



18 February 2026

VN/5360/2026

Proposal for Government Decrees on Compensation Paid by Producers of Certain Plastic Products to Municipalities for the Years 2026–2028 and on Amending Section 1 and Annexes 1 and 3 of the Government Decree on Certain Plastic Products

Main content

The proposed decrees are related to the Act amending the Waste Act (1402/2025), which revised the cost responsibility of producers of certain single-use plastic products for measures carried out by municipalities to prevent and clean up litter.

The proposal suggests issuing a new Government Decree on compensation paid by producers of certain plastic products to municipalities for the years 2026–2028. The decree would establish the basis according to which the compensation paid by producers to municipalities would be determined. The decree would repeal the Government Decree on compensation paid by producers of certain plastic products to municipalities (1320/2022).

The proposal also suggests amending the Government Decree on certain plastic products (1318/2022). Nicotine pouches would be added to the products to which the obligations concerning producers, producer organisations, and authorised representatives under the decree apply. The amendment to the decree would also implement changes, in accordance with the Regulation of the European Parliament and of the Council (EU) 2025/40 on packaging and packaging waste, amending Regulation (EU) 2019/1020 and Directive (EU) 2019/904 and repealing Directive 94/62/EC (hereinafter the Packaging and Packaging Waste Regulation), to the market placement prohibitions laid down in Directive (EU) 2019/904 of the European Parliament and of the Council on the reduction of the environmental impact of certain plastic products (hereinafter the SUP Directive).

The decrees are intended to enter into force as soon as possible. However, the amendments to the prohibitions on placing products on the market in the Government Decree on certain plastic products are intended to enter into force on 12 February 2029.

1 Background and powers to issue decrees

The decrees proposed in this proposal relate to the Act amending the Waste Act (1402/2025) (hereinafter the Waste Act amendment), which was confirmed on 22 December 2025. The Act amended the cost responsibility of producers of certain single-use plastic products, as required by the SUP Directive, for measures carried out by municipalities to prevent and clean up litter. Due to the amendment to the Waste Act, it is necessary to issue a new decree on compensation paid by producers of certain plastic products to municipalities for the years 2026–2028. The decree would repeal the Government Decree on compensation paid by producers of certain plastic products to municipalities (1320/2022). The amendment to the Waste Act also requires amendments to the Government Decree on certain plastic products (1318/2022). At the same time, Article 67(5) of the Packaging and Packaging Waste Regulation would be implemented, which amends the market placement prohibitions set out in the SUP Directive.



The empowering provisions concerning the decrees proposed in this proposal are contained in the Waste Act (646/2011). The Decree on compensation paid by producers of certain plastic products to municipalities for the years 2026–2028 would be issued pursuant to section 48d(4) of the Waste Act. According to this provision, a Government decree lays down more detailed rules on the amount of the annual flat rate per inhabitant forming the basis for the compensation paid by producers to municipalities referred to in section 48b of the Waste Act, and on how this cost is allocated to the expenses of waste collection, litter clean-up, and information and advisory activities. Under section 48d(4) of the Waste Act, the Government decree also provides more detailed provisions on the producers' share of the costs of waste collection and litter clean-up, as well as on the allocation of collection and clean-up costs by product group.

The Government decree amending the Government decree on certain plastic products would be issued on the basis of several provisions of the Waste Act. Under section 10 of the Waste Act, more detailed provisions may be issued concerning, among other things, prohibitions, restrictions, or conditions relating to the manufacture, placing on the market, export, or use of a product as referred to in section 9(4), and applying to the product's manufacturer, the party placing it on the market, or the distributor.

Under section 53a(4) concerning the producer's self-monitoring, more detailed provisions may be issued on, among other things, the content of inspections carried out to support self-monitoring, the timing of such inspections, and the professional qualification requirements of the person conducting the inspections. Pursuant to section 54(3) concerning the producer's accounting and reporting obligations, more detailed provisions may be issued on, among other things, the information to be included in the accounts and submitted to the authorities, as well as the timing of such submissions. Under section 66b(3) concerning acting as an authorised representative in Finland, more detailed provisions may be issued on the authorised representative's obligation to inform producers and producer organisations of the authorisation granted to it and of its activities.

Under section 101(3) concerning an application for approval to the producer register, more detailed provisions may be issued on the content and processing of the application. Section 106(1) of the Waste Act provides for the obligation of a producer and a producer organisation to notify the Finnish Supervisory Agency of any substantial change in the producer's or producer organisation's activities or of changes in the membership of a producer organisation. Under section 106(3) of the Act, more detailed provisions may be issued on the timing of the notification referred to in subsection 1.

2 Preparatory work

The amendments to the decree was drawn up by the officials of the Ministry of the Environment. The SUP Directive requires that the costs covered by producers be determined in a transparent manner among the relevant stakeholders. In order to comply with this requirement, the Ministry of the Environment organised negotiations in January 2026 with the main producer organisations and the Association of Finnish Local and Regional Authorities concerning the amount of the annual flat rate per inhabitant and its allocation to the costs of waste collection, cleaning up litter, information and advisory activities, as well as across product groups. In order to comply with the implementation guidelines of the WHO Framework Convention on Tobacco Control (Treaty Series 27/2005), representatives of producers of tobacco products, tobacco filters and nicotine pouches, as well as Suomen SUP-Tuottajayhteisö (the Finnish SUP Producer Organisation), which represents, among others, producers of tobacco products, were not invited to the negotiations. According to



the guidelines for implementation of the FCTC, there is a fundamental and irreconcilable conflict between the tobacco industry's interests and the goals of public health policy, and therefore all dealings and contact with the industry must be limited, accountable and transparent. Producers of wet wipes and balloons represented by Suomen SUP-Tuottajayhteisö were represented in the negotiations by individual producers of wet wipes and balloons that are members of the producer organisation.

The Ministry of the Environment organised a discussion event open to all on the decrees on 2 February 2026.

3 Current situation

According to Article 8 of the SUP Directive, Member States must ensure that producers of certain single-use plastic products listed in the Directive cover the costs arising from the collection of those products as waste in public collection systems, the cleaning up of litter resulting from those products, and the consumer awareness-raising measures necessary to prevent littering referred to in Article 10 of the Directive. Article 8 of the SUP Directive has been implemented by the Act amending the Waste Act (1096/2022), which introduced provisions on producer responsibility for certain single-use plastic products. The liability for costs on the part of the producer of single-use plastic products has been applied, depending on the product, since either 1 January 2023 or 1 January 2025.

The producer's liability for costs relates to food packaging for ready-to-eat food in the category of single-use plastic products and packaging and wrappers of flexible material, beverage containers with a capacity of up to three litres, cups for beverages, lightweight plastic carrier bags, personal care and consumer wet wipes, balloons for consumer use and tobacco products with filters and tobacco filters. Producers of single-use plastic products are obliged to reimburse municipalities for the costs incurred from the collection of waste generated by these products and the cleaning up of litter in certain public areas. Producers of tobacco products with filters and tobacco filters, which fall under single-use plastic products, are also obliged to reimburse municipalities for the costs of information and advisory activities carried out to prevent littering caused by these products.

The provisions of the Waste Act on producers' cost responsibility have been supplemented by Government decrees on compensation paid by producers of certain plastic products to municipalities and on certain plastic products. The first-mentioned decree lays down the rules on the costs of waste collection and litter clean-up that form the basis for calculating the compensation paid by producers. The decree also lays down the producers' share of the costs and the allocation of costs by product group, based on a compositional survey¹ carried out jointly by municipalities and producers and published in 2023. For the years 2023–2025, the compensation paid by producers to municipalities for waste collection and litter clean-up was based on an annual flat rate per inhabitant. According to section 2 of the Decree on compensation paid by producers of certain plastic products to municipalities, for 2023–2025 a municipality's total costs for waste collection and litter clean-up were EUR 4.79 per capita, of which EUR 3.09 was collection costs and EUR 1.70 was clean-up costs. The compensation paid by producers to municipalities for 2023–2025 for the collection of tobacco waste, as well as for information and advisory activities concerning tobacco products, cigarette filters, and the waste they generate, was based on the municipalities' actual costs.

¹ Tommi Kaartinen, Juho Mäkelä and Jade Skog (2023): Composition studies 2022 of litter discarded in litter waste receptacles cleaned up from the ground in public areas. <https://www.kuntaliitto.fi/julkaisut/2023/2226-yleisilta-alueilta-roska-astioihin-kerattavien-ja-maasta-siivottavien-roskien>



The Decree on certain plastic products lays down, among other things, obligations for producers of single-use plastic products that supplement the Waste Act. Section 6 of the Decree provides for inspections carried out to support the producer's self-monitoring referred to in section 53a of the Waste Act. Section 7 of the Decree lays down the obligation of a producer or producer organisation to report annually to the Finnish Supervisory Agency on monitoring data related to producer responsibility, and section 8 sets out, among other things, the Agency's obligation to inspect and compile the monitoring data. Section 9 concerns the obligation of an authorised representative, acting on behalf of a producer, to inform about the authorisation received and the approval to the producer register, or about joining a producer organisation. Sections 10 and 11 of the decree provide for the approval of a producer or producer organisation to the producer register upon application, and section 12 lays down the obligation of a producer or producer organisation to notify of any changes in their operations.

The amendment to the Waste Act adopted in 2025 changed the cost responsibility of producers of single-use plastic products so that, as of 1 January 2026, it is generally based on an annual flat rate per inhabitant. An exception applies to the acquisition costs of collection waste receptacles for tobacco waste, which would have to be reimbursed by the producer in line with the costs incurred by the municipalities. At the same time, the amendment added nicotine pouches to the scope of the producer's cost responsibility. Under the Waste Act amendment, the producer's cost responsibility will start to apply to producers of nicotine pouches as of 1 January 2027.

According to section 48b(1) of the Waste Act, producers of certain single-use plastic products and nicotine pouches must annually reimburse municipalities for the costs of waste management and cleaning operations incurred in the areas referred to in section 48c. According to section 48b(1) of the Waste Act, the compensation is based on an annual flat rate per inhabitant and is determined according to the number of inhabitants in the municipality on 31 December of the year in which the costs are incurred. Section 48b(2)–(5) of the Waste Act provide more detailed rules on which costs producers of each product group must reimburse to municipalities.

Section 48d of the Waste Act sets out the principles for calculating the compensation paid by producers to municipalities. According to subsection 1 of that section, the basis for determining the compensation consists of:

- the shares of waste collection, litter clean-up, and information and advisory activities in the annual flat rate per inhabitant;
- the producers' share of the costs of waste collection and litter clean-up;
- the share of each product group in the producers' share of the cost, calculated based on the weight, number of items, volume of the waste and litter, or a combination of these factors, or some other appropriate factor; and
- the share of the producer or producer organisation of products placed on the Finnish market and sold directly to users through distance selling and the share of other similar products that is considered reasonable given the producer's market share, irrespective of the date when they were placed on the market.

According to section 48d(2) of the Waste Act, the share of the annual flat rate per inhabitant allocated to information and advisory activities is divided equally between producers of nicotine pouches and producers of



tobacco products with filters and tobacco filters. Under section 48d(3) of the Act, the compensation paid by producers of tobacco products with filters and tobacco filters for the acquisition costs of collection bins intended for tobacco waste is determined based on the municipalities' actual costs. However, each producer's or producer organisation's share of the costs for information and advisory activities, as well as for collection waste receptacles intended for tobacco waste, is determined in accordance with section 48d(1) of the Waste Act, based on the producer's market share.

Section 48e of the Waste Act sets out the procedure for compensation. Under subsection 1, to be entitled to the compensation paid by producers, the municipality must, by the last working day of May each year, submit to the Finnish Supervisory Agency a report on the waste management and cleaning up operations carried out in the previous year and their costs. Under subsection 2, the Finnish Supervisory Agency shall make a decision on the compensation to be paid to municipalities with reference to what is provided in sections 48b and 48d of the Act. Under section 48f of the Waste Act, producers must jointly prepare a study on the composition of waste collected and litter cleaned by the municipality in the areas referred to in section 48c at least once every three years. Section 48g of the Waste Act provides for the municipality's obligation to organise the collection of tobacco waste, as well as information and advisory activities related to tobacco products with filters, tobacco filters, nicotine pouches, and the waste generated from them.

According to Article 5 of the SUP Directive, Member States must prohibit the placing on the market of single-use plastic products listed in Part B of the Directive's annex, as well as products made of oxo-degradable plastic. The SUP Directive leaves no national discretion in implementing the prohibitions on placing products on the market. Article 5 of the Directive has been implemented through section 2 of the Decree on certain plastic products and Annex 1 of the Decree, issued pursuant to section 10(2) of the Waste Act. According to section 2 of the Decree, the single-use plastic products listed in Annex 1 of the Decree may not be placed on the Finnish market. Under section 24a of the Waste Act, the Finnish Safety and Chemicals Agency (Tukes) supervises, as the market surveillance authority, compliance with requirements and restrictions concerning, among other things, packaging and other products. According to Article 67(5) of the Packaging and Packaging Waste Regulation, certain products are added to the list in Part B of the SUP Directive's annex, and technical amendments are made to the wording of some items in the list. Under Article 71 of the Packaging and Packaging Waste Regulation, Article 67(5) will start to apply on 12 February 2029. The products falling within the scope of the prohibitions on placing products on the market are:

- food containers made of extruded polystyrene (XPS), i.e., containers such as boxes, with or without lids, for foodstuffs that:
 - a) are intended for immediate consumption, either on-the-spot or take-away;
 - b) are typically consumed from the packet, and
 - c) are ready to be consumed without cooking, boiling or heating, or any other further preparation;
- beverage containers made of extruded polystyrene (XPS), including their caps and lids;
- cups for beverages made of extruded polystyrene (XPS), including their caps and lids;
- shrink film used at airports or railway stations to protect luggage during transport;
- polystyrene chips and other plastics used to protect packaged goods during transport and handling, and



- Plastic rings for multipacks, used as a grouped package as referred to in Article 3(1)(6) of the Packaging and Packaging Waste Directive.

4 Main proposals

The proposal suggests issuing a new Government decree on compensation paid by producers of certain plastic products to municipalities for the years 2026–2028. The Decree would repeal the current Government decree on compensation paid by producers of certain plastic products to municipalities. The Decree would lay down the amount of the annual flat rate per inhabitant referred to in section 48b(1) of the Waste Act and its allocation to the costs of waste collection, litter clean-up, and information and advisory activities. The costs would be determined in accordance with section 48d(4) of the Waste Act, based on the information available on municipalities' costs. Currently, information on municipalities' costs is available from the data reported to the Pirkanmaa ELY Centre by municipalities that have applied for compensation paid by producers for the years 2023 and 2024. In addition, in 2020, the Association of Finnish Local and Regional Authorities conducted a study on municipal cleaning costs for the implementation of the SUP Directive. The study is referenced in the Government proposal on the implementation of the SUP Directive (HE 141/2022 vp)².

In the preparation, the starting point was the costs reported by municipalities that applied for compensation for the years 2023 and 2024. The proposal suggests that for the years 2026–2028, waste collection costs would be EUR 2.69 per capita per year, and litter clean-up costs would be EUR 1.88 per capita per year. The proposed costs are based on the collection and clean-up costs reported by municipalities for 2024. The 2024 cost data were considered more reliable than the 2023 data, as municipalities had likely had time to develop their cost monitoring and assessment for reporting 2024 costs. From the 2024 cost data reported by municipalities applying for compensation, averages of per-capita annual costs were calculated for municipalities of different population size categories. Based on these averages, total collection and clean-up costs were first calculated by size category and then aggregated at the level of mainland Finland. The proposed per capita annual costs were then calculated based on the total aggregated costs and the population of mainland Finland.

There was considerable variation in the information and advisory costs reported by municipalities, and only a small number of municipalities had reported these costs to the Pirkanmaa ELY Centre for 2023 and 2024. For this reason, regarding the costs of information and advisory activities, an analysis was conducted to determine the amount of compensation that municipalities of different size categories would receive at different per-capita cost levels, and to estimate the total compensation from producers if all municipalities in mainland Finland applied for reimbursement. The analysis aimed to identify a cost level that would allow municipalities to organise sufficient information and advisory activities to reduce littering. At the same time, attention was paid to ensuring that the costs incurred by producers would remain reasonable. Accordingly, the proposal suggests that for the years 2026–2028, the costs of information and advisory activities related to tobacco products and cigarette filters would be EUR 0.10 per capita per year.

Under section 48d(2) of the Waste Act, the share of the annual flat rate per inhabitant allocated to information and advisory activities is divided equally between producers of nicotine pouches and producers of tobacco products with filters and tobacco filters that fall under single-use plastic products. Thus, the costs of

² Government Proposal to Parliament for an Act amending the Waste Act (HE 141/2022): https://www.eduskunta.fi/FI/vaski/HallituksenEsitys/Documents/HE_141+2022.pdf



information and advisory activities related to nicotine pouches would be equal to the costs of information and advisory activities related to tobacco products and tobacco filters.

The proposed Decree on compensation paid by producers of certain plastic products to municipalities for the years 2026–2028 would also set out the allocation of the costs of waste collection and litter clean-up by product group. The product group-specific allocation of costs proposed in the proposal is based on a compositional survey³ commissioned by producers during 2024 and 2025, which examined the composition of waste collected in public litter bins and litter cleaned from the ground in four different cities. Compositional surveys were carried out using a method developed for this purpose⁴. The report was guided by the Monitoring Group on the Cost Responsibility of Producers of Certain Single-Use Plastic Products, which was appointed by the Ministry of the Environment.

In the compositional survey, the composition of waste collected in litter waste receptacles was determined as the share of different product groups by volume, while for litter cleaned from the ground, the composition was determined as the share by number of items. When examining the composition of the waste, it was not always possible to identify with certainty whether all items belonged to product groups covered by the producer's cost responsibility. In the survey, such waste was sorted into so-called uncertain fractions. The uncertain fractions also included waste that would belong to a product group covered by the producer's cost responsibility, but for which it was not possible to determine from which product group it originated. The compositional survey also identified product categories falling under the producer's cost responsibility, which included uncertain fractions, as well as product categories whose waste involved very little uncertainty and whose waste did not end up in any uncertain fractions.

The product group-specific shares of collection and clean-up costs proposed in the proposal are based on the product group shares presented in Annex 2 of the compositional survey. The shares of the uncertain fractions were allocated equally between producers and municipalities. The producers' share of the uncertain fractions was allocated in the compositional survey among the producers of the identified product groups containing uncertain fractions, based on the proportion that each product group represents of the total share of these product groups in the waste.

The proposal also proposes to amend the Government decree on certain plastic products. Due to the inclusion of nicotine pouches within the scope of the producer's cost responsibility, it is necessary to amend the scope of application and Annex 3 of the Decree. The scope would be expanded to include provisions on nicotine pouches that supplement the Waste Act. Annex 3 of the Decree lists the single-use plastic products falling within the scope of sections 6, 7, and 9–12 of the Decree. The product list in the annex would be expanded to include nicotine pouches, so that the provisions in question would also apply to nicotine pouches. At the same time, Article 67(5) of the Packaging and Packaging Waste Regulation would be implemented. For this purpose, corresponding amendments would be made to Annex 1 of the Decree, which concerns prohibitions on placing products on the market, in the same way as the provisions of the Packaging and Packaging Waste Regulation amended Part B of the SUP Directive's annex concerning market placement restrictions.

³ Suvi Aalto and Tommi Kaartinen (2025): Compositional surveys of SUP waste. Final report Rinki Oy.

⁴ Tommi Kaartinen and Juho Mäkelä (2022): Method for determining the composition of waste collected in public litter bins and litter cleaned from the ground. <https://www.kuntaliitto.fi/julkaisut/2022/2166-menetelma-yleisilta-alueilta-roska-astioihin-kerattavien-ja-maasta-siivottavien>



5 Principal impacts

5.1. Impact on companies

The costs of waste collection, litter clean-up, and information and advisory activities proposed in the submission would affect the amount of compensation paid by producers to municipalities for product groups within the scope of the producer's cost responsibility. The collection cost proposed in the submission is lower than the collection cost applied in 2023–2025, while the clean-up cost is slightly higher than the previously applied clean-up cost. If all municipalities in mainland Finland applied for compensation, the total compensation to be paid by producers, calculated based on the 2024 population of mainland Finland, would amount to approximately EUR 7.2 million per year for waste collection and approximately EUR 4.6 million per year for litter clean-up. Thus, the proposed compensation would be of the same order of magnitude as the compensation paid by producers for 2024, of which the total for waste collection was EUR 6.5 million and for litter clean-up EUR 2.8 million. However, the compensation paid for 2024 costs and the calculated compensation presented above are not fully comparable, as not all municipalities applied for compensation for 2024 costs. The municipalities that did apply had a total population of approximately 5 million (89 percent of the population of mainland Finland). In addition, the producer's cost responsibility did not apply to producers of nicotine pouches, and therefore producers of nicotine pouches did not pay any compensation.

Table 1 shows the compensation to be paid by producers for waste collection and litter clean-up by product group, assuming that all municipalities in mainland Finland applied for reimbursement. The compensation has been calculated based on the 2024 population of mainland Finland. The largest compensations would be payable by producers of single-use plastic products such as food packaging, flexible material packaging and wrappers, non-deposit beverage containers with a volume of up to three litres, drinking cups and their lids and caps, as well as tobacco products and cigarette filters. No compensation would be payable to producers of wet wipes and balloons for waste collection, since under section 48b of the Waste Act, these producers are only required to cover the costs of cleaning up litter generated by their products. The compensation by product group is determined based on the share of waste collected and cleaned from public areas by municipalities that belongs to each product group. The compensation paid by individual producers is determined according to the producer's market share.



Table No 1. Compensation to be paid by producers per product group, if all municipalities in mainland Finland request compensation. The compensation has been calculated based on the 2024 population of mainland Finland.

Product group	Waste collection, euros per year	Cleaning up rubbish, euros per year	Total, euros per year
Food packaging in the category of single-use plastic products	2,306,980	442,596	2,749,576
Packaging and wrappers made of flexible material in the category of single-use plastic products	844,385	1,011,648	1,856,033
Returnable beverage containers with a capacity of up to 3 litres in the category of single-use plastic products	180,940	52,690	233,630
Non-deposit beverage containers with a capacity of up to three litres in the category of single-use plastic products	1,553,065	179,146	1,732,211
Lightweight plastic carrier bags in the category of single-use plastic products	271,409	63,228	334,637
Cups for beverages and their caps and lids in the category of single-use plastic products	1,990,336	516,362	2,506,698
Tobacco products and filters included in the category of single-use plastic products	45,235	1,865,225	1,910,460
Nicotine pouches	45,235	358,292	403,527
Wet wipes in the category of single-use plastic products	-	84,304	84,304
Balloons in the category of single-use plastic products	-	21,076	21,076

Producers of tobacco products with filters, tobacco filters, and nicotine pouches would also be required to pay compensation for the municipalities' information and advisory activities. If all municipalities in mainland Finland applied for compensation for information and advisory activities, the producers of tobacco products with filters and cigarette filters would be liable for approximately EUR 560,000 per year. A corresponding amount would be payable by producers of nicotine pouches.

The extension of the market placement prohibitions in the Decree on certain plastic products would affect the manufacturers and importers of the products added to the scope of the prohibitions, as well as companies that use these products. The prohibitions would have impacts, for example, on the winding down of inventories of prohibited products, changes to production lines, logistics services, and the replacement of products with alternative solutions. According to the assessments of the packaging producer organisations Sumi Oy and Suomen Pakkaustuottajat Oy, there are substitute alternatives available for the products falling within the scope of the market placement prohibitions. The producer organisations also estimate that there are manufacturers of shrink wrap in Finland, but the prohibition on placing shrink wrap used to protect luggage at airports or railway stations would have little impact on them, as shrink wrap is primarily used for other purposes. According to the producer organisations' assessment, plastic rings for multipacks have largely already been replaced in Finland with other plastic and cardboard packaging.



5.2. Impact on municipalities

The costs of waste collection, litter clean-up, and information and advisory activities proposed in the submission would affect the amount of compensation municipalities receive from producers. A municipality is entitled to compensation only if it submits to the Finnish Supervisory Agency, by the specified deadline, a report on the producer responsibility activities it carried out in the previous year and their associated costs. The amount of compensation for each municipality that applies is determined according to the municipality's population. A lower per-capita annual cost for waste collection would reduce the compensation municipalities receive for collection, while a higher cost for litter clean-up would increase the compensation they receive for clean-up. At the same time, the product group-specific shares of collected and cleaned waste would also affect the compensation received by municipalities. However, as noted in the previous paragraph, overall, the proposed compensation would be of the same order of magnitude as the compensation for 2023–2025 costs.

The costs of information and advisory activities related to tobacco products with filters, tobacco filters, and nicotine pouches proposed in the submission would likely increase the compensation municipalities receive compared with previous levels. Only a small number of municipalities applied for compensation for information and advisory activities for 2023 and 2024. According to information received from the Finnish Supervisory Agency, 7 municipalities applied for compensation for 2023 and 21 municipalities for 2024. In addition, the costs reported by municipalities for information and advisory activities were quite low, ranging from a few tens of euros up to approximately EUR 2,600 per municipality. Using the costs proposed in the submission and 2024 population figures, the largest municipality in Finland (Helsinki) would receive approximately EUR 68,402, and the smallest municipality (Lestijärvi) approximately EUR 67, in compensation for information and advisory activities related to tobacco products with filters and cigarette filters. From 2027 onwards, municipalities would receive equivalent compensation for information and advisory activities related to nicotine pouches.

5.3. Impact on public authorities

The proposed amendments to the decree are not expected to have a significant impact on the workload of the Finnish Supervisory Agency. Monitoring the market placement prohibition for the products proposed to be added to Annex 1 of the Decree on certain plastic products would create additional work for Tukes. According to the Agency's assessment, the additional workload would amount to approximately 1.5 person-years.

5.4. Environmental impacts

Due to the proposed costs for information and advisory activities related to tobacco products with filters, cigarette filters, and nicotine pouches, municipalities would receive higher compensation for information and advisory activities than before. This would give municipalities better opportunities to carry out information and advisory activities, thereby influencing littering. Accordingly, the proposal could reduce littering caused by tobacco products, cigarette filters, and nicotine pouches. The costs of waste collection and litter clean-up are unlikely to have a significant impact on littering, as municipalities organise waste collection and handle litter clean-up in public areas regardless of the compensation paid by producers.



The prohibition on placing these products on the market would reduce littering caused by these products from the start of the prohibition. The inclusion of nicotine pouches within the obligations of producers and authorised representatives under the Decree on certain plastic products is not expected to have significant environmental impacts.

6 Feedback

7 Provision-specific rationale

7.1. Government decree on compensation payable by certain plastic product manufacturers to municipalities for the years 2026–2028

Section 1 Scope. This section would provide generally for the scope of the decree.

Section 2 Annual flat rate per inhabitant. The section would regulate the amount of the annual flat rate per inhabitant and its allocation to the costs of waste collection, cleaning up litter, and information and advice services. The costs of collecting, transporting and treating waste to prevent littering (*collection costs*) would be EUR 2.69 per inhabitant per year, and the costs of cleaning up litter and transporting and treating cleaned litter (*cleaning costs*) would be EUR 1.88 per inhabitant per year. The costs of information and advice related to tobacco products with filters and tobacco filters that are included in single-use plastic products, and the waste generated from them, would be EUR 0.10 per inhabitant per year. Under section 48d(2) of the Waste Act, the share of the annual flat rate per inhabitant allocated to information and advisory services is divided equally between producers of nicotine pouches and producers of tobacco products with filters and tobacco filters that fall under single-use plastic products. Thus, the costs of information and advice would be the same for both product groups. The flat rate per inhabitant would be EUR 4.67 in 2026 and EUR 4.77 in 2027 and 2028. The difference is due to the fact that, according to the transitional provisions of the Act amending the Waste Act (1402/2025), the producer's responsibility for costs laid down in section 48b of the Act applies to the producer of nicotine pouches from 1 January 2027.

Section 3. Allocation of collection costs by product group. The section would regulate the allocation of collection costs by product group, as referred to in section 2. The table in the section would define, based on the compositional survey of waste and litter carried out by producers under section 48f of the Waste Act, the percentage of collection costs attributable to each product group. The remaining costs would be borne by the municipalities.

Section 4. Breakdown of cleaning up costs by product group. The section would regulate how the clean-up costs referred to in section 2 are allocated by product group. The table in the section would define, based on the compositional survey carried out by producers under section 48f of the Waste Act, the percentage of clean-up costs attributable to each product group. The remaining costs would be borne by the municipalities.

Entry into force

The decree is intended to enter into force as soon as possible. When applying the decree, it must be taken into account that the producer's cost responsibility will apply to producers of nicotine pouches from 1 January 2027 onwards.



7.2. Government Decree amending the Decree on certain plastic products

Section 1 Scope. The section would otherwise correspond to the current section, but it would include a reference stating that the decree also regulates requirements concerning nicotine pouches that supplement the Waste Act.

Annex 1. Single-use Plastic Products Covered by the Prohibition on Placing on the Market Annex 1 would be amended as necessary to implement Article 67(5) of the Packaging and Packaging Waste Regulation. Under that provision, products are added to the product list in Part B of the annex to the SUP Directive, and technical amendments are made to the wording of certain items in the list. Corresponding changes to Part B of the SUP Directive's annex would be made to Annex 1 of the proposed decree. Otherwise, Annex 1 of the proposed decree would remain the same as the current Annex 1.

Annex 3. Products falling within the scope of Articles 6, 7 and 9 to 12 of the Regulation. Nicotine pouches would be added to the product list in Annex 3 of the decree, so that the obligations of producers, producer organisations, and authorised representatives set out in sections 6, 7, and 9–12 of the decree would also apply to producers of nicotine pouches. The inclusion of nicotine pouches within the scope of section 7, concerning the reporting of monitoring data, would mean that the Finnish Supervisory Agency would, under section 8, be required to inspect and compile the monitoring data reported by producers of nicotine pouches. The heading of the annex would be amended to remove the reference to single-use plastic products, since nicotine pouches, which do not fall under the Waste Act provisions on the producer responsibility for certain single-use plastic products, would be included in the product list. Due to the change in the heading, references to the product belonging to single-use plastic products would be added to items 1–3 of the annex.

Entry into force

The decree is intended to enter into force as soon as possible. Annex 1 is, however, intended to enter into force on 12 February 2029, in accordance with the Packaging and Packaging Waste Regulation. In addition, sections 6, 7, and 9 of the decree would begin to apply to producers of nicotine pouches from 1 January 2027, due to the transitional provision in the Act amending the Waste Act, under which the producer's cost responsibility would apply to producers of nicotine pouches from 1 January 2027.

8 Entry into force

The decree on compensation paid to municipalities by producers of certain single-use plastic products for 2026–2028 should come into force as soon as possible, so that producers and municipalities have information on the basis for determining the compensation. Information on the compensation determination basis helps producer organisations set the producer fees to be charged to producers and enables producers to anticipate the costs arising from their producer responsibility. Based on the Decree, municipalities can assess how much compensation they will receive for measures carried out to prevent and clean up litter.

Similarly, the Decree amending the Decree on certain single-use plastic products should also come into force as soon as possible. Under the transitional provisions of the Act amending the Waste Act, producers or producer organisations of nicotine pouches must submit an application for approval to the producer register no later than 30 June 2026. Accordingly, sections 10 and 11 of the Decree, concerning the application for approval to the producer register, and section 12, concerning notification of changes in operations, need to be



applied already in 2026. However, sections 6, 7, and 9 of the Decree would begin to apply to producers of nicotine pouches only from 1 January 2027, when the producer's cost responsibility starts to apply to producers of nicotine pouches. Annex 1 of the Decree is intended to enter into force at the same time as Article 67(5) of the Packaging and Packaging Waste Regulation, i.e., on 12 February 2029.

It is proposed that the Government adopt the decree on compensation paid to municipalities by producers of certain plastic products for 2026–2028 and the decree amending section 1 and Annexes 1 and 3 of the Decree on certain plastic products.