This is subject to legal safeguards. An enforcement order is effectively a final opportunity to pay an outstanding amount. The enforcement order specifies the amount to be paid and the payment method. The CJIB uses this if a fine is not paid after reminders.

Holder, vehicle registration holder

With regard to obligations and who can be held responsible, it is important to know who the vehicle registration holder is. In practice, this is the owner of the truck. The Truck Toll Act refers to "holder"; this document refers to owner or owner of the truck.

The vehicle registration holder is the person:

- in whose name a truck is registered in the vehicle registration register;
- who actually has at their disposal a truck without a registered license plate number;
- in whose name a truck is listed in a foreign register for motor vehicles registered there, the register of motor vehicles used by the armed forces kept by Our Minister of Defence, or any other register for motor vehicles, which they are entitled to operate in the Netherlands.¹⁶

The holder is on the vehicle registration certificate, as is the vehicle category (see the term "truck" below). For more information, see www.vrachtwagenheffing.nl.

Supervising authorities

The Truck Toll Act provides a basis for the Minister of Infrastructure and Water Management (IenW) to appoint supervising authorities. The RDW and ILT have been appointed by the Minister of IenW as *supervising authorities*. They carry out their *supervision* by means of cameras and other equipment and by means of roadside inspectors. If a violation is detected, *enforcement* starts. The supervising authority is authorised to collect and use the necessary information for supervising purposes. For example, the RDW checks whether vehicles have properly functioning on-board units, and ILT supervisors can force a truck driver to stop.

¹⁶ Export license plates (license plates of vehicles that are exported) that are therefore no longer registered in the Netherlands are not subject to the truck toll because there is no (longer) a holder.

Truck

The following vehicles are classified as trucks to the extent that they are not exempted:

- N2 category vehicles with a technically (i.e. determined by the manufacturer of the vehicle) permissible maximum mass¹⁷ between 3,500 and 12,000 kilograms;
- N3 category vehicles with a technically permissible maximum mass exceeding 12,000 kilograms. Visit www.trucktoll.nl for up-to-date information on which vehicles are subject to exemptions and waivers.

The vehicle category is listed on the vehicle registration certificate.

For exemptions and waivers, see www.trucktoll.nl.

Always check <https://wetten.overheid.nl/> for the most up-to-date laws and regulations.

¹⁷ This is the maximum towing capacity of the truck within technical and legal limits, taking into account the construction characteristics of the towing vehicle and the trailer or semi-trailer. In other words, whether or not a vehicle has to be weighed for every trip is not based on the actual weight that is pulled or transported (see explanatory note to the clarifying amendment to the Truck Toll Act, Parliamentary Papers II 2024/25, 36626, no. 7, pp. 3-4).

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