



Brussels, 8 March 1996

**M/200 Rev.3**

## **MANDATE TO CEN FOR STANDARDIZATION AND A STUDY RELATED TO PACKAGING AND PACKAGING WASTE**

### **I. BACKGROUND**

This mandate is related to the Directive 94/62/EEC of 31 December 1994, on Packaging and Packaging Waste. The aim of the Directive is to harmonise national measures concerning the management of packaging and packaging waste in order to *provide a high level of environmental protection* and to *ensure the functioning of the internal market*.

The Directive relates to all types of packaging placed on the market and all packaging waste, whether it is used or released at industrial, commercial, office, shop, service, household level or any other level, and regardless of the material used.

Standardization has two roles under the terms of the Directive. In line with the New Approach of Council Resolution 85/C/136/01 of May 1985, the Directive imposes essential requirements which packaging must meet if it is to be placed on the market, and states that compliance with the essential requirements is to be presumed for packaging which is in conformity with harmonized standards or national standards where no harmonized standards exist.

The Directive sets out a number of areas for standardization regarding the essential requirements to the manufacturing and composition of packaging and packaging waste and to the reusable and recoverable, including recyclable, nature of packaging.

In addition to this, the Directive calls, in Article 10, for promotion of the preparation of European Standards in support of the environmental protection objectives: in particular relating to criteria and methodologies for life cycle analysis, to methods for measuring and verifying the presence of heavy metals and measuring their release into the environment, to criteria for the minimum content of recycled material in packaging, to recycling methods, to composting methods and to the marking of packaging.

In October 1994, CEN/CENELEC accepted a programming mandate, M 028, aimed at establishing a coherent and complete programme of standardization related to Directive 94/62/EC. This programme was submitted to the Commission on 23 May 1995. It comprises proposals for a programme of standards and reports.

This standardization and study mandate requests CEN, in co-operation with CENELEC as appropriate, to draw up standards covering packaging and packaging waste as described in the scope of the Directive 94/62/EC and mentioned in clause II and Annex A of this mandate, and to draw up Reports in certain areas related to the environmental objectives of the Directive. Certain items submitted in response to mandate M/028 are, however, excluded. They are listed in Annex B.

## **II. DESCRIPTION OF THE MANDATED WORK**

The Commission requests CEN to draw up standards for packaging and packaging waste, useful for the application of the Directive, covering all environmental aspects of all kinds of packaging and packaging materials and reflecting the objectives of the Directive, that is to prevent waste of packaging, and to promote the reuse of packaging and recovery, including recycling, of packaging waste.

The standards shall be drawn up in line with the target dates submitted to the Commission in response to the programming mandate M/028.

The work to be carried out is listed in Annex 1, itself based on the response to Mandate M/028. It shall comprise: (a) standards intended to give presumption of conformity with the essential requirements of the Directive; (b) standards in support of the environmental objectives of the Directive; (c) Reports on particular areas, including where appropriate proposals for the elaboration of further standards in such areas.

### **A. Standards intended to give presumption of conformity with essential requirements of the Directive (Article 9 and Annex II).**

#### *Structure of standards intended to give presumption of conformity*

Standards shall relate to the manufacturing and composition of packaging (prevention); to the reusable nature of packaging; to packaging recoverable in the form of material recycling; to packaging recoverable in the form of energy recovery; to packaging recoverable in the form of composting; and to biodegradable packaging.

The structure of the standards intended to give presumption of conformity with the essential requirements of the Directive shall be as follows:

- For the manufacturing and composition of packaging - 1 general standard;
- For reusable packaging - 1 general standard;
- For packaging recoverable in the form of material recycling - 1 general standard;
- For packaging recoverable in the form of energy recovery - 1 general standard;
- For packaging recoverable in the form of organic recovery - 1 general standard.

#### *Manufacturing and composition of packaging (Prevention)*

The standard containing the requirements regarding prevention shall be in line with articles 1, 3 § 4, 4 and 9 and Annex II § 1, indents 1,2 and 3 of the Directive. *Prevention*

*of packaging waste* and any impact thereof on the environment are key objectives of the Directive. To characterize prevention of packaging, and hence packaging waste, a standard is necessary to set criteria for the assessment and measurement of source reduction.

### *Reuse*

The standard intended to give presumption of conformity with the essential requirements for reusable packaging shall be in line with Annex II, § 1, indent 1,2 and 3 and Annex II § 2 of the Directive. The requirements according to the third indent of Annex II § 2 can be any or all of those for material recycling, those for energy recovery, and those for organic recovery.

The requirements shall ensure that it is easy as possible to collect, clean and reuse the packaging.

The requirements shall take into account :

- requirements to guarantee a minimum number of trips or rotations under normally predictable conditions of use including test methods for the demonstration of this;
- requirements for the packaging to take into account the cleaning process or the waste from the cleaning process (limitation or additional fittings, glues, inks etc.);
- modular dimensional co-ordination, including height as appropriate, for relevant packaging systems established in the market.

### *Material recycling*

The standard intended to give presumption of conformity with the essential requirements for packaging recoverable in the form of material recycling shall be in line with Annex II § 1, indent 1,2 and 3 and Annex II § 3, (a) of the Directive.

The requirements shall take into account :

- substances or materials that are liable to create problems in the recycling process;
- Materials, combinations of materials or designs of packaging, that are liable to create problems in collecting and sorting before material recycling;
- the presence of substances or materials that are liable to have a negative influence on the quality of the recycled material.

### *Energy recovery*

The standard intended to give presumption of conformity with the essential requirements for packaging recoverable in the form of energy recovery shall be in line with Annex II §1, indent 1,2 and 3 and Annex II § 3, (b) of the Directive.

The requirements shall take account of :

- substances or materials that are liable to have a negative influence on the energy recovery process;
- materials, combinations of materials or designs of packaging that are liable to create problems in collecting and sorting before energy recovery.

The standard shall contain a specification of the minimum inferior calorific value.

#### *Organic recovery*

The standard intended to give presumption of conformity with the essential requirements for packaging recoverable in the form of composting or biodegradation shall be in line with Annex II §1, indent 1,2 and 3 and Annex II § 3, (c) and (d) of the Directive.

The requirements shall take account of :

- substances or materials that are liable to create problems in the composting or biodegradation process;
- materials, combinations of materials or designs of packaging that are liable to create problems in collecting and sorting before composting or biodegradation;
- the presence of substances or materials that are liable to have a negative influence on the quality of the product from the composting or biodegradation process.

#### **B. Standards intended to support the environmental objectives of the Directive (Article 10).**

Standards shall be drawn up covering:

Criteria for recycling methods;

Prerequisites for evaluating the composting of packaging;

Test methods for the degradability of packaging materials.

#### **C. Reports dealing with particular areas.**

CEN is requested to carry out a study and to draw up Reports in each of the following areas related to the environmental objectives of the Directive:

The measurement and verifying of heavy metals and other dangerous substances present in packaging and their release to the environment;

Criteria for the minimum content of recycled material;

Criteria and methodologies for the life-cycle analysis of packaging;

Material identification systems and marking.

The Reports on each of the areas stated shall, where appropriate, include a list of proposed standards to be developed, with target dates for their completion. The Commission will decide on these proposals, after having consulted the Committee on Standards and Technical Regulations. It is envisaged that a further mandate will be issued for the elaboration of standards considered necessary following consideration of the Reports.

### **III. BODIES TO BE ASSOCIATED.**

The preparation of the standards shall be carried out in association with industrial and commercial organizations, particularly in the field of packaging and waste management; with regulatory bodies; with representatives of consumer groups and with environmental and scientific organizations.

### **IV. EXECUTION OF THE MANDATE**

1. The European Standards (EN) shall be adopted by the dates stated in Annex A. CEN shall send to the Commission, by these dates, the standards adopted according to this mandate in three linguistic versions (English, French and German). and the titles of the standards in the other languages of the European Union.
2. The European Standards adopted shall be transposed into national standards, and differing national standards shall be withdrawn from the catalogues of the national standards organizations in the Member States within six months from the adoption of the European Standards.
3. CEN shall deliver the Reports mentioned in clause II C above to the Commission by the dates stated in Annex A. CEN shall send to the Commission, by these dates, the Reports adopted according to this mandate in three linguistic versions (English, French and German).
4. Acceptance by CEN of this mandate starts the standstill period referred to in Article 7 of Council Directive 83/189/EEC of 28 March 1983 (OJ No. L109 of 6 April 1983).

## ANNEX A

### STANDARDS AND REPORTS TO BE ELABORATED.

#### Titles of standards related to Article 9 and Annex II of the Directive

#### Timetable

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<b>Prevention</b>		
1	Criteria for assessment of source reduction	Stage 32 : 1996 - 12 Stage 40 : 1997 - 06 Stage 49 : 1998 - 06
<b>Reuse</b>		
2	Requirements for relevant materials and types of reusable packaging	Stage 32 : 1996 - 12 Stage 40 : 1997 - 06 Stage 49 : 1998 - 06
<b>Material recycling</b>		
3	Requirements for packaging recoverable in the form of material recycling	Stage 32 : 1996 - 12 Stage 40 : 1997 - 06 Stage 49 : 1998 - 06
<b>Energy recovery</b>		
4	Requirements for packaging recoverable in the form energy recovery, including specification of "inferior calorific value"	Stage 32 : 1996 - 12 Stage 40 : 1997 - 07 Stage 49 : 1998 - 07
<b>Organic recovery</b>		
5	Requirements for packaging recoverable in the form of composting and biodegradation Test scheme for the final acceptance of packaging	Stage 32 : 1996 - 01 Stage 40 : 1997 - 01 Stage 49 : 1998 - 01

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**Titles of standards and reports related  
to Article 10 of the Directive****Timetable**

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6	Requirements for measuring and verifying heavy metals and verifying heavy metals and other dangerous substances, present in packaging, and their release into the environment (CEN Report).	Stage 32 : 1996 - 12 Stage 40 : 1997 - 06 Stage 49 : 1998 - 06
7	Criteria for recycling methods Description of recycling processes, flow chart	Stage 32 : 1995 - 09 Stage 40 : 1996 - 03 Stage 49 : 1997 - 09
8	Criteria for a minimum content of recycled material (CEN Report)	Stage 32 : 1996 - 06 Stage 40 : 1997 - 09 Stage 49
9	Prerequisites and quality of compost for evaluating composting of packaging	Stage 32 : 1996 - 01 Stage 40 : 1997 - 01 Stage 49 : 1998 - 01
10	Test methods on the degradability of packaging materials	Stage 32 : 1995 - 12 Stage 40 : 1996 - 12 Stage 49 : 1997 - 12
11	Criteria and methodologies for Life Cycle Analysis of packaging (CEN Report)	Stage 32 : 1997 - 06 Stage 40 : 1998 - 06
12	Marking and material identification system in relation with Article 8 and 10 of the Directive (CEN Report)	

## ANNEX B

### STANDARDS NOT COVERED

*The following standards, proposed by CEN in the response to mandate M/028, are not covered by this mandate.*

#### **Titles of standards**

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- 1 Definition and Delimitation of packaging
- 2 Recovery - Description of recovery processes - Flow charts describing all relevant recovery routes for packaging waste and possible interaction between the different recovery routes
- 3 Rate of recovery : Definition and method of calculation
- 4 Rate of material recycling - Definition and method of calculation
- 5 Standard for calculation methods for energy recovery rate
- 6 Aerobic biodegradability in a composting system
- 7 Aerobic biodegradability in a digester system
- 8 Aquatic tests for the biodegradability of packaging and packaging materials
9. Requirements for glass packaging intended for reuse
10. Requirements for plastic primary sales packaging
11. Requirements for drums intended for reuse
12. Requirements for distribution and transport of packaging in contact with products intended for reuse
13. Requirements for secondary distribution and transport packaging intended for reuse
14. Requirements for pallets intended for reuse