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HORIZONTAL COMPLEMENT TO THE 33 MANDATES
TO CEN/CENELEC
CONCERNING THE EXECUTION OF STANDARDISATION WORK
INTENDED TO BE USED FOR

**THE EVALUATION OF CONSTRUCTION PRODUCTS IN RESPECT OF THEIR
REACTION TO FIRE**

A. DESCRIPTION OF THE SPECIFIC MANDATES

I. FOREWORD

This chapter details the specific scope of the standardisation mandates issued by the Commission to CEN/CENELEC within the context of the Council Directive 89/106/EEC of 21 December, 1988 concerning construction products, hereafter referred to as "the Directive".

The main aim of the Directive is the removal of technical barriers to trade in the construction field, to the extent that they cannot be removed by mutual recognition of equivalence among all the Member States. Therefore, in a first phase, the standardisation mandates will refer to products for which both of the following conditions are fulfilled:

- a) the products are subject to technical barriers to trade;*
- b) the characteristics of the products influence the satisfaction by the construction works, in which they are to be incorporated in a permanent manner, of the essential requirements set out in article 3 of the Directive. These works are subject to legislative, regulatory or administrative regulations of Member States covering such essential requirements¹.*

The 33 mandates are intended to provide for the harmonised European standards that are needed in order to make possible the "approximation" of national regulations. This approximation is expected to

¹ Any other type of barrier to trade falls within Articles 30/36 of the Treaty and must be directly eliminated by the Member State.

be done by adapting the national regulations to take full account of the mandated harmonised standards.

In this respect, the standardisers will refer to the basic principles prevailing in the regulations of Member States as described within chapters 3 of each Interpretative Documents and to their eventual more detailed description given within chapter 4.2 of the same document.

As stated by the Directive, with its implementation Member States maintain unchanged their responsibility for construction works on their territory.

The essential requirements being expressed in terms of performance of the works, the characteristics of the products should be also expressed in terms of performance so that, in referring to the harmonised European standards, the regulations may "approximate" evolving in terms of "performance requirement".

Regulations that directly influence the nature of products will then be justified only in those cases in which a classification system is identified as the means of expressing the range of requirement levels of performance of the works (ID 1 point 1.2.1.2). Thus the harmonised standards covered by the present mandate are not expected to impose limitations or prescriptions (such as end uses, minimum values of characteristics, method of production or installation) but should focus on the definitions of the CPD related characteristics, on the relevant methods of determination (by calculation, testing, ...) and, eventually, the classification system if articles 3.2 and 6.3 of the Directive apply. Harmonised standards will also take into account all the current intended uses of the product, the relevant labelling and the evaluation of conformity.

Only in the case of a general agreement of Member States (expressed by positive vote under the article 20 procedure) for a minimum or a maximum level of a given characteristic that has to be met by the family of products or a product may such a requirement be identified by the harmonised standard (e.g. for masonry units a compressive strength not less than 2 N/mm²).

The CEN harmonised programme should consist of a compact, simple package of items that are manageable and user-friendly for regulators, producers, notified bodies and users. In general only one harmonised standard should be sufficient to cover the general performance of a given family of products. Obviously, for practical reasons, it should be useful for test methods having a horizontal character to be developed in a separate standard. The status of "harmonised standard" will be recognised also for this test standard because it will be referred to in the product harmonised standard. This case applies especially to those test methods that are common to a number of product families (ex: reaction to fire, thermal resistance, acoustic performance).

A producer that does not wish to meet the non-mandated European standards will be able to bear the CE marking by referring only to the set of harmonised standards. On the other hand, if a non-mandated standard includes also the entire content of the harmonised standard, compliance with the former standard may give also presumption of conformity to harmonised standard and will enable the bearing of the CE marking.

In this case, an appropriate system of reference should be established in the European standard in order to clearly distinguish the CPD-related content from the remaining part of the standard.

II GROUNDS

1. This horizontal complement to the 33 mandates, hereinafter referred to as “mandate”, falls within the framework of the general policy of the Commission with respect to technical harmonisation and standardisation, as well as within the scope of the Directive and the Decision of the Commission of².....
2. This mandate is based on article 7 of the Directive and has regard to the Interpretative Documents³ (see article 12 of the Directive). It serves to ensure the quality of the harmonised standards for products, always with reference to the state of the art, with particular reference to

- the evaluation and the behaviour of construction products in respect of their reaction to fire provided that barriers to trade in these products exist and that the products fall within the scope of article 2.1 of the Directive.

Products may be single (homogeneous) materials, composites or assemblies e.g.

- products for walls, ceilings and floors including their surface coverings
- building elements
- products incorporated within building elements
- pipe and duct components (including externally applied insulation)
- product for facades / external walls (including insulation layers, etc.).

This evaluation applies when the end use conditions of the product are such that it may contribute to the generation and spread of fire and smoke within the room of origin (or in a given area).

3. With regard to the levels of requirements for the works referred to in article 3.2 and article 6.3 of the Directive, two classification systems for products have been identified according to the procedure provided for in article 20 (2) of the directive and are given in the annexed decision of the Commission. One system applies to the floors including their surface coverings, the latter applies to the other construction products that are covered by the 33 mandates.
4. The harmonised standards including classifications under this mandate should permit construction products which allow works to meet the essential requirements and which are produced and used lawfully in accordance with technical traditions warranted by local climatological and other conditions to continue to be placed on the market
5. With the exception of the procedure relevant to the “Single burning item (SBI)” that will be the object of a later modification of the present mandate, the work programme that CEN will develop in response to this mandate shall be a comprehensive one covering the complete package of test standards needed for the CE marking of construction products. It will include the time scale for the publication of the harmonised standards.

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³ O.J. N° C 62, vol. 37, 28 February 1994

III STANDARDISATION MANDATE

With reference to the grounds given in section I and the provisions of the Directive, the harmonised European standards set up under this mandate shall take account of the following:

1. Harmonised test standards shall be prepared to allow the evaluation of the reaction to fire performance of the above mentioned construction products. A further modification of the present mandate will give guidance on the development of the SBI test.
2. The standards will contain:
 - A detailed scope and field of application.
 - A detailed description of the procedures for the reaction to fire tests, of the test equipment and test conditions.
 - A detailed description of the preparation of the specimen, the measurement to be made and the expression of results.
 - The methods or a reference to a harmonised standard containing the methods for assessing the durability of a determined reaction to fire performance of the products during their working life.
 - The classification system as required by the mandate
3. The technical terms of reference of this mandate are tabled in the annexed decision of the Commission focussing in particular on:
 - the different levels of exposure,
 - the classification system to be adopted and the relevant thresholds,
 - the basic reference documents for developing test methods,
 - the characteristics to be measured.
4. This mandate does not cover the test method called SBI that is supposed to apply to class B, C and D of construction products other than floorings. A modification of this mandate will follow once the Commission is able to provide the relevant guidance.
5. Concerning those products falling into class A, a list will be drafted by the Commission including those products unanimously considered as “non combustible” without the need for their testing.
6. CEN/CENELEC shall ensure consistency within the whole package of standards in the field concerned.
7. As far as practicable and depending on the nature of materials and their intended use, standards shall include a definition of the durability of the declared values of the product characteristics (or the durability of the performance linked to a give class) as well as suitable methods for its evaluation against environmental effects (weathering, chemical effects), ageing and maintenance actions such as washing and cleaning. Where appropriate the durability may be taken into account by means of pre-conditioning of samples. Examples of aspects to take into account for assessing

working life are also given in paragraph 5.2 of the interpretative document “Safety in case of fire”. If the durability is expressed in terms of classes of periods, articles 3.2 and 6.3 will not apply.

IV EXECUTION OF THE MANDATE

1. CEN/CENELEC will present the Commission with a detailed proposal for the work programme, at the latest, by the end of November 1994.
2. This programme will include the list of standards considered necessary to cover the relevant classification system. In this programme the title of each standard will be followed by:
 - a detailed description of the scope and the field of application of the relevant test methods,
 - the list of reference documents (national standards, ISO standards, prENs, ENs, research results, etc.);
 - the timetable for the development and the publication of the standard.
3. After examination of the programme and consultations with CEN/CENELEC, the Commission will endorse the timetable and the list of standards or parts of standards which meet the terms of this mandate and which will be recognised as harmonised standards.
4. Acceptance of this mandate by CEN/CENELEC is intended only after the work programme mentioned at point III.7 has been endorsed by the Commission. The terms of reference of the mandate will be subject to possible modification or addition, if necessary.
5. Representatives of the authorities responsible for national regulations will be able to participate in the activities of CEN/CENELEC through their national delegations and to present their points of view at all stages of the drafting process.
6. The Commission may participate in standardisation activities as other observers and has the right to receive all relevant documents.
7. CEN/CENELEC will immediately inform the Commission of any problem relating to the carrying out of the mandate from within the Technical Committees and will present an annual progress report on work within the framework of the mandate.
8. The progress report will include a description of work carried out, and information on any difficulties being met, whether political or technical, with particular reference to those that might lead the authorities of a Member State to raise objections or to resort to article 5.1 of the Directive.
9. The progress report will be accompanied by the latest drafts of each standard under the mandate and by updated reports on any subcontracted work.
10. Acceptance of this mandate by CEN/CENELEC will initiate the standstill procedure referred to in article 7 of Council Directive 83/189/EEC of 28 March 1983 modified by Council Directive 88/182/EEC of 22 March 1988 and the European Parliament and the Council Directive 94/10/EC of 23 March 1994.

11. CEN/CENELEC will develop the draft harmonised European standards (prENs) in accordance with the appropriate work programme and will inform the Commission in good time that the draft is being circulated for public comment.
12. CEN/CENELEC will present the final drafts of the harmonised European standards to the Commission for confirmation of compliance with this mandate at the latest in accordance with the timetable agreed between CEN/CENELEC and the Commission and referred to in IV.2.
13. CEN/CENELEC members will publish the standards transposing the harmonised European standards at the latest 6 months after a positive vote in CEN/CENELEC. National standards covering the same scope will continue to be applicable until the date agreed between CEN/CENELEC and the Commission in accordance with point IV.5.