MINISTRY

FOR THE ECOLOGICAL TRANSITION AND THE DEMOGRAPHIC CHALLENGE

SECRETARY OF STATE FOR THE ENVIRONMENT

DIRECTORATE-GENERAL FOR ENVIRONMENTAL QUALITY AND ASSESSMENT

REGULATORY IMPACT ANALYSIS REPORT ON THE DRAFT ROYAL DECREE REGULATING TEXTILE AND FOOTWEAR PRODUCTS AND THE MANAGEMENT OF THEIR WASTE

EXECUTIVE SUMMARY SHEET			
Proposing Ministry/Body	Ministry for the Ecological Transition and Demographic Challenge / Directorate-General for Environmental Quality and Assessment.	**Date**	18/05/2026
Title of the regulation	Draft Royal Decree regulating textile and footwear products and the management of their waste		
Type of Report	Normal ☒	Abbreviated ☐	
TIMELINESS OF THE PROPOSAL			
Subject	This royal decree sets out the legal framework applicable to textile and footwear products with regard to the prevention and management their waste, with a view to reducing their environmental impact throughout their entire life cycle and thereby moving towards a circular economy, prioritising prevention, reuse, preparation for reuse and recycling. Furthermore, the royal decree establishes the extended producer responsibility scheme for textile and footwear products.		
Objectives pursued	- To implement Law 7/2022 of 8 April on waste and contaminated soils for a circular economy with regard to the flow of textile and footwear products and their waste. - To transpose Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025, amending Directive 2008/98/EC of 29 November 2008 on waste. - To promote the prevention of waste generation, including the reuse, preparation for reuse and recycling of textile and footwear waste, prioritising fibre-to-fibre recycling and the recovery of materials that cannot be recycled, thereby reducing the amount sent to landfill. - To develop the extended producer responsibility scheme for the textile and footwear sectors in line with the new European guidelines, so that the producers concerned bear the cost of managing the waste generated by their products, bearing in mind that the financing provided by producers must be in accordance with circular economy principles. - To regulate the role of the various stakeholders involved in		

	the management of textile and footwear waste, particularly that of social economy entities, and their relationship with the extended producer responsibility scheme. - To establish mechanisms to enhance the transparency of information regarding the placing on the market of textile and footwear products, the management of waste arising from such products, and the monitoring and enforcement of the obligations of product producers, as well as of organisations that fulfil these obligations on their behalf.
Main alternatives considered	The following alternatives were considered: - Not drafting a new regulation, thereby leaving the management of textile and footwear waste and extended producer responsibility unregulated, which would consequently mean failing to transpose Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025. - Drafting a specific royal decree regulating the flow of textile and footwear waste. - Regulating this waste stream, together with others currently under development, in a single royal decree. - Regulating this stream through an amendment to Law 7/2022 of 8 April The second option has been chosen, namely the drafting of a new specific royal decree which: a) Implements Law 7/2022 of 8 April, in accordance with the provisions of its Seventh Additional Provision. b) Regulates the extended producer responsibility scheme for textile and footwear products. This option is considered the most appropriate, as the first would entail a breach of the provision set out in the seventh final provision of Law 7/2022 of 8 April, and a failure to comply with the European obligation to transpose Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025. The third option has been ruled out because it is considered that it would lead to confusion regarding the terms and particularities of this stream in relation to others that might be regulated in conjunction with it. The fourth option has also been ruled out, as the law already provides for its implementation by royal decree.

CONTENT AND LEGAL ANALYSIS	
Type of regulation	Royal Decree.
Structure of the regulation	The regulation is structured as follows: a title, an introductory section and an operative section, divided into forty-one articles grouped under five titles; and a final section comprising three transitional provisions and four final provisions, supplemented by nine annexes.
Reports received	• Ministerial Commission for Digital Administration of the Ministry for the Ecological Transition and the Demographic Challenge. (26/02/2026) • Ministry of Social Rights, Consumer Affairs and 2030 Agenda, provided for in Article 26(5)(1) of Law 50/1997 of 27 November on the Government. (04/03/2026) • Ministry of Health, provided for in Article 26(5)(1) of Law 50/1997 of 27 November. (17/03/2026) • Spanish Data Protection Agency. (19/03/2026) • Ministry of Industry and Tourism, provided for in Article 26(5)(1) of Law 50/1997 of 27 November. (23/03/2026) • Ministry of Foreign Affairs, the European Union and Cooperation. (25/03/2026) • Ministry of Territorial Policy and Democratic Memory, provided for in Article 26(5)(6) of Law 50/1997 of 27 November; (27/03/2026) • Ministry of Industry and Tourism, provided for in Article 26(5)(1) of Law 50/1997 of 27 November. (16/04/2026) • National Commission on Markets and Competition, pursuant to Article 5(2) of Law 3/2013 of 4 June. (16/04/2026) • Ministry of Economy, Trade and Business, provided for in Article 26(5)(1) of Law 50/1997 of 27 November. (06/05/2026) • Report of the Environmental Advisory Council (CAMA) provided for in Article 19 of Law 27/2006 of 18 July regulating the rights of access to information, public participation and access to justice in environmental matters. (30/06/2025) • Ministry of Health, provided for in Article 26(5)(1) of Law 50/1997 of 27 November. It was requested on 27 February 2026, but has not yet been received. (Pending) • Report of the Office of Coordination and Regulatory Quality of the Ministry of the Presidency, Justice and

	Relations with the Courts, in compliance with Article 26(9) of Law 50/1997, of 27 November. (pending) • Prior approval by the Ministry for the Digital Transformation and Civil Service, provided for in Article 26(5)(5) of Law 50/1997 of 27 November. (pending) • General Technical Secretariat of the Ministry for the Ecological Transition and the Demographic Challenge by virtue of Article 26(5)(4) of Law 50/1997, 27 November. (pending) • Opinion of the Council of State, pursuant to Article 22 of Organic Law 3/1980, of 22 April, of the Council of State. (pending)
Prior public consultation	In accordance with Article 26(2) of Law 50/1997 of 27 November, the preliminary public consultation was conducted via the website of the Ministry for Ecological Transition and Demographic Challenge, taking place between 8 July and 5 September 2024, inclusive
Public hearing and information procedures	In accordance with Article 26(6) of Law 50/1997 of 27 November on the Government, the public consultation process has been carried out via the website of the Ministry for Ecological Transition and Demographic Challenge, running from 1 July to 4 September 2025, inclusive The consultation process with the autonomous communities, the cities of Ceuta and Melilla, and local authorities—via the Spanish Federation of Municipalities and Provinces—was conducted by the Waste Coordination Committee and took place between 1 July and 4 September 2025, inclusive. The consultation process with the affected sectors was carried out via email between 1 July and 4 September 2025, inclusive.
Other consultations	▪ Notification to the European Commission of the draft royal decree, as a technical standard, within the framework of Directive (EU) 2015/1535 of the European Parliament and of the Council of 9 September 2015, laying down a procedure for the provision of information in the field of technical regulations and of rules on Information Society services. (pending) ▪ Notification of the draft royal decree to the Committee on Technical Barriers to Trade of the World Trade Organization. (pending)

IMPACT ANALYSIS		
Compliance with the distribution of powers	This royal decree is issued pursuant to the provisions of Article 149(1) (13) and 149(1) (23) of the Spanish Constitution, which confers exclusive competence on the State in matters of bases and general coordination of planning the economic activity, and basic environmental protection legislation, respectively, without prejudice to the powers of the Autonomous Communities to lay down additional protection rules.	
Economic impact	**Effects on the economy in general.**	The draft has effects on the economy in general. The introduction of an extended producer responsibility scheme for textiles and footwear will mean that producers of these products will have to bear the costs of managing textile and footwear waste, in accordance with the ‘polluter pays’ principle. Costs that, until now, have generally been borne by local authorities in compliance with the obligation to collect this waste stream separately, as set out in Article 25 of Law 7/2022 of 8 April. Consequently, the financing of management costs by producers will have a positive impact on the budgets of local authorities, as their waste management costs will be reduced.
	With regard to competition.	☒The regulation has no significant effects on competition. ☐The regulation has positive effects on competition. ☐The regulation has negative effects on competition.
Budgetary impact	**With respect to budgets, the regulation.** ☐ Affects State budgets ☒ Affects the budgets of other	☐Involves an expense. ☒Involves a revenue.

	territorial administrations	
Analysis of administrative burdens	**With respect to administrative burdens.**	☐Entails a reduction in administrative burdens. Estimated total: ☒Incorporates new administrative burdens. Estimated total quantification: €913,214.25 per year ☐Does not affect administrative burdens.
Gender-based impact	The regulation has the following gender impact:	Negative ☐ None ☒ Positive ☐
Impact on children, adolescents and families	The regulation has the following impact on childhood and adolescence	Negative ☐ None ☒ Positive ☐
	Impact on the family	Negative ☐ None ☒ Positive ☐
Impact on equal opportunities, non-discrimination and universal accessibility for persons with disabilities	Impact on equal opportunities, non-discrimination and universal accessibility for persons with disabilities	Negative ☐ None ☒ Positive ☐
Environmental impact	Environmental impact	This royal decree has a positive impact on environmental protection, including the prevention of textile and footwear waste and the regulation of the proper management of waste that cannot be avoided, thereby preventing the loss of resources contained in such waste and its improper management.

I. TIMELINESS OF THE PROPOSAL

1. Rationale

In order to protect human health and the environment from adverse impacts arising from the generation and management of waste, Directive 2008/98/EC of the European Parliament and of the Council of 19 November 2008 on waste and repealing certain Directives was adopted in 2008. Directive 2008/98/EC of the European Parliament and of the Council of 19 November establishes the waste hierarchy as a means of decoupling economic growth from waste generation, with the following descending order of priority: prevention, preparation for reuse, recycling, other forms of recovery (including energy recovery), and disposal.

In 2018, Directive (EU) 2018/851 of the European Parliament and of the Council of 30 May 2018 amending Directive 2008/98/EC on waste, revised, amongst other aspects, the framework regulation on extended producer responsibility, which is to be applied to all product streams for which the use of this economic instrument is considered necessary. This framework regulation sets out the minimum management costs to be covered by product producers, specifying that, where obligations are met collectively, the contribution towards such costs may be adjusted in line with the product's life cycle. Likewise, this Directive required Member States to provide for separate collection of textile waste by 1 January 2025.

Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025 amending Directive 2008/98/EC on waste has recently been adopted, which, in addition to regulating different aspects of food waste, also regulates textile and footwear products, in particular for the establishment of Extended Producer Responsibility (hereinafter EPR) in all Member States. Consequently, this directive defines who constitutes the product producer, which includes small and medium-sized enterprises (SMEs), as well as other stakeholders such as social economy entities, online platforms and logistics service providers, for whom certain obligations are laid down. Within the framework of EPR, and as mentioned above, Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September requires Member States to implement extended producer responsibility, specifying the management costs to be covered by producers, as well as their obligations to provide information to end-users and public authorities. Member States are required to establish a Register of Textile and Footwear Producers and to specify the information on placing on the market that must be recorded. Furthermore, this information must be held by the aforementioned online platforms and logistics service providers regarding those producers whose products they market. Producers will fulfil their obligations by establishing collective extended producer responsibility schemes, which will finance the proper management of this type of waste, starting with its separate collection. The systems and management conditions for this are also regulated by Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September. The regulation also covers the involvement of social economy entities in these separate collection schemes; such entities may retain any schemes they already operate and will be treated equally or given preferential treatment when new collection points are established. The sorting of textile and footwear waste, which is essential for obtaining optimal fractions for preparation for reuse or recycling, will be carried out by professionals.

Law 7/2022 of 8 April on waste and contaminated soils for a circular economy transposed into Spanish law Directive 2008/98/EC of the European Parliament and of the Council of 19 November 2018 and the amendments made thereto by Directive (EU) 2018/851 of the European Parliament and of the Council of 30 May 2018. Article 18(2) of Law 7/2022 of 8 April prohibits the destruction or disposal by landfill of surplus unsold textile products, and Article 25(2)(c) thereof requires local authorities to collect textile waste separately before 31 December 2024. Title IV of the aforementioned Law establishes the legal framework for regulating extended producer responsibility, which is to be implemented by means of a specific royal decree, as provided for in Article 37(2). Finally, Law 7/2022 of 8 April provides, in its seventh final provision, for the development of a specific extended producer responsibility scheme for textiles within three years of its entry into force, and in its nineteenth additional provision, it stipulates that 50% of the contract value for public sector contracts relating to textile waste management must be reserved for Social Integration Enterprises and Special Employment Centres.

In light of the above, it is urgently necessary to implement the regulatory framework for the extended producer responsibility scheme for textiles and footwear by means of royal decree, given that, on the one hand, the three-year deadline set out in Law 7/2022 of 8 April has already expired, and, on the other hand, because it is necessary to transpose the amendments to European Union legislation concerning textile and footwear waste.

2. Objectives

The purpose of this draft royal decree is to implement Law 7/2022 of 8 April on the flow of textile and footwear waste and to transpose Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025.

The flow of textiles and footwear has become one of the priority waste streams at European level due to the great increase in the global production and consumption of textiles that occurred during the first fifteen years of the century. It is estimated that around six million tonnes of textile waste are generated annually in the European Union, equivalent to about eleven kilograms per inhabitant. Clothing accounts for over 80% of European textile consumption. It is also expected to grow by more than 60% between 2015 and 2030. Between 2019 and 2022, average consumption of textile products in the European Union rose from 17 kilograms per person to 19, of which 8 kilograms were clothing, 7 kilograms were home and bed linen, and the remaining 4 kilograms were footwear.

Out of twelve categories of household consumption, such as food, housing, transport, healthcare and education, the European Environment Agency ranks textiles as the fourth highest in terms of water consumption, the fifth highest in terms of land use and raw material consumption, and the sixth highest in terms of their impact on climate change. In addition, around two thirds of the raw materials consumed by this sector are imported from third countries. It is estimated that around seven million tonnes of textile waste are generated annually in the European Union, equivalent to around 16 kilograms per inhabitant.

In Spain, the textile, fashion and footwear sector accounts for around 2.9% of Gross Domestic Product and 3.6% of employment, according to the 2025 Economic Report on Fashion in Spain published by the Textile and Fashion Observatory. Our country has almost 17,000 companies, most of which are SMEs. Finally, this is a sector in which a significant proportion of activities take place in sparsely populated areas, and it represents one of the main routes into the labour market for young people. The female employment rate is also particularly high at 80%. With regard to e-commerce, it already holds 25.4% of the market share of clothing and 32.8% of footwear.

At the level of waste generation, in Spain, according to a study on municipal waste published by the Foundation for the Circular Economy in October 2020, the generation of textile waste was estimated to be 1,060,200 tonnes in 2017, which is about 23 kilograms per inhabitant. More recent studies, such as the 2023–2024 Textile and Fashion Circularity Report published by the Textile and Fashion Observatory, estimated that around 900,000 tonnes of textile waste were generated in 2022, which would amount to approximately 20 kilograms per person per year, with the rate of separate collection still very low.

At present, all of this is part of a linear economic model based on buying, using and throwing away, with low rates of reuse, repair and recycling. It is therefore necessary to decouple economic growth in the textile and footwear sector from the waste generated by its products, and to move towards a waste management approach that is more in line with the waste hierarchy. In fact, recycled fibres accounted for only 8.1% of global production in 2020. Furthermore, the majority (7.6%) came from recycled PET bottles, with only a small proportion (0.5%) coming from other recycled textile waste. Overall, less than 0.5% of the global fibre market came from pre- and post-consumer recycled textiles in 2021.

To this end, the draft regulation:

- Promotes the prevention, reuse and preparation for reuse of textile and footwear waste as a priority means of optimising resource use and preventing waste generation. This is particularly important in the current climate, where fast fashion has become a major contributor to textile and footwear waste, with products often being discarded before their useful life has come to an end. To this end, quantitative targets have been set for prevention, separate collection and preparation for reuse.

- It sets out the conditions for the separate collection of textiles, a task that requires the joint effort of all stakeholders, and in particular it regulates the involvement of social economy entities which, as waste managers, play a vital role in the collection and reuse of this type of waste. It also sets out more precisely who may act as reuse operators, in order to distinguish them from waste managers who carry out operations to prepare materials for reuse.

- It sets out the point at which textile waste ceases to be regarded as waste, and the conditions that must be met for shipments of used products suitable for reuse, in order to distinguish them from shipments of waste textile and footwear products.

- It regulates the extended producer responsibility scheme for textile and footwear products, defining the product producer, their obligations and the obligations of collective schemes, and setting out the costs to be financed in relation to the management of textile and footwear waste.

- It establishes an information system to ensure transparent management of textile and footwear waste, covering both the placing of products on the market and their collection and treatment. To this end, regulations are set out regarding both the information to be provided to the Register of Product Producers by product producers, on the one hand, and the annual report to be submitted to the competent authority by EPR schemes, on the other; as well as the requirement for textile and footwear waste managers to produce an annual report.

- It regulates the information on sustainable consumption that must be made available to the end user, so that they can contribute to the circularity and sustainability of the textile sector by making an informed choice.

As such, the draft royal decree will contribute to the achievement of the Sustainable Development Goals set out in the 2030 Agenda, and in particular to Goal 12 – Sustainable Consumption and Production – and Goal 13 – Climate Action.

3. Analysis of alternatives

The seventh final provision of Law 7/2022 of 8 April provides for the development of a specific extended producer responsibility scheme for textiles within three years of its entry into force.

Furthermore, Article 37(2) of Law 7/2022 of 8 April, concerning the obligations of the product producer, provides that such obligations shall be laid down by royal decree approved by the Council of Ministers. Section 41 of the aforementioned law sets out the minimum requirements that must be included in the regulations governing extended producer responsibility schemes.

In this regard, the alternatives have been considered:

- -Alternative 0: not to draw up a new regulation, leaving the management of textile and footwear waste unregulated and without applying extended producer responsibility.

- -Alternative 1: to draw up '*from scratch*' a specific royal decree regulating the management of the waste stream and the extended producer responsibility scheme for textile and footwear products, implementing Title IV of Law 7/2022 of 8 April for this stream.

- -Alternative 2: to regulate the management of textile waste and the EPR scheme, together with other waste streams yet to be developed, in a single royal decree.

- -Alternative 3: to regulate the management of textile waste and the EPR scheme by amending Law 7/2022 of 8 April.

- Ultimately, Alternative 1 has been chosen, that is, the drafting of a new specific royal decree, for the following reasons:

- -Alternative 0 would have meant failing to comply with the provision set out in the seventh final provision of Law 7/2022 of 8 April, which stipulates that, within three years of this law coming into force, an extended producer responsibility scheme for textiles is to be established. This alternative would also mean failing to transpose Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025, insofar as it contains the provisions on textiles and footwear, which could lead to infringement proceedings.

- -Alternative 2 could have led to confusion regarding the terms and specific characteristics of the textile and footwear waste stream in relation to other waste streams regulated under the same royal decree, thereby creating legal uncertainty and forcing both the public and local authorities to deal with an unnecessarily long and complex document.

- -Alternative 3, regulating the textiles regime by means of an amendment to Law 7/2022 of 8 April, thus transposing Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025, has not been considered given the existing authorisation in Article 37(2), in the fourth final provision paragraph 1 and in the seventh final provision of the aforementioned law.

Under the selected option, the regulations governing the management of textile and footwear waste are consolidated into a single piece of legislation consistent with Spanish and European legislation, in accordance with the waste hierarchy; the extended producer responsibility scheme regarding the obligations and financing of management by product producers, as well as the obligations of the various stakeholders involved, ranging from social economy entities to digital intermediary platforms and logistics service providers. Furthermore, it regulates the relationship between the main players in the textile sector and public authorities, particularly local authorities, which hold the majority of executive powers regarding the authorisation, monitoring, inspection and sanctioning of waste management.

4. Compliance with the principles of good regulation

This regulation complies with the principles of good regulation established in Article 129 of Law 39/2015, of 1 October, on Common Administrative Procedure in Public Administration.

With regard to the principle of necessity, the draft royal decree regulates the management of textile and footwear waste by promoting the first options in the waste hierarchy, with the aim of moving towards a circular economy in this sector, preventing harm to public health and protecting the environment, whilst also ensuring compliance with the ‘polluter pays’ principle. Furthermore, the need for this regulation stems from the obligation to transpose European law into Spanish law in accordance with Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025.

As regards effectiveness, the draft royal decree is considered to be the most appropriate instrument for regulating this matter, in order to implement the extended producer responsibility scheme for textiles, as well as to transpose Directive (EU) 2025/1892 of the European Parliament and of the Council, of 10 September 2025, which regulates this stream in terms of its management and extended producer responsibility regime. This is because it is based on the authorisation granted to the Government by Law 7/2022 of 8 April, in Article

37(2), the Fourth Final Provision, paragraph 1(b), (c) and (d), for its regulatory implementation, as well as on the provision for implementation included in the seventh final provision.

The regulation also complies with the principle of proportionality, containing the provisions necessary to address the urgent need to improve the management of textile waste, which necessitates the development of an extended producer responsibility scheme that imposes obligations on textile and footwear producers in relation to the waste generated by the products they place on the market.

In accordance with the principle of legal certainty, the regulation is consistent with the rest of the national and European Union legal systems, insofar as it transposes Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025, in relation to textiles, and implements Title IV of Law 7/2022 of 8 April with regard to the specific cases of textiles and footwear.

In addition, in accordance with the principle of efficiency, administrative burdens are minimised and the management of both public and private resources is streamlined.

In accordance with the principle of transparency, all public consultation and stakeholder participation procedures required under the applicable legislation have been followed in the preparation of the regulation. In accordance with the principle of transparency, prior to the drafting of the text of this royal decree, the prior public consultation provided for in Article 133 of Law 39/2015 of 1 October in conjunction with Article 26(2) of Law 50/1997 of 27 November on the Government has been substantiated through the web portal of the Ministry for the Ecological Transition and the Demographic Challenge.

Furthermore, consultations were conducted with economic and social stakeholders, the autonomous communities, the autonomous cities of Ceuta and Melilla, and local authorities through the Spanish Federation of Municipalities and Provinces, all of which are represented on the Waste Coordination Committee, during the period from 1 July to 4 September 2025. In addition, the draft was submitted to the Environmental Advisory Council on 30 June 2025 and was also subject to a public consultation process, in accordance with the provisions of Law 27/2006 of 18 July regulating the rights of access to information, public participation and access to justice in environmental matters and with Law 50/1997 of 27 November. The draft Royal Decree will be notified to the European Commission as a technical regulation, in accordance with Directive (EU) 2015/1535 of the European Parliament and of the Council of 9 September 2015, establishing a procedure for the provision of information in the field of technical regulations and rules on information society services, and to the World Trade Organisation’s Committee on Technical Barriers to Trade. Finally, an opinion will be sought from the Council of State.

II. CONTENT

The draft regulation is structured as follows: a title, an introductory section and an operative section, comprising forty-one articles, grouped into five titles; and a final section divided into three transitional provisions, four final provisions and nine annexes.

The provisions of this draft royal decree are organised into five sections, covering: general provisions; the management of waste from textile and footwear products; the implementation of extended producer responsibility for textile and footwear products; reporting obligations; and the applicable monitoring, inspection and penalty regime.

Its structure is then presented and its content summarised.

The preamble summarises the Community waste regulatory framework, including the basic regulation on extended producer responsibility, and its transposition into national law and justifies the need for a national rule regulating the flow of textile and footwear waste and implementing such responsibility, in line with the new specific Community regulation for this waste stream laid down in Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025.

Preliminary Title. **General provisions**

This includes the purpose, definitions, scope, planning instruments for textile and footwear waste, as well as the economic instruments of the competent authorities.

Article 1. *Purpose.*

The purpose of the regulation is to establish the legal regime applicable to textile and footwear products to prevent and reduce the impact of these products and their waste on the environment, applying the waste hierarchy in order to move towards a circular economy. It also aims to regulate the extended producer responsibility scheme for textile and footwear products.

Article 2. *Definitions*.

This article defines the elements of the text that are not defined in Law 7/2022 of 8 April or whose definition derives from transposing the new Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025, such as the definition of the producer of the textile and footwear product or that of the textile and footwear product itself. Due to the rise of distance sales, digital platforms and logistics service providers are also defined, as well as distance selling itself. The economic entities or reuse operators are also defined. For the latter, and given that they are not waste managers, the requirements that these operators must meet are established. A definition of fibre-to-fibre recycling is also included.

Article 3. *Scope of application.*

This standard applies to all textile and footwear products placed on the market within the territory of the State, and to textile and footwear waste generated therein. Textile and footwear products which may present risks to safety, health and hygiene or pose safety concerns are excluded from the scope.

Article 4. *Planning instruments.*

This article establishes the obligation to incorporate specific measures for the prevention and management of waste from textiles and footwear into the National Waste Prevention Programme and the National Framework Plan for Waste Management. In line with these measures, the waste prevention and management plans and programmes of the autonomous communities and, where applicable, local authorities, must also include specific measures relating to textiles and footwear.

Article 5. *Economic instruments.*

The competent authorities shall make use of economic instruments, including fiscal instruments, and other measures such as those provided for in points 6 to 15 of Annex V of Law 7/2022 of 8 April, in order to provide incentives for the application of the waste hierarchy and the fulfilment of the objectives set out in this royal decree.

TITLE I. **Prevention and management of textile and footwear waste**

CHAPTER I. **Prevention of textile and footwear waste**

This chapter consists of two articles, the first dealing with the objectives of prevention of textile and footwear waste and the second with prevention measures.

Article 6. *Prevention objectives.*

This article sets targets for reducing textile and footwear waste, measured by weight, for 2030 and 2035, relative to the amount generated in 2027.

Article 7. *Prevention measures.*

In order to achieve the objectives set out in the previous article, this article stipulates that public authorities must adopt measures. It also includes an obligation for producers exceeding an annual quota of 2.5% of the total national market share of products placed on the market to develop five-year business plans for prevention and ecodesign. It is also stipulated that shops selling textile products and operating collection points must inform their customers of the measures set out in Article 27(2). They will also be able to report on the availability of second-hand products.

CHAPTER II. **Management of textile and footwear waste.**

SECTION 1. MANAGEMENT OBJECTIVES FOR TEXTILE AND FOOTWEAR WASTE

This section comprises two articles: the first sets out targets for separate collection, preparation for reuse and recycling, and the second sets out measures to promote the preparation for reuse and recycling of this type of waste.

Article 8. *Targets for separate collection and preparation for reuse and recycling.*

Separate quantitative collection targets are set for 2030, 2035 and 2040; for preparing for re-use in 2030 and 2040; and for recycling in 2030, 2035 and 2040. Finally, a target has been set to recover as much waste as possible from the residual waste fraction in order to minimise landfill or incineration, with the aim of achieving a minimum of 5% by 2032 and 10% by 2035.

With regard to unsold consumer goods, the destruction of unsold textiles and footwear is prohibited in accordance with Chapter VI of Regulation (EU) 2024/1781 of the European Parliament and of the Council of 13 June 2024. Similarly, the provisions of that regulation will also apply with regard to the provision of information on unsold consumer goods.

It is also stipulated that the autonomous communities shall meet the targets for waste generated within their territory, and that MITECO shall calculate and publish the degree of compliance with these targets based on the information provided by the autonomous communities.

It also includes the provision to propose new objectives within 5 years of the entry into force of the regulation.

Article 9. *Measures to promote the preparation for reuse and recycling of textile and footwear waste.*

It is envisaged that minimum quality requirements will be established for the different fractions of materials recovered from textile and footwear waste in sorting facilities. These requirements shall be agreed by consensus between managers, collective extended producer responsibility schemes and the competent public administrations. In the absence of agreement they can be regulated by ministerial order.

It is established, within the framework of public procurement, that priority shall be given to the procurement of textile or footwear products manufactured from recycled materials, and that account shall be taken of the provisions of Regulation (EU) 2024/1781 of the European Parliament and of the Council of 13 June 2024 and of other relevant EU legislation.

Similarly, public administrations may introduce any other measures to promote the recycling of textile and footwear waste without harming the environment, in particular those of an economic nature.

SECTION 2. MANAGEMENT OF USED TEXTILES AND FOOTWEAR PRODUCTS AND THEIR WASTE

It is divided into two subsections. The first regulates the separate collection and sorting of textiles and footwear and their waste, including general management requirements designed to protect them from adverse weather conditions and other damage, as well as to prevent them from becoming waste. The second concerns the movement of used textile products and footwear suitable for reuse.

Subsection 1. Collection and sorting

This subsection comprises four articles, which set out the provisions concerning the separate collection of textile and footwear waste, their classification as waste, the classification of textile and footwear waste, and their general management conditions, respectively.

Article 10. *Separate collection of used textile and footwear products and their waste.*

It is established that the separate collection of used textile and footwear products and their waste may be carried out: at points authorised by local authorities in accordance with Article 25(2)(c) of Law 7/2022 of 8 April; at collection points determined by collective extended responsibility schemes; and at the collection points maintained and managed by social economy entities. It is envisaged that a maximum percentage of non-compliant items may be set for the waste stream to be classified as separately collected.

Separate collection will cover the whole of the country and will be organised taking into account population size and density, forecasts and estimates of textile and footwear waste generation, accessibility and proximity to end-users; it will not, under any circumstances, be limited to areas where it is economically viable, nor will it depend on the condition of the textile and footwear products. And it will be implemented in such a way as to increase the volume of such separate collection and reduce the proportion of textile and footwear waste in the residual waste fraction. Similarly, textiles not listed in Annex I and unsold and discarded textile and footwear products listed in Annex I shall be kept separate at the point of waste generation, including by material fraction, where this facilitates reuse, preparation for reuse or recycling, including fibre-to-fibre recycling where technical progress permits.

Article 11. *Waste status within the scope of collection.*

This article defines the waste status for items collected separately and for unsold consumer goods, and specifies that textile or footwear products which have been handed over in person by end users to reuse operators and are classified as suitable for reuse at the collection point shall not be considered waste.

Article 12. *Sorting operations.*

This article contains provisions on the classification of textile and footwear waste from separate collection. Classification that must be carried out to strengthen the waste hierarchy.

Fractions classified as suitable for direct reuse, and those resulting from preparation for reuse, are deemed to have lost their waste status; the same applies where they are intended for remanufacturing or recycling, provided they meet the criteria established at EU or national level.

Article 13. *General conditions for ownership.*

This article stipulates that used textiles and footwear and their waste must be protected from adverse weather conditions and sources of contamination during collection, loading and unloading, transport and storage, in order to prevent them from being damaged or mixed together; and that used items and waste from separate collection shall be professionally inspected either at the collection point or at the sorting facility, to remove items and substances that are unsuitable or that may cause damage or contamination. This audit must be carried out by authorised auditors in accordance with Article 33 of Law 7/2022 of 8 April.

Subsection 2. Transfers of used textiles or footwear suitable for re-use

This subsection comprises two articles, which set out specific provisions regarding the conditions for the transport of used textiles and footwear suitable for reuse, the documentation that must accompany them, and the inspection of shipments of textiles and footwear suitable for reuse, in order to distinguish them from shipments of waste textiles and footwear.

Article 14. *Conditions and documentation.*

Shipments of used textiles or footwear suitable for direct reuse, and shipments of fractions resulting from preparation for reuse, provided that in both cases they no longer qualify as waste, must be carried out with adequate protection, specifically by means of sufficient packaging and appropriate stowage. They must also be accompanied by certain documentation to verify that they are not counterfeit, i.e. that they are not waste. Such documentation should be securely but not permanently affixed in such a way as to verify the sorting operations that have determined the items are suitable for reuse, or the operations carried out in preparation for reuse.

Furthermore, the person organising the movement of the goods must have a copy of the invoice and the contract stating that they are suitable for reuse and are intended for that purpose, as well as documentary evidence that they have been sorted by professionals and a sworn statement from the holder confirming that the consignment does not contain waste.

Consequently, in the absence of all the above, the consignment will be regarded as waste and will constitute an illegal shipment.

Article 15. *Inspection.*

This provides for the possibility for the competent authority to inspect shipments of textile and footwear products classified as suitable for re-use and shipments of the resulting fractions from preparation for re-use, in order to combat fraudulent shipments. It is provided that the cost of the relevant operations may be charged to the natural or legal persons who organise the movement, to the producer of the product, or to third parties acting on their behalf.

TITLE II. **Extended Producer Responsibility**

This is divided into three chapters. The first chapter sets out the information obligations regarding the placing on the market of textile and footwear products; the second regulates the extended producer responsibility scheme; and the third and final chapter sets out the obligations of other parties involved in the management, such as local authorities, retailers and distributors, holders of textile and footwear waste, and social economy entities.

CHAPTER I. **Obligations to provide information on the placing on the market of textile and footwear products**

This chapter contains three articles designed to establish the textiles and footwear section within the Register of Product Producers, to require all producers of textiles and footwear to register in that section, and to require those registered to submit annual reports on the placing of their products on the market.

Article 16. *Creating the Textile and Footwear Products section in the Register of Product Producers.*

This article creates the textiles and footwear section in the Register of Product Producers, in accordance with Article 7(2) of Royal Decree 293/2018 of 18 May on reducing the consumption of plastic carrier bags and establishing the Register of Product Producers, in order to comply with waste management information obligations, and in particular to collect information on the placing on the market of textile and footwear products.

Article 17. *Inscription in the Register of Product Producers.*

This article establishes the obligation of product producers or their authorised representatives to register in the textile and footwear products section of the Product Producers Register within three months of the date of entry into force of the royal decree, or, after this period, when they are going to place textile and footwear products on the market.

Upon registration, they must provide the information set out in section 1 of Annex II to the royal decree and a certificate confirming membership of an extended producer responsibility scheme for the product within one month of such schemes being established. The information provided will be publicly available and designed for machine-readable, classifiable and searchable formats, and will comply with open standards for use by third parties, with the exception of personal data, which will be protected by current national legislation on the protection of personal data.

Upon registration, a registration number will be assigned, which must appear on invoices and any other documentation accompanying commercial transactions of packaged products, from the time they are placed on the market to the points of sale.

In the event of definitive cessation of the activity, the product producer or his authorised representative shall notify the Register of Product Producers within one month of the cessation of the activity and certify it, forwarding the corresponding document of cessation of activity of the undertaking.

Article 18. *Annual reporting requirements regarding market entry.*

This Article provides that the product producers or their authorised representatives, registered in the textile and footwear products section of the register, shall compulsorily collect and submit the information contained in paragraph 2 of Annex II to the Royal Decree, corresponding to the textile and footwear products they have placed on the market in each calendar year.

This information shall be sent annually to the Ministry for the Ecological Transition and the Demographic Challenge before 31 March of the year following the year to which it refers, for the purpose of monitoring compliance with the obligations laid down in the royal decree and the operation of extended producer responsibility, and of preparing the information to be provided to the European Commission.

It is stated that the information provided shall not be made public and shall be accessible only to the competent authorities for inspection and control purposes.

CHAPTER II. **Extended producer responsibility scheme**

This chapter is divided into two subcategories. Section 1 covers general obligations, online platforms and logistics service providers; and Section 2 deals with collective extended producer responsibility schemes (SCRAPs).

SECTION 1. GENERAL OBLIGATIONS

This section contains five articles and sets out the general obligations of producers, some of which must be fulfilled through the relevant collective extended producer responsibility schemes for textiles and footwear (SCRAP). It also regulates the obligation of product producers established in other countries to appoint an authorised representative, the information obligations arising from a change of SCRAP and the obligations of both online platforms and logistics service providers.

Article 19. *General Product Producer Obligations.*

This Article lays down the obligations to which the producers of the product listed in Article 37 of Law 7/2022 of 8 April are subject. These include complying with the information requirements for placing their products on the market; taking the necessary measures to contribute to the achievement of the prevention and management objectives set out in the regulation; organising, in whole or in part, and financing the collection and treatment of waste from textile and footwear products; ensuring that the extended producer responsibility schemes in which they participate comply with the provisions of this royal decree and have the financial resources to do so, amongst others.

It also indicates which of the obligations have to be fulfilled individually and which collectively.

Article 20. Authorised representative of the *product producer.*

This article sets out the requirement that product producers established in another Member State of the European Union or in third countries who market goods in Spain must appoint a natural or legal person within Spanish territory as an authorised representative for the purposes of complying with the obligations of the product producer; this representative must hold the documentation proving their authority. In the absence of the above, the first distributor or trader of the product based in Spain shall, on a subsidiary basis, be the entity responsible for the obligations established for the product producer.

Article 21. *Changes to the extended producer responsibility scheme.*

This article sets out how a switch from one collective scheme to another should be carried out and what this entails in terms of obligations under the new collective scheme in which the participant is enrolled.

Article 22. *Obligations of online platforms.*

This article sets out the obligations of digital platforms that facilitate the remote conclusion of contracts between consumers and producers of textile or footwear products, in relation to the prior verification that the producer is complying with their obligations regarding registration and the financing of waste management. They are also required to display the producer's registration number for the product.

Article 23. *Obligations of logistics service providers.*

This article sets out the obligations of logistics service providers, who must, prior to concluding a contract with the producer of textile and footwear products, obtain the same documentation required by online platforms from the producer and ensure that such documentation is accurate, either by consulting official, free and accessible information in public administration databases or by requesting documentation from reliable sources directly from the product producer.

It is established that, should the logistics service provider suspect that the information provided by the producer is incorrect, out of date or incomplete, it shall require the producer to provide complete, up-to-date and correct information without undue delay. If the information is not corrected, updated or completed, the logistics service provider shall suspend the provision of its services immediately, stating the reasons for doing so, until the product producer complies with its request, and shall report this to the competent authority. In the event that a logistics service provider suspends the service, the producer concerned shall have the right to challenge this before the competent court of the country where the logistics service provider is established.

SECTION 2. COLLECTIVE EXTENDED PRODUCER RESPONSABILITY SCHEMES

This section comprises eight articles governing collective extended producer responsibility schemes for the textile and footwear sectors, covering their establishment, authorisation and operation, as well as their general obligations and their obligations regarding collection, publicity and information. The regulations also cover the scope of the financial contribution to be made by producers, the agreements between these schemes and public authorities, coordination between schemes, and the financial guarantee to be provided by the scheme itself to ensure the financing of waste management, its implementation and restoration.

Article 24. *Constitution, authorisation and operation of collective extended producer responsibility schemes.*

This article regulates the constitution by producers, within six months of the entry into force of the royal decree, of the collective extended producer responsibility systems and their operation. In this regard, it is stipulated that collective schemes shall be authorised in accordance with the provisions of Article 50 of Law 7/2022 of 8 April, and shall be designed to ensure compliance with extended producer responsibility obligations.

The application for authorisation and the authorisation granted shall contain the information set out in Annex III to the royal decree. The application for authorisation shall be submitted in accordance with the provisions of Article 50(2) of Law 7/2022 of 8 April and shall be accompanied by the documentation relating to the financial guarantee. The Waste Coordination Committee will assess the content of the application in relation to compliance with the relevant obligations and issue a report. On the basis of this report, the autonomous community will, where appropriate, grant authorisation setting out the technical, organisational, financial, logistical and operational requirements and safeguards necessary to ensure compliance with this royal decree throughout the territory of the State.

A maximum processing time of six months is set for the authorisation. This may be extended, subject to justification, on grounds relating to the complexity of the case. Any such extension must be granted before the original deadline expires. After the expiry of the period without express notification, the application submitted shall be deemed to have been rejected, except in the case of applications for renewal of the authorisation, in which the prior authorisation granted shall be deemed to have been extended until the express decision on the application for renewal has been notified.

Once the SCRAP has been authorised, it must submit, within one month of being notified of the authorisation decision, documentation proving that the relevant financial guarantee is in force. The autonomous community will then proceed to register the authorisation in the Register of Waste Production and Management, and the collective system may commence operations from that point onwards. If, after one month, the validity of the financial guarantee has not been proven, the authorisation shall lapse.

The validity of the authorisation shall be eight years, after which it shall be reviewed and the procedure set out in this article shall be re-initiated, and the authorisation available to it shall remain in force until notification of an express decision on the application for its renewal.

Each financial year and for the duration of the authorisations, the autonomous communities shall monitor compliance with the conditions of the authorisation within their territorial jurisdiction. Any breach of these conditions may result in the initiation of the corresponding sanctioning procedure, with the competent authority being the autonomous community corresponding to the territory in which the infringement occurs, which may suspend the activity of the scheme within its territory. Furthermore, without prejudice to the above, the competent authority may assess the total or partial forfeiture of the financial guarantee. Moreover, where a breach occurs in more than one autonomous community, the Waste Coordination Committee shall first issue a report assessing the appropriateness of revoking the authorisation in its entirety. The decision shall be taken by the competent body of the autonomous community where the authorisation was granted, which shall then remove the authorisation from the Register of Waste Production and Management.

Article 25. *General obligations of collective extended producer responsibility schemes.*

This article sets out the general obligations of SCRAPs, some of which are: to have the necessary financial or financial and organisational resources to fulfil their obligations regarding extended producer responsibility, which shall be exclusively dedicated to the fulfilment of those obligations; to enter into agreements to finance and, where appropriate, to organise the management of textile and footwear waste where public authorities are involved in organising waste management in accordance with Annex V; to achieve at least the targets set out in the royal decree and to submit an annual report in accordance with Annex IV, which shall be assessed by each competent regional authority within its territorial jurisdiction using the monitoring tools it deems appropriate. At national level, this will be reviewed by the textiles and footwear working group of the Waste Coordination Committee.

Systems must establish an internal control system to assess their financial management through regular independent audits and the quality of the data they collect. Furthermore, they may only manage waste from textile and footwear products placed on the market by producers who are members of those schemes and for which they are authorised.

Moreover, these SCRAPs must ensure equal treatment of producers, regardless of their origin or size, and safeguard the confidentiality of the information provided by members of the collective scheme for the purposes of its operation, as well as having an electronic system for the allocation of waste to be managed.

SCRAPs may fulfil their obligations by themselves or may set up or contract an administering entity which shall have legal personality distinct from that of the collective system and which shall act under the direction of the collective system.

Furthermore, collective schemes are permitted, on a voluntary basis and subject to the express consent of the producers who finance them, to allocate financial resources to activities that complement the purpose of the collective scheme. The financing of these voluntary actions shall not come into conflict with the activities of waste managers, and competition rules shall apply to them. Consent shall never appear as a mandatory clause in the contract for the incorporation of producers into the collective system, nor shall it be required for them to remain in the collective system.

Likewise, when organising waste management, the SCRAPs will select waste managers through electronic awards, and act as waste holders for the purposes of being considered a shipment operator in accordance with Royal Decree 553/2020 of 2 June regulating the shipment of waste within the territory of the State.

Article 26. *Obligations of collective extended producer responsibility schemes regarding collection.*

Extended producer responsibility schemes shall organise and finance, or solely finance, the separate collection of used textiles and footwear and their waste throughout the country, and must provide the necessary means to carry out the collection and transport of used textiles and footwear and their waste, including suitable containers for this purpose, at a frequency appropriate to the area covered and the volume of waste typically collected at each point. They may not refuse to allow local authorities—regardless of the management model they adopt—social economy entities and other reuse operators to participate in said organisation.

In addition, they must ensure the free collection of waste generated by social economy entities and other stakeholders from textile and footwear products collected via the collection points that form part of the collection system established by the collective scheme, in coordination with such entities and stakeholders.

In relation to unsold products, the SCRAPs may conclude agreements with the final holders of the unsold products, so that the latter, on behalf of the producers, comply with the obligations of the waste management organisation, and the appropriate information and financing mechanisms for each party must be established.

It is further indicated that any coordination between extended producer responsibility schemes will be subject to national and Community competition rules.

Article 27. *Publicity and information obligations of collective extended responsibility schemes.*

The information that the SCRAPs must make available to the public through their web pages is made explicit. Information relating to compliance with objectives, financial contributions, the process for selecting waste management operators and shipments outside the country’s territory, as well as financial management audits and data quality, and even on the legal form chosen, among others.

End users or consumers of textile and footwear products shall be entitled to receive a reasoned response, within a maximum of two months, to any enquiries made regarding how the collective scheme fulfils its extended producer responsibility obligations, including access to information on the financial resources allocated to the management of textile and footwear waste.

Information on sustainable consumption will also be made available to the end user, including options for repair, reuse and end-of-life management of products, waste prevention, the location of separate collection and donation points, and the impacts of textile and footwear production on the environment, human health, society and human rights—in particular those caused by fast fashion, consumption, recycling and the inappropriate management of waste, as well as the measures implemented to mitigate such impacts. This information will be provided via websites and electronic media, in public places and at collection points, through educational programmes, awareness-raising campaigns and community-focused activities, in language that is easily understandable to users and consumers.

The SCRAPs are expected to carry out an analysis of the impact of their reporting actions every two years.

Article 28. *General Scope of producers' financial contribution to extended producer responsibility schemes.*

This article defines the scope of the producers' financial contribution to extended producer responsibility schemes. They will therefore be required to cover the costs associated with the separate collection of used textiles and footwear and textile and footwear waste, and their subsequent transport and treatment, as well as the costs associated with the recovery of textile and footwear waste from the residual waste fraction, which will be payable from 2029 onwards, and those associated with carrying out composition studies, although only insofar as these relate to the proportion of textiles found within that fraction. Revenues from reuse, preparation for reuse or the value of secondary raw materials from waste from recycled textile and footwear products shall be taken into account.

They must also bear the costs of providing information to the user or end-user, the costs of data collection and reporting, the costs associated with research and development to improve eco-design, the costs associated with setting up financial guarantees, and the costs of providing information to the competent authorities.

In addition, they must cover the costs of the separate collection, transport and treatment—including sorting—of textile and footwear waste generated by social economy entities and other stakeholders.

j) Specific costs of managing textile and footwear waste collected through the local waste management circuit shall be determined in accordance with the criteria of Annex VI and the specifications set out in Annex VII.

The amount of the financial contribution from producers shall be based on the weight and, where appropriate, the quantity of textile and footwear products, and shall be adjusted in accordance with the ecodesign requirements adopted pursuant to Regulation (EU) 2024/1781 of the European Parliament and of the Council of 13 June 2024 that are relevant to the prevention of waste from textile and footwear products and to their treatment in line with the waste hierarchy. It will also be adjusted to take into business practices that lead to the excessive production or consumption of textile or footwear products, resulting in the excessive generation of associated waste. Factors to be considered will include the quantity of products placed on the market per producer and unit of time, and the frequency of renewal and number of products in the textile and footwear collections placed on the market.

Equal treatment of producers regardless of their size or origin should be ensured without imposing disproportionate burdens on producers of small quantities of textile and footwear products including SMEs.

The financial contribution paid by the producer shall not exceed the costs necessary for the provision of waste management services to be cost-effective in economic, social and environmental terms. This means that any amounts received in the form of grants or subsidies cannot be deducted from the costs unless they are directly related to waste management.

It is also expected that SCRAPs will allocate a minimum of 10% of their revenues to finance research actions and a minimum of 5% to actions in the field of prevention.

Provision is also made for the existence of compensation mechanisms from SCRAPs to their producers where there is an excess of revenue over expenditure.

Should there be any changes to the financial contributions, the system must give three months’ notice to all members of the system and to the autonomous community that granted the authorisation, which will then forward this information to the textiles and footwear working group of the Waste Coordination Committee.

In order to facilitate the monitoring and tracking of the financing obligations set out in the royal decree, it is stipulated that invoices issued by producers for commercial transactions involving products placed on the market must clearly identify the contribution made to these schemes in respect of textile and footwear waste, distinguishing it clearly from the other items included in the invoice. The contribution shall not be included in the unit price. Producers may give product-to-product information on the contribution made at the request of customers. Where the amount of the contribution to the collective schemes is not shown on the invoice, it shall be presumed, unless proof to the contrary, that the contribution due for the textile or footwear products covered by it has not been paid. The above shall not apply in the case of direct transactions of the producer with the consumer.

Producers shall facilitate the actions and verifications carried out by both the managing bodies of the collective producer responsibility schemes and the competent authorities to verify the quantity and typology of products placed on the market. However, the entities managing the SCRAPs must comply with the principles of confidentiality regarding commercial and industrial data. Producers shall be obliged, in respect of products placed on the market through collective extended producer responsibility schemes, to maintain information on the annual contribution made to the system for each type of packaging placed on the market for a period of 5 years.

Article 29. *Agreements of the public administrations with the extended responsibility schemes.*

This article regulates the need for the SCRAP to conclude an agreement with the public administrations, when they are involved in the organisation of the management of textile and footwear waste. The minimum content of the agreement is regulated in Annex IV. That agreement will govern the organisation of the management and financing in accordance with the provisions of the royal decree, taking into account the SCRAPs contributions from public revenue.

Such agreements shall preferably be concluded with the relevant autonomous community, which shall ensure the participation of local authorities in the negotiation and monitoring of the agreement, or directly with the local authority, subject to the prior knowledge and consent of the relevant autonomous community, and must be concluded within a maximum of twelve months of authorisation.

In the event of disagreements between public authorities and SCRAPs regarding the terms of the agreement, particularly those of a financial nature, such disputes shall be resolved through an arbitration mechanism; the competent authority shall refer the matter to the National Commission on Markets and Competition should there be any indication of a possible practice contrary to Law 15/2007 of 3 July on the Defence of Competition.

The scope of the content of the agreements should make it possible to comply with transparency obligations. The agreements must be published in full, including their technical and economic annexes, in the official gazettes of the Autonomous Communities or, where appropriate, in the corresponding municipal official gazette.

Article 30. *Coordination Office.*

This article provides for the establishment of a coordination office in the event that there are two or more extended producer responsibility schemes by the schemes themselves, which must be set up within four months of the authorisation of the second SCRAP for textile or footwear products. In addition, the obligations of this office are indicated, among which the negotiation of agreements or the payment to the public administrations are highlighted.

Information management within the Office must be carried out by independent third parties, ensuring that individuals cannot be identified. It is also noted that the coordination office will not serve as a forum for facilitating collusive practices between the various collective systems.

This office, which shall be managed and financed by the producers, shall be set up in accordance with the instructions set out in Annex VIII. Its operations will be overseen by the working group of the Waste Coordination Committee responsible for textiles and footwear, and it will report to that working group on its activities.

Article 31. *Financial guarantees for extended producer responsibility schemes*.

This article also contains the provisions on the financial guarantee that the SCRAPs must subscribe to in order to ensure the financing of the management of textile and footwear waste, so that the minimum objectives of the extended producer responsibility system are met in situations of insolvency of both the producers and the extended producer responsibility system itself, of non-compliance with the conditions of the authorization or dissolution of the extended producer responsibility scheme.

This financial guarantee must be provided to the competent authority in the autonomous community where the application for authorisation was submitted and must remain valid throughout the entire period of operation of the SCRAP. The amount shall be determined in accordance with the formula provided for in Annex VI to the royal decree.

The term of the financial guarantee is annual. After this period it shall be reviewed and a new one may be set up to adapt its scope and amount to the needs, or, where appropriate, be replenished during its period of activity. It is also specified when it is to be updated. With regard to the establishment, enforcement and replenishment, all such matters must be carried out in accordance with the provisions of royal decree 208/2022 of 22 March on financial guarantees relating to waste.

CHAPTER III. **Obligations of other agents involved in the management**

This chapter consists of four articles regulating the obligations of local authorities, traders and distributors of textile and footwear products, end users and holders of waste from such products; and social economy entities.

Article 32. *Obligations of local authorities.*

Under this article, local authorities involved in the organisation of waste management shall be responsible for the separate collection and transport of waste to sorting facilities and, if the local authority so decides, for the subsequent sorting process, in which case they must comply with the provisions of Articles 12 and 13. They will also be responsible for collecting textile and footwear waste from the residual waste fraction and subsequently delivering it to an authorised waste management operator for sorting and treatment. All of this is in accordance with the provisions of the agreement.

Local authorities must adapt their contracts to the provisions of the royal decree and must take into account the provisions of the nineteenth additional provision of Law 7/2022 of 8 April.

Article 33. *Obligations of traders and distributors of textile and footwear products.*

In addition to any obligations they may have as producers of the product, traders and distributors of textile and footwear products must market textile and footwear products sourced from producers who hold a producer identification number from the Register of Product Producers, participate in separate collection where required by the management system organised by the SCRAPs; deliver waste to the authorised managers designated by the SCRAP and provide them with information regarding the textile and footwear products placed on the domestic market in each calendar year.

Article 34. *Obligations of end-users of used textile and footwear products and their waste, and of holders of unsold products*.

End-users of textile and footwear products shall either deliver them to a reuse operator or deposit such waste at the collection points set out in Article 10(1). It is made clear that the above does not include exchanges or transfers between private individuals, whether by way of assignment, donation, barter or sale, provided that the goods in question are fit for use. And under no circumstances may they leave textile or footwear waste in the environment or outside of collection points.

It is also specified that holders of unsold products may either deliver such waste to the managers with whom the collective system organises the management or deliver it directly to authorised managers provided that they have concluded the agreements provided for in Article 26.

Article 35. *Obligations of social economy entities and other managers.*

This article enables social economy entities to maintain and operate their own separate collection points for used textile and footwear products and their waste, and receive equal or preferential treatment for their placement. They will also receive the relevant financing from the SCRAPs; and they will not be required to hand over the used products and textile and footwear waste collected to the SCRAP.

It is specified that all waste managers, including social economy entities, that carry out sorting operations, must comply with the obligations set out in Articles 12 and 13 and with the reporting obligations set out in Article 38.

Title III. **Reporting obligations**

This title comprises three articles. The first of these concerns the provision of information to public authorities; the second concerns the provision of information by public authorities to the public and non-governmental organisations; and the third concerns cooperation between public authorities and the exchange of information.

Article 36. *Information to public administrations.*

This article sets out the reporting obligations of both waste collection and treatment operators—which also include social economy entities—and of local authorities and autonomous communities regarding the management of such waste within their respective areas of competence. These bodies must keep this information up to date and submit it to the Ministry for Ecological Transition and the Demographic Challenge for onward transmission to the European Commission.

It is stipulated that, from 1 January 2026, and at least every five years, the autonomous communities must include in their studies on the composition of the residual waste fraction of municipal waste an assessment of the proportion of textile and footwear waste present therein, the results of which shall be made public. In order to have the information referred to in this article, as well as to comply with other information requirements arising from the implementation of the implementing acts approved by the European Commission, the autonomous communities may require additional information.

It also states that the Ministry for Ecological Transition and Demographic Challenge will assess progress towards the targets and publish a report on the status of their achievement.

Article 37. *Information provided by public authorities to the public and non-governmental organisations.*

This article sets out the public authorities' obligations to provide information to the general public, including non-governmental organisations whose purpose is to promote environmental protection and sustainable development.

It also provides that public authorities, within the limits of their budgetary resources and using financing provided by extended producer responsibility schemes, should promote public information, awareness-raising and training campaigns, making use of tools such as annual reports, newsletters, reports, green procurement and best practice guides, prevention catalogues and educational programmes.

Article 38. *Administrative cooperation and information exchange.*

The final section of this chapter is devoted to coordination and the exchange of information between the competent authorities, with a view to ensuring the proper implementation of this royal decree, ensuring that all parties involved fulfil their obligations, and establishing an effective flow of information between public authorities. This can be achieved through the Waste Coordination Committee, its textiles and footwear working group, and expert groups related to the management of textile and footwear waste across various administrative sectors.

It also provides that the Waste Coordination Committee shall establish mechanisms for consultation with the National Markets and Competition

Commission on administrative decisions or on other aspects which may have implications for effective competition and efficient economic regulation of the sectors affected by the royal decree.

Title IV. **Control, Inspection and Sanctioning Regime**

Finally, Title IV sets out the measures designed to ensure that the competent authorities monitor and inspect the correct application of this royal decree. It consists of three articles dedicated to control, monitoring and supervision; surveillance and inspection and the sanctioning regime.

Article 39. *Control, monitoring and supervision by public administrations.*

This article stipulates that the autonomous communities must ensure the participation of local authorities when they are involved in the organisation of management, and in monitoring and assessing the degree of compliance with the objectives to be achieved and the obligations assumed by the SCRAPs as set out in the royal decree.

Also, in relation to the registration and information obligations to the textile and footwear products section of the Register of Product Producers, the Ministry for the Ecological Transition and the Demographic Challenge will exercise the functions of surveillance and inspection, as well as the sanctioning power under the provisions of Article 12(3)(g) of Law 7/2022 of 8 April.

Furthermore, it stipulates that the monitoring of compliance with the obligations of the extended producer responsibility scheme shall be carried out by the competent regional authorities with the criteria to be established by the Textile and Footwear Working Group of the Waste Coordination Committee, with particular attention where there are several collective extended producer responsibility schemes for the textile and footwear product. Other authorities of the autonomous communities and the General State Administration, which are not part of the Coordination Committee, may cooperate in carrying out this supervisory task, especially when these tasks concern non-environmental matters, without prejudice to the competence of the competent authorities to carry out these tasks.

It is also pointed out that compliance with the obligations of the product producer must be verified by the customs and tax authorities for the purpose of controlling fraud, paying particular attention to imported products subject to extended producer responsibility and to exports to third countries outside the European Union of used products and textile and footwear waste.

Article 40. *Inspection and control.*

This article provides that the relevant public authorities, including law enforcement agencies, may, where their duties require them to carry out monitoring, surveillance and inspection tasks, conduct the necessary checks and inspections to verify the correct application of the royal decree, setting out the minimum requirements that such inspections must include. It is specified that the authorities referred to in Royal Decree 330/2008 of 29 February, adopting control measures for the import of certain products with regard to the applicable product safety standards, are the authorities designated to supervise and verify, prior to importation, that producers, or their authorised representatives, are in full compliance with the obligations to register and report information in the Register of Product Producers, and importation shall not be permitted in the event of non-compliance. Products which do not correspond in nature to the goods declared may also be declared non-compliant. The results of the checks carried out prior to import shall be forwarded to the competent market surveillance authorities and the ministerial departments concerned.

Furthermore, it provides that the competent authority may at any time verify that the SCRAPs comply with the conditions of the authorisation granted, as provided for in the royal decree.

The competent authorities shall be responsible for the supervision and control of the exercise of operators in their territory as laid down in Article 21 of Law 20/2013 of 9 December on the guarantee of market unity.

Article 41. *Penalties regime.*

This article provides that non-compliance with the provisions of the royal decree shall be sanctioned in accordance with the provisions of Law 7/2022 of 8 April, as well as Law 21/1992 of 16 July on Industry; the consolidated text of the General Law for the Protection of Consumers and Users and other complementary laws, approved by Royal Legislative Decree 1/2007 of 16 November and Law 20/2013 of 9 December.

The articles are supplemented by three transitional provisions and four final provisions, as well as nine annexes.

First transitional provision. *Financing for local authorities and other stakeholders.*

The financial obligations governed by the provisions of this royal decree shall apply from the date on which it comes into force. In the case of local authorities, the contributions must be included in the new agreement referred to in Article 29, with retroactive effect. In the case of other parties, such contributions must be included retrospectively in the relevant agreements entered into by the collective liability schemes. To this end, local authorities and other actors must have the documentation that proves the costs to be financed.

Second transitional provision. *Adaptation of voluntary extended producer responsibility schemes.*

This provision applies where voluntary extended producer responsibility schemes are in place at the time this royal decree comes into force; such schemes may continue to operate under their existing authorisations, provided that, within six months of the entry into force of this royal decree, they bring their authorisation into line with the provisions of this regulation or apply for a new authorisation.

Third transitional provision. *Textiles section of the Register of Product Producers.*

This provision indicates that the characteristics indicated in Article 17(3) shall be enforceable from the date on which the harmonised format is established by the European Commission. Until then, the list of producers registered in the textiles section will be published periodically on the website of the Ministry for the Ecological Transition and the Demographic Challenge.

First final provision. Authorisation of regulatory development.

The Minister for Ecological Transition and Demographic Challenge is authorised, within the scope of their powers, to issue any provisions necessary for the implementation and enforcement of this royal decree, and is empowered to make any technical amendments to the annexes that may be required to ensure they remain in line with technical innovations as they arise, and in particular with the provisions of European Union legislation.

Second final provision. *Transposition of European Union law.*

This Royal Decree transposes into Spanish law Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025, amending Directive 2008/98/EC on waste.

Third final provision. *Jurisdictional powers.*

This royal decree is issued under Articles 149(1)(13) and (23), of the Spanish Constitution, which confer on the State exclusive competence on the basis and coordination of the general planning of economic activity, as well as the basic legislation on environmental protection, respectively, without prejudice to the powers of the autonomous communities to establish additional protection standards.

Fourth final provision. *Entry into force.*

This royal decree shall enter into force on the day after its publication in the ‘Official State Gazette’. However, SMEs with fewer than ten employees and an annual turnover not exceeding two million euros will be granted a longer transition period, and will be required to comply with their obligations as producers from 1 January 2029.

ANNEX I. **Textile and footwear products**

This annex lists the textile and footwear products falling within the scope of the royal decree, transposing Annex IV of Directive (EU) 2025/1892 of the European

Parliament and of the Council amending Directive 2008/98/EC of 29 November 2008. The left column indicates the Combined Nomenclature code according to Commission Implementing Regulation (EU) 2023/2364 of 26 September 2023 amending Annex I to Council Regulation (EEC) No 2658/87 on the tariff and statistical nomenclature and on the Common Customs Tariff.

ANNEX II. **Registration and annual information to be provided to the Register of Product Producers for textile and footwear products**

Part 1 of this annex sets out the information required for registration in the Register of Product Producers, whilst Part 2 sets out the information that producers must submit annually regarding the products they place on the market.

ANNEX III. **Content of the application for authorisation of collective extended producer responsibility schemes for textiles and footwear products**

This annex sets out the requirements for applications for authorisation of collective extended producer responsibility schemes for textiles and footwear.

ANNEX IV. **Minimum requirements for agreements between public authorities and extended producer responsibility schemes**

This annex sets out the minimum requirements for agreements between public authorities and extended producer responsibility schemes for textiles and footwear, distinguishing between two options depending on whether the authorities are involved (partially or fully) in the organisation of waste management.

ANNEX V. Annual report on extended producer responsibility schemes.

This annex sets out the content of the annual report that extended producer responsibility schemes must submit to the Ministry for Ecological Transition and the Demographic Challenge, as well as to the autonomous communities, containing information on the management of textile and footwear waste collected within their respective territories.

ANNEX VI. **Criteria for the calculation of the financing of the cost of managing textile and footwear waste**

This annex sets out the criteria for calculating the financing required to cover the costs of managing textile and footwear waste, such as those relating to separate collection and transport, sorting, post-sorting treatment, information and awareness-raising campaigns, and general expenses incurred by local authorities or, where applicable, autonomous communities in connection with the control and monitoring of textile and footwear waste management, including the compilation of statistics. In addition, specific factors such as the generating population, population distribution, historic town centres and insularity will be taken into account.

ANNEX VII. **Elements of textile and footwear waste management that need to be standardised**

This annex sets out the specifications to be standardised for the calculation of the financing of the cost of textile and footwear management.
These specifications refer to separate collection and transport, sorting, campaigns and indirect costs.

ANNEX VIII. **Rules for the establishment of the coordination office**

This annex contains the basic rules for the implementation of the coordination office provided for in Article 30.

ANNEX IX. **Calculation of the financial guarantee for extended producer responsibility schemes for textiles and footwear**

This annex contains the formula for calculating the financial guarantee for extended producer responsibility schemes.

III. LEGAL ANALISIS

1. Legal basis and normative status

This Royal Decree is issued in accordance with the fourth and seventh final provisions of Law 7/2022 of 8 April. Final provision four, section 1, letters b) c) and d) of Law 7/2022 of 8 April which empowers the Government to issue, within the scope of its powers, the regulatory provisions necessary for the development and application of this law and, in particular, to establish rules for the different types of products in relation to the waste they generate, to develop regulatory extended producer responsibility, and to lay down rules for waste, which will establish special provisions relating to its production and management will be set out. For its part, the seventh final provision establishes the obligation to develop the extended producer responsibility scheme for textiles by regulation within three years of its entry into force.

Law 7/2022 of 8 April is the highest-ranking piece of national legislation which, in Title IV, establishes the framework for extended producer responsibility, to be implemented for each waste stream through subordinate legislation, as set out in Article 37(2) and in the fourth final provision, paragraph 1.

Consequently, and in accordance with the principle of legislative hierarchy, a royal decree is the appropriate instrument for implementing and applying Law 7/2022 of 8 April to the textile and footwear sector and its waste.

2. Conformity with national law

Law 7/2022 of 8 April sets out the general framework for extended producer responsibility, under which producers of products that become waste upon use are required to contribute to the prevention, organisation and financing of the management of such waste.

Act 7/2022 of 8 April defines the scope of this responsibility, setting out the obligations to which producers may be subject, through the relevant implementing regulations, both during the design and production of their products and during the management of the waste resulting from their use. Furthermore, the law allows these obligations to be fulfilled either individually or through collective schemes, setting out the notification and authorisation procedures for establishing such schemes respectively. Section 37(2) of Law 7/2022 of 8 April provides that this scheme is to be established by royal decree for the products to which it is to apply. This is consistent with the fourth final provision of the law, which empowers the Government to issue, within the scope of its powers, the regulatory provisions necessary for the implementation and application of the law, and more specifically:

- To set standards for different types of products in relation to the waste they generate.
- To develop the extended producer responsibility.
- To establish regulations on waste, setting out specific provisions regarding its generation and management, as well as the various methods of waste treatment and the identification of waste as provided for in Article 6(1).

For its part, the seventh final provision provides for the development of a specific extended producer responsibility scheme for textiles within three years of the entry into force of Law 7/2022 of 8 April.

Consequently, and pursuant to the authorisation set out in the fourth final provision of Law 7/2022 of 8 April, and in accordance with the provisions of the seventh final provision, this royal decree sets out the extended producer responsibility scheme for textile and footwear products.

3. Links with European Union law

In 2020, as part of the European Green Deal, the European Commission adopted its Action Plan for the Circular Economy, in which the textile sector is ranked fourth in terms of raw material and water intensity, and it is noted that globally less than 1% of textile products are recycled into new textile products (most recycling, carried out using mechanical methods, does not result in new textile products but rather in fibre cloths, rags, insulation and padding). To address the challenges posed by the transition to a circular economy in the textile sector, the aim is to promote sorting, reuse and recycling, whilst encouraging regulatory measures such as extended producer responsibility. As a key measure for all this, the need to achieve high levels of separate collection of this waste is emphasised.

The Plan also emphasises the importance of ensuring that consumers and users are informed about products so that they are empowered to make informed purchasing decisions, and even goes so far as to propose a '*right to repair*'. It also recognises that the great potential of the social economy – a pioneer in creating jobs linked to the circular economy – will be bolstered by the mutual benefits between social inclusion and the green transition.
With regard to waste shipments, it is mentioned that the European Union should not transfer its waste difficulties to third countries, as well as the need to strengthen its control and combat illicit trafficking.

Finally, the Plan highlights the need to develop a comprehensive European strategy for textiles, which was eventually adopted in 2022. This European Union Strategy for Sustainable and Circular Textiles, dated 30 March 2022, highlights how this sector accounts for one of the priority waste streams under European legislation due to the sharp increase in global textile production and consumption during the first fifteen years of the century, having almost doubled between 2000 and 2015 and expected to grow by more than 60% between 2015 and 2030. Between 2019 and 2022, average consumption of textile products in the European Union rose from 17 kilograms per person to 19, of which 8 kilograms were clothing, 7 kilograms were home and bed linen, and the remaining 4 kilograms were footwear.

In this Strategy, this waste stream is considered to be the fourth largest in the European Union in terms of its environmental and climate change impact and the third largest in terms of water use and land use. Over 80% of European textile consumption consists of clothing, and its significant environmental impact stems from a linear economic model of 'buy, use and throw away', in which reuse, repair and recycling rates are very low, with fibre-to-fibre recycling rates being negligible. It is estimated that around six million tonnes of textile waste are generated annually in the European Union, equivalent to about eleven kilograms per inhabitant.

In light of these challenges, the European Union’s strategy for sustainable and circular textiles advocates adopting systemic solutions in line with the European Green Deal. One such solution is, once again, to provide consumers with clear and accessible information on the sustainability and environmental impact of products, highlighting, for example, information regarding the repair of the item. Another solution—one of great significance given that shipments of textile waste outside the European Union totalled 1,400,000 tonnes in 2020—is to improve transparency regarding shipments of used textiles in order to prevent fraudulent shipments of waste disguised as products suitable for reuse. However, the most significant measure in this European Strategy is the establishment of an extended producer responsibility scheme for the textile industry. As has already been demonstrated in other waste streams, extended producer responsibility is vital for decoupling a sector’s economic growth from its waste generation and for improving the management of such waste in accordance with the waste hierarchy set out in Directive 2008/98/EC of the European Parliament and of the Council of 29 November 2008. In addition, it can incentivise a more sustainable, circular and eco-friendly design of products by adjusting producers’ financial contributions to extended responsibility schemes. All this would make it possible to increase the reuse of textile products and prevent the generation of their waste.

In accordance with this provision, Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025 has been adopted. In addition to regulating various aspects of food waste, it also covers textiles and footwear, focusing primarily on the implementation of extended producer responsibility across all European Union countries. It thus sets out the administrative costs to be borne by producers and their obligations to provide information to end users. It requires Member States to establish registers of textile and footwear producers and specifies the information on the placing of products on the market that must be recorded, which must also be held by the aforementioned online platforms and logistics service providers in respect of the producers whose products they market. Producers will fulfil their obligations by establishing collective extended producer responsibility schemes, which will finance the proper management of this type of waste, starting with its separate collection. Such systems and management conditions for this are also regulated by this directive. The regulation also covers the involvement of social economy entities in these separate collection schemes; such entities may retain any schemes they already operate and will be treated equally or given preferential treatment when new collection points are established. The sorting of textile and footwear waste, which is essential for obtaining optimal fractions for preparation for reuse or recycling, will be carried out by professionals.

For all these reasons, it is considered that this draft legislation facilitates progress towards a circular economy, whilst remaining consistent with the Action Plan for the Circular Economy adopted by the European Commission in 2020, with the European Union Strategy for Sustainable and Circular Textiles of 30 March 2022, and with Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025, as this royal decree transposes the aforementioned directive into Spanish law. The transposition table is included in Annex I.

4. Entry into force

This Royal Decree shall enter into force on the day after its publication in the Spanish Official State Gazette. However, SMEs with fewer than ten employees and an annual turnover not exceeding two million euros, will be granted a longer period to adapt to the new regulations, and will be required to comply with their obligations as product producers from 1 January 2029.

The provision that the regulation will enter into force on the day following its publication in the Official State Gazette (BOE) is due to the fact that the period provided for in the seventh final provision of Law 7/2022 of 8 April has now expired.

5. Repeal of regulations

The royal decree does not repeal any regulations.

IV. ADAPTATION OF THE REGULATION TO THE ORDER OF DISTRIBUTION OF POWERS

This Royal Decree is issued pursuant to the provisions of Article 149(1) (13) and (23) of the Spanish Constitution, relating to the bases and coordination of the general planning of economic activity, as well as to the basic legislation on environmental protection, without prejudice to the powers of the autonomous communities to establish additional protection rules, respectively. This regulation promotes the efficient use of resources and ensures the protection of human health and the environment, without prejudice to the powers of the autonomous communities to establish additional protective measures. Similarly, this royal decree sets out the provisions relating to producers of textiles and footwear. It is for these reasons that the aforementioned legal provisions are invoked.

Furthermore, this draft royal decree complies with the administrative powers set out in Article 12 of Law 7/2022 of 8 April. Among the matters assigned to the autonomous communities by the royal decree are the authorisation of collective extended producer responsibility schemes, the monitoring and enforcement of compliance with the conditions thereof, the enforcement of financial guarantees for extended producer responsibility schemes, and the power to impose sanctions within the scope of their powers. Furthermore, this draft legislation respects the powers of the local authorities and the obligations regarding separate collection set out in Article 25(2)(c) of Law 7/2022 of 8 April.

V. DESCRIPTION OF THE PROCEDURE

The project has been processed in accordance with the provisions of Law 50/1997, of 27 November, and Law 27/2006, of 18 July, as it is a standard with environmental impact. The procedures followed in the drafting of this regulation are as follows:

1. Prior public consultation

In accordance with Article 26(2) of Law 50/1997 of 27 November, a prior public consultation was carried out through the website of the Ministry for the Ecological Transition and the Demographic Challenge from 8 July to 5 September 2024 inclusive.

During this procedure, a number of comments were received, including those relating to the following aspects:

1) The scope of application and specifically that the types of textile and footwear products be included in an annex using a technical nomenclature such as the Combined Nomenclature or CN or the TARIC nomenclature. There is also concern that carpets or mattresses might be included.
2) The adjustment of the financial contribution in accordance with environmental criteria, such as eco-design criteria, in a manner harmonised with the European Union.
3) Separate collection systems and the locations of collection points, including private spaces such as shops or other textile and footwear distribution establishments, or places of worship.
4) The role of social economy entities and in particular their participation in the extended product responsibility schemes to be established.
5) Ownership of textile and footwear waste that is classified as suitable for reuse and therefore ceases to be waste by acquiring the status of used product.
6) Raising awareness and providing information to consumers or users—whether through campaigns, websites, labelling or other means—so that consumers can make informed decisions about the environmental impact of their consumption and the prevention of textile and footwear waste.
7) The methodology for the calculation of reuse and recycling targets.

8) The fraudulent export of waste disguised as used goods to third countries, where it is usually disposed of by being sent to landfill.

Due to the large number of comments received during this consultation process, these are set out in the attached document (Annex II), together with an assessment of them.

2. Information procedure and public hearing

In accordance with Article 26(6) of Law 50/1997 of 27 November, the public information procedure has been carried out through the website of the Ministry for the Ecological Transition and the Demographic Challenge, being carried out between 1 July and 4 September 2025, inclusive.

Furthermore, the consultation process with the affected sectors was conducted via email between 1 July and 4 September 2025, inclusive.
Following the completion of the consultation and public hearing process, a large number of comments had been received. These are summarised and assessed in the attached document (Annex III). which accompanies this MAIN (the first 17 rows contain proposals received during the prior public consultation procedure that, due to administrative error were not received in time. Consequently, they were taken into consideration at this stage.).

However, a brief summary of these is provided below, noting that in general the observations could be grouped into three main blocks:

- Those submitted by the textile and fashion business industry, including retail (Reviste, CEOE, the Textile and Fashion Observatory, Moda España, Mango, Tendam, Decathlon, Asedas, Anged, etc.) whose proposals aim to remove everything that is not included in Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025, in particular the objectives of prevention, separate collection and preparation for reuse, and some financing obligations (financing the residual waste fraction). They also seek to restrict the participation of local authorities in the management model, propose simplified processes for the authorisation of treatment facilities or eliminate the obligation to sell second-hand products in shops with more than 400 m², among other observations.

  As regards the assessment, the requirement for shops larger than 400 m² to sell second-hand goods has been removed. The targets have not been scrapped, although their level of ambition has been adjusted over time, and targets for recycling and recovery of the residual waste fraction have been included. However, financing for this final cost will be required from

2029 onwards. It is not possible to restrict the involvement of local authorities in the management model, as they are the competent authorities under Articles 12(5) and 25(2) of Law 7/2022 of 8 April, and because Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025 itself provides that the management model established by the SCRAPs may not exclude the participation of local authorities, although it has been stipulated that local authorities must provide supporting documentation regarding costs so that these may be reimbursed by the SCRAP.

- Those submitted by the group comprising social economy entities and non-governmental organisations (Koopera, Moda Re, Aclima, Friends of the Earth, FAEDEI, Zero Waste Alliance, REAS, SETEM, etc.), whose main comments relate to extending the application of the nineteenth additional provision of Law 7/2022 of 8 April to contracts with SCRAP operators, proposing more ambitious targets for both prevention and preparation for reuse, and new recycling targets; the establishment of obligations for the development of local solutions, as well as other clarifications throughout the text.

  In response to the comments received, recycling targets have been set and producers have been required to draw up business plans for waste prevention and eco-design; furthermore, collective schemes must allocate at least 10% of their revenue to financing R&D&I activities and 5% to waste prevention initiatives. It has not been deemed appropriate to extend the application of the nineteenth additional provision of Law 7/2022 of 8 April, as this law restricts its scope to contracts entered into by public authorities and because there are waste management operators who need access to waste in order to carry out their economic activities.

- those made by waste managers that are not social economy entities (Humana, FER, Asirtex, etc.), whose main proposals aim to ensure that reuse operators, as well as any operator that collects and treats textile waste, are authorised waste managers in accordance with Article 33 of Law 7/2022 of 8 April, and to remove the privileges established by the legislation for social economy entities, such as the reservation of contracts provided for in the nineteenth additional provision of Law 7/2022 of 8 April for social integration enterprises and special employment centres.

  With regard to the classification of these entities, the requirements to be met by reuse operations—which are not waste managers—have been clarified, as Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025 provides for this. It has been clarified that all those carrying out waste collection and treatment, even if they are social economy entities, will be authorised in accordance with Article 33 of Law 7/2022 of 8 April; however, the prerogatives for social economy entities established by the Directive and the Law have not been removed.

3. Hearing Procedure for the Autonomous Communities and Local Authorities

The consultation process with the autonomous communities and local authorities, via the Spanish Federation of Municipalities and Provinces, was carried out through the Waste Coordination Committee between 1 July and 4 September 2025, inclusive.

A number of submissions have been received from five autonomous communities (the Basque Country, the Community of Madrid, Galicia, Catalonia and Castile-La Mancha) and from 11 local authorities (the Barcelona Metropolitan Area, the Provincial Councils of Barcelona and Guipúzcoa, the City Councils of Barcelona, Torrejón de Ardoz, Madrid, Getafe, Fuenlabrada, San Vicente del Raspeig and Zaragoza, and the Guipúzcoa Waste Consortium). In the document attached as Annex III to this Regulatory Impact Analysis Report, all the observations are reflected and assessed, together with those indicated in the previous point. However, a brief summary of the most notable ones is provided below.

- Need to respect local authority in matters relating to the waste management model, which they propose should be taken into account in various parts of the text, and which is ultimately set out in Article 26(1).

- Need for product producers to cover the full cost of managing textile waste found in the residual waste fraction and in other fractions (such as packaging, organic waste, etc.), which is not possible under the provisions of Article 43(1)(a) of Law 7/2022 of 8 April, and the Waste Framework Directive. However, in order to encourage the recovery of textile and footwear waste from the residual waste fraction, it is envisaged that a minimum of 5% and 10% of the residual waste stream will have to be recovered by 2032 and 2035 respectively.

- Incorporate targets for recycled content into new products, something that has not yet been taken into account.

- Various proposals regarding the targets: some suggest incorporating recycling targets; whilst others suggest lowering the proposed targets to allow for a more gradual roll-out that is better aligned with current realities and future projections. Both proposals have been taken into consideration.

- Incorporate measures to prevent theft and pilferage from the containers, as set out in Annex VII.

- Include or clarify certain obligations of the SCRAPs, such as compliance with targets, the deadline for establishing the SCRAPs, the authorisation procedure, the inclusion of tax within the disposal costs to be borne by the SCRAPs, and the creation of a fund by the SCRAP for intended for repair, some of which have already been included.

- Remove the obligation for shops larger than 400 m2 to stock second-hand goods; this has been taken into consideration.

- Include certain clarifications, for example regarding the reuse operator or the date on which the financing obligations come into force, which has been taken into account.

- Encourage reuse at a local or neighbourhood level, which has not been taken into account.

4. Reports from the ministries and public bodies potentially affected

In accordance with the provisions of Article 26(5) of Law 50/1997 of 27 November, the following reports have been requested through the Technical General Secretariat of the Ministry for the Ecological Transition and the Demographic Challenge:

- Ministerial Commission for Digital Administration of the Ministry for the Ecological Transition and the Demographic Challenge. (26/02/2026)
  This Committee gives a favourable opinion, although it notes that, should the development or adaptation of a computer system be required to comply with the textiles section of the register of product producers, such a system or any amendments thereto must be in place before the royal decree comes into force.
  In this regard, it is noted that such IT developments have already been planned and that the textiles section will be available by the time the royal decree is published and enters into force.

- Ministry of Social Rights, Consumer Affairs and 2030 Agenda, provided for in Article 26(5)(1) of Law 50/1997 of 27 November (04/03/2026).
  The comment made relates to ensuring that the definition of ‘consumer’ in the draft royal decree is consistent with the definition set out in Royal Legislative Decree 1/2007 of 16 November, approving the consolidated text of the General Law for the Protection of Consumers and Users and other complementary laws, which also includes legal persons and entities without legal personality acting on a non-profit basis in a field unrelated to commercial or business activity. This is not accepted, since it is not considered appropriate to amend the definition of consumer, since the definition currently contained derives from the directive being transposed, which does not include legal persons or entities without legal personality.

- Ministry of Health, provided for in Article 26(5)(1) of Law 50/1997 of 27 November. (17/03/2026)
  The main observations relate to the following:
  - Detailing how local authorities will be involved in the signing of agreements between the autonomous communities and SCRAP, and what local authorities can do if they do not agree with the terms of the agreement signed at regional level.
  - Considering that contributions from SCRAPs to the autonomous communities or local authorities constitute public revenue, and that in the event of non-payment, the public treasury of the relevant public administrations shall exercise the powers legally established for the State

Treasury and shall act in accordance with the relevant administrative procedures for recovery.

- Deleting Article 29(4)(b) which provides that the arbitration award shall determine the conditions for the provision of services by the local entity or autonomous community where appropriate, since it considers that it would infringe on the principle of local autonomy recognised in Article 140 of the Spanish Constitution and developed by Law 7/1985 of 2 April.

With regard to the first observation, it is not considered necessary to make it explicit, since the possibility of signing the corresponding agreement between the SCRAP and the local entity is in any case provided for in Article 29(2)(b).

With regard to the second paragraph, a paragraph within the meaning of the last paragraph of Article 29(1) is accepted and included.

With regard to the third comment, Article 29(4)(b) specifies that this applies only to textile and footwear waste and not to the management of household waste as a whole. However, it should be noted that there is a provision with the same content in Royal Decree 1055/2022 of 27 December on packaging and packaging waste. Furthermore, in the specific case of textile and footwear waste, it is possible that its management may not be carried out in the same way as other waste streams under municipal jurisdiction, insofar as the contract reservation provided for in Additional Provision 19 of Law 7/2022 of 8 April must be applied, which does not apply to other waste flows, such as bio-waste, paper, glass, etc.

- Spanish Data Protection Agency (19/03/2026).
  Whilst it considers that the draft royal decree does not introduce any specific additional risks to the rights and freedoms of natural persons, nor does it involve particularly complex or intensive data processing activities, and therefore no significant or substantial impact on personal data protection can be identified that would justify the adoption of extraordinary measures, as the data processing operations set out in the draft legislation comply with the principles of Article 5 of the GDPR, it proposes that a provision be added explicitly stating that Regulation (EU) 2016/679 of the European Parliament and of the Council of 27 April 2016 on the protection of natural persons with regard to the processing of personal data and on the free movement of such data, and repealing Directive 95/46/EC (General Data Protection Regulation), as well as with Organic Law 3/2018 of 5 December on the Protection of Personal Data and the Guarantee of Digital Rights, together with any other applicable regulations in this field.

The suggestion made is not accepted as it is not relevant for the purposes of the royal decree, to cite all Community or national legislation that applies horizontally, such as Regulation (EU) 2016/679 of the European Parliament and of the Council of 27 April 2016 on the protection of natural persons with regard to the processing of personal data and on the free movement of such data. Furthermore, it must be assumed that MITECO, in its capacity as the authority responsible for the register section for producers of textile and footwear products, will comply with the aforementioned personal data protection regulations. This is already being implemented in the existing producer sections of the Register of Product Producers, although the specific regulations do not expressly include a provision similar to that proposed by the Spanish Data Protection Agency (AEPD).

- Ministry of Industry and Tourism, provided for in Article 26(5)(1) of Law 50/1997 of 27 November. (23/03/2026)

  It makes the following observations:

- Inclusion of the principle of efficiency in the descriptive part.
- Improved wording in Article 5.
- Reintroduction in Article 9 of a paragraph concerning public procurement reserved for social economy entities (Additional Provision 19 of Law 7/2022 of 8 April), albeit with certain amendments replacing the reference to ‘public administrations’ with ‘public sector entities’.
- Include in Article 25 and Annex III an explicit provision regarding reserved procurement where SCRAPs organise waste management.
- Amendment of Article 32(2) to explicitly refer to the reservation set out in Additional Provision 19 of Law 7/2022 of 8 April, and to include contracting authorities as well as local authorities.
- Annex III to propose the establishment of a stakeholder committee to strengthen the participation of the social economy in the governance of SCRAPs.
- Annex IV, to strengthen the legal consequences for non-compliance with the statutory quota for contracts awarded to social integration enterprises and special employment centres run by social initiatives.
- Inclusion of a new definition of 'entities providing Services of General Economic Interest'.
- A number of formal observations are made in relation to the MAIN, as well as comments on regulatory drafting technique.

Assessment:
The observations are accepted, with the exception of the following, for the reasons set out below:

- With regard to the proposal to refer to the Nineteenth Additional Provision in Article 9, it was not deemed appropriate to accept it, since article sets out new measures to be applied to this stream, whereas the provisions of the Nineteenth Additional Provision of Law 7/2022 of 8 April have already had to be applied since the entry into force of that law. However, it is noted that the reference to the Nineteenth Additional provision of Law 7/2022 of 8 April is mentioned in Article 32(2) and Annex IV.

- In relation to the proposal relating to Article 25 and Annex III, this is not accepted as the private business sector must also be involved in the management of this waste stream. It is noted that this sector has seen its business opportunities reduced since the implementation of the contract reservation provision set out in the Nineteenth Additional Provision under the law. consequently, it has been calling for the removal of this additional provision ever since the law came into force. Further restricting the private sector's access to textile waste by making it compulsory to contract with social economy entities for SCRAP services would result in the loss of a significant part of Spain's business fabric. However, the possibility of contracting the management with social economy entities remains open to the decision of the SCRAP.
- With regard to the proposed amendment to Article 32, it is not considered appropriate to include it for the reasons set out in relation to the need to involve the private sector in the management of waste from textile and footwear products.
- With regard to the proposal concerning the establishment of a stakeholder committee, it is considered that this proposal would be covered by the dialogue referred to in Article 39(5), in accordance with Article 47(4) of Law 7/2022 of 8 April.
- With regard to the proposal to withdraw funding from local authorities by the SCRAPs where local authorities fail to comply with the Nineteenth Additional Provision, this is not considered appropriate, as it is not a penalty scheme and because it is considered that producers should, in any case, bear the cost of managing waste from textile and footwear products. The proposal could mean that if local authorities fail to comply with the Nineteenth Additional Provision, the producer stands to gain financially as they would not have to pay the local authorities for any of the management costs.

With regard to the proposed new definition, it is not considered appropriate to include it, as there is no intention to use it elsewhere in the text. It is also noted that the definition of a social economy entity is derived from the European Directive being transposed.

- Ministry of Foreign Affairs, European Union and Cooperation (25/03/26).
  Its observations refer to the following:
  - Including a reference in the text to Directive (EU) 2015/1535 of the European Parliament and of the Council of 9 September 2015.
  - Including a reference in the MAIN section to the SDGs, particularly SDGs 12 and 13.

- Specifying that the extension period for the authorisation is 3 months, under Law 39/2015 of 1 October.
- Reclassifying the provisions of Article 8.8 as an additional provision.
- Other issues relating to legislative drafting.

All of these are accepted, except for the proposal to move the content of Article 8.8 to an additional provision, as this would remove from the text the reference to the possibility of establishing new management targets for this waste stream in the future. However, with regard to the three-month extension period, this is extended to six months to bring it into line with the provision set out in Article 12(4) of Royal Decree 712/2025 of 26 August on end-of-life tyres.

- Ministry of Territorial Policy and Democratic Memory, provided for in the sixth paragraph of article 26(5) of Law 50/1997 of 27 November (27/03/2026).
  No observations of a competence-related nature are made.
- Ministry of Industry and Tourism, provided for in Article 26(5)(1) of Law 50/1997 of 27 November. (16/04/2026)

Comments on the technical aspects of the draft regulation and the MAIN have been made; as they indicate, following a request for comments from the Secretary of State for Industry and the Spanish Patent and Trademark Office, that these departments have not submitted any comments.
Consequently, the draft regulation was accepted and revised.
With regard to the comments on the MAIN, it is noted that the 'Objectives' section of the MAIN refers to the objective pursued by the regulation, which coincides with the purpose of the regulation itself. With regard to the comment on Annexes IV to IX, it is understood that this refers to the annexes to the draft royal decree, which are described in the text of the decree itself. It is noted that MAIN contains only three annexes.

Ministry of Economy, Trade and Business, provided for in Article 26(5)(1) of Law 50/1997 of 27 November. (06/05/2026)

With regard to the text of the draft royal decree, they propose:

- Explicitly stating the years in the prevention programme with a view to emphasising the importance of including measures related to this waste stream in the National Waste Prevention Programme.
  This is not accepted. It is preferable not to include the years of the prevention programmes or the waste management plan, since in accordance with the obligations of the Waste Framework Directive, Member States must always have such planning instruments at their disposal. Specifying the years covered by a programme or plan could

imply that subsequent programmes or plans do not need to include measures relating to textile products.

- The amendment of Articles 18 and 40 and paragraph 2 of Annex II to make explicit reference to import data, in order to enable the authorities designated under Royal Decree 330/2008 of 29 February—which adopts measures to control the import of certain products in accordance with the applicable product standards on product safety—to carry out their monitoring duties.

  The observations made are accepted, except for the one relating to Article 18, since it is not considered necessary to mention it and it is sufficient to include the detailed information in Annex II(2), this annex being the subject of scrutiny by the said authorities. With regard to the suggestion to amend the title of Article 40 to ‘Inspection and control’, the proposal is accepted and the text is updated accordingly, in order to bring this provision into line with that set out in other regulations concerning the management of various waste streams.

- Reviewing the wording of Article 21 concerning the producer’s switch to a collective RAP scheme to allow for greater flexibility in meeting their obligations.

  The suggestion that a producer should be allowed to switch SCRAPs within a calendar year is not accepted, given the difficulties in allocating annual targets to SCRAPs—which are based on their market share—as well as the fact that this would affect the collective schemes’ own financial forecasts and make it difficult for the competent authorities to monitor compliance with SCRAP obligations.

- Deleting Article 28(2)(h) and the corresponding paragraph associated with section 4 of that same article as it considers that it should not be the SCAAP that allocates financial resources to support R&D.

  They also suggest that the amount of the financial contribution, which is to be based on weight and, where applicable, on the quantity of products, should be determined by establishing more precise criteria for applying the weight and quantity of products imported.

  The proposal relating to Article 28(2)(h) should not be accepted, as this obligation arises from Article 22 bis (8)(e) of the Waste Framework Directive. Accordingly, paragraph 4 also sets a minimum percentage to ensure that SCRAPs allocate resources to R&D in an effective and meaningful manner.

  The suggestion regarding Article 28.3 cannot be accepted either, because, first of all, that paragraph is in accordance with the provisions of Article quater. 5.ar.5.a of the Waste Framework Directive; and secondly, because no information is currently available on the weight and volume of these products, as there is as yet no section for textiles and footwear in the Register of Product Producers.

- Extending the deadline for the signing of these agreements between SCRAPs and public authorities from 12 to 18 months.
  This flow is not consideredto present any greater difficulty in negotiating the agreement than in the case of packaging, for which a period of 12 months was established. The 12-month deadline is therefore considered appropriate.

- Including a provision in Article 30 concerning the Coordination Office to prevent that office from becoming a forum that could facilitate collusive practices between the various collective systems, especially in relation to price-fixing or the coordination of strategies that may restrict competition.
  The proposal is accepted and included in Article 30(1).
  With regard to the MAIN, they suggest that:
- An approximate cost impact of implementing an extended producer responsibility scheme on companies should be developed.
  The section on economic impact should be revised to include the available information.
- Articles 6 and 8 should set out the criteria used to establish the quantitative targets set out in those articles, explaining why the requirements have been exceeded, and include an analysis of the impact on costs and, in particular, on competitiveness.
  With regard to the quantitative prevention objectives set out in Article 6, these have been set in a manner consistent with those set out in Article 17 of Law 7/2022 of 8 April, in order to specify the contribution of this waste stream to the general objectives. All of this is in application of the authorisation provided for in Article 17(2). However, the reference year has been modified compared to that established in the law to align with the foreseeable entry into force of the Royal Decree, and therefore with the availability of information for a full year, in accordance with the obligations provided for in the royal decree itself.
  Furthermore, although Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025 provides for a review to assess, amongst other things, the appropriateness of setting prevention targets, there is nothing to prevent Member States from establishing targets and measures in this area, as expressly provided in Article 9 thereof.
  With regard to the management objectives set out in Article 8, it should be noted that the establishment of management objectives within the framework of extended producer responsibility is key to ensuring that this instrument is truly effective. In light of the experience in Spain, where there are no targets for separate collection, preparation for reuse or recycling, producers would have no incentive to improve the management of textile waste in line with the waste hierarchy. The quantitative targets have been scaled back and/or spread out over time compared with the version submitted for public consultation, in light of the comments received, with

the aim of bringing them into line with the current situation, whilst maintaining the understanding that the textile and footwear sector must make significant progress in improving the management of waste from its products. Setting targets for preparation for reuse and recycling should also help to advance better eco-design, as, in order to meet these targets, textile products will need to be designed with the understanding that they will eventually be destined for these waste management options.

- In Article 27 on the publicity and information obligations of SCRAPs, it is recommended to include a justification explaining the need to require collective systems to carry out an impact analysis of their information activities every two years.
  In relation to this comment, it should be noted that the Directive requires collective schemes to provide information on a regular basis and to keep it up to date. The update should be carried out after analysing the effectiveness of the measures adopted by the system. Therefore it seems logical that such an assessment should be required to assess the degree to which the objectives pursued by the standard have been achieved. Although it is established that the information must be communicated to the end user on a regular basis, two years has been considered an appropriate period to proceed with its evaluation.
  Within Chapter VI on impact analysis, Section 1, which deals with the overall economic impact, recommendeds that an additional analysis be included that clearly breaks down the costs that may be incurred by obligated companies in drawing up business plans for prevention and eco-design, as well as the costs associated with the recovery of textile and footwear waste present in the residual waste fraction of municipal waste. Furthermore, an estimate of the scale of the financial contributions to SCRAPS, should be included, including the financial guarantee component.
  With regard to this suggestion, an approximate cost is included in the section on economic impacts to break down the economic cost of developing a business prevention plan. With regard to the order of magnitude of the financial contributions, an estimate is made of the economic cost of complying with the standard and the potential cost per item of clothing. However, this cost does not necessarily correspond to the level of contribution to the SCRAPs, as the latter must apply eco-modulation criteria, and this information is not currently available.
- It is recommended that the analysis of administrative costs set out in the MAIN be broken down by company size in order to accurately assess the differing impact that these obligations may have on small and medium-sized enterprises.

In relation to this suggestion, it is specified in the section on administrative burdens that while Article 2(1)(e) of Royal Decree 931/2017 of 27 October regulating the Report on the Regulatory Impact Analysis states that the detection and measurement of administrative burdens shall be quantified <u>with particular</u>

reference to small and medium-sized enterprises, the methodological guide for preparing the MAIN, when specifying the method for calculating administrative burdens, does not distinguish different amounts depending on the type of company. Therefore, the estimated costs remain unchanged. However, a brief mention of this type of business is included in the section on administrative burdens.

- National Commission for Markets and Competition (16/04/2026).
  This organisation believes that most of its recommendations to the waste sector have been incorporated, although it highlights two general observations and particular observations.
  The general observations are as follows:
  - Compliance with ERP obligations exclusively through collective schemes. Although it understands that this restriction stems from the provisions established at EU level in Article 22(4) of Directive 2025/1892, it considers that this decision limits producers' options by restricting their ability to develop their own solutions, which could potentially be more efficient or innovative.
  - With regard to measures to promote preparation for reuse and recycling, the draft royal decree considers it appropriate to refer to Regulation 2024/1781 and suggests that the CNMC be consulted on tender documents and the various reports and guidelines on public procurement.
    With regard to the first point, it should be noted that the Directive does not provide for the possibility of fulfilling EPR obligations on an individual basis; consequently, compliance through individual schemes is not an option. This is reasonable, as textile and footwear waste cannot be managed separately by producers: separate collection is carried out jointly, as is subsequent management.
    Regarding the second comment, we appreciate the offer and take note of it.
    The specific comments relate to:
  - The threshold for implementing prevention plans. It recommends that the 2.5% threshold be properly justified in accordance with the principles of necessity and proportionality, and recommends reducing the period for its review/update to three years.
  - Targets for separate collection and recycling: it is recommended that the set percentages be properly justified, including an analysis of the feasibility of achieving these targets and their potential impact on operators in the sector. It also recommends demonstrating that the necessary infrastructure and technology are available to manage the material (for example, a sufficient number of facilities for preparation for reuse), by carrying out a market analysis that assesses the current situation and short- and medium-term potential.
  - Specifically, the SCRAP authorisation system proposes setting a deadline for the submission of the Coordination Committee's report (they suggest

10 days); ensuring that the territorial specifications included in the authorisation are justified, necessary and proportionate; and promoting measures that facilitate the negotiation of agreements (such as the existence of a framework agreement or the designation of an independent body to resolve disputes, etc.).

- Regarding the coordination office, it recommends a periodic evaluation of collective management models; that information management be carried out through independent third parties and that its dissemination among operators be aggregated and anonymised, to avoid individual identification; and that the complementary activities permitted to SCRAPs be defined more precisely.
- Retroactive financial responsibilities: it recommends defining more precisely the moment from which financial obligations become enforceable, in order to increase legal certainty for producers.
- Financing for textile waste in the residual waste fraction: whilst they welcome the fact that this obligation will not enter into force immediately, they suggest considering whether the proposed date (1 January 2029) is a reasonable and sufficient timeframe to minimise operators' compliance costs as far as possible.

Regarding the threshold above which prevention plans are required, this has been set taking into account the representativeness of some of the main brands on the market, so that the requirement contained in the standard affects large companies and not SMEs.

With regard to the management objectives set, it should be noted that establishing management objectives within the framework of extended producer responsibility is key to ensuring that this instrument is truly effective. In light of the experience in Spain, where there are no targets for separate collection, preparation for reuse or recycling, producers would have no incentive to improve the management of textile waste in line with the waste hierarchy. The quantitative targets have been scaled back and/or spread out over time compared with the version submitted for public consultation, in light of the comments received, with the aim of bringing them into line with the current situation, whilst maintaining the understanding that the textile and footwear sector must make significant progress in improving the management of waste from its products. Setting targets for preparation for reuse and recycling should also help to advance better eco-design, as, in order to meet these targets, textile products will need to be designed with the understanding that they will eventually be destined for these waste management options.

Regarding the availability of the necessary infrastructure, it should be noted that certain facilities for the treatment of textile waste have been financed through the Recovery, Transformation and Resilience Plan (PRTR) funds, either through transfers to the autonomous communities or under the Strategic Project for Economic Recovery and Transformation (PERTE) for the Circular Economy. As a result, a number of textile waste treatment infrastructures have received public funding. However, it should be noted that these infrastructures should be financed under the EPR framework as set out in the Waste Framework Directive. It is reiterated that, without quantitative targets to compel producers to make progress in preparation for reuse and recycling, they are unlikely to invest in infrastructure needed to treat the waste generated by their products.

With regard to the authorisation of SCRAPs, it is not considered appropriate to set a deadline for the issuance of the coordination committee's report since, based on experience, it is difficult to establish a single deadline, as everything depends on the complexity and clarity of the dossier submitted. In many cases, prior deliberations by the working groups are required to discuss any issues identified. It is accepted to include the requirement that territorial requirements must be necessary and proportionate. With regard to the implementation of the Framework Agreement, it is not considered necessary to include such a provision, as it should be left to the Coordination Committee's working group to decide whether this is necessary.

With regard to the proposals concerning the coordination office, the regular evaluation of collective management models is a task that should be carried out by the textiles working group of the Coordination Committee. It is agreed to include in Article 30(1) a paragraph relating to the management of information within said Office. On the precision of complementary activities, it is not possible to define them more precisely than what is laid down in Article 25(9). However, Annex V includes the obligation for SCRAPs to report annual information on such actions to the competent authorities, so that they can be monitored within the working group of the Coordination Committee.

With regard to retroactive financial liability, although it would be desirable to define it more precisely—for example, as of 1 January 2027 or 1 July 2027—this is not possible, as it cannot be known in advance whether the draft royal decree will be approved before the end of 2026 or in the first few weeks of 2027. Furthermore, consideration must be given to the need to cover, as soon as possible, the costs currently being borne by local authorities—and, consequently, by the public—and social economy entities for the management of textile waste generated by products placed on the market by their producers.

With regard to the financing of textile waste from the residual waste fraction, it should be noted that, compared to the version submitted for public consultation, the deadline has been extended to 1 January 2029. This will allow producers to take measures to encourage separate collection and thus reduce the costs they will have to bear for the management of textile waste from the residual waste fraction.

- Ministry of Health, provided for in Article 26(5)(1) of Law 50/1997 of 27 November. (Pending)

This report was requested on 27 February 2026 and the request was reiterated on 30 April. As of today, the report has still not been received and, given that the deadline set when it was first requested has long since passed, it has been decided to proceed with the processing of this draft regulation.

5. Report of the Advisory Council on the Environment (CAMA), in accordance with Article 19 of Law 27/2006 of 18 July.

The draft royal decree was examined and discussed by the plenary session of the Advisory Council on the Environment held on 30 June 2025, and no comments were received.

6.Report of the Technical General Secretariat of the Ministry for the Ecological Transition and the Demographic Challenge, pursuant to article 26(5), paragraph 4, of Law 50/1997, 27 November. (pending)

7. Prior approval by the Ministry for the Digital Transformation and Civil Service, provided for in Article 26(5)(5) of Law 50/1997 of 27 November. **(pending)**

8. Report of the Office of Coordination and Regulatory Quality of the Ministry of the Presidency, Justice and Relations with the Courts, in application of Article 26, Point 9, of Law 50/1997, of 27 November. **(Pending)**

9. Notification to the European Commission of the draft royal decree, as a technical standard, within the framework of Directive (EU) 2015/1535 of the European Parliament and of the Council of 9 September 2015, laying down a procedure for the provision of information in the field of technical regulations and of rules on Information Society services (pending).

10. Opinion of the Council of State, pursuant to Article 22 of Organic Law 3/1980, of 22 April. **(Pending)**

VI. *ANNUAL REGULATORY PLAN*

The draft Royal Decree is included in the Annual Regulatory Plan of the General State Administration for 2026, entitled 'Draft Royal Decree regulating textile and footwear products and the management of their waste'.

VII. IMPACT ANALYSIS

1. Economic impact

a. Overall economic impact

For the purposes of assessing the economic impact in accordance with Article 26(3)(d) of Law 50/1997 of 27 November and Article 2(1)(d). (1) of Royal Decree 931/2017 of 27 October, it is considered that carrying out an accurate and comprehensive assessment of the economic impact of the measures included in the draft legislation is difficult at this stage of the development of this new activity, even though impact assessments have been carried out at European Union level.

The textile sector in the European Union comprises around 200,000 companies, the vast majority of which are SMEs. This sector employs 1,300,000 people, with a turnover of 170 million euros in 2021. This sector has become a priority area under European legislation due to the sharp rise in global textile production and consumption—primarily clothing—over the first fifteen years of the century, during which production doubled, and is expected to grow by more than 60% between 2015 and 2030. Between 2019 and 2022, average consumption of textile products in the European Union rose from 17 kilograms per person to 19, of which 8 kilograms were clothing, 7 kilograms were home and bed linen, and the remaining 4 kilograms were footwear.

Out of twelve categories of household consumption, such as food, housing, transport, healthcare and education, the European Environment Agency ranks textiles as the fourth highest in terms of water consumption, the fifth highest in terms of land use and raw material consumption, and the sixth highest in terms of their impact on climate change. In addition, around two thirds of the raw materials consumed by this sector are imported from third countries. It is estimated that around seven million tonnes of textile waste are generated annually in the European Union, equivalent to around 16 kilograms per inhabitant. This is intimately linked to the rise of fast fashion, which has led to products, in particular clothes, being purchased and disposed of at a much higher rate and in many cases with reduced durability or repairability, thereby increasing the generation of this type of waste.

In Spain, the textile, fashion and footwear sector accounts for around 2.9% of Gross Domestic Product and 3.6% of employment, according to the 2025 Economic Report on Fashion in Spain published by the Textile and Fashion Observatory. This sector comprises almost 17,000 companies, the majority of which are SMEs, with a significant proportion of their operations located in sparsely populated areas. It represents one of the main routes into the labour market for young people. The female employment rate is also particularly high at 80%. With regard to e-commerce, it already holds 25.4% of the market share of clothing and 32.8% of footwear.

In terms of waste generation in Spain, and according to the 2023–24 Textile Circularity and Fashion Report published by the Textile and Fashion Observatory, it is estimated that textile waste generation in 2022 amounted to around 900,000 tonnes of waste, representing some 20 kg per inhabitant per year, with its separate collection rate still very low.

Although most of the measures set out in the draft regulation cannot be quantified in detailed economic terms, as explained below, they may generate positive economic impacts in the long term. These benefits may arise from either the reintegration of secondary raw materials into the production processes for manufacturing new products, or through the introduction of more durable and easily reusable textiles and footwear, which can also contribute to savings in raw materials and energy consumption.

This draft regulation has an economic impact on the textile and footwear sector by introducing extended producer responsibility, as producers will be required to bear the costs of managing products at the end of their useful life. These costs were being borne by social economy entities and, initially, by local authorities in accordance with Article 25(2)(c) of Law 7/2022 of 8 April, before being passed on to the producers of such waste via the waste collection charge, in accordance with the provisions of Article 11(3) of that law.

Since the obligation contained in Article 25(2)(c) of Law 7/2022 of 8 April entered into force at the end of 2024, the information available has been relatively scarce. However, the initial cost estimates currently being used by the sector are as follows:

- Collection: €0.3/kg
- Sorting: €0.3-0.5/kg (will vary depending on the intensity of the sorting)
- Storage: €0.05/kg
- Mechanical recycling: €0.9/kg
- Cost of transport of secondary raw material: €0.2/kg
- Approximate total cost: €2/kg

Taking the above costs into account, the following is a theoretical calculation of the cost of managing textile waste in line with the targets set out in Article 8, based on the aforementioned 2022 waste generation figure (900,000 tonnes) and assuming a sorting cost of €0.50 per kilogram. It is assumed that the sorting would make it possible to meet the targets for preparation for reuse.

The final column shows the cost per garment, based on an average weight of 0.4 kg per garment and applied to the waste generated in 2022.

	Separate collection target (%)	Tonnes collected separately	Separate collection cost (EUR million) A	Cost of sorting and storage (EUR million) B	Recycled target (%)	Recycled tonnage compared to the separate collection	Recycling cost + transportation of seconday raw materials (EUR million) C	Total Cost (EUR million) A+B+C=D	Average cost per garment (€)
2030	30	270.000	81	148,5	0,25	67.500	74,25	303,75	0,135
2035	50	450.000	135	247,5	0,3	135.000	148,5	531	0,236
2040	70	630.000	189	346,5	0,35	220.500	242,55	778,05	0,3458

At the time of preparation of this MAIN, no data were available on the costs of recovering textile waste from the residual waste fraction.

With regard to the costs associated with drawing up a business prevention plan, he following are average costs by type of business, assuming that companies were required to draw up the plan individually. It should be noted that Article 7 provides that plans may be drawn up by the SCRAP, which typically offers this service to its member producers. Therefore the associated costs for small and medium-sized enterprises are likely to be significantly lower than those set out below if they choose to make use of the plan drawn up by the SCRAP:

Type of company	Estimated cost (EUR)
Micro/small enterprises	300 -1.200
Medium-sized	1.000 – 4.000
Large	3.000 – 10.000

As regards the impact on employment, insofaras producers must comply with extended producer responsibility obligations, it is expected that the number of people employed will remain stable and may even increase, particularly in relation to the emergence of new activities such as the repair and refurbishment of textile garments, as well as the development of new waste treatment operations, particularly those focused on recycling.

As regards the impact on consumers, the regulation is expected to improve information on the characteristics of textile and footwear products, their environmental impact, and best practices in waste management. In any case, the costs arising from extended producer responsibility should be borne by the producers.

Regarding the impact on SMEs, as has been noted, it is already stated that they have an additional year to comply with the regulations where they qualify as producers of products. It should be noted, however, that the economic impact of implementing the EPR must be assessed in relation to their market share. Consequently, the producers with the largest market share are the companies that will bear the majority of the financial burden. As regards the cost of drawing up the business prevention plan, the cost will be significantly lower than indicated if the SCRAP draws it up and makes it available to its producers, which is likely to become standard practice for small and medium-sized enterprises.

Finally, because the approval of this royal decree will help to meet the targets for the preparation for reuse and recycling of municipal waste, as well as for landfill, it will help to avoid the financial cost of potential fines imposed on Spain as a result of non-compliance with EU regulations, the enforcement of which is becoming increasingly stringent.

b. Impact on competition, market unity and competitiveness

In accordance with Law 20/2013 of 9 December on the guarantee of market unity, the obligations laid down in this draft royal decree are laid down equally throughout the national territory, avoiding the distortions that could result from different regional regulations. As regards the requirement for administrative authorisation for collective schemes, that authorisation may be regarded as a means of intervention which restricts access to, and the exercise of, an economic activity. Article 17 of Law 20/2013 of 9 December provides for the cases in which the requirement of an authorisation may be applied, i.e. when the principles of necessity and proportionality are met. Such principles are based on environmental protection considerations. It should also be noted that the authorisation for any collective scheme will be a single authorisation valid throughout the country.

Furthermore, as Directive (EU) 2025/1892 requires all countries to establish a producer responsibility scheme, all producers across the Union will be affected, thereby ensuring fairer competition rules and a single market at European Union level.

With regard to the size of the producer of the textile and footwear product concerned, equal treatment is guaranteed for all manufacturers, and no disproportionate obligations are imposed on, for example, SMEs. Specifically, the reporting requirements concerning products placed on the market that must be entered in the Register of Product Producers have been kept to a minimum. Although SMEs fall within the definition of textile and footwear producers, those with fewer than ten employees and an annual turnover not exceeding two million euros will be granted an additional 12 months beyond the deadlines set out in this royal decree to fulfil their obligations as product producers. Thus, with regard to their reporting obligations towards extended producer responsibility schemes, they are only required to report to provide information on the weight and number of textile and footwear items placed on the market. This prevents discrimination against SMEs and other small producers by avoiding a disproportionate administrative burden that would take up the time of staff who are generally in short supply. Any shortfall in the time available for other tasks—such as logistics or sales—would result in a loss of competitiveness. In any case, both procedures will be carried out by electronic means, thereby substantially reducing the associated administrative burden.

Furthermore, by regulating the obligations of online platforms and logistics service providers to verify that all product producers comply with their producer responsibility obligations, the possibility of unfair competition between producers, derived mainly from online commerce, is reduced.

It should be noted that, should a single SCRAP be established, this could result in a monopolistic EPR regime for the textile and footwear sectors, which would control the market for the management of this waste stream. However, the activities of that SCRAP will be subject to scrutiny by the authorities of the National Commission for Markets and Competition.

The creation of the textile and footwear section in the Register of Product Producers, created by Royal Decree 293/2018 of 18 May, attached to the Directorate-General for Environmental Quality and Assessment of the Ministry for the Ecological Transition and the Demographic Challenge, to collect information on the placing on the market of textile and footwear products, allows information on market shares to be available to the administration and not to companies.

Finally, as mentioned earlier, the measures set out in the regulation are intended, amongst other things, to ensure that materials contained in textile and footwear waste are repeatedly reintroduced into the production process to manufacture new products, thereby facilitating progress towards a circular economy model. This will boost competitiveness by protecting businesses from resource shortages and price volatility, and will help to create new business opportunities, as well as more innovative and efficient ways of producing and consuming.

2. Budgetary impact

For the purposes of assessing the budgetary impact analysis in accordance with Article 26(3)(d) of Law 50/1997 of 27 November and Article 2(1)(d)(2) of Royal Decree 931/2017 of 27 October, it is considered that the draft legislation has no direct impact on the public expenditure of the General State Administration, whether financial or non-financial, nor does it entail an increase in either appropriations or remuneration, as the instruments provided for in this regulation will be implemented using existing material and human resources:

- Register of Product Producers: established by Royal Decree 293/2018 of 18 May on reducing the consumption of plastic bags and establishing the Register of Product Producers. Only a textile and footwear section will be added to that register, using the in-house resources available to the unit responsible.
- The electronic processing of the administrative procedures and information obligations included in this royal decree do not strictly derive from this regulation but from Law 39/2015 of 1 October and the principles of Directive 2006/123/EC of the European Parliament and of the Council of 12 December 2006 on services in the internal market. .
- Inspection, monitoring and control services: these will be carried out by existing staff or, where necessary, through agreements with other public administration bodies. As far as the General State Administration is concerned, these activities are solely related to compliance with the obligation to inform the Register of Product Producers and with the monitoring of cross-border shipments of textile and footwear waste.

However, this draft legislation is expected to have a positive economic impact on both local authorities and autonomous communities, as it establishes the obligation for product producers to finance the management costs incurred by these public administrations. These costs include those associated with the separate collection of textile waste, which will be mandatory for local authorities from 1 January 2025, in accordance with the provisions of Article 25(2) of Law 7/2022 of 8 April, as well as the costs of recovering textile and footwear waste from the residual waste fraction (although this will only be mandatory from 2029), or for the control and monitoring of the management of such waste, as well as those arising from the compilation of statistics. However, given that the requirement for separate collection came into force at the end of 2024, no information is available on the costs that local authorities are currently incurring or will incur.

3. Analysis of administrative burdens

For the purposes of assessing administrative burdens in accordance with Article 26(3)(e) of Law 50/1997 of 27 November and Article 2(1)(e) of Royal Decree 931/2017 of 27 October, the measurement of these burdens has been carried out on the basis of the 'Simplified method for measuring administrative burdens their reduction. Shared Public Administration System'. The quantification of each administrative burden results from multiplying the unit cost of complying with the burden, the annual frequency with which it must be carried out and the population that must comply with the burden.

The administrative burden relating to the obligation for textile and footwear waste managers to submit a summary report (Article 36 of the draft royal decree) is not included, as this obligation stems from Article 65(1) of Law 7/2022 of 8 April, and they have been complying with it since then; it is therefore not a new administrative burden.

The new administrative burdens arising from this draft royal decree are as follows:

Administrative burdens associated with the draft royal decree regulating textile and footwear products and the management of their waste

Obligation Administrative	Article	Burden	Unit cost (EUR)	Frequency/ year	Population	Cost annual (EUR)
Record-keeping obligations (business prevention plan) for producers with a market share > 2.5%	7.2	14	300	0,2	174 [1)]	10.440
Electronic submission of the business prevention plan to the autonomous communities	7.2	7	4	0,2	174	139,2
Public information on the business prevention plan	7.2 'in fine'	17	100	0,2	174	3.480
Registration of the producer in the textiles section of the Register of Product Producers.	17.1	13	50	- [2)]	17.481[3)]	874.050
Provision of information at the time of registration	17.2	8	2	- [2)]	17.481	34.962
Notification of deregistration from the Register of Product Producers.	17.6	6	2	- [2)]	174[4)]	348
Electronic submission of proof of cessation of activities	17.6	7	4	- [2)]	174	696
Information-reporting obligations regarding the placing of textile and footwear products on the	18	8	2	1	17.481	34.962

market						
Electronic notification of a system change	21	6	2	0,125	3.496[5)]	874
Electronic application for a single authorisation by collective systems	24	2	5	0,125 [6)]	2	1,25
Presentation of a report on the activities of the EPR schemes	25.2.g	10	500	1	2[7)]	1.000
Independent audit for the self-monitoring mechanism	25(2)(i)	16	1.500	1	2	3.000
Electronic notification of withdrawal from the EPR scheme	25.7.g	6	2	1	2	4
Website information requirements for collective systems	27	17	100	1	2	200
Notification of a planned adjustment to the financial contribution.	28.5	6	2	1	2	4
Information to be provided to third parties on the invoice	28.6	17	100	1	17.481[8)]	1.748.100
Proof of the financial guarantee provided by collective schemes	31	7	4	0,125	2	1
Annual cost of administrative burdens						**2.712.261,45**

1) It has been estimated that only 1% of producers within the 2023 population size cited in the 2024 Economic Report on Fashion in Spain, published by the Textile and Fashion Observatory (a total of 17,481), exceed the 2.5% threshold that requires them to draw up a business prevention plan.
2) In this case, the frequency is not taken into account in the final calculation. The frequency is defined in the methodological guide for the preparation of the MAIN as 'the number of times per year that a procedure must be carried out'. It is further specified that if the obligation arises when a specific event occurs, it is not multiplied by the population, since in such cases frequency and population effectively represent the same data.
3) As for the number of producers, since the textiles and footwear section of the Register of Product Producers is not currently operational, this figure is unknown, particularly given that the definition of a product producer includes SMEs. However, in order to estimate the administrative burdens associated with this draft legislation, the population figures for 2023, as reported in the 2024 Economic Report on Fashion in Spain published by the Textile and Fashion Observatory, have been used.
4) As the number of producers that may cease trading is unknown, a figure of 1% of the total number of producers in 2023—as recorded in the 2024 Economic Report on Fashion in Spain published by the Textile and Fashion Observatory—has been used as an estimate.
5) It is estimated that 20% of producers change schemes once every eight years.
6) The authorisations of the collective schemes are valid for 8 years.
7) For the purposes of determining the population affected by the authorisation of collective EPR schemes, the population is taken to be two, since there are currently two voluntary collective systems operating for this particular waste stream.
8) It is assumed that all producers included in the 2023 population figures cited in the 2024 Economic Report on Fashion in Spain, published by the Textile and Fashion Observatory, issue invoices.

With regard to the administrative burden associated with business prevention plans, it has been estimated that this would affect 1% of the population in 2023, as reported in the 2024 Economic Report on the Fashion Industry in Spain. A small proportion of those affected may be SMEs, in which case they may make use of the business prevention plans and reporting formats that will almost certainly be developed by collective schemes as part of the service they provide to their members. Although the annual cost for each of these SMEs is €404, this is not an excessively high cost.

In conclusion, the new total cost associated with the draft royal decree is estimated at **EUR 2,712,261.45.**

4. Impact based on gender

In accordance with the provisions of Law 30/2003 of 13 October on measuresto incorporate gender impact assessment into regulatory provisions drawn up by the Government, and with Article 19 of Organic Law 3/2007 of 22 March on equality between men and women, Article 26.3(f) of Law 50/1997 of 27 November, and Article 2.1(f) of Royal Decree 931/2017 of 27 October, it is hereby stated that this draft royal decree has no gender impact whatsoever and contains no discriminatory measures on the grounds of gender, which may violate or represent an attack against the principle of equal opportunities between men and women.

The assessment of the gender impact in relation to the elimination of inequalities between women and men, as well as in relation to the fulfilment of the objectives of equality policies, is null, since they do not follow from the very purpose of the regulation or from its application in this area.

The draft royal decree is based on the assumption that there are no inequalities in opportunities or treatment between women and men in this area, and no change to this situation is anticipated. Consequently, the gender impact assessment is not required.

5. Impact on children and adolescents

No impact on children and adolescents is anticipated as a result of this draft regulation, pursuant to the provisions of Article 22(d) of Organic Law 1/1996 of 15 January on the legal protection of minors, partially amending the Civil Code and the Civil Procedure Act, as amended by Law 26/2015 of 28 July amending the system for the protection of children and adolescents, and Article 2(1)(f) of Royal Decree 931/2017 of 27 October. This is because the draft regulation deals exclusively with organizational matters and does not have any direct legal effects on natural persons.

6. Impact on the family

No impact on family is foreseen in accordance with the requirements of the tenth additional provision of Law 40/2003 of 18 November on the Protection of Large Families, introduced by Law 26/2015 of 28 July 2015, amending the system of protection for children and adolescents, and Article 2(1)(f) of Royal Decree 931/2017 of 27 October, since it deals exclusively with organisational matters and does not have any direct legal effects on natural persons.

7. Impact on equal opportunities, non-discrimination and universal accessibility for persons with disabilities

For the purposes of assessing the impact on equal opportunities, non-discrimination and universal accessibility of persons with disabilities in accordance with the last part of Article 26(3) of Law 50/1997 of 27 November, Article 2(1)(g) of Royal Decree 931/2017 of 27 October, as well as the fifth additional provision of Law 26/2011 of 1 August on regulatory adaptation to the International Convention on the Rights of Persons with Disabilities and Royal Legislative Decree 1/2013 of 29 November approving the Consolidated Text of the General Law on the Rights of Persons with Disabilities and their Social Inclusion (the latter included in the MAIN), no impact on equal opportunities, non-discrimination and universal accessibility of persons with disabilities is foreseen, under the terms set out in the Consolidated Text of the General Law on the Rights of Persons with Disabilities and their Social Inclusion, approved by Royal Legislative Decree 1/2013 of 29 November.

8. Climate change impact

For the purposes of assessing the impact due to climate change in accordance with the fifth final provision of Law 7/2021 of 20 May on climate change, Article 26(3)(h) of Law 50/1997 of 27 November and Article 2(1)(g) of Royal Decree 931/2017 of 27 October, it is considered that a reduction in the levels of greenhouse gas emissions and air pollution is expected indirectly, since the deposit of this waste in landfill will be reduced and more materials reintroduced into production cycles will be available that will avoid the use of virgin raw materials and, possibly, energy. All this will result in a reduction of greenhouse gas emissions in the Spanish Inventory System, which according to the Impact Assessment of the proposed Community directives for Spain was estimated at 32.89 million tonnes of CO2 in the period 2015-2035. The proposed legislation will therefore have a positive impact in relation to climate change.

9. Other impacts: environmental impact

For the purposes of assessing the environmental impact in accordance with the provisions of Article 26(3), final paragraph, of Law 50/1997 of 27 November and Article 2(1)(g) of Royal Decree 931/2017 of 27 October, the expected environmental impacts of the approval and implementation of this draft royal decree are considered to be positive.

The establishment of management objectives and the EPR scheme will ensure that the management of textile and footwear waste aligns more closely with the waste hierarchy and, in particular, will lead to a significant reduction in landfill, with a greater focus on reuse and recycling. Reuse will help to reduce the use of new resources, materials and energy in the manufacturing processes for textiles and footwear, while recycling will enable a greater proportion of materials and raw materials to be reintroduced into production processes, which will also help to reduce material consumption.

The eco-modulation of financial contributions based on eco-design criteria should contribute to placing on the market products that are more durable and easier to reuse, repair or recycle, and therefore have a lower environmental impact. Another factor will be the promotion of the development and adoption of recycling technologies. Finally, the wealth of information available to users and consumers, combined with growing environmental awareness, will benefit product producers with a lower environmental impact, thereby further reducing the overall environmental impact of the textile and footwear sector.

VII. EX POST EVALUATION

Article 34 of the draft royal decree provides for the obligation of the Ministry for the Ecological Transition and the Demographic Challenge to report annually to the European Commission on the achievement of the objectives set out in Directive (EU) 2025/1892 of the European Parliament and of the Council of 10 September 2025.

In this way, the Ministry for Ecological Transition and the Demographic Challenge will have sufficient information to analyse, on an annual basis, the extent to which the objectives of the European guidelines are being met, as well as trends over time, so that, if necessary, it can take the appropriate measures to address any potential non-compliance at an early stage. This exercise is understood to be an implicit mechanism for **ex** post evaluation *of* this regulation, making it unnecessary to carry out any additional assessment.

ANNEX I. CORRELATION TABLE

DIRECTIVE (EU) 2025/1892 (…) of 10 September 2025 amending Directive 2008/98/EC on waste	Article modifying Directive 2008/98/EC on waste		DRAFT ROYAL DECREE REGULATING TEXTILE AND FOOTWEAR PRODUCTS AND THE MANAGEMENT OF THEIR WASTE
Art. 1(1)	Art. 2(1)(a)		Transposed through the amendment to Law 7/2022
Art. 1(2)	Art. 3(4)(ter) Art. 3(4)(quater) Art. 3(4)(quinquies) Art. 3(4)(sexies) Art. 3(4)(septies) Art. 3(4)(octies) Art. 3(4)(nonies) Art. 3(4)(decies) Art. 3(4)(undecies)		Art. 2(j) Art. 2(a) Art. 2(o) Art. 2(h) Art. 2(i) Art. 2(c) Art. 2(p) Art. 2(d) Art. 2(j)
Art. 1(3)	Art. 9(1)(g), (h) and 9(5), 9(6) and 9(8)		No transposition required
Art. 1(4)	Art. 9 bis		Transposed through the amendment to Law 7/2022
Art. 1(5)	Art. 11(1), after the third paragraph		Transposed through the amendment to Law 7/2022
Art. 1(6)	Art. 11 *ter*		No transposition required
Art. 1(7)	Art. 22 *bis*	1	Art. 1(2) and 2(k)
		2	No transposition required
		3	Art. 20
		4	No transposition required
		5	No transposition required
		6	Title III
		7	Title III
		8	Art. 19. (1)(c) and 28(2)
		9	Art. 28(2)(e)
		10	No transposition required
		11	First transitional provision
		12	Art. 28 (4)
		13	Art. 22
		14	Art. 24(1) and the fourth final provision
		15	Art. 23(1)
		16	Art. 23(1), 23(2) and 23(3)
		17	Art. 23(4)
	Art. 22 *ter*	1	Art. 16 and 17(3)
		2	Art. 17(1) and 19(1)(a)

		3	Art. 19(1)(a)
		4	Art. 17(2) and Annex II.1
		5	No transposition required
		6	Article 17(4)
		7	Article 17(5)
		8	Art. 17(5) and 17(6)
		9	No transposition required
		10	No transposition required
Art. 1(7)	Art. 22 *quater*	1	Art. 19. 2
		2	Art. 24(1)
		3	Art. 24(2) and Annex III
		4	No transposition required
		5	Art. 28(3)
		6	Art. 28(3)
		7	No transposition required
		8	Art. 26(1)
		9	Art. 10(1) and 10(2)
		10	Art. 26(1)
		11	Art. 35 and 10(1)
		12	Art. 36(1)
		13	No transposition required
		14	Art. 27(2)
		15	Art. 27(2)
		16	Art. 39(3) and 30
		17	Art. 25(7)(c) and 28(6)
		18	Art. 27(1)
		19	Art. 25(7)(d)
		20	Art. 25(2)(g), 19(1)(e) and Annex V
	Art.22 *quinquies*	1	Art. 13
		2	Art. 11(1) and 10(3)
		3	Art. 11(2)
		4	Art. 12(1)
		5	Art. 12(2) and 12(3)
		6	Art. 36(2) and 10(2)
		7	Art. 15(1)
		8	Art. 14(1) and 14(2)
		9	Art. 14(3)
		10	Art. 15(2)
Art. 1(8)	Art. 29(2) *bis*		Transposed through the amendment to Law 7/2022
Art. 1(9)	Article 29 *bis*		Transposed through the amendment to Law 7/2022
Art. 1(10)	Art. 37		Art. 36(4)
Art. 1(11)	Article 381 *bis*		No transposition required

Art. 1(12)	Art. 41	Fourth final provision
Art. 1(13)	Article 41 *bis*	No transposition required
Art. 1(14)	Annex IV c	Annex I
Art. 2		No transposition required
Art. 3		No transposition required
Art. 4		No transposition required