ISO/TMBG/JTCG “Joint technical Coordination Group on MSS”
Convenorship: ABNT
Convenor: Croft Nigel H. Dr.

Request for comments from NSBs on ISO/TMBG/TF15 "Discovery Report" (Future direction of management system standards)

<table>
<thead>
<tr>
<th>Document type</th>
<th>Related content</th>
<th>Document date</th>
<th>Expected action</th>
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<tr>
<td>General / Other</td>
<td>2022-09-02</td>
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Description

NOTE: This JTCG N-Doc will be circulated by ISO/CS to all ISO Member Bodies for COMMENT, and is being distributed to JTCG Members for information only.

The ISO/TMBG/TAG 13 Joint Technical Coordination Group on Management System Standards ("JTCG"), was established by TMB in 2006, as a result of the report "ISO's Further Involvement In Management System Standards - A Strategy For The Future" published earlier that year. The JTCG’s main purpose is to encourage consistency within ISO’s portfolio of management systems standards, which it achieves primarily through its stewardship of Annex SL of the ISO/IEC Directives Part 1. In its role as a coordination body, the JTCG also maintains close communications and relations with the TMB MSS Task Force (TF 2) and may make recommendations to ISO/TMB on MSS-related matters.

Since the publication of the 2006 report the number of MSS has increased dramatically from a mere handful to almost 100 “Type A” (Requirements) and “Type B” (Guidance) standards. During its October 2021 meeting, the JTCG therefore considered it an appropriate time to revisit the overall strategy for ISO’s MSS, and established its TF 15 ("Future direction of ISO Management System Standards")

The main objective of TF15 is to develop a JTCG position paper to be submitted to ISO/TMB with proposals for the future direction of ISO’s MSS in respect of
- their scope,
- classification,
- architecture and
- structure.

TF15’s work has been divided into two main phases – a “Discovery” phase (now complete) to be followed (after appropriate feedback from JTCG Member Committees and NSBs) by the preparation of draft recommendations.

We are now circulating the Discovery Phase Report for comment among JTCG Member Committees (TC’s, SC’s and PC’s with responsibility for one or more MSS) and among ISO Member Bodies.

For the Member Body Consultation, we are requesting each Member Body to reply using the following link: https://forms.gle/iVos5zdZENfLr7YdX8 after consultation with the relevant interested parties. If there are detailed or more extensive comments than permitted using this Google Forms tool, these can be submitted using the ISO Commenting Template and sent to the TF 15 Secretary, Ms Sally Swingewood (Sally.Swingewood@bsigroup.com)

MEMBER BODIES ARE REQUESTED TO PLEASE REPLY BY OCTOBER 31st 2022
Consultation on the Future Direction of ISO Management System Standards (MSS)

The ISO/TMBG/TAG 13 Joint Technical Coordination Group on Management System Standards (“JTCG”), was established by TMB in 2006, as a result of the report “ISO’s Further Involvement In Management System Standards - A Strategy For The Future” published earlier that year. The JTCG’s main purpose is to encourage consistency within ISO’s portfolio of management systems standards, which it achieves primarily through its stewardship of Annex SL of the ISO/IEC Directives Part 1. In its role as a coordination body, the JTCG also maintains close communications and relations with the TMB MSS Task Force (TF 2) and may make recommendations to ISO/TMB on MSS-related matters.

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PLEASE REPLY BY OCTOBER 31ST 2022
ISO/TMBG/JTCG-TF15 (N 45, 15 August 2022)

Future direction of management system standards
Discovery report

FEEDBACK ON THIS DOCUMENT

Feedback is invited from committees, national standards bodies and other interested parties on:

- The accuracy and completeness of this report’s description of the current MSS landscape
- The broad areas in which the task force proposes developing potential recommendations
- Any additional broad areas that should be considered for recommendation
- Comments on the specific examples of potential recommendations included in this report (i.e. support for, or concern about a potential proposal)
- How commenters think use of MSS is changing or may change in future, and any significant influences (e.g. ESG considerations and reporting requirements)
- Any additional specific recommendations that the task force should consider

NOTE: The commentary in this document reflects some of the points raised by experts in discussions. The commentary does not fully report all views expressed, nor does it imply consensus.

1 Executive summary

This document outlines the key findings and discussion points from the ‘discovery phase’ of the task force’s work. It relates to the existing MSS landscape and the different views on what is and what is not working.

It gives an overview of the current landscape, indicates potential areas for recommendations, and gives examples of points made during discussion to illustrate divergent opinions.

TF15 agree that the harmonized approach provided by Annex SL of the ISO Directives Part 1 is generally useful. There is not yet consensus on how it might evolve to make use of MSS easier and more effective.

There is wide agreement that the terms used for different types of standards are not easily understood and should be reviewed.

There is general concern about the high number of MSS available and the issues this can cause for users. In addition, it has been shown that there is a need to improve governance relating to the approval of new MSS and withdrawal of MSS that are not being widely used.

1 Introduction

In December 2021 a task force was established under the direction of the ISO/TMBG/JTCG to explore the potential future direction of management system standards (MSS).

The task force was established to consider the architecture and structure of the MSS portfolio and to make recommendations to address known and perceived issues including:

- proliferation of MSS and sector versions of widely used MSS (e.g. quality)
- incorrect application of the harmonized approach (ISO Directives Part 1, Annex SL)
- lack of understanding of the distinction between MSS and management standards
- perception of MSS being the standards to aspire to – rather than what is best for the user
- potential need for an overarching MSS
- potential new architecture to cascade generic requirements, topic requirements, and tertiary level (e.g. sector) requirements or guidance

Experts representing different MSS and management standards are involved in the task force, and input from users, professional bodies, national standards bodies, regulators, certification bodies and any other interested party is also welcome, for example via social media or email.

The work of the task force has been divided into two parts:

1. The discovery phase: an exploration of the current landscape, involving evidence gathering and broad discussion of issues.
2. The recommendations phase, taking into account views of what does and does not currently work and proposals for potential improvements. The recommendations phase report will be submitted for consideration by ISO/TMB.

This report is the output of the discovery phase.
2 The current landscape

There are currently approximately 50 Type A MSS providing requirements (see Annex B).
There are approximately 40 Type B MSS providing guidance (see Annex C).

Note: Type A MSS are written in a form that enables conformity assessment; Type B MSS are not intended to be used for conformity assessment.

There are currently approximately 10 management standards providing guidance (some still in development) see Annex D (to be developed).

The earliest Type A MSS are all discipline-specific and generic in nature: they can be applied to any type of organization.

Newer Type A MSS include a number of sector specific documents. Some of these (e.g. ISO xxx) provide additional requirements to a widely used Type A MSS (e.g. ISO 9001). Others are sector specific variations on an existing Type A MSS (e.g. ISO xxx) or requirements for a specific aspect of another Type A MSS (e.g. ISO 14031).

There are also a number of Type A MSS covering several different disciplines for a specific sector and providing requirements for disciplines which may have an established Type A MSS(e.g. ISO 18788).

Table 1: Examples of current ISO MSS and management standards

<table>
<thead>
<tr>
<th>Deliverable</th>
<th>Req./guide</th>
<th>Discipline</th>
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<tbody>
<tr>
<td>Type A MSS</td>
<td>Req.</td>
<td>ISO 9001 Quality management systems – requirements, ISO 14001 Environmental management systems – requirements, ISO 45001 OH&amp;S management systems – requirements</td>
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<tr>
<td>Horizontal disciplines</td>
<td>Req.</td>
<td>ISO 13485 Medical devices – Quality management systems – Requirements for regulatory purposes (NOTE: Does not use HLS), ISO 22163 Railway applications – Quality management systems – Particular requirements for the application of ISO 9001:2015 in the rail sector, ISO 80079-34 Explosive atmospheres – Application of quality systems for equipment manufacture</td>
</tr>
<tr>
<td>Type A MSS</td>
<td>Req.</td>
<td>ISO 18788:2015 Management system for private security operations — Requirements with guidance for use, ISO XXX Safety and sustainability management systems in commercial shipping on inland waterways — Requirements with guidance for use (new work)</td>
</tr>
<tr>
<td>Sector + discipline specific</td>
<td>Req.</td>
<td>ISO 30301 Information and documentation – Management systems for records – Requirements, ISO 34101-1 Sustainable and traceable cocoa beans – Part 1: Requirements for sustainability management systems</td>
</tr>
<tr>
<td>Sector specific, multi-discipline</td>
<td>Req.</td>
<td>ISO/TS 9002 Quality management systems – application of 9001, ISO 14004 Environmental management systems – application of 14001</td>
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<tr>
<td>Specialised</td>
<td>Req.</td>
<td>ISO 18091 Quality management systems – Guidelines for the application of ISO 9001:2008 in local government, ISO 16158 Geographic information – Quality assurance of data supply</td>
</tr>
<tr>
<td>Type B MSS</td>
<td>Guide</td>
<td>ISO 10004 Quality management – Customer satisfaction – Guidelines for monitoring and measuring</td>
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<tr>
<td>application/implementation of Type A</td>
<td>Guide</td>
<td>ISO 709002 Quality management systems – application of 9001, ISO 14004 Environmental management systems – application of 14001</td>
</tr>
<tr>
<td>Type B MSS</td>
<td>Guide</td>
<td>ISO 18091 Quality management systems – Guidelines for the application of ISO 9001:2008 in local government, ISO 16158 Geographic information – Quality assurance of data supply</td>
</tr>
<tr>
<td>establishment, improvement/ enhancement of Type A</td>
<td>Guide</td>
<td>ISO 10004 Quality management – Customer satisfaction – Guidelines for monitoring and measuring</td>
</tr>
<tr>
<td>requirement related to a Type A</td>
<td>Guide</td>
<td>ISO 9004 Quality management- Quality of an organization- Guidance to achieve sustained success, ISO 55000 Asset management – Overview, principles and terminology, ISO 37002 Whistleblowing management systems – Guidelines</td>
</tr>
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</table>
### Table 2: Examples of different MSS and related documents in a Type A family

<table>
<thead>
<tr>
<th>Type A MSS discipline</th>
<th>MS</th>
<th>Type A MSS</th>
<th>Type B – implementation of Type A</th>
<th>Type B – establishment/enhancement of Type A</th>
<th>Type B – specific Type A requirement guidance</th>
<th>Other type B</th>
<th>Sector standard</th>
<th>Related documents (not defined as MSS)</th>
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</thead>
<tbody>
<tr>
<td>Quality</td>
<td>9000 ??</td>
<td>9001</td>
<td>9002</td>
<td>18091</td>
<td>9004</td>
<td>134585</td>
<td></td>
<td></td>
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<tr>
<td>OH&amp;S</td>
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<td>45002</td>
<td>45003</td>
<td>45004</td>
<td>45006</td>
<td></td>
<td></td>
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<tr>
<td>Environment</td>
<td>N/A</td>
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<td>14004, 14005</td>
<td>14006</td>
<td>14031</td>
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<td></td>
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<tr>
<td>Information security</td>
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<td>27001</td>
<td>27003 ??</td>
<td>27010 ??</td>
<td>27014 ??</td>
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<tr>
<td>Food safety</td>
<td>27005</td>
<td>27001</td>
<td>27003 ??</td>
<td>27010 ??</td>
<td>27014 ??</td>
<td>27014 ??</td>
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<td></td>
</tr>
</tbody>
</table>

### Figure 1: Visual representation of the current landscape

Note: this representation reflects the outcome of TF15’s review of the standards landscape. There are some differences between this and the representation on the ISO website at [https://www.iso.org/management-system-standards.html](https://www.iso.org/management-system-standards.html)
3 Positive aspects of the current landscape

Annex SL of the ISO Directives Part 1 provides a harmonized approach to MSS. It is generally agreed to be a beneficial approach which assists users in integrating different disciplines into their overarching management system.

Commentary: The TF agreed that the harmonized approach was useful. There was considerable debate on the complexity of language, the level of prescription and its accessibility for different sectors and types of business. Some experts believe it is fine as it is and that there is more a need for educating users, others believe it should be significantly shorter, containing a smaller number of key requirements that cannot be deviated from, and using more accessible language.

The range of MSS, including Type B MSS providing guidance, enables users to choose what best suits their needs.

Commentary: Proliferation of MSS is perceived as a problem but it was acknowledged that the number of MSS being developed indicates some degree of market appetite. However, it was also noted that only a handful of MSS are very widely used with many others having relatively low take up.

The range of guidance documents (Type B MSS) provides a lot of useful information without adding to requirements.

Commentary: Guidance is generally agreed to be valuable however there are differing opinions on whether a guidance standard should be considered to a MSS at all, as many users use the term MSS exclusively to refer to Type A MSS. There have been comments about the soft influence that can be exerted by guidance and how this can be a better way of integrating multiple disciplines or overarching aspects such as risk into other management systems. The majority view in TF15 is that both interpretative guidance (explaining the meaning of a Type A MSS) and implementation guidance (providing recommendations to users as to how to go about developing an MSS compliant with the requirements of a Type A MSS) are valued by users. However a minority view is that implementation guidance should not be permitted.

4 Issues to address

a) The large number of Type A MSS can make it difficult for users to choose what to implement.

Commentary: Users typically have one overarching organizational management system but MSS are written such that each describes an individual “stand-alone” management system, and do little to articulate how the discipline can be integrated into the business’s existing management system. The increasing number of available MSS potentially creates the perception that organizations need to use many MSS and it can be difficult for users to choose what is of most value for their organization.

b) Type A MSS are seen as the highest level of standard, leading to some committees using this format – and the helpful template – when it is inappropriate.

Commentary: Type B – guidance – can be seen as less important than Type A. Many Type B MSS deal with a specific aspect of a MSS, or a related topic and therefore cannot use the HS as a template. It is harder to write a standard without a structure/language provided in a template.

c) The fixed language used in MSS can be seen as inaccessible and/or in conflict with the usual language used in sectors.

Commentary: The use of a fixed standards language means that when writing standards for a specific sector we can miss the opportunity to connect more immediately with users by reflecting the terminology and culture of their sector. Core language is necessary to ensure consistency across MSS and assist with integration of MSS but there is a tension between this and the language used in certain sectors or industries. Trying to force ISO language on users is not always well-received; there might be the need for increased communication to explain the meaning of the HS.

d) Despite the harmonized approach, integration of different Type A MSS can be difficult due to deviations and additions made in each standard.

Commentary: The current core text is subject to a considerable amount of deviation across the Type A MSS. Some MSS are process based and some are control based which means some add more discipline requirements in clause 6 whilst others add mainly to Clause 8. The different language used in different disciplines/sectors can lead to deviations from the common terms which can cause confusion when integrating – e.g. the adoption of the term “worker” as a deviation in ISO 45001. It is possible that a core text, against which no deviations are permitted could of more value to users, as...
there would complete consistency across core requirements, and additional requirements could then be written in
language appropriate for that discipline/sector.

e) There is misunderstanding of the different types of standards and considerable overlap.
Commentary: the experts in TF15 do not all agree on what the different standards are, or are intended to be, reflecting
wider confusion among users. This includes the distinctions between (i) management standards and MSS, (ii) Type A
requirements and the four different permissible Type B guidance MSS, and (iii) discipline/generic standards and sector
standards. Many people use the term MSS to refer exclusively to Type A requirement specifications. Different sorts of
deliverables, such as PAS and IWA, are being developed containing content that is equivalent to that of both Type A and
Type B MSS, but experts and users have limited understanding of what these different document types imply as to their
provenance and status. There is a lot of support for renaming the types of standards, potentially losing or replacing the
terms Type A and Type B in the Directives/website etc., and focus on the title of the documents to clearly what the
standard provides.

f) There is inconsistency in how different standards are described in different media (e.g. ISO
Directives, website).
Commentary: There are conflicts between website descriptions and definitions in the ISO Directives which need to be
addressed. There is also some conflict/confusion in the different definitions, which we believe can be fairly easily
resolved. There may be benefit in putting less emphasis on the different types of standards and more on the
subjects/disciplines they address to benefit users.

5 Potential issues for discussion in the recommendations phase

The following are broad areas in which the task force proposes developing potential
recommendations. The potential specific recommendations used to illustrate the broad areas are
eamples only, reflecting some of the ideas proposed by experts. They do not reflect all proposals
and they are not agreed. They are included here to illustrate the range of recommendations the task
force may explore.

a) Strengthen governance to bring coherence to the MSS portfolio, avoid duplication and
contradictory messages, and to more rigorously test the business case for the addition and
retention of standards in the portfolio.
This could include recommendations such as:
1. tighten the criteria for approval
2. implement a post-publication review process to determine if the document is being used/well-received
3. set criteria for withdrawal for those which are not
4. review MSS portfolio and consolidate where possible to remove duplication, overlap, conflict, etc.
5. review and strengthen the effectiveness of the current justification process

Commentary: There is general agreement that there needs to be stronger governance on the approval process for MSS,
including more checks for scope creep, overlap and conflict and to ensure that the MSS format is the best for the
standard being proposed. How this can be done is an ongoing discussion. There is also some concern that there is no
thorough and evidence-based review of existing standards to see if they should be withdrawn (i.e. are they being used?).

b) Develop a simpler, more coherent architecture for the MSS portfolio
This could include recommendations such as:
1. make the core MSS requirements provided in the harmonized approach shorter, by focussing only on essential
requirements common to all MSS, and do not allow deviation
2. clarify how management standards (e.g. ISO 31000) fit into this architecture
3. reduce the number of types of possible MSS (consider if only requirement documents should be called MSS)
4. create a format where discipline specific requirements follow the harmonized approach but do not repeat the core
requirements (consider a template where one or more discipline specific texts and/or sector text can be added to
the appropriate clauses of the core text)
5. create templates similar to the Annex SL core text for guidance documents and other types of MSS and
management standards
c) Simplify language and review terms used to increase accessibility and clarity

This could include recommendations such as:

1. Improve naming conventions of different deliverables to make them simpler and more intuitive.
2. Reduce the number of different types of standards and ensure how they are defined is clear and distinct.
3. Encourage the use of simpler or more industry/sector suitable language in supporting documents (guidance etc.)
4. Use of readability scoring systems?
5. Consider adding additional standard language to Annex SL to address trends towards holistic approaches (e.g. standards which reference multiple disciplines such as quality, OHS, environment).
6. Consider if the word ‘organization’ is the right word for all MSS, given there is a growing trend for MSS to be written for use by groups of entities/communities (noting the existing definition covers this but users may not understand that).

Commentary: There is considerable support for developing new more intuitive naming conventions to help users understand what each standard is. Whilst many experts believe there is room for simplification of the language used in Annex SL not all agree. There is concern that simplification of the language used in MSS could lead to diluting the requirements or making them ambiguous. Although many people perceive that MSS are written for use by a single legal entity, there is a growing need for MSS to be used by organizations formed by alliances of legal entities, communities and society, and some newer MSS are being written in this way. Whilst the definition of ‘organization’ is very broad and allows for use by, for example communities or groups of organizations, the user does not always recognize this and may as a result be put off from using the standard. Further guidance might be beneficial.

d) Improve communications and information relating to MSS to ensure consistency and improve user experience

This could include recommendations such as:

1. Ensure ISO website descriptions and text aligns with definitions of different types of MSS and how they are intended to be used.
2. Provide more information on how to use the MSS family of standards effectively and how to integrate different disciplines.
3. Provide more tools such as maturity models, self-assessment templates to assist users.
4. Promote and provide information on the effective use of guidance documents to raise their status.

Commentary: There are currently four different Type B MSS permitted “including” those providing guidance on:

- the use, application or implementation of a Type A MSS (SL.2.5);
- the establishment, improvement or enhancement of a management system;
- a specific topic, requirement or set of requirements related to a Type A MSS;
- other guidance not directly related to a Type A MSS.

This causes a lot of confusion for users and standards’ writers. There is not consensus amongst experts in TF15 about which standards fit into each category.

There is no definition of management standard, however website text is contradictory. For example in one place it states that management standards “support the implementation of specific aspects of an organization’s management system”
and in another “Management Standards (MS) support governance and leadership functions, at all levels. … can be considered as overarching documents for the sound governance of an organization. Using MSS can be a practical way of supporting decisions resulting from the implementation of a management standard.”
### Annex A

**Type A MSS**

This table reflects the current status of the mapping exercise by TCs and may not yet be complete or fully accurate/agreed.

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<th>Standard number</th>
<th>Title</th>
<th>TC/SC</th>
<th>Stage</th>
<th>Doc Type</th>
<th>Type B category</th>
<th>HS</th>
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<td>Published</td>
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<td>Governance of organizations — Guidance</td>
<td>TC 309</td>
<td>Published</td>
<td>Management Standard</td>
<td>Business Management and Innovation</td>
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<td>37004</td>
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<td>Under development</td>
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<td>Horizontal Subjects</td>
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**Annex B**

**Management standards**

This table reflects the current status of the mapping exercise by TCs and may not yet be complete or fully accurate/agreed.

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| 37000 | Governance of organizations — Guidance | TC 309 | Published | Management Standard | Business Management and Innovation | |</p>
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Annex C

Type B MSS by category

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