



Packaging and Packaging Waste Regulation (EU) 2025/40

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State of play

- Commission's proposal: 30/11/2022
- European Parliament's position for negotiations: 22/11/2023
- Council's position for negotiations (the General Approach): 18/12/2023
- Technical (many...) and two political trilogues: between January – March 2024
- Provisionally agreed text on 24/04/2024
- Lawyer linguists' correction procedure (June – November 2024)
- **Final adoption: 19 December 2024**
- **Publication: 22 January 2025: [Regulation \(EU\) 2025/40 of the EP and the Council](#)**
- **Entry into force: 11 February 2025**
- **Application: 18 months after the entry into force (12 August 2026)**; but application of several provisions only by 2030 or linked to the adoption of secondary legislation (whichever is the latest)

Achievements



- Transformation of a Directive into a Regulation with an internal market legal basis
 - directly applicable & enforceable requirements (avoiding delayed or incorrect transpositions)
 - new rules give legal certainty for investment decisions
- Ground-breaking targets and bans:
 - Waste prevention targets (first ever in EU legislation)
 - Reuse targets (first ever in EU legislation)
 - Empty space ratio (50%) for transport, grouped and e-commerce packaging applicable directly on economic operators
 - Bans on unnecessary packaging formats (mostly limited to plastic packaging)
 - Recycling targets unchanged but possibility for the Commission to reject 2030 derogation requests

PPWR does not compromise food safety and hygiene and does not result in food waste => Impact Assessment conclusion

Implementation - highlights

- Implementing act Art. 44(14) – Extended Producer Responsibility (EPR) registration and reporting format: 12 February 2026
- Implementing act Art. 12(6) – harmonised labels for reusable packaging, deposit and return systems, recycled content and to facilitate consumer sorting, and Art. 13(2) – harmonised labels for waste receptacles: 12 August 2026
- Implementing act Art. 12(7) – digital labelling for identifying material composition of packaging: 12 August 2026
- Implementing act Art. 7(8) – methodology for the calculation and verification of recycled content: 31 December 2026
- Delegated act Art. 7(9) – sustainability criteria for plastic recycling technologies: 31 December 2026
- Implementing act Art. 7(10) – methodology for assessing equivalence of recycled content rules in third countries: 31 December 2026
- Implementing act Art. 56(7) – Reporting to the Commission on various targets (recycling, waste prevention): 12 February 2027
- Delegated act on reusable packaging 11(2) & Implementing act reuse 30(3) – minimum rotations & calculation rules on reuse targets by 12 February 2027 & 30 June 2027 respectively
- Delegated acts Art. 6(4) – design for recycling criteria: 01 January 2028
- Delegated act Art. 29(12) –pooling arrangements for reusable packaging for beverages: 01 January 2028
- Implementing act Art. 24(2) – Methodology for calculating empty space ratio: 12 February 2028
- Implementing acts Art. 6(5) – recycled at scale methodology: 01 January 2030
- Implementing acts Art. 63(1) – Minimum requirements for Green Public Procurement: 12 February 2030

Implementation plan

- External support
 - Indicatively: reuse & reusable packaging, labelling (e.g. recycled content, reusable packaging), empty space & minimisation
- Joint Research Centre
 - Waste sorting labelling for packaging, recyclability and sustainability criteria under Article 7
- European Chemicals Agency (ECHA)
 - Substances of Concern
- Expert Group on Waste
 - Expanded from Member States to industry stakeholders
 - Kick off meeting on 17/6

Article 25 - Restrictions on the use of certain packaging formats

- Economic operators shall not place on the market packaging in the formats and for the uses listed in Annex V as of 2030
 - Objective: *phase out unnecessary or avoidable packaging*
 - Guidelines to support implementation of Annex V, by 12 February 2027
- Annex V bans the use of single use plastic packaging:
 - Point 2 of Annex V bans single use plastic packaging for the sale of pre-packed unprocessed fresh fruits and vegetables less than 1.5 kg;
 - Exemptions for certain fruit and vegetables related to water loss, turgidity loss, microbiological hazards, physical shocks, oxidation, co-mingling of organic with non-organic
 - Point 4 of Annex V bans single use plastic packaging for for condiments, preserves, sauces, coffee creamer, sugar, and seasoning in HORECA sector (specific exemptions have been granted)
 - Point 5 of Annex V bans very lightweight plastic carrier bags, except for very lightweight plastic carrier bags required for hygiene reasons or provided as sales packaging for loose food when this helps to prevent food wastage.

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European Food Safety Authority, Member States & industry properly consulted
Objective: Annex V does not compromise food safety and hygiene and does not result in food waste, guidelines relevant for the entire EU

Article 29 - Reuse targets

Exemptions

Transport packaging user

pallets, foldable plastic boxes, boxes, trays, plastic crates, intermediate bulk containers, pails, drums and canisters, flexible formats or pallet wrappings or straps

40% *in total* for B2B within the EU as of 2030

100% within the same company and for B2B within the same MS in 2030

Final distributor or Economic operator

sales packaging for alcoholic and non-alcoholic beverages and user of boxes (ex cardboard) to group sales packages

10% in 2030

<5 distributors can pool & Own brands beverages must contribute

Operators in MS reaching recycling rates 5% above the targets for 2025 and 2030, and packaging waste reduction of 3% in 2028 compared to 2018

Micro-enterprise or economic operator with < 1000 kg of packaging per year.

Final distributors with a sales area < 100 m² & on islands < 2000 inhabitants.

Adoption of delegated acts to exempt additional economic operators due to economic constraints, hygiene and food safety issues and environmental issues

Food waste prevention in other articles

- Article 6 on Packaging recyclability
 - Design for Recycling criteria to consider ‘ease of emptying’ of packaging
- Article 69 on Evaluation of the PPWR should address:
 - contribution to the functioning of the internal market and the improvement of the environmental sustainability of packaging
 - impact of this Regulation on the agri-food system and on food waste

Expert Group on Waste - Implementation

- Expand Expert Group on Waste (EGW) to integrate all stakeholders
 - => notably to obtain their constructive input for the implementing legislation on the PPWR.
- EGW will consist of both representatives from Member States and the industry
 - Kick off meeting on 17th June

Thank you!

For further questions, please reach out to: loannis.antonopoulos@ec.europa.eu