

**ISO Central Secretariat**

1, ch. de la Voie-Creuse  
Case postale 56  
CH - 1211 Genève 20  
Switzerland

Telephone + 41 22 749 01 11  
Fax + 41 22 733 34 30  
E-mail central@iso.org  
Web www.iso.org

Organisation internationale de normalisation  
International Organization for Standardization  
Международная Организация по Стандартизации



Our ref TMB / NWIP

**TO THE ISO MEMBER BODIES**

Date 2013-03-12

**New work item proposal – Occupational health and safety management systems - Requirements**

Dear Sir or Madam,

Please find attached a new work item proposal submitted by BSI (UK) on *Occupational health and safety management systems - Requirements*. It should be noted that, if the NWIP is approved, the work is proposed to be carried out in a Project Committee.

In addition to the NWIP and corresponding information received from BSI, you will find attached a letter from Rob Steele, ISO Secretary General, addressing the right and ability of ISO and its members to deal with the subject area, as well as a letter from the International Labour Organization (ILO) on this proposal.

You are kindly invited to complete the ballot form ([Form 05](#)) which can be downloaded at [www.iso.org/forms](http://www.iso.org/forms) and send it, preferably in Word format, to the Secretariat of the ISO Technical Management Board at [tmb@iso.org](mailto:tmb@iso.org) before **11 June 2013**.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'S. Clivio', written over a white background.

Sophie Clivio  
Secretary to the Technical Management Board

Encl: Letter from Rob Steele (ISO Secretary General)  
Letter from the ILO  
Letter from BSI  
NWIP (Form 04)  
OHSAS Justification Study  
2011 OHSAS Standards and Certificates Survey results data (see separate Excel file)  
OHSAS 18001  
OHSAS 18001 - Proof of concept draft

**ISO Central Secretariat**

1, ch. de la Voie-Creuse  
Case postale 56  
CH - 1211 Genève 20  
Switzerland

Telephone + 41 22 749 02 17  
Fax + 41 22 733 34 30  
E-mail central@iso.org  
Web www.iso.org

Organisation internationale de normalisation  
International Organization for Standardization  
Международная Организация по Стандартизации



**Rob Steele**

Secretary-General

Your ref.  
Our ref. TMB/NWIP

Date 2013-03-122

**TO THE ISO MEMBER BODIES**

**New work item proposal – Occupational health and safety management systems - Requirements**

Dear Sir or Madam,

A New Work Item Proposal (NWIP) from BSI on "*Occupational Health and Safety (OH&S) Management Systems – Requirements*" has been circulated today to ISO members for vote (see attached).

This letter does not express any view on the merits of the NWIP, instead I would like to address the right and ability of ISO and its members to deal with the subject area. The idea of an ISO standard on this subject is not new. However, it is being proposed again as BSI feel the landscape for OH&S standards has evolved over the last few years. For example, ISO has since successfully developed ISO 26000 : 2010 "Guidance on social responsibility", there have been a number of national developments on OH&S standards, and ISO has now adopted a common framework for management system standards. Given high stakeholder interest in the subject, you will no doubt be contacted by parties that oppose and those that support the proposal. That is good and what the ISO process is all about.

Attached you will find a letter from the International Labour Organization (ILO) dated 26 February 2013 expressing its concern with the proposal. Their comments are included to support greater collaboration with the ILO, and to inform ISO members about the ILO's views. However these are ILO's opinions only, and it's important to clarify a number of issues related to the role of ISO in this field, specifically:

***Is ISO "undermining the role of governments" by developing such a standard?***

Put another way, is ISO compromising the role of governments by developing standards in areas that are the subject of national regulation, such as health and safety of workers? Only governments can decide on regulations. This includes whether a voluntary ISO standard is referenced or used as a basis for regulations. ISO has no role or intent to develop standards that confuse or compromise regulations or public policy. This objective is clearly stated in Annex SO of ISO's Directives on "Principles for developing ISO and IEC Standards related to or supporting public policy initiatives". ISO has already successfully developed International Standards in highly regulated areas (e.g., food safety, medical devices) and experience has shown that the ISO standard has added value to the role of governments and their regulations, rather than having been a hindrance.



***Does ISO have the competence to address labour and social issues?***

The ILO is a specialized agency of the United Nations that brings together representatives of governments, employers and workers to jointly develop standards, policies and programmes promoting decent work for all. The ILO's international labour standards (ILS) are a means of achieving its objectives, including through ratification in its member States. One of ISO's strengths is the ability of its members to mobilize national stakeholders with expertise and interest in the standards that it develops, and to connect with the most relevant international organizations on a subject. In addition, ISO's audience is not States, but rather organizations. As new fields are proposed, ISO's network is triggered to ensure that the right individuals are engaged in its projects. ISO's competence is assured through its development procedures and its network of national members that involve the required expertise and stakeholder interests. A recent example is the successful development of ISO 26000 involving 6 categories of stakeholders including but not limited to industry, labour and government.

***Can ISO decide to pursue work if ILO disagrees?***

In 2007, the ILO Governing Body (the organization's Board) requested that ISO refrain from developing an International Standard on occupational health and safety management systems. In 2011, the ILO expressed concern and disappointment about ISO's decision to proceed with the field of human resources. In 2013, in reply to the attached BSI NWIP, ILO suggests again that this field is not within the competence of ISO. It's important to note that ISO is an independent international organization with its own structures and accountabilities. Therefore it is only ISO members that can decide to pursue a new field of activity. It would also go against ISO's own processes to prevent the circulation of new work on the basis of an external organization's disagreement.

I'm hoping that the justification in the NWIP, along with ILO's letter and this letter, help to clarify the issues as you consult stakeholders on this proposal. I encourage you to listen and engage with all relevant interests in your country, to challenge any unfounded claims for or against the proposal and to develop your position accordingly.

Yours truly,

A handwritten signature in blue ink, appearing to read 'Rob Steele', with a stylized flourish at the end.

Rob Steele



International Labour Office  
Bureau international du Travail  
Oficina Internacional del Trabajo

Mr. Kevin McKinley  
Deputy Director-General  
International Organization for  
Standardization  
1, ch. de la Voie-Creuse  
P.O. Box 56  
1211 Geneva 20

A/45

Réf. BIT/ILO

Votre réf.

Geneva, 26 February 2013

Dear Kevin,

I refer to your email of 12 February 2013, requesting ILO feedback before the New Work Item Proposal (NWIP) on OSH-MS Requirements is sent out for vote by ISO Members. I have been asked to reply on behalf of the International Labour Office.

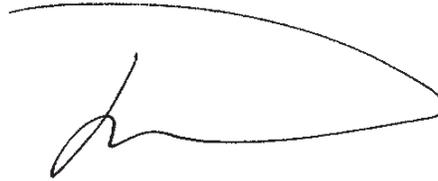
In March 2007, the ILO Governing Body decided to ask ISO to refrain from developing an international standard on occupational safety and health management systems (OSH-MS), and reaffirmed ILO's mandate in the field of occupational safety and health; the ILO Director General communicated this decision to ISO by letter. Subsequently, following a survey of its Members, the ISO Technical Management Board (TMB) concluded that there was little support in ISO for any standards activity on the subject. No further Governing Body discussion of the subject has occurred since then.

More recently in March 2011, the ILO Governing Body expressed concern and disappointment at ISO's decision to proceed with activity in the field of human resource management, and requested the Director-General to respond to any ISO request for cooperation on the matter by underlining the need for a clear and shared understanding of the respective competences of the ILO and of ISO as the precondition for any such cooperation. An initial draft agreement exchanged between secretariats included certain principles recognizing the primacy of international labour standards among the sources of reference for ISO's work, as agreed in the 2005 ILO-ISO Memorandum of Understanding in the field of social responsibility. Following the latest response of ISO, the status of those discussions is under review. This topic will be discussed at the meeting to be held March 8 between the ILO Deputy Director General for Policy and the ISO Director General.

Thus, in recalling the Governing Body's decision to ask ISO to refrain from action in the field of OSH-MS, and its further position on the need for a clear and shared understanding of the ILO's and ISO's respective competences, the International Labour Office

affirms the need to reach such an understanding in order to resolve the issues raised by ISO's renewed inquiry in the field of OSH-MS. If ISO nonetheless proceeds with a new work item vote on OSH-MS before such an understanding is reached between the two organizations, ILO would request that ISO inform its Members of this communication in response to the request of the ISO Secretariat by annexing the text to the NWIP circulated for ballot vote.

Yours faithfully

A handwritten signature in black ink, consisting of a large, sweeping loop that starts on the left, goes up and over to the right, then comes back down and under to the left, ending with a small flourish.

Janelle Diller  
Deputy Legal Adviser

6 February 2013

Mr. Rob Steele  
ISO Secretary General

Dear Rob

### **New work item proposal on Occupational health and safety management**

On behalf of BSI, and with the support of both the national stakeholders and the OHSAS Project Group, I am delighted to submit this new work item proposal for the development of an International Standard on 'Occupational health and safety management systems – Requirements'.

The need for organizations worldwide to improve their OH&S performance cannot be underestimated; the statistics for health and safety incidents, accidents and their related costs (to the individual, to organizations and to society) continue to be horrific.

Good health and safety management enables an organization to achieve effective management of its business and OH&S risks; the protection of those doing work under its control (direct employees as well as contractors); the protection of those affected by its activities (visitors, neighbours, people passing the organization's work sites); and the ability to respond to the challenges of the global environment.

There is a clearly documented market need for standardization in this field. Guidelines in the field of Occupational health and safety are not suitable to be used for demonstration of conformity. This had led to a number of national and consortia standards being developed to meet this need, and has resulted in their use internationally. The OHSAS "Standards and Certificates Survey" has shown a rapid rise in the rate of use of OHSAS 18001 and equivalent standards over the past 10 years. More importantly, it has shown that the standards are now being used in **127 countries** around the world, which strongly suggests that there would be value to seeking to harmonize OH&S management practices into International Standards, and to share best practices. Using the common structure, this new International standard will be easily integrated into the existing series of ISO Management System Standards thereby significantly facilitating its implementation.

If the proposal is approved, BSI would like to offer to host the first meeting in September 2013 in order to progress this very important area.

Yours sincerely

Amanda Richardson,  
Head of International Policy, BSI



<b>NEW WORK ITEM PROPOSAL</b>	
Closing date for voting <b>2013-06-11</b>	Reference number (to be given by the Secretariat)
Date of circulation <b>2013-03-12</b>	<b>ISO/TC / SC N</b>
Secretariat	<b>X Proposal for new PC</b>

A proposal for a new work item within the scope of an existing committee shall be submitted to the secretariat of that committee with a copy to the Central Secretariat and, in the case of a subcommittee, a copy to the secretariat of the parent technical committee. Proposals not within the scope of an existing committee shall be submitted to the secretariat of the ISO Technical Management Board.

The proposer of a new work item may be a member body of ISO, the secretariat itself, another technical committee or subcommittee, or organization in liaison, the Technical Management Board or one of the advisory groups, or the Secretary-General.

The proposal will be circulated to the P-members of the technical committee or subcommittee for voting, and to the O-members for information.

**IMPORTANT NOTE: Proposals without adequate justification risk rejection or referral to originator.**

Guidelines for proposing and justifying a new work item are contained in Annex C of the ISO/IEC Directives, Part 1.

**Proposal** (to be completed by the proposer)

<b>Title of the proposed deliverable.</b> <i>(in the case of an amendment, revision or a new part of an existing document, show the reference number and current title)</i>	
English title	<b>Occupational health and safety management systems - Requirements</b>
French title (if available)	<b>Systèmes de management de la santé et de la sécurité au travail — Exigences</b>
<b>Scope of the proposed deliverable.</b>	
<p>This International Standard specifies requirements for an occupational health and safety (OH&amp;S) management system, to enable an organization to control its OH&amp;S risks and improve its OH&amp;S performance. It does not state specific OH&amp;S performance criteria, nor does it give detailed specifications for the design of a management system.</p>	
<p>This International Standard is applicable to any organization that wishes to:</p> <ul style="list-style-type: none"><li>a) establish an OH&amp;S management system to eliminate or minimize risks to personnel and other interested parties who could be exposed to OH&amp;S hazards associated with its activities;</li><li>b) implement, maintain and continually improve an OH&amp;S management system;</li><li>c) assure itself of its conformity with its stated OH&amp;S policy;</li><li>d) demonstrate conformity with this International Standard.</li></ul>	
<p>All the requirements in this International Standard are intended to be incorporated into any OH&amp;S management system. The extent of the application will depend on such factors as the OH&amp;S policy of the organization, the nature of its activities and the risks and complexity of its operations.</p>	
<p>This International Standard is intended to address occupational health and safety management systems, and is not intended to address other health and safety areas such as employee wellbeing/wellness programmes, product safety, property damage or environmental impacts.</p>	

**New work item proposal**

---

**Purpose and justification of the proposal.**

Please refer to the supporting Justification Study (provided in accordance with Annex SL to the ISO/IEC Directives, Procedures Specific to ISO)

**If a draft is attached to this proposal,:**

Please select from one of the following options (note that if no option is selected, the default will be the first option):

Draft document will be registered as new project in the committee's work programme (stage 20.00)

Draft document can be registered as a Working Draft (WD – stage 20.20)

Draft document can be registered as a Committee Draft (CD – stage 30.00)

Draft document can be registered as a Draft International Standard (DIS – stage 40.00)

**Is this a Management Systems Standard (MSS)?**

Yes  No

**Indication(s) of the preferred type or types of deliverable(s) to be produced under the proposal.**

International Standard  Technical Specification  Publicly Available Specification  Technical Report

**Proposed development track**  1 (24 months)  2 (36 months - default)  3 (48 months)

**Known patented items (see ISO/IEC Directives, Part 1 for important guidance)**

Yes  No **If "Yes", provide full information as annex**

**A statement from the proposer as to how the proposed work may relate to or impact on existing work, especially existing ISO and IEC deliverables. The proposer should explain how the work differs from apparently similar work, or explain how duplication and conflict will be minimized.**

There are currently no generic ISO or IEC deliverables specifically on occupational health and safety management systems (although some items could be considered related, e.g. ISO 30000:2009 Ships and marine technology -- Ship recycling management systems -- Specifications for management systems for safe and environmentally sound ship recycling facilities; or ISO/TR 12885:2008 Nanotechnologies -- Health and safety practices in occupational settings relevant to nanotechnologies, ISO\_DIS 21101 Adventure Tourism - Safety management systems - Requirements)

There is reference to occupational health and safety management systems in publications such as the ISO handbook "Guide to the Integrated Use of Management System Standards"

One of the key factors that often leads to the development of a standard is the issue of "safety". This issue is addressed in many product standards and guidelines for the safe handling and operation of materials, equipment or processes. Consequently there may need to be wide interaction between the proposed PC and many existing other ISO TCs (for example ISO/TC 21 Equipment for fire protection and fire fighting; ISO/TC 92 Fire Safety; ISO/TC 94 Personal safety -- Protective clothing and equipment; ISO/TC 145 Graphical symbols; ISO/TC 199 Safety of machinery). However, the emphasis of the proposed PC's work should be on the achievement of good management practices within organizations and not on the individual technologies addressed in these other committees (A listing of some further examples of TCs and related standards is given below)

In addition, as the development of a management system standard is being proposed, there will need to be interaction with other ISO MSS committees and with the ISO/TMB/TAG13-JTCG, to ensure that the proposed ISO management system standards are aligned.

There is particularly a need for co-ordination with ISO/TC 207, as the function of health and safety is often combined with the function for environmental management within organizations.

Additionally, there is a need for co-ordination with ISO/TC 176, as often organizations seek to combine their quality, health and safety, and environmental management systems into an "integrated" management system.

Outside of ISO and the IEC the key document in this field is the ILO-OSH "Guidelines on occupational safety and health management systems". As these are written as guidelines, and not aligned with the other ISO MSS, it has been found that this presents a barrier to their use by organizations trying to demonstrate that they have adopted good OH&S practices. Additionally, a number of organizations follow the Safety Checklist Contractor (SCC) scheme (also known as the Safety Certificate Contractor scheme), which recognizes standards such as ISO 9001 and ISO 14001, but does not require the implementation of a full OH&S management system

By working in liaison with the various ISO committees, the ILO and the SCC, it is expected that duplication and conflict will be minimized.

A listing of some pertinent TCs and their standards relating to safety includes:

TC 139/SC9 ISO 4413:2010 Hydraulic fluid power -- General rules and safety requirements for systems and their components

TC 199 ISO 12100:2010 Safety of machinery -- General principles for design -- Risk assessment and risk reduction

TC 72/SC8 ISO 11111-4:2005 Textile machinery -- Safety requirements -- Part 4: Yarn processing, cordage and rope manufacturing machinery

TC145/SC2 ISO 16069:2004 Graphical symbols -- Safety signs -- Safety way guidance systems (SWGS)

TC20/SC14 ISO 14620-3:2005 Space systems -- Safety requirements -- Part 3: Flight safety systems

TC67/SC6 ISO 10418:2003 Petroleum and natural gas industries -- Offshore production installations -- Analysis, design, installation and testing of basic surface process safety systems

TC85/SC5 ISO 14943:2004 Nuclear fuel technology -- Administrative criteria related to nuclear criticality safety

TC44/SC9 ISO 15012-1:2004 Health and safety in welding and allied processes -- Requirements testing and marking of equipment for air filtration -- Part 1: Testing of the separation efficiency for welding fume

**A listing of relevant existing documents at the international, regional and national levels.**

The key documents to be considered include:

The ISO/IEC Directives, Procedures Specific to ISO, Annex SL

OHSAS 18001 Occupational health and safety management systems – Requirements

OHSAS 18002 Occupational health and safety management systems – Guidelines for the implementation of OHSAS 18001:2007

GB/T28001 Occupational health and safety management systems - Requirements

AS/NZ 4801 Occupational health and safety management systems - Specification with guidance for use

ANSI Z10 Occupational health and safety management systems

ISO 31000 Risk management

ILO-OSH Guidelines on occupational safety and health management systems

In addition to the above documents, a number of other health and safety standards and regulations are listed in the "OHSAS Standards and Certificates Survey" and will need to be considered during the development of the proposed standard

**A simple and concise statement identifying and describing relevant affected stakeholder categories (including small and medium sized enterprises) and how they will each benefit from or be impacted by the proposed deliverable(s)**

Health and safety management guidelines and practices are usually agreed under a tripartite system involving representation by governments/regulators, industry and labour organizations.

It would be extremely helpful to the development of the proposed standards if a similar tripartite representation could be achieved amongst the experts participating on the PC, and particularly if representatives from labour organizations could be encouraged to participate.

In looking at the benefits that each group of stakeholders might achieve:

1) **Governments and regulators** would have access to international standards that they could require their national industries to follow, in lieu of creating new legislation in this field. In comparison to the development process for such legislation, the development of a standard can be a quicker and more effective process, and can be updated on a more regular basis. In addition governments and regulators would have the knowledge that their industries would not be at a competitive disadvantage when compared to those in other countries when applying such international standards. Further, they could benefit by seeing improved compliance with regulations by organizations, and reductions in OH&S incidents and accidents.

2) **Industry** would benefit by knowing that it was working to the most up to date agreed set of international practices for health and safety management and that national differences would no longer represent a barrier to trade. In addition, as globalization is moving more towards showing concern for issues on social responsibility and sustainability, industry would be able to take comfort in knowing that its supply chains around the world were working to an internationally agreed set of criteria, thus giving their brands a degree of additional protection. Further, the availability of an aligned OH&S MSS would facilitate the "integration" of OH&S into organizations' management systems

3) **Labour** would benefit by knowing that organizations using the standards were being proactive in their approach to health and safety management in order to safeguard their workforces, or other persons under the organizations' control.

4) **Visitors, neighbours and people passing the organization's sites** would benefit by knowing that the organization had considered their health and safety, and should not be putting them at risk.

5) **For SMEs:** As with other ISO MSS the proposed initial standards would be generic and applicable to all types and sizes of organization; consequently a small or medium sized enterprise may be able to employ a simpler OH&S management system than the more complex systems that larger organizations may need to use, as applicable to their needs.

The issue of health and safety in small organizations is known to be a problem that is common to many countries, with a disproportionate number of incidents and accidents occurring in such organizations. The promotion of an agreed international standard to such organizations, along with the supporting infrastructure of training courses etc. to support it, may create a level of awareness of health and safety issues in such organizations that other programmes have not yet managed to achieve. While this proposal is for a full OH&S ISO MSS, ISO could look in the future at producing deliverables specifically for smaller organizations.

New work item proposal

<p><b>Liaisons:</b>  <b>A listing of relevant external international organizations or internal parties (other ISO and/or IEC committees) to be engaged as liaisons in the development of the deliverable(s).</b>  <b>ISO/TMB/TAG13- JTCG</b>  <b>ISO/TC 207/SC 1</b>  <b>ISO/TC 176/SC 2</b>  <b>ISO/TC 260</b>  <b>International Labour Organization</b>  <b>World Health Organization</b>  <b>Safety Contractor Certificate</b></p>	<p><b>Joint/parallel work:</b>  <b>Possible joint/parallel work with:</b>  <input type="checkbox"/> IEC (please specify committee ID)  <input type="checkbox"/> CEN (please specify committee ID)  <input type="checkbox"/> Other (please specify)</p>
<p><b>A listing of relevant countries which are not already P-members of the committee.</b>  <b>N/A</b></p>	
<p><b>Preparatory work</b> (at a minimum an outline should be included with the proposal)  <input checked="" type="checkbox"/> A draft is attached      <input type="checkbox"/> An outline is attached      <input type="checkbox"/> An existing document to serve as initial basis          The proposer or the proposer's organization is prepared to undertake the preparatory work required    <input type="checkbox"/> Yes    <input type="checkbox"/> No</p>	
<p><b>Proposed Project Leader</b> (name and e-mail address)  <b>Mr Kristian Glaesel</b>  <a href="mailto:kristian@glaesel-hseq.dk">kristian@glaesel-hseq.dk</a></p> <p><b>Note: Given the scope of this work, we expect there will be a need to appoint a PC Chairman and Secretary and to establish a Working Group with the Project Leader as the Convener, a Deputy Convener, a Working Group Secretary (and potentially a Twinned Working Group Secretary).</b></p>	<p><b>Name of the Proposer</b>          (include contact information)  <b>Amanda Richardson, BSI</b>  <a href="mailto:Amanda.Richardson@bsigroup.com">Amanda.Richardson@bsigroup.com</a></p>
<p><b>Supplementary information relating to the proposal</b>  <input checked="" type="checkbox"/> This proposal relates to a new ISO document;  <input type="checkbox"/> This proposal relates to the amendment of existing ISO document  <input type="checkbox"/> This proposal is for the revision of an existing ISO document;  <input type="checkbox"/> This proposal relates to the adoption as an active project of an item currently registered as a Preliminary Work Item;  <input type="checkbox"/> This proposal relates to the re-establishment of a cancelled project as an active project.          Other:</p>	

**Annex(es) are included with this proposal** (give details)

- 1 Justification study (in accordance with Annex SL)
- 2 2011 OHSAS Standards and Certificates Survey results data