

MARITIME SAFETY COMMITTEE
95th session
Agenda item 12

MSC 95/12/1
14 April 2015
Original: ENGLISH

SHIPS SYSTEMS AND EQUIPMENT

Measures for onboard lifting appliances and winches

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SUMMARY

Executive summary: This document provides comments to the outcome of SSE 2 on measures for onboard lifting appliances and winches

Strategic direction: 5.2

High-level action: 5.2.1

Planned output: 5.2.1.22

Action to be taken: Paragraph 21

Related documents: MSC 83/20/2, MSC 83/INF.10; MSC 86/23/6; MSC 89/22/12; FSI 19/19; DSC 16/5/5; DE 56/22/4, DE 56/25; DE 57/18, DE 57/18/1, DE 57/18/2, DE 57/18/3, DE 57/18/4, DE 57/18/5, DE 57/INF.5, DE 57/WP.7, DE 57/25; SSE 1/INF.3, SSE 1/13, SSE 1/13/1, SSE 1/13/2, SSE 1/13/3, SSE 1/INF.4, SSE 1/WP.5, SSE 1/21; SSE 2/8, SSE 2/INF.2, SSE 2/8/1, SSE 2/8/1/Corr.1, SSE 2/8/2, SSE 2/8/3, SSE 2/8/4, SSE 2/INF.5, SSE 2/WP.5, SSE 2/20 and MSC 95/12

General

1 This document is submitted in accordance with paragraph 6.12.5 of the *Guidelines on the organization and method of work of the Maritime Safety Committee and the Marine Environment Protection Committee and their subsidiary bodies* (MSC-MEPC.1/Circ.4/Rev.3) and provides comments to the outcome of SSE 2 on measures for onboard lifting appliances and winches, as set out in document MSC 95/12 (Secretariat).

Background

2 In 2007, the Maritime Safety Committee, at its eighty-third session, considered documents MSC 83/20/2 and MSC 83/INF.10 (New Zealand), with regard to data involving foreign ships' lifting appliances during cargo operations at ports. The document called on the Committee to consider the urgent need for the development of appropriate and practical guidelines, or mandatory requirements, for the maintenance, testing and inspection of onboard lifting appliances and loose gear. MSC 83 generally recognized the safety problem; however some delegates expressed the view that the problem did not necessarily relate only to general cargo ships and, therefore, required wider consideration.

3 In 2009, a new work programme item was proposed to the Maritime Safety Committee for consideration at its eighty-sixth session (MSC 86/23/6 (New Zealand)), with a view to clarifying the requirements of the ISM Code in relation to the maintenance of ships' lifting appliances and the development of appropriate mandatory requirements; however, MSC 86 decided not to progress this work programme item.

4 In 2011, the Committee, at its eighty-ninth session, having considered document MSC 89/22/12 (Chile, Japan, New Zealand, Norway and Republic of Korea), proposing to develop SOLAS requirements and associated guidelines for the construction and installation of onboard lifting appliances and winches, taking into account the outcome of FSI 19 (MSC 89/12 (Secretariat), paragraph 5.2), the Committee agreed to include, in the post-biennial agenda of the Committee, an output on "Development of requirements for onboard lifting appliances and winches", with two sessions needed to complete the output, assigning the DE Sub-Committee as a coordinating organ.

5 In this connection, the Committee agreed that: ILO should be consulted on this matter to avoid any duplication of work; the incident reports identified by FSI 19 (FSI 19/19, paragraph 5.21) should be taken into account; and that the DE Sub-Committee should first agree on the specific deliverables before undertaking any technical work and seek the Committee's approval accordingly.

6 DE 56, having noted that many delegations supported the need to proceed with the matter, included the output on the agenda for DE 57 and agreed to inform MSC 90 of the views expressed.

7 Having received a number of documents under agenda item 18 (Development of requirements for onboard lifting appliances and winches), DE 57 established a Working Group on Lifting Appliances and Winches, which was instructed to give preliminary consideration to draft amendments to IMO instruments and any associated guidelines and to advise the Sub-Committee accordingly.

8 DE 57 subsequently noted the report of the working group and, in particular, noted (DE 57/25, paragraph 18.9):

- .1 the plan of action for developing requirements for onboard lifting appliances;
- .2 the recommendation of the group to use as initial reference a preliminary list of existing regulations and standards;
- .3 the recommendation of the group that future guidelines should have a mandatory status;
- .4 the view of the group that guidelines should be applicable to all types of ships, taking into account the requirements of SOLAS regulation 1/3;

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- .5 the view of the group that personnel/passenger lifts and escalators on board ships should not be included in the scope of application, as well as any equipment regulated by the LSA Code;
 - .6 with regard to the application of guidelines to new and/or existing ships, the view of the group that future guidelines should be applicable to all ships and that provisions addressing the issue of design should only apply to newly installed equipment; but provisions addressing operation, maintenance, inspection and certification should apply to new and existing ships;
 - .7 with regard to the issue of certification in the context of guidelines, the view of the group that a transitional period for existing ships should be considered;
 - .8 the view of the group that fishing vessels, since there are no mandatory international instruments regulating them, should be left out of the scope of guidelines at this time; and
 - .9 the draft framework and preliminary list of contents of guidelines, developed by the group.

9 DE 57 also agreed to establish a correspondence group to collect and analyse incident reports and incident data and to consider the scope of application of guidelines, identifying ranges of equipment and types of ship.

10 MSC 92 approved the report of DE 57 (DE 57/25) in general.

11 SSE 1 re-established a correspondence group to further collect and analyse incident data related to onboard lifting appliances and winches and to further consider the need for and scope and application of potential measures.

12 In the report of the correspondence group (SSE 2/8) it was noted that a majority of participants agreed, in principle, that the proposed measures should have a mandatory status so that port State control inspections could be carried out to ensure that vessels were adhering to these measures; and that in light of the broad recommendations on developing a mandatory requirement for onboard lifting appliances and winches which would apply to all ships, of 500 gross tonnage or over, an amendment to SOLAS was considered the most appropriate method to ensure consistent and global implementation.

Incident data

13 The co-sponsors consider that the incident data submitted to the correspondence group shows a "compelling need" for a mandatory SOLAS requirement and that the Sub-Committee should now focus on using the analysis of this incident data, undertaken by the correspondence group, to inform the scope and application of such a SOLAS amendment and associated guidelines.

14 Further to the data considered by the correspondence group, document SSE 2/8/4 (ICHCA) referred to more than 200 incidents involving mechanical failures including slewing ring or holding down bolt failures in pedestal cranes, crane jib/boom failures and motor/hydraulics/brake failures. This information supports the conclusion of the correspondence group and the majority at SSE 2 that SOLAS amendments are required and should at a minimum cover manufacture, testing and certification, and maintenance of cargo lifting appliances, and lifting appliances and winches utilizing wire rope, to ensure an effective regulatory system is put in place that will prevent injury and save lives.

15 According to document SSE 2/8/4, the failures of onboard lifting appliances and winches are far more widespread than the original data provided to the correspondence group suggests, and in fact, over a ten-year period from 2004 to 2014, failures of lifting appliances resulted in over 100 injuries to ship's crew and shore workers, many of them life changing and at least nine of which were fatal. The analysis undertaken by the correspondence group reporting to SSE 1 also uncovered inconsistent and inadequate reporting of incidents. The lack of publically available "near miss" data was noted by SSE 1 (SSE 1/21, paragraph 13.10).

Discussion

16 SSE 2 had an extensive discussion on how this output should be moved forward and, in particular, whether there was a compelling need for amending any mandatory IMO instruments. Following the discussion, the Chairman of the Sub-Committee concluded that (SSE 2/20, paragraph 8.9):

- .1 there was unanimous agreement that more robust guidelines for the safety of onboard lifting appliances and winches should be developed;
- .2 the majority of those who spoke on the matter supported the need of amending SOLAS, with a view to making the requirements for safety of onboard lifting appliances and winches mandatory; and
- .3 a correspondence group may be established, subject to decision by MSC 95, to progress the work intersessionally.

17 Recalling the decision of MSC 89 that the Sub-Committee should first agree on the specific deliverables before undertaking any technical work and seek the Committee's approval accordingly, SSE 2 agreed to forward its conclusions, as indicated in paragraph 16 above, to MSC 95 and invited the Committee to decide on whether mandatory SOLAS requirements should be prepared in addition to the development of guidelines.

18 Taking into account that a clear majority at SSE 2 supported a mandatory amendment to SOLAS, the co-sponsors request the Committee to agree on the following specific deliverables and instruct SSE 3 accordingly:

- .1 draft text for a goal- and function-based amendment to SOLAS on requirements for onboard lifting appliances and winches; and
- .2 develop associated guidelines.

19 The Committee is requested to approve the re-establishment of the Correspondence Group on Onboard Lifting Appliances and Winches to draft text for a goal- and function-based amendment to SOLAS and develop draft associated guidelines, taking into account the matters of scope and application recommended by the working group at SSE 2 (SSE 2/WP.5).

20 The Committee is further requested to consider measures that might be taken to encourage formal reporting to the relevant organizations of all incidents, including "near miss" data that involve a failure of onboard lifting appliances and winches. Such reports should be of sufficient detail to allow future analysis of the effectiveness of related regulation and guidance.

Action requested of the Committee

21 The Committee is invited to consider the information provided in this document and, in particular, the comments in paragraphs 18 to 20, and decide as appropriate.