ISO/TC 207 ENVIRONMENTAL MANAGEMENT

NGO TASK GROUP

A Guide for NGO Participation in ISO/TC 207

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1 Introduction

Technical Committee (TC) 207 of the International Organization for Standardization (ISO) develops the ISO 14000 series of standards on environmental management. Many of these standards may be of interest to non-governmental organizations (NGOs) working on consumer, environmental or sustainable development issues.

A number of consumer and environmental NGOs have recognized the value of participation in the work of TC 207. They have been able to influence the debate on various issues and have also gained critical information, insights and experience in the area of voluntary environmental management standards. Equally, TC 207 also recognizes the importance of NGO participation. In 2000, it established an NGO Task Group and charged it with producing the current document.

At the same time, environmental and other NGOs interested in the work of TC 207 have faced certain limitations, arising, in particular, from the complexity of the ISO structure, rules and procedures. The purpose of this guide is to overcome these limitations by explaining how TC 207 operates and how interested NGOs can make an effective contribution to its work.

This guide starts with explaining the structure and rules of ISO in general with a particular focus on membership rules. This is followed by a more detailed discussion of the TC 207 structure and procedures. In addition, the guide includes step-by-step practical directions for NGOs who wish to take part in the TC 207 work. Since TC 207 does not deal with implementation of the standards, monitoring and certification, the current guide does not cover these issues.

CASCO	ISO/IEC Conformity Assessment Committee	
CD	Committee draft	
DIS	Draft international standard	
FDIS	Final draft international standard	
IAF	International Accreditation Forum	
ISO	International Organization for Standardization	
ISO/CS	ISO Central Secretariat	
NGO	Non-governmental organization	
NSB	National Standards Body	
sc	Sub-committee	
ТВТ	Technical Barrier to Trade	
TC	Technical Committee	
WD	Working Draft	

Working Group

World Trade Organization

Terms and abbreviations

2 International Organization for Standardization

2.1 Structure and operation of ISO

ISO was established in 1946 as an international confederation of **national standards bodies (NSBs)** from around the world. Even though a country may have a number of standards bodies, as is the case in the USA, only one of them can represent the country in ISO, in which case it is referred to as a **national member body**.

WG

WTO

The rules that govern ISO's process and the conduct of its meetings are contained in the **ISO Directives**, which are shared with another international body, the International Electrotechnical

Commission (IEC). These Directives are published in two parts, but the ISO/IEC Directives, Part 1 is most important because it sets the procedures for technical work. They can be downloaded free of charge from:

http://www.iso.ch/iso/en/prods-services/otherpubs/Members.html.

ISO has over 200 technical committees (TCs) and around a thousand subcommittees (SCs). A member body will only join a technical committee or subcommittee if it has an interest in the particular subject.

Because ISO covers so many different subjects, the Directives have been drafted to be as flexible as possible. ISO/TC 207 *Environmental management* is the largest technical committee in ISO and typically has more than 600 delegates from over 50 countries at its annual plenary meetings. On the other hand, ISO/TC 208 on *Thermal turbines for industrial application*, a technical committee on a highly specialized subject, has only 6 participating member countries and attracts a much smaller number of delegates at meetings. The sort of protocols that suit a small meeting of delegates, mostly drawn from industry and academia, discussing the technical aspects of steam turbines are not necessarily going to be appropriate for a large meeting of people from a diverse range of stakeholder groups discussing environmental management. For this reason, the Directives only cover the more basic elements and the ISO technical committees have freedom to determine some of the more detailed procedural rules for themselves. The leadership of each meeting also has some discretion in how he or she controls the meeting according to what will work best with the group.

ISO has a relatively small central office in Geneva, but this is not where the standards are actually developed. Day to day responsibility for managing the process of developing International Standards is divided amongst the national member bodies of ISO. The **Canadian Standards Association** provides the secretariat and manages the overall work programme of TC 207, with the standards bodies from a range of other countries taking responsibility for the different subsidiary groups under TC 207.

2.2 Membership in ISO

2.2.1 MEMBER BODIES

In January 2001, ISO had 138 member bodies (made up of full, corresponding and subscribing members), all of which pay an annual fee to ISO based on the country's population, GDP and activity in ISO. The fees for corresponding and subscribing members are reduced, as are their entitlements to attend meetings and to participate in decision-making. Because ISO is a confederation of standards bodies, rather than an intergovernmental organization, very small countries that do not have a national standards body often have difficulty in participating in ISO.

Depending on their level of interest, full ISO members can become either a **participating (P) member** or an **observer (O) member** of any TC or SC. Corresponding members are only allowed to take up O member status of a TC and subscribing members cannot become P or O members. A P member is entitled to attend meetings and vote on decisions and an O member merely receives information and watches from the sidelines. An ISO technical committee must have at least 5 P member bodies. The two largest technical committees in ISO, TC 207 and TC 176 (on quality management and quality assurance) each have 63 P member bodies.

Even though ISO member bodies from most developed countries are private sector associations, in many other countries they are government agencies. The ISO Directives require all ISO member bodies participating in a TC, SC or WG to take account of all relevant

interests at their national level. Each national standards body has its own process for involving interest groups. National standards bodies often have limited resources, which can restrict their ability to reach out to the community.

2.2.2 LIAISON MEMBERS

The ISO Directives allow international and regional bodies with a specific interest and expertise in an area of standardization to form a liaison with a relevant technical committee or subcommittee. As with ISO member bodies, a liaison organization must first apply for membership to a TC, and must then apply for separate membership to each relevant SC that it is interested in.

There are 4 different categories of liaison membership, but the most important is Category A, which gives the liaison body rights to attend meetings and nominate experts but not to participate in formal TC and SC votes. Category B liaison organizations are provided with relevant documents, but are not supposed to participate actively in the international meetings where most of the drafting work is done. Category C liaisons are reserved for ISO/IEC coordination bodies. The category D liaison has only recently been designated, and permits interested organizations to participate directly in working groups without necessarily becoming a member of the parent TC or SC. So, for example, if an international or regional organization wants to participate in the ISO TC207 Working Group developing standards relevant to Climate Change, it need not necessarily apply for membership in TC 207 first. However, because parent TCs and SCs can make many types of decisions that influence the work of their subsidiary working groups, it may be useful to also be a member of the parent body.

The procedure for becoming a liaison to ISO or its technical committees is explained in section 4.4.1. Some NGO groups participate in ISO by becoming involved with their national standards bodies while others participate through becoming international liaison bodies (typically of categories "A" and "B"). The different "levels" of membership entail different rights and responsibilities as further discussed in section 4.4.

2.3 ISO products

The objective of ISO activity is to publish written documents that set out internationally agreed practices. These are normally in the form of **international standards**, which set out rules to be followed if one wishes to claim compliance. International Standards are backed by the highest level of international consensus in ISO. While they are not always ratified as national standards in ISO member countries, they do form the basis of many aspects of international trade. There are some 10,000 current International Standards published by ISO.

In addition, ISO produces other types of internationally agreed documents. These include ISO Guides (rules that ISO TCs should follow when developing International Standards), ISO Technical Specifications (pre-standardization documents on subjects where international consensus is still evolving), ISO Technical Reports (informative documents that provide supporting material to International Standards), Publicly Available Specifications (normative documents representing consensus within a working group, valid only for a limited period of time), and International Workshop Agreements (which can be prepared during single-session workshops). These types of documents can be issued by simpler rules and require less international consensus than international standards.

The World Trade Organization (WTO) Agreement on Technical Barriers to Trade (TBT Agreement) recognizes the use of international standards as the basis for national voluntary standards or mandatory technical regulations in the context of avoiding the creation of technical barriers to trade. All types of ISO documents could conceivably have important

implications within international trade.

Standards are developed according to a well-defined process, referred to as the Project Approach, which includes 6 important stages, the first of which is the proposal stage. Each stage has its own associated document designation, and its own approval criteria (See below).

The Project approach to standardization

Project stage	Associated document	Suggested time from project initiation
Proposal Stage	New work item proposal (NWIP)	0 months
Preparatory Stage	Working Draft (WD)	6 months
Committee Stage	Committee Draft (CD)	12 months
Enquiry Stage	Enquiry Draft, or draft international standard (DIS)	24 months
Approval Stage	Final Draft International Standard (FDIS)	33 months
Publication Stage	International Standard (ISO 14xxx)	36 months

It is important to note that all ISO documents are reviewed at least every 5 years. If the relevant TC or SC decides that a revision is needed, then this becomes a new NWIP and the process begins again. Progression of a document from one stage to another is governed by ISO rules. The key rules pertinent to the documents developed by TC 207 are explained in the next section.

3 ISO/TC 207 Environmental management

3.1 Scope of work and structure of TC 207

As already noted, TC 207 is concerned with developing the ISO 14000 series standards on environmental management. These standards cover a very broad range of issues from Environmental Management Systems (EMS) and Environmental Auditing to Environmental Labelling and Life Cycle Assessment. The series of ISO 14000 standards is comprehensively described in the TC 207's brochure "Meet the Whole Family" (http://www.iso.ch/iso/en/prods-services/otherpubs/Qualitymanagement.html). The range of TC 207's work is constantly evolving. For example, most recently TC 207 has taken on a new work item on "Measurement Reporting and Verification of Green House Gas Emissions". Thus, TC 207 develops many important documents with a potential to influence corporate environmental performance at the national and international levels.

In ISO, if a technical committee has a large workload, the normal practice is to divide up the standards development work and allocate it to a number of subcommittees, each covering a specific field. TC 207 currently has five subcommittees covering the following subjects:

- SC 1 Environmental Management Systems
- SC 2 Environmental Auditing
- SC 3 Environmental Labelling
- SC 4 Environmental Performance Evaluation
- SC 5 Life Cycle Assessment

In addition to these subsidiary subcommittees, TC 207 also includes two working groups (WGs) dealing with climate change issues and environmental communications. There are also advisory bodies affiliated to particular subcommittees and to the TC 207 as a whole. Advisory bodies, such as the **Chairman Advisory Group (CAG)** and the **Task Groups**, do not have any formal role in developing International Standards. Advisory bodies are created and dissolved by the TC or SC as required to facilitate their work. As of June 2002, TC 207 included the following advisory groups:

- Chair's Advisory Group (CAG), made up of the chairs and secretaries of the subcommittees and working groups reporting to the technical committee, along with other representatives of key interests selected by the Chairperson to assist with the smooth running of meetings.
- Task groups and task forces, which have been established by TC 207 to consider the special needs of particular groups or how to respond to particular challenges. These include the Developing Countries Contact Group, the Spanish Translation Task Force, the Future Visions Task Force, and the NGO Task Group. The output from these groups take the form of reports and proposals for consideration by the technical committee.

As TC 207 takes on new work items and its work evolves, new bodies are formed and those that have completed their mission are terminated.

3.2 Meetings of TC 207

Since its formation in 1993, TC 207 has held annual plenary meetings, usually towards the middle of each year. These meetings are held at different locations around the world in order to balance out travel costs and the costs of hosting the meetings. The five most recent TC 207 meetings took place in San-Francisco (USA), Seoul (Korea), Stockholm (Sweden), Kuala-Lumpur (Malaysia) and Johannesburg (South Africa).

A large proportion of the subsidiary groups (i.e. subcommittees, working groups, task groups, etc.) under TC 207 meet in concert with the annual plenary and the whole series of meetings normally runs over about eight days. When a subcommittee or working group is at a critical point in developing a Standard, it may hold additional meetings during the year in order to get through the work.

3.3 Procedural rules in TC 207 and its subcommittees

The TC 207 itself makes only high-level formal policy decisions including approval of international standards. Other matters affecting the development of individual International Standards are handled by the subcommittees and working groups.

The ISO Directives require that at TC meetings, each delegation has one spokesperson who is designated the *Head of Delegation*, who is responsible for expressing the consensus of that delegation. How each delegation arrives at that consensus view is a matter for its own internal decision-making process.

Meetings of the TC 207 are run on a very formal basis. The way that decisions are expressed is by taking resolutions, prepared by a resolutions drafting committee, which is appointed at the start of each meeting. Once the wording has been reviewed by all the members, the draft resolutions are voted upon for adoption. Only the P members are entitled to vote. Representatives of liaison bodies can propose resolutions and suggest rewording, including through participation in resolution drafting committees, but cannot vote on their approval. The resolutions are passed at the closing plenary towards the end of the annual meetings.

The meetings of the subcommittees are governed by essentially the same rules as the

meetings of the Technical Committee. However, the interpretation of these rules by chairpersons of particular subcommittees may vary.

Decisions on the development of ISO standards are made according to the principle of consensus. ISO defines consensus as: "General agreement, characterized by the absence of sustained opposition to substantial issues by any important part of the concerned interests and by a process that involves seeking to take into account the views of all parties concerned and to reconcile and conflicting arguments. Note: Consensus need not imply unanimity." The ISO Directives establish the procedure for voting in individual TCs and SCs. Voting in TCs and SCs is limited to P-members; liaison organizations never have a vote in these cases.

3.4 Procedural rules of working groups

In ISO, the practical task of drafting the words that go into International Standards falls to the working groups. Working groups have a Convenor, rather than a Chairperson, and the Convenor is allowed a great deal of flexibility in the way that the working group operates. The Directives state that any P member body or category A liaison body can nominate experts to sit on a working group. So a national member body could nominate an expert from industry and an expert from an NGO in order to reflect the diversity of views in that country. The idea is that those experts participate on a personal basis, rather than being constrained to only put forward the delegation's consensus point of view.

Thus, the process in the working groups is supposed to be less reflective of national interests and more based on independent experts' opinion than the processes in subcommittees and the TC 207 itself. In practice, this is sometimes difficult to achieve due to the large size of some working groups and difficulties in arriving at a consensus decision when experts' opinions are divided.

First of all, some subcommittees of TC 207 have resolved to permit each member body and liaison organization to nominate only one expert (and one alternate) to each working group in order to keep the working groups to a reasonable size. This might constrain the participants to expressing their national consensus view rather than their own view.

Secondly, there may be procedural difficulties in making decisions at working group meetings in case experts' opinions are divided. The Directives suggest that the Convenor of a working group should avoid taking votes and should try to develop a draft of the Standard that represents the best consensus of views that is achievable. The Convenor then passes that document to the subcommittee secretary who seeks formal comments on it from the national member bodies. In addition, the Convenor may feel the need to take a straw poll to get a sense of where the balance of opinion lies across the working group as a whole. At least one subcommittee of TC 207 has taken a resolution to guide working group Convenors on how such polls should be conducted in order to strike the right balance between the national interests and the experts' opinions.

3.5 Languages

There are three official languages in ISO: English, French and Russian. In practice, Russian is not used at meetings and is only used in ISO glossaries of terms. Meetings of TC207 are generally conducted exclusively in English with simultaneous translation services provided to French. All TC 207 working group meetings are conducted in English. Although Spanish is not an official language of ISO, TC 207 has set up a Spanish Translation Task Force to agree on a 'semi-official' translation of the Standards in the ISO 14000 series. This is another example of TC207 going beyond its Directives to fulfil a practical need.

4 Step-by-step guide to getting involved

4.1 General remarks

As already noted, participation in the TC 207 process can be valuable for many NGOs. At the same time, effective participation will normally require a genuine interest in the subject and a long-term commitment. Moreover, you should be aware of the rules of standards development and be prepared to play by these rules. First and foremost, this means an understanding that ISO seeks to operate by consensus whereby individual positions are modified and reconciled in the process of discussions and negotiations.

NGOs planning to participate in TC 207 activities should also have realistic expectations. The work of TC 207 concerns *developing* the international standards rather than introducing them into national practices and monitoring their implementation. The latter is the responsibility of national standards bodies, other national agencies and organizations such as the International Accreditation Forum (IAF). Requirements for conformity assessment, including certification, are the responsibility of CASCO, the ISO/IEC committee on conformity assessment.

Each NGO will need to find its own pathway to participation in the standards-setting process. However, the most common steps or elements will likely to include the following:

- 1. Identifying the issues of interest or concern;
- 2. Choosing the mechanism for your participation, either:
 - o through your national member body; or
 - through acquiring liaison status to TC 207;
- 3. Obtaining background documents and other information;
- 4. Participating in TC 207 meetings and other forums.

The current section addresses each of these steps or elements in turn. The final subsection discusses other options for participation available to NGOs not currently prepared to follow the above steps.

4.2 Identifying issues of interest

A particular NGO is likely to be interested only in certain aspects of the TC 207 work. For example, some NGOs have been interested in TC 207's work on environmental labelling, while some other NGOs have been concerned with environmental communications and, most recently, with the greenhouse gas measurement and verification.

Thus, the first thing that you need to do is to find out what is going on inside ISO. This is not necessarily an easy task. The already mentioned "**Meet the Whole Family**" document lists both the already completed and the currently developed standards of the ISO 14000 series. Although both the ISO Central Secretariat (www.iso.org) and ISO TC207 (www.tc207.org) run websites with some useful information, no one source is likely to provide all of the information you need. You can also find some information from your country's national standards' body.

4.3 Choosing a mechanism of participation

4.3.1 PARTICIPATING THROUGH A NATIONAL MEMBER BODY

Participation in national standards' bodies may be a viable and cost-effective way for NGOs to communicate their concerns. An NGO can identify the ISO member body in their country through consulting the list at http://www.iso.ch/iso/en/aboutiso/isomembers/index.html. An ISO

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national member body may have a "mirror body" of TC 207 concerned with the development of environmental management standards. As explained above, the national member bodies are required by ISO Directives to take account of all relevant national interests, though the interpretation of this requirement varies from country to county.

If you are contributing to the discussion of the standards in your country's NSB, you may be included in the national delegation participating in international TC 207 forums. If this happens you may be able to influence the voting of your national delegation on particular issues. However, your participation in NSB is not a guarantee of your inclusion in the national delegation to a TC 207 meeting, especially if your country has resource limitations or other constraints.

Potential **advantages** of participating in the TC 207 process through the national member bodies include:

- ✓ Involvement in a regular communication loop covering TC 207 issues.
- ✓ Absence of the language barrier (for non-English speaking NGOs) since discussions in NSBs are conducted in the national language.
- ✓ Ability to influence not only setting of the international standards, but also their interpretation and implementation at the national level (in some countries).
- ✓ In some cases, funding may be available via the NSB to facilitate participation.

Potential **limitations** of participating in the TC 207 process through the national member bodies include:

- ✓ NSBs vary in the effectiveness of their processes for taking account of diverse stakeholder opinions.
- ✓ The risk of minority opinions being overwhelmed in national mirror committees.
- ✓ Absence of national member bodies or their inability to participate in the TC 207 process in a few countries.
- ✓ ISO rules permit only one national voice/vote in a variety of its forums (e.g. in the TC 207 subcommittees). Thus, the NGO voice can only be heard to the extent that it is reflected in the national position.

4.3.2 PARTICIPATING IN THE TC 207 PROCESS AS A LIAISON BODY

Instead of, or in parallel to, participation at the national level, international NGOs with a specific interest and expertise in an area of standardization may explore the option of becoming involved directly in the TC 207 activities through obtaining international liaison status with the committee.

Applications for liaisons to TC207 must be made to the ISO Central Secretariat (CS) and to the ISO TC207 Secretariat. The contact point at ISO CS is central@iso.org the contact at the TC207 Secretariat is: info@csa-international.org. A formal application form can be obtained from either of these contacts. There are no fees attached to forming an international liaison with ISO.

International liaisons are formed by ISO/CS on the advice of the relevant TC or SC. TC207 has decided that all applications need to be voted upon and accepted by a majority vote of P members. TC 207 has adopted a policy of welcoming new liaisons.

It is important to note that a liaison membership in TC207 will not automatically give you the

right to participate in each of its subcommittees and working groups. You must apply for membership with each of the individual SCs or WGs that you intend to participate in. This can be done at the same time as the formal application to TC207, but you are encouraged to contact the Secretary of each SC/WG in order to make contact and express your interest prior to submitting an application. The names and contact information for all SC/WG Secretaries are available at: www.tc207.org. Acceptance of applications for liaison memberships are confirmed at the TC207 Annual Meetings, held in the middle of each year. You are permitted to attend the Annual Meeting at which your membership application will be discussed.

If an NGO has category A liaison status with TC 207 or its particular subcommittees it:

- ✓ Is entitled to access all information pertinent to this body's work free of charge, and
- ✓ Can participate in relevant meetings (without the right to vote).

These two aspects of participation are explained below in sections 4.4 and 4.5.

Advantages of participating as a category A liaison member include:

- ✓ The right to attend the meetings of TC 207 and its subsidiaries, to obtain information and make comments.
- ✓ Opportunity to freely express your own position at TC 207 meetings.

Limitations of participating as a category A liaison member include:

- ✓ This option is only available for international organizations.
- ✓ Liaison members must go through a formal application procedure.
- ✓ The liaison status does not include you in the important communication loops at the national level.
- ✓ Attending international meetings and participating may be less cost-efficient than being involved in an NSB.
- ✓ Liaison members do not have the right to participate in formal votes.

Becoming a category B liaison member will only provide you with access to information, but not the opportunity to participate. Though potentially valuable, category D liaison membership has not been used in TC 207 to date.

4.4 Obtaining information

Your NSB will generally be able to provide you with information regarding the TC 207 work. If the NSB is unable to help, you may need to go through the arrangements set out in section 4.6.

If your NGO has a liaison status with TC 207 or their subcommittee you can obtain all information pertinent to this body's work, including draft standards at all stages of development and other documents, e.g. administrative decisions and minutes of the meetings. This information is usually available through the dedicated Web-sites and in addition the most important documents will typically be sent directly to you, as hard-copies or electronically.

4.5 Participating in TC 207 activities

All subsidiary bodies of TC 207 consider comments submitted via post or e-mail. However, the best opportunity to make your voice heard comes at TC 207 meetings, most importantly the annual meeting. You may attend such meetings if you are included in the national delegation (see 4.3.1) or if your organization has liaison status (see 4.3.2). Attending the meetings is of

critical importance. Even if one meeting is missed it normally takes a lot of time to "catch up" and to start making contribution again.

If you plan to attend a TC 207 annual meeting it is necessary to register in advance. Registration is normally done through the national standards body hosting a particular meeting. TC 207 does not provide funding for attending the meetings, so an NGO willing to attend a meeting will need to use its own funds or to identify external funding sources.

As explained above, an annual meeting includes plenary sessions as well as meetings of subcommittees, working groups, task groups and other bodies. If you wish to attend any of these you may need to specifically register or establish your liaison status with respective subsidiary bodies. If you are part of a national delegation, the head of your delegation may assign or appoint you to certain groups or subcommittees.

Once you are in a TC 207 or an SC or a WG meeting, the most important thing to do is to talk with existing members in order to familiarize yourself with the history of the discussions and the main issues to be decided. Most delegates will understand that it takes a while to get up to speed on the issues, and will be both happy to respond to your questions and patient with your relative inexperience within ISO.

It is equally important to understand the rules governing the particular body. If you are not certain about the protocols applying to a particular working group or a subcommittee meeting, you should seek clarification from the Convenor or the Chairperson. Most TC 207 bodies have *drafting groups*, which elaborate wording of specific documents. Volunteering for a drafting group may be an effective way to contribute to this body's work.

The TC 207 and its subsidiary bodies are consensus-building forums. Thus, achieving your objectives at TC 207 will require understanding agendas of other delegates. In particular, most national delegations have specific positions on some issues, so it would be advisable to learn about these positions. Success in TC207, as in any international negotiation, requires informal networking and good personal relationships.

4.6 Other opportunities to participate

In addition to the mechanisms described in this guide, there are a number of less formal options for NGOs who are willing to learn more about TC 207's activities and products or to contribute to its work on a specific issue.

Several NGOs have been active in TC 207 or in its national mirror bodies for a number of years. They are prepared to share their experiences and to assist other NGOs to participate in the TC 207 process. The list of such NGOs together with their e-mail addresses and areas of interest can be accessed at www.ecologia.org/iso14000/.

Although no unified list exists of those NGOs that participate in *national* discussions, each national member body of ISO should be able to provide you with this information.

In order to facilitate NGO involvement, TC 207 has established an **NGO Task Group**, which is also prepared to provide advice and assistance to those NGOs who seek to participate or who would like additional information. The Chairman of the contact group is Jason Morrison (jmorrison@pacinst.org) and the secretary John Henry (john.henry@standards.com.au).