



October 2025

Enforcement of CO₂ emission regulations for new vehicles Guidelines for importers of heavy-duty vehicles 2025

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1. Goal and purpose

These guidelines set out the key processes involved in enforcing the CO₂ emission regulations found in Article 10 ff. of the CO₂ Act of 23 December 2011 (SR 641.71) and Article 17a ff. of the CO₂ Ordinance of 30 November 2012 (SR 641.711) for importers of heavy-duty vehicles (HDVs). In particular, they specify how data are handled and provide information on other issues related to the enforcement of CO₂ regulations.

The guidelines are aimed at importers of HDVs that are subject to CO₂ targets.

They are intended as a guide to interpreting legal provisions. Although more than a non-binding recommendation, they do not claim the same degree of binding force as the CO₂ Ordinance. The guidelines reflect the view of the Swiss Federal Office of Energy (SFOE). Derogations are possible provided that justification is given and it can be shown that the legal provisions to which the guidelines refer are complied with. The guidelines will be changed as necessary or if the corresponding legislation is amended.

2. Enforcement and reporting processes

2.1 Enforcement process: overview

Initial remarks: Some of the data required for the enforcement of CO₂ emission regulations are already collected when the vehicle is registered (known as registration data) and are therefore available to the SFOE from that point onwards. Importers must submit in a separate step those data that they are not required to disclose when the vehicle is registered but which the SFOE requires for CO₂ enforcement (namely VECTO data and, where applicable, base vehicle data).

Figure 1 provides an overview of the enforcement procedure. The final statement for vehicles registered in a specific calendar year ('reference year' in CO₂ Ordinance) is issued in the following year.

Importers must provide the SFOE (or FEDRO) with the data the SFOE requires to enforce CO₂ emission regulations (Art. 23a CO₂ Ordinance).

Importers must provide the data required for assigning the vehicle to the importer before the vehicle is first registered for use on the road. If the vehicle has Swiss type approval, a data sheet or an electronic COC (eCOC), the importer does not need to take any further steps with regard to compliance with CO₂ emission regulations prior to registration. The requirement in Article 23 a paragraph 1 letter a of the CO₂ Ordinance – to provide FEDRO with the data required to assign the vehicle to the importer – is met by the documents that must anyway be submitted when registering the vehicle. If a vehicle does not have Swiss type approval, a data sheet or an eCOC, the importer must provide the SFOE with the data required to assign the vehicle to the importer before it is first used on the road (Art. 23a para. 1 let. b CO₂ Ordinance). In this certification process and in the interests of efficiency, the SFOE asks the importer for further data required to calculate the CO₂ penalty, in particular the VECTO data. Importers must report this data to the SFOE by 31 March of the following year (Art. 23a para. 2 CO₂ Ordinance).



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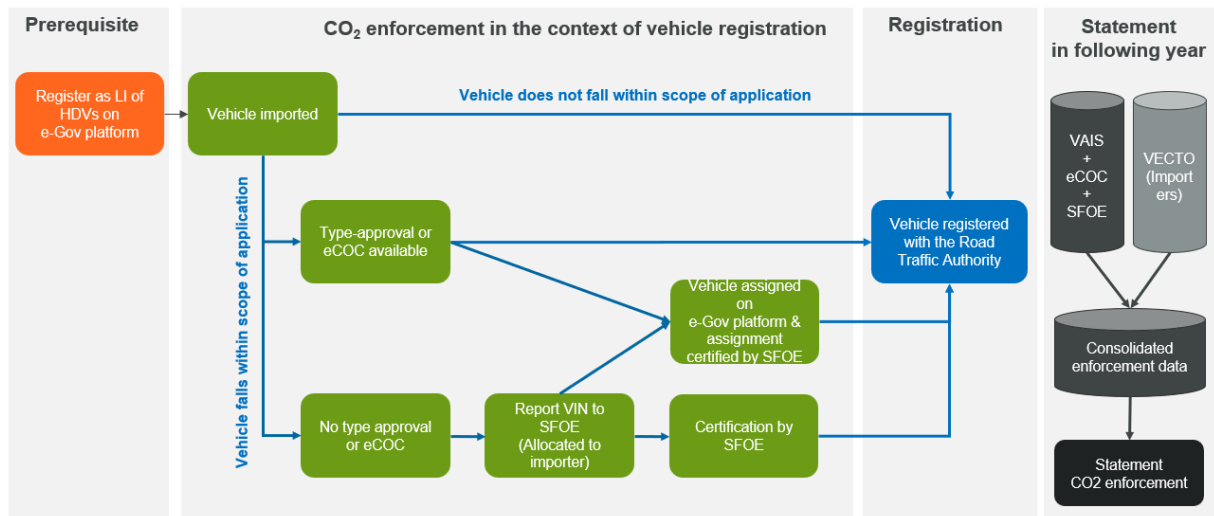


Figure 1 Overview of the enforcement process for CO₂ emission regulations for heavy-duty vehicles

2.2 Annual statement: process

Figure 2 shows the process for transferring and processing data. At the end of the reference year, the SFOE sends importers a list of vehicles reported to it in accordance with Article 23a paragraph 1 of the CO₂ Ordinance which, according to the data in the Vehicle Admission Information System (VAIS), were registered in Switzerland during the reference year. Because not all data required for the enforcement of CO₂ emission regulations are recorded during the registration process (see initial remarks to Section 2.1), this list may also include vehicles that do not fall within the scope of CO₂ emission regulations. On the basis of this list, VECTO data can be obtained from importers for vehicles for which such data are required according to the information in the VAIS. This allows gaps in the federal government's data systems to be closed (see Chapter 4). At this stage of the process, the data required for enforcement has not yet been fully recorded, and so it is too early for importers to make a detailed check of the vehicle lists.

By 31 March of the following year at the latest, importers must provide the SFOE with the data required to calculate any penalties (Art. 23a para. 2 CO₂ Ordinance, data sources see Chapter 4). This relates primarily to VECTO data. If the importer fails to submit VECTO data by the deadline, the SFOE calculates the penalty based on the data reported to it up to that point (regarding CO₂ emissions, see Art. 25a para. 2 CO₂ Ordinance).

The SFOE then checks the data submitted by 31 March and contacts the importer regarding any questions it may have. Experience has shown that there still may be data missing at this stage; if necessary, the SFOE asks the importer to submit the missing data. These data (Art. 23a para. 2 CO₂ Ordinance) along with the data submitted prior to approval (Art. 23a para. 1 CO₂ Ordinance) and the vehicle assignment data (Art. 22a CO₂ Ordinance) comprise the enforcement data. This is the basis for determining whether a vehicle falls within the scope of application, for calculating the individual target (Art. 11 CO₂ Act in conjunction with Art. 24 CO₂ Ordinance), for determining CO₂ emissions (Art. 25a CO₂ Ordinance) and for calculating the penalty (Art. 13 CO₂ Act). Based on the complete enforcement data, the SFOE amends the vehicle list so that it corresponds to the vehicle types listed in Article 17c^{bis} of the CO₂ Ordinance. The SFOE then prepares a provisional account statement for all vehicles affected. The importer has the right to contest this. After submitting the VECTO data, importers should check the SFOE enforcement data and report any queries or discrepancies. In particular they should check that the



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vehicle list is complete, single-step or multi-stage type-approval, the axle configuration and the weight stated.

The SFOE then prepares the final statement and invoices any penalties. The entire process should be completed by 30 June of the following year.

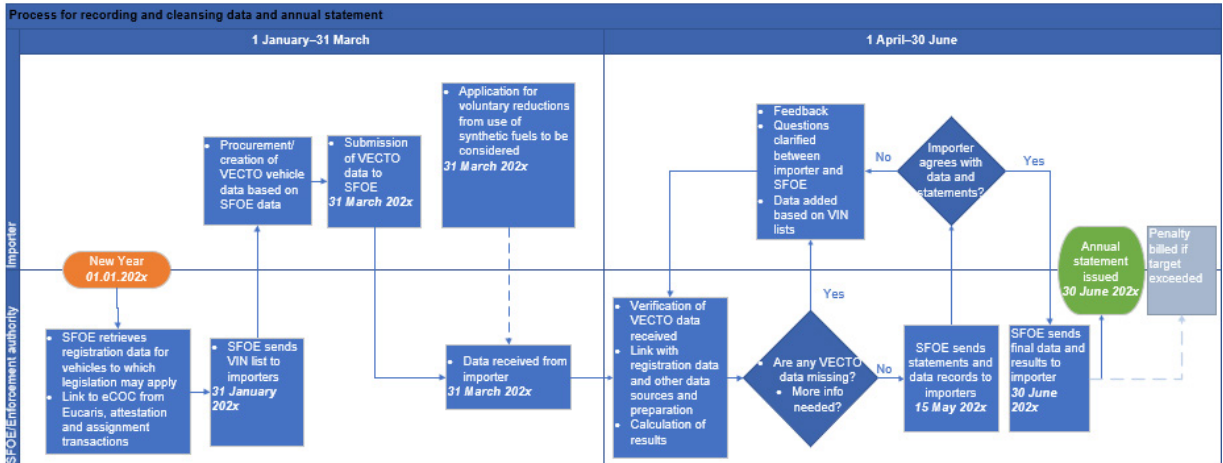


Figure 2 Process and schedule for annual data reporting and processing. Deadlines in orange.

2.3 Process for quarterly statement

The SFOE sends importers the cumulative registration data for the current year on a quarterly basis. Importers can already submit to the SFOE all the necessary data (namely VECTO data) for the first three quarters. If no VECTO data are submitted, the SFOE prepares the quarterly statement based on the data reported to it up to that point (see Art. 25a para. 2 of the CO₂ Ordinance regarding CO₂ emissions). The quarterly penalty results are indicative and serve to inform the importer of the extent to which targets are being achieved. Quarterly statements are processed in the same way as the annual statement.

A list of annual and quarterly dates and deadlines is communicated separately by the SFOE.

If an importer wishes to have access to registration data in addition to the annual and quarterly statements (e.g. in order to be able to carry out continuous and automated comparisons), they can order standard data records from FEDRO for a fee. See: [Vehicle data](#) → [Overview vehicle data and information products](#) → "NEUZU_IMPORTER".

2.4 Format and structure of data

To calculate the penalty, the importer provides the SFOE with the VECTO data either as an MRF (Manufacturer's Record File) and/or as a CIF (Customer Information File) in accordance with the consolidated version of EU Regulation 2017/2400. One XML file must be provided for each vehicle. Other formats, such as vsum, Excel or PDF files, are not accepted.

The data provided should cover all vehicles in the aggregate registration list for the current year, insofar as VECTO data are available.

The EU Regulation states that manufacturers of heavy-duty vehicles are required to determine CO₂ emissions and fuel consumption of each new vehicle for the purposes of registration using the latest available version of VECTO (Art. 9, Regulation (EU) 2017/2400). The reporting process in Switzerland takes into account the VECTO results certified in accordance with the EU regulation.



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2.5 Organisational aspects and data exchange

The CO₂ Act and Ordinance are aimed at importers. The latter are subject to CO₂ emission regulations and must disclose data in accordance with Article 23a of the CO₂ Ordinance. Importers can find their assigned contact person under their login on the [DETEC eGovernment portal](#) and SharePoint.

The importer submits registration and VECTO data to the SFOE for annual and quarterly billing via [Sharepoint](#). An individual, protected subpage is set up for each importer.

3. Importers of heavy-duty vehicles

3.1 Definition of importer (Art. 17g CO₂ Ordinance)

First and foremost, an importer is defined as the party that submits the data to the SFOE in accordance with Article 23a paragraph 1 letter b of the CO₂ Ordinance. If data have not been submitted to the SFOE, the importer is deemed to be the party registered as such in the VAIS: in the case of registration with Swiss type approval or data sheet, this is the owner; in the case of registration with an electronic data sheet or electronic COC, this is the importer specified in the import declaration (identification via VAT number).

In exceptional cases in which neither data, an electronic data sheet, type approval nor corresponding data sheet are submitted, the importer is deemed to be the importer of the vehicle as stated on the customs declaration.

3.2 Requirement to submit data (Art. 23a CO₂ Ordinance)

Importers (Art. 23a CO₂ Ordinance) must submit data and report assignments (Art. 22a para. 2 CO₂ Ordinance) on the [DETEC eGovernment portal](#). Importers must first register on the [DETEC eGovernment portal](#). They remain registered until their registration is cancelled.

3.3 Vehicle assignment

Importers have the option of assigning vehicles to a large importer for the purpose of calculating CO₂ penalties. The large importer takes over the vehicles concerned, which then become part of its new car fleet used to calculate the CO₂ penalty (Art. 22a para. 1 CO₂ Ordinance). Vehicle assignments must be reported to the SFOE on the [DETEC eGovernment portal](#) before the vehicle is first registered for use in Switzerland.

If vehicles are assigned on behalf of a third party, a power of attorney must be provided (e-Gov service 'Powers of attorney for assignment'). The granting of administrative rights has no legal effect with regard to assignments. It is not possible to assign vehicles once they have been registered. A vehicle can only be assigned to another importer once, and assignments may not be revoked (Art. 22a para. 3 CO₂ Ordinance). If a large importer takes over a vehicle from an importer in accordance with Art. 22a of the CO₂ Ordinance, they must ensure that the vehicle has been imported into Switzerland and registered for the intended use.

4. Relevant data, scope of application and calculating penalties

4.1 Procedure for determining CO₂ emissions and the sub-group

The penalty is calculated on the basis of the HDV's CO₂ emission values and the sub-group to which it is attributed based on the VECTO simulation procedure (Art. 25a para. 1 CO₂ Ordinance). This procedure is part of the European whole-vehicle approval process and is also mandatory for vehicles type-approved in Switzerland. For vehicles with multi-stage type approval, the condition as a base vehicle is determining, as the VECTO certification is based on this (Art. 17c^{bis} para. 2 CO₂ Ordinance).



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The CO₂ emission values for heavy-duty vehicles are calculated on the basis of Annex I, Section 2.2 of Regulation (EU) 2019/1242 (Art. 25a para. 1 let. b CO₂ Ordinance). A weighted emission value is calculated based on each vehicle's mission profile.

4.2 Data sources

The data used to calculate the individual target and the average CO₂ emissions of the new car fleet must either be taken from a document issued by the vehicle manufacturer, a government authority or a government-approved domestic or foreign testing centre.¹ The document must be equivalent to the Certificate of Conformity (CoC)² (Art. 24 CO₂ Ordinance). Permissible sources include electronic data from the manufacturer's systems (CIF, MRF), and CIF or COC in paper form. All data points for a given vehicle are taken from the same source if available.

4.3 Vehicles subject to the scope of application (Art. 17c^{bis} para. 1 CO₂ Ordinance)

Article 17c^{bis} of the CO₂ Ordinance lists the types of heavy-duty vehicle that are subject to the measures. This is the basis upon which the SFOE draws up the enforcement data as described below. If information is missing, the SFOE asks the importer to submit the missing data.

- Lorries (vehicle type 35) and articulated lorries (vehicle type 38) with a 4 x 2 axle configuration and a gross vehicle weight or maximum laden mass of more than 16 tonnes (as proposed by the federal government, in future only the maximum laden mass will be taken as the determining factor, in line with EU legislation).

The vehicle type is determined based on the initial registration for use in Switzerland as recorded in the VAIS. The axle configuration is taken from the importer's certification or VECTO data (see Art. 23a CO₂ Ordinance); if these data are not available, it is derived from the number of axles and the drivetrain system (four-wheel drive A and off-road drive G at initial registration are interpreted as multiple-drive axles) by the VAIS.

In the case of multi-stage vehicles (the vast majority of lorries), the condition of the base vehicle is the determining factor. In the case of lorries, the relevant weight is therefore the maximum laden mass as stated in the certificate or VECTO data (see Art. 23a CO₂ Ordinance), where available.

For single-step vehicles (the vast majority of articulated vehicles), the relevant weight is not that of the base vehicle, but that of the vehicle when first registered for use (Art. 17c^{bis} CO₂ Ordinance *e contrario*). Consequently, in the case of articulated vehicles the gross vehicle weight from the VAIS is applied.

- All lorries and articulated vehicles with a 6 x 2 axle configuration. The axle configuration is taken from the importer's certification or VECTO data; if these data are not available, it is derived from the number of axles and the drivetrain system from the VAIS (see above).

After submitting the VECTO data, importers should check the SFOE enforcement data and report any queries or discrepancies.

Vehicles that do not meet the above criteria do not fall within the scope of application (e.g. vehicles with 4 or more axles).

¹ State-approved testing centre in accordance with Annex 2 of the Ordinance on the Type Approval of Road Vehicles (RVTAO, SR 741.511)

² Certificate of conformity or conformity assessment (Art. 2 lets m and n RVTAO, SR 741.511)



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Vocational vehicles as defined in Article 13 RVTRO (number plates with a light blue background and black lettering) are not considered lorries or articulated vehicles and are therefore not subject to CO₂ emission regulations.

4.4 Vehicles excluded from the scope of application (Art. 17c^{bis} para. 3 CO₂ Ordinance)

The factor determining whether a vehicle is excluded from the scope of application is its condition at the time of initial registration in Switzerland. The following are exempt from the scope of the CO₂ emission regulations:

- Refuse collection vehicles: Refuse collection vehicles are classified by body types 150 and 355 in accordance with Annex IV/d to the FEDRO guidelines on completing test reports. NB: In Switzerland, refuse collection vehicles are classified as motor vehicles for transport purposes in accordance with Article 11 paragraph 2 letter f of the Ordinance on the Technical Requirements for Road Vehicles (RVTRO) and are not specifically classified as vocational vehicles in accordance with Article 13 RVTRO. Transport motor vehicles as defined in Article 11 paragraph 2 letter f RVTRO generally fall within the scope of the CO₂ emission regulations (Art. 17c^{bis} para. 1), whereas vocational vehicles under Article 13 RVTRO do not. In the EU, refuse collection vehicles are classed as vocational vehicles exempt from CO₂ emission regulations. This exception from the scope of application is therefore explicitly regulated in Swiss law. Hook-lift vehicles with a hoist, for example, are not classed as refuse collection vehicles. Although they can be used to transport refuse, they are not specifically constructed for this purpose and do not have the appropriate body type when registered.
- Exceptions under Article 25 RVTRO. These vehicles are identified as having vehicle type 50 or by number plates with a light brown background and black lettering. In contrast, the EU defines vocational vehicles by means of a list of body types, which includes vehicles with hook lifts, tippers and concrete mixers (see Regulation (EU) 2017/2400).
- Military vehicles with army number plates (with a black background and white lettering) in accordance with Article 4 letter a of the Military Road Traffic Ordinance (MRTO), intended for use by the Armed Forces. Military vehicles for other purposes, such as military administration, are not exempt. The body responsible for the procurement of army vehicles, armasuisse, identifies exempt vehicles. When ordering vehicles, armasuisse informs the importers concerned whether or not the vehicles are or subject to CO₂ emission regulations (this is not usually recorded or indicated in tenders or in framework agreements). The SFOE does not consider exempt vehicles in its CO₂ emission calculations. For scheduling reasons, the SFOE reserves the right to consider military vehicle exemptions on a quarterly basis. This means that vehicles that are in fact exempt may nonetheless appear in the quarterly statements if they were first registered for use in the previous quarter. However, all exemptions are taken into account in the final annual statement.
- Vehicles cleared through customs before July 2019. This provision exempts vehicles for which CO₂ emissions did not have to be established using the VECTO simulation tool.

There is no general exemption based solely on the lack of VECTO certification.

CO₂ emissions regulations do not apply to vocational vehicles as defined in Article 13 so there are no exemption provisions for this vehicle category.

4.5 Initial registration and second-hand vehicles

Vehicles that are registered for the first time in Switzerland are subject to CO₂ emission regulations (Art. 10 CO₂ Act).



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Vehicles that were already registered abroad prior to their first registration in Switzerland fall within the scope of the CO₂ emission regulations if at the time of the customs declaration in Switzerland no more than twelve months have passed since the vehicle first registered abroad. Vehicles for which the customs declaration was made six months or less after first registration abroad are subject to the carbon emission regulations in all cases. Vehicles for which the customs declaration was made in Switzerland more than six months but no more than twelve months after initial registration abroad are subject to the regulations if the distance travelled at the time of the customs declaration (or, if not recorded at the time of customs declaration, at the time of initial registration in Switzerland) is less than 5,000 kilometres. If the distance travelled is 5,000 kilometres or more at the time of customs clearance or if more than twelve months have elapsed between initial registration abroad and customs clearance in Switzerland, the vehicle is considered a second-hand vehicle and is not subject to the CO₂ emission regulations (Art. 17d para. 3 CO₂ Ordinance).

4.6 Target, average CO₂ emissions and penalty: Data basis and calculation

The data sources for determining the sub-group and calculating the penalty are ranked as follows:

1. Data from the manufacturer's systems (CIF or MRF in xml format) that have been reported to the SFOE in accordance with the processes described in the Chapter 2. The emission value and the respective sub-group can be found in the CIF or MRF; in the MRF, the weighted emission value is calculated from the results for each mission profile.
2. CIF/COC in paper form: If no VECTO data are available in xml format, for example in the case of parallel or directly imported vehicles, data are taken from the CIF (Section 2.6.1 or, for older documents, Section 2.3 in accordance with Regulation (EU) 2017/2400) or the COC (item 49.5) in paper form.
3. If VECTO data are not available, the sub-group is determined in accordance with Article 25a paragraph 1 letter a and Annex I Number 1 of Regulation (EU) 2019/1242. The necessary data are obtained as described in Section 4.3. If the information on the vehicle sub-group is missing and cannot be determined from other data, for example because the cab type is missing, the vehicle is assigned to vehicle sub-group LH (long-haul) in accordance with Annex I, Number 1 of Regulation (EU) 2019/1242. CO₂ emissions are determined in accordance with Article 25a paragraph 2 of the CO₂ Ordinance, taking into account the vehicle's sub-group.

eCOC data from the Swiss IVI-TAS system are currently not part of the data cascade for the enforcement of HDV emission regulations. The SFOE reserves the right to use these data for plausibility checks and will consult with the importer if necessary.

The specifications for calculating the target, average CO₂ emissions including allowances for low-emission and zero-emission vehicles (Art. 26c CO₂ Ordinance) and any penalties are governed by Articles 23a to 30 of the CO₂ Ordinance. An example of the calculation for fleets can be found in an Excel file available on Sharepoint. An Excel file for calculating emissions for individual vehicles can be found on the SFOE website.

5. Emission reductions using renewable synthetic fuels

Importers can reduce the average calculated CO₂ emissions of their new car fleet by offsetting the reduction achieved from the use of renewable synthetic fuels (Art. 11a CO₂ Act).

Renewable synthetic fuels are defined as renewable fuels produced from renewable energy sources other than biomass (Art. 26b para. 2 let. a CO₂ Ordinance).

Furthermore, they must be used to power vehicles if they are to be taken into account under CO₂



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emission regulations (Art. 26b para. 2 let. b CO₂ Ordinance). If the fuel is used for other purposes, such as combustion in the building sector or to operate aircraft, the corresponding CO₂ reduction cannot be credited under the CO₂ emission regulations for vehicles. The use of fuel in the transport sector must be declared by the fuel distributor when cancelling the certificate of origin (specifying the transport sector). The SFOE reserves the right to request additional tax information for the synthetic fuels credited.

Currently, the energy sources listed in the following table meet the definition of renewable synthetic fuels in accordance with Article 26b paragraph 2 of the CO₂ Ordinance. Emission reductions are calculated on the basis of the emission factors for the fossil fuel equivalents listed in Annex 10 of the CO₂ Ordinance.

Allowable renewable synthetic fuel	Replaces fossil fuel
Power-to-liquid diesel	Diesel
Power-to-Liquid ethanol	Petrol
Power-to-Liquid methanol	Petrol
Power-to-Gas methane	Methane

Fuels must also meet the requirements of Article 35d of the Environmental Protection Act (EPA) and Article 3 of the Renewable Fuels Ordinance (RFO). This is covered by implementation of the RFO and of Article 35d EPA, which prohibits the distribution of fuels and combustibles that do not meet the requirements.

Renewable hydrogen for fuel cell vehicles is not allowable because it is not considered a fuel under mineral oil tax legislation. Nor is the biogenic energy source HVO allowable.

If a supplier of renewable synthetic fuel contractually attributes the ecological added value of a certain amount of fuel to a vehicle importer, the importer may ask for the corresponding reduction in CO₂ emissions to be taken into account when the emissions of their new car fleet are calculated (Art. 11a CO₂ Act in conjunction with Art. 26b CO₂ Ordinance). Proof that the ecological added value of the creditable amount of renewable synthetic fuel is credited exclusively to the fleet of the vehicle importer submitting the application (and not to other importers or used to satisfy other legal obligations) is given on the certificate of origin in the [certificate of origin system for fuels](#). To this end, the vehicle importer must reach an agreement with the fuel supplier (distributor or subsequent holder of the certificate of origin) and have the assignment recorded on the certificate of origin by the supplier. Furthermore, the distributor of the fuel must cancel the certificate of origin (specifying the transport sector) so that it can be used as proof of the reduction in CO₂ emissions. This must be done by the end of each quarter (Art. 4c para. 2 let. a and para. 3 Energy Ordinance). The vehicle importer does not have a role in the certificate of origin register. The fuel distributor must record the following information:

- Instrument: CO₂ emission regulations for vehicles
- UID number of the vehicle importer as registered with the SFOE
- Vehicle fleet (passenger cars/LCVs/HDVs)
- Year allocated

The provisions governing the allocation of synthetic renewable fuels are also set out in the [Certificate of origin register system manual](#). Fuels must be allocated within 18 months of the certificate of origin being issued in accordance with the provisions of the DETEC Ordinance on the Certificate of Origin for Fuels and Combustibles (COFO, SR 730.010.2).



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Once the fuel has been allocated and the certificate of origin cancelled, the vehicle importer must submit an application to the SFOE for crediting the CO₂ reduction by 31 January of the year following the given reference year (in accordance with Art. 11a para. 1 CO₂ Act and Art. 26b para. 3 lets a and b CO₂ Ordinance).

The fuel quantities allocated in this way are credited until the target is exceeded by 0. Importers are responsible for correctly allocating quantities of fuel to their fleets. Surplus allocated certificates of origin expire; it is not possible to reimburse to the fuel supplier, transfer accounting to later periods, assign certificates of origin between vehicle importers or assign fuel values to another new car fleet or another vehicle category for the purposes of CO₂ emission regulations.

The reduction in CO₂ emissions achieved through the use of renewable synthetic fuels is calculated in accordance with Annex 4b of the CO₂ Ordinance. The reduction is converted into CO₂ emissions in g CO₂/tkm, taking into account the expected total lifetime transport performance of heavy-duty vehicles. The calculation is made on the basis of the fossil fuel that has been replaced, not the type of drive system used in the new vehicle fleet.

6. Contact for enquiries

General information on CO₂ emission regulations can be found on the SFOE website: www.bfe.admin.ch/auto-co2 --> Heavy-duty vehicles

Contact for general enquiries

If you have any legal questions or remarks on calculating sanctions and the data basis, please do not hesitate to contact the SFOE enforcement team:

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