



Brussels, 28.5.2014
C(2014) 3451 final

COMMISSION IMPLEMENTING DECISION

of 28.5.2014

on deciding to make a standardisation request to the European standardisation organisations pursuant to Article 10 (1) of Regulation (EU) No 1025/2012 of the European Parliament and of the Council in support of implementation of the EU Strategy on Adaptation to Climate Change [COM(2013) 216 final]

(Text with EEA relevance)

ONLY THE ENGLISH, FRENCH AND GERMAN TEXTS ARE AUTHENTIC

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THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Regulation (EU) No 1025/2012 of the European Parliament and of the Council on European standardisation¹, and in particular Articles 10(1) and 10(2) thereof,

Whereas:

- (1) The implementation of the EU Strategy on adaptation to climate change², and in particular the action of ensuring an infrastructure more resilient to the impacts of climate change, can be supported by European standardisation.
- (2) A standardisation request in support of the EU Strategy on adaptation to climate change is foreseen in the annual Union work programme for European standardisation³, and in particular in clause 2.5.1 thereof.
- (3) The European standardisation organisations, the European stakeholders organisations receiving Union financing and the Climate Change Committee were consulted.
- (4) The Committee on Standards delivered a favourable opinion on measures provided for in this Decision according to the Article 22(3) of Regulation (EU) No 1025/2012.

HAS ADOPTED THIS DECISION:

Article 1

Objectives

The Commission hereby decides to request the European standardisation organisations to initiate standardisation activities in order to support the implementation of the EU Strategy for Adaptation to Climate Change⁴.

¹ OJ L 316, 14.11.2012, p. 12

² COM(2013) 216 final

³ COM(2013) 561 final

⁴ The full text of the standardisation request is annexed.

Article 2

Addressees

This Decision is addressed to the European standardisation organisations:

- (1) The European Committee for Standardization (CEN)
Avenue Marnix 17
1000 Brussels
Belgium
- (2) The European Committee for Electrotechnical Standardization (CENELEC)
Avenue Marnix 17
1000 Brussels
Belgium
- (3) The European Telecommunications Standardisation Institute (ETSI)
650 Route des Lucioles
F-06921 Sophia Antipolis
France

Done at Brussels, 28.5.2014

For the Commission
Connie HEDEGAARD
Member of the Commission



EN

ANNEX

to the Commission of Implementing Decision on deciding to make a standardisation request to the European standardisation organisations pursuant to Article 10 (1) of Regulation (EU) No 1025/2012 of the European Parliament and of the Council in support of implementation of the EU Strategy on Adaptation to Climate Change [COM(2013) 216 final]

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FOREWORD

The 2013 EU Strategy on Adaptation to Climate Change [COM(2013) 216 final]¹ acknowledges that Europe is facing a series of impacts that will affect our livelihoods, ecosystems and economies. While there have been various efforts on advancing adaptation at various levels, there is currently considerable scope and need for immediate action. The actions undertaken to date are far from being enough to properly manage the emergence of negative impacts on our society and our territories. Furthermore, the incidence of these impacts is likely to increase and could lead to significant economic losses, public health problems and deaths.

Whatever the warming scenarios, and however successful mitigation efforts prove to be, the impact of climate change will increase in the coming decades because of the delayed impacts of past and current greenhouse gas emissions. We therefore have no choice but to take adaptation measures for tackling the unavoidable climate impacts and their economic, environmental and social associated costs. By prioritising coherent, flexible and participatory approaches, it is cheaper to take early, planned adaptation action than to pay the price of not adapting.

Although recognizing that adaptation needs to be implemented mostly at local level, it is foreseen that multi-governance together with preparatory measures for adaptation at sectoral level are needed for facilitating and promoting sound, coordinated and coherent actions in this field.

‘Resilience to climate change’ refers to the ability of a system to withstand the negative impacts of climate change while retaining the same basic structure and ways of functioning. Resilience could be enhanced by taking adaptation measures. Adaptation to climate change, in its turn, means a response that seeks to reduce the vulnerability of a system to the mentioned negative impacts (including those of the magnitude of natural disasters). Thus, successful adaptation needs to properly address and manage the risks posed by climate change. The existing close synergies between adaptation and disaster risk management will need to be properly exploited in the work to be carried out under this standardisation request. Nature based solutions (e.g. green infrastructures) should also be considered, where appropriate, for reducing the vulnerability of physical infrastructures. The Commission Communication on Green Infrastructure [COM(2013) 249 final]² supports this approach³.

Adaptation may come in many different forms, but an important action that can be taken at the European level is to support activities for the design, execution, operation and maintenance of infrastructures in order for them to be resilient as an overall system, to incorporate resilient materials, and to make use of established best available techniques

¹ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:DKEY=725522:EN:NOT>

² <http://eur-lex.europa.eu/Notice.do?val=726191:cs&lang=en&list=726191:cs.&pos=1&page=1&nbl=1&pgs=10&hwords=&checktexte=checkbox&visu=#texte>

³ The Communication foresees that the Commission will assess how technical standards, particularly in relation to physical building blocks and procedures, could increase the deployment of Green Infrastructure. Based on this work, the Commission will assess after 2014 the need for further standardisation focused on Green Infrastructure solutions.

and practices. European standardisation has a key role when building new infrastructures or maintaining and upgrading the existing ones as standards are used during every phase of their lifetime cycle. They apply during the planning phase (e.g. risk assessments, planning and environmental standards), the construction phase (e.g. engineering design, choice of materials used, tests carried out), and the operation and maintenance phase (e.g. environmental standards, safety and security standards). Furthermore, standardisation can be used to improve the overall safety and performance of infrastructure, as well as to raise its level of energy efficiency. Thus, standardisation could prove to be an extremely powerful tool for adaptation to climate change.

1. OBJECTIVES

1.1. Requested standardisation activities

The Commission requests⁴ pursuant to Article 10(1) of Regulation (EU) No 1025/2012⁵ the European standardisation organisations⁶ (ESOs):

- to develop tools, i.e. guidance or other type of documents, that will ensure that adaptation to climate change can be taken into account in a systematic way in European standardisation, where relevant;
- to identify the existing European standards and European standardisation deliverables, including those under development, that are most relevant for adaptation to climate change in the three priority sectors identified in the EU Strategy on Adaptation to Climate Change; and
- to revise the identified European standards or European standardisation deliverables⁷, and to draft new ones if deemed necessary, with a view to enhancing the resilience to climate change of the infrastructures they apply to.

The main objective of this request is to contribute to building and maintaining a more climate resilient infrastructure throughout the EU in the three key sectors (hereinafter called '**priority sectors**') identified in the EU Strategy on Adaptation to Climate Change. These are: **transport infrastructure, energy infrastructure and buildings/construction**. In addition, there is also a need to consider the ICT infrastructures that are closely interconnected with and support the functioning of the sectors mentioned above, to the extent that they contribute to or have an impact on the overall resilience of the priority sectors.

The execution of this request will need to cover all types of standards managed by the ESOs, whether they are for products, services, testing and measurements, processes etc.

⁴ Commission Implementing Decision [reference]

⁵ OJ L 316, 14.11.2012, p. 12

⁶ Article 2(8) of Regulation (EU) No 1025/2012,

⁷ Hereinafter references to 'standards' cover European standards and European standardisation deliverables including documents under development if not otherwise stated.

including European standards transposing international standards. A special attention will need to be paid to the standardisation supporting engineering design.

The Eurocodes are outside the scope of this request and covered by separate initiatives⁸.

1.2. Public interests and policy objectives

The European Commission recently adopted the EU Strategy on Adaptation to Climate Change [COM(2013) 216 final] that sets out a framework and mechanisms for taking the EU's preparedness for current and future climate impacts to a new level.

One of the three objectives of the Strategy is "Climate-proofing EU action: promoting adaptation in key vulnerable sectors". A key action defined in support of this objective is "Ensuring more resilient infrastructure" that calls upon, among others, launching "a mandate for European standardisation organisations to start mapping industry-relevant standards in the area of energy, transport and buildings" and "identifying standards to be revised for better inclusion of adaptation considerations".

Relevant stakeholders from the key sectors throughout the EU were consulted while defining the EU Strategy and they expressed positive views on the proposed actions. Furthermore, the national standardisation bodies gave indications to conclude that adaptation to climate change is not yet well incorporated into standards or guides for the development of standards.

This request asks, apart from the identification and revision of the relevant standards, for "horizontal" underpinning activities to develop guidance tools that will ensure that adaptation to climate change can be embedded into all future European standardisation activities. This comprehensive approach will ensure, on the one hand, that the relevant standards in the priority sectors are mapped and a systematic revision programme for them is put in place and started and, on the other hand, that new standards to be developed by the ESOs can take into account adaptation to climate change.

2. ACCEPTANCE OF THE REQUEST

The ESOs are asked to inform the Commission within one month after the receipt of this request whether they accept it.

The acceptance reply may include a request for Union funding or may indicate if Union funding available for activities pursuant to Article 15 of Regulation (EU) No 1025/2012 is applied later and informing also on estimated amount needed and estimated date for a possible request. Such a funding request shall respect deadlines set in this standardisation request and in the mandated work programme, as agreed with the Commission according to clause 5.3, for the execution of the standardisation work.

⁸ M/515 on amending existing Eurocodes and extending the scope of structural Eurocodes (12 December 2012);
http://ec.europa.eu/enterprise/standards_policy/mandates/database/index.cfm?fuseaction=search.detail&id=523

3. EXPIRE

Where the standardisation request is not accepted by any of the ESOs, this request shall expire three (3) months after its notification to the ESOs.

This request, if accepted by relevant ESOs, shall expire after relevant ESOs submit, according to clause 5.4, the final report indicating the closure of this request.

4. DESCRIPTION OF THE REQUIREMENTS FOR THE REQUESTED DELIVERABLES AND FOR THE STANDARDISATION WORK

4.1. Requirements for the deliverables

4.1.1. Standards relevant for adaptation to climate change

The ESOs are requested to identify the standards relevant for adaptation to climate change in the three priority sectors, to prioritise them and subsequently revise the prioritised standards.

For the purpose of this request, a standard is to be considered relevant for adaptation to climate change if it has the potential of contributing in any way towards the general objective of making the infrastructure in the three priority sectors more resilient to climate change – either by supporting the design of products, services or systems (such as infrastructure), or the organization of the processes, the testing and measurement activities, etc.

The subsequent action of revising the relevant standards for better supporting the above mentioned objective is expressed hereinafter as “*making the standards resilient to the adverse effects of climate change*”.

4.1.2. Prioritisation criteria for selecting priority standards

The initial prioritisation is given in this request through selected priority sectors. The ESOs are further requested to develop a set of ‘prioritisation criteria’ to be used when selecting ‘priority standards’ to be revised or adapted first.

The prioritization criteria could include, inter alia, the following:

- standards applicable to the critical infrastructure, as defined in the Council Directive 2008/114/EC⁹, should be prioritised;
- influence of the standard on the resilience of an infrastructure system (for instance the standards that address more vulnerable parts of a building) could be prioritised;

⁹ OJ L 345, 23.12.2008, p. 77

- influence of the infrastructure on the overall resilience of the economy (for instance the standards for increasing the resilience of parts of the energy sector) could be a priority, aiming at eliminating/reducing blackouts;
- potential of inducing multiplying/leveraging effects that will allow a quick start of the processes that lead to adaptation (e.g. standards related to risk analysis);
- type and timing of revision required for the standard (for instance standards that are due for revision as part of the normal cycle or standards that could need only minor revisions) could be prioritised.

4.1.3. *Tools for assisting standardisation processes*

The ESOs are requested to develop a guidance document for assisting standardisation processes in order to ensure that adaptation to climate change can be taken into account in a systematic way in all European standardisation beyond standardisation work initiated by this request.

This guidance could be a completely new document or be based on an existing document like a revision to CEN Guide 4:2008¹⁰ in order to include guidance on adaptation to climate change and supplemented with guidance beyond product standardisation.

4.2. **Requirements for the standardisation work**

The requested standardisation work shall be comprised of three main phases:

- Two consecutive phases - for “Programming” (phase 1) and for “Standardisation” (phase 2), and
- A phase for “Guidance development” (phase G) which will run in parallel with phases 1 and 2. However, the findings of phase G should be available before starting the phase 2.

Because of the nature of this standardisation request deadlines for the adoption of relevant priority standards cannot be set in the request itself.

4.2.1. *Project planning*

The ESOs shall ensure that an appropriate and continuous overall project planning is in place for the execution of this standardisation request. A consolidated work plan which describes, among others things, tasks, milestones, estimated or allocated resources, estimated or actual deadlines and timeframes as well as contact points shall be made accessible to the Commission.

4.2.2. *Programming (phase 1)*

During phase 1 the ESOs are requested to develop a clear overview of the standards that are relevant for adaptation to climate change within the three priority sectors.

The execution of phase 1 is divided into three (3) tasks:

¹⁰ CEN Guide 4:2008 Guide for addressing environmental issues in product standards; ftp://ftp.cen.eu/BOSS/Reference_Documents/Guides/CEN/CEN_4.pdf

- **Task 1: Perform a mapping exercise:** The ESOs shall provide a comprehensive overview of relevant standards in relation to adaptation to climate change within the three priority sectors. The list of identified relevant standards shall be accompanied by a description of the methods or assessments used for identifying them.
- **Task 2: Set prioritisation criteria:** The ESOs shall establish a set of criteria for the prioritisation which is needed when executing the task 3.
- **Task 3: Establish the list of priority standards (the preliminary work programme):** On the basis of tasks 1 and 2 the ESOs shall prepare a list of priority standards to be revised and/or adopted first for each of the three sectors, accompanied by the justification of their selection and indicating also responsible technical bodies and a tentative timetable for the execution of the work. It is suggested to have maximum 20 standards per priority sector and those standards should cover all types of standards referenced in clause 1.1 to the extent that these types prove relevant.

This preliminary work programme shall also indicate whether the priority standards identified are linked to other standardisation requests.

The preliminary work programme could propose the development of new standards, if this was identified as a need or useful development during phase 1.

4.2.3. *Development of standards (phase 2)*

The mandated work programme as agreed with the Commission according to clause 5.3 will be the basis for the standardisation work when revising or adapting the priority standards for making them resilient to the adverse effects of climate change. If necessary, this phase can be supported by research activities. The revised priority standards shall represent best practice examples for making the standards resilient to the adverse effects of climate change within other sectors not covered by this request.

The ESOs shall report annually to the Commission on the execution of the mandated work programme. The ESOs shall make annual and final reports publicly available on their websites and these reports shall contain or allow access to the mandated work programme.

New work items can be added in the mandated work programme provided such work items are within the scope and objectives of this standardisation request.

Relevant ESO shall inform the Commission before a work item is added to or removed from the agreed mandated work programme together with a rationale. Adding a new work item in the mandated work programme or removing an existing one is subject to the Commission agreement with the exception of revisions to deliverables already covered by this standardisation request.

4.2.4. *Guidance development (phase G)*

The work on the guidance document for assisting standardisation processes with regard to ensuring resilience to climate change should be ideally started in parallel with phase 1

together with the other activities in such a way that the guidance document (in final or draft format) is in place when the revision or adaptation of the priority standards begins in phase 2.

5. ARRANGEMENTS FOR THE EXECUTION OF THIS REQUEST

5.1. Project planning

The **consolidated work plan** shall be made available to the Commission at the same time when communicating interim and annual reports according to clauses 5.2 and 5.4.

5.2. Programming (phase 1)

A **consolidated interim report on programming phase** shall be sent by the ESOs to the Commission **13 months** after the notification of this standardisation request by the Commission.

Before executing the task 3 and applying the prioritisation criteria the ESOs shall give a possibility for the Commission to express its views on the prioritisation criteria according to deadlines set by the ESOs in the work plan.

A **consolidated preliminary work programme** i.e. list of priority standards (outcome of task 3) together with the results of the mapping exercise (task 1) and prioritisation criteria (task 2) shall be sent by the ESOs to the Commission no later than **31 months** after the notification of this standardisation request by the Commission.

5.3. Agreement on the mandated work programme

The Commission will inform the ESOs no later than **1 month** after receiving the preliminary work programme (outcome of the task 3 in phase 1) on the work items to be included in the **mandated work programme** including any further priorities to be observed during the work.

5.4. Reporting

The ESOs shall give a **consolidated first annual report 25 months** after the notification of this standardisation request by the Commission. Subsequent reports shall be delivered on an annual basis.

The ESOs shall give a **consolidated final report 6 ½ years** after the notification of this standardisation request by the Commission or after all work items of the mandated work programme are finalised whichever date comes first.

5.5. Other provisions

The ESOs shall maintain continuous liaisons with the Commission service responsible for this standardisation request during the execution of the request.

The ESOs could consult, if needed, the European Commission's Joint Research Centre (JRC) or ask JRC for specific expert input, available sets of data and/or studies etc. Climate Action Directorate General of the European Commission will facilitate this process and support a smooth communication between the ESOs and the JRC.

Although the focus is on European standardisation, the ESOs shall also put efforts in taking into account any relevant developments in international standardisation, in particular developments on standard ISO 31000¹¹ as appropriate.

Possible disagreements and disputes on the interpretations of the requirements given in this standardisation request shall be addressed to the Commission service responsible for this standardisation request and always informing the standardisation unit of Enterprise and Industry Directorate General.

¹¹ ISO 31000:2009, Risk management – Principles and guidelines