



Summary of EU Packaging & Packaging Waste Regulations



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A MESSAGE FROM OUR CEO



The **EU Packaging and Packaging Waste Regulation** (PPWR) has been published and Europe, including Irish producers and current Repak Members are poised for a shift in how packaging is designed, used and managed. There is no doubt that this ambitious regulation will revolutionize the industry, but only if all relevant stakeholders act now. **This summary guide to the legislation will help you do that.** The PPWR aims to overhaul packaging design by mandating that all packaging be recyclable or reusable. This will set new industry standards, ensuring that packaging is created with sustainability in mind from the outset.

The regulation introduces strict recyclability grades that create standards and guarantees that packaging is both recyclable and made of high-quality materials that can be efficiently processed and reused. The vision is to create a circular system in which packaging contributes minimally to the creation of waste, leverages circularity to the maximum and minimizes the need for virgin resources.

One of the key elements of the PPWR is its emphasis on Extended Producer Responsibility (EPR), which shifts more responsibility onto producers for managing their packaging throughout its entire lifecycle. The idea is that by making producers more financially and operationally accountable for the waste their packaging generates, they will be more motivated to develop sustainable solutions.

Repak is here to support its current members and broaden its overall membership-base to share the cost burden associated with increasing our packaging circularity. Please contact us for guidance on how to achieve compliant standards in managing your packaging waste.

– Zoe Kavanagh, Chief Executive Officer

A handwritten signature in black ink, which appears to read 'Z Kavanagh'. The signature is written in a cursive, flowing style and is positioned above a thin horizontal line.



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Repak summary of the Regulation of the European Parliament and of the Council on packaging and packaging waste (EU) 2025/40, amending Regulation (EU) 2019/1020 (Market surveillance and compliance of products), and Directive (EU) 2019/904 (Single Use Plastics Directive), and repealing Directive 94/62/EC (Packaging and Packaging Waste Directive).



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01

Introduction



The Packaging and Packaging Waste Directive (PPWD – Directive 94/62/EC) lays down measures to prevent the production of packaging waste, and to promote reuse of packaging and recycling and other forms of recovering packaging waste. It also sets out the requirements that all packaging placed on the EU market must meet. These provisions are designed to reduce the disposal of packaging waste and to promote a more circular economy. As part of the European Green Deal and the new circular economy action plan, the European Commission put forward a revision of the PPWD in November 2022. The initiative's objective is to ensure that all packaging is reusable or recyclable in an economically feasible way by 2030. The aim is to reinforce the essential requirements for packaging to ensure its reuse and recycling, boost the uptake of recycled content, and improve the requirements' enforceability. Measures are also envisaged to tackle over-packaging and reduce packaging waste. On 19 December 2024 the European Council formally adopted this regulation on packaging and packaging waste. This document describes some of the main impacts of the regulation.

Link to regulation: <https://eur-lex.europa.eu/eli/reg/2025/40/oj/eng>

THE REGULATION CONTAINS (AMONG OTHER THINGS):

- Information on Declarations of Conformity
- Information on Producer Registers
- Information on Labelling of Packaging and Waste Receptacles
- Restrictions on certain substances in packaging and certain packaging formats
- Packaging waste prevention targets and minimisation of packaging
- Re-use targets
- Information on the Recyclability of Packaging and Recyclability Performance Grades
- Minimum recycled content in plastic packaging
- Compostable packaging
- Authorised Representative for packaging
- Reporting of packaging data (by material type)

Subject matter ARTICLE 1

Establishes requirements for packaging waste prevention, such as reduction in unnecessary packaging and reuse or refill of packaging, as well as collection and treatment, including recycling, of packaging waste.

Contributes to the transition to a circular economy and achieving climate neutrality at the latest by 2050 by laying down measures in line with the hierarchy of waste.

Definitions ARTICLE 3

‘Economic operators’ are obligated under the regulations and are defined as manufacturers, suppliers of packaging, importers, distributors, authorised representatives, final distributors, and fulfilment service providers;

Definition of ‘producer’ has also been widened.

‘Material Recycling’ and ‘High-Quality Recycling’ also defined.

EU declaration of conformity

ARTICLES 35-39 (ANNEX VII-VIII)

Compliance of packaging items with the requirements of the Regulation (including manufacturing and production requirements and labelling requirements) should be shown with an **EU declaration of conformity** which should be **accessible to economic operators** and **end-users** on the packaging or through a QR code to be affixed to packaging.

This will be the **responsibility of manufacturers**.

The conformity assessment procedures set out in Annex VII of the Regulation will require the intervention of **competent authorities**.

Register of producers ARTICLE 44

(2) Producers shall be obliged to register in a **national register**. They shall submit an application for registration in each Member State where they make packaging or packaged products available on the territory of the Member State for the first time. Where a producer has entrusted a **producer responsibility organisation**, the obligations set out in this Article shall be met by that organisation, unless otherwise specified by the Member State in which the register is established.

(3) Member States may provide that the obligations set out in this Article may, on behalf of producers by written mandate, be met by an **authorised representative** for the extended producer responsibility.











(7) The producer or, where applicable, the producer's **authorised representative** for the extended producer responsibility or the producer responsibility organisation, **as stipulated by national law according to paragraphs 2 and 3 of this Article**, shall report to the competent authority responsible for the register, **by 1 June** for each full preceding calendar year, the information set out in Part B, Point 1 of Annex IX.













(8) Where a **Producer** has made available for the first time on the territory of the Member State a quantity of packaging, including packaging of packaged products, of less than 10 tonnes during one calendar year,... the producer, or, where applicable, the producer's **authorised representative** for the extended producer responsibility or the **producer responsibility organisation**, shall submit the information set out in Part B, point 2, of Annex IX to the competent authority responsible for the register, by 1 June for each full preceding calendar year. (Including Table 1).

N.B. Note that this introduces a deminimis of 10 tonnes, but even deminimis producers will have (lower) reporting obligations.

There are other exemptions throughout the regulation referring to 'micro-enterprises' that by definition place less than 10 tonnes of packaging onto the market.

Information from Part B, Point 1 of Annex IX (which refers to Table 1 in Annex II)

Cat. No	Predominant packaging material	Packaging type	Format (illustrative and non-exhaustive)	Colour / Optical transmittance
1	 Glass	Glass and composite packaging, of which the majority is glass	Bottles, jars, flacons, cosmetics pots, tubs, ampoules, vials made of glass (soda lime silica), aerosol cans	-
2	 Paper/ cardboard	Paper/cardboard packaging	Boxes, trays, grouped packaging, flexible paper packaging (e.g. films, sheets, pouches, lidding, cones, wrappers)	-
3	 Paper/ cardboard	Composite packaging of which the majority is paper/cardboard	Liquid packaging board, and paper cups (i.e. laminated with polyolefin and with or without aluminium), trays, plates and cups, metallised or plastic laminated paper/cardboard, paper/cardboard with plastic liners/ windows	-
4	 Metal	Steel and composite packaging of which the majority is steel	Rigid formats (aerosols cans, cans, paint tins, boxes, trays, drums, tubes) made of steel, including tinplate and stainless steel	-
5	 Metal	Aluminium and composite packaging of which the majority is aluminium – rigid	Rigid formats (food and beverage cans, bottles, aerosols, drums, tubes, cans, boxes, trays) made of aluminium	-
6	 Metal	Aluminium and composite packaging of which the majority is aluminium – semi rigid and flexible	Semi rigid and flexible formats (containers and trays, tubes, foils, flexible foil) made of aluminium	-
7	 Plastic	PET – rigid	Bottles and flasks	Transparent clear/coloured, opaque
8	 Plastic	PET – rigid	Rigid formats other than bottles and flasks (Includes pots, tubs, jars, cups, mono- and multilayer trays and containers, aerosol cans)	Transparent clear/coloured, opaque
9	 Plastic	PET – flexible	Films	Natural/coloured
10	 Plastic	PE – rigid	Containers, bottles, trays, pots and tubes	Natural/coloured

Cat. No	Predominant packaging material	Packaging type	Format (illustrative and non-exhaustive)	Colour / Optical transmittance
11	 Plastic	PE – flexible	Films, including multilayer and multi-material packaging	Natural/coloured
12	 Plastic	PP – rigid	Containers, bottles, trays, pots and tubes	Natural/coloured
13	 Plastic	PP – flexible	Films, including multilayer and multi-material packaging	Natural/coloured
14	 Plastic	HDPE and PP – rigid	Crates and pallets, corrugated board plastic	Natural/coloured
15	 Plastic	PS and XPS – rigid	Rigid formats (includes dairy packaging, trays, cups and other food containers)	Natural/coloured
16	 Plastic	EPS – rigid	Rigid formats (includes fish boxes/white goods and trays)	Natural/coloured
17	 Plastic	Other rigid plastics (e.g. PVC, PC) including multi-materials – rigid	Rigid formats, including e.g. intermediate bulk containers, drums	-
18	 Plastic	Other flexible plastics including multi-materials – flexible	Pouches, blisters, thermoformed packaging, vacuum packaging, modified atmosphere/modified humidity packaging, including e.g. flexible intermediate bulk containers, bags, stretch films	-
19	 Plastic	Biodegradable plastics ^[1] - rigid (e.g. PLA, PHB) and flexible (e.g. PLA)	Rigid and flexible formats	-
20	 Wood, cork	Wooden packaging, including cork	Pallets, boxes, crates	-
21	 Textile	Natural and synthetic textile fibres	Bags	-
22	 Ceramics or porcelain stoneware	Clay, stone	Pots, containers, bottles, jars	-

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02

Labelling, marking and information requirements



Labelling of packaging ARTICLE 12

(1) ... packaging placed on the market shall be marked with a **harmonised label containing information on its material composition** in order to facilitate consumer sorting. The label shall be based on pictograms and be easily understandable. With the exception of e-commerce packaging, this obligation does not apply to transport packaging or to packaging that is subject to a deposit and return system.

In addition to the harmonised label, economic operators may place a **QR code** on the packaging that contains information on the destination of each separate component of the packaging in order to facilitate consumer sorting.

Packaging that is subject to deposit and return systems shall be clearly marked.

(2) **Reusable packaging** shall bear a label informing users that the packaging is reusable. Further information on reusability shall be made available through a QR code or other type of standardised, open, digital data carrier that facilitates the tracking of the packaging and the calculation of trips and rotations or, if that calculation is not feasible, an average estimation. In addition, reusable sales packaging shall be clearly identified and distinguished from single-use packaging at the point of sale.

(3) the requirement to bear a label and a QR code or other type of standardised, open, digital data carrier shall **not apply to open loop systems** which do not have a system operator (manages a system for re-use).

(9) By 12 February 2027, packaging included in an extended producer responsibility scheme may be identified throughout the territory of the Member States in which that scheme or system applies. Such identification shall be achieved only by means of a corresponding symbol in a QR code or other standardised, open, digital-marking technology in order to indicate that the producer fulfils its extended producer responsibility obligations.

This means that from February 2027, the Green Dot symbol will need to be integrated into a QR code that contains additional information on the packaging such as sorting etc. This means that from February 2027, the



Green Dot symbol will need to be integrated into a QR code that contains additional information on the packaging such as sorting etc. This QR code is being developed by the European Green Dot network (PRO-Europe) and a harmonised solution will be available to producers in Autumn 2025 if they wish to use it on their packaging.

Labelling of waste receptacles for the collection of packaging waste ARTICLE 13

Member States shall ensure that harmonised labels that enable the separate collection of each material specific fraction of packaging waste that is intended to be discarded in separate receptacles are affixed, printed or engraved visibly, legibly and indelibly on **all waste receptacles for collection of packaging waste**. A receptacle for packaging waste may bear more than one label. This obligation does not apply to receptacles subject to deposit and return systems.

Harmonised labels and specifications for the labelling requirements and formats for the labelling of receptacles will be developed by the Commission in cooperation with Member States.

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03

Sustainability requirements



Requirements for substances in packaging ARTICLE 5

This proposal stipulates a ban on placing food contact packaging containing PFAS above certain thresholds on the market from 2026.

Packaging placed on the market must be manufactured to contain a minimal amount of harmful substances. This applies not only to the packaging material itself, but also to all components it comprises, such as inks or adhesives.

It is important that these harmful substances are present in the smallest possible amount both in the packaging and in any waste generated during its disposal (such as recycled materials, ash, or other waste products). The aim is to minimize the environmental impact of these harmful substances at every stage of the packaging's life cycle.

Restrictions on use of certain packaging formats ARTICLE 25

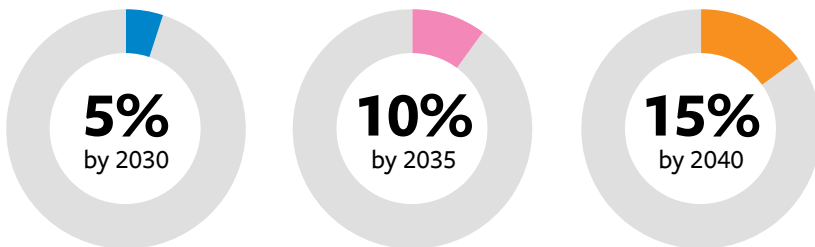
This article states that **by 1 January 2030**, economic operators shall not place on the market packaging in the formats, and for the purposes as listed in Annex V. There are 6 formats with restricted use included in the Annex:

1. **Single-use plastic grouped packaging** - for grouping goods sold in bottles, cans, tins, pots, tubs, and packets designed as convenience packaging to enable or encourage consumers to purchase more than one product (e.g. shrink wrap, films). This excludes grouped packaging necessary to facilitate handling.
2. **Single use plastic packaging for less than 1.5kg pre-packed fresh fruit and vegetables** unless there is a demonstrated need to avoid water loss or turgidity loss, microbiological hazards or physical shocks (e.g. nets, bags).

3. **Single use plastic packaging for foods and beverages filled and consumed within the premises in the HORECA sector¹** (e.g. trays, disposable plates/cups etc.).
4. **Single use plastic packaging in the HORECA sector, containing individual portions or servings, used for condiments, preserves, sauces, coffee creamer, sugar, and seasoning** (e.g. sachets, tubs, trays etc.).
5. **Single use accommodation sector packaging** intended for an individual booking (e.g. shampoo bottles, hand/body lotions, sachets around bar soaps).
6. **Very lightweight plastic carrier bags** (such as those provided for bulk groceries).

Prevention of packaging waste ARTICLE 43

Packaging waste generated per capita should be reduced compared to a baseline of packaging waste generated per capita in 2018 by at least:



After 7 years from the date of application of this Regulation the Commission will review these targets and assess the need to include specific targets for certain packaging materials.

¹ Note: HORECA stands for Hotels, Restaurants and Catering



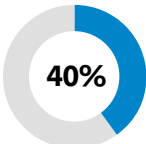
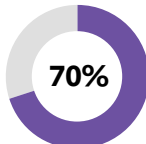




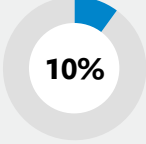
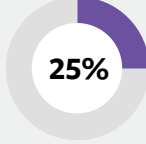
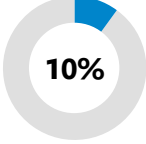
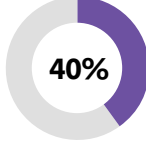
Packaging minimisation ARTICLE 10

By **1 January 2030**, the manufacturer or importer shall ensure that the packaging placed on the market is designed so that its weight and volume is reduced to the minimum necessary to ensure its functionality, taking account of the shape and material from which the packaging is made.

Packaging with double walls, false bottoms and other means to create the impression of increased product volume, or superfluous packaging not fulfilling a packaging function as defined in the Regulation shall not be placed on the market.

Annex IV details performance criteria for packaging minimisation assessment.

Re-use targets ARTICLE 29

Category	% Made available in reusable packaging within a reuse system	
	Enforced by 1 Jan 2030	Enforced by 1 Jan 2040
Transport packaging (pallets, foldable-plastic boxes, boxes, trays, plastic crates, intermediate bulk containers, pails, drums and canisters, or pallet wrappings or straps for stabilisation)*	 40%	 70%
Transport packaging (as above) between different sites within the EU of the same economic operator or partner of the economic operator*	 100%	 100%
Transport packaging (as above) between different economic operators within the same Member State*	 100%	 100%
Grouped packaging: boxes (excluding cardboard) used outside of sales packaging to group a certain number of goods to create a SKU	 10%	 25%
Alcoholic and non-alcoholic beverages in sales packaging**	 10%	 40%

* Exemptions for dangerous goods, large scale machinery, food contact packaging, and cardboard boxes.

** Exemptions for highly perishable beverages, categories of wine and wine like products.



Recyclable packaging ARTICLE 6

Packaging shall be considered recyclable if

- a. it is designed for **material recycling**, which enables the use of resulting secondary raw materials that are of sufficient quality when compared to the original material that it can be used to substitute primary raw materials, in accordance with paragraph 4 (**Design for Recycling Criteria**). Packaging that is in compliance with the delegated acts adopted pursuant to paragraph 4 shall be deemed to comply with this condition.
- b. When it becomes waste, it can be separately collected in accordance with Article 48(1) and (5), sorted into specific waste streams without affecting the recyclability of other waste streams and **recycled at scale**, on the basis of the methodology set out in accordance with paragraph 5.

Design for recycling will fall into 3 performance grades (A to C). Below grade C is deemed not recyclable. These are defined in Annex II Table 3 (see below for further details). Packaging categories for which the assessment will take place are shown in Annex II Table 1.



As of **1 January 2030**, packaging will be deemed ‘recyclable’ if it complies with **the design for recycling criteria**. It must not fall below performance grade C ($\geq 70\%$).

As of **1 January 2035**, packaging will only be deemed ‘recyclable’ if, in addition to the design for recycling criteria, it is **recycled at scale** according to the methodology established in the delegated act(s).

As of **1 January 2038**, packaging shall not be placed on the market unless it is recyclable within **grades A or B** ($\geq 80\%$).

Rules on **modulation² of financial contribution** to be paid by producers (i.e. eco-modulation) are required to be based on the **performance grades** (A to C).

‘Packaging waste recycled at scale’ means: packaging waste which is separately collected, sorted and recycled in installed infrastructure... under each packaging category listed in table 2 Annex II, greater than or equal to 30% for wood and 55% for all other materials.

(Pharmaceutical packaging will be exempt until 1 January 2035).

² Note: Eco-modulation has been in place in Ireland since 2023

Recyclability performance grades ANNEX II TABLE 3

2030

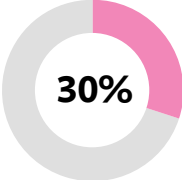
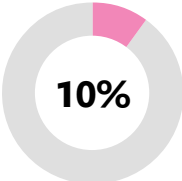
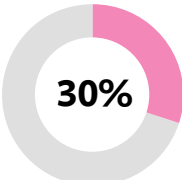
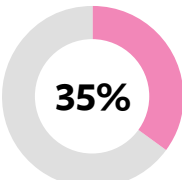
Recyclability Performance Grade	Design for recycling (DfR) Assessment of recyclability per unit, in terms of weighting
Grade A	Higher or equal to 
Grade B	Higher or equal to 
Grade C	Higher or equal to 
Technically NON-RECYCLABLE	Lower than 

2035		2038	
Recyclability Performance Grade (DfR)	Recyclability performance Grade (for Recycled at scale Assessment) (RaS)	Recyclability Performance Grade (DfR)	Recyclability performance Grade (for Recycled at scale Assessment) (RaS)
Grade A	Grade A <small>(RaS)</small>	Grade A	Grade A <small>(RaS)</small>
Grade B	Grade B <small>(RaS)</small>	Grade B	Grade B <small>(RaS)</small>
Grade C	Grade C <small>(RaS)</small>	Grade C Cannot be placed on the market	Grade C <small>(RaS)</small>
Technically NON-RECYCLABLE	NOT RECYCLED AT SCALE Below thresholds of Article 3(1)(39)	Technically NON-RECYCLABLE	NOT RECYCLED AT SCALE Below thresholds of Article 3(1)(39)

Minimum recycled content in plastic packaging

ARTICLE 7

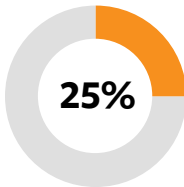
By **1 January 2030** (at the earliest) any plastic part of packaging placed on the market, shall contain the following minimum percentage of recycled content recovered from post-consumer plastic waste, per packaging type and format calculated as **an average per manufacturing plant and year**:

	(a) 30% for contact-sensitive packaging made from polyethylene terephthalate (PET) as the major component, except single-use plastic beverage bottles.
	(b) 10% for contact sensitive packaging made from plastic materials other than PET , except single use plastic beverage bottles.
	(c) 30% for single use plastic beverage bottles .
	(d) 35% for plastic packaging other than those referred to in points (a), (b) and (c).

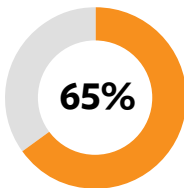
By **1 January 2040**, any plastic part of packaging placed on the market shall contain the following minimum percentage of recycled content recovered from post-consumer plastic waste, per packaging type and format calculated as **an average per manufacturing plant and year**:



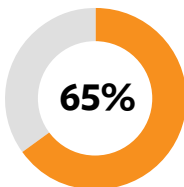
- (a) **50%** for **contact sensitive packaging**, made from polyethylene terephthalate (**PET**) as the major component, except single use beverage bottles.



- (aa) **25%** for **contact sensitive packaging** made from plastic materials **other than PET**, except single use plastic beverage bottles.



- (b) **65%** for **single use plastic beverage bottles**.



- (c) **65%** for **plastic packaging other** than those referred to in points (a) and (b).



Compliance with the requirements shall be demonstrated by **manufacturers or importers** in the technical information concerning the packaging referred to in Annex VII.

The financial contributions paid by producers to comply with their extended producer responsibility obligations **may** be modulated based on the percentage of recycled content used in the packaging.

A methodology for calculating and verifying the percentage of recycled content recovered from post-consumer plastic waste will be established through the adoption of implementing acts by 31 December 2026 – this methodology will become mandatory by 1 January 2029 (at the earliest).

The targets can be temporarily amended by the Commission through the adoption of a delegated act. The Commission can also use a delegating act to introduce recycled content targets for materials other than plastic (conditions apply for this to occur).



Compostable packaging ARTICLE 9

By **12 February 2028**, the following packaging shall be compatible with the standard for composting in industrially controlled conditions in bio-waste treatment facilities (and be suitable for home composting if the Member State requires):

- permeable tea, coffee or other beverage bags, or soft after-use system single-serve units that contain tea, coffee or other beverages and which is intended to be used and disposed of together with the product;
- Sticky labels affixed to fruit and vegetables.

Packaging, including packaging made of biodegradable plastic polymers and other biodegradable materials, shall allow material recycling, in accordance with Article 6, and without affecting the recyclability of other waste streams.

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04

Other requirements



Extended producer responsibility

AUTHORISED REPRESENTATIVE - ARTICLE 45 (3)

“A producer shall appoint, by written mandate, an authorised representative for the extended producer responsibility in each Member State where the producer makes packaging or packaged products available for the first time other than the Member State where the producer is established.”

This means that every company or online seller that ships packaged goods to a European Member State in which they do not have a branch must have a representative for extended producer responsibility in each of these countries.

Member States may also require producers from outside the EU to appoint an authorised representative for extended producer responsibility when making packaged products available on their territory for the first time.



Reporting to the Commission ARTICLE 56







Member States shall submit data to the Commission for each calendar year including:

- (a) the quantity of **packaging made available for the first time** on the territory of that Member State, or unpacked by a producer without being an end user, for each packaging category as listed in Table 3 of Annex XII;
- (b) the quantity of **collected packaging waste** for each packaging material as referred to in Article 52 (Recycling Targets);
- (c) the amounts of **recycled packaging waste** and recycling rates for each packaging category as listed in Table 3 of Annex XII;

(EPR schemes will require at least this level of detail for reporting)

(See Article 44 (7) Register of Producers, then Annex IX Part B, Point 1 then Annex II, Table 1).

Quantities of packaging made available on the territory of the Member State
(Annex XII Table 3)

Material	Category	Packaging made available on the market for the first time on the territory of the Member State (t)	Packaging waste generation (t)
 Plastic	PET rigid		
	PE rigid, PP rigid, HDPE and PP rigid		
	Films/flexible		
	PS, XPS, EPS		
	Other rigid plastics		
	Biodegradable (rigid and flexible)		
 Paper/ cardboard	Paper/cardboard (except liquid packaging board)		
	Liquid packaging board		
 Metal	Aluminium		
	Steel		
 Glass	Glass		
 Wood	Wood, cork		
 Others	Textile, ceramics/porcelain and others		

[illegible]

Timeline

	PPWR	2026	2027	2028	2029
	Reduce Prevention (Article 43)				
	Reduce Minimisation (Articles 10, 24)		Methodology for calculating minimised packaging requirements established		
	Reuse (Article 29)		Guidelines for Reuse targets will be published	A methodology for the calculation of reuse targets will be published	
	Recycle Performance (Article 6)			Criteria for D4R (Design for Recycling) Guidelines will be set	
	Recycle Recycled Content in Plastic Packaging (Article 7)	A methodology to certify the validity of recycled content labels will be established			Delegated Acts for the calculation and verification of recycled content are to be adopted
	Labelling (Article 12)		Packaging in an EPR scheme may only be identified by a symbol in a QR code		
	Reporting to the Commission (Article 56) and Register of Producers (Article 44)	Format for registration and reporting to national registers established	Member States to establish National Registers		First reporting period for new packaging material formats

2030	2032	2035	2038	2040
Member States must reduce packaging waste by 5%	Member State packaging waste reduction targets are to be reassessed	Member States must reduce packaging waste by 10%		Member States must reduce packaging waste by 15%
Minimum standards for packaging dimensions and empty space come into effect				
Reuse targets for alcoholic and non-alcoholic beverages and other reusable packaging systems come into effect				Increased Reuse targets for both beverage containers and other transport and grouped packaging
Recycling Grades (A,B,C) implemented and a methodology for RaS (Recycled at Scale) will be developed		RaS (Recycled at Scale) scores introduced for grades A, B and C	Recycling performance grade C is prohibited from the market	
Initial recycled content requirements set for various packaging types				Increased recycled content requirements for relevant packaging types
On pack pictogram and digital data carrying labels will become mandatory				
	Member State packaging waste recycling targets are to be reassessed			

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