

CPR Conference

New Construction Products Regulation

30/10/2024

The present slides present the view of the Commission services and does not commit the European Commission. In the event of a dispute involving Union law, it is, under the Treaty on the Functioning of the European Union, ultimately for the Court of Justice of the European Union to provide a definitive interpretation of the applicable Union law.

In which country is your place of business?



1056

What is your main activity in respect of the CPR?

Manufacturer



Distributor



Importer



Authorised representative



Contractor/construction



Architect/Designer



Researcher



Notified Body or TAB



Market surveillance authority



Building authority



Other public administration



Supplier/service provider



Other



What is the CPR?

Single market for construction products

Harmonised zone



Standardisation



Economic operators



Digitalisation & DPP



EOTA route



Transition to the new CPR



What is the CPR?

Single market for construction products

What is the CPR?

Harmonised rules for the marketing of construction products

- Single market
- Free movement of products (CE marking)
- Common technical language
- Digital Product Passport
- Link to National Building Codes

through basic requirements for construction works



Basic Requirements for Construction Works

Structural integrity
of construction
works

1

Fire safety of
construction
works

2

Protection against
adverse hygiene
and health impacts
related to
construction works

3

Safety and
accessibility of
construction
works

4

Resistance to the
passage of sound and
acoustic properties of
construction works

5

Energy efficiency
and thermal
performance of
construction works

6

Emissions into the
outdoor environment
of construction
works

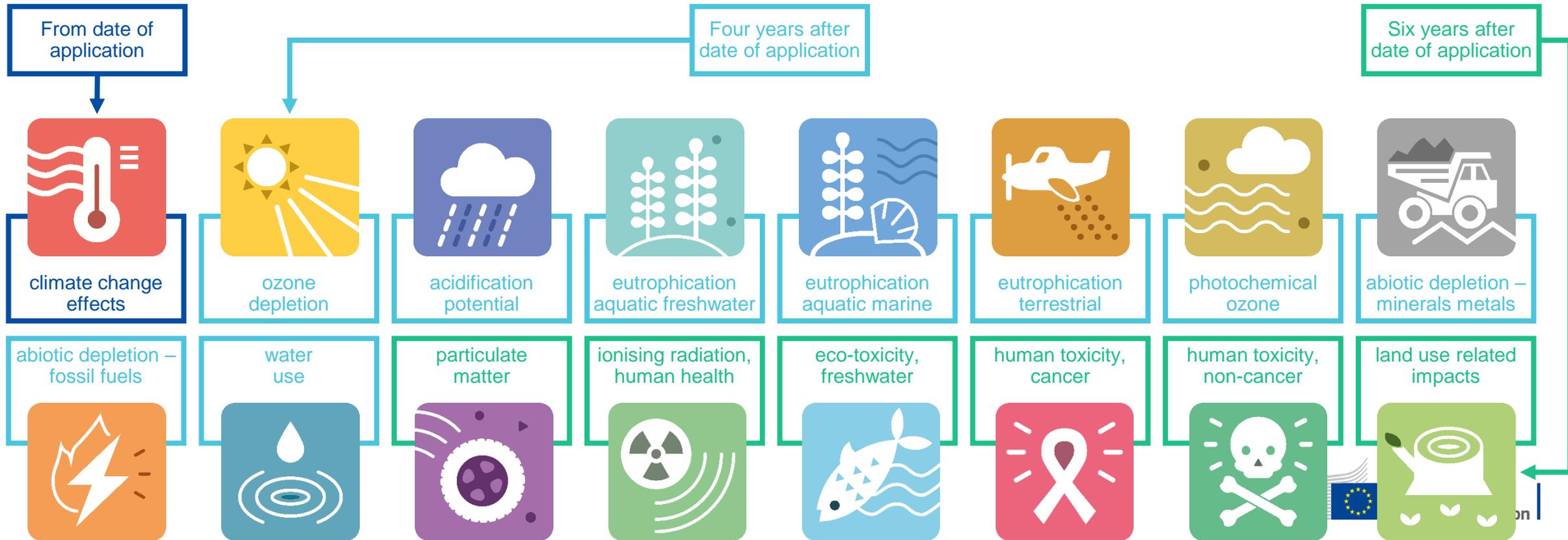
7

Sustainable use
of natural
resources of
construction works

8

Env. sustainability essential characteristics

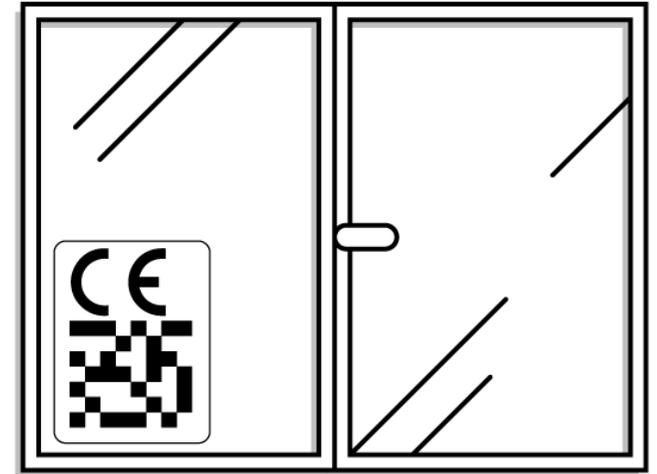
New CPR establishes by default, mandatory declaration of the following essential characteristics in three steps



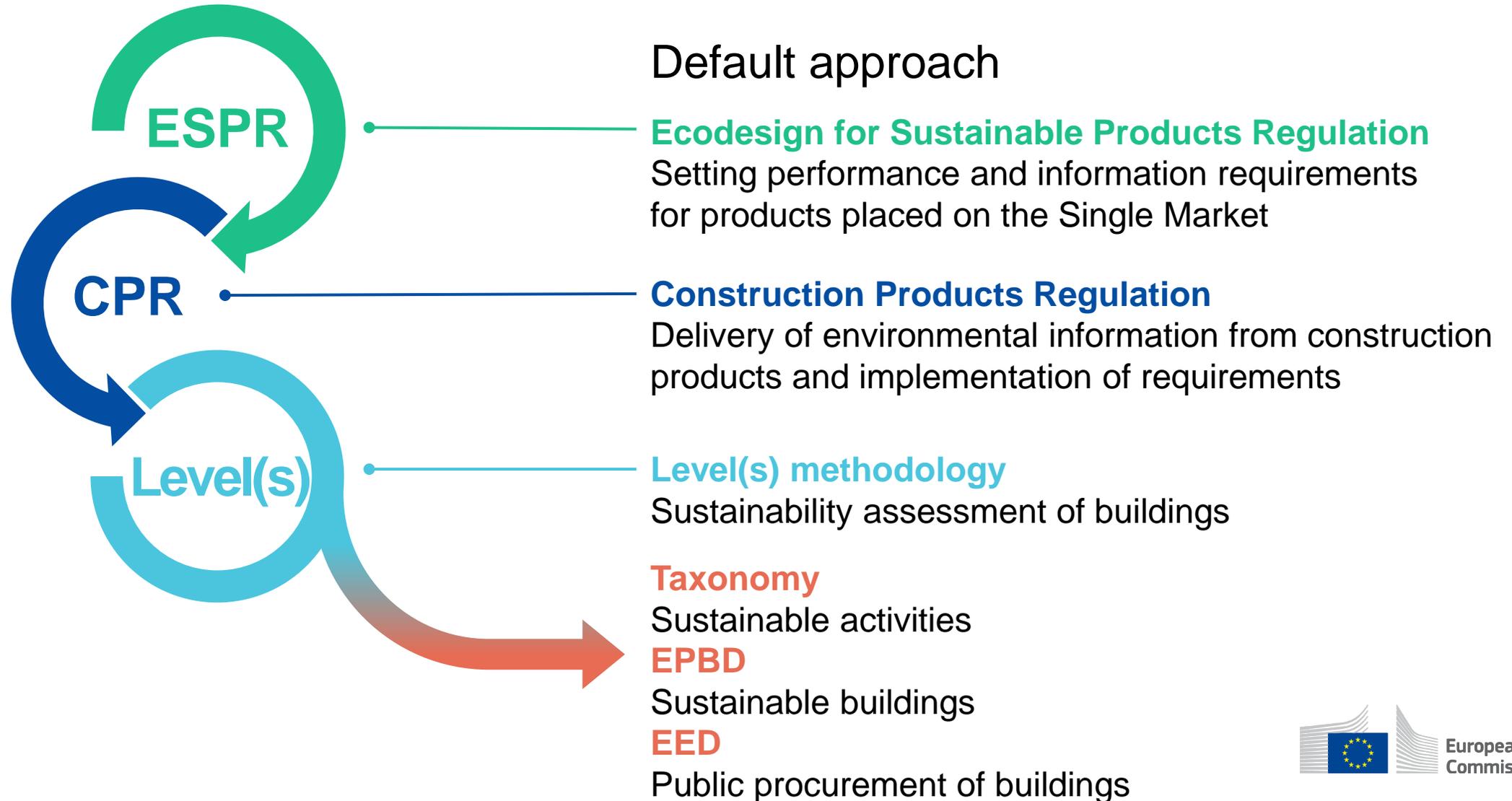
CE marking meaning

Affixing the CE marking to the product means assuming the responsibility for the conformity of the product with the **declared performance** and applicable **product requirements**

By affixing the CE marking, the economic operator becomes liable for the declared performance and the fulfilment of those requirements in accordance with national law on contractual and extra-contractual liability



EU Regulatory framework



Objectives of the recast EPBD

2030 Medium-term contribution

Renovation Wave Strategy aims at doubling renovations by 2030 and foster deep renovations

Climate target plan 2030 reduce buildings' GHG emissions by 60%, their final energy consumption by 14% and energy for heating and cooling by 18%.

RePowerEU Strategy and **EU Save Energy Communication** asking co-legislators for more ambition on recast EPBD

2050 Long-term vision

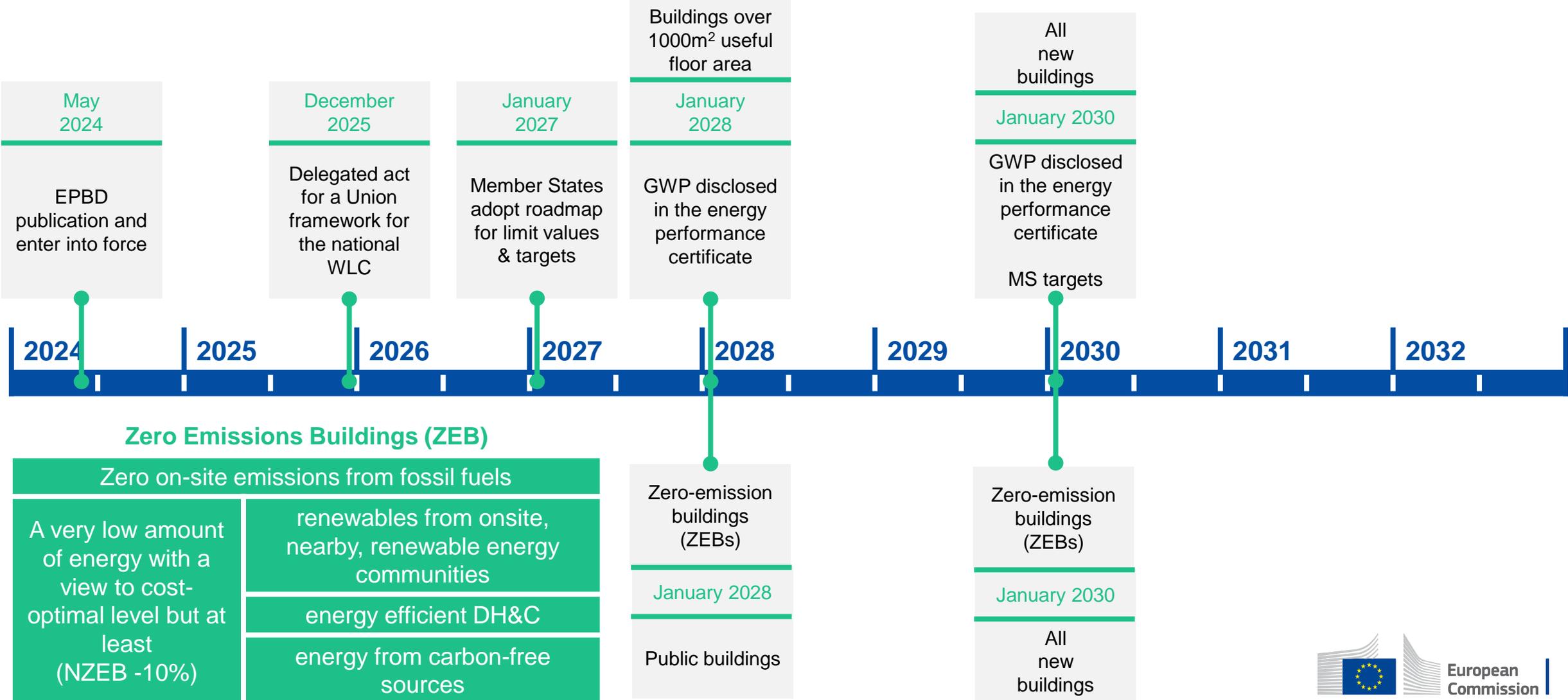
Long Term Strategy climate neutral economy

Climate Target Plan 2040 reduction of 90% of net GHG emissions

Calculation of life-cycle GWP of new buildings

Values	Numeric indicator for each life-cycle stage
Units	kg CO ₂ eq./m ² of useful floor area
Reference study period	50 years
Modelling	EN 15978 and Annex III of the EPBD
Scope	Level(s) framework indicator 1.2.
Additional rules	Revision of Annex III by 31 December 2025
Other tools or methods	Allowed if they fulfil Level(s) applicable criteria
Data sources	CPR information when available

EPBD timeframe – Whole life carbon & ZEB



2. Which EU regulation requires better coordination with the Construction Products Regulation?

6 4 6

ESPR (Ecodesign for Sustainable Products Regulation) 47 %

Taxonomy Regulation 8 %

EPBD (Energy Performance of Buildings Directive) 26 %

Other product policy: Machinery, low voltage, electromagnetic compatibility 2 %

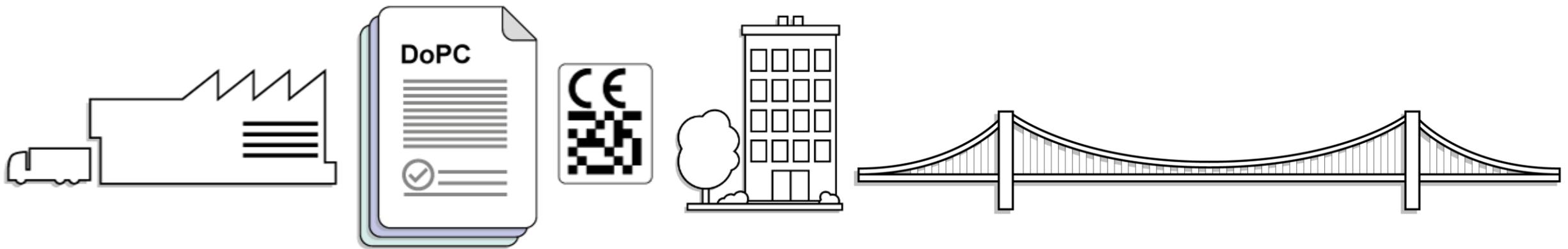
EU ETS & CBAM (Emissions Trading System Carbon Border Adjustment Mechanism) 4 %

GPSR (General Product Safety Regulation) 4 %

REACH & CLP 9 %

Other 2 %

Harmonised zone



Scope of the harmonised zone (Article 11)

All construction products which are in the scope (intended use) of a harmonised technical specification (performance harmonised standard or an implementing act of Article 6(1) (fall-back-solution)) of the new CPR

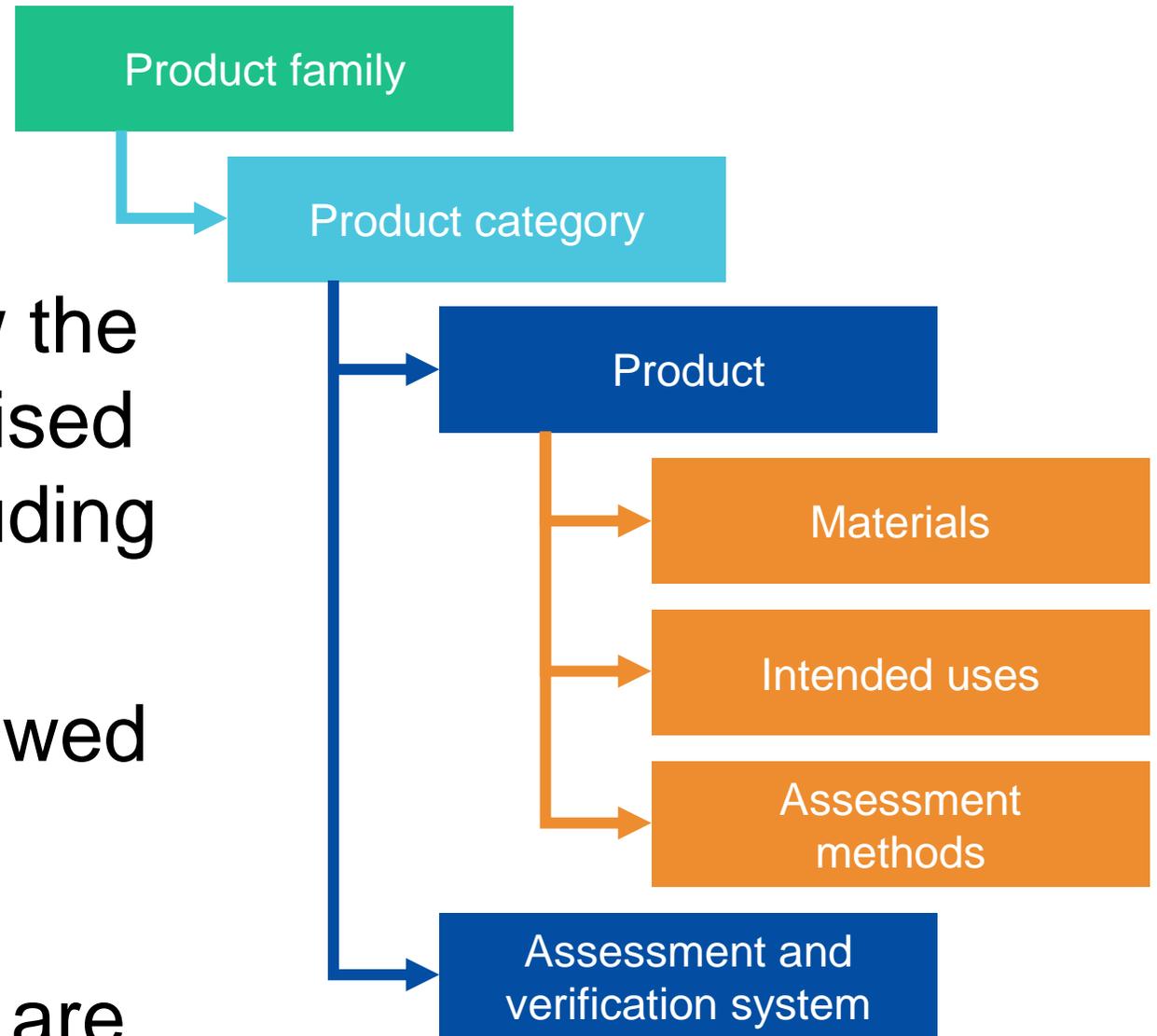
The scope must be clearly defined!

Products not covered by the scope of harmonised technical specifications are outside the harmonised zone. Such products can be voluntarily CE marked (based on EAD)

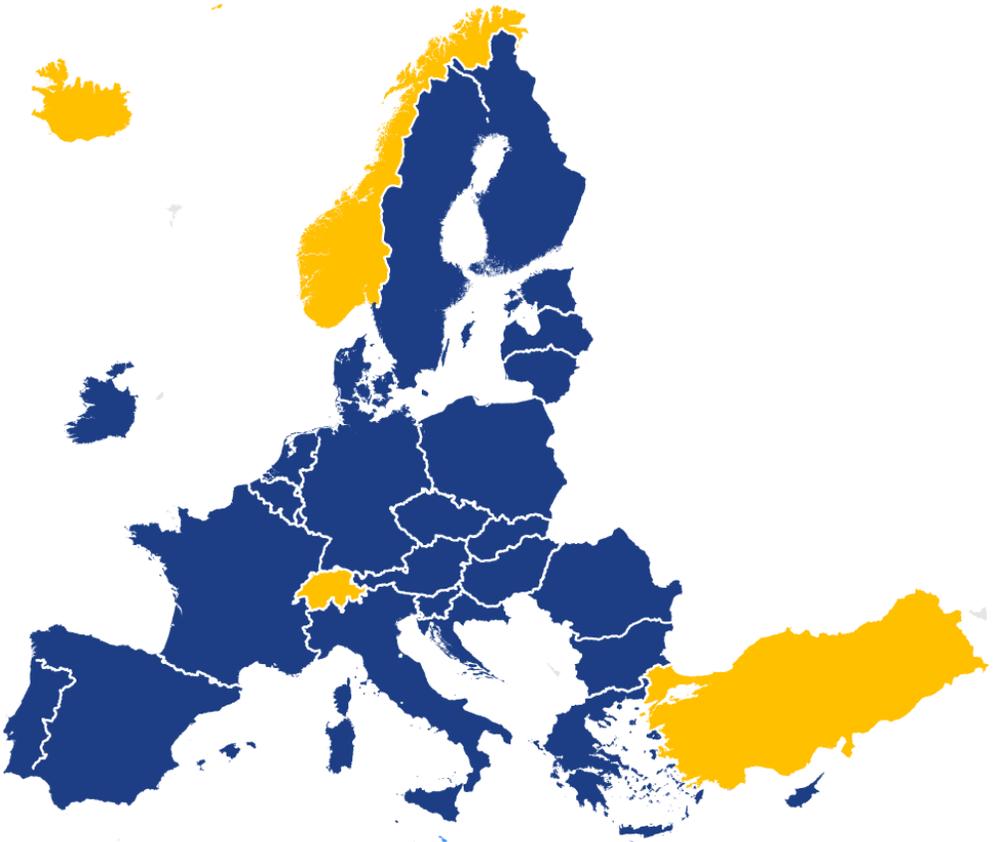
Harmonised Zone

Member States must follow the rules set out in the harmonised technical specification including third party tasks.

Member States are not allowed to have additional rules or requirements for product characteristics or how they are assessed.



Member States can...



Products within the harmonised zone

- Establish minimum performances for all or certain applications
- Require more ambitious thresholds
- Specify national requirements for the use of products
- Decide that some performances are not required

Member States cannot...



- Products within the harmonised zone
- Require a different assessment method for the declaration
 - Demand different third-party tasks to those defined by the CPR
 - Require additional essential characteristics not included in the harmonised standard

3. Have you encountered problems with national regulations when placing CE market product on the market?

3 8 9

Yes, very often



Yes sometimes



Only rarely



Usually not



No, almost never



Governance



CPR Acquis Expert Group

2021	1	Precast concrete products	13	Floorings	25	Gypsum
2021	2	Structural metallic products	14	ETICs	26	Anchors and fasteners
2022	3	Reinforcing prestressing steel	15	Curtain walling	27	Membranes
2022	4	Doors, windows and shutters	16	Wood based panels	28	Glass
2023	5	Cement	17	Structural bearings	29	Geotextiles
2023	6	Thermal insulating products	18	Kits and assemblies	30	Sanitary appliances

Preparation of harmonised technical specifications

COM must identify the content for standardisation requests, product requirements based on feedback of MS with the support of the CPR Acquis Expert Group and its Sub-Groups.

Working Plan (I)

Timeframe: Covers at least the following three-year period.

Content: Which harmonised technical specifications for product families (Annex VII), including product requirements and instructions for use and safety information will be developed?

1st Working Plan must be published until autumn 2025 – aim Q1 2025/Q2 2025 for 2026-2028

Annual information to EP and Council about its implementation (starting in 2026)

Product Families (Annex VII)

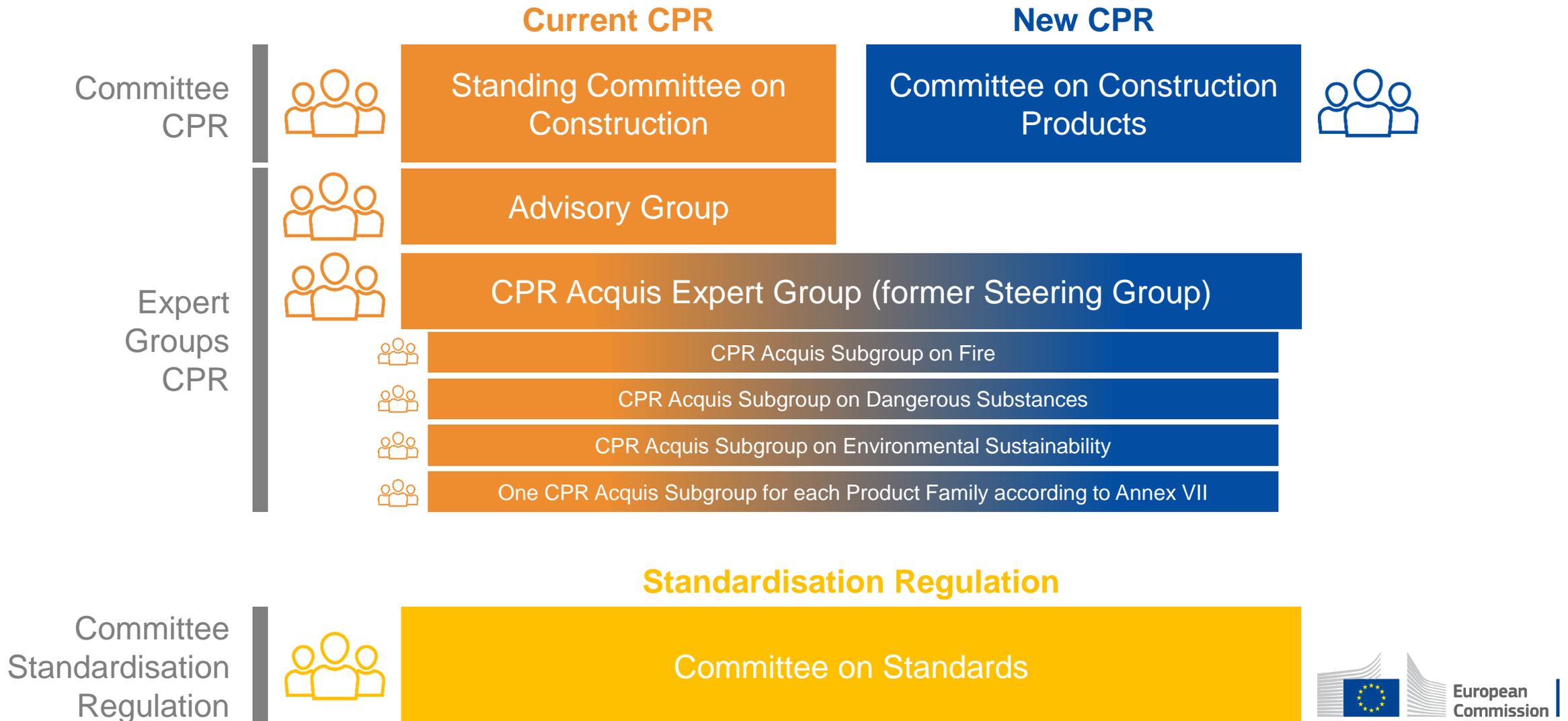
1 Precast normal/ lightweight/ autoclaved aerated concrete products	8 Geotextiles, geomembranes, and related products	15 Cement, building limes and other hydraulic binders	22 Roof coverings, roof lights, roof windows, and ancillary products. roof kits	29 Construction products in contact with water intended for human consumption	36 Attached ladders
2 Doors, windows, shutters, gates and related building hardware	9 Curtain walling/cladding/structural sealant glazing	16 Reinforcing and prestressing steel for concrete – Post-tensioning kits	23 Road construction products	30 Flat glass, profiled glass and glass block products	
3 Membranes, including liquid applied and kits	10 Fixed fire fighting equipment	17 Masonry and related products - Masonry units, mortars, and ancillaries.	24 Aggregates	31 Power, control and communication cables	
4 Thermal insulation products - Composite insulating kits/systems	11 Sanitary appliances	18 Wastewater engineering products	25 Construction adhesives	32 Sealants for joints	
5 Structural bearings - Pins for structural joints	12 Circulation fixtures: road equipment	19 Floorings	26 Products related to concrete, mortar and grout	33 Fixings	
6 Chimneys, flues and specific products	13 Structural timber products/elements and ancillaries	20 Structural metallic products and ancillaries	27 Space heating appliances	34 Building kits, units, and prefabricated elements	
7 Gypsum products	14 Wood based panels and elements	21 Internal & external wall and ceiling finishes. Internal partition kits	28 Pipes-tanks and ancillaries not in contact with water for human consumption	35 Fire stopping, sealing and protective products - Fire retardant products	

Working Plan (II)

Before preparing 1st Working Plan: consultation with MS & stakeholders about their updated priorities – Q4 2024/Q1 2025

After publication of a working plan – MS must inform COM about their regulatory needs regarding the product families of the working plan (no deadline)

Committees and expert groups



CPR Acquis Expert Group

- Former “CPR Acquis Steering Group” institutionalised and renamed
- Members: at least MS experts, CEN/CENELEC, ANEC, ECOS, ETUC & SBS
- Task: assist Commission
- Main expert group for the new CPR - except for procedures for the adoption of Implementing Acts

Sub-Groups of the CPR Acquis Expert Group

Fire	1	9	17	25	33
	2	10	18	26	34
Dangerous substances	3	11	19	27	35
	4	12	20	28	36
Environmental sustainability	5	13	21	29	
	6	14	22	30	
	7	15	23	31	
	8	16	24	32	



Horizontal subgroups



Product families according Annex VII

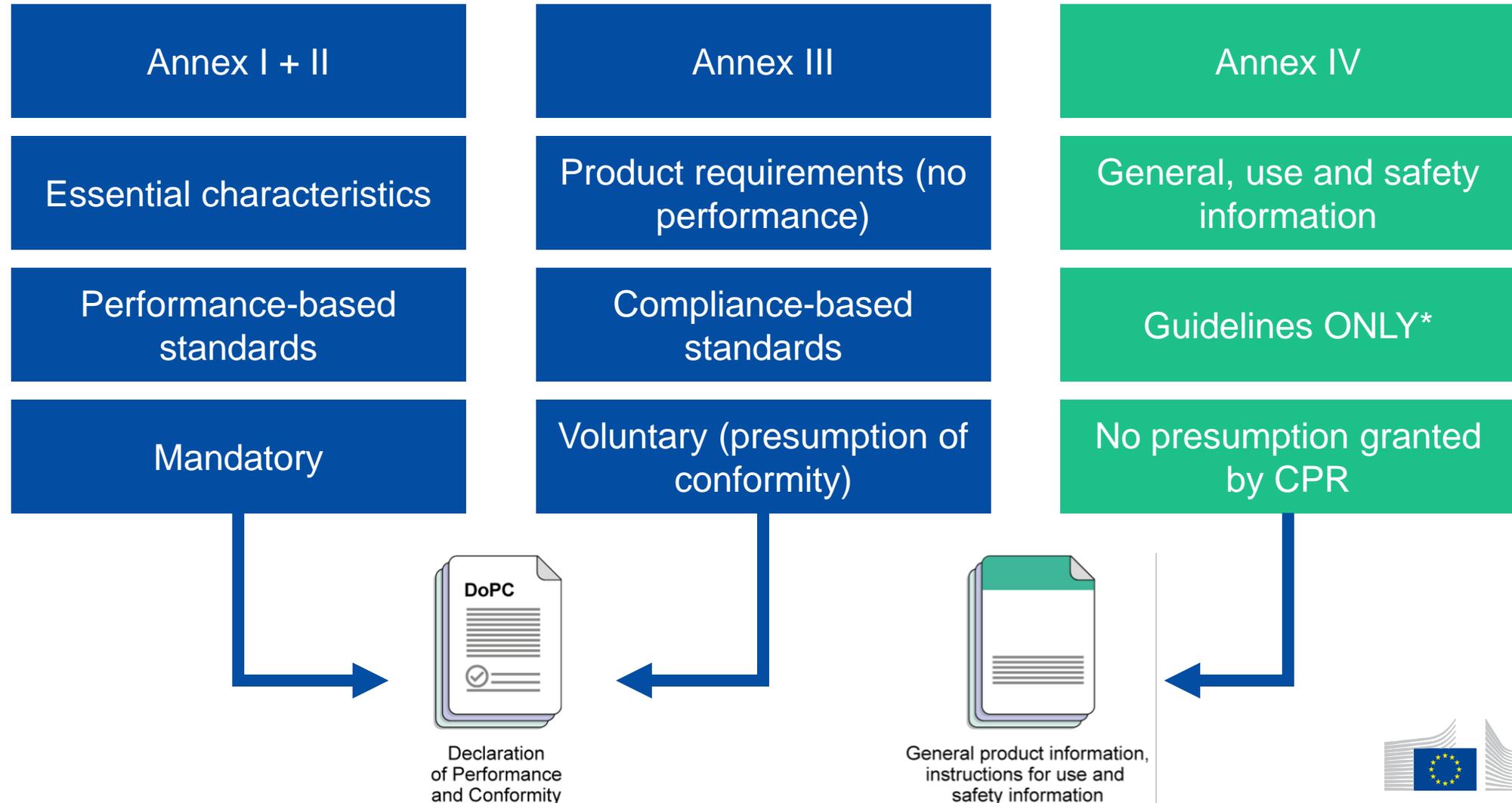
CPR Acquis Expert Groups – current priorities

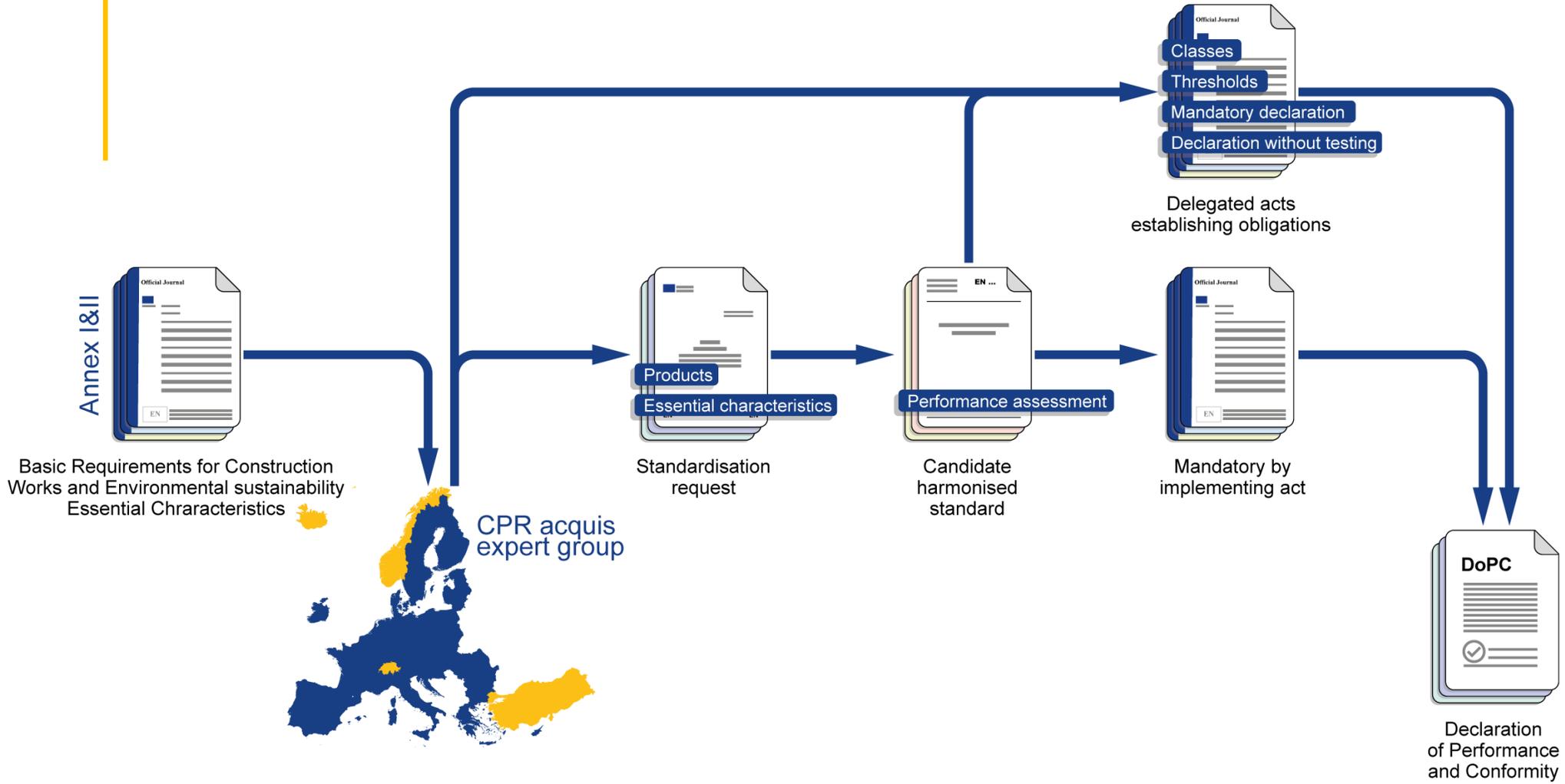
Horizontal subgroups	Standardisation request discussed	CPR Acquis ongoing work	Other subgroups Fast track possible	Other subgroups Fast track not possible	Fast track ongoing	Priority
Fire	1 Precast normal/ lightweight/ autoclaved aerated concrete products 1	17 Masonry and related products - Masonry units, mortars, and ancillaries. 9	5 Structural bearings - Pins for structural joints 17	7 Gypsum products 25	6 Chimneys, flues and specific products 33	
Dangerous substances	20 Structural metallic products and ancillaries 2	24 Aggregates 10	34 Building kits, units, and prefabricated elements 18	33 Fixings 26	32 Sealants for joints 34	
Environmental sustainability	16 Reinforcing and prestressing steel for concrete – Post-tensioning kits 3	10 Fixed fire fighting equipment 11	21 Internal & external wall and ceiling finishes. Internal partition kits 19	3 Membranes, including liquid applied and kits 27	35 Fire stopping, sealing and protective products - Fire retardant products	
	2 Doors, windows, shutters, gates and related building hardware 4	23 Road construction products 12	27 Space heating appliances 20	30 Flat glass, profiled glass and glass block products 28	29 Construction products in contact with water intended for human consumption	
	15 Cement, building limes and other hydraulic binders 5	19 Floorings 13	22 Roof coverings, roof lights, roof windows, and ancillary products. roof kits 21	8 Geotextiles, geomembranes, and related products 29	36 Attached ladders	
	4 Thermal insulation products - Composite insulating kits/systems 6	4 Thermal insulation products - Composite insulating kits/systems 14	12 Circulation fixtures: road equipment 22	11 Sanitary appliances 30		
	13 Structural timber products/elements and ancillaries 7	9 Curtain walling/cladding/structural sealant glazing 15	18 Wastewater engineering products 23	28 Pipes-tanks and ancillaries not in contact with water for human consumption 31		
	26 Products related to concrete, mortar and grout 8	14 Wood based panels and elements 16	25 Construction adhesives 24	31 Power, control and communication cables 32		

Standardisation

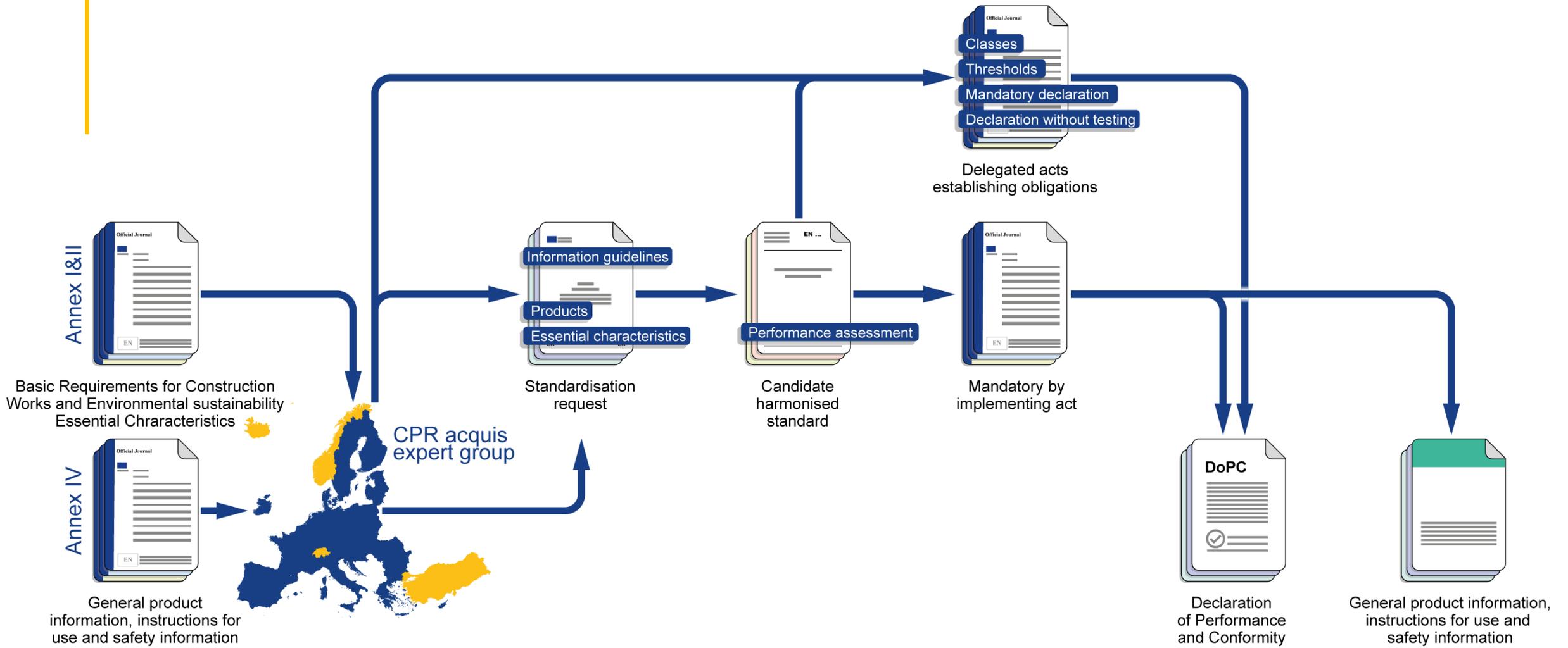


Overview of elements for standardisation



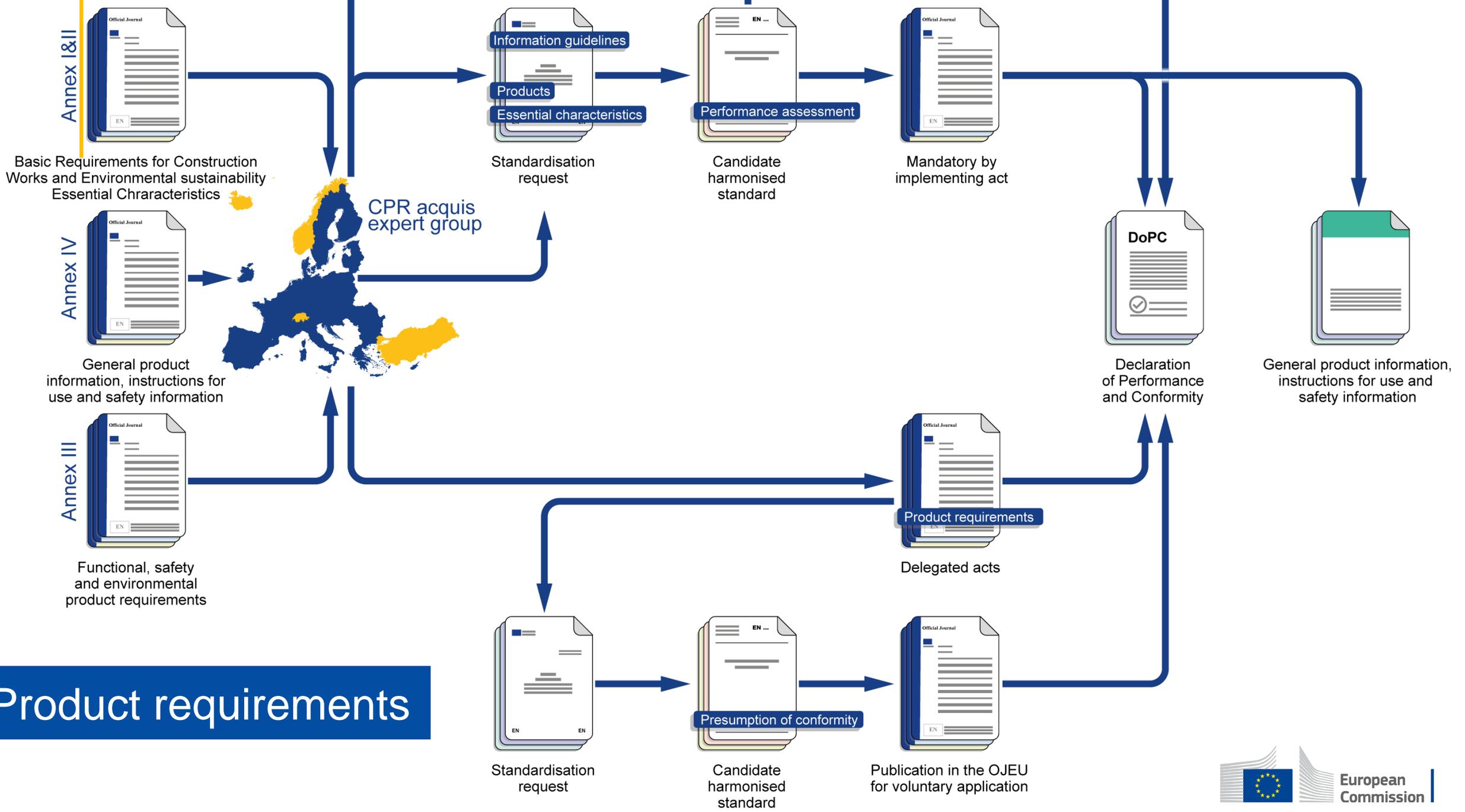


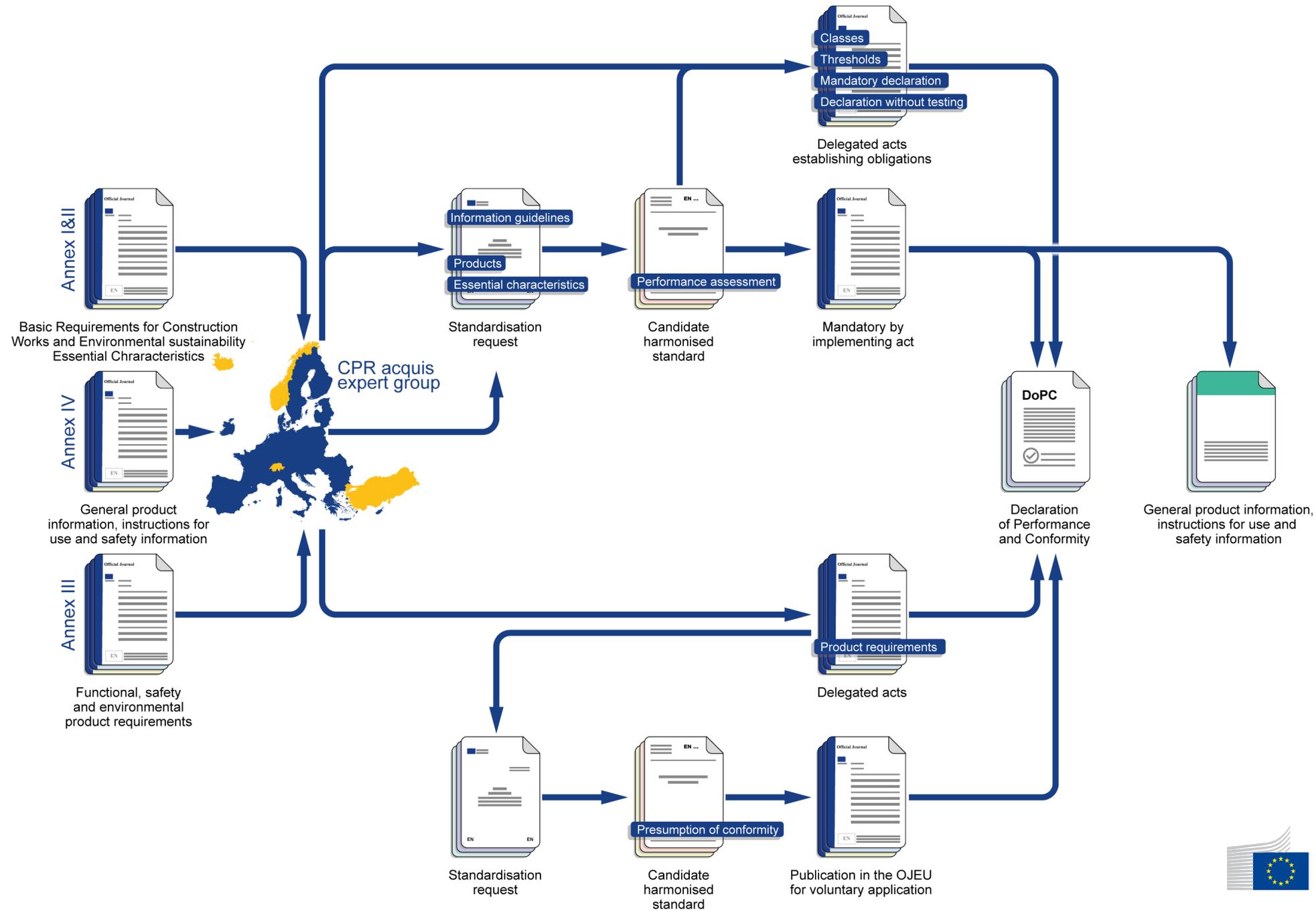
Core system – performance-based standards



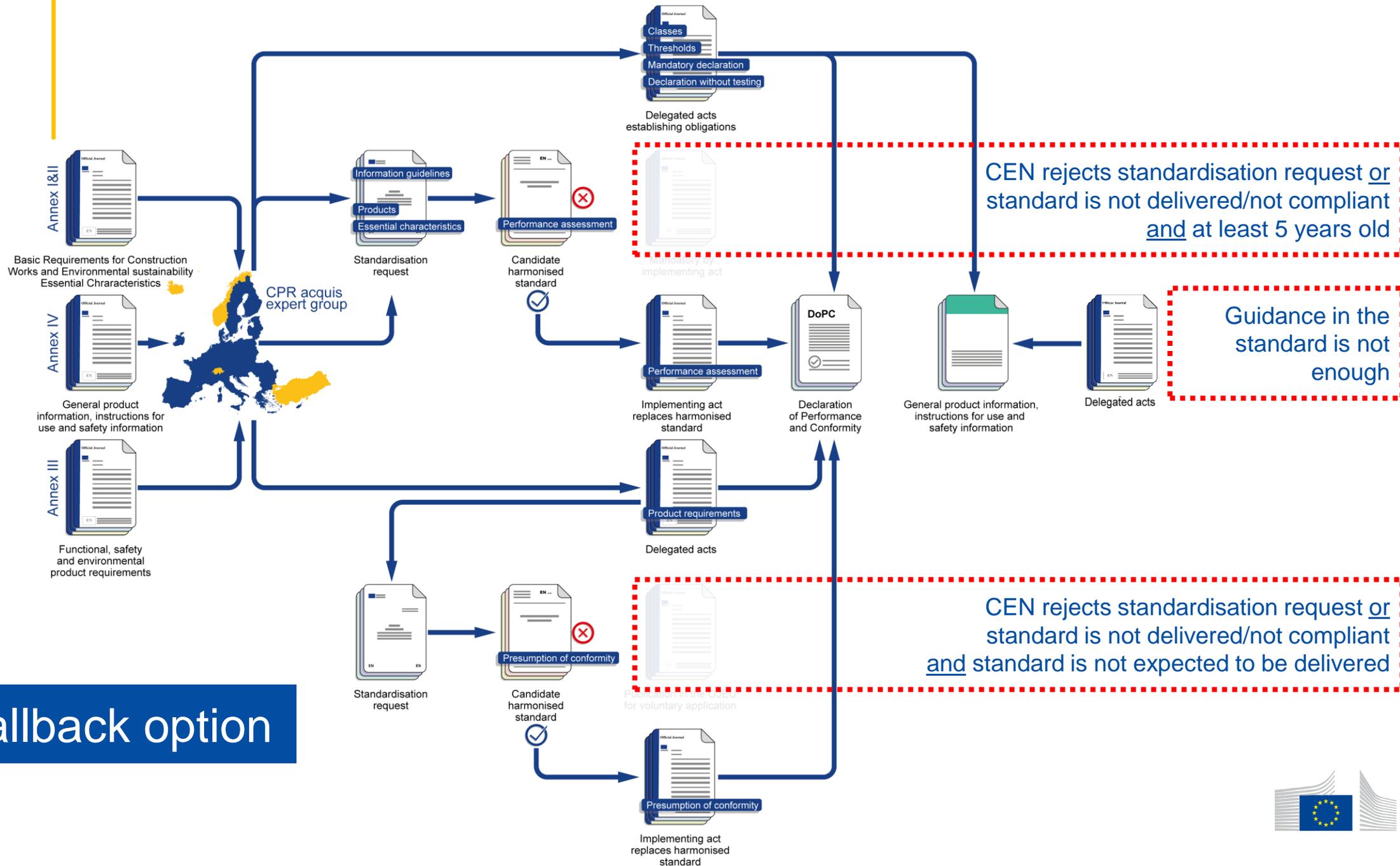
General product information, instructions for use and safety information

Product requirements





Fallback option



Product requirements

- Only when established by DA
- Only for certain relevant product groups

Functionality

use of specific materials which can be specified also in terms of their chemical composition

specific dimensions and shapes of products or their components

use of certain components which can be specified also in terms of materials, dimensions and shapes

use of certain accessories and requirements for them

ease of installation and deinstallation

ease of maintenance or the lack of maintenance required for the expected life span

characteristics of the product, including its cleanability, scratch resistance and break resistance, under usual operation conditions

Safety

chemical risks due to leaking or leaching

risk of unbalanced composition in terms of substances resulting in flawed, safety- relevant functioning of products

mechanical risks

mechanical failure

physical failure

risks of electric failure

risks linked to electricity supply breakdown

risks linked to unintended charge or discharge of electricity

risks linked to software failure

risks of software manipulation

risks of incompatibility of substances or materials

risks linked to the incompatibility of different items, at least one of them being a product

risk of not performing as intended, where the performance is safety relevant

risk of misunderstanding instructions for use in a field affecting health and safety

risk of unintended inappropriate installation or use

risk of intended inappropriate use

Environment

maximising durability and reliability of the product or its components as expressed through a product's technical lifetime indication of real use information on the product, resistance to stress or ageing mechanisms and in terms of the expected average life span, the minimum life span under worst but still realistic conditions, and in terms of the minimum life span requirements and prevention of premature obsolescence

minimising life-cycle greenhouse gas emissions

maximising reused, recycled and by-product content

selection of safe, sustainable-by-design, and environmentally benign substances

energy use and energy efficiency

resource efficiency

modularity

identifying which product or parts thereof and in what quantity can be reused after de-installation (reusability), and in what quantities

upgradability

ease of reparability during the expected life span, including compatibility with commonly available spare parts

ease of maintenance and refurbishment during the expected life span

recyclability and the capability to be remanufactured

capability of different materials or substances to be separated and recovered during dismantling or recycling procedures

sustainable sourcing

minimising the product-to-packaging ratio

amounts of waste generated, notably hazardous waste

Product information

Products are accompanied by general product information, instructions for use and safety information

Annex IV applies directly and additional voluntary guidance about its implementation can be provided by CEN in the performance harmonised standard

A delegated act may establish which information must be provided and how, if needed

Information aspects to be covered

Safety during transport, installation, deinstallation, maintenance, deconstruction and demolition



Compatibility and integration into systems or kits



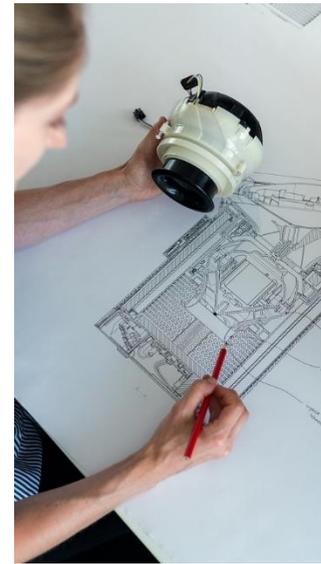
Maintenance needs with a view to maintaining the performance of the product during its service life span



Safety during use



Training and other requirements necessarily to be fulfilled for safe use



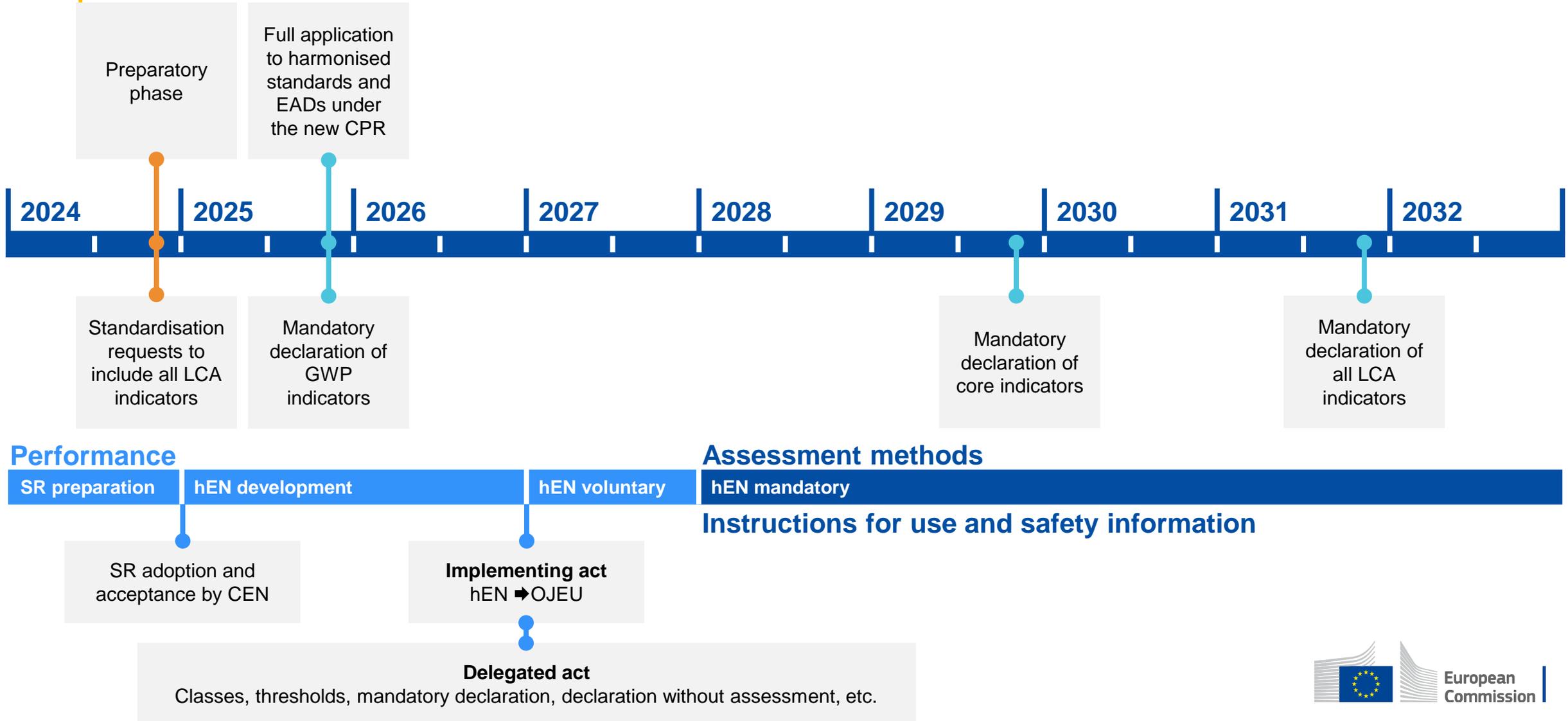
Risk mitigation beyond the previous points



Recommendations for a product's end of life: reuse, remanufacture, recycle and safe deposit

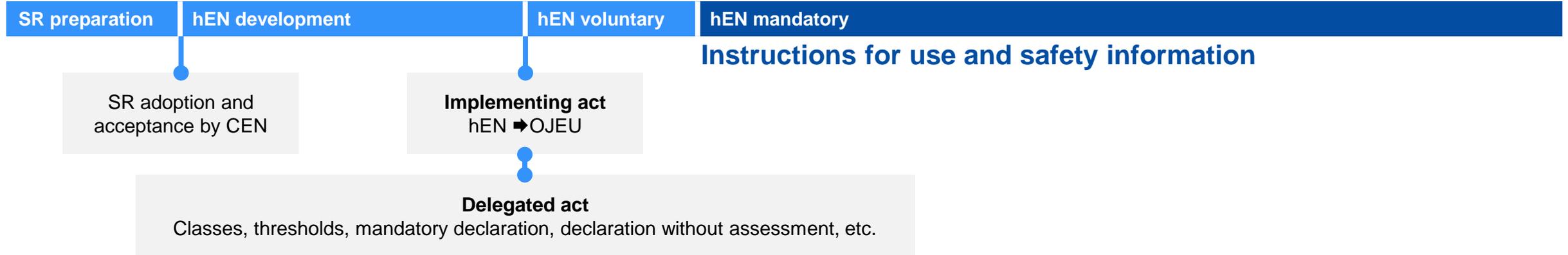


Standardisation requests – performance



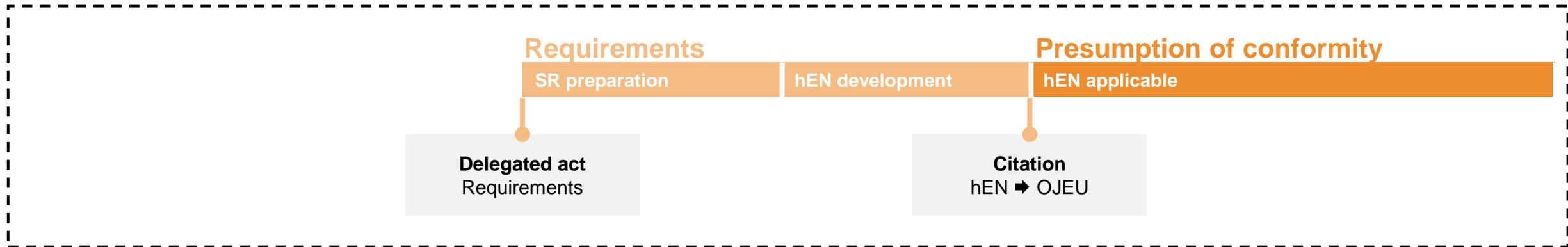
Standardisation requests - requirements

Performance



Assessment methods

When applicable



4. Are you involved in standardisation or in the CPR Acquis process (including through associations or networks)?

4 8 9

Yes, I am very active



Yes, but I do not participate so often



No, I do not have capacity for this



No, but I would like to participate more



Economic operators

Manufacturer

Authorised
representative

Importer

Distributor

Fulfilment
service provider

Online
marketplace

Main novelties

Rights of manufacturers towards suppliers and service providers (especially relevant for the calculation of environmental performance)

Mutual control of economic operators is strengthened and facilitated by digital elements

Specific provisions to ensure market surveillance can act in case of non-conformity

Manufacturers – Art. 21 & 22

Determine the product type	Apply assessment and verification system	Draw up DoPC	Affix CE marking
Draw up technical documentation	Ensure performance and requirements are fulfilled	Provide relevant information about the product	Ensure traceability
Register complaints and take corrective actions	Request data and documentation to suppliers and service providers	Affix the “Only for professional use” label when applicable	Contract an authorised representative
Act in case the product presents a risk or is likely to present a risk	Make available a DPP	Ensure availability of spare parts	Labelling

- Current CPR / NLF
- New rights
- New obligations

Product bear a manufacturer-specific unique identification of the product type

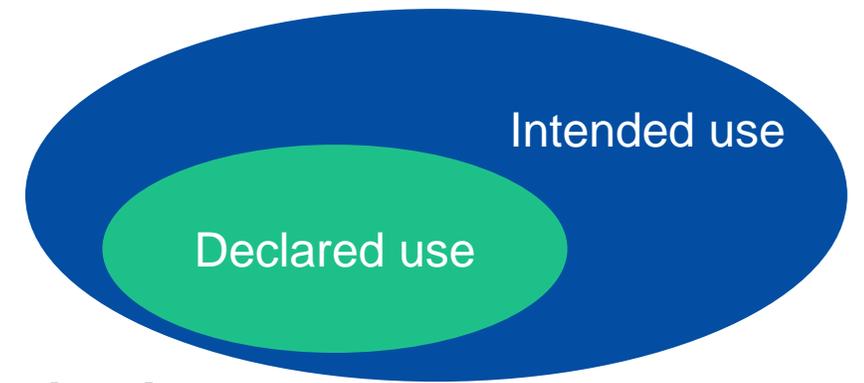
Manufacturers not established in the Union

Only if a delegated act establishes these obligations

Declaration of Performance and Conformity

- 1) Mandatory when there is a harmonised technical specification
- 2) Obligation to Undergo the respective Assessment and Verification System
- 3) Draw up technical documentation
- 4) Issue Declaration of Performance and Conformity
 - » Liability for products performance
 - » Liable to comply with product requirement established by delegated act

Technical documentation



Declared use consistent with the intended use

Elements relevant to demonstrate performance and conformity

Information on procedures ensuring the products fulfil performance and remain in conformity

Information on the applicable AVS

Information on simplified procedures where relevant

Calculation of the environmental performance

Content of the DoPC

Model in Annex V

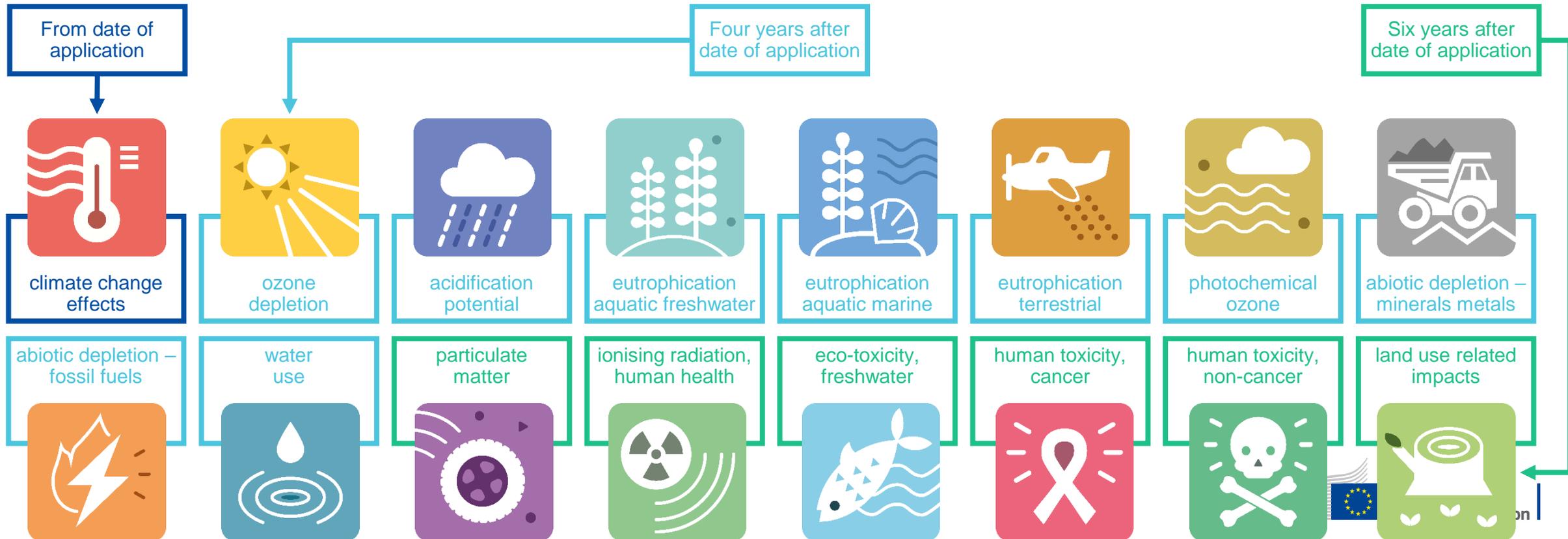
Mandatory declaration of predetermined environmental essential characteristics – phasing in

Conformity with product requirements (if applicable)

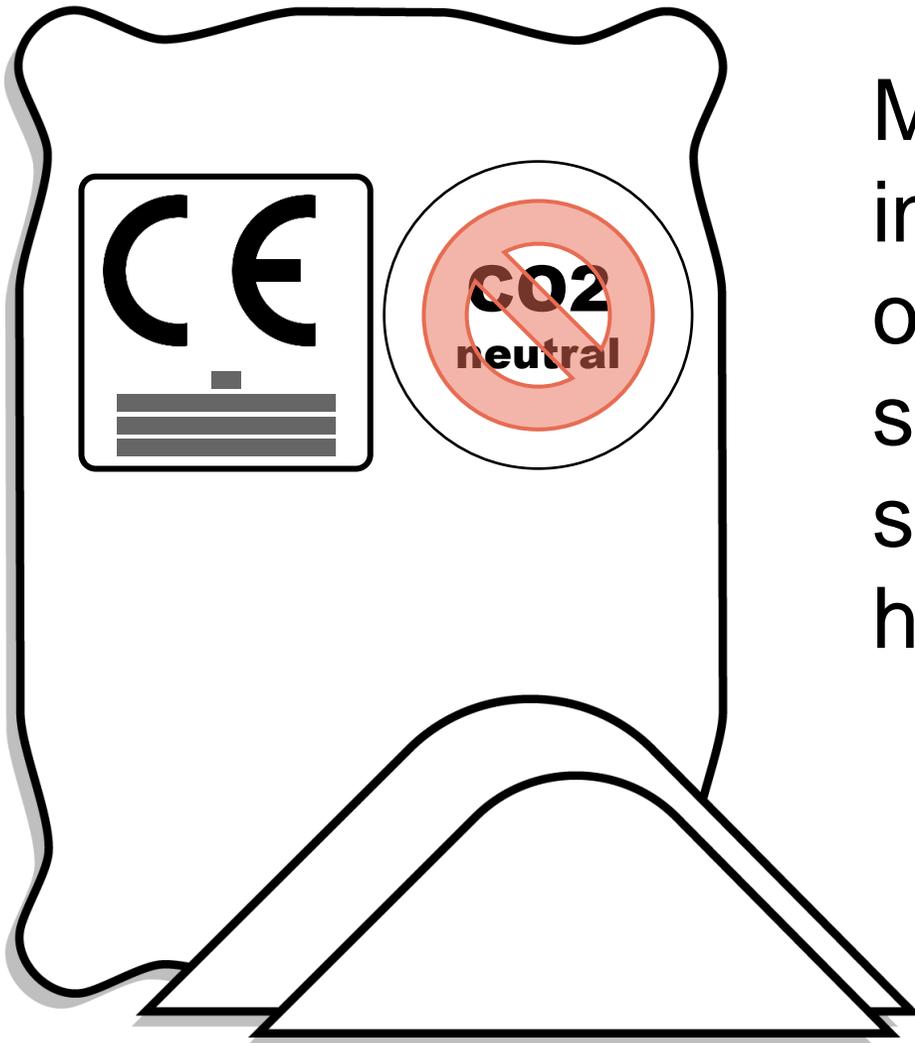
Those essential characteristics established as mandatory by delegated act

Predetermined environmental characteristics

Mandatory declaration of the following essential characteristics



CE marking and other markings



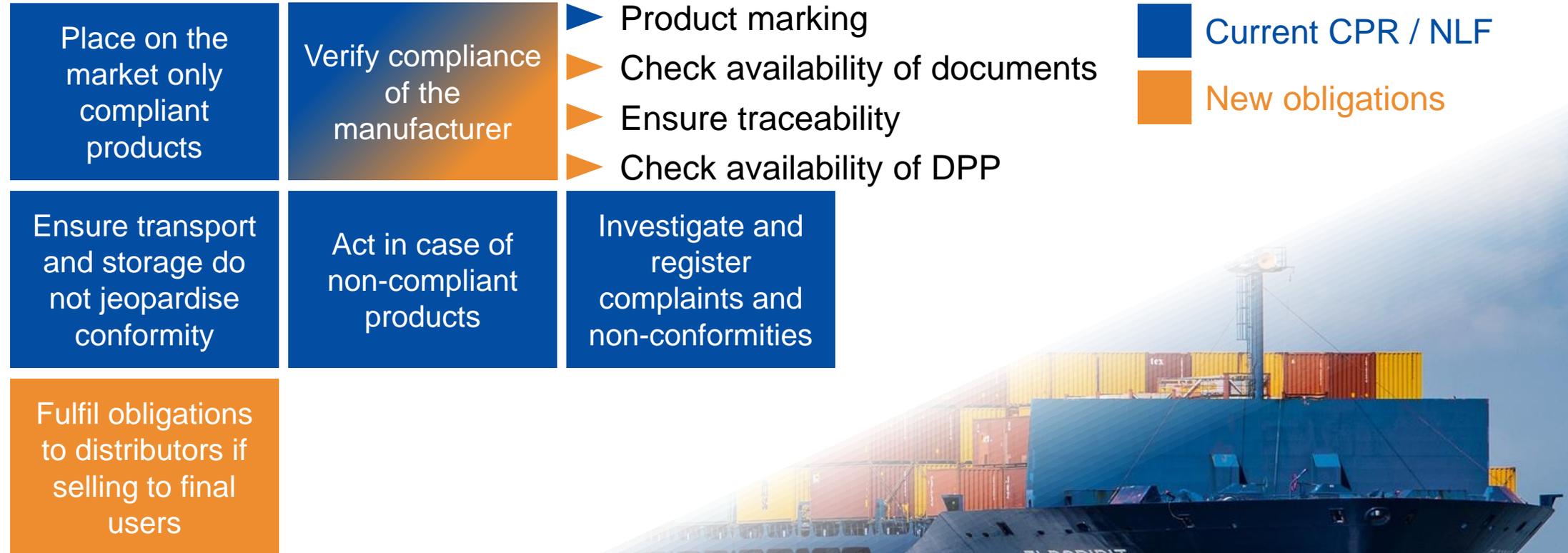
Markings other than the CE marking, including private ones, may be affixed on a product only if they do use the same assessment method and AV system as defined in the applicable harmonised technical specification.

Authorised representatives – Art. 23

Provide information to market surveillance	Inform about non-compliances	Cooperate with market surveillance	Keep DoPC and technical documentation	Current CPR / NLF
Right to terminate the contract if the regulation is infringed	Verify compliance of the manufacturer	<ul style="list-style-type: none">▶ Product marking▶ Check availability of documents▶ Ensure traceability▶ Check availability of DPP		New rights New obligations



Importers – Art. 24



Distributors – Art. 25

Verify compliance
of the
manufacturer

- ▶ Product marking
- ▶ Check availability of documents
- ▶ Ensure traceability
- ▶ Check availability of DPP

Display
information to
customers

Act in case of
non-compliant
products

Ensure transport
and storage do
not jeopardise
conformity

- Current CPR / NLF
- New obligations



Fulfilment service provider – Art. 26

Ensure transport and storage do not jeopardise conformity

Verify compliance of the manufacturer

- ▶ Product marking
- ▶ Check availability of documents

Act in case of non-compliant products

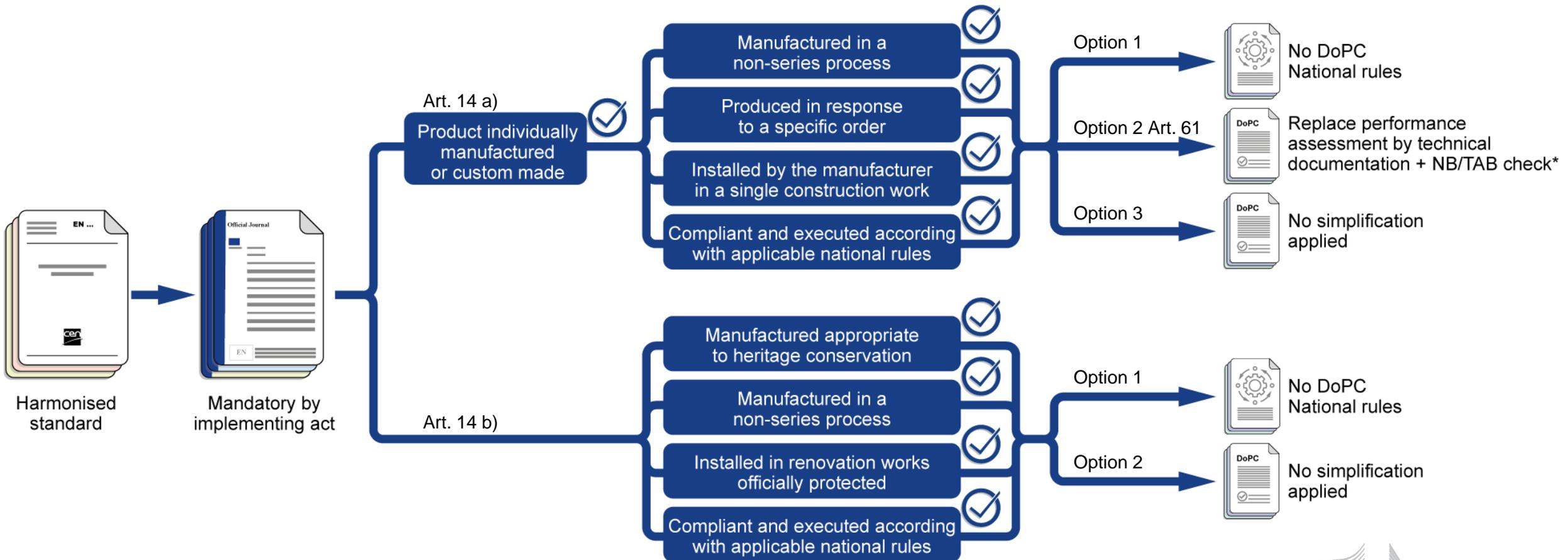
Support withdrawals and recalls

 Current CPR / NLF

 New obligations

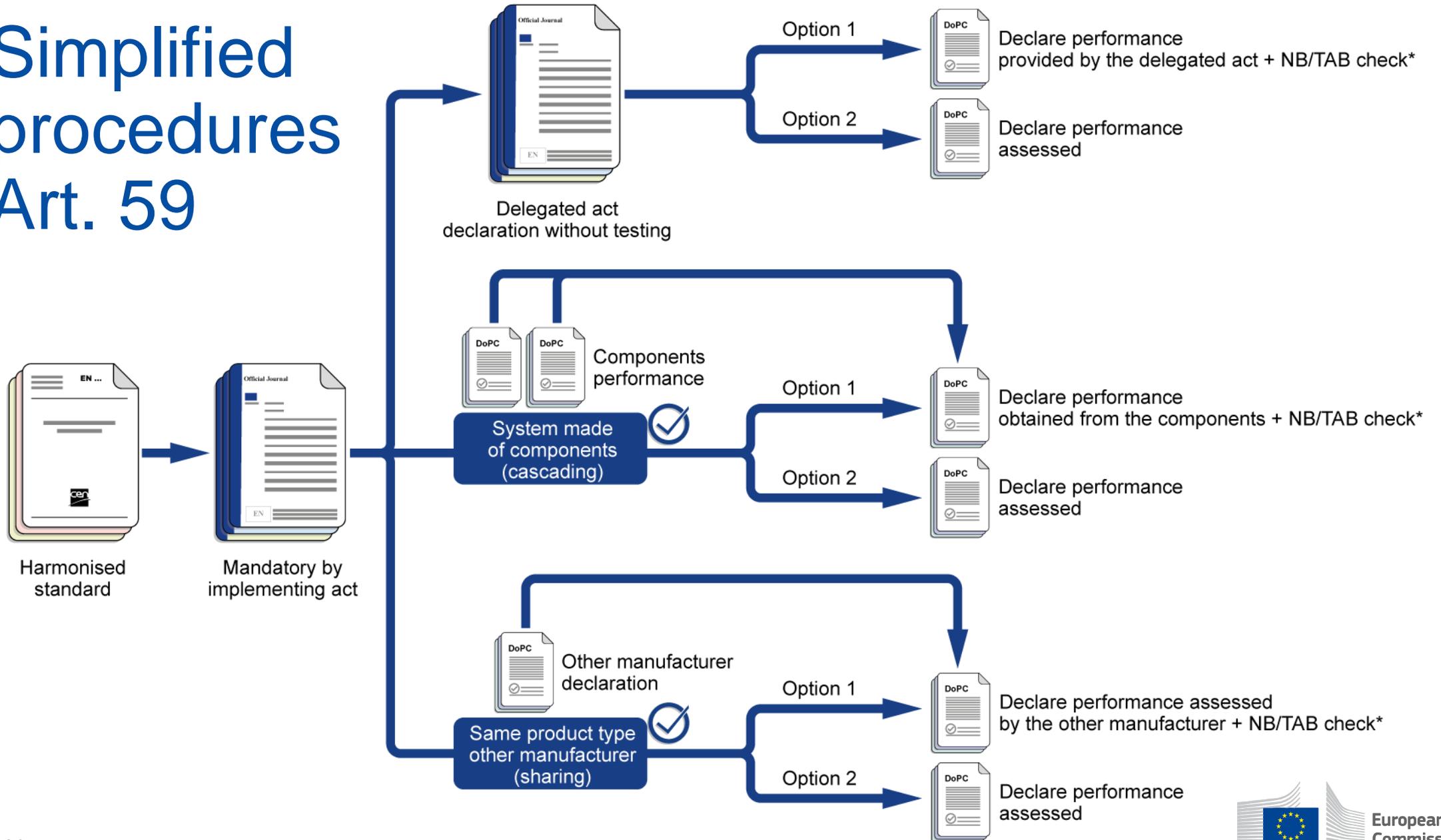


Exemption to draw up a DoPC – Art. 14 & 61



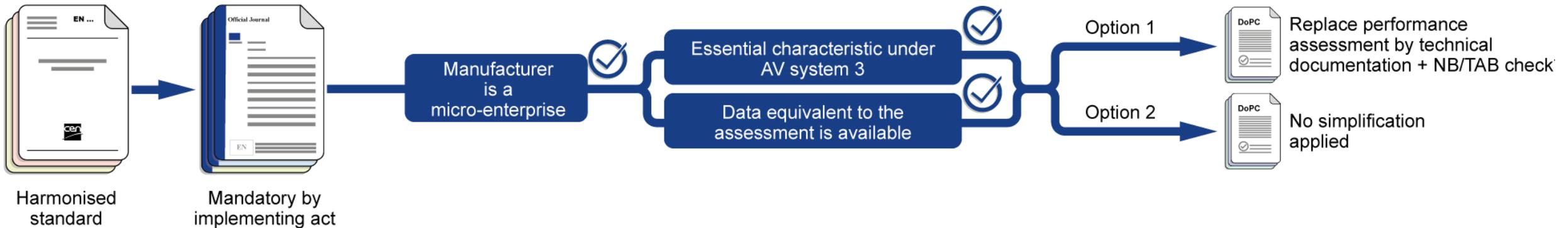
*when applicable

Simplified procedures Art. 59



*when applicable

Simplified procedures by micro-enterprises – Art. 60



Simplified procedure implies that the NB/TAB does not perform the assessment, only verify the use of data

Cost is reduced while keeping third party check

5. Which simplified procedure are the most relevant for you?

3 5 9

Declaration without testing



Sharing assessments



Cascading assessments



Simplification for micro enterprises



Exemption form DoPC in Art. 14



Other

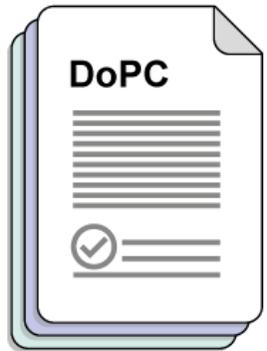


Digitalisation & DPP



Electronic means

All information obligations under the new CPR may, unless otherwise stated, be satisfied by electronic means



Declaration of
Performance and
Conformity



General product information,
instructions for use and
safety information

DoPC and general product information, instructions for use and safety information shall be provided in paper format, free of charge, if requested by the end-user at the time of purchase

What is a Digital Product Passport?

Set of digital documents

Traceable to the relevant product placed on the market

Providing regulatory and technical information about the product

Interoperable with other passports, IT tools and software, including BIM

Why do we need a DPP in the CPR?

Increase transparency and facilitates traceability

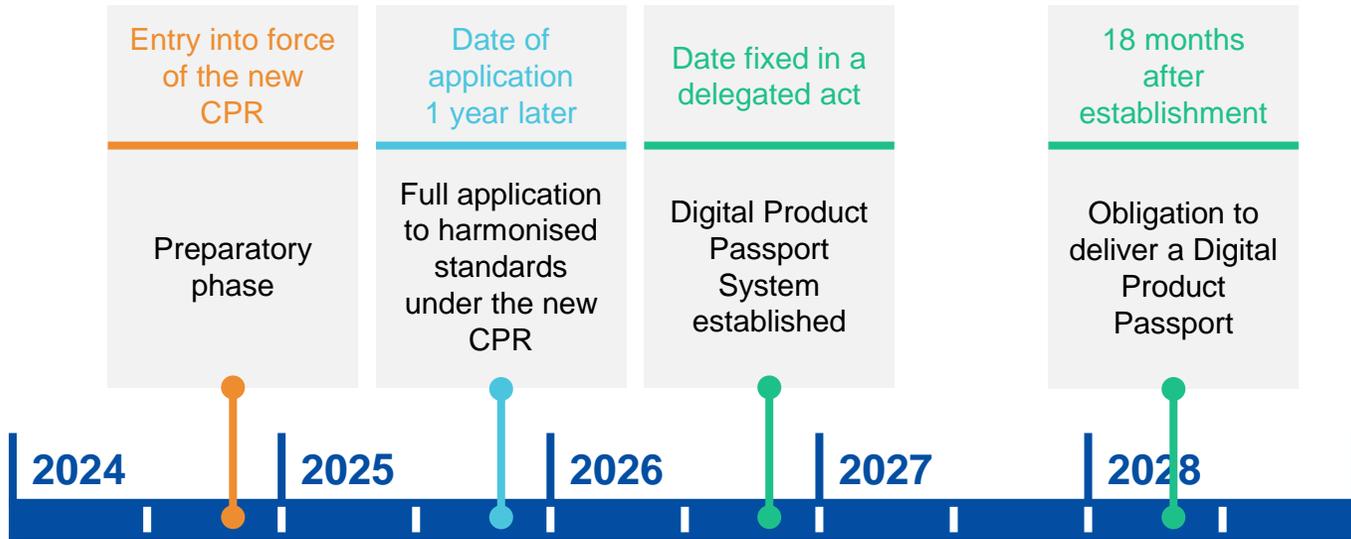
Improve the management of complex information

Reduce administrative burdens through digital process

Advantages only if DPP are **harmonised** at EU level

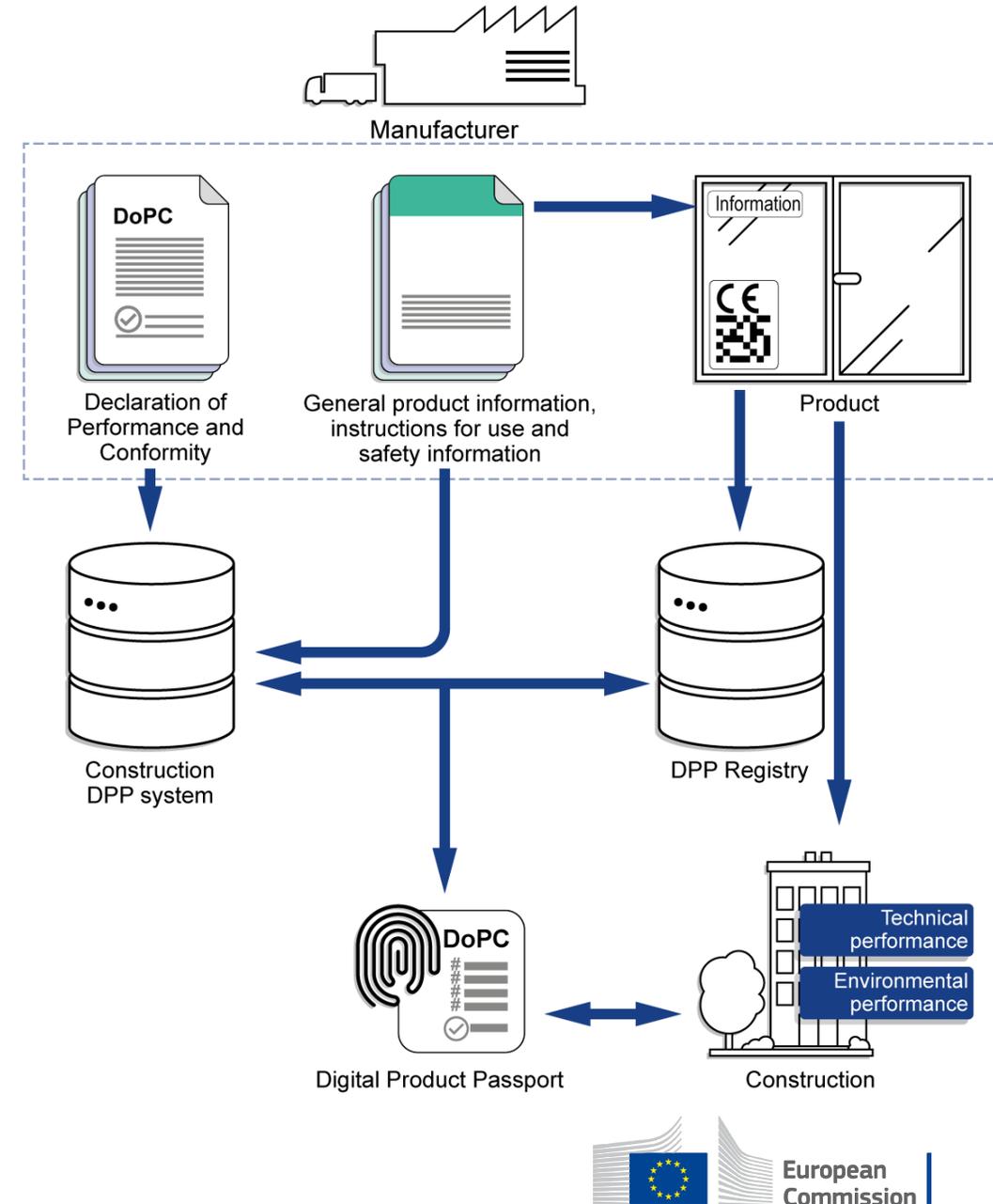


DPP



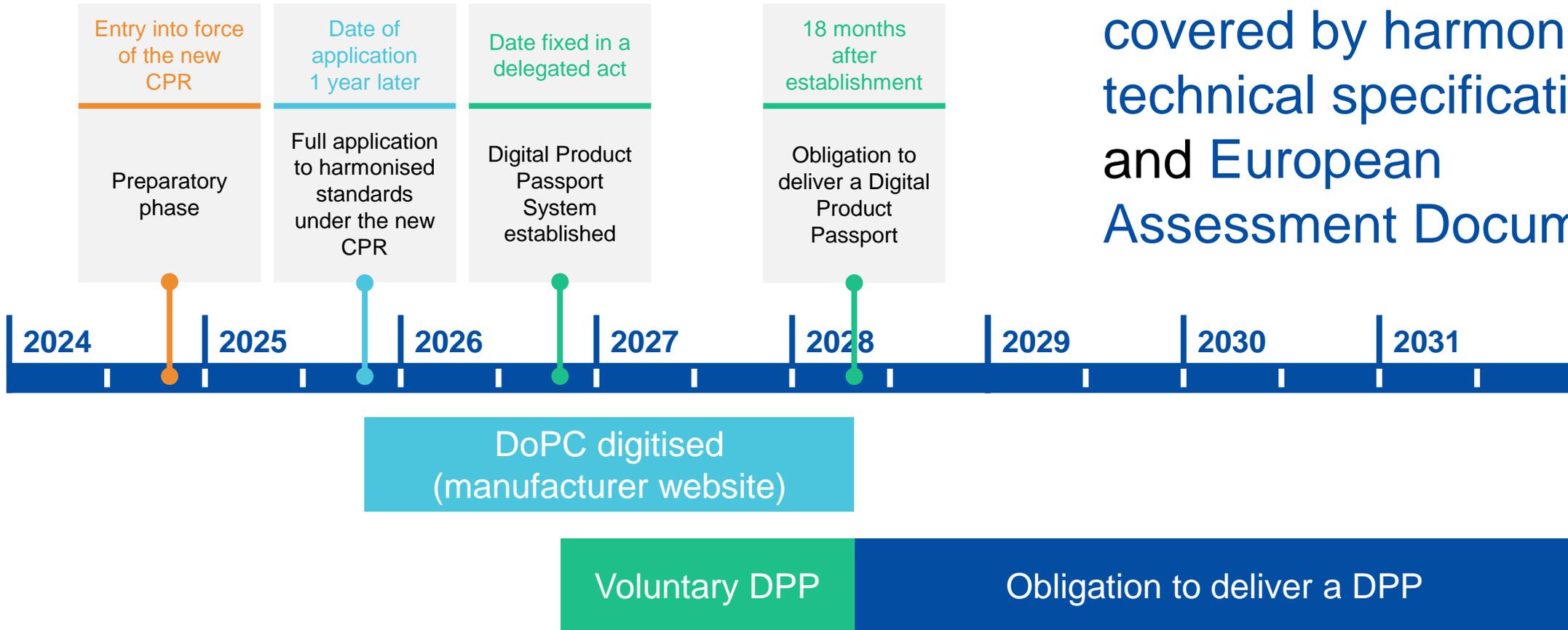
Information

based on open standards	structured
machine-readable	searchable
developed with an interoperable format	transferable through an open interoperable data exchange network without vendor lock-in



Digitalisation

Digitalisation of DoPC and DPP for products covered by harmonised technical specifications and European Assessment Documents



Construction DPP content



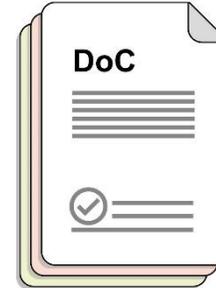
Declaration of performance and conformity



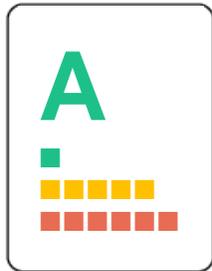
General product information, instructions for use and safety information



Technical documentation



Documentation required under other Union law



Label (when applicable)

Unique product identifier

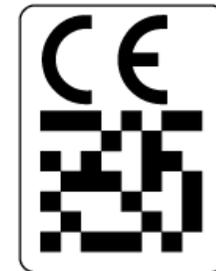
dpp:GTIN:3234567890126

Unique operator identifier

dpp:VAT:AT U14589505

Unique facility identifier

dpp:ISO3166-2:BE



Data carriers Key parts

DPP framework

ECODESIGN FOR SUSTAINABLE PRODUCTS REGULATION (ESPR)

Unique identifiers

Data carriers

ESPR registry

Web portal

CONSTRUCTION PRODUCTS REGULATION (CPR)

Documents

Granularity

Availability

General rules

CPR Delegated Act Article 75

Access

Data dictionary

DPP system

BIM connection

Harmonised technical specifications and European assessment documents

Guidelines to ensure interoperability

Feasibility study on DPP for construction products

In progress

Exploring following options for future implementation

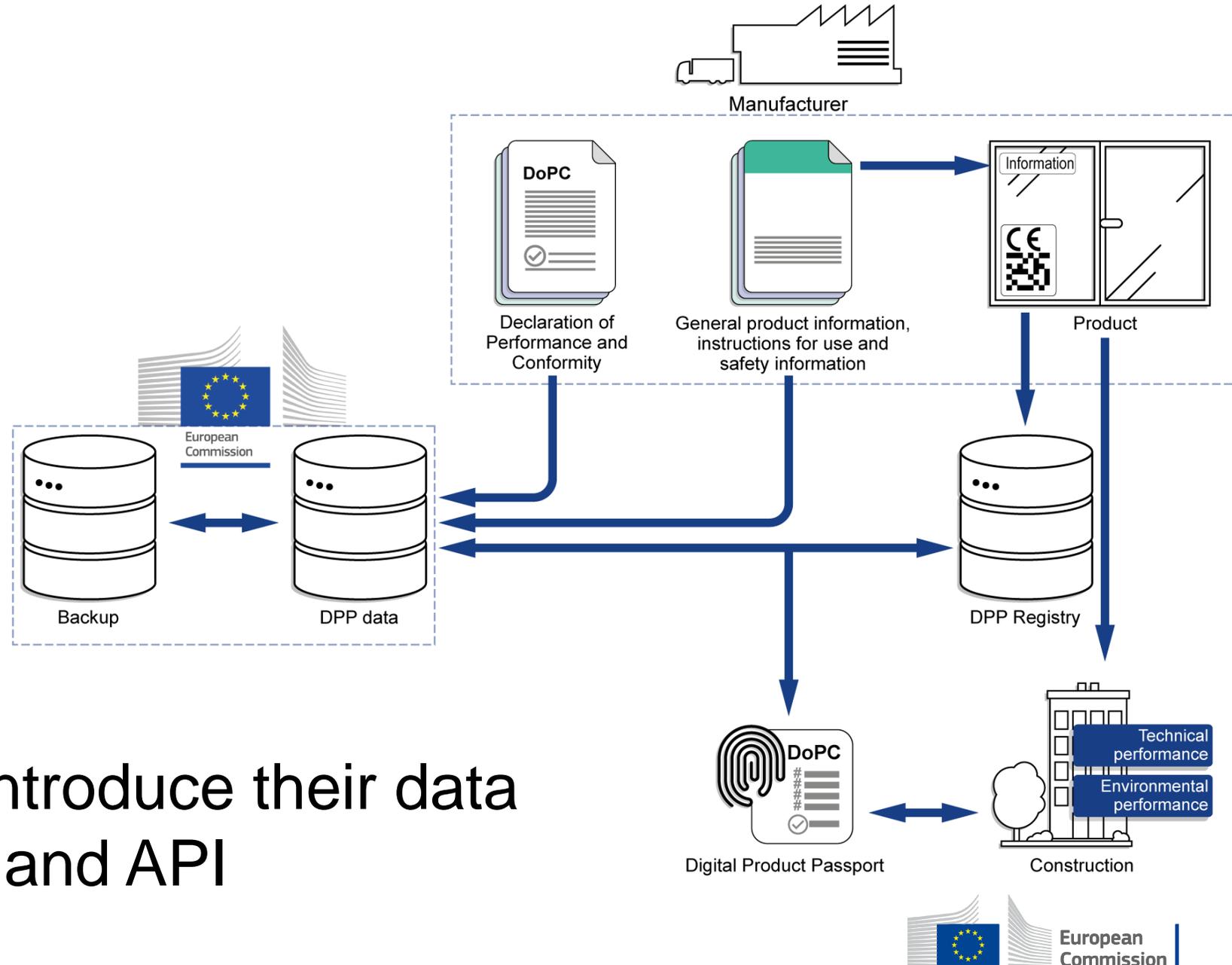
Please consider following option as general directions, not precise in details of implementation

Option 1

Centralized CPR DPP system

Data hosted by a
system managed
by the European
Commission

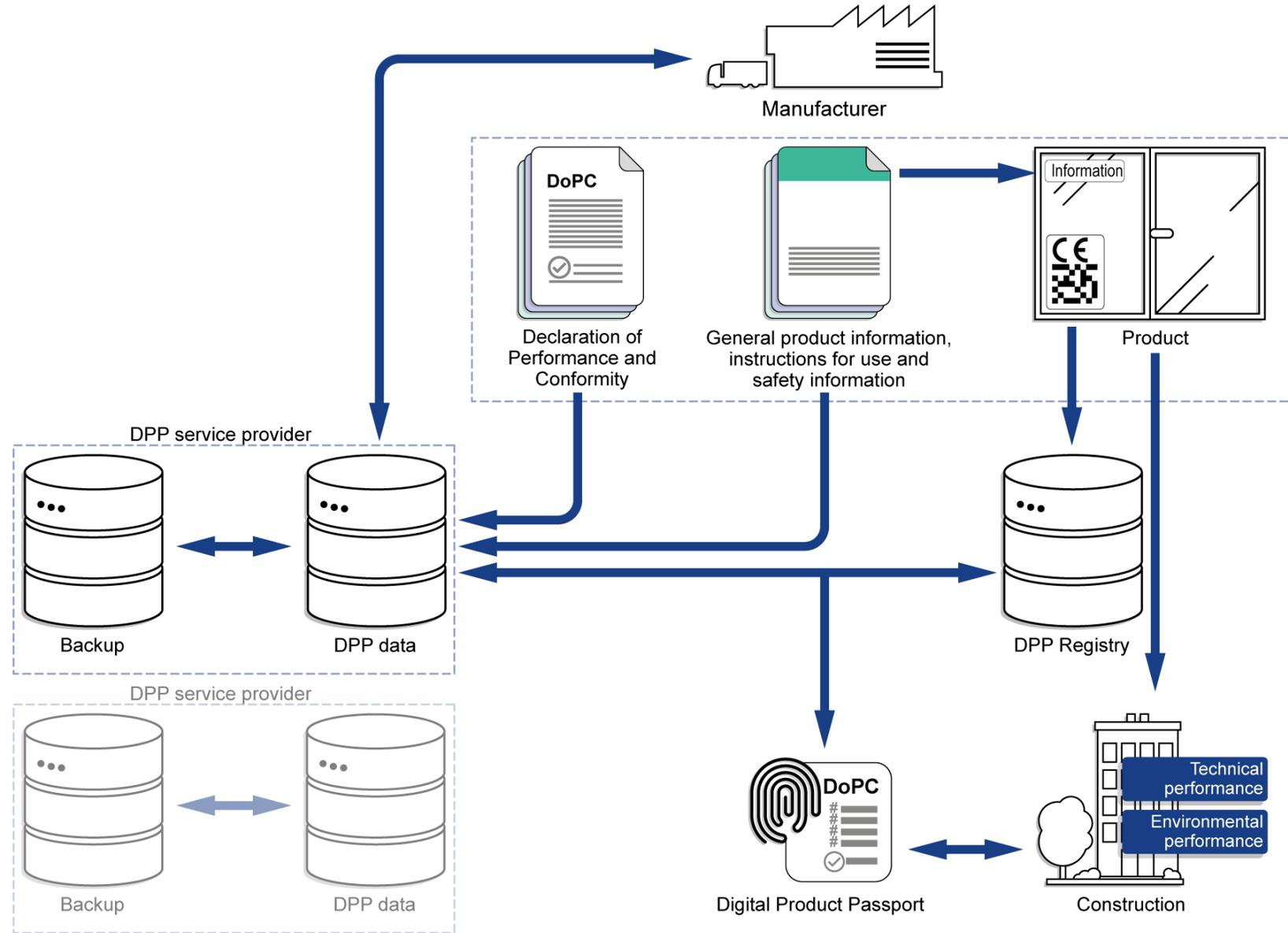
Manufacturers to introduce their data
directly or through and API



Option 2

Decentralized
CPR DPP system
with DPP service
providers

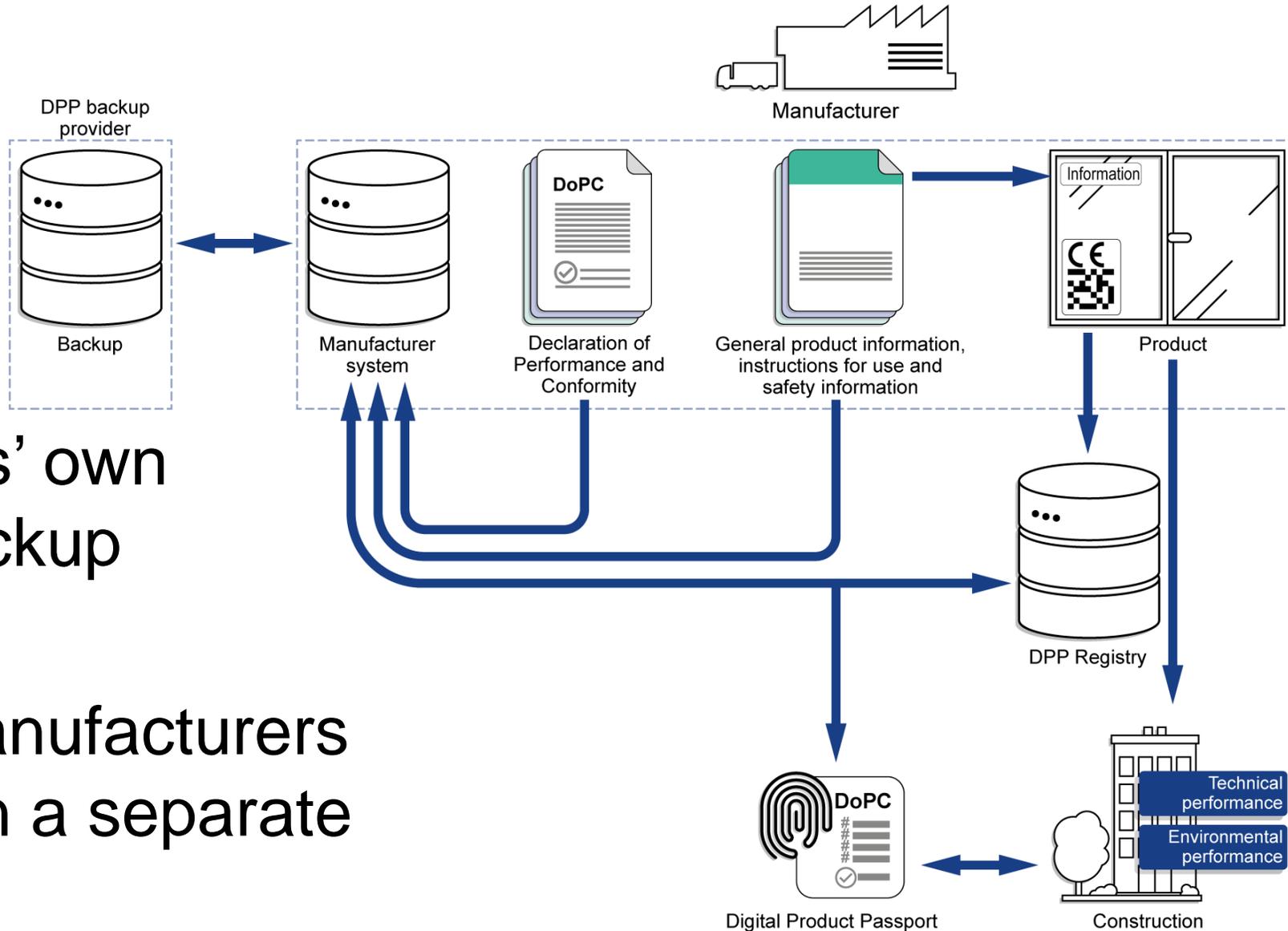
Data hosted by
DPP service
providers also
responsible of
data backup



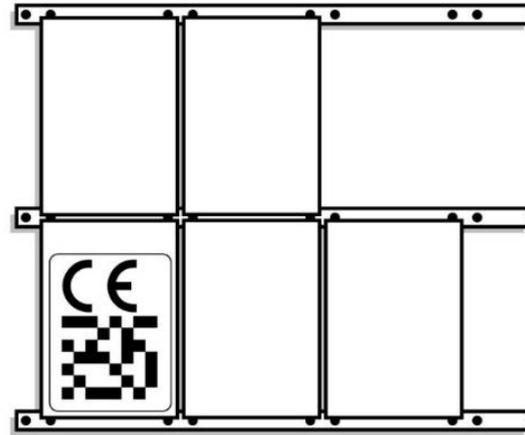
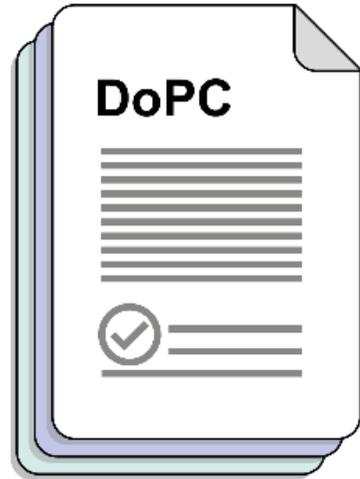
Option 3

Decentralized
CPR DPP system
with manufacturers' own
databases and backup
systems

Data hosted by manufacturers
and data backup in a separate
system



EOTA route



EOTA route objectives

Offer an alternative route to CE marking via European Assessment Documents (EAD) and European Technical Assessments (ETA)

Focus on innovative products not covered by harmonised technical specifications but included in the CPR scope

Offer EOTA route as a fast route to CE marking of innovative products

EAD status

EAD is **not defined as harmonised technical specification** anymore – however, it still **provides technical basis** and allow for **possibility to use CE-marking**

EOTA route novelties (I)

EAD only possible if products are not covered by a harmonised technical specification (HTS) (are outside the harmonised zone) (Articles 31(1)+(2) and 33(1))

Completely new innovation (no HTS, no EAD – at all)

Product is not covered by HTS when,

- » Declared use is outside the scope of HTS
- » Materials used are not identical to those defined in HTS
- » Assessment method set out in HTS is not appropriate for the product

EOTA route novelties (II)

EAD can be also developed on request of the Commission, a group of manufacturers or a manufacturers' association

ETA issued only after the EAD is cited

- » To make sure the EOTA route and harmonised technical specification are not interfering
- » Clarifies functioning of internal market (ETA is assessment tool, but the DoPC plus CE marking are tools to place on the market in accordance with CPR)

EOTA route novelties (III)

EAD expires after 10 years unless it is renewed

ETA remains valid until 5 years after expiration of the relevant EAD

but overruling principle applies:

EAD/ETA become invalid if a new harmonised technical specification covering the EAD becomes mandatory

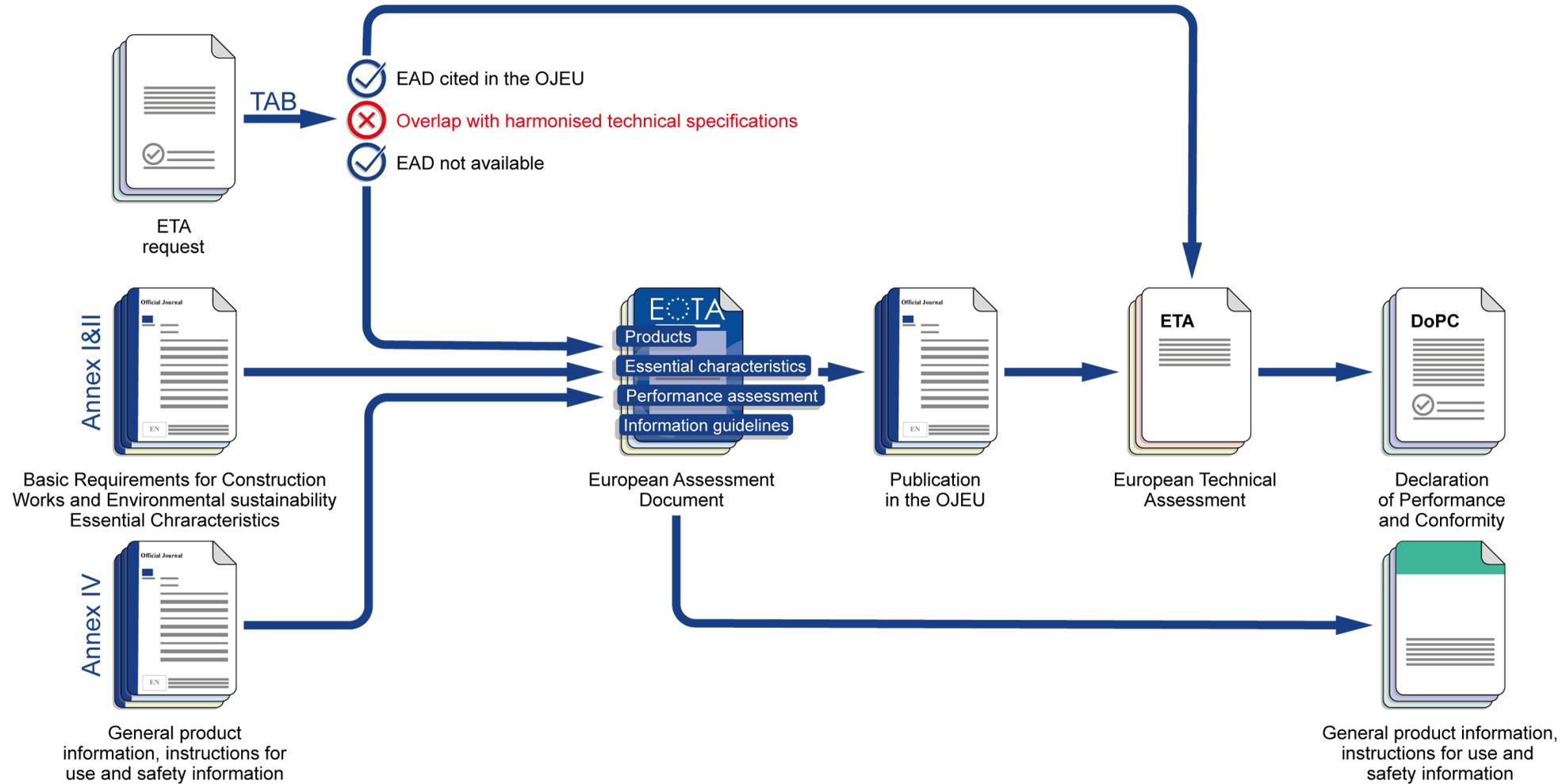
EOTA route continuity

Technical Assessment Bodies (TAB) and EOTA roles maintained

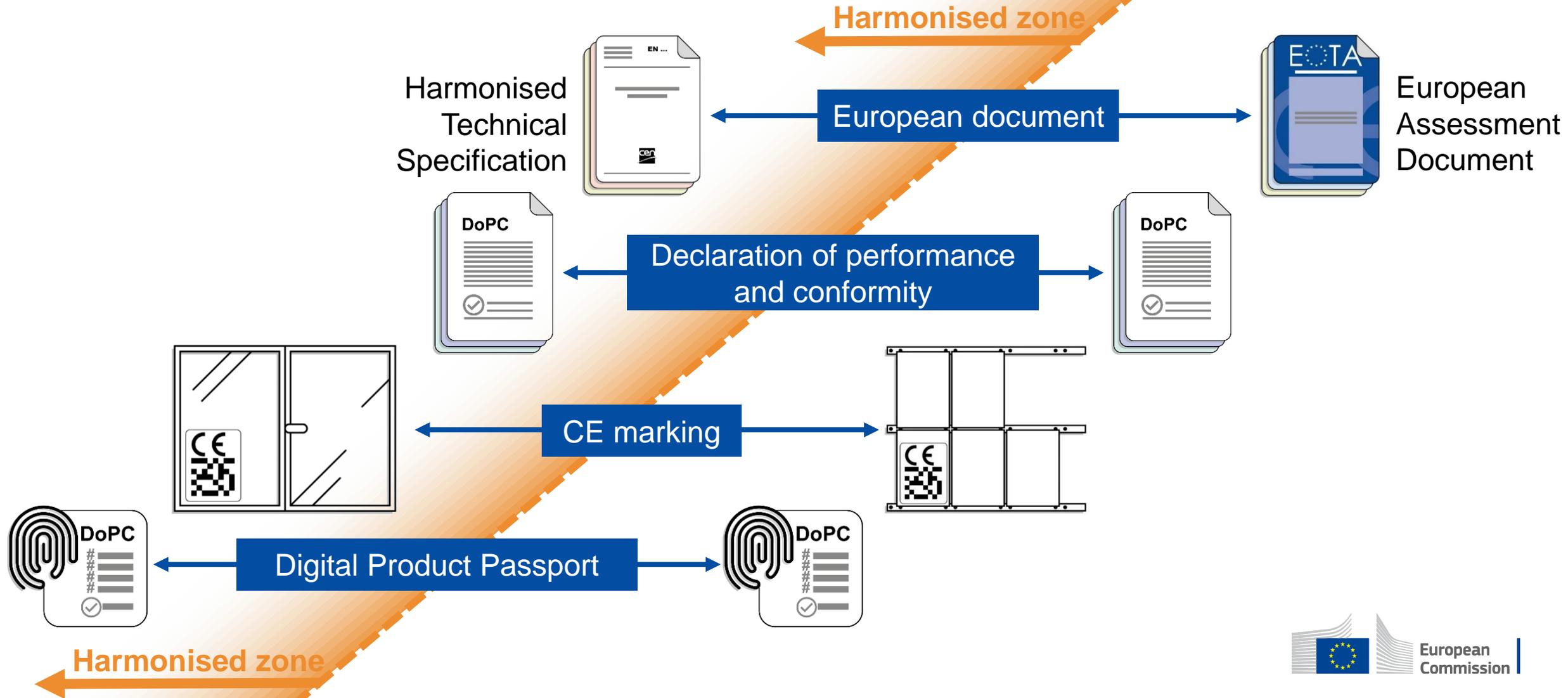
ETAs allow manufacturers to draw up the DoPC and affix the CE marking for marketing their products

“Bottom-up” approach - EADs focused on assessing the performance of the product on demand

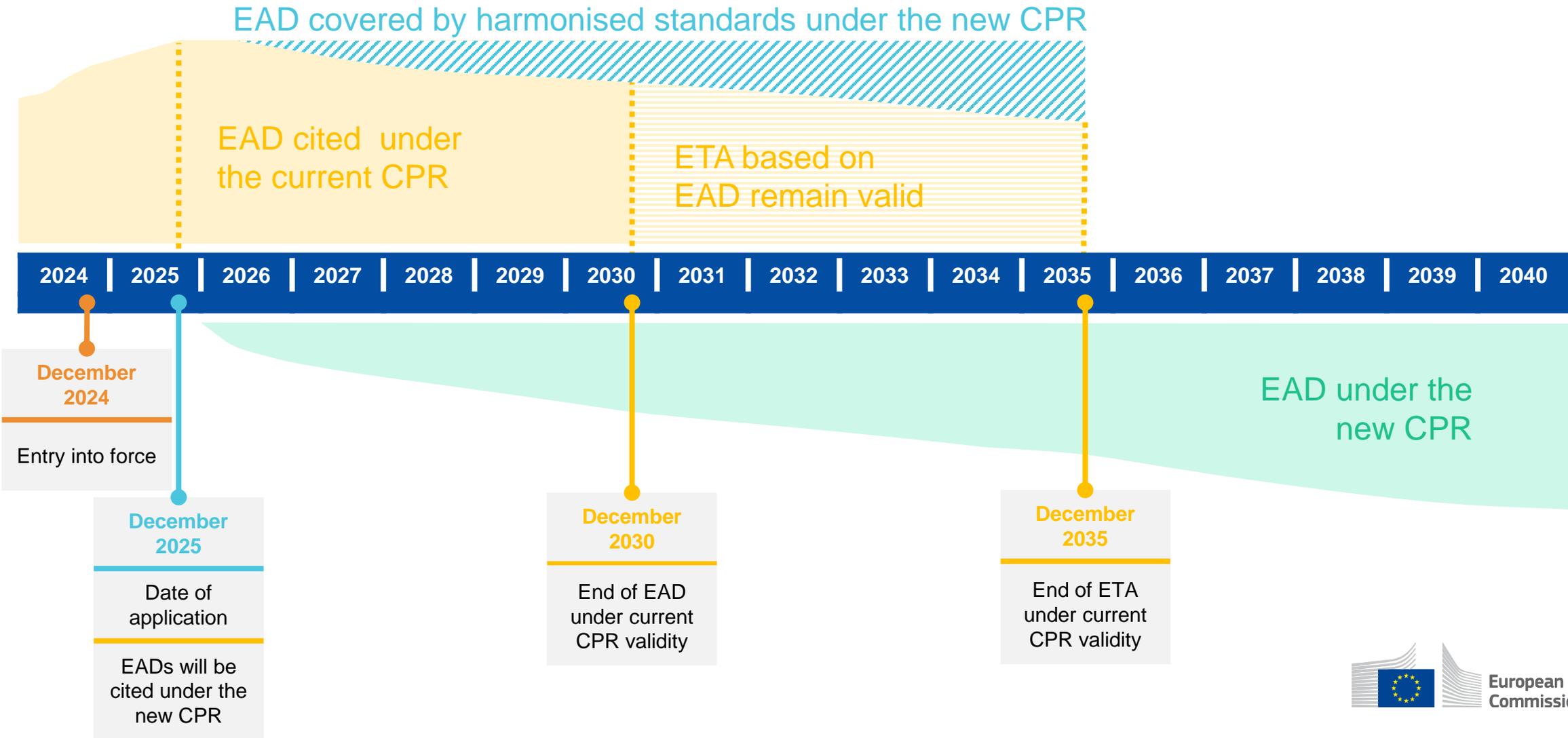
EOTA development and adoption process



Same marketing tools



EOTA route transition – EADs and ETAs (I)



EOTA route transition – EADs and ETAs (II)

An ETA can no longer be used for CE marking and will become only basis for technical documentation if:

- ETA was issued based on ETAG cited under the CPD – such an ETA is not an ETA in the sense of CPR
- ETA was issued based on non-cited EAD → ETA request
- ETA was issued based on an EAD which is replaced by a HTS (product enters the harmonised zone) → mandatory DoPC and CE marking based on HTS

7. Do you encounter products CE marked based on EADs in your business?

289

Yes, on a daily basis



Yes, quite often



Yes, sometimes



Only rarely



No, never



I only check the CE marking, not the technical specification



Transition to the new CPR



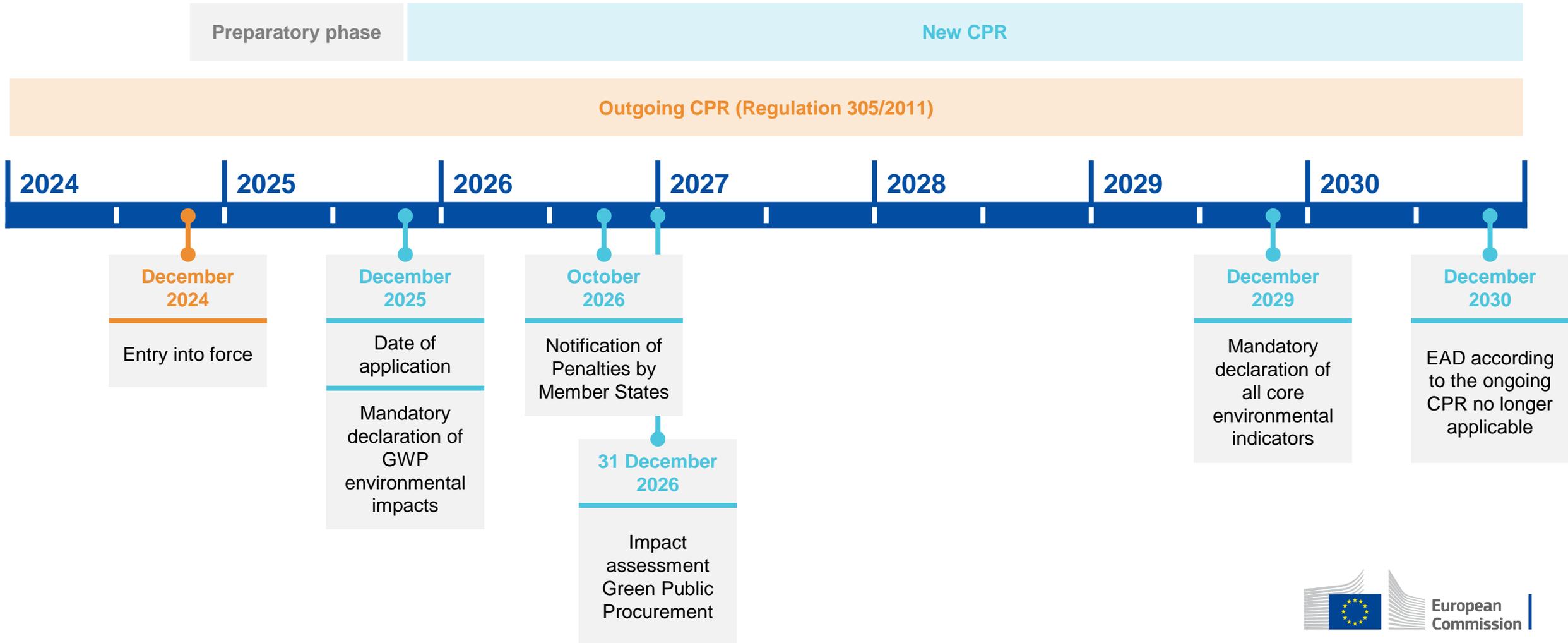
General principles

Current CPR (305/2011) regulates construction products covered by harmonised standards and EADs adopted under it.

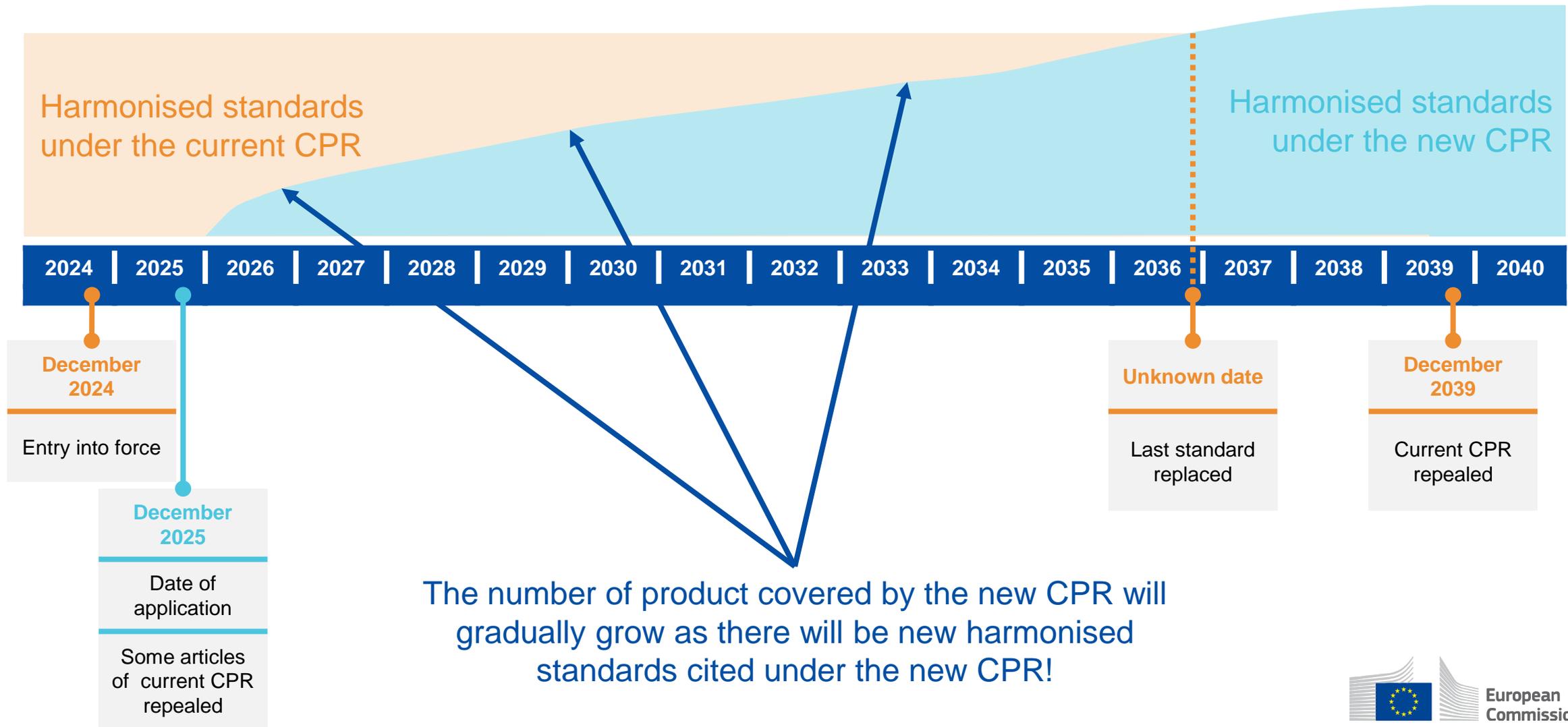
New CPR regulates construction products covered by harmonised technical specifications and EADs adopted under it.

There are no obligations for products unless there are harmonised technical specifications or products are CE marked based on an EAD.

Overview of the new CPR timeframe



CPR transition – harmonised standards



First implementation steps

After the entry into force:

- Omnibus delegated act containing AVS (based on current AVCP) + horizontal classes (fire, dangerous substances)
- Implementing act on ETA format
- Continuation of the CPR Acquis under the new CPR
- Preparation of first Working plan

Thank you!



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