



AUSTRALIAN COMPETITION
& CONSUMER COMMISSION

2021 Product Safety Priorities

March 2021

Product Safety Priorities 2021

Consumers expect the products they purchase to be safe. Each year, the Australian Competition and Consumer Commission (ACCC) identifies priorities to minimise the risks posed by unsafe consumer goods.

In 2021, the ACCC's key areas of focus include:



Conducting education and surveillance activities and enforcing compliance in relation to the new **quad bike** safety standard



Implementing the new safety standards for **button batteries**, with a focus on promoting compliance through education



Implementing strategies to prevent injuries and deaths to infants caused by **sleeping products identified as unsafe**



Strengthening **product safety online** through education, engagement and monitoring of compliance commitments by online marketplaces



Scoping more effective risk controls for potential intervention to prevent injuries and deaths caused by **toppling furniture**

The ACCC may also pursue other product safety risks which have the potential to cause serious harm to consumers.

The following sections set out how the ACCC prioritises and addresses consumer product risks.

Introduction

The Australian product safety system relies on consumers, businesses and agencies working together to maximise the safety of goods. This policy sets out the principles adopted by the ACCC for prioritising and addressing product safety risks.

ACCC product safety strategy

The ACCC is an independent Commonwealth statutory authority responsible for enforcing the *Competition and Consumer Act 2010* (CCA) and other legislation to promote competition, consumer protection and the regulation of national infrastructure for the benefit of all Australians.

The Australian Consumer Law (ACL), set out in a schedule to the CCA, governs consumer protection and fair trading, including the safety of consumer goods. Regulation of the ACL is a shared responsibility between the ACCC and state and territory regulators (ACL regulators).

State and territory ACL regulators have endorsed the 2021 Product Safety Priorities as national priorities. The ACCC will work closely with state and territory ACL regulators on many of these priorities.

The ACCC issues an annual Compliance and Enforcement Policy outlining the ACCC's approach to its enforcement functions under the CCA and other legislation. The Product Safety Priorities expand on the Compliance and Enforcement Policy by setting out how the ACCC approaches its product safety role under the ACL.

Core functions

The Product Safety Priorities are key areas of focus that are set annually in addition to the ACCC's core functions.

Core functions are product safety regulatory activities that the ACCC will also prioritise. These include:

- Negotiating, assessing and monitoring the effectiveness of voluntary recalls and communicating product safety risk to consumers
- Reviewing and updating mandatory safety standards and bans, and conducting surveillance
- Conducting hazard assessments of emerging product safety issues, including monitoring safety hazards associated with new technologies
- Engagement with key stakeholders on product safety, focusing on education about any new safety standards introduced
- Advocating for reform to improve the effectiveness of the product safety framework, including through a new safety duty
- Improving product safety data by exploring short and long-term data solutions, including examination of other data sources that could be accessed to supplement the product safety data already collected by the ACCC.

When carrying out its core functions, the ACCC employs three integrated strategies to direct the ACCC's resources so as to have the most impact on product safety risks: identification, prioritisation and management.

Risk identification

To identify product safety hazards and assess the size of the risk, the ACCC collects data from a range of sources, including:

- consumer reports made to the ACCC via the ACCC's Infocentre and webform
- mandatory injury reports made by businesses under section 131 of the ACL
- notice of voluntary recalls by businesses under section 128 of the ACL
- market surveillance to identify non-compliant or unsafe products
- information from other ACL regulators
- networks of consumer, business, government and other organisations including injury surveillance groups
- monitoring of media and other publications
- international networks, including through active participation in the OECD Working Party for Consumer Product Safety, which is chaired by Australia and participation in International Product Safety week, a bi-annual forum, hosted by the European Commission, which brings together product safety expertise from across government and industry worldwide.

Risk prioritisation

The ACCC cannot pursue all product safety matters that come to its attention. The ACCC uses data to identify the most significant product safety risks and uses priority factors to determine the nature and timing of interventions to manage those risks.

The priority factors are:

- there is a high risk to public safety due to the severity or number of injuries that may result from the product (such as an unsafe product likely to cause death or significant harm, or being widely available to consumers)
- users are unable to perceive or safeguard against the risk of the product, such as where it is difficult to detect the safety risk or identify a link between the product and possibility of injury
- the product is targeted at vulnerable users, such as children
- users of the product potentially expose other people to the risk of death or injury
- the product is subject to a safety standard, compulsory recall, ban or safety warning under the ACL
- ACCC action is likely to have a broader public benefit e.g. where action is likely to have a broader educative or deterrent effect or the source of harm is likely to become widespread if the ACCC does not intervene.

The ACCC also prioritises product safety risks where there is widespread community concern. For these matters, the ACCC undertakes initial enquiries to assess whether the product safety risk meets the priority factors.

In assessing the likelihood and severity of injury, the ACCC considers reports of past incidents in Australia and overseas.¹ The ACCC also draws on market surveillance and expert technical advice to identify emerging risks and respond quickly to prevent deaths and injuries.

¹ As set out in the ACCC's Compliance and Enforcement Policy, while the ACCC relies on reports to identify risks, the ACCC is not a complaint handling body.

Risk management

A range of strategies are used to manage risk:

- Regulation under the ACL. The ACCC is responsible for making recommendations to the Commonwealth Minister on safety standards, bans, compulsory recalls, safety warning notices and information standards, and for administering voluntary recall notices.
- Compliance and enforcement under the ACL. The ACCC and ACL regulators are responsible for:
 - educating traders about the ACL provisions relating to the consumer guarantee of acceptable quality as to safety and liability for products with safety defects
 - enforcing ACL provisions prohibiting false or misleading representations which include representations as to the safety of a product
 - monitoring and enforcing compliance with regulatory interventions under the ACL, such as compulsory recalls, mandatory safety standards and product bans.
- Working with other Australian regulators. Different government agencies are responsible for regulating the safety of specific types of products such as motor vehicles, food, building materials, drugs and therapeutic goods, tobacco and electrical and gas appliances. When a product does not easily fit within the scope of a particular regulator, agencies will work together to find the best way to manage its safety.
- International cooperation. The ACCC works with international counterparts to identify and address emerging product safety risks.

How the ACCC addresses product safety risks

As outlined in the Compliance and Enforcement Policy, the ACCC draws on a range of strategies to address consumer harm, including:

- working with industry to manage risk, including through voluntary recalls
- compliance activities such as education and campaigns, industry engagement, research and advocacy, and working with small business to improve product safety awareness
- enforcement action such as administrative resolutions, infringement notices, enforceable undertakings and court cases
- market studies
- working with other agencies.

For consumer product safety, the ACCC is also responsible under the ACL for administering voluntary recall notices and making recommendations to the Commonwealth Minister to:

- publish a safety warning notice that a particular product is under investigation or warning of possible risks of a product
- make an information standard requiring particular information to be supplied with the product
- make a safety standard setting out requirements for the product
- make an interim or permanent ban on the product
- require businesses to recall the product.

In performing this work, the ACCC is governed by the principles set out in the Compliance and Enforcement Policy: accountability; transparency; confidentiality; timeliness; proportionality; and fairness.

The appropriate strategy will depend on the particular product safety risk. In developing a strategy to address a product safety risk, the ACCC is guided by the following principles:

- The ACCC's response should be efficient and effective in managing the risk.
- The ACCC's response, including the compliance burden imposed on business, should be proportionate to the risk.
- The ACCC generally uses more interventionist responses such as regulation and court action where lower levels of intervention, such as education, fail. In particular, the ACCC considers whether the risk is due to lack of information or understanding by a business motivated to 'do the right thing', or deliberate or careless disregard for the safety of consumers. However, a gradually escalating response may not be appropriate where there is a serious and immediate threat to public safety.
- A regulatory response should, in general, avoid restricting consumer choice or limiting technological solutions. However, in some cases, the most appropriate option to address a risk will be to ban the product or mandate standards for design or manufacture.

The ACCC reviews its priorities each year as part of its Compliance and Enforcement Policy. Product safety areas of focus for this year are set out at the front of this policy, and are outlined in further detail below.

Implementing the priorities

This section outlines some of the important work that the ACCC will undertake this year to implement each of the priorities.



Conducting education and surveillance activities and enforcing compliance in relation to the new **quad bike** safety standard.

The ACCC will increase awareness of and promote compliance with the new standard, with a focus on:

- informing suppliers of the requirements of the safety standard
 - increasing consumer awareness of the safety standard to assist them in making more informed purchasing decisions
 - working with ACL regulators to conduct market surveillance to assess the level of compliance with the safety standard
 - taking appropriate enforcement action in relation to the safety standard.
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Implementing the new safety standards for **button batteries**, with a focus on promoting compliance through education.

The ACCC will work to increase awareness of and encourage compliance with the new standards during the transition period, with a focus on:

- working with ACL regulators to publicise the new standards for all suppliers
 - developing accessible and practical guidance material to assist stakeholders in understanding and meeting the new requirements
 - advocating for other standards-setting bodies to update aspects of existing domestic and global standards to improve consistency with the new safety requirements
 - supporting work on non-regulatory measures to improve safety of button batteries including safe disposal and ongoing consumer education.
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Implementing strategies to prevent injuries and deaths to infants caused by **sleeping products identified as unsafe**.

The ACCC will:

- continue the market review commenced in 2020, including engaging with stakeholders to assess the potential safety risks associated with infant inclined sleeping products
 - following completion of the market review, identify strategies for improving the safety of infant inclined sleeping products.
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Strengthening **product safety online** through education, engagement and monitoring of compliance commitments by online marketplaces.

The ACCC will continue work to improve product safety online, with a focus on:

- monitoring and reporting on signatories' compliance with the Australian Product Safety Pledge and encouraging other online marketplaces to join the pledge
- developing accessible resources and engaging with key stakeholders to raise awareness of compliance and product safety issues among online sellers and consumers
- collaborating with international regulators to develop a global surveillance initiative and provide input on effective product safety policies and mitigation strategies
- working with ACL regulators to address compliance issues and facilitate opportunities for cooperative engagement with online marketplaces and other regulators.



Scoping more effective risk controls for potential intervention to prevent injuries and deaths caused by **toppling furniture**.

The ACCC will work to improve the safety of toppling furniture, with a focus on:

- consulting stakeholders and working with state and territory ACL regulators to develop a full injury and fatality picture of Australian incidents
- gaining a better understanding of the exposure and extent of potentially unsafe furniture on the market
- exploring the costs and benefits of mandating relevant portions of Australian and overseas voluntary standards in the second half of 2021.

Further information

For more information and to remain up to date on product safety issues in Australia, see:

ACCC website www.accc.gov.au or call the ACCC's Infocentre on 1300 302 502

Product Safety Australia website www.productsafety.gov.au

ACCC's annual [Compliance and Enforcement Policy](#)

ACCC's [2020 Product Safety Priorities Policy](#)

ACL regulators, [Australian Consumer Law: Compliance and Enforcement: How Regulators Enforce the Australian Consumer Law \(2017\)](#)