



FORM 1: PROPOSAL FOR A NEW FIELD OF TECHNICAL ACTIVITY

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Proposer Standardization Administration of China (SAC)	ISO/TS/P 294

A proposal for a new field of technical activity shall be submitted to the ISO Central Secretariat, which will assign it a reference number and process the proposal in accordance with the [ISO/IEC Directives Part 1, Clause 1.5](#). The proposer may be a member body of ISO, a technical committee, subcommittee or project committee, the Technical Management Board or a General Assembly committee, the Secretary-General, a body responsible for managing a certification system operating under the auspices of ISO, or another international organization with national body membership. Guidelines for proposing and justifying a new field of technical activity are given in the [ISO/IEC Directives Part 1, Annex C](#).

Proposal (to be completed by the proposer)

Title of the proposed new committee (The title shall indicate clearly yet concisely the new field of technical activity which the proposal is intended to cover). Consumer Product Safety Management
Scope statement of the proposed new committee (The scope shall precisely define the limits of the field of activity. Scopes shall not repeat general aims and principles governing the work of the organization but shall indicate the specific area concerned). Standardization in the field of consumer product safety management to develop terminology, requirements, principles, framework, guidance, testing methods and supporting tools, for all relevant organizations, on and to support activities such as risk evaluation, safety early-warning and traceability, intelligent regulatory technology, safety control for emerging consumer products, safety management of the consumer products for specific population groups. Excluded: 1. Quality management and quality assurance covered by ISO/TC 176. 2. Risk management for organizations covered by ISO/TC262. 3. Standardization in the field of security to enhance the safety and resilience of society covered by ISO/TC292. 4. Ageing societies covered by ISO/TC 314. 5. Inclusive service to consumers in vulnerable situations covered by ISO/PC311. 6. Standardization in the field of consumer incident investigation covered by ISO/PC329. Note: According to the relevant laws, regulations and standards on consumer products in the world, consumer products do not include food, agricultural products, drugs, cosmetics, special equipment, tobaccos, medical equipments, motor vehicles, military, aviation, large transport vehicles and other products. The category of consumer products in this new proposed TC is the same as above.
■ The proposer has checked whether the proposed scope of the new committee overlaps with the scope of any existing ISO committee

If an overlap or the potential for overlap is identified, the affected committee has been informed and consultation has taken place between proposer and committee on

- i. modification/restriction of the scope of the proposal to eliminate the overlap,
- ii. potential modification/restriction of the scope of the existing committee to eliminate the overlap.

If agreement with the existing committee has not been reached, arguments are presented in this proposal (under question 7) as to why it should be approved.

Proposed initial programme of work. (The proposed programme of work shall correspond to and clearly reflect the aims of the standardization activities and shall, therefore, show the relationship between the subject proposed. Each item on the programme of work shall be defined by both the subject aspect(s) to be standardized (for products, for example, the items would be the types of products, characteristics, other requirements, data to be supplied, test methods, etc.). Supplementary justification may be combined with particular items in the programme of work. The proposed programme of work shall also suggest priorities and target dates.)

The program of work for this proposed TC includes:

1. Basic and general standards

To develop the ISO ISs of the product classification, and general requirements that shall be followed in terms of consumer product safety.

2. The safety risk evaluation, early warning and traceability of consumer products.

To develop the ISO ISs or TSs for the hazard identification, the methods for risk assessment, safety early warning, and traceability of the consumer products.

3. The safety management for new forms of business and emerging consumer products

To develop the ISO ISs or TSs for the design, manufacturing, installation, and acceptance of the products of new forms of business in response to new forms of business such as customization, intelligence, and the consumer products sold online that have emerged in recent years.

4. The intelligent regulatory technology for the consumer products

To develop the ISO ISs or TSs in relation to internationally unified data structures and technical systems for consumer product safety supervision based on the technologies such as the intelligent analysis, observation on real-world scene, artificial intelligence, and virtual simulation of consumer product safety related data information in order to realize the interconnections of supervision information.

5. The safety management of the consumer products for specific population groups.

To develop the ISO ISs or TSs for the design, manufacture, storage and transportation for the safety of relevant consumer products for specific population groups such as children and women etc.

6. The limited requirements and testing methods of the basic and general safety index of the consumer products.

To develop the ISO ISs or technical reports for the basic and general testing methods for the physical, chemical, and biological index generally used in consumer products based on the identity characteristics of "people-product-environment" in the usage scenarios of consumer products.

If the new TC would have been approved, it is recommended to start the formulation of the first, second, third and fifth parts of the above-mentioned series of standards as soon as possible, which are an important basis for the development of subsequent standards. Secondly, it is recommended to start the development of the standards in the aspects of the intelligent regulatory technology, the safety management of the consumer products for specific population groups, and the requirements and testing methods of the basic and general safety index limits as soon as possible.

Indication(s) of the preferred type or types of deliverable(s) to be produced under the proposal (This may be combined with the "Proposed initial programme of work" if more convenient).

The standards to be developed by this TC may include the following forms: ISO International Standards (ISs), Technical Specifications (TSs) and Publicly Available Specifications (PAS):

ISO ISs: Classification of consumer products.

ISO ISs: Hazards identification and risk assessment of consumer product safety.

ISO ISs or TSs: Safety early warning, traceability, and risk control of the consumer products.

ISO ISs or TSs: Safety management for new forms of business and emerging consumer products.

ISO ISs or TSs: Intelligent regulatory technology for the consumer products.

ISO ISs: Safety management of the consumer products for specific population groups.

ISO ISs or TSs or PAS: Limited requirements and testing methods of the basic and general safety index of the consumer products.

A listing of relevant existing documents at the international, regional and national levels. (Any known relevant document (such as standards and regulations) shall be listed, regardless of their source and should be accompanied by an indication of their significance.)

ISO Iss: the standards regarding consumer products include: ISO 10377:2013 Consumer product safety— Guidelines for suppliers, ISO10393:2013 Consumer product recall — Guidelines for suppliers, ISO/IEC Guide 51:2014 Safety aspects — Guidelines for their inclusion in standards, ISO 24551: 2019 Ergonomics — Accessible design — Spoken instructions of consumer products, ISO/IEC Guide 46:2017 Comparative testing of consumer products and related services — General principles, and ISO/TS 20282-2:2013 Usability of consumer products and products for public use — Part 4: Test method for the installation of consumer products.

Government laws: the Consumer Product Safety Improvement Act (by the United States), the General Product Safety Directive (2001/95/EC, GPSD) by the European Union, the Consumer Product Safety Act (by Canada), and the Consumer Product Safety Law (by Japan), etc. Now, China has issued the following relevant national standards: GB/T 22760-2008 General principles for risk assessment of consumer product safety, GB/T 28803-2012 Directives for risk management of consumer products safety, GB/T 36431-2018 Classification and code of consumer products and GB/T 35244-2017 Guideline for risk information management of consumer product quality safety, which can be the references for the formulation of relevant ISO ISs.

The focus of these standards and laws and regulations is detailed in the next section of this document.

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. If seemingly similar or related work is already in the scope of other committees of the organization or in other organizations, the proposed scope shall distinguish between the proposed work and the other work. The proposer shall indicate whether his or her proposal could be dealt with by widening the scope of an existing committee or by establishing a new committee.)

Consumer product safety has always been the focus of international attention, and the use of the means of safety evaluation, information, intelligence and so on to carry out safety management of consumer products, is one of the important method to ensure the safety of consumer products, involving various fields such as safety, risk, informationization, and testing

technology. At present, no relevant TC in ISO is aimed at formulating relevant international standards with focusing on consumer product safety.

The related international standards of consumer products includes: ISO 10377:2013 Consumer Product Safety — Guidelines for Suppliers, ISO 10393:2013 Consumer Product Recall — Guidelines for Suppliers, ISO/IEC Guide 51:2014 Safety aspects — Guidelines for their inclusion in standards, ISO 24551: 2019 Ergonomics — Accessible design — Spoken instructions of consumer products, ISO/IEC Guide 46:2017 Comparative testing of consumer products and related services -- General principles, and ISO/TS 20282-2:2013 Usability of consumer products and products for public use — Part 2: Summative test method.

Governmental laws and regulations related to consumer product safety include: the Consumer Product Safety Improvement Act promulgated by the United States, the General Product Safety Directive (2001/95/EC, GPSD) promulgated by the European Union, the Consumer Product Safety Act promulgated by Canada, and the Consumer Product Safety Law promulgated by Japan.

International standards ISO 10377 and ISO 10393 stipulate the requirements to be followed in the procurement of raw materials, production, assembly, storage and transportation, and sales of consumer products from the perspective of regulating the behavior of suppliers, and although they mention the concept of risk management, they only give principle provisions from the perspective of enterprise management, but do not propose different hazard identification and risk assessment methods for different sources of hazards such as physical, chemical and biological hazards, nor do they propose the content of risk warning, traceability and intelligent control technology for the safety management of consumer products. The above-mentioned standards cover part of the area of consumer product safety and are not particularly operative. There is a need for technical and methodological standards to refine the relevant content.

Other international standards mentioned above have proposed some principles and processes of regulatory tools to ensure the safety of consumer products, but they do not provide specific technical methods or form a series of standardized technical systems for the safety management of consumer products. Some of the standards are ergonomic in nature and are not part of the consumer product safety management technology. The relevant laws and regulations focus on the responsibility, rights and benefits of the subjects and objects of consumer product safety regulation from the perspective of the legal system, but do not regulate the specific technical methods. In conclusion, the above-mentioned international standards alone do not cover the international standards to be developed by this newly proposed TC.

SAC had submitted applications to ISO/COPOLCO and ISO/TC262 in 2016 and 2018, respectively, for the development of general rules for consumer product safety risk assessment, and established the ISO/COPOLCO/WG4/TG1 Task Force on Consumer Product Safety Risk Assessment and the ISO/TC262/AHG1 Working Group on Consumer Product Safety Standards. SAC serves as the convenor of the above-mentioned working group. After communication and discussion, ISO/COPOLCO and ISO/TC262 reached the following conclusions. Since COPOLCO itself only develops guidelines but not specific standards, and in order to expedite the establishment of SAC's proposal for an international standard, it is recommended that China submit its proposal for a new international standard directly to TMB (see Annex 1. meeting minutes of COPOLCO). ISO/TC262 concluded that consumer product safety risk management is not within the scope of work of the ISO/TC262, and suggested that China should establish a new PC or TC to carry out the relevant work (see Annex 2, meeting minutes of ISO/TC262 and the Annex 3 PWI manuscript submitted on behalf of ISO/TC262/AHG1 with the name: Consumer Product Safety-- Directives for Risk Assessment). After careful consideration, SAC concluded that standardization of consumer product safety management is a systemic project and that a single international standard (e.g., General Principles of Consumer Product Safety Risk Management) cannot fully address the many issues in this area, and therefore proposed the establishment of a new TC to systematically and comprehensively address the standardization of consumer product safety management.

This newly proposed TC will focus on the regulatory technology of consumer product safety to avoid overlapping and duplication with the work scopes of existing TCs. The work scopes of ISO/TC 176, ISO/TC262, ISO/TC292, ISO/TC314, ISO/PC311, and ISO/PC329 is not covered by the work scope of this new proposed TC.

ISO/TC 176 (Quality Management and Quality Assurance) mainly focus on the general standards related to quality management, and does not involve the development of safety standards.

ISO/TC 262 (risk management) mainly carries out risk identification, assessment and control for the risks of the organization, and not involve the related risks of consumer product safety. The TC has issued relevant meeting minutes (see Annex 2).

ISO/TC 292 (Security and Resilience) mainly develops international standards centering on improving the security and resilience of society, focusing on the field of social security, and not including consumer product safety management.

ISO/TC 314 (Ageing societies) mainly develops international standards centering on social organizations, requirements for social service personnel, etc., that are needed to cope with an ageing society.

ISO/PC 311 (vulnerable consumers) mainly focus on inclusive service-identifying and responding to consumers in vulnerable situations. This standard does not involve the content of consumer product safety supervision.

ISO/PC 329 (Consumer incident investigation guideline) mainly focuses on the investigation and research methods for consumer injury incidents and does not include the scope of work of this new proposed TC.

A listing of relevant countries where the subject of the proposal is important to their national commercial interests.

This proposal will arouse the interests of Canada, Australia, Germany, Belgium, India, Jordan, the UK, Turkey, Germany, the United States, France, Russia, Slovenia, Thailand, and South Africa, which will help countries around the world to form a joint force, strengthen information communications and exchanges, jointly respond to public incidents caused by consumer product safety, improve the quality and safety level of consumer products, and promote the quality of human life.

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). (In order to avoid conflict with, or duplication of efforts of, other bodies, it is important to indicate all points of possible conflict or overlap. The result of any communication with other interested bodies shall also be included.)

1. Internal organizations:

- (1) ISO/TC 176 Quality management and quality assurance
- (2) ISO/TC 262 Risk management
- (3) ISO/TC 292 Security and resilience
- (4) ISO/TC 314 : Ageing societies
- (5) ISO/PC 311 Vulnerable consumers
- (6) ISO/PC 329 Consumer incident investigation guideline

2. External organizations:

- (1) CPSC: Consumer Product Safety Committee of the U.S,
- (2) DG JUST: Directorate-general for Justice and Consumers
- (3) Health Canada: Public Health Agency of Canada
- (4) ICPHSO: International Consumer Product Health and Safety Organization.
- (5) COPOLCO: Committee on consumer policy
- (6) CI: Consumer International

(7) ANEC: The European consumer voice in standardisation
(8) EC: European Commission
(9) CASCO: International Organization for Standardization/Committee on Conformity Assessment.
After the establishment of this TC, there will be close communication and cooperation with the relevant organizations mentioned above, and some TCs or organizations may become the liaison unit of this TC to participate in the revision of standards.

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).

The international standards that are proposed to be developed by this technical committee will be conducive to the supervision conducted by national regulatory agencies, enterprises, and third-party agencies in various countries on the consumer product safety, and will help protect the physical and mental health and property safety of consumers.

1. Public authorities: The relevant standards can be used to carry out the supervision and management on consumer product safety, improve the supervision efficiency, standardize supervision behaviours, and promote the exchanges of the information on consumer product safety in various countries.

2. Enterprises: The standards with regard to the norms of hazard identification, assessment, and traceability, the norm for emerging consumer product safety, the consumer product safety norm for special population groups can be used to carry out the activities of product production and conduct product safety risk management to reduce the risks from consumer product safety and improve product quality and safety levels.

3. Academic institutions and testing evaluation agencies: The relevant standards can be used to carry out the testing of consumer product safety and the assessments, further standardize the testing and assessment process, and improve the scientificity and comparability of the results.

4. Trade associations: It is helpful for the industry associations to use the relevant standards formulated by this TC to carry out the safety assessment of consumer products produced by enterprises in the industry and promote the product safety level of enterprises in the industry.

5. Consumers: They can protect their health via using the products with better quality and higher safety.

An expression of commitment from the proposer to provide the committee secretariat if the proposal succeeds.

If this proposal is accepted and approved, SAC would like to undertake the responsibility of the TC secretariat.

Purpose and justification for the proposal. (The purpose and justification for the creation of a new technical committee shall be made clear and the need for standardization in this field shall be justified. Clause C.4.13.3 of [Annex C](#) of the ISO/IEC Directives, Part 1 contains a menu of suggestions or ideas for possible documentation to support and purpose and justification of proposals. Proposers should consider these suggestions, but they are not limited to them, nor are they required to comply strictly with them. What is most important is that proposers develop and provide purpose and justification information that is most relevant to their proposals and that makes a substantial business case for the market relevance and the need for their proposals. Thorough, well-developed and robust purpose and justification documentation will lead to more informed consideration of proposals and ultimately their possible success in the ISO IEC system.)

1. New regulatory technologies and methods based on risk assessment are urgently needed to promote and protect consumer product safety due to frequent occurrences of the

incidences of consumer product safety

Since consumer product safety is related to the image of a country, the economic development, and the physical and mental health of the people, many countries and governments in the world regard consumer product safety as an important part of national regulation and take effective measures to strengthen the supervision and management. However, despite these efforts, the status of consumer product safety is still not optimistic. According to the statistic by RAPEX and CPSC, the number of recall notifications for consumer products has shown an upward trend year by year from 2016 to 2019.

From the perspective for the government to carry out the work of risk early-warning, it is the key link to conduct hazard identification and risk assessment to determine whether to send out a risk early-warning for the consumer products that do not comply with existing regulations and standards. Therefore, it is required to formulate a scientific and unified method system to guide the government to develop the relevant work so as to enhance the comparability and scientificity of the results of risk assessment and early warning. In addition, it can be seen from the analysis on the aforementioned recall notification incidents that not all the incidents triggering the recalls due to consumer product safety are caused by non-compliance with current product standards. More importantly, it is because, although the aforementioned products comply with current standards and technical regulations, it can be assessed by the risk evaluation methods for product safety as they are very easy to cause personal injury to consumers when the consumer misuse behaviors that can be foreseen reasonably occur; therefore, it is believed that such a product has a high grade of safety risk, and recall notifications can also be taken to prevent the risks before they occur. Therefore, it is particularly important to develop the unified and standardized methods for the hazard identification, risk assessment, and risk early warning of consumer product safety for government supervision and management and the corporate self-discipline. This is an important link in ensuring consumer product safety and an important technical means to maintain the physical and mental health of consumers.

2.It is necessary to provide the scientific technical specifications to ensure the product quality and safety since the emerging consumer products, the consumer products from the new commercial activities, and the consumer products for special population groups emerge in an endless stream.

In recent years, the customized and intelligent consumer products, as well as the consumer product marketing methods such as the promotion by cyber celebrities and the promotion through live broadcasts, have continuously emerged. The safety issues arising from the consumer products for special population groups such as children, women etc. have also emerged in endlessly, which has become a common issue facing all countries in the world to carry out the quality and safety supervision and management in the links from product design, production, storage and transportation and information disclosure to reduce product safety risks. For example, smart consumer products are now widely used in consumers' daily lives, how can information interoperability (so that a family's smart consumer products information is interoperable) and privacy be ensured between multiple types of consumer products (e.g., smart home appliances, smart IT products, smart furniture, etc.) across TCs, and how can information security and functional safety be reconciled? This is one of the areas that this new proposed TC needs to focus on. The new products such as jewelry, clothing, home appliances, furniture, etc., which are tailored to consumers' individual needs, have become an important consumer choice. There is an urgent need for a unified standard for the display of information, production, acceptance specifications and quality control requirements for consumer products arising from the above-mentioned sales model.

Existing international standards and the work scope of related TCs cannot cover the contents as abovementioned. It is urgent to establish the control regulations of consumer product safety for new commercial types and special population groups from the perspective of international standardization, to improve the level of product safety, promote healthy market competition, and ensure the physical and mental health of consumers.

3. The establishment of a unified and standardized management method system for the safety of consumer products, can improve international cooperation and exchange related to consumer products, and to promote information sharing.

Currently, many countries have set up laws and legislation, as well as established related international organizations in consumer product safety regulation, but there is no unified and comprehensive system was formed in terms of the specific process and methods of consumer products risk assessment, early warning, traces, and common chemical and physical properties of detection technology and etc. And countries have difficulties in information sharing and exchange, which hinders the regulation. Therefore, to set up a unified and standardized management method system for the safety of consumer products will facilitate the information exchange and communications among different regulatory agencies, associations, international organizations, enterprises and other countries, and improve regulatory efficiency.

4. Establishing a standardized technical system for supervision and administration on consumer product safety is conducive to the global response to public safety incidents caused by consumer products

While the endless stream of consumer products can bring people a colorful life, the product safety incidents they cause have also attracted the widespread attention from all walks of life. A series of scientific, standardized, and systematic regulatory technology systems established from the perspectives of government supervision, industry management, and enterprise self-discipline can strengthen the communications, sharing and cooperation of the regulatory information at the global level, and promote the interconnections and intercommunications of the regulatory information on consumer product safety in various countries, which is conducive to the formation of concerted efforts by countries, improving the efficiency of traceability, early warning, and control of risks, and enhancing the effectiveness of supervision in case that the public safety incidents caused by consumer products break out.

Therefore, the international standards formulated by this TC will be organically combined with the product standards formulated by other TCs for specific consumer products, to complement each other to achieve the purpose of safeguarding the safety of consumer products.

Annex 1: Meeting minutes of COPOLCO

Annex 2: Meeting minutes of ISO/TC262

Annex 3: PWI on Consumer Product Safety-- Directives for Risk Assessment

Signature of the proposer

Li Yubing

Deputy Director General

Standards Innovative Management Department,SAMR

Signature of the proposer

Further information to assist with understanding the requirements for the items above can be found in the [Directives, Part 1, Annex C.](#)