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DISCUSSION PAPER

Review of the Consumer Product Safety Standard for Prams and Strollers

This discussion paper details policy proposals under consideration in the review of the mandatory standard for prams and strollers

August 2014

Closing date for submissions 15 September 2014

Australian Competition and Consumer Commission
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Purpose

The purpose of this discussion paper is to consult with stakeholders on proposed changes to the current consumer product safety standard for the supply of prams and strollers in Australia- *Consumer Protection Notice No.8 of 2007* (the Standard) which references the Australian Standard AS/NZS 2088:2000.

This paper seeks relevant information and views from interested parties that will assist in determining the optimal approach for the future regulation of prams and strollers under Australian Consumer Law (ACL) as embodied in the *Competition and Consumer Act 2010* (CCA). Of particular interest to the ACCC is any evidence which will assist in assessing the potential impacts and benefits of each of the regulatory changes.

The consultation process outlined in this paper may be the only opportunity for stakeholders to provide their input into the review process and all interested parties are encouraged to make submissions on the options or other issues relevant to the review even if they agree with the options set out below.

Summary

This paper reviews the Standard, levels of supplier compliance, various product use issues and relevant injury data.

The discussion paper is intended to:

- describe proposed amendments to the Standard
- raise issues with stakeholders on other options
- seek evidence and views to assist in the development of recommendations to the Minister about any revised regulation and on potential impacts of the proposed changes, including implementation by suppliers

This paper proposes that product safety regulation of the design and performance of prams and strollers via the Standard continues. The ACCC's understanding is that the industry supplying prams and strollers accepts and supports the need for continuing regulation. It is further acknowledged that industry also recognises the need for mandatory standards which regulate certain aspects of the product's design and performance to be reviewed and updated for the purposes of consistency and currency.

Industry and market developments in the design of prams and strollers, as well as some emerging issues relating to product use since the initial introduction of the Standard, indicate a need to amend current requirements relating to the product's performance.

Prams designed to only serve the function of transporting a very young child have tended to decline in terms of market availability, with a rise in preference for dual purpose strollers which can be used for babies and then later, young infants. Strollers have also become multi –functional, with attachments and accessories being able to be secured to them which allows for more than one child and one age group to be transported at the same time. This however has the potential to generate safety issues with load balance and the overall stability of the vehicle. These issues were considered in the current voluntary standard.

Removal of all safety regulation of prams and strollers was considered but is not recommended. The ACCC considers that minimum safety requirements are necessary to continue to reduce the level and risk of injury to children when using prams and strollers. Monitoring of industry and the market already suggests a generally high level of conformance with versions of the voluntary standard for prams and strollers. The voluntary standard has been the subject of major revisions since 2000 -in 2009 and again in 2013.

Please note: the complete wording of the clauses being referenced is not replicated in this paper. The full text of the voluntary standard can be obtained from SAI Global at www.saiglobal.com.au.

Subject to this consultation process and Ministerial agreement of a revised Standard, prams and strollers sold after a specified date will be required to comply with the new mandatory standard. It is expected that a lead time of between 12-18 months will be operative to allow suppliers to make any necessary changes.

Consultation

Stakeholders are invited to make submissions on the proposals set out in this paper. The closing date for feedback is **15 September 2014**.

You are encouraged to provide feedback by completing the online questionnaire at the ACCC Consultation Hub. Completing the online questionnaire is the preferred way to provide feedback, though written submissions are also welcomed. The form at **Appendix A** provides details of the proposed changes and can also be used to provide feedback. Any additional feedback would also be welcome.

Submissions can be emailed to:

Email: productsafety.regulation@acc.gov.au

Subject: Prams and stroller standard review

Alternatively you may mail your response to:

Director
Standards and Compliance (Children's and Household Products)
Product Safety Branch
GPO Box 520
Melbourne VIC 3001

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Background

The Australian consumer product safety system

Section 105 (1) of the ACL allows the Commonwealth Minister to declare an Australian Standard either in whole or part, with additions or variations, to be a safety standard for consumer goods.

Section 104 of the ACL allows the Commonwealth Minister to make a safety standard for consumer goods which sets out requirements for those consumer goods which are reasonably necessary to prevent or reduce the risk of injury to any person. Safety standards made under the ACL are co-operatively enforced by the ACCC and state and territory fair trading agencies.

Section 106 of the ACL states that a person must not in trade or commerce, supply, offer for supply or manufacture for supply, consumer goods of a particular kind if those goods do not comply with a safety standard currently in force for those goods.

A safety standard for prams and strollers regulates the *supply* of prams and strollers. The term 'supply' in relation to consumer goods (such as prams and strollers) means to supply by way of sale, exchange, lease, hire or hire-purchase.

The Standard

The Standard came into effect on 1 July 2008 and is based on the voluntary Australian and New Zealand Standard *AS/NZS 2088:2000 Prams and strollers- safety requirements*.

A pram is defined by the Standard as:

4.6 A wheeled vehicle with a body of box-like or boat-like shape designed to transport a baby or child weighing up to and including 9kg primarily in a fully reclined position.

A stroller is defined by the Standard as:

4.10 A wheeled vehicle designed to transport a child in a seated position, and which may also be adjusted to a semi-reclined or a fully reclined position.

Since the Standard was introduced, the underlying voluntary standard has been revised on two occasions- substantively in 2009 shortly after the promulgation of the Standard and again in 2013 following an ACCC initiated and funded review.

The Standard sets minimum construction, safety performance and marking requirements for prams and strollers, in particular requiring that appropriate safety restraints be provided along with suitable parking devices and tether straps to maintain user control of the vehicle. Warnings with respect to the safe use of these features and other safe practices are also required.

Hazards addressed by the current regulation

The key hazards associated with prams and strollers which are addressed by the Standard relate to:

- falls from the stroller as a result of the child being unrestrained or not restrained effectively (this is addressed by requirements for harnesses)
- roll away incidents which put children in danger (addressed by requirements for brakes and tether straps)
- body entrapment issues (addressed by requirements for head barriers and foot enclosures)
- finger entrapment issues (addressed by requirements for minimising hazardous gaps accessible to the child occupant).

The overwhelming majority of injuries that occur to children are as a result of falls from strollers (around 90%).

Market trends and product use

The market for prams, strollers and baby carriages has undergone a number of significant changes in the years since the Standard was introduced. Whilst separate prams and strollers are still available, children's pram/stroller combination products which can be used for babies (in a reclined position) as well as for young infants (in a more upright position) have come to dominate the market.

Products designed with multiple uses with integrated components to carry the child (removable bassinet) or to transport a child in an automotive vehicle (child restraint or capsule) have gained popularity, fundamentally for their convenience, ease of use and cost effectiveness.

Strollers which can be adapted to incorporate the use of additional seats, platforms or other attachments in order to carry more children have also become popular, along with strollers marketed as products which can be used by consumers who like to exercise with the child by jogging or cycling with a vehicle with a child occupant.

These market development trends have generated, or have the potential to generate, new hazard elements in terms of the safety and functional use of the product.

Strollers have also evolved in a marketing sense in that they have moved away from simply being a means of transporting a child and have become a design driven and fashionable item. Products are available at the very low price range end of the market, an expansive mid-range level and at a high price end with strollers that are seen as prestige items with an associated level of status.

Constant stroller model introduction and re-design, especially in the most competitive mid-range price sector, has become common place.

The Australian market for strollers is comparatively minor in world trade terms and the products supplied locally tend to be manufactured and sourced from overseas (China, Europe). As such, Australian based suppliers are concentrated in the importing, wholesaling or distribution sectors.

It has been previously estimated that around 740,000 prams and strollers are sold in Australia every year¹.

The average number of child births in Australia per annum (around 300,000) could be used to provide an indication of the yearly market demand for strollers. However an increasing trend towards purchasing multiple products within the family unit and by other care givers (like grandparents) adds a degree of complexity to any estimation of market size based simply on annual birth rates.

After allowing for multiple family unit purchases (which has been encouraged by downward retail pressure on price points observed by the ACCC), for births which involve a second or additional child in the family (where an existing stroller may be utilised again) and for products that are purchased or obtained second hand, it is estimated that the market demand for new products may still be in the range between 700,000-800,000 units per year. This conservative estimate demonstrates that the supply of prams and strollers in the Australian market remains widespread.

Compliance

Industry has displayed generally high compliance with the critical safety aspects of the Standard. Non-compliance tends to relate to marking and information provisions, as evidenced by:

- ACCC Market surveillance-in 2013, 109 products were surveyed of which 28 were non-compliant with 20 of these relating to variations in the mandatory warning
- Product recalls-Since the Standard became operational there have been 20 recalls listed on the Recalls Australia website (www.recalls.gov.au). These recalls include four products in 2009, nine in 2011, three in 2012 and four in 2013. Recalls have related to products which have had non mandated safety issues like brake failures, issues with stability and security of attachments, entrapments in hinge folding mechanisms and also with mandated requirements like warning and informational marking provisions. These recalls have not typically required further enforcement action as they have largely involved voluntary recalls of unregulated issues. (A list of recalled prams and strollers is included as *Appendix B*).
- Enforcement actions- In August 2012, the ACCC accepted a S87B undertaking from G and R Wills Holdings Pty Ltd in respect of an offer to supply two models of strollers which did not comply with the relevant product safety standard with respect to the general warning and the harness warning on the vehicle.

In light of this the Standard review will focus on both providing consistency and clarity in marking and informational requirements as well as addressing safety issues which have emerged recently.

Injury data

Although injury data is relatively limited that made available to the ACCC on prams and strollers shows a consistent rate of injury, with falls remaining the most significant mechanism. Falls generally result from children not being harnessed securely into the vehicle, standing up in the stroller or the stroller going down stairs, steps or inclines or otherwise becoming unstable.

¹ INPAA survey estimate, provided to the ACCC in 2007, based on an average of 2.9 products purchased per child birth

As strollers provided without any restraints or harnesses or with no braking systems are a market rarity, injuries associated with prams and strollers are frequently related to the way in which the product is used. To promote consumer awareness of the safety features the Standard requires that informational warnings be prominently displayed on the vehicle and on the safety features.

Two Australian States (Victoria and Queensland) have historically collected data on product related injuries which provides some indicative insights into the level and rate of injuries that may be evident nationally.

Victorian injury data

Data provided by the Victorian Injury Surveillance Unit for the 15 year period between January 1996 and December 2010 indicates that:

- there were 2,250 presentations to Emergency Departments (EDs) in Victoria for pram and stroller related injury (an average of 150 per annum)
- of these, 79% (1778) occurred to children aged one year, or less than 12 months old
- falls accounted for 88% (1980) of these cases
- the next most common cause was injury from a cutting/piercing object (being caught or pinched in part of the pram)- 4% of cases (98)
- 91% of cases (2,049) were treated in the ED and discharged, with 8% (171) admitted as hospital in patients.

Queensland injury data

Data provided by the Queensland Injury Surveillance Unit for the 8 year period between January 2004 and December 2011 indicates that:

- there were 717 presentations to EDs in Queensland for pram and stroller related injury (averaging 150 per annum in recent years)
- of these 79% (566) occurred to children aged one year, or less than 12 months old
- falls accounted for 90% (645) of these cases
- the next most common cause of injury was due to a child trapping part of the body (usually fingers) in a section of the stroller- 4.5% (32)
- there were 174 admissions to hospitals (for the 5.5 year period from July 2006, when relevant categorisation was first created, to December 2011).

A 2013 report assessing these statistics entitled Consumer Product-related injuries in Queensland children, by the Centre for Accident Research and Road Safety, has commented that:

“Behavioural components are likely to explain the majority of injuries associated with prams, given the pattern of injuries evidenced...”; and later that

“...it is likely that compliance with constraint use is limited in such incidents (falls)”

ACCC reported data

Data collected by the ACCC indicates that for the period between 1 January 2010 and 11 September 2013 there were 82 records of incidents of injuries relevant to prams and strollers (a combination of both complaints and mandatory reports).

Significantly over half of these records (48) related to issues with finger entrapments, cutting and crushing injuries.

Overseas injury data

It is also insightful to examine the nature of injuries typically recorded in other countries in relation to prams and stroller incidents. The United States Consumer Product Safety Commission (CPSC) collects a significant amount of data with respect to injuries relating to prams and strollers. This data indicates the level and variety of injuries that occur in this jurisdiction and highlights the high incidence of finger related injuries to children and adults using prams and strollers.

Data provided through the CPSC for the 5 year period between 1 January 2008 and 31 December 2012 indicates that:

- there were 1,203 non-fatal incidents reported to the CPSC; of which
- 359 generated injury records.

In relation to hazard patterns, it was evident that of the 1203 incidents, there were:

- 429 incidents with wheel issues, producing 52 injuries
- 132 incidents with parking brake problems, producing 8 injuries
- 121 incidents with locking mechanisms, producing 42 injuries
- 83 incidents with restraints, producing 29 injuries; and
- 75 incidents with stroller hinges, producing 72 injuries.

In addition to the last point, a further 78 incidents were reported which involved children older than 4 years and adults, 74 of which involved injuries, mostly to the fingers.

Hospital generated data collected by the US National Electronic Injury Surveillance System (NEISS) for the four year period from 1 January 2008 to 31 December 2011 indicates that:

- there were 46,200 stroller related injuries treated in US hospital emergency departments; of which
- 94% (43,428) were treated and released.

Most of these incidents were related to falls on or off the stroller. However, finger entrapment injuries were evident in many of the hazard patterns, with respect to issues with locking mechanisms, hinges, canopies, handlebars, trays and other areas of the stroller where children or adults may place fingers.

This injury data indicates that falls still predominate. This issue will continue to be addressed by requirements in the Standard for occupant retention and in ongoing consumer education about safe use. The data also points to finger entrapment issues generated by folding mechanisms emerging as a source of injury, along with stability and security of attachments to the stroller.

Is the continuation of regulatory intervention justified?

The levels and rates of injury among vulnerable infants and children along with industry design trends and intended use of prams and strollers as multi use vehicles justify continued regulation of these products in order to address hazards associated with:

- the use of strollers and the sustained level of injuries as a result of falls
- the availability of strollers as multi-functional vehicles with associated issues with stability and security of attachments and accessories
- finger entrapments and injuries associated with children and adults outside the vehicle, particularly with respect to folding and unfolding actions.

A range of factors have been in operation since the introduction of the Standard, including two significant updates to the voluntary standard, as well as the emerging design trends in pram and strollers. The Standard needs to be updated to continue to be current and effective.

Emerging issues related to prams and strollers

Voluntary standard reviews

The voluntary standard on which the Standard is based, AS/NZS 2088, underwent a significant update and revision in 2008/09.

The 2009 version of the voluntary standard provided a more rigorous and structured process for assessing and testing the stability of strollers with the increased consumer use of accessories and attachments on the vehicle (toddler seats and platforms, jump seats, and removable carriers and integrated systems for transporting a child), revised harnessing requirements and included reference to red brake actuators (all ready part of the Standard), amongst other things.

The voluntary standard for prams and strollers was reviewed again through Standards Australia processes as part of an ACCC instigated and funded project in 2012/13. This review specifically focussed upon new hazard issues which had emerged both through product market penetration and product use as well as changes to product design. Issues such as finger entrapment and crush injuries to children and adults outside the stroller, the stability of the stroller when accessories were attached and the locking security of those attachments were focussed upon. As well, some effort was made in the review process to correct grammatical errors, make amendments to unclear intent and remove minor inconsistencies in the standard.

The 2013 version of the voluntary standard has built on those earlier changes and clarified certain issues with respect to attachment and fixation, reviewed the test regime and stability requirements, included a requirement for minimising the possibility of finger injury to persons outside the vehicle and made some changes to the instructions and marking requirements.

Voluntary standard changes for consideration for the Standard

The voluntary standard changes have addressed safety issues which may be considered to be reasonably necessary for inclusion in the Standard to prevent or reduce the risk of injury to any person. These are set out in the following paragraphs.

Finger injuries

Finger entrapment issues were directly addressed in the 2009 version of the voluntary standard but focused on removing or minimising potential injury to the child occupant whilst they were properly restrained in the vehicle and therefore only targeted areas/points which were accessible to the occupant.

The Standard references the 2000 version of AS/NZS 2088 and does not include any specific mandatory design requirement for preventing or minimising finger entrapment injury. There is only an indirect reference in the Standard to this issue - a requirement in the marking clause to provide a warning on the stroller reminding the user to keep children clear of any moving parts when the stroller is being adjusted.

The ACCC is aware of recent incidents of finger injury to adults or children involved with the folding and unfolding mechanisms of strollers. This follows several product recalls overseas and reports of injuries (typically, crush, cut, or even amputation injuries) which have occurred when the adult unfolding the vehicle or a child becoming involved in this process has placed a finger in a position where the folding action is operative.

Several major suppliers in the industry have reacted to this mechanism of injury by working to remove this potential hazard, initially through the provision of covers for the hinge mechanism and later by re-designing the mechanism itself.

As a product which consists of components which move across or against each other at various points, prams or strollers which fold and unfold for the purposes of transport and convenience may still provide some scope for mechanical actions which generate potential risk to persons outside the vehicle. The 2013 version of the standard now includes a requirement to address this hazard. In conjunction with a requirement previously inserted in 2009, with respect to potential hazardous gaps that can injure the occupant and an associated test methodology, this provides a more comprehensive focus on the issue.

Stroller stability and attachment security

Incidents of stroller tip over or collapse and of accessory detachment have been evident in some recent reports to the ACCC. There is a current mandatory requirement for testing of stroller stability, however the 2013 version of the voluntary standard provides for a detailed treatment of this issue and a process for assessing stability of the vehicle in all its configurations and with a range of accessory attachments. It also provides requirements for ensuring the security of these attachments (how they lock or fasten on to the vehicle).

Other issues

A number of issues have been raised in discussions about minimum safety requirements, for instance:

- Definitional changes involving certain terms ('securely attached' and 'permanently fixed')
- Parking brakes –including the issue of automatic braking systems which has been raised externally by different parties

- Revised requirements for locking devices and occupant retention and tether strap provision (the latter now includes a requirement in the voluntary standard for the tether to be permanently fixed to the vehicle frame, which is not part of the Standard)
- Reworded requirements (largely editorial in nature but which may need to be referenced for consistency and clarity)
- Marking requirements, particularly the issue of marking and warning placement and ‘conspicuousness’.

Product testing- marking provisions

Surveillance activity demonstrates that non-compliance consistently occurs with respect to marking and warnings. This includes the completeness and accuracy of the wording, the size, legibility, permanence and location of markings and warning labels.

In July 2012 the ACCC asked several suppliers of prams and strollers for responses to a survey with respect to the specific issue of the placement (conspicuousness) of some marking information on these products. This feedback was sought following external product surveillance testing which identified some areas of non-compliance with this aspect of the marking provisions. All supplier responses disputed this interpretation of non-compliance and pointed to internal and other third party assessments which indicated compliance with this requirement.

The 2013 voluntary standard requirement relating to markings and the warning notice provision no longer refers to the need for conspicuousness or prominent placement. Given the shape and configuration of prams and strollers it was regarded as largely problematic. Requirements for permanence remain however as this is still an important safety marking which needs to remain with the vehicle.

Proposed amendments to the mandatory standard

The discussion paper proposes several possible amendments to the Standard, based on the premise that regulatory intervention continues to be justified but that amendment is required in order to adopt essential safety provisions from the current voluntary standard. *Appendix A* provides a summary of actual changes proposed and a table for feedback.

In summary, changes are proposed to:

- Adopt certain definitional terms relating to permanence (securely attached, permanently fixed) and a related and relevant requirement with respect to harness configuration
- Revise the requirement with respect to tether straps and their attachment to the vehicle
- Adopt a new requirement for hazardous gaps and openings relating to finger entrapment issues
- Adopt certain requirements with respect to stability issues
- Revise warning and marking requirements in line with current voluntary standard revisions

These proposed changes involve referencing clauses from the most recent version of the relevant voluntary standard, *AS/NZS 2088:2013*.

In addition to these proposed changes which have largely been generated as a result of the most recent revision of *AS/NZS 2088* funded by the ACCC.

Further feedback is sought from stakeholders as to the merits of adopting certain other essential safety requirements, most of which were included in the 2009 revision of AS/NZS 2088. These include:

- Requirements with respect locking devices
- Requirements with respect to parking brakes
- Specific requirements with respect to occupant retention with regard to shoulder straps and their configuration

Amendments in detail

It is proposed to adopt the following clauses contained in the 2013 version of AS/NZS 2088.

Definitional clauses 4.7 Securely attached and 4.8 Permanently fixed.

Rationale- currently there are no definitions in the mandatory standard for terms which relate to permanence. This lack of definition has created some confusion in the regulation with respect to the adjustment of the harness. The recognition of these terms adds clarity to the issue, particularly in conjunction with requirement changes in relation to harnesses (see below).

Construction and design clause 8.8.1(a) relating to occupant retention and specifically harness configuration.

Rationale- the Standard requires (at clause 7.8.1.1 (a)) that:

Strollers shall have incorporated an integral permanently attached harness assembly, that includes waist and crotch straps.

The proposed clause requires that:

Strollers and toddler seats shall have integral, permanently fixed waist and crotch straps, and securely attached shoulder straps for each seating position.

The industry norm in relation to harness configuration is to provide the vehicle with a five point harness consisting of a waist and crotch strap and shoulder straps. Falls remain a significant contributor to child injuries in strollers and five point harnesses reduce the possibility of this hazard occurring. It is considered that a mixed message may be sent to consumers in a mandated requirement for only three point harnesses (that is the full harness configuration may not be consistently used).

Construction and design clause 8.13 Tether strap.

Rationale- A tether strap as a permanent fixture on the stroller will increase the likelihood that it will be used as a safety feature to restrain the vehicle. The Standard for strollers inserted a clause relating to the provision of tether straps with the vehicle. This requirement allowed for the strap to be supplied with the stroller and not necessarily on the product. The 2013 version of the voluntary standard now has this requirement for a tether strap and an additional requirement that the strap be permanently fixed to the vehicle.

Construction and design clause 8.14 and related clause 9.5 with respect to hazardous gaps and openings

Rationale- Referencing these clauses will address the issue of finger injuries to the child occupant and persons outside the vehicle. The Standard's general marking clause requires a warning to keep children clear when adjusting the stroller.

Clauses with respect to hazardous gaps and openings which may injure the child occupant were inserted into the 2009 version of AS/NZS 2088. Injuries relating to finger entrapment and scissoring actions of folding strollers which have affected children or adults outside the vehicle have now been addressed in the 2013 version of the standard.

Certain Performance clauses of clause 9.8 relating to Stability- specifically 9.8.1, General stability; 9.12, Security of latching devices; 9.13, Connection of child restraint; 9.14 Toddler platform and 9.15 Other accessories.

Rationale- Stability issues which have been generated from the development of strollers as multi-purpose vehicles capable of being supplemented by the attachment and integration of other components and accessories will be addressed by referencing these clauses. In addition some issues with accessories detaching from vehicles have been identified.

The Standard provides for a requirement (at clause 8.7) that the vehicle shall not tip over when tested against Appendix N. This clause is duplicated as clause 9.8.1 in the 2013 voluntary standard. Proposed clause 9.12 (and related Appendix V) addresses accessories and stability requirements (of Appendix N).

Proposed clause 9.13 (and related Appendix V) relates specifically to the connection of a child restraint to the vehicle. Proposed clause 9.14 (and related Appendices B and C) relates specifically to the connection of a toddler platform to the vehicle. Proposed clause 9.15 (and related Appendices B, C and D) relates to the connection of other accessories to the vehicle and stability requirements (of Appendix N).

Certain marking clauses of clause 12 relating to Identification markings (12.1.1), Warning notices (12.1.2), Additional warning notices (12.1.3), Legibility of markings (12.2) and Durability (12.5).

Rationale- Pram and stroller markings provide important safety and use messages for consumers. The Standard references several clauses in the 2000 version of AS/NZS 2088 with respect to marking. There is now some significant variation between what is required by the Standard and what the industry uses as a standard for providing marking and warning information on vehicles. This change will bring these requirements into alignment. The 2013 version requires that markings be permanently fixed to the vehicle or component and removes the problematic requirement for prominence or conspicuousness. There are often limited positions that are available for displaying these markings on certain parts of the stroller. In addition different subjective interpretation can be given to the current mandatory requirement term 'conspicuously marked'.

Other issues for considerations and feedback

Stakeholder feedback is also sought on whether other safety aspects of the 2013 version of the voluntary standard should be taken up into the Standard.

Requirements for parking brakes

The Standard requires that vehicles be provided with one or more types of parking device, that the release mechanism is not accessible to a child properly restrained in the vehicle and that the actuator shall be red in colour and contrast with surrounding framework. Tests for durability (and associated appendices) are included.

Changes to the Standard with respect to requirements for the increased visibility of brakes and the provision of tether straps on all vehicles, were made in response to serious roll away incidents. It is noted that the voluntary standard (Clause 8.6 in the 2013 version) includes provisions for automatic brakes, which some suppliers have made available in some higher end stroller models.

Comments on the merits and practicalities of mandating requirements for automatic parking brakes would be of great interest to the ACCC.

Requirements for locking devices

The Standard does not reference any requirements in relation to locking devices, although these were in the 2000 version of AS/NZS 2088. The 2013 version of the standard provides detailed requirements for locking devices for folding vehicles including for separate primary and secondary locking devices, combined primary and secondary locking devices, actuators for locking and latching devices and storage latches

Comment on the merits of mandating some or all of these provisions for locking devices would be welcomed.

Requirements for harness shoulder strap configuration

The Standard does not reference requirements with respect to shoulder strap design. The 2013 version of the voluntary standard provides detailed requirements for shoulder straps, which are relevant to this discussion paper as it is being proposed that the five point harness configuration be recognised as the minimum safety requirement for occupant retention.

Comments on whether the specific requirements for shoulder strap configuration should be referenced would be welcomed.

Other issues

Comments on whether there are any other safety requirements in the 2013 version of AS/NZS 2088 which should be referenced by the revised mandatory standard are also welcomed.

Conclusion

This discussion paper proposes modifications to the prams and strollers standard based on the most recent and detailed injury information available to the ACCC, on trends emerging in the marketplace and the current 2013 voluntary Australian standard for these products.

The changes proposed are intended to address emerging hazards associated with prams and strollers.

An alternative approach is to leave the current prams and strollers regulation unchanged and to address the hazards posed purely by other means such as educational campaigns.

This is not recommended by the ACCC which believes that the regulation of a minimum set of safety requirements continues to remain valid with respect to prams and strollers.

Appendix A
Summary of Amendments

#	Issue	Existing Requirement-AS/NZS 2088:2000 (as modified by CPN No 8 of 2007)	Amended Requirement- AS/NZS 2088: 2013	Agree/Disagree (Y/N) & Comments
1	Definitional terms	N.A.	Clauses 4.7 & 4.8	
2	Occupant retention	7.8.1.1.(a)	Clause 8.8.1 (a)	
3	Tether strap	7.10	8.13	
4	Hazardous gaps and openings	N.A.	Clauses 8.14 & 9.5	
5	Stability	8.7	9.8.1, 9.12, 9.13, 9.14 &9.15	
6	Marking	11.1	12.1.1, 12.1.2, 12.1.3, 12.2 & 12.5	

Other issues for comment

#	Issue	Comment
1	Parking brakes	
2	Locking devices	
3	Harness shoulder strap configuration	
4	Other issues	

The use of the ACCC's Consultation Hub (www.consultation.accc.gov.au) by stakeholders in providing responses is encouraged.

For convenience and ease of reference, the key questions posed on the Hub are replicated below.

- Do you support all of the proposals in Appendix A of the Consultation Paper?
- Do you support some of the proposed options in Appendix A of the Consultation Paper and if so which ones?
- Some options proposed for changes to the mandatory standard are new requirements. Do you support introducing these clauses in the mandatory standard?
- Do you have any other comments about the introduction of these performance requirements into the mandatory standard.
- Other existing requirements in the mandatory standard reference requirements from the 2000 version of AS/NZS 2088. Do you support continuing to have these clauses in the mandatory standard?
- Do you have any other comments about the requirements of CPN No 8 of 2007 which are currently referenced in the mandatory standard?
- There are several other issues which have been considered in the Consultation process on which comment is sought. How would you treat requirements in the mandatory standard for parking brakes beyond its current treatment?
- How would you treat requirements for locking devices in the mandatory standard?
- How would you treat requirements for harness and shoulder strap configuration in the mandatory standard?
- Are there any other issues which you believe should be made mandatory in the standard?
- Would you like to make any comments on whether the regulatory changes will create any additional compliance costs for your business? If so, would these be greater than any costs associated with the current voluntary standard?

Appendix B

Product Recalls- summary

Year	Supplier and model	Issues
1994	Clint's Crazy Bargains, Baby Stroller	Faulty harness buckle
1999	Roger Armstrong, Zoomer	Foot brake locking mechanism
2003	Love N Care, Sporty Twin	Front wheel vibration
2007	Stokke, Xplory	Front wheel detachment
2009	Benlex Global, Sonic 2 Nursery Elegance, Peg Perego Skate Roger Armstrong, Elyse Bugaboo, Bee	Front leg rivet Bassinet and seat pins Absence of warning label on tether Brake failure
2011	phil and ted's, Classic V1 and Sport v2 Baby Jogger, Jump seat Bugaboo, Cameleon phil and ted's, Dash 3 wheel In -Line phil and ted's, Explorer and Hammerhead Bugaboo, Bee iRetail, Baby Jogger City Select Amazing Baby Company, Toddler seat phil and ted's, Dash	Finger entrapment (folding/unfolding) Disengagement Carry cot/seat frame breakage Handle hinge lock mechanism failure Brake damage Front wheel lock up Absence of tether and red brake Instability Finger entrapment (folding/unfolding)
2012	phil and ted's, e3 and Sport v1 J&Y, See Baby Bugaboo, Cameleon+	Finger entrapment (folding/unfolding) Absence of warning label Harness warning not permanent
2013	Bugaboo, Cameleon+ and Donkey Bugaboo, Cameleon 3 Coolkidz, Uppababy Alta C O White, Assorted Maclaren strollers	Carry handle detachment; small parts Carry handle brakeage Absence of tether strap warning Finger entrapment (folding/unfolding)