



PRODUCT SAFETY AND LABELLING

PowerPointSlides Presentation Handout

Strengthening Technical Competency for Consumer Protection in ASEAN









Product Safety and Labeling Session 1 – Introduction

Session topics / Outline

- Rationale of concerns for product safety in the marketplace
- Aims of product safety regulatory regimes
- Jurisdiction of consumer protection agencies
- Interaction of the CPA with other regulatory bodies

Rationale of concerns for product safety



The marketplace is not hazard free, as any product can contain hidden danger.

Rationale of concerns for product safety







- Accidents and injuries reveal safety deficiencies with:
 - Household consumer products
 - Electrical appliance
 - Children's toys with toxic chemicals

Rationale of concerns for product safety



 Sometimes, products could contain hidden dangers that do not show until after many years of use (e.g. pharmaceuticals, food).

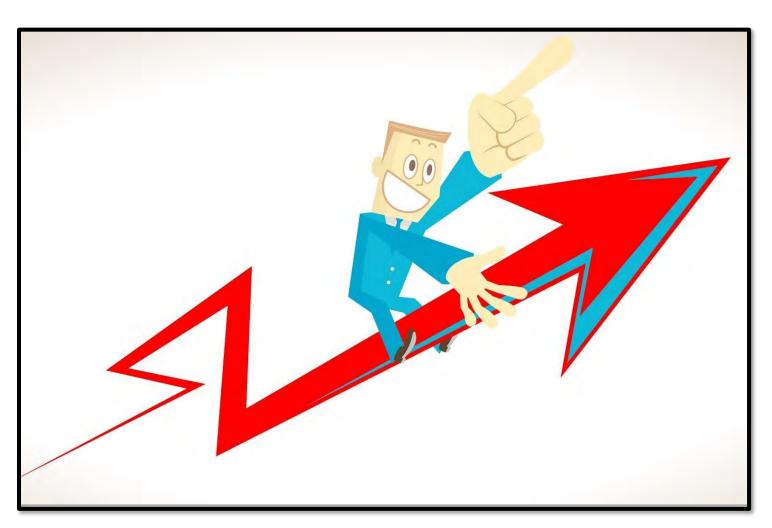
Aims of product safety regulatory regimes



Main aims of product safety regulatory regimes

- Protect consumers from unreasonable risk of damage to property or personal injury.
- Provide redress for consumers who suffer damage and injury.
- Incentivize producers to provide safe products.
- Punish errant producers for placing unsafe product in the market.

Aims of product safety regulatory regimes

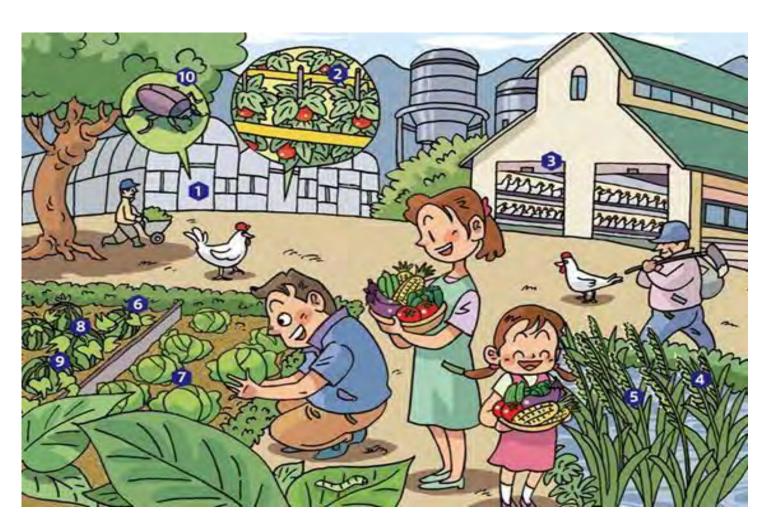


Benefits of a strong and effective product safety regime:

- Increased trust in consumer goods markets.
- Enhanced business efficacy and competitiveness.
- More scope for domestic producers to access international markets.



- CPAs have pre-market regulatory powers to mandate minimum safety standards for goods, except:
 - In areas exercised by other governmental agencies.
 - Food, pharmaceutical, cosmetics (under Ministry of Health, Food and Drugs Administration).



- CPAs have pre-market regulatory powers to mandate minimum safety standards for goods, except:
 - Vehicle safety (under Ministry of Transport).
 - Agricultural products (under Ministry of Agriculture).



Consumer Protection Agencies:

- Have post-market powers to ban or recall unsafe/defective products.
- Provide for a general safety requirements for all products.
- Set specific safety standards for high-risk consumer goods, such as baby products.
- Set minimum information through labeling.



Consumer Protection Agencies:

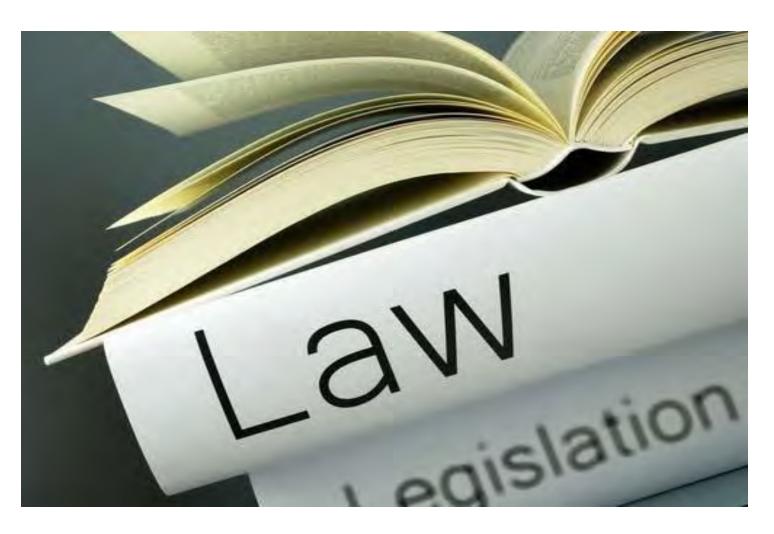
- Receive and handle all types of consumer complaints, including those related to product quality and safety, or refer them to appropriate agencies.
- Provide consumer advice and education, including business' responsibility to ensure consumer safety.

Interaction of CPA with other regulatory bodies



- The CPA plays an advisory role to inform and educate consumers of their right to products.
- Where there is no general safety requirement in an AMS, alternatives include relying on other legal provisions.

Interaction of CPA with other regulatory bodies



- Enforces private law rights and safety requirements, except when further provisions allow for the CPA to:
 - Bring "representative" lawsuit on behalf of a consumer.
 - Get involved in mediation of disputes where a consumer seeks compensation.

Session Assessment



- What are your significant learnings in this session?
- How can you apply these learnings in your work related to consumer protection?

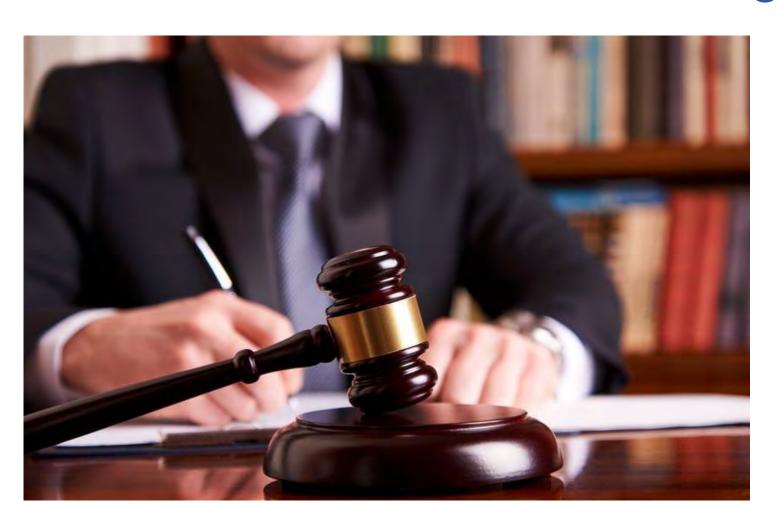




Product Safety and Labeling Session 2 – Substantive Consumer Protection Issues

Session topics / Outline

- Private law rights
- Limitation of liability and exclusion clauses
- Product liabilities, defects, and defenses
- Product defects and defenses



- Private Law (contract law and tort law) provides consumers with rights to compensation or other relief if due to unsafe products, are physically harmed, or suffer other losses.
- Consumers could bring such claims through the courts or other dispute mechanisms.



 Contract Law applies if the consumer has an agreement directly with a supplier/retailer, or manufacturer/service provider, for provision of goods and/or services.



- Once a contract has been entered into, and an unsafe product is supplied, the consumer has claim in relation to the diminished value of the product.
- The supplier then can typically seek reimbursement from manufacturer.



In some legal system, the liability of the suppliers/retailers may be limited if:

- They are not negligent.
- The contract contains provisions that limit the liability of the suppliers to the consumers.



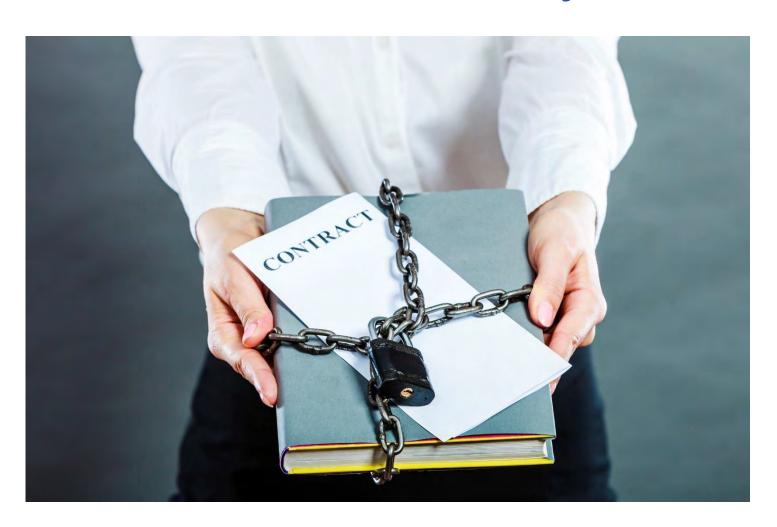
Some suppliers limit their liabilities, so to address this problem, some AMS render void:

- Any alleged exclusion or limitation clause.
- Unfair terms, requiring consumers to perform certain things to avail the benefit of a contract.



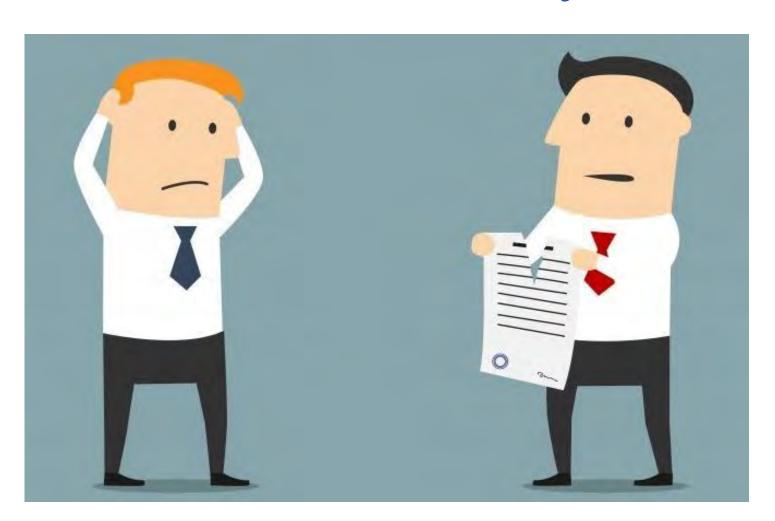
Limitation of claims for liabilities may include times when:

- Intermediaries (wholesalers) go bankrupt.
- Consumers join together to file multiple claims against an original manufacturer, in which case they are covered by the law of tort (negligence).



Signs of unfair contract terms:

- There is a significant imbalance between the rights and obligations of the parties.
- The term is not reasonably necessary to protect legitimate interests of the business but is included nonetheless.



Signs of unfair contract terms:

- The term might cause loss to the consumers.
- The term lacks transparency.



Examples of unfair contract terms:

- That limits the producer's liability when the product causes damage, injury or death, despite it being due to their negligence.
- Requirements for consumer to bring claims within tight time limits or extensive evidence of product failures.

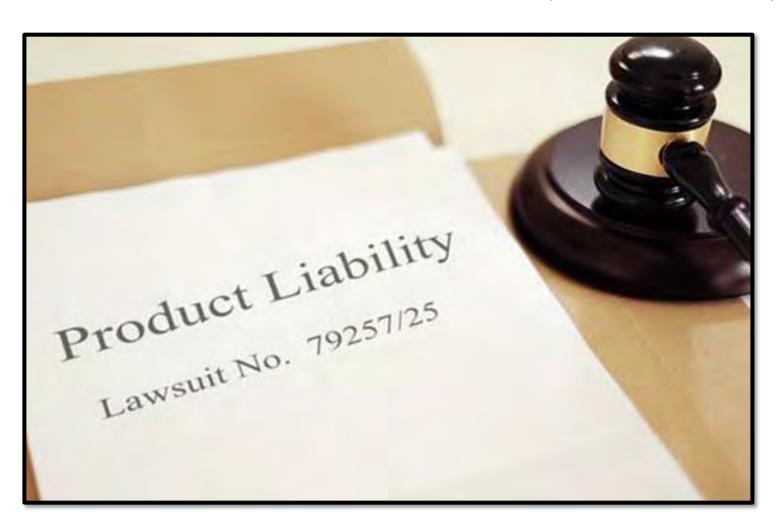


Common law countries (such as Singapore and Malaysia) could provide consumer certain minimum statutory warranties or guarantees, and then prohibit any attempts for suppliers to contract out by getting consumers to agree to waive such rights.



Aims of Product Liability Laws:

- Compensate those who have suffered due to defective and unsafe products.
- Punish those who have caused harm.
- Deter producers from selling and supplying defective products.



Without product liability law, consumers are at a disadvantage because:

- Claims based on contracts are deficient given that contracts are between the buyers and the retailers or distributors, not between the users and the producers.
- It is difficult to obtain proofs of the producer's negligence.



Advantages of Product Liability Laws

- The claimant need not prove that the producer is at fault.
- Claimant only needs to prove that the product has a safety defect and that defect caused the loss or injury.



Defects

- Apart from physical defect, a product can be unsafe as a result of:
 - o Packaging
 - Labeling
 - Deficiencies that make the product hazardous



Three major categories of defects:

- Manufacturing defects
 - Error during the manufacturing process
 - Use of defective raw materials
- Design defects
 - Poor construction materials
 - Inadequate testing



Three major categories of defects:

- Labeling or warning defects
 - Failure to provide an adequate warning
 - Failure to provide instructions



Other types of defects:

- Packaging defects
 - Product may not be packaged safely.
- Development risk defects
 - The defects are not known at the time of marketing.



Other types of defects:

- State of the Art defects
 - Defects are acceptable at the time of marketing.
- Post-Marketing defects
 - Failure of producer to take remedial actions after danger has been detected.



Defenses to liability:

- State of the art or development risks - when producers have complied with state of technical and scientific knowledge.
- Product recall when producers have conducted voluntary recall.
- Disclaimer of Liability- when disclaimer of liability is disclosed before purchase.

Product defects and defenses



Defenses to liability:

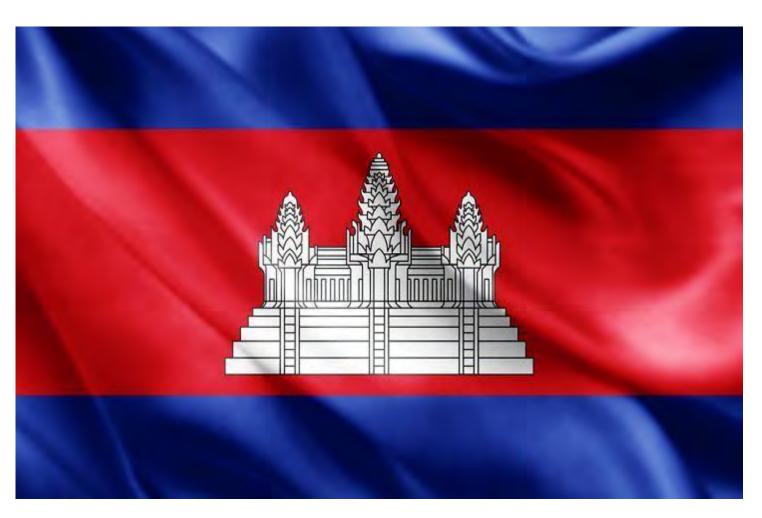
- Statutory Limitations when the claim has been filed certain years after date of purchase.
- Compliance with other laws when defect and harm arose due to compliance with mandatory standards set by the government.

Product defects and defenses



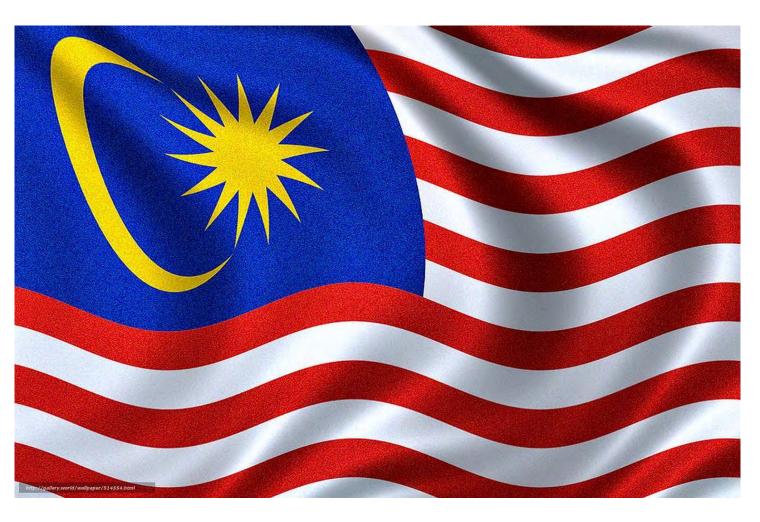
Defenses to liability:

- Consumer-assumed risk, contributory negligence, product misuse - when consumer:
 - Negligently failed to discover the defect of the product.
 - Used the product even after discovery of the defect.
 - Used the product in a manner that could not have been foreseeable by the producer.

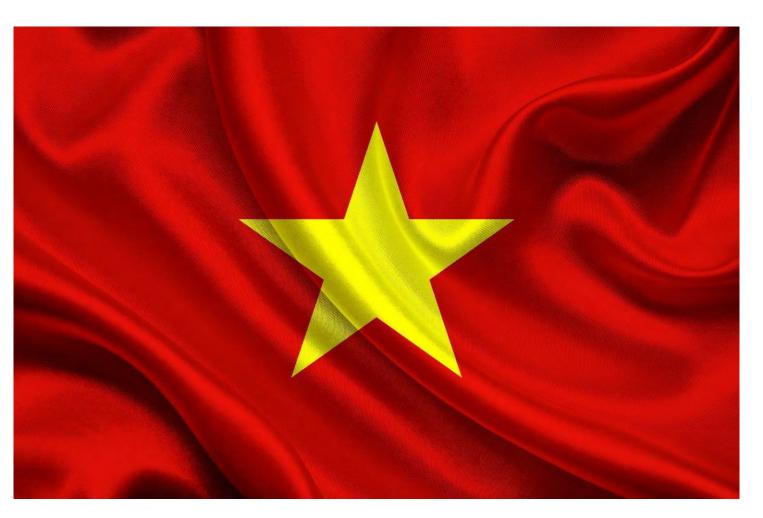


In Cambodia, plaintiffs can claim for:

- Personal injury
- All forms of consequential property loss



- In Malaysia, plaintiffs can be awarded for:
 - Personal injury and damage to property.
 - All types of consequential damages caused by lack of acceptable quality in a product.
 - Business losses caused by unsafe products.



- In Vietnam:
 - Consumers can claim compensations for damages by defective products with regard to life, health, and assets.



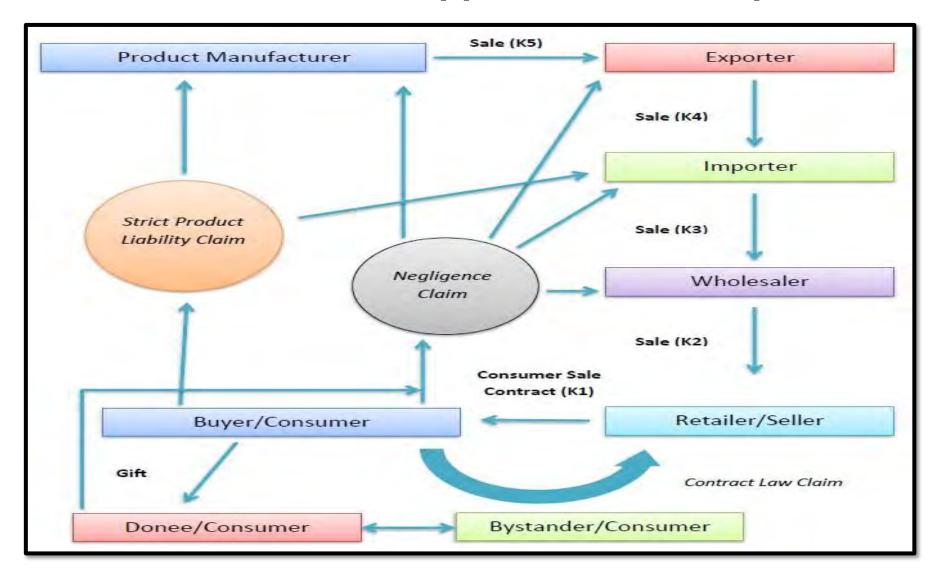
In Thailand:

- Additional damages can be awarded to plaintiffs, similarly to laws in Taiwan and China.
- Government's Consumer Protection Committee, or NGOs it certifies, can bring representative suits on behalf of harmed consumers.



- In Singapore, the" Lemon Law" for defective products, provides:
 - Claims against direct sellers not against manufacturers without contractual relationship with consumers.

Consumer – Supplier Relationship



Session Assessment



- How will you explain private law rights and how consumer contract law encourages direct sellers to deal in safe products to the regulatory bodies and consumers?
- What have you learned about the different categories of product safety defects, defenses and scope of claimable damages?

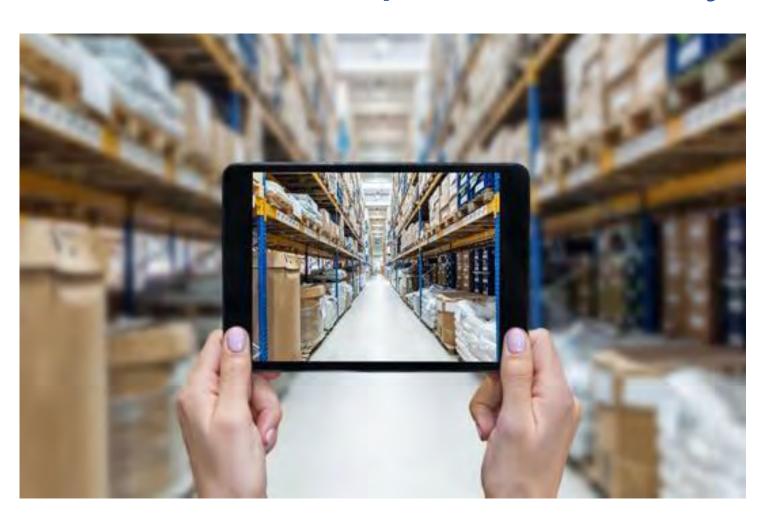




Product Safety and Labeling Session 3 – Pre-Market Interventions / Protection

Session topics / Outline

- General product safety requirements
- Product safety standards and legislations
- Labeling laws
- Regulations, regulators, and the CPA at the pre-market stage



Public authorities could take action **BEFORE** products are put in circulation to ensure consumer safety.



It is the responsibility of producers to supply reasonably safe products, either free of risks or assures minimum risk.



How to determine whether the producer has met this legal requirement: (The law of Malaysia provide for certain aspects for the products' features to be judged against.)

- The manner and purpose of marketing
- The packaging
- The use of any mark
- The instructions or warnings



Public law sanctions for failing to meet requirements:

- Warning
- Fines
- License Suspensions
- Recalls
- Bans



AMS Product Safety Requirements:

- Cambodia's Law on Management of Quality and Safety Products and Services:
 - Requires suppliers to obtain authorization prior to circulation of products.
 - Frees suppliers from liabilities in pre-approved products.



AMS Product Safety Requirements:

- Malaysia's Consumer Protection Act
 - For pre-approved product, the supplier may not be held liable for circulating an unsafe product.



AMS Product Safety Requirements:

- Indonesia's Consumer Protection Law
 - Prohibits suppliers from trading defective and used goods without providing information.



AMS Product Safety Requirements:

 Singapore requires all consumer goods to meet international (or otherwise national or regional) standards.



In the absence of general safety requirement, the Consumer Protection Agency sets minimum product safety standards to:

- Performance
- Composition
- Contents
- Manufacture
- Processing
- Design



In the absence of general safety requirement, the Consumer Protection Agency sets minimum product safety standards to:

- Construction
- Packaging
- Markings
- Warnings/Instructions



- Compliance with mandatory product standards generally protect producers from product liability lawsuits.
- Compliance with voluntary standards could be favorably taken into account by the court in such lawsuits, though does not exempt producers from product liability.

Differences between general safety requirement and specific product standards

General Safety Requirement

- A catch-all or back-up provision that:
 - o Takes a long time to finalize.
 - Is never being exhaustive due to rapid introduction of new products.
 - Would be ineffective if there is no monitoring for compliance.

Specific Product Standards

- Set by regulators as preventive measures.
- Designed as a means of setting standards for the future.
- Allow certain goods to be regulated more tightly and precisely, whether due to the goods' nature or the fact that it affects a more vulnerable class of consumers.

Jurisdiction to set specific product standards

CPA has power to set minimum safety standards

 E.g. section 19 of Malaysia's Consumer Protection Act, however, it excludes jurisdiction over food and healthcare products.

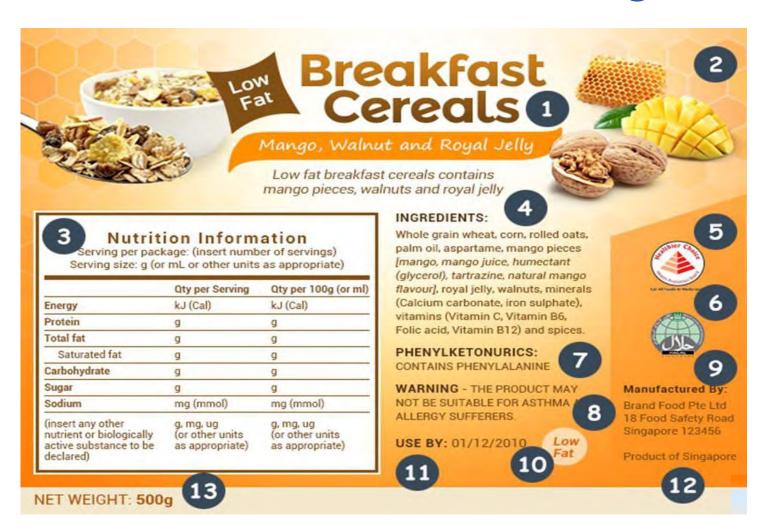
CPA has no power to set minimum safety standards

- E.g. Vietnam's CPA can only be formally involved in safety-standard setting activities under other legislation.
- E.g. Thailand's CPA may be informally invited by relevant sectoral regulators in standard-setting activities related to post-market interventions.



Jurisdiction of the CPA to set product standards:

- The CPA may have some powers to set mandatory "information standards" due to powers to specify labels.
- If the CPA has the power of supporting consumer NGOs, it can indirectly get involved in standard-setting activities of other governmental agencies.



Purposes of labeling:

- Provide consumers with important information about the product.
- Inform consumers about the proper and safe use of the product.
- Enable comparison between similar products.
- Standardize information that should be available for similar categories of products.
- Facilitate international trade.

Types of Labeling

Mandatory Labeling

The law specifies the content of labels for specific products, such as:

- Food
- Medicines
- Children's toys
- Electrical goods
- Cosmetics
- Pesticides, etc.

Voluntary Labeling

- Schemes established by industry associations.
- Specifications by international agencies for specific product groups.



Mandatory Labeling

The following must appear on labels:

Contents

- nutritional data
- the ingredients/composition

Manufacturer's / Importer's details

- o Name
- Address
- Contact details







Dates

- Date of manufacture
- Shelf life dating or 'display until' date
- o 'Best before'
- o Use by'
- o 'Expiry date'

Mandatory Labeling



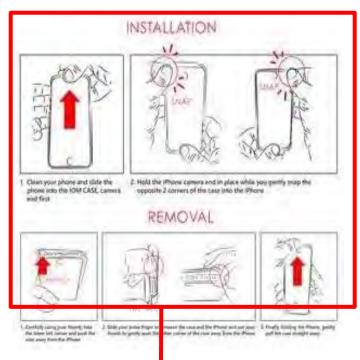
Quantity



Warnings

Mandatory Labeling







 Instructions for use – Preparation, storage and preservation, installation, safe disposal of the product.

Mandatory Labeling



Marks

- o eco-labels
- o halal labels
- skull and bone symbol
- o flame symbol



Price

Mandatory Labeling

POWDER BLUSH FARD À JOUES FARD IN POLVERE PUDER-ROUGE COLORETE EN POLVO

INGREDIEN S: TALC, OCTYLDODECYL STO ISOSTEARY L NEOPENTANOATE, TOCOP HEXYLENE GLYCOL, PHENOXYETHANO DIOXIDE (C. 77891), IRON OXIDES (CI 77 OXYCHLOR DE (CI 77163), BLUE 1 LAI CHROMIUM HYDROXIDE GREEN (CI 77 (CI 77288), FERRIC FERROCYANIDE (CI 77 (CI 77288), FERRIC FERROCYANIDE (CI 77 RED 6 (CI 1: 850), RED 6 LAKE (CI 15850 LAKE (CI 4: 410), RED 30 LAKE (CI 77 YELLOW 5 LAKE (CI 19140), YELLOW

Language (local)



Label size



Conformity to national / international standards



Eco-friendly information



Voluntary Labeling

- Provide information on significant product characteristics that are presented in standardized content and form.
- Bodies such as the International Standards Organization (ISO) have prescribed standards and symbols to be used on certain products.

Regulations, regulators, and the CPA in the post-market stage



Those responsible for conforming with labeling laws are:

- Actual manufacturers or importers (Sec 31 of Thailand Consumer Act, 1979).
- Other commercial suppliers in the supply chain.

Regulations, regulators, and the CPA in the post-market stage



Common offenses in labeling across AMS:

- Non-compliance with mandatory labeling requirements.
- Non-conformance with information provided on labels.

Regulations, regulators, and the CPA in the post-market stage



Common offenses in labeling:

- Falsified information on labels (e.g. the real expiry date is covered with false expiry date).
- False and misleading use of descriptive words so as not to conform with labeling laws.

Regulations, regulators, and the CPA in the post-market stage

Actions for Labeling Violations

Pre-Market Intervention (Proactive)

- Monitoring compliance through periodic market surveillance.
- On the spot inspections.
- Sample testing.
- Publishing guidelines to educate business and consumers.

Post-Market Intervention (Reactive)

- Direct actions when consumer file complaints.
- Immediate action during incidents of consumers getting injured.
- As may be required by law, confiscation, warning, fines, etc.

Session Assessment



- What have you learned about the importance of product safety requirements for the welfare of consumers?
- How can you apply these learnings in your work related to consumer protection?





Product Safety and Labeling Session 4 – Post-Market Interventions / Protection

Session topics / Outline

- Main types of post market interventions
- Market Surveillance
- Investigations
- Public Warnings
- Bans
- Recalls
- Sanctions and Enforcements by Public Authorities

Post-Market Interventions



Public authorities could also take certain actions **AFTER** products have been put into circulation, to ensure consumer safety.

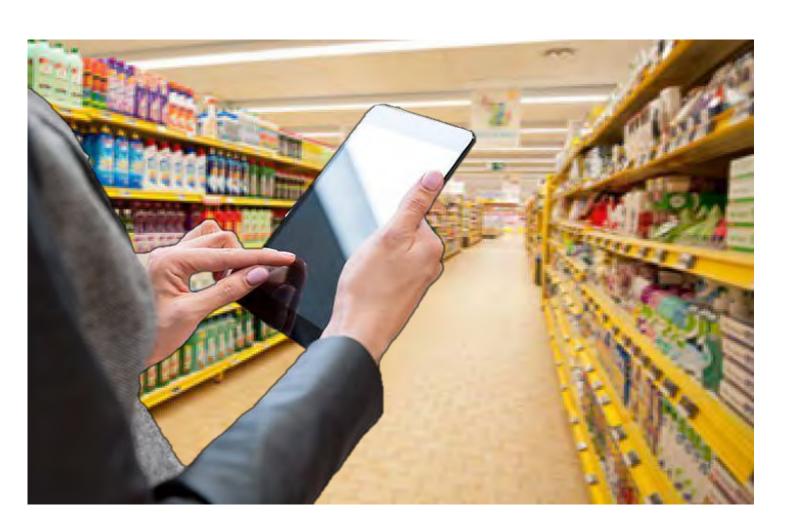
Post-Market Interventions



Main types of post-market interventions:

- Market surveillance
- Investigations
- Public warnings
- Product bans and recalls
- Imposition of sanctions

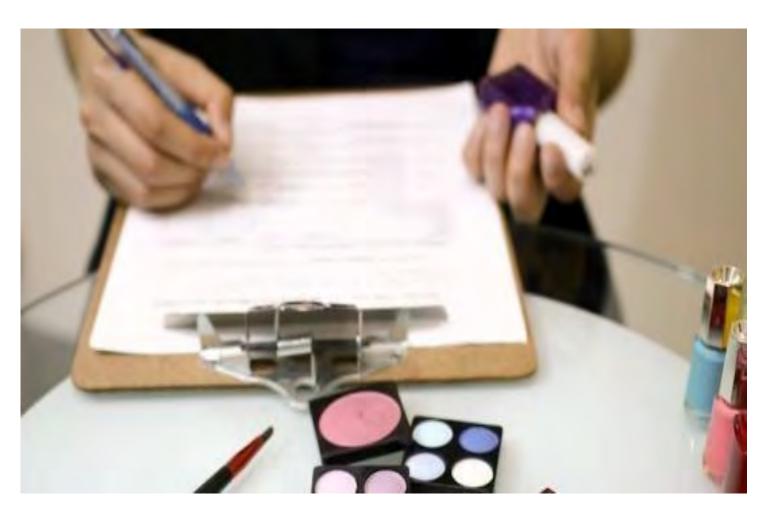
Market Surveillance



Market Surveillance

- Key function of CPA in most countries.
- Involves checking whether products in the market meet applicable safety requirements.
- Could be both proactive and reactive.

Market Surveillance



Market Surveillance Activities by CPA:

- Sampling and product testing to ensure products meet safety standards.
- Data collection and analysis regarding actual productrelated injuries.

Market Surveillance



Market Surveillance Activities by CPA:

- Cooperation with third-party certifiers, or disclosure requirements for third-party certifiers.
- Cooperation with insurance companies.

Investigations

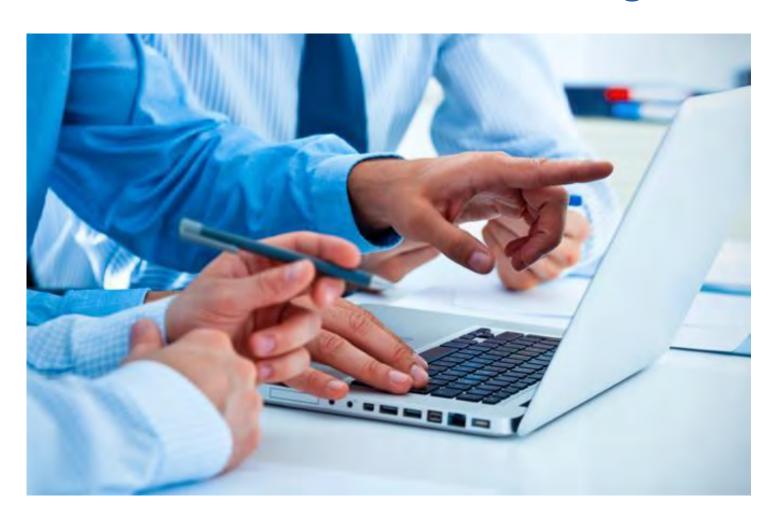


Investigations usually involve obtaining evidence about consumer protect safety violations.

Investigative actions by CPA:

 Entering business premises and seizing documents related to unsafe products.

Investigations



Investigative actions by CPA:

- Ordering suppliers of suspected unsafe products to conduct tests and then report results.
- Issuing private "stop selling" letter to a supplier found to be putting unsafe product in the market.

Public Warnings



- Consumer Protection laws allow the CPA to issue public warnings about unsafe products (found out after an investigation).
- Conditions for issuing public warnings:
 - Investigations and testing have to be conducted first.

Bans



- The CPA in most AMS have the power to ban all future supply of unsafe products.
- AMS laws regarding bans:
 - "Art 19 (d) of Myanmar's Consumer Protection Law prohibits the sale and distribution of goods that are disputing in limited period."

Bans



• AMS laws regarding bans:

Article 10 of the
 Consumers Act 1993 in
 the Philippines - CPA
 must first give public
 notice and allow
 hearings on whether or
 not a product found to be
 harmful needs a ban.

Product Recalls



The CPA has power to direct removal of unsafe products from the market place.

Product Recalls

Types of Product Recalls

Voluntary Product Recalls

- Quite common across AMS.
- Consumer protection laws could require suppliers to notify regulators if and when they conduct voluntary recalls (i.e. disclosure requirement).

Mandatory Product Recalls

- May be ordered by the CPA.
- It might be useful for the CPA to publish guidelines which set out their expectations and recommendations for conducting successful recalls.



Consumer protection statutes usually give powers to CPA to sanction suppliers who:

- Violate requirements to supply products that meet general safety standards or to affix proper labels.
- Continue to trade in banned or recalled goods.



Regulators are encouraged to apply lesser sanctions initially, such as:

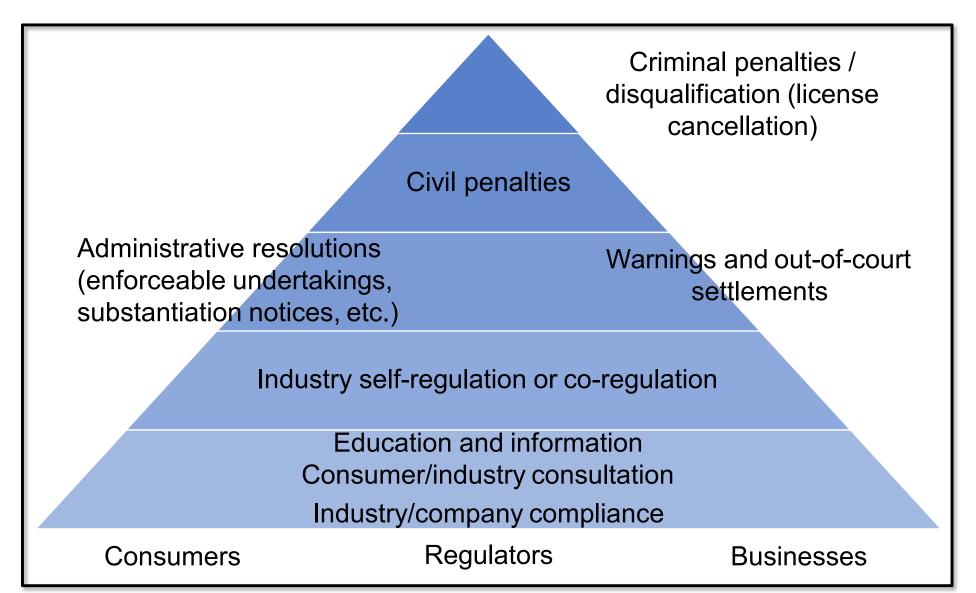
- Warnings
- Administrative sanctions (e.g. court-enforced undertakings)
- Mediated settlements



But stronger sanctions if suppliers still fail to comply, such as:

- Large civil penalties or fines
- Criminal fines
- Cancellations of business licenses

Regulatory Enforcement Pyramid





Regulators need to ensure that they:

- Develop avenues for collaboration on safety issues.
- Have legislative powers to implement increasingly severe sanctions for continued violations.
- Have the financial and human resources to monitor compliance and pursue sanctions for non-compliance.

Session Assessment



- What have you leaned about the different ways by which CPA and public authorities investigate suppliers being subject to post market interventions?
- How can you apply these learnings in your work related to consumer protection?





Product Safety and Labeling Session 5 = Redress Mechanisms

Session topics / Outline

- Redress Models with their corresponding approaches / techniques
- Management and communication tools of the Consumer Protection Agency



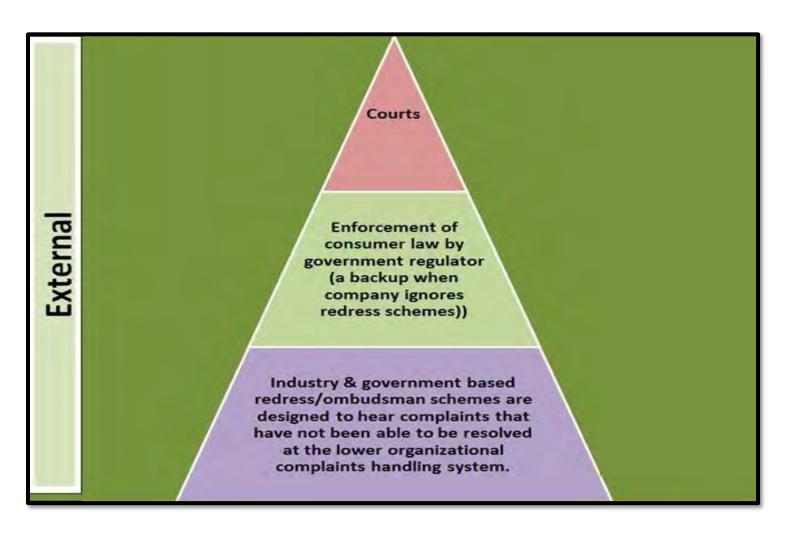
Redress mechanisms are the different approaches to the citizens' rights to petition the government to address a particular grievance for services of professional that result in injury and loss.



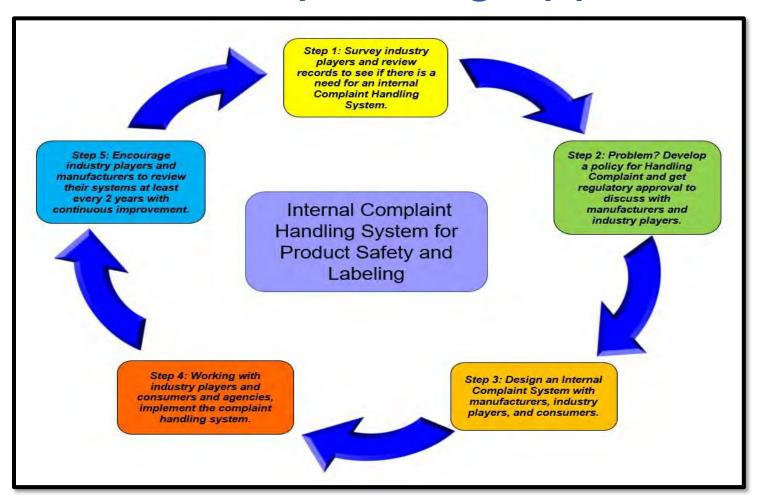
Model 1: Internal complainthandling system

- Implemented by businesses and government agencies.
- Embodies the principles and features of complaint handling.
- Voluntary or required by law
- Appropriate for organizations of all sizes.
- Guidance in implementation can be found in international Standard ISO 10002.

Complaint and redress pyramid



Internal complaint handling systems and external consumer redress schemes



Model 1: Internal complainthandling system

Step 1: Survey if system is needed

Step 2: Develop policy for discussion

Step 3: Design system

Step 4: Implement system

Step 5: Review system every
2 years and improve
continuously



Model 2: Self-regulatory external redress schemes

- Set up with little formality.
- Usually used in the early stages of consumer policy and law implementation.
- Tend to have relatively low standards of performance.
- Are usually not enforceable, unless with contract.



Model 2: Self-regulatory external redress schemes

- No stakeholder engagement particularly with consumers and governments.
- Generally held in low regard by consumers and some governments.
- Interim step in developing a consumer redress scheme.



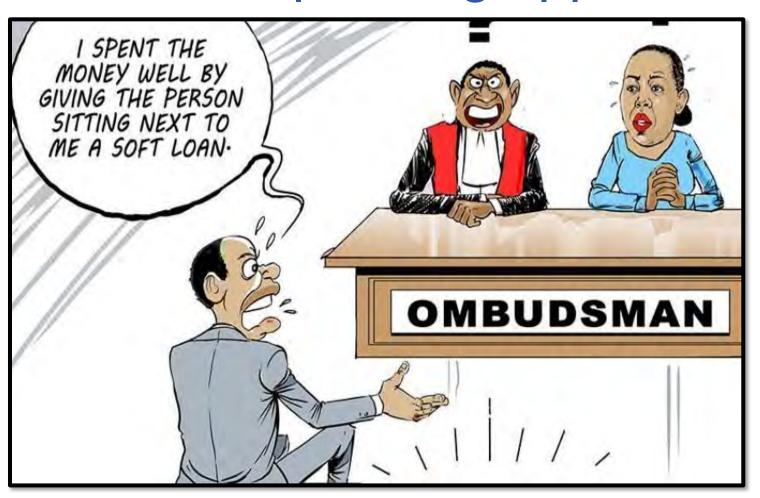
Model 3: Statutory complaint bodies

- Broad jurisdiction, usually cover most economic activities.
- Some are established to deal with a specific industry or practice.



Model 3: Statutory complaint bodies

- Generally, part of a larger government agency responsible for policy and law enforcement.
- May be linked to industry regulators and small claims courts.



Model 4: Public-sector redress body (also known as Ombudsman)

- Involves contractors working in behalf of government but with no enforcement power.
- May include anti-corruption and human rights functions.
- Can deal with systemic issues of poor administration.



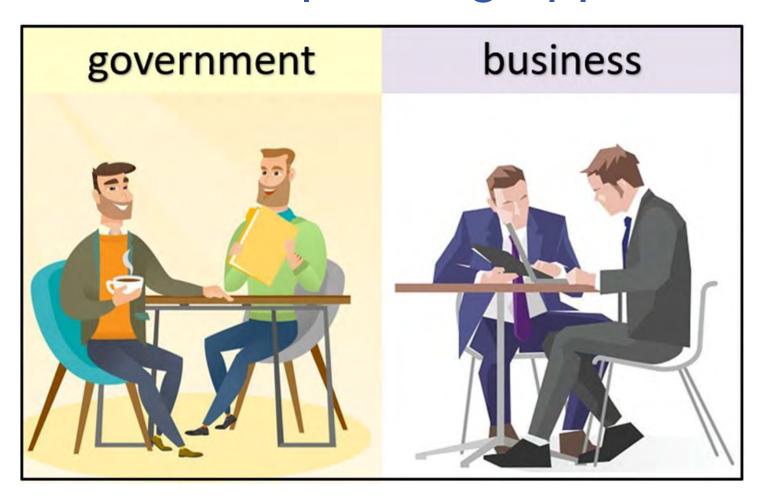
Model 5: Small claims courts or tribunals

- Designed for swift and inexpensive redress for consumers.
- Most do not permit legal representation.
- Require mediation prior to adjudication.



Model 5: Small claims courts or tribunals

- Employ Alternative Dispute Resolution (ADR) techniques.
- Judgments are enforceable in the courts.



Model 6: Private organization to improve consumer complaint system

 Made up of representatives from businesses and government agencies.

Model 6: Private organization to improve consumer complaint system



 Provides best practice training on consumer support functions (e.g. complaints handling).



 Requires senior management support.



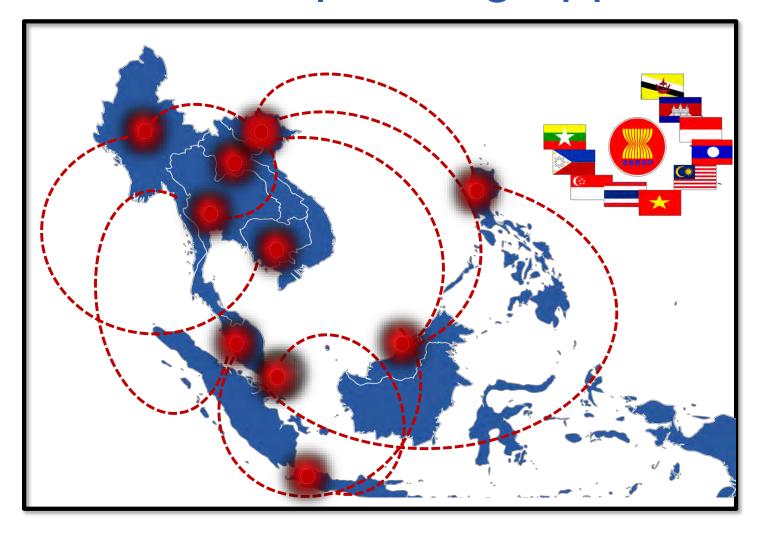
Model 6: Private organization to improve consumer complaint system

- Highly effective in countries with strong domestic and international networks.
- Consistent with building a responsible and responsive business sector.



Model 7: Cross-border redress

- ASEAN regional facility for cross-border complaints.
- Employs strategic approach toward consumer protection.



Model 7: Cross-border Redress

- Contains policy measures and detailed priority actions, including development of:
 - Notification and information exchange mechanism by 2010



Model 7: Cross-border Redress

- Contains policy measures and detailed priority actions, including development of:
 - Cross-border consumer redress mechanism by 2015
 - Strategic roadmap for capacity-building by 2010



Cross-border access to justice

To date, no single model suits all AMS. Guidelines therefore, should be taken to assess the current consumer protection framework of each ASEAN member state.



Considerations to determine the stage of development for implementation:

- Little or no measure for consumer redress.
- Basic professional admission/striking off provisions for gross negligence or dishonesty.



- Agreement within the jurisdiction on the need to respond to consumer complaints against health care providers.
- Growing consumer pressure with the establishment of complaint and redress schemes.
- Professional associations' involvement in complaint and redress schemes.



- Government intervention or threats to establish consumer redress schemes.
- Creation of industry ombudsman or other industry-based schemes.
- Best-practice complaint systems and redress schemes.



The seven models incorporate the approaches of:

- Alternative Dispute Resolution (ADR)
- Ombudsman
- Arbitration
- Mediation
- Group actions / Class suits
- Cross-border access to justice



Consumer Awareness and Education

Key role and responsibility of CPA and other sector regulators:

 Help consumer become aware of their rights, including with respect to product safety.



Consumer Awareness and Education

- Consumers should be informed of:
 - Their rights to safety
 - Available remedies if they encounter unsafe products
 - How to access remedies
 - Where to go for further advice



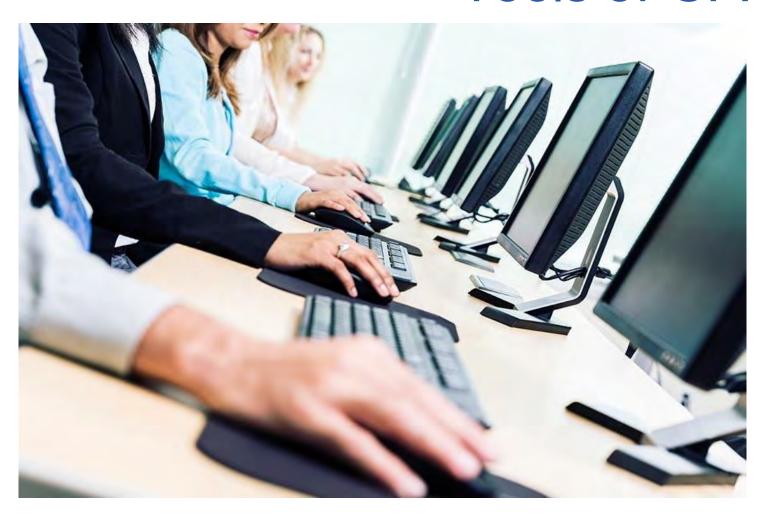
Consumer Awareness and Education

- Information dissemination targeting specific groups:
 - o The general public
 - Women and homemakers
 - o Students
 - o Rural communities



Tools for information dissemination:

- Website and social media
- Media campaigns and public events
- Printed leaflets/booklets, etc.
- Partnership programs with Civil Society Organizations
- Toll-free consumer hotline
- Annual reports



IT-Based Consumer Complaints Registration System

An efficient and effective means of complaint handling should at the very least have:

 Basic information on common consumer complaint areas



- Categorized consumer complaints according to areas with reference number
- Standard letters with blanks to fill in information for different types of complaints
- Inter-agency contact information to enable easy referral



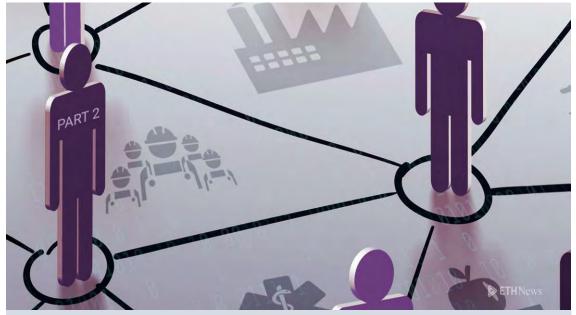
Inter-Agency Collaboration

 Coordination among central and local CPA authorities is a major challenge in countries with new consumer protection law regimes.

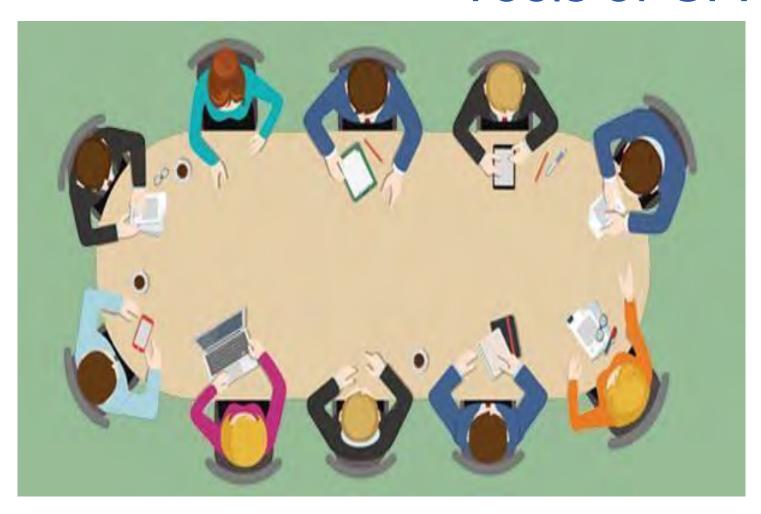
Inter-Agency Collaboration



 Major challenges exists in countries that have limited financial resources.



 Major challenges exists in countries with permitted high levels of decentralization.

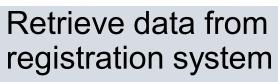


Inter-Agency Collaboration

- Collaboration with related agencies, courts, and other concerned organizations.
- Collaboration with regional and international bodies.

Converting Consumer Complaints to Consumer Policy









Analyse data and write report



Propose policy action from data analysis



Session Assessment



- Share the three most important learnings you have gained as a result of this Session.
- How can you apply these learnings in your work related to consumer protection?