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1 PURPOSE

The purpose of this Guide is to describe, from an Australian perspective, the policies and general processes applicable to the development of Australian and joint Australian/New Zealand Standards by Standards Australia (SA).

2 INTRODUCTION

Globally there are well over half a million published Standards. These are the products of over 1000 recognised Standards Development Organisations (SDO) worldwide. These figures do not take into account the innumerable internal standards, which underpin any successful organisation.

ISO/IEC Guide 2 defines a Standard as a:

‘document, established by consensus and approved by a recognized body, that provides, for common and repeated use, rules, guidelines or characteristics for activities or their results, aimed at the achievement of the optimum degree of order in a given context.’

ISO/IEC Guide 2, Standardization and related activities — General vocabulary

Standards are published documents setting out specifications and procedures designed to ensure products, services and systems are safe, reliable and consistently perform the way they were intended to. They establish a common language that defines quality and safety criteria.

Australian Standards (AS) and joint Australian/New Zealand Standards (AS/NZS) are widely recognised as being authoritative documents. Many are also referenced in State, Territory and Commonwealth legislation.

Standards are practical; they outline achievable goals and are based on sound industrial, scientific and consumer experience and are regularly reviewed to ensure they keep pace with the advances in technologies. They cover consumer products and services, construction, engineering, business, information technology, human services, energy and water utilities, the environment and much more.

3 STANDARDS DEVELOPMENT ORGANISATIONS (SDOs)

3.1 Standards Australia

Standards Australia Limited (Standards Australia) is an independent company, limited by guarantee and trading under the name ‘Standards Australia’ (SA). SA’s principal activity is the development of Australian Standards and related products using a process involving transparency and consensus. SA is committed to serve the Australian community and has established, with the Commonwealth Government, a Memorandum of Understanding (MoU) that recognises SA as Australia’s peak non-government Standards-writing body and the Australian representative on the International Organization for Standardization (ISO) and the International Electrotechnical Commission (IEC).

3.2 Accredited organisations

Although SA has a long history of developing voluntary Australian Standards, there are no barriers to other organisations such as industrial, professional, consumer, or government bodies being formally accredited as standards developers in their own right depending on the particular circumstances or environment within their industry or sector.

The accreditation function, established by the Council of Standards Australia Limited and supported by the Commonwealth Government, provides a valuable mechanism to ensure other organisations in Australia are able to develop their own industry standards and, provided the organisation is accredited, have these documents recognised as Australian Standards®.

The accreditation powers of the Standards Australia Board, which have been delegated to the Standards Development and Accreditation Committee (SDAC), are:

i. Accredit (or, where appropriate, decline to accredit) organisations in Australia in relation to the development, approval, publication and maintenance of Australian Standard® brand standards.
ii. Withdraw any accreditation granted under the above point.

iii. Set policies, rules, regulations and guidelines in relation to accreditation, including requirements for accredited SDOs to develop Australian Standard® brand standards.

iv. Audit accredited SDOs to ensure compliance with all policies, rules, regulations and guidelines of accreditation.

v. Provide the final point of process dispute resolution in relation to standards development by accredited SDOs.

vi. Where appropriate, establish sub-committees to assist in fulfilling accreditation roles and responsibilities and including composition and terms of reference for any such committees.

A Review Panel representing the Council of Standards Australia (Council) will act as the final arbiter of appeals from decisions made by the Committee in respect of its accreditation function.

The primary objective of the Standards Development and Accreditation Committee (SDAC) is:

to accredit Standards Development Organisations (SDOs) to develop and maintain Australian Standards in accordance with the rules and guidelines in force from time to time.

The SDAC replaces the earlier accreditation body the Accreditation Board for Standards Development Organisations (ABSDO).

Accreditation ensures an organisation’s competency to develop Australian Standard® brand standards and that these standards retain the quality arising from the rigorous, transparent and internationally aligned development process.

Further details on accreditation and accredited SDOs are available on the Standards Australia accreditation website at: https://www.standards.org.au/standards-development/accreditation

4 STANDARDS DEVELOPMENT PATHWAYS

4.1 Standards Australia Managed

SA’s Standards Development Pathways describe the allocation of responsibility and resourcing across the common Standards development process. SA directs its resources to the core function of Standards development through prioritised support of the following pathways.

4.1.1 Standards Australia Resourced

This pathway uses SA’s resources, project management expertise and infrastructure. SA Resourced projects require commitment and active contribution from stakeholders over a defined period of time. Proposals for SA Resourced projects may be submitted at any time for consideration and allocation of SA’s resources.

NOTE: Proposals for Identical Adoptions of International Standards can also be submitted to Standards Australia for consideration at any time.

4.1.2 Externally Funded

The Externally Funded pathway offers stakeholders customised solutions, greater choice in resourcing levels and accelerated project timeframes. Externally Funded project proposals are subject to the same assessment requirements as SA Resourced projects. Proposals for Externally Funded projects may be submitted to SA at any time.

Note, however, that the provision of external funding does not give the funding entity any preferential rights in relation to the technical content of a Standard. SA develops all Australian Standards in accordance with the range of SA’s Standardisation Guides, regardless of the source of funding.

4.1.3 The Standards Australia Pathways Guide

The Standards Australia Pathways Guide has been designed to help you understand the options available and choose the pathway best suited to your Standards development requirements.
For more information on the most appropriate pathway for your proposed project or to discuss the pathways, contact a Stakeholder Engagement Manager or the Standards Information Service on 1800 035 822.

4.2 Accredited SDO Managed

Amongst other benefits for accredited SDOs, ownership of the Standards development process allows the organisation to determine their development program, the level of resources to be provided and the timeframes to meet its stakeholder’s needs. Each accredited SDO has its own work program and project selection mechanism. However, their Standards development processes all comply with the provisions of ISO/IEC GUIDE 59:1994 Code of good practice for standardization, as do the processes used by SA and presented in this guide.

A list of accredited SDOs is available on the Standards Australia website (https://www.standards.org.au/standards-development/accreditation) and individual SDOs can be contacted for further information on their Standards development program and processes.

5 CONSENSUS AND TRANSPARENCY

The two key principles of consensus and transparency provide Standards their authority and widespread acceptance. Consensus means:

“General agreement, characterised 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 any conflicting arguments.”

Consensus need not imply unanimity.

ISO/IEC Guide 2, Standardization and related activities — General vocabulary

Transparency means that information on current work programs and proposals is available to all interested parties. Transparency also includes the concepts of openness, participation on a non-discriminatory basis, impartiality and a balanced participation in the Standards development process by interests that will be significantly affected by the Standard.

The policies and guidelines set out in this Guide and other Standardisation Guides are directed at ensuring that these principles of consensus and transparency are embodied in every Australian and joint Australian/New Zealand Standard. It is only by maintaining the openness and integrity of Standards that they will continue to be of benefit to society.

6 THE ROLE OF TECHNICAL COMMITTEES

The content of a Standard is the responsibility of a Technical Committee (TC). The basis for the composition (or 'constitution') of a TC is to ensure balanced participation by those interests that will be significantly affected by the resulting Standard. Individual members of a TC are selected by Nominating Organisations that may include, but are not restricted to, government bodies, industry associations, community-based and consumer organisations, employee organisations and professional, technical or trade associations.

Full details on the formation and operation of committees are available in SG-002: Structure and Operation of Standardisation Committees and the roles and responsibilities of committee members are given in SG 004: Roles and Responsibilities in Standardisation.

TCs have a continuing, ongoing role in supporting and maintaining the publications that they have prepared and approved. In special circumstances, (e.g. a major change in a particular field of work), TCs may be disbanded, although they may, for a variety of reasons, (e.g. work program has been completed), be made inactive or placed in abeyance.
7 THE STANDARDS DEVELOPMENT PROCESS

7.1 Initiation of new standardisation projects

7.1.1 Introduction

The inclusion of new standardisation projects in the SA work program is one of the most important aspects of the standardisation process.

The resources that can be devoted to standardisation are finite, particularly in terms of the time contributed by committee members and SA employees. Therefore, careful planning, prioritisation and resource allocation to the volume of new work accepted over the course of a year is required.

NOTE: Refer to the Standards Development Pathways section for more information.

7.1.2 Request for a new project

A project to prepare a new Standard (or other publication), or to revise or amend an existing publication, can result from:

- a request by an organisation such as government, industry or trade association, professional body, or consumer organisation;
- an individual request; and/or
- the review policy (see Clause 9).

Applications for new projects are made using a Proposal Form. As part of the application, a rigorous justification of the need for the project and its alignment with the Net Benefit Case will be required before SA approves the commencement of a new project – see the Guide to Net Benefit for more information.

Project proponents are also advised to discuss the proposal with one of SA’s Stakeholder Engagement Managers (SEM). They can provide proponents with guidance on completing the Proposal Form and the Net Benefit Case as well as discuss the most appropriate development pathway for the project.

The information that needs to be provided in the Proposal Form includes:

1. Details of the Project Proponent;
2. Details of the Project Proposal;
3. Summary and demonstration of the need and Net Benefit impact of the proposed work;
4. Harmonisation and alignment to existing related documents, e.g. industry, domestic, regional, other national or international guides, codes and research related to the proposed work;
5. Preferred Standards Development Pathway and who will fund the proposed work;
6. Justification of resource support from SA;
7. Details of relevant stakeholders across interest groups, the consultation process undertaken and whether they support the proposal;
8. Known risks and dependencies that might impact the successful completion of the proposed project/program or prevent consensus from being reached;
9. Details of projects in order of priority for development where multiple projects or a program of work is being proposed; and
10. Declaration of the accuracy of the proposal by the proponent.
Net Benefit

New Standards development projects are expected to demonstrate a Net Benefit to the Australian community, i.e., all Australian Standards must have an overall positive impact on all relevant communities of interest.

Net Benefit takes into account the costs and benefits related to the following criteria:

- Public health and safety;
- Social and community impact;
- Environmental impact;
- Competition; and
- Economic impact.

These measures align with the Australian Government Office of Best Practice Regulation (OBPR) guidelines and provide a level playing field for all proposed Standards development projects.

**NOTE:** The Guide to Net Benefit is available to assist with preparing a case to demonstrate the Net Benefit of the proposed project or program of work.

7.1.3 Assessment and approval of new projects

All proposed projects, including their Net Benefit Cases, are carefully evaluated by SA. If necessary, further clarification will be sought from the proponent.

The evaluation will consider the following criteria:

- Committee capability and stakeholder support;
- Resource availability;
- Net Benefit to the community;
- Availability of external funding;
- Support for Australia’s legislative framework;
- Strategic alignment to national interest and public policy issues;
- Evidence of market failure or potential market failure;
- References in legislation and other Standards;
- International alignment;
- Breadth and depth of application of proposed Standard;
- Facilitation and harmonisation of trade and compliance with the World Trade Organisation Agreement on Technical Barriers to Trade (i.e., the WTO TBT agreement);
- Appropriateness as an Australian Standard;
- Risks that could jeopardise the success of the project;
- Project priority including key milestones of public comment and publication; and
- The preferred Standards Development Pathway.

Proposed projects are announced on the SA website. Comments are requested from interested parties. These responses are then considered by SA before a decision is made to approve or reject a project.
Where a proposal for a new Standard is put forward by an external source and the subject area is covered by an existing TC, that committee is consulted and their views on the proposal are sought.

Where no suitable TC exists the project proponent needs to indicate a suggested constitution for the new committee and also show that the proposal has the support of key stakeholders that are likely to be affected by the new Standard.

Proposals for projects under the SA Resourced and Externally Funded pathways or for identical (IDT) adoptions of International Standards may be submitted, evaluated and approved at any time.

The SA Production Management Group (PMG) oversees the evaluation of all new project proposals. The PMG consists of the Standards Development Executive Team and is responsible for the oversight of the development of Australian Standards and other related documents. It reports to the Standards Development and Accreditation Committee (SDAC), a committee of the SA Board. See SG 004: Roles and Responsibilities in Standardisation for details on the roles of the PMG and the SDAC.

The PMG reviews all assessments and either declines or recommends the proposals for SDAC approval. In some cases, further information may be requested before a final decision is taken.

After approval by the SDAC, all new projects are listed on the SA website. This public exposure enables any interested party to comment on the viability and/or urgency of any project and to inquire if their interests are adequately represented on the committee concerned.

Once the SDAC has approved the project, the proponent is notified and work can commence. Where a new committee is required, the PMG will determine the constitution and terms of reference. For committees being established under the SA Resourced and Externally Funded pathways, SA will notify the Nominating Organisations and establish the committee.

For projects being undertaken using the Externally Funded pathways, SA will negotiate a Memorandum of Understanding (MoU) with the Project Sponsor. This will include items such as resources to be provided, training, costs and milestones to be met.

7.2 Project development

7.2.1 Project management

All SA projects are managed using the SA SP3 Project Management Methodology.

The Project Manager (PM) is a key member of each Standards development project team. PMs are the facilitators of projects and responsible for project administration and assisting the committee to meet its objectives. PMs may also provide guidance with drafting and advice on style and formatting.

Under the SA Resourced and Externally Funded pathways; the PM is provided by SA (or Standards New Zealand (SNZ) in the case of some joint committees). For committees that are using different pathways for different projects an External Project Manager (EPM) is appointed for those projects that are not being developed using the SA Resourced pathway. The latter remain the responsibility of the SA PM.

Where there is an EPM, SA appoints a SA employee as a Shadow PM who provides advice and guidance and also monitors the progress of the project.

**NOTE:** See SG 004: Roles and Responsibilities in Standardisation for more information.

7.2.2 Project initiation

The meeting of a committee where a new project (or work program) is introduced is known as the ‘Kick-Off’ meeting. The Kick-Off meeting is of considerable importance and to follow are examples of what should be confirmed at this meeting:

- Scope, complexity and project objectives;
- Project benefits;
- Project schedule, especially key target dates of public comment, ballot and publication;
• Specific roles and responsibilities of individual members e.g. drafting, research;
• Issues and risks facing the project;
• Interdependencies including direct dependencies between project progress or work activities that are being undertaken;
• Resource and financial arrangements for the project; and
• Declaration of interests of committee members – see SG-002: Structure and Operation of Standardisation Committees, clause 12.6, for Standards Australia’s policy on declaration of interests.

7.2.3 Project control

After the Kick-Off meeting a Project Management Plan (PMP) is developed. The PMP defines the project and provides a baseline from which the project is managed and variations are tracked. It sets out the key steps for developing the Standard, target dates, and the specific activities required of individual committee members.

7.2.4 Project duration

Depending on their complexity, Standards Development projects have varying organisational Key Performance Indicators (KPIs) for time limits of total duration, ranging from eight months for projects with a simple complexity to four years for the most complex projects.

The total duration of a Standards development project should not exceed four years from project Kick-Off to its date of completion or cancellation. Where projects are at risk of exceeding their maximum agreed limits, the ultimate consequence may be project cancellation.

7.3 Document drafting

The responsibility of the technical content of a Standard resides with the TC. The committee or one or more Working Groups (WG) provides the technical text to be incorporated into the document. This content is developed through a series of drafts and may involve face-to-face meetings, audio conferences, or on-line discussion through Standards Connect, which is a project and committee documentation management system that enables committee members to access information specific to the project(s) they are involved in.

The PM assists in the development of the document by providing specialist advice on standardisation practice and terminology. The PM is also responsible for advising on style and formatting of the document, as well as arranging editing and publishing.

7.4 Draft Standards and public comment

TCs are constituted so that all sectors having a significant interest in the project are represented on the TC. It is, however, essential that anyone who feels that they have something to contribute to the draft Standard be provided with an opportunity to comment on its provisions. For this reason, SA publicly announces the availability of draft Australian and joint Australian/New Zealand Standards.

Draft Standards are freely available via the SA website, and comment is actively sought. Hard copies of drafts are also available on a fee-for-service basis. The comment period varies according to the needs of the project and TC, but is normally not less than 9 weeks. At the expiry of the comment period, the committee responsible for the document is obliged to give serious consideration to all comments received and to determine which proposed changes will be incorporated into the Standard.

7.4.1 Peer review

For some lower consensus projects that do not go through separate Public Comment and Ballot, Peer Review occurs where the draft document is circulated for review by a suitable peer group. Peer reviewers are normally taken from appropriate committees but could also include external technical experts by agreement. SA decides who the members of the peer review group should be and how large the group should be.
The Peer Review time period needs to be suitably agreed with the reviewers, dependent on their availability and the complexity and size of the project. It ends after agreement has been reached on any changes required to address comments or objections.

7.5 Approval of Standards

Prior to the publication of a document as a Standard, the following steps occur:

**Step 1** – The Standard goes to the Technical Committee (TC) for ballot.

**Step 2** – Committee members vote either affirmatively (with or without comment) or negatively. To be considered, negative votes must be accompanied by technical substantiation. Any formal abstentions from voting will be counted as ‘not voting’.

*NOTE:* All committee members are obliged to submit votes at the Ballot stage on behalf of their Nominating Organisation (as part of their responsibilities in accepting a position on the committee.) Only when consensus has been achieved can the document proceed to become a Standard. No changes can be made to the technical content of a document after voting without further agreement by the committee.

**Step 3** – If a committee member casts a negative vote, the committee is obliged to give thorough consideration to the reasons for the negative vote and to attempt to find a resolution that is acceptable to the committee as a whole.

*NOTE:* Committee members are voting on behalf of their Nominating Organisation and not acting as individuals or a representative of their employer.

While a unanimous affirmative vote is the desirable outcome, this is not always possible. Where there are unresolved negative votes, the SDAC has specified when consensus can be deemed to have been achieved. Currently the consensus rules are:

- A minimum of 67% of those eligible to vote have voted affirmatively; and
- A minimum of 80% of votes received are affirmative, and
- No major interest involved with the subject of the Standard has collectively maintained a negative vote.

Consensus need not imply unanimity.

SDAC December 2015, *Requirements for Accreditation of Standards Development Organisations*

*NOTE:* When it becomes evident that a representative is not acting in the interest of their Nominating Organisation, SA will refer the issue back to the Nominating Organisation for resolution.

These principles apply to the Australian votes on joint Australian/New Zealand Standards, while the New Zealand approval is decided by SNZ. In the event that a consensus can be achieved in one country but not the other, the committee may consider the option of producing country specific clauses or separate national Standards.

In cases where there is collective sustained objection by a major interest group, it is ultimately the responsibility of the SDAC to arbitrate. In consultation with the PMG, the SDAC will review the document development and ballot to ensure that the processes have been carried out in accordance with SA’s policies and requirements. For resolution of technical concerns and/or disputes, the SDAC may convene a separate group comprising independent experts in the field. That group will be asked to review and offer recommendations on suitable resolution to the technical issues and/or disputes.

7.6 Significant dates

In the course of publication and implementation of Standards, three significant dates apply:

1. **Approval date** — the date on which the document is approved by, or on behalf of, the SDAC. For joint Standards, the New Zealand Standards Approval Board approval date also applies.

2. **Publication date** — the date that a Standard becomes publicly available. In Australia, it is also the date on which the Standard or amendment comes into effect.
3. **Implementation date** — the date that a Standard becomes effective, where that date differs from the publication date. Legislation or certification programs may require a later date of implementation for a Standard than its publication date, for instance to provide a period of grace during which products and practices can be upgraded. In such cases, a Standard usually includes information or recommendations with regard to implementation dates; but as such dates are externally set, the advice in the Standard cannot be considered authoritative.

### 8 PARTICIPATION IN INTERNATIONAL STANDARDISATION ACTIVITIES

Many committees work in fields that are the subject of international Standards development activity. These committees are required to monitor (or 'mirror') international work in their fields. Where these committees take an active role and formally participate in the development of international Standards, the Mirror Committee is also responsible for developing the Australian position (and advising SNZ if it is a joint committee, noting that New Zealand and Australia have separate eligibility for membership of international committees) and briefing delegates to any international meeting.

**Note:** See **SG 015: Australian Involvement in International Standardisation** for more information.

#### 8.1 International adoption

SA has a policy of adoption, wherever possible, of international Standards prepared by ISO and IEC, as Australian (AS), or joint Australian/New Zealand Standards (AS/NZS). This policy has been implemented to reflect Australian Government policy on compliance with the WTO TBT agreement.

At the start of a new project, information on major national and international Standards in the subject area is provided to the committee. Where an international Standard deals with the subject covered by the new project, such a Standard is considered and evaluated for adoption as a national Standard.

Where a committee decides not to adopt the international Standard, the committee has to provide reasons for the unsuitability of the international Standard for use in Australia and, where appropriate, New Zealand. Where the international Standard is adopted but national variations are incorporated, the committee is required to provide documented reasons for these variations.

The PM regularly supplies updated information on international Standardisation to the committee during the life of the project.

### 9 REVIEW OF STANDARDS

SA is committed to maintaining a contemporary and relevant suite of Australian Standards. This ensures that users of products and services based on Standards can be confident that those Standards mirror contemporary practice, are technologically up-to-date, and reflect current views on safety, quality and environmental impact.

It is the intention of SA that all Standards will be reviewed regularly.

When reviewing a Standard the committee will be asked to evaluate it and determine if it is:

- Up-to-date technically;
- Reflective of current practice;
- Suitable for new and existing applications (products, systems or processes); and
- Compatible with current views and expectations regarding quality, safety and the environment.

The outcome of this review will be one of the following:

- Withdraw the Standard if it no longer satisfies the criteria mentioned above;
- Reconfirm the Standard if its content is still deemed to be appropriate — see the ‘Reconfirmation Notice’ clause in **SG-003: Standards and other publications**;
• Commence a revision of the Standard if the subject is still relevant but its content is found to no longer be appropriate. In this case a new Proposal Form for Standards Development Projects will need to be submitted by the committee. Click here for more information.

Where a revision is commenced, the Project Management Plan (PMP) will specify a target date for publication of the new edition. Failure to meet this target date may result in the Standard being withdrawn before the new edition has been finalised.

10 WITHDRAWAL OF STANDARDS

When the revision (i.e. the new edition) of a Standard is published, the original Standard is usually withdrawn. Withdrawals can also be triggered by factors other than the publishing of a new edition. These include the review mentioned above (Clause 9), the reconstitution of a committee, transfer of a Standard from one committee to another, or as a result of a special request.

A Standard may be withdrawn if it:

• Is not up-to-date technically;
• Does not reflect current practice;
• Is not suitable for new and existing applications (products, systems or processes); and/or
• Is not compatible with current views and expectations regarding quality, safety and the environment.

Where possible, the intention to withdraw the Standard is announced on SA’s website in advance of the proposed withdrawal date. This allows users the opportunity to comment on the proposed withdrawal. Copies of withdrawn Standards may still be obtained from our distributors, although SA no longer endorses their content.

11 COPYRIGHT

The copyright of all Australian Standards is normally vested in SA. It is the responsibility of committee members to ensure that any material put forward for inclusion in a Standard does not infringe a third party’s copyright. In such cases, the material may be included in a Standard only after permission has been obtained from the copyright holder.

The copyright of joint Australian/New Zealand Standards is owned by both SA and SNZ, each having exclusive copyright ownership within its own country. Any grant of copyright by the copyright owner is limited to their respective country, and any grant covering both countries or for international use is agreed to jointly.

Where committee members submit material that they, their employers or Nominating Organisations have originated, and where such material is subsequently included in a Standard, SA recognises the right of the originator of the material to continue to reproduce that material in the form in which it was originally submitted.

However, committee members, their employers and Nominating Organisations are reminded that, although they may have contributed part of the content of a Standard, they are not thereby entitled to reproduce the whole contents of the published Standard. Requests to do so require written permission from SA.

12 AVAILABILITY OF STANDARDS

Standards Australia publications are available for purchase through our distributors.
## CONTENT HISTORY

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<td>v4.13 - Add reference to SG-002 in 7.2.2 for declaration of interests policy.</td>
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<td>14/02/19</td>
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<td>v4.14 - Replaced all references to 'Standards Hub' with 'Standards Connect'. References to twice yearly Project Prioritisation process deleted.</td>
</tr>
<tr>
<td>12/07/19</td>
<td>P&amp;P Coordinator</td>
<td>v4.15 - Replaced references to “SAI Global” with &quot;our distributors&quot; &amp; updated several hyperlinks.</td>
</tr>
</tbody>
</table>