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REPORT FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL

on the availability of suitable rest facilities for drivers and of secured parking facilities, and on the development of safe and secure parking areas certified in accordance with Delegated Regulation (EU) 2022/1012

1. INTRODUCTION

Regulation (EC) No 561/2006 of the European Parliament and of the Council on the harmonisation of certain social legislation relating to road transport ([1]) ('Regulation 561/2006') lays down rules on driving times, breaks and rest periods for drivers engaged in the carriage of goods and passengers. Article 8a(2) of Regulation 561/2006 ([2]) empowers the European Commission to establish detailed standards on the level of service and security of safe and secure parking areas (SSPAs) and on the procedures for the certification of those parking areas.

The Commission acted on this empowerment by adopting Delegated Regulation (EU) 2022/1012 on 7 April 2022 ([3]), which addresses critical issues faced by the road transport sector and contributes to a more efficient and harmonious transport system across the European Union. Delegated Regulation (EU) 2022/1012 lays down **detailed standards** for parking areas to be certified as safe and secure. These standards cover various aspects, including physical security measures, surveillance, lighting and access control. SSPAs must provide suitable facilities for drivers, such as restrooms, showers and food services, ensuring that drivers can rest comfortably and safely.

Four **levels of security** are established for SSPAs (i) bronze; (ii) silver; (iii) gold; and (iv) platinum. They are designed to cater to different needs and provide a clear framework for transport operators to choose the appropriate level of security, also based on the value of the goods they are transporting. The **procedures for certifying** SSPAs include regular inspections and audits to ensure compliance with the established standards, thus ensuring that drivers are provided with a reliable and secure environment and cargos are effectively protected.

Article 8a(4) of Regulation 561/2006 requires the Commission to submit to the European Parliament and to the Council a report on the availability of suitable rest facilities for drivers and of secured parking facilities. The Commission should also report on the development of SSPAs certified according to the standards laid down in Delegated Regulation (EU) 2022/1012. Furthermore, the Commission's report may include a list of recommended measures aimed at increasing both the number and quality of SSPAs.

Moreover, Article 8a(3) of Regulation 561/2006 requires that Member States should encourage the creation of parking space for commercial road users in line with point (c) of Article 39(2) of

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([1]) Regulation (EC) No 561/2006 of the European Parliament and of the Council of 15 March 2006 on the harmonisation of certain social legislation relating to road transport and amending Council Regulations (EEC) No 3821/85 and (EC) No 2135/98 and repealing Council Regulation (EEC) No 3820/85 (OJ L 102, 11.4.2006, p. 1).

([2]) As revised by Regulation (EU) 2020/1054 of the European Parliament and of the Council of 15 July 2020 amending Regulation (EC) No 561/2006 as regards minimum requirements on maximum daily and weekly driving times, minimum breaks and daily and weekly rest periods and Regulation (EU) No 165/2014 as regards positioning by means of tachographs (OJ L 249, 31.7.2020, p. 1).

([3]) Commission Delegated Regulation (EU) 2022/1012 of 7 April 2022 supplementing Regulation (EC) No 561/2006 of the European Parliament and of the Council with regard to the establishment of standards detailing the level of service and security of safe and secure parking areas and to the procedures for their certification (OJ L 170, 28.6.2022, p. 27).

Regulation (EU) No 1315/2013 ([4]) on the Trans-European Transport Network (TEN-T), subsequently replaced by Regulation (EU) 2024/1679 ([5]). Article 31(4) of Regulation (EU) 2024/1679 requires Member States to develop by 31 December 2040 SSPAs certified according to EU standards along the roads of the core network and the extended core network, or within 3 kilometres driving distance from the nearest exit of the road of the trans-European network, with an average maximum distance of 150 kilometres between two SSPAs.

This report was informed by a study on the availability of rest and parking facilities for professional drivers carried out for the Commission ([6]). The study analysed the current demand for and supply of parking spaces for professional drivers and the possibilities for expanding the existing network of SSPAs, in line with Regulation (EU) 2024/1679. The study was based on extensive consultations with experts from the Member States, transport and parking operators, trade unions and professional drivers ([7]).

Part 2 of the report includes an overview of parking areas for professional drivers in the EU, and Part 3 discusses the challenges faced by SSPAs. Part 4 presents the conclusions, including the main recommendations for expanding the network of SSPAs.

2. OVERVIEW OF PARKING AREAS IN THE EU

This part presents a typology of parking areas for professional drivers across the EU and key figures on SSPAs.

2.1. Typology of parking areas

Parking areas used by professional drivers are very diverse in terms of purpose and level of security. They may be classified as follows:

([4]) Regulation (EU) No 1315/2013 of the European Parliament and of the Council of 11 December 2013 on Union guidelines for the development of the trans-European transport network and repealing Decision No 661/2010/EU (OJ L 348, 20.12.2013, p. 1).

([5]) Regulation (EU) 2024/1679 of the European Parliament and of the Council of 13 June 2024 on Union guidelines for the development of the trans-European transport network, amending Regulations (EU) 2021/1153 and (EU) No 913/2010 and repealing Regulation (EU) No 1315/2013 (OJ L, 2024/1679, 28.6.2024).

([6]) "Study on the availability of suitable rest facilities for professional drivers and of secured parking facilities, as well as on the development of safe and secure parking facilities in the EU", https://op.europa.eu/en/publication-detail/-/publication/42b15ca1-1680-11f0-b1a3-01aa75ed71a1.
All survey results contained in this report were derived from this study.

([7]) More details on the consultation and consulted stakeholders can be found in Annex II to the study, https://op.europa.eu/en/publication-detail/-/publication/a21e19fe-167d-11f0-b1a3-01aa75ed71a1/language-en.

a. On-motorway parking areas

These parking areas are often open to all types of vehicles, meaning that trucks share this area with private cars, coaches and other types of private vehicles. Depending on the Member State, such parking areas are often owned, operated or concessioned by public authorities.

b. Off-motorway parking areas

These parking areas are usually located at around 3 kilometres from the motorway. They are often owned and operated by private operators and are reserved for trucks and commercial light vehicles.

c. Truck waiting areas at port and rail terminals

Unlike public parking areas, these are special areas at port and rail terminals for drivers to stay while awaiting entry into the terminal. Depending on the Member State, terminals may be owned and operated by public authorities or private companies, though public ownership is very common.

d. Private transport company grounds (company depots)

These parking areas are offered by truck parking reservation suppliers in parking lots owned by transport companies. In this scheme, the transport company opens its yard to drivers from other transport companies – similar to a short-term accommodation rental service which is bookable via an app. An alternative form of this model is used by niche transport operators, such as the transport companies transporting cars, which park in each other's yards.

e. Safe and secure parking areas

SSPAs can be subdivided into certified parking areas and non-certified parking areas. The EU standards set out in Delegated Regulation (EU) 2022/1012 are the only ones set out in legislation. These standards establish four security levels and a common service level as a precondition to be certified. Certification is carried out by independent and impartial audit bodies that are accredited according to transparent rules set out in the Delegated Regulation.

Other industry standards are the TAPA EMEA Parking Security Requirements (PSR), which is the standard of the Transported Asset Protection Association (TAPA), and the certification for parking and facilities of the European Secure Parking Organisation (ESPORG).

Regional industry standards, such as the Vereinigung Deutscher Autohöfe e.V. (VEDA) certifications (Premium Parking and Quality Parking), also exist but remain marginal.

f. Parking areas for coaches

Coach drivers do not in general stay overnight in the parking areas used by truck drivers. They tend to stay in hotels and prefer service areas and dedicated parking facilities near destinations or terminals. Recognising this trend, some municipalities, such as Pamplona in Spain and Brussels in Belgium, have established dedicated coach parking terminals in urban areas. Therefore, SSPAs are largely irrelevant for the coach industry, given its distinct operational needs.

g. Other facilities

There are around 123 000 hotels across the EU-27. 46% of EU-certified parking areas have at least one overnight stay facility within 3 kilometres. Across all parking categories, approximately half of parking areas have at least one facility within this distance. The most relevant distance bands are 1 kilometre, considered walking distance, and 3 kilometres, which can be served by a shuttle service. However, as these distances were measured as the crow flies, an accommodation facility considered to be located near a parking area could actually require longer distances to be travelled.

As a result, many parking areas lack suitable accommodations nearby. While options may exist at greater distances, these are not viable for truck drivers, as they typically lack (motorised) transportation once their truck is parked in a secure parking area.

Many hotels identified near SSPAs cater primarily to tourists and business travellers and are unaffordable for truck drivers. Indeed, findings confirm that most hotel rates are prohibitive for truck drivers.

2.2. Key figures on SSPAs

The current total supply of parking spaces for trucks in the EU amounts to around 380 000 (secure and unsecure), out of which 60 816 are of more than a basic level (i.e. not certified but with some security elements), 23 651 parking spaces are certified secure under different certification methods, and 4 943 parking spaces are certified in line with EU standards (most of which are gold-level, providing a relatively high level of security). The distribution of certified sites, which are clustered in only a few countries/regions (Belgium, the Pyrenees region, northern Italy and Hungary), leaves significant gaps across the TEN-T core network, for example in Austria, Czechia, Germany, Poland and Slovakia ([8]).

All parking areas, whether certified or not, also include service areas and basic facilities. The level of security and the available amenities can vary widely across these locations. Service areas along major roads, including motorways and dual carriageways, provide essential amenities for drivers. At a minimum, these areas include petrol stations, dining options and public toilets. Many also offer additional conveniences such as showers and shops, making them suitable for both short breaks and extended rest periods during long-distance travel.

New SSPAs are currently under construction, or their construction is scheduled to begin shortly. This includes 49 ongoing Connecting Europe Facility (CEF) ([9]) projects, expected to add 4 614 SSPA parking spaces for trucks, nearly doubling the current supply.

In the last call for proposals for EU action grants in the field of transport under the CEF, published in 2024 and closed in 2025, a total of **14 proposals for SSPAs projects** have been approved for

([8]) For more details on the geographic distribution of parking spaces in the EU, see Annex I to the above-mentioned study (and in particular the maps thereof).

([9]) Regulation (EU) 2021/1153 of the European Parliament and of the Council of 7 July 2021 establishing the Connecting Europe Facility and repealing Regulations (EU) No 1316/2013 and (EU) No 283/2014 (OJ L 249, 14.7.2021, p. 38).

funding (12 under the General envelope and 2 under the Cohesion envelope), for a **cumulative funding** of more than **EUR 91 million** ([10]).

The projects aim at developing SSPAs across various EU Member States under the TEN-T initiative. These developments seek to enhance road safety, security, and offer better conditions for professional drivers by expanding and upgrading parking facilities to meet standards laid down in EU Regulation.

While these new locations will improve the geographical coverage of SSPAs across Europe, significant gaps risk persisting, due to the ever-rising demand and the time needed for the supply of new parking areas.

3. CURRENT CHALLENGES IN SAFE AND SECURE PARKING AREAS

The EU Road transport sector faces several critical challenges related to the availability and functionality of SSPAs. These challenges affect not only the security, safety and well-being of drivers, exacerbating the shortage of professional drivers, but also the efficiency of logistics chains and overall road safety. Key factors influencing the use of SSPAs are (i) the security, safety, cleanliness and comfort of the facilities; and (ii) parking availability. Respondents also stress the need for improved data management and access to real-time updates on parking availability. In addition, the cost of accessing the facilities may constitute a significant factor in the preference for parking areas with a lower security and service level.

3.1. Cargo theft and security concerns

Security is a paramount concern for road transport operators and drivers. A striking 85% of transport operators report having experienced theft or vandalism when their vehicles were parked in unsecured areas. While the figure drops to 41% in secured parking areas, the level of incidents remains high and highlights the critical need for further security measures. Furthermore, 79% of drivers report having faced a security threat and/or dangerous issue while their vehicle was parked, and only 9% of drivers report feeling safe at parking areas in Europe. Cargo theft continues to be an issue, with incidents including fuel theft, cabin break-ins, and unauthorised passenger boarding for irregular immigration purposes. Violent robberies are also reported, which endanger the lives of drivers.

3.2. Shortages and distribution gaps

A shortage of available parking facilities was reported by both transport operators and drivers. In addition, SSPAs are unevenly distributed across the EU, especially in high-density freight transport regions. Many regions in the EU do not meet the required density of certified SSPAs, leaving drivers with limited options for taking a safe rest. This scarcity exacerbates the issue of illegal parking, which increases safety risks for drivers. The areas which drivers consider the least served by SSPAs are Belgium, France, Germany, Italy, the Netherlands, Portugal and Spain.

([10]) So far, without taking into account the last call for proposal, the EU has already co-funded 138 parking areas and around 16 113 parking spaces (both certified and not) with more than EUR 231 million under the CEF.

It is estimated that there is currently a need for about 395 000 parking spaces. Assuming that the total demand should be satisfied by certified SSPAs, the gap is of 390 057 parking spaces ([11]), which is equivalent to 3 250 parking areas ([12]). By 2040, demand is projected to increase further, and considering the current investment trend, the estimated gap will be of 483 000 parking spaces, or 4 025 parking areas certified in line with the EU standards ([13]). The demand-supply gap is present across the EU, though its scale varies by region and Member State. The most significant gaps are observed in southwestern and central Europe ([14]).

3.3. Quality of available parking facilities

Among drivers, 52% of respondents felt that parking area facilities were unclean while 46% deemed the facilities acceptable. Only 2% of all driver respondents considered parking area facilities clean (this includes all types of parking areas). On SSPAs, both EU certified and not, approximately 55% of respondents say that facilities are 'clean' or 'acceptable'.

3.4. Cost for the use of parking facilities

Drivers and transport operators agree that drivers should not bear the cost of parking. The analysis on higher security parking areas, namely platinum and gold levels, shows that current prices range from approximately EUR 15 to approximately EUR 35 per night. Lower security parking areas, namely, silver and bronze levels, charge between EUR 5 and 15. EUR 15 per night per parking space seems to be a high price for transport companies. Based on such a low willingness to pay for parking, it is unlikely that transport operators will be willing to pay for hotel accommodation.

3.5. Technological challenges

There is a notable lack of comprehensive data for route planning and parking reservation systems. Poor data management prevents drivers from accessing real-time information on available secure parking spaces. Many existing parking facilities lack the infrastructure required for intelligent transport systems ([15]). These systems, if implemented, could significantly ease the stress of finding safe parking in congested areas by offering real-time updates and reservations via digital platforms.

Specifically, most transport operators consider real-time access to parking availability crucial for route planning, though only 27% find current parking information reliable. In addition, 75% of operators believe that accurate data on available SSPAs improves route planning and helps comply

([11]) The need for parking spaces was calculated subtracting the current number of 4 943 parking spaces certified in line with the EU standards from the estimated demand of 395 000 parking spaces.

([12]) It is estimated that each parking area will consist, on average, of 120 parking spaces. This estimation is based on the average size of existing certified parking areas (whether or not in line with the EU standards).

([13]) The amount of 483 000 parking spaces was calculated subtracting projected 24 000 parking spaces certified in line with the EU standards, from the estimated demand of 507 000 secure parking spaces in 2040.

([14]) Detailed mapping on the demand and supply of parking facilities can be found in Annex I to the study at: https://op.europa.eu/en/publication-detail/-/publication/71d155f0-167e-11f0-b1a3-01aa75ed71a1/language-en.

([15]) The Intelligent Transport Systems (ITS) Directive provides a set of guidelines and actions towards the deployment of digital and technological advances that will propel the modernisation and connectivity of long-haul vehicle fleets and, consequently, SSPAs.

with driving and rest time regulations. On data availability and management for route planning and reservations, transport operators state that they lack a routing system or a fixed plan for stops, with over 50% indicating that they do not make parking area reservations at all.

3.6. Gender-specific issues

The clear gender imbalance within the industry, with only 6% of drivers being women, highlights the need for gender-sensitive facilities. Female drivers face additional challenges such as personal safety and hygiene needs that are not being properly met by current facilities.

4. CONCLUSIONS

The challenges presented in Part 3 of this report need to be addressed with strategic investments and policy adjustments. This is vital for improving the efficiency and security of the EU road transport sector and for enhancing the working conditions and therefore the appeal of the profession for drivers.

The increasing demand for road freight transport underscores the pressing need for more parking infrastructure, especially certified SSPAs. The current supply is unable to meet demand, and with demand expected to grow further, immediate investment and certification of existing parking areas with safety and security features is needed. This urgency is further underscored by the requirement for Member States to ensure, by 31 December 2040, the development of certified SSPAs along the core and extended core TEN-T network, or within 3 km driving distance from the nearest exit of the road of the trans-European network, with an average maximum distance of 150 km between them. Several legislative and non-legislative follow-up actions can be identified.

The following possible initiatives are grounded in the analysis and findings of the study and should therefore be understood as contributions to a broader discussion. Their purpose is to inform and support further reflection, without anticipating or influencing any decisions related to future actions.

4.1. Initiatives not relating to legal acts

4.1.1. Incentivising quick-win upgrades

The Commission considers that the more efficient way to bridge the gap between the number of SSPAs needed and the current number of SSPAs is to **upgrade non-secure parking facilities along motorways.** This can be done **through works and investments** to help such facilities achieve bronze-level certification or higher.

The focus should be on essential security measures like perimeter lighting, visual deterrents, routine surveillance checks, monitoring at entry and exit points, and clear signage to restrict access to authorised vehicles. It might also be necessary to make investments in rest facilities along motorways that were originally designed primarily for passengers of private cars.

The Commission recommends that Member States assess this option carefully in order to meet the requirements laid down in the TEN-T Regulation. Operators of rest facilities along motorways are encouraged to evaluate the relevance of such investments for their business models. Where private

investment alone does not present a viable business case, public support mechanisms and coordinated planning may be necessary to ensure a timely delivery of the required infrastructure.

In regions with higher incidents of cargo theft, Member States should also **prioritise the construction of and the upgrade to platinum-certified SSPAs** in order to ensure maximum security and protection for drivers and cargo. Public support mechanisms should be prioritised in these regions.

4.1.2. Promoting stakeholder collaboration and awareness

Member States should include the development of SSPAs as part of their **national transport plans** ([16]). The European Coordinators appointed under Article 52 of Regulation (EU) 2024/1679 support the coordinated implementation of the European Transport Corridors. According to Article 54 of Regulation (EU) 2024/1679 each European Coordinator shall draw up, at the latest by 19 July 2026 and every four years thereafter, a work plan that provides a detailed analysis of the state of implementation of the corridor and its compliance with the requirements of Regulation (EU) 2024/1679, including as to the deployment of rest areas and SSPAs, as well as the priorities for its future development.

The Commission also considers that **long-haul operators should encourage their drivers to rest at SSPAs**. SSPAs should be integrating as topic in the European Group for Urban Mobility (EGUM) and the Digital Transport and Logistics Forum (DTLF) ([17]). The topic of SSPAs could also be included in the initial and periodic training of drivers as a new element specifically designed for the well-being of drivers, together with digitalisation and technological updates.

4.1.3. Improving SSPAs connectivity

The SSPA operators could put in place a common EU-wide digital platform (observatory), available also as a smartphone app, that enables drivers and transport companies to access real-time data on parking availability, make reservations and communicate with the parking facilities. The Commission has also launched a project to develop an app that gathers drivers' feedback and ratings on key points of interest along trucking routes, including service points and rest areas ([18]).

4.1.4. Improving safety, security, well-being and inclusivity

The attractiveness of parking areas for drivers increases when they:

- are **safe**, as regards the **circulation** of both trucks and pedestrians;

([16]) See Article 60 of Regulation (EU) 2024/1679.

([17]) EGUM is the European Commission high-level expert group on urban mobility, whilst DTLF is the Digital Transport and Logistic Forum assembling experts from Member States, public entities and private organisations for coordinating policy in those fields.

([18]) Pilot project: Empowering truck drivers-Revolutionising European logistics, https://ec.europa.eu/info/funding-tenders/opportunities/portal/screen/opportunities/topic-details/PPPA-2025-EMPOWERTD?isExactMatch=true&status=31094501,31094502,31094503&frameworkProgramme=43637601&order=DESC&pageNumber=1&pageSize=50&sortBy=startDate.

- are **clean**, respecting **rigorous hygiene standards** throughout the facility;
- promote **well-being programmes** focusing on supporting long-haul drivers' mental health and providing recreational facilities and social spaces;
- offer **gender-inclusive measures**, such as reserved parking spaces near security offices for female drivers to prevent women from having to walk across the parking area alone, particularly at night;
- provide **services tailored to different cultural and religious needs**, such as diverse food options and multilingual information systems.

Truck drivers would also greatly appreciate **on-site security presence**.

Truck drivers would also benefit from **affordable and accessible accommodation**, such as motels near SSPAs, if they are developed in high-density freight transport regions; this would ensure consistent, reliable overnight stay options for drivers.

4.1.5. Funding

The funding of SSPAs, including through EU funds, has proven to be a very important and effective instrument. To continue this important support tool, the Commission proposed, on 16 July 2025, a Connecting Europe Facility 3, with a transport budget of 51,5 billion euro in Multiannual Financial Framework ('MFF') for 2028 to 2034 ([19]).

4.2. Initiatives relating to legal acts

4.2.1. Delegated Regulation (EU) 2022/1012

When assessing whether Regulation (EU) 2022/1012 should be revised in light of the existing technological developments ([20]), the Commission could, based on the consultation with Member States and stakeholders, also consider whether to:

- introduce intermediate-level category certifications to facilitate and thus incentivise quick upgrades to existing SSPAs. For instance, a silver parking area that invests in high-level services could receive a silver+ certification;
- include the obligation of on-site security personnel at platinum level SSPAs in order to expand physical security standards;
- develop a signalling system for SSPAs informing about reserved parking spaces for female drivers;
- add dietary considerations and the collection of gender-disaggregated data about the drivers in restrooms.

4.2.2. Regulation (EC) No 561/2006

([19]) https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52025PC0571&qid=1753801194712.

([20]) The revision clause laid down in Article 3 of Regulation (EU) 2022/1012 requires the Commission, by 7 April 2026, to assess whether the standards and certification procedures provided in Annexes I and II need to be amended in light of the existing technological developments, and in order to continuously improve working conditions of drivers.

If and when a broader revision of Regulation (EC) N° 561/2006 would take place, the Commission could propose, as regards SSPAs, the following amendments to Regulation (EC) No 561/2006:

- inclusion of additional criteria related to the well-being of drivers in the standards on the level of service of SSPAs. This could consist, for instance, in measures to accommodate drivers of diverse cultural or linguistic backgrounds.
- allow drivers to take their regular rests in the cabins of vehicles if they are equipped with all necessary functions for comfort and parked in high-quality SSPAs. This would offer drivers the opportunity to socialise and rest in places with high levels of safety and services.

The Commission will closely monitor the development of suitable rest and parking facilities for professional drivers, especially SSPAs certified according to established standards under Delegated Regulation (EU) 2022/1012. The Commission will also determine the most appropriate way to support the recommendations, taking into account policy priorities, feasibility and input from all relevant stakeholders. In its assessment the Commission will focus on the measures which will improve the quality of parking facilities and increasing the number of SSPAs.

The Commission highlights that Member States are responsible to ensure the proper development of the SSPAs network. Even though the continuation of CEF funding is important, it is limited in nature. Therefore, national private and public support is essential to ensure that gaps and white spots on the TEN-T network are effectively addressed, in order to maintain an adequate availability of SSPAs.