



Plenary sitting

A10-0266/2026

9.10.2026

*****I**

REPORT

on the proposal for a regulation of the European Parliament and of the Council
suspending the application of the rules on the appointment of an authorised
representative for extended producer responsibility for batteries and waste
batteries and packaging and packaging waste
(COM(2025)0982 – C10-0335/2025 – 2025/0395(COD))

Committee on the Environment, Climate and Food Safety

Rapporteur: Ingeborg Ter Laak

Symbols for procedures

- * Consultation procedure
- *** Consent procedure
- ***I Ordinary legislative procedure (first reading)
- ***II Ordinary legislative procedure (second reading)
- ***III Ordinary legislative procedure (third reading)

(The type of procedure depends on the legal basis proposed by the draft act.)

Amendments to a draft act

Amendments by Parliament set out in two columns

Deletions are indicated in ***bold italics*** in the left-hand column. Replacements are indicated in ***bold italics*** in both columns. New text is indicated in ***bold italics*** in the right-hand column.

The first and second lines of the header of each amendment identify the relevant part of the draft act under consideration. If an amendment pertains to an existing act that the draft act is seeking to amend, the amendment heading includes a third line identifying the existing act and a fourth line identifying the provision in that act that Parliament wishes to amend.

Amendments by Parliament in the form of a consolidated text

New text is highlighted in ***bold italics***. Deletions are indicated using either the ***■*** symbol or ~~strikeout~~. Replacements are indicated by highlighting the new text in ***bold italics*** and by deleting or striking out the text that has been replaced.

By way of exception, purely technical changes made by the drafting departments in preparing the final text are not highlighted.

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DRAFT EUROPEAN PARLIAMENT LEGISLATIVE RESOLUTION

**on the proposal for a regulation of the European Parliament and of the Council
suspending the application of the rules on the appointment of an authorised
representative for extended producer responsibility for batteries and waste batteries and
packaging and packaging waste
(COM(2025)0982 – C10-0335/2025 – 2025/0395(COD))**

(Ordinary legislative procedure: first reading)

The European Parliament,

- having regard to the Commission proposal to Parliament and the Council (COM(2025)0982),
 - having regard to Article 294(2) and Articles 192(1) and 114 of the Treaty on the Functioning of the European Union, pursuant to which the Commission submitted the proposal to Parliament (C10-0335/2025),
 - having regard to Article 294(3) of the Treaty on the Functioning of the European Union,
 - having regard to the reasoned opinion submitted, within the framework of Protocol No 2 on the application of the principles of subsidiarity and proportionality, by the French Senate,
 - having regard to the opinion of the European Economic and Social Committee of 18 March 2026¹,
 - having regard to the opinion of the Committee of the Regions of 7 May 2026²,
 - having regard to Rule 60 of its Rules of Procedure,
 - having regard to the report of the Committee on the Environment, Climate and Food Safety (A10-0266/2026),
1. Adopts its position at first reading hereinafter set out;
 2. Calls on the Commission to refer the matter to Parliament again if it replaces, substantially amends or intends to substantially amend its proposal;
 3. Instructs its President to forward its position to the Council, the Commission and the national parliaments.

¹ OJ C, C/2026/3234, 2.7.2026, ELI: <http://data.europa.eu/eli/C/2026/3234/oj>.

² OJ C, C/2026/3468, 24.7.2026, ELI: <http://data.europa.eu/eli/C/2026/3468/oj>.

Amendment 1
Proposal for a regulation
Recital 3 a (new)

Text proposed by the Commission

Amendment

(3a) Producers placing products on the market in several Member States are currently subject to divergent registration procedures, reporting formats and information requirements under extended producer responsibility schemes. Such fragmentation creates unnecessary administrative burdens and compliance costs and may hinder the proper functioning of the internal market. In order to support the free movement of goods while ensuring effective implementation and enforcement of extended producer responsibility obligations, pending the application of the [Circular Economy Act], Member States should facilitate the exchange of information concerning producer registrations, compliance status and enforcement actions. In addition, the Union should take the necessary action to ensure the establishment of interoperable digital systems and common reporting requirements enabling producers to fulfil administrative obligations across the Union through simplified and harmonised procedures.

Amendment 2
Proposal for a regulation
Recital 4

Text proposed by the Commission

Amendment

(4) In particular, due to that lack of harmonisation, in particular regarding the current provisions in sectoral legislation for the appointment of an authorised representative for extended producer responsibility, the fulfilment of the obligations related to the appointment may result in an unnecessary

(4) The administrative burden associated with the appointment of authorised representatives for extended producer responsibility obligations can be disproportionately burdensome for micro and small enterprises engaging in cross-border activities within the Union, due to the limited administrative and financial

administrative burden on producers operating in multiple Member States where they are not established. Particularly for small and medium-sized enterprises, the obligation to appoint authorised representatives separately in every Member State where the producer places products on the market poses a significant challenge in terms of costs. With a view to ensuring equal conditions for producers established in the Union, it is important that producers are subject to the same rules in all Member States for appointing an authorised representative for extended producer responsibility. The currently fragmented legal framework for different products and the administrative burden associated with fulfilling the requirement to appoint an authorised representative for extended producer responsibility in up to 26 Member States is hampering the competitiveness of producers established in the Union. It is thus crucial to harmonise the existing rules effectively and promptly, reducing the associated burdens on such producers. To this effect, the Commission is currently reviewing the effectiveness, the administrative burden and the unintended barriers for the internal market, of the obligation to appoint authorised representatives as a safeguard for the producers' compliance with the 'polluter pays' principle. This review is likely to lead to alternative solutions which are more effective and less burdensome.

capacity of such enterprises. While such enterprises represent the majority of companies active on the Union market, they account for a comparatively limited share of the overall volume of products put on the market. A targeted and temporary suspension of the obligation to appoint an authorised representative would therefore contribute to reducing unnecessary administrative burdens where they are most significant, while preserving the authorised representatives for larger companies such as medium and large enterprises.

Amendment 3
Proposal for a regulation
Recital 4 a (new)

Text proposed by the Commission

Amendment

(4a) *The suspension introduced by this Regulation should be limited to the administrative requirement concerning the appointment of an authorised representative and should not affect any*

other obligations of producers with regards to extended producer responsibility or any environmental objectives set out in Union law.

Amendment 4
Proposal for a regulation
Recital 5

Text proposed by the Commission

(5) With a view to simplifying requirements **on** producers, and reducing the administrative burden, battery producers and producers of packaging or packaged products ('packaging producers') should be able to choose whether they appoint an authorised representative for extended producer responsibility when making available products on the market of another Member State where they are not established, but the appointment should not be mandatory. This allows those producers who have already appointed an authorised representative for extended producer responsibility to retain their existing arrangements, while immediately alleviating the costs and administrative burden for producers who wish to not appoint an authorised representative for extended producer responsibility.

Amendment

(5) With a view to simplifying **the** requirements **for** producers **established in the Union** and reducing the administrative burden, **micro and small** battery producers and **micro and small** producers of packaging or packaged products ('packaging producers') should, **on a temporary basis**, be able to choose whether they appoint an authorised representative for extended producer responsibility when making available products on the market of another Member State where they are not established, but the appointment should not be mandatory. This allows those producers who have already appointed an authorised representative for extended producer responsibility to retain their existing arrangements, while immediately alleviating the costs and administrative burden for **micro and small** producers who wish to not appoint an authorised representative for extended producer responsibility.

Amendment 5
Proposal for a regulation
Recital 6

Text proposed by the Commission

(6) Ensuring traceability and enforcement with regard to battery producers and packaging producers established in third countries is more challenging compared to those operating within the Union, as such producers fall

Amendment

(6) Ensuring traceability and enforcement with regard to battery producers and packaging producers established in third countries is more challenging compared to those operating within the Union, as such producers fall

outside the territorial scope of Member States' enforcement powers and are not covered by the Union administrative and judicial cooperation mechanisms that enable the enforcement of obligations and judgments within the internal market. The existing provisions on the appointment of an authorised representative for extended producer responsibility for producers established in third countries should therefore be maintained in their current form. Thus, the provision in Regulation (EU) 2025/40 of the European Parliament and of the Council⁶ which sets out that Member States may provide that producers established in third countries are to appoint an authorised representative for extended producer responsibility when making packaging or packaged products available on their territory for the first time should remain applicable. ***However, Member States should be allowed to ensure traceability and enforcement with regard to packaging producers established in third countries through alternative means.*** Similarly, the provision in Regulation (EU) 2023/1542 of the European Parliament and of the Council⁷ which sets out that battery producers that are established ***in the Union or*** in third countries and that are making available batteries within the territory of a Member State by means of distance contracts are to appoint an authorised representative should remain applicable ***to the extent that it covers producers established in third countries. However, Member States should be required to ensure traceability and enforcement with regard to battery producers established in third countries through alternative means.***

⁶ Regulation (EU) 2025/40 of the European Parliament and of the Council of 19 December 2024 on packaging and packaging waste, amending Regulation (EU) 2019/1020 and Directive (EU) 2019/904, and repealing Directive 94/62/EC (OJ L, 2025/40, 22.1.2025, ELI:

outside the territorial scope of Member States' enforcement powers and are not covered by the Union administrative and judicial cooperation mechanisms that enable the enforcement of obligations and judgments within the internal market. The existing provisions on the appointment of an authorised representative for extended producer responsibility for producers established in third countries should therefore be maintained in their current form. Thus, the provision in Regulation (EU) 2025/40 of the European Parliament and of the Council⁶ which sets out that Member States may provide that producers established in third countries are to appoint an authorised representative for extended producer responsibility when making packaging or packaged products available on their territory for the first time should remain applicable. Similarly, the provision in Regulation (EU) 2023/1542 of the European Parliament and of the Council⁷ which sets out that battery producers that are established in third countries and that are making available batteries within the territory of a Member State by means of distance contracts are to appoint an authorised representative should remain applicable.

⁶ Regulation (EU) 2025/40 of the European Parliament and of the Council of 19 December 2024 on packaging and packaging waste, amending Regulation (EU) 2019/1020 and Directive (EU) 2019/904, and repealing Directive 94/62/EC (OJ L, 2025/40, 22.1.2025, ELI:

<http://data.europa.eu/eli/reg/2025/40/oj>).

⁷ Regulation (EU) 2023/1542 of the European Parliament and of the Council of 12 July 2023 concerning batteries and waste batteries, amending Directive 2008/98/EC and Regulation (EU) 2019/1020 and repealing Directive 2006/66/EC OJ L 191, 28.7.2023, p. 1, ELI:
<http://data.europa.eu/eli/reg/2023/1542/oj>).

Amendment 6

Proposal for a regulation

Recital 7

Text proposed by the Commission

(7) The provision in Regulation (EU) 2023/1542 that makes the appointment of an authorised representative for extended producer responsibility for producers established in the Union and selling batteries by means of distance contracts directly to end-users in another Member State mandatory should be suspended until 1 January 2035.

Amendment 7

Proposal for a regulation

Recital 8

Text proposed by the Commission

(8) The provision in Regulation (EU) 2025/40 that makes the appointment of an authorised representative for extended producer responsibility for producers established in the Union and making packaging or packaged products available for the first time on the territory of another

<http://data.europa.eu/eli/reg/2025/40/oj>).

⁷ Regulation (EU) 2023/1542 of the European Parliament and of the Council of 12 July 2023 concerning batteries and waste batteries, amending Directive 2008/98/EC and Regulation (EU) 2019/1020 and repealing Directive 2006/66/EC OJ L 191, 28.7.2023, p. 1, ELI:
<http://data.europa.eu/eli/reg/2023/1542/oj>).

Amendment

(7) The provision in Regulation (EU) 2023/1542 that makes the appointment of an authorised representative for extended producer responsibility for producers established in the Union and selling batteries by means of distance contracts directly to end-users in another Member State mandatory should be suspended until 1 January 2035 ***or until the date of application of a Union legal act establishing a horizontal framework for extended producer responsibility, including rules on authorised representatives [Circular Economy Act XXX], whichever is earlier.***

Amendment

(8) The provision in Regulation (EU) 2025/40 that makes the appointment of an authorised representative for extended producer responsibility for producers established in the Union and making packaging or packaged products available for the first time on the territory of another

Member State, directly to end users, mandatory should be suspended until 1 January 2035.

Member State, directly to end users, mandatory should be suspended until 1 January 2035 ***or until the date of application of a Union legal act establishing a horizontal framework for extended producer responsibility, including rules on authorised representatives [Circular Economy Act XXX], whichever is earlier.***

Amendment 8
Proposal for a regulation
Recital 9

Text proposed by the Commission

(9) The Commission is preparing a legislative proposal for a comprehensive reform of the extended producer responsibility system. The proposal is expected to be tabled by the Commission, in accordance with its Work Programme, in 2026. The legislative proposal will be subject to the ordinary legislative procedure and, if adopted by the European Parliament and by the Council, the Member States and the producers will have to take the necessary measures to align their regulatory and organisational measures with regard to the extended producer responsibility, as well as their conduct to the new rules.

Amendment

(9) The Commission is preparing a legislative proposal for a comprehensive reform of the extended producer responsibility system ***[the Circular Economy Act]***. The proposal is expected to be tabled by the Commission, in accordance with its Work Programme, in 2026. The legislative proposal will be subject to the ordinary legislative procedure and, if adopted by the European Parliament and by the Council, the Member States and the producers will have to take the necessary measures to align their regulatory and organisational measures with regard to the extended producer responsibility, as well as their conduct to the new rules. ***The simplification measures introduced by this Regulation should therefore remain temporary, pending the application of forthcoming reform and should not lead to reduced traceability, enforcement capacity, or compliance with extended producer responsibility. Therefore, this Regulation should cease to apply once that broader horizontal reform on authorised representatives becomes applicable in order to provide legal consistency. It is necessary that the comprehensive reform establish a harmonised framework of the extended producer responsibility system to facilitate***

cross-border compliance and ensure interoperability of national EPR schemes, by addressing, among other things, the underlying causes of fragmentation. The reform needs to introduce harmonised definitions, common minimum requirements for EPR schemes, harmonised fee structures, standardised reporting and data formats, and a Union wide digital one-stop shop for producer registration and compliance and to strengthen Union-wide monitoring, as well as enforcement, including through the assessment of alternative compliance, traceability and enforcement mechanisms.

Amendment 9
Proposal for a regulation
Recital 10

Text proposed by the Commission

(10) Suspending the application of the requirement for battery producers and packaging producers established in one of the Member States to appoint authorised representatives for extended producer responsibility when making batteries or packaging or packaged products available in another Member State serves as a preliminary measure to immediately alleviate burdens for producers, paving the way for the implementation of a comprehensive reform of the extended producer responsibility system.

Amendment

(10) Suspending the application of the requirement for ***micro and small*** battery producers and ***micro and small*** packaging producers established in one of the Member States to appoint authorised representatives for extended producer responsibility when making batteries or packaging or packaged products available in another Member State serves as a preliminary measure to immediately alleviate burdens for ***micro and small*** producers, paving the way for the implementation of a comprehensive reform of the extended producer responsibility system.

Amendment 10
Proposal for a regulation
Article 1 – paragraph 1

Text proposed by the Commission

The application of Article 56(3) of Regulation (EU) 2023/1542 shall be

Amendment

The application of Article 56(3) of Regulation (EU) 2023/1542 shall be suspended, ***as regards producers***

suspended until 1 January 2035.

established in the Union qualifying as microenterprises or small enterprises within the meaning of Annex I to Commission Recommendation 2003/361/EC, until 1 January 2035 or until the date of application of a Union legal act establishing a horizontal framework for extended producer responsibility, including rules on authorised representatives [Circular Economy Act XXX], whichever is earlier.

Amendment 11
Proposal for a regulation
Article 1 – paragraph 2

Text proposed by the Commission

Amendment

As regards battery producers established in third countries, where Member States do not require the appointment of an authorised representative for extended producer responsibility, they shall ensure traceability and enforcement with regard to battery producers established in third countries through alternative means.

deleted

Amendment 12
Proposal for a regulation
Article 2 – paragraph 1

Text proposed by the Commission

Amendment

The application of Article 45(3) of Regulation (EU) 2025/40 shall be suspended until 1 January 2035.

The application of Article 45(3) of Regulation (EU) 2025/40 shall be suspended, *as regards producers established in the Union qualifying as microenterprises or small enterprises within the meaning of Annex I to Commission Recommendation 2003/361/EC, until 1 January 2035 or until the date of application of a Union legal act establishing a horizontal framework for extended producer responsibility, including rules on authorised representatives [Circular Economy Act*

XXX], whichever is earlier.

Amendment 13
Proposal for a regulation
Article 2 – paragraph 2

Text proposed by the Commission

Amendment

Member States may either provide that producers established in third countries shall appoint, by written mandate, an authorised representative for the extended producer responsibility when making packaging or packaged products available on their territory for the first time or ensure traceability and enforcement with regard to packaging producers established in third countries through alternative means.

deleted

Amendment 14
Proposal for a regulation
Article 2 a (new)

Text proposed by the Commission

Amendment

Article 2a

Safeguards

- 1. The suspension provided for in this Regulation shall be without prejudice to all other obligations of producers under Union law, including registration, reporting, payment of financial contributions, provision of guarantees, participation in extended producer responsibility schemes, and compliance with waste-prevention, collection, reuse and recycling obligations.*
- 2. The suspension provided for in this Regulation shall not apply to producers that split or restructure their activities for the purpose of benefiting from this suspension.*

EXPLANATORY STATEMENT

The Commission proposal aims to temporarily suspend the authorised representative requirements under Regulation (EU) 2023/1542 and Regulation (EU) 2025/40 in order to reduce administrative burdens linked to extended producer responsibility obligations. The Rapporteur welcomes the objective of reducing unnecessary administrative burdens for companies engaging in cross-border activities within the Union and strongly welcomes the Commission's intention to present a future Circular Economy Act establishing a more coherent and horizontal framework for extended producer responsibility obligations across Union legislation. The rapporteur would like to emphasize the urgent need for such a full-fledged horizontal review, which she expects to address the larger underlying fragmentation resulting in unnecessary administrative burden and costs for businesses. While awaiting these Commission proposal(s) and their legislative adoption, the rapporteur considers that the current proposal should be further refined to ensure that the simplification measures remain targeted and temporary in nature. To this end, the rapporteur proposes several targeted amendments in the draft report.

Firstly, the amendments limit the proposed simplification to micro and small enterprises engaging in cross-border activities within the Union. Such enterprises often face more limited administrative and financial capacity to cope with the current fragmented landscape, whereas medium-sized and large enterprises are generally better equipped to comply with authorised representative requirements. The amendments therefore seek to ensure that the temporary suspension addresses those enterprises for which the administrative burden is most significant, while preserving the authorised representative requirement for larger economic operators.

Secondly, the amendments clarify that the suspension should remain strictly temporary pending the future horizontal review of extended producer responsibility obligations under the forthcoming Circular Economy Act, as announced in the Commission Work Programme 2026. In line with concerns regarding the growing fragmentation of Union legislation in the field of extended producer responsibility, the amendments aim to avoid overlapping regulatory regimes and strengthen legal consistency and coherence across Union legislation. The amendments therefore provide that the suspension shall cease to apply upon application of the future Circular Economy Act.

Thirdly, the amendments maintain the current regulatory framework for producers established in third countries. As recognised by the Commission proposal itself, ensuring traceability and enforcement regarding producers established outside the Union remains significantly more challenging, given that such producers fall outside the territorial scope of Member States' enforcement powers and Union administrative cooperation mechanisms. In these cases the authorised representative remains an essential enforcement and traceability tool for national authorities. For that reason, the amendments maintain the current regulatory framework with regards to the appointment of authorised representatives for third-country producers and remove the possibility for alternative enforcement mechanisms by Member States, thereby ensuring a clear and uniform enforcement framework across the Union as intended by the respective regulations.

Finally, the amendments clarify that the proposed simplification measures remain strictly limited to the administrative obligation concerning the appointment of authorised representatives and should not affect the effectiveness or enforcement of extended producer responsibility obligations more broadly. In particular, it should be ensured that the objectives of Union environmental legislation remain fully preserved.

ANNEX: DECLARATION OF INPUT

Pursuant to Article 8 of Annex I to the Rules of Procedure, the rapporteur declares that she included in her report input on matters pertaining to the subject of the file that she received, in the preparation of the report, prior to the adoption thereof in committee, from the following interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register¹, or from the following representatives of public authorities of third countries, including their diplomatic missions and embassies:

1. Interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register
Alstom
Extended Producer Responsibility Alliance
Orgalim – Europe's Technology Industries
YARA BELGIUM S.A.
The European Organisation for Packaging and the Environment
Computer and Communications Industry Association
Amazon Europe CORE sarl
EUCOBAT
The LEGO Group
CONAI - Italian National Packaging Consortium
APPLiA (Home Appliance Europe)
The Danish Chamber of Commerce
Steel for Packaging Europe
SMEunited aisbl
BDE Bundesverband der Deutschen Entsorgungs-, Wasser- und Kreislaufwirtschaft e. V.
2. Representatives of public authorities of third countries, including their diplomatic missions and embassies

The list above is drawn up under the exclusive responsibility of the rapporteur.

Where natural persons are identified in the list by their name, by their function or by both, the rapporteur declares that she has submitted to the natural persons concerned the European Parliament's Data Protection Notice No 484 (<https://www.europarl.europa.eu/data-protect/index.do>), which sets out the conditions applicable to the processing of their personal data and the rights linked to that processing.

¹ Interinstitutional Agreement of 20 May 2021 between the European Parliament, the Council of the European Union and the European Commission on a mandatory transparency register (OJ L 207, 11.6.2021, p. 1, ELI: http://data.europa.eu/eli/agree_interinst/2021/611/oj).

PROCEDURE – COMMITTEE RESPONSIBLE

Title	Suspending the application of the rules on the appointment of an authorised representative for extended producer responsibility for batteries and waste batteries and packaging and packaging waste	
References	COM(2025)0982 – C10-0335/2025 – 2025/0395(COD)	
Date submitted to Parliament	11.12.2025	
Committee(s) responsible Date announced in plenary	ENVI 9.2.2026	
Committees asked for opinions Date announced in plenary	ITRE 9.2.2026	IMCO 9.2.2026
Not delivering opinions Date of decision	ITRE 28.1.2026	IMCO 14.7.2026
Rapporteurs Date appointed	Ingeborg Ter Laak 11.3.2026	
Discussed in committee	22.6.2026	
Date adopted	5.10.2026	
Result of final vote	+: 74 -: 0 0: 4	
Date tabled	9.10.2026	

FINAL VOTE BY ROLL CALL BY THE COMMITTEE RESPONSIBLE

74	+
ECR	Sergio Berlato, Pietro Fiocchi, Paolo Inselvini, Michele Picaro, Sander Smit, Beatrice Timgren, Aurelijus Veryga
ESN	Anja Arndt, Ivan David, Marc Jongen
NI	Ondřej Dostál, Kateřina Konečná
PPE	Pascal Arimont, Wouter Beke, Alexander Bernhuber, Ioan-Rareș Bogdan, Zala Černilec Tomašič, Gheorghe Falcă, Niels Flemming Hansen, Esther Herranz García, Monika Hohlmeier, Radan Kanev, Stefan Köhler, András Tivadar Kulja, Elżbieta Katarzyna Łukacijewska, Dolors Montserrat, Lídia Pereira, Jessica Polfjärd, Manuela Ripa, Oliver Schenk, Susana Solís Pérez, Ingeborg Ter Laak, Andrea Wechsler
PfE	Mathilde Androuët, Barbara Bonte, Marie-Luce Brasier-Clain, Valérie Deloge, Mélanie Disdier, Catherine Griset, Fabrice Leggeri, Jana Nagyová, Pierre Pimpie, Julie Rechagneux, Séverine Werbrouck
Renew	Grégory Allione, Jeannette Baljeu, Stine Bosse, Pascal Canfin, Gerben-Jan Gerbrandy, Martin Hojsík, Michal Wiezik
S&D	Vytėnis Povilas Andriukaitis, Sakis Arnautoglou, Thomas Bajada, Biljana Borzan, Delara Burkhardt, Mohammed Chahim, Christophe Clergeau, Annalisa Corrado, Hélène Fritzton, César Luena, Pierfrancesco Maran, Alessandra Moretti, Günther Sidl, Marta Temido, Kristian Vigenin
The Left	Lynn Boylan
Verts/ALE	Martin Häusling, Pär Holmgren, Ignazio Roberto Marino, Tilly Metz, Rasmus Nordqvist, Jutta Paulus, Lena Schilling

0	-

4	0
The Left	Per Clausen, Emma Fourreau, Anja Hazekamp, Catarina Martins

Key to symbols:

+ : in favour

- : against

0 : abstention