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Zagreb, August 28, 2026.

Ms Jessika Roswall, Commissioner for Environment,
Water Resilience and a Competitive Circular Economy
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Mr Valdis Dombrovskis, Commissioner for Economy
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For information and attention:
Ms Kerstin Jorna, Director-General for Internal Market,
Industry, Entrepreneurship and SMEs
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Subject: Regulation (EU) 2025/40 – request for an urgent assessment of
the proportionality of EPR obligations for micro and small
enterprises engaged in cross-border e-commerce

Dear Commissioner Roswall,
Dear Commissioner Dombrovskis,

The Croatian Chamber of Trades and Crafts (CCTC) is writing regarding the
application of Regulation (EU) 2025/40 on packaging and packaging waste (PPWR).

It has been brought to our attention that the application of the Regulation, and
particularly the practical impact of the new extended producer responsibility
requirements, might become a significant **barrier to cross-border e-commerce**,
especially for micro and small enterprises. Our concern relates specifically to the
proportionality of fixed administrative costs compared with the actual environmental
impact and scale of the economic activity concerned.

Under Article 44 of the Regulation, producers are required to register in each
Member State where they make packaging or packaged products available for the first
time. Furthermore, producers referred to in Article 3(1), point (15), points (c) and (d), are
required under Article 45(3) to appoint, by written mandate, an authorised representative
for extended producer responsibility in each Member State where they directly make
packaging or packaged products available to end users for the first time and where they
are not established.

For micro and small enterprises, the major concern is not the environmental contribution, but the **fixed administrative and regulatory compliance costs** arising irrespective of the quantity of packaging or the value of sales. The cost of complying with the national EPR system and appointing a local authorised representative may **equal or exceed the total value of those sales**. This is particularly problematic for e-commerce, where a small online trader cannot predict in advance from which Member State the next order will originate.

In this regard, CCTC already called on the Commission to use the implementing powers under Article 44(14) to **minimize unnecessary administrative burdens** and give full practical effect to interoperability and simplified reporting ("Once-only" principle for registration for all enterprises, reduced or waived fixed registration fees for micro and small enterprises, proportionate regime for mandatory authorised representation for micro and small enterprises, simplified reporting regime for producers placing less than 10 tonnes of packaging on the market, avoidance of additional national requirements).

Please find the full CCTC's contribution to the European Commission's Have Your Say consultation on the implementing act concerning national producer registers under Regulation (EU) 2025/40 attached.

We believe these issues should be addressed at the earliest stage of Regulation's implementation, before geographical restrictions on online sales become an established response among small economic operators and it ultimately results with the fragmentation of the EU market and the reduction of consumer choice. Fixed compliance costs would thereby become a de facto barrier to market entry.

In formulating its initiatives, CCTC has been guided by the principle of proportionality, as expressly enshrined in the Regulation itself. In this context, CCTC wishes to underline that due regard should be given to the effective application of the proportionality principle when laying down requirements applicable to small and micro-enterprises which use and generate only negligible quantities of waste. Any regulatory obligations imposed on such enterprises should therefore be proportionate to the scale and nature of their activities, as well as to the actual environmental impact concerned.

Therefore, we respectfully invite you to support our efforts to protect micro and small enterprises and the following initiatives:

1. Application of the "once-only" principle for registration that would enable single technical entry point through which common registration information can be transmitted to the relevant national registers,
2. Proportionate, substantially reduced or waived fixed registration fees for micro and small enterprises and for producers placing very small quantities of packaging on the market,
3. Development of an affordable and proportionate regime for mandatory authorised representation for micro and small enterprises,

4. Simplification of reporting regime under Article 44(8) for producers placing less than 10 tonnes of packaging on the market,

5. Avoidance of additional national information and documentation requirements.

CCTC remains available to provide concrete cases from its members, estimates of compliance costs and any further evidence that may assist in assessing the impact of these requirements.

We would welcome an opportunity to present these practical concerns in an implementation dialogue or a technical meeting with the relevant Commission Directorates-General.

Yours sincerely,

President
Croatian Chamber of Trades and Crafts
Dalibor Kratochvil

