



# Toppling furniture consultation paper

## Assessment of regulatory options

May 2022



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## Glossary

<b>Term</b>	<b>Definition</b>
<b>ACCC</b>	Australian Competition and Consumer Commission
<b>ACL</b>	Australian Consumer Law, Schedule 2 of the <i>Competition and Consumer Act 2010</i>
<b>ASNZS</b>	Australian Standards and Australian/New Zealand Standards
<b>ASTM</b>	American Society for Testing and Materials
<b>CCA</b>	<i>Competition and Consumer Act 2010</i> (Cth)
<b>CHOICE</b>	An Australian independent member-funded consumer advocacy group
<b>ED</b>	Emergency department
<b>EN</b>	Technical standards drafted and maintained by the European Committee for Standardisation
<b>Freestanding storage furniture</b>	Furniture items in scope of the proposed policy options including; chests of drawers, bookcases, wardrobes, cabinets and entertainment units.
<b>ISO</b>	International Organization for Standardization
<b>National Strategy</b>	National Toppling Furniture and Television Safety Strategy
<b>NRA</b>	National Retail Association
<b>NRA Guide</b>	National Retail Association Best practice guide for furniture and television tip-over prevention
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>QISU</b>	Queensland Injury Surveillance Unit
<b>STURDY Act</b>	Stop Tip-Overs of Unstable, Risky Dressers on Youth Act
<b>VISU</b>	Victorian Injury Surveillance Unit
<b>US CPSC</b>	United States Consumer Product Safety Commission

## Executive summary

The Australian Competition and Consumer Commission (ACCC) is aware of at least 28 deaths associated with toppling furniture in Australia since 2000 and estimates there are at least 900 injuries a year requiring medical treatment. In dollar terms, the cost to government is approximately \$8 million dollars a year.<sup>1</sup> Children under 5 years of age are most at risk.

Freestanding storage furniture such as chest of drawers, cupboards, wardrobes, storage units, bookshelves and entertainment units, pose the greatest risk of toppling over resulting in injury or death. The risk of tip over events is most likely when children attempt to climb furniture as the weight of a child standing on an open drawer or shelf shifts the centre of gravity forward.

The ACCC considers government intervention is required as previous voluntary action to address the problem has not resulted in a reduction of deaths and injuries caused by toppling furniture. Previous action includes the introduction of the National Retail Associations Best Practice guide for Furniture and Television Tip-Over Prevention (the NRA Guide) and consumer education activities to raise awareness of the issue.

There are three well understood concepts that are important in reducing the risk of injury and death associated with furniture tip overs: product design, anchoring and consumer education. The ACCC's view is that a holistic approach, which includes all 3 of these measures, is required to achieve a reduction in deaths and injuries.

The ACCC is seeking feedback on the following options, including the likely effectiveness and cost of each:

1. Status quo, no change
2. A mandatory safety standard that sets out warning labelling and safety information requirements and requires the provision of an anchoring device
3. An information standard that sets out warning labelling and safety information requirements to be provided with the product and at the point of sale online and in-store
4. A mandatory safety standard that sets out warning labelling, safety information and stability requirements, and the provision of an anchoring device; or
5. A mandatory safety standard and a mandatory information standard. This would take the form of either:
  - a) a combination of options 2 and 4, or
  - b) a combination of options 3 and 4.

The ACCC's preliminary view is that Option 5(b) will likely prevent more deaths and severe injuries than the other options because it will ensure:

- furniture will be more stable by design resulting in a reduction of tip over incidents,
- furniture will be provided with an anchor that is fit for purpose, making it easier for consumers to secure the furniture to a structure (wall), resulting in a reduction of tip over incidents

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<sup>1</sup> Due to a lack of single source of injury data in Australia, the ACCC's estimates are based on incomplete data.

- consumers receive warnings and safety information prior to and after purchase, allowing them to make a more informed purchasing decision.

This consultation will assist in determining a preferred option having regard to effectiveness and appropriate cost / benefit considerations.

**Table 1 – summary of proposed options**

Requirement	Option 1	Option 2	Option 3	Option 4	Option 5a	Option 5b
Permanent and durable <b>warning label</b> affixed to the furniture						
<b>Safety information</b> in assembly instructions highlighting risks and prevention measures						
Provision of warnings about toppling hazards <b>in-store</b> (e.g. 'hang tag' or 'placard')						
Provision of warnings about toppling hazards <b>online</b> (e.g. 'hang tag' or 'placard')						
A suitably designed and tested <b>anchor device</b> supplied or integrated into the design						
Meet <b>minimum stability</b> requirements						

The ACCC will consider stakeholder responses to the questions set out in this Consultation Paper to inform the development of a recommendation to the Minister, including whether a standard/s should be made under the Australian Consumer Law (ACL) to prevent or reduce the risk of injury and death associated with the use of toppling furniture.

## Scope

Death and injury data shows that certain furniture items such as:

- chests of drawers
- bookcases
- wardrobes
- cabinets
- entertainment units

present the greatest risk of death and serious injury should they topple. The risk of instability resulting in furniture toppling is increased when:

- there is an uneven distribution of stored items
- heavy items are placed on top of furniture
- children swing on open doors or use drawers to climb on furniture.

The proposed regulatory options in this Consultation Paper will apply to storage furniture such as chest of drawers, cabinets and wardrobes, with a height greater than 500mm, and bookshelves and bookcases with a height greater than 600mm. No minimum height has been set for entertainment units because there is a greater need for stability and anchoring when televisions are placed on top of them. For the purposes of this Consultation Paper, these furniture items are referred to as 'storage furniture.'

### Exclusions

Televisions are broadly consistent with storage furniture in terms of the nature of the toppling hazard, safety measures (design, anchoring, education) and those most vulnerable (children under 5).

Since 2000 the ACCC is aware of one death caused by a television falling that did not also involve furniture, and the frequency of injuries associated with televisions toppling has been steadily decreasing in Australia since 2010.<sup>2</sup> In addition, in 2019, a regulatory framework for televisions was introduced, which addresses stability, anchoring, and safety information to accompany the product.<sup>3</sup>

To prevent regulatory duplication, the ACCC has decided not to include televisions within scope of this consultation process. Other furniture items, such as tables and chairs, are also prevalent in injury data, however, we propose not exploring these furniture types further at this time due to:

- variability of designs, which makes regulatory measures relating to stability unfeasible
- the impracticality of anchoring for this category of furniture
- data which suggests the injuries are less serious when compared to storage furniture.<sup>4</sup>

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<sup>2</sup> ACCC Issues Paper, Toppling furniture and televisions, p.12, available at [https://consultation.accc.gov.au/product-safety/toppling-furniture-and-televitions-issues-paper/supporting\\_documents/Toppling%20furniture%20and%20televitions%20%20issues%20paper.pdf](https://consultation.accc.gov.au/product-safety/toppling-furniture-and-televitions-issues-paper/supporting_documents/Toppling%20furniture%20and%20televitions%20%20issues%20paper.pdf)

<sup>3</sup> Electrical Equipment Safety System. Accessed 15 March 2022, available at: <https://www.eess.gov.au/>

<sup>4</sup> Queensland Injury Surveillance Unit, *Furniture and TV tip-over injury data*, 'Table 3.4.1 – All related product & Triage category', March 2021.

## Have your say

The ACCC welcomes submissions from parents, caregivers, health and medical professionals, manufacturers, importers, retailers, community organisations, regulators, government departments, members of the public and other stakeholders. This consultation paper includes questions that are designed to elicit feedback and information on the proposed options. Stakeholders may answer some, or all of the questions, or can raise a matter not explicitly addressed, as long as it is relevant to reducing the risks associated with toppling furniture. Consultation questions have been collated above for convenience and are also repeated in relevant sections of this paper.

Submissions must be provided on or before **13 June 2022**.

### Submissions can be lodged

<b>Online</b>	<b>ACCC consultation hub at:</b> <a href="https://www.accc.gov.au/consultation">consultation@acc.gov.au/</a>
<b>Email</b>	<a href="mailto:topplingfurniture@acc.gov.au">topplingfurniture@acc.gov.au</a>
<b>Post</b>	Director: Toppling Furniture Australian Competition & Consumer Commission GPO Box 3131 Canberra ACT 2601
<b>Contacts</b>	Davin Phillips Director, Australian Competition & Consumer Commission Phone: 02 6249 4930 Email: <a href="mailto:topplingfurniture@acc.gov.au">topplingfurniture@acc.gov.au</a>
<b>Website</b>	<a href="https://www.productsafety.gov.au/">www.productsafety.gov.au/</a>

All submissions will be treated as public documents and published on the ACCC website, [www.productsafety.gov.au](https://www.productsafety.gov.au), unless otherwise requested. Parties wishing to submit confidential information are requested to:

- clearly identify the information that is the subject of the confidentiality claim—the identified information must be genuinely of a confidential nature and not otherwise publicly available.
- provide a non-confidential version of the submission in a form suitable for publication—this public version should identify where confidential information has been redacted.

The ACCC will not disclose the confidential information to third parties, other than advisers or consultants engaged directly by the ACCC, except where permitted or required by law. For more information, see the [ACCC & AER Information Policy: Collection and disclosure of information](#). For further information, see [the ACCC's Information Policy \(June 2014\)](#)

# 1 What is the problem we are trying to solve?

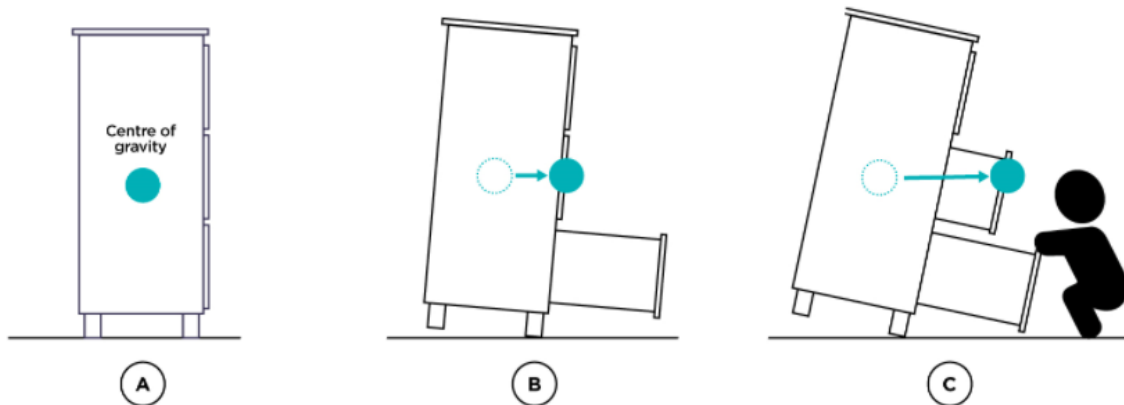
## 1.1 Hazard

Under certain circumstances, furniture can topple and cause severe injury and death. The risk of toppling is significantly more likely when the furniture is used for storage and children attempt to climb furniture, as the weight of a child standing on an open drawer or shelf.

The design characteristics of freestanding storage furniture items mean that they have a propensity to tip-over if unsecured. This is because.

- they are generally tall and wide with a narrow base
- open drawers or doors bring the mass further toward the front of the unit
- a high and forward centre of gravity is further compromised when mass is added to the front of the object.

This may happen when a child opens drawers and climbs onto the furniture to reach objects.



Chests of drawers are often heavy. This may give the impression it is stable, but it might not be.

Opening the drawers moves part of the furniture's weight out in front of the unit, creating a toppling risk.

The risk increases if a child starts to climb the furniture, adding their weight to the front of the unit.

In Australia, 75% of reported fatalities associated with toppling furniture involve children under 7 years of age, and children under 4 account for over 50% of emergency department (ED) presentations due to furniture tip overs.

## 1.2 Deaths and injuries

### 1.2.1 Deaths

The ACCC is aware of at least 28 deaths associated with toppling furniture in Australia since 2000.<sup>5</sup> This includes 2 incidents the ACCC has been made aware of since the publication of

<sup>5</sup> National Coroners Injury Database accessed April 2021.



the [Issues Paper](#) in August 2021.<sup>6</sup> The ACCC published this paper to seek stakeholder input on the key issues associated with toppling furniture and televisions.

The most common cause of death are head and crush related injuries and asphyxiation. Nearly 80% of deaths involve children aged 4 years and under, and older Australians (60 or older) making up 17%. The number of deaths by product type since 2000 is shown in Table 2 below.

**Table 2. Types of furniture associated with a death since 2000**

Product	Number of incidents involving a death
Chest of drawers	7
Furniture with a TV on it	10
Wardrobe	4
Cabinet	3
Cupboard	2
Table	2
<b>Total</b>	<b>28</b>

The story of Reef Kite is an example of the devastating impact toppling furniture can have on a young child, their family and community.

### Reef Kite's story

In 2015, Reef, a 21-month-old boy from Western Australia was found trapped underneath a chest of drawers filled with clothing in his bedroom. Although he was rushed to the hospital, attempts to resuscitate him failed. While the circumstances in which he came into contact with the chest of drawers was unclear, Reef's mother reported he had never climbed any of the cabinets or chests of drawers in the house.

Officers who visited the home were surprised at how easily the chest of drawers toppled over even when minimal force was applied with the drawers in a closed position. It was also very heavy and required 2 men to lift. Once the chest of drawers started falling forward, it was difficult for an adult to stop it toppling over, let alone a child.

Reef's mother said she had thought the weight of the chest of drawers was an advantage as it may make it more stable. Although she was aware of the benefits of securing furniture to the wall, she was unable to do so as she had not been given permission by her landlord.

As a result of advocacy efforts, amendments to the tenancy law were passed in Western Australia in 2020, allowing tenants to make a request to their landlord to attach furniture to a wall to prevent it from toppling. Landlords may only refuse the request in limited circumstances, such as where the home is heritage listed or contains asbestos.

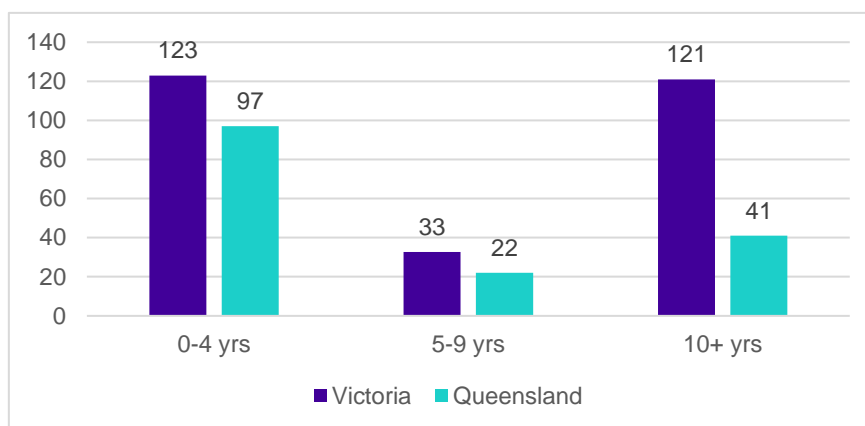
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<sup>6</sup> One incident was reported by the Child Death Prevention, Queensland Family & Child Commission and the other was reported in the media and further details are not yet available.

## 1.2.2 Injuries

There is currently no single source of injury data for ED presentations in Australia. The Victorian Injury Surveillance Unit (VISU) and the Queensland Injury Surveillance Unit (QISU) provided ED presentations data from participating hospitals to the ACCC.<sup>7</sup>

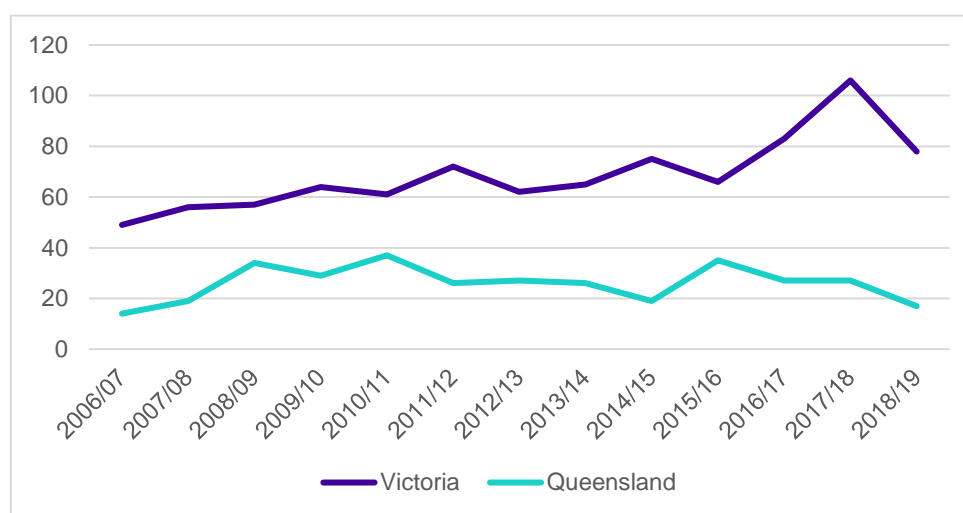
**Figure 1. Victoria and Queensland ED presentations by age group (2016 – June 2020)**



VISU data shows:

- 277 ED presentations for injuries arising from toppling furniture incidents over the four-year period. Of these, 123 incidents involved children under 5 years of age, representing 44% of the related ED presentations.
- QISU data shows 160 ED presentations for injuries arising from toppling furniture incidents over the four-year period. Of these, 61% (97 incidents) involve injury to a child under 5 years of age.

**Figure 3. Victoria and Queensland ED presentations involving storage furniture over 2007 to 2019.**



<sup>7</sup> The Victorian Injury Surveillance Unit data is provided from July 2016 to June 2020 while the Queensland Injury Surveillance Unit data is provided from January 2016 to June 2020. The data provided by VISU and QISU does not capture all hospitals with an emergency department. Population demographics and the type of participating hospitals may influence the data captured. For example, children's hospitals may capture more incidents in the younger age groups and hospitals with 24-hour emergency departments may capture more overall incidents than those without.

The above injury data from QISU and VISU shows incidents involving storage furniture has remained steady between 2006 and 2019.

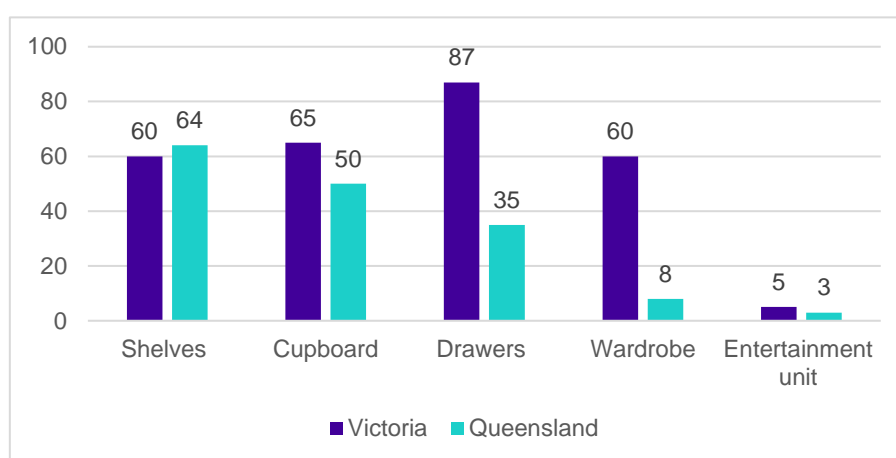
### **Severity of injuries**

Injuries sustained include bone fractures, dislocations, crush injuries, or traumatic brain injuries. Although small children are particularly at risk, the statistics also show that older Australians are also vulnerable to injuries.

Most incidents reported involved an injury to the head region, but ankle and feet injuries are also common. Of those that presented to an ED with injuries, 17% of Victorian patients and 20% of Queensland patients were admitted to hospital for further treatment.

### **Types of furniture**

**Figure 2. Victoria and Queensland ED presentations 2016 to 2020 by product type**



The above injury data from QISU and VISU shows incidents involving storage furniture has remained steady between 2006 and 2019.

## **2 Stakeholder views**

In August 2021, the ACCC published an [Issues Paper](#) which sought stakeholder input on the key issues associated with toppling furniture and televisions.

The ACCC received 30 submissions from manufacturers, retailers, industry associations, consumers, consumer advocates, technical experts, medical associations, and government regulators (see **Attachment B** for a full list).<sup>8</sup>

Broadly, stakeholders expressed support for some kind of regulatory measure while also noting:

- the cost of implementation and compliance should not be overly burdensome
- regulation should not limit consumer choice
- compliance with international standards should be considered.

<sup>8</sup> View submissions to the Issues Paper at <https://consultation.accc.gov.au/product-safety/toppling-furniture-and-televisions-issues-paper/>

## 2.1 Stakeholder feedback on product categories

The ACCC sought feedback on 3 broad categories of consumer goods: storage furniture, televisions and other furniture such as tables and chairs.

### 2.1.1 Televisions

A stakeholder submission indicated televisions are required to be tested for mechanical stability compliance and registered on the Electrical Equipment Safety System (EESS) national database prior to sale in Australia.<sup>9</sup> Registration is contingent on compliance with voluntary standards which address safety requirements for audio/video equipment. This incorporates unique Australian performance and instructional safeguards to address reasonably foreseeable safety risks, including additional instructions for fixing anchoring devices.

The same stakeholder advised the mandatory registration of televisions and the requirement of retailers to check registration prior to supplying new models means a mandatory standard would duplicate existing requirements.

### 2.1.2 Storage furniture

Stakeholders acknowledged barriers to addressing the issue of furniture toppling include:

- the lack of mandatory standards for storage furniture
- the availability of information at point of sale
- consumer awareness of the risk
- a lack of understanding about the importance of weight distribution
- the ability to access and use tools required to correctly anchor furniture items.

### 2.1.3 Other furniture

Stakeholders provided minimal comment on other furniture, although it was noted that voluntary standards for chairs and tables have well developed stability tests and that some injuries may be the result of misuse, for example, leaning a chair back on 2 legs.

## 2.2 Stakeholder feedback on design, anchoring and consumer awareness

The focus of the Issues Paper was on product categories and the key factors for increasing the safety of storage furniture: product design, anchoring and consumer education.

The following table provides an overview of the key factors and how they address the risks associated with toppling furniture.

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<sup>9</sup> Electrical Equipment Safety System. Accessed 15 March 2022, available at: <https://www.eess.gov.au/>

**Table 3: Design, anchoring and consumer awareness**

<b>Factor</b>	<b>Concept</b>	<b>Risk</b>
<b>Product design</b>	<p>Inadequate consideration of stability and safety at the design stage can result in unstable furniture.</p> <p>2 factors determine the angle at which furniture will topple over:</p> <ul style="list-style-type: none"> <li>• Centre of gravity.</li> <li>• Weight distribution.</li> </ul> <p>An object will be less likely to tip over when its centre of gravity is located closer to the ground and inside its base of support.<sup>10</sup></p>	<p>Unstable furniture by design is more likely to topple over. This risk increases when:</p> <ul style="list-style-type: none"> <li>• Furniture is made from lightweight material, including flatpacks.</li> <li>• Heavier items are stored unevenly or placed on top of the furniture (e.g., TV).</li> <li>• Children climb, stand or pull drawers or doors causing the furniture to tip over.</li> </ul>
<b>Anchoring</b>	<p>Using a device to secure the furniture to a structure, such as a wall, will make it harder for the furniture to lean forward.</p>	<p>Freestanding furniture that is not anchored can tip over with little resistance.</p>
<b>Consumer education</b>	<p>Knowledge of safety hazards and how to avoid them make for more informed purchasing decisions and increases action to prevent the hazard after purchase.</p> <p>To help consumers make informed decisions, furniture should come with warnings and safety information:</p> <ul style="list-style-type: none"> <li>• on the product and in assembly manuals, and</li> <li>• at the point of sale, instore and online.</li> </ul>	<p>Without proper education and awareness, consumers will not be aware of the hazard and will be unable to make informed purchasing decisions about the safety of the furniture.</p> <p>Information asymmetry means that consumers may be unaware of the hazard and associated risks. Therefore, may not consider safety at the time of purchase or when using the items within their home.</p>

### 2.2.1 Product design

Stakeholder feedback in relation to furniture design noted:

- counterweights, retractable stabilising feet, anti-rebound mechanisms for drawers, anti-tilt devices and mechanisms to prevent multiple drawers being opened at once are safety features that increase stability
- furniture that is designed to be bottom-heavy, shorter, wider and deeper is more stable
- currently there are no mandatory standards for furniture in the world and test requirements set out in various voluntary standards differ in the types and sizes of furniture they apply to, and how the tests are conducted
- aligning requirements with existing voluntary standards where applicable would minimise the regulatory burden for manufacturers and suppliers

<sup>10</sup> National Retail Association, *Best practice guide for furniture and television tip-over prevention*, 2016, p. 14. Available at: <https://www.nra.net.au/resource/2016-best-practice-guide-toppling-furniture-safety/>

- a mandatory safety standard for furniture could specify the types of furniture it applies to and include one or more stability tests by referencing stability testing provisions from one or multiple voluntary standards
- large and small businesses alike should be able to meet any mandated stability requirements
- in-house testing of products as a means of compliance would reduce costs and incentivise compliance with standards for smaller businesses that have less resources and capabilities compared to a larger company.

### **2.2.2 Anchoring**

Stakeholder feedback in relation to anchoring noted:

- some retailers provide anchor kits with furniture, in store and online, however, finding suitable aftermarket anchors can be challenging.
- consumers are typically unaware of the safety risk and are not provided with adequate safety guidance or information on how to anchor furniture correctly.
- access to tools and skills required to fix wall mounts or anchors, knowledge around wall types and fasteners required as well as a reluctance of homeowners to put holes in walls contribute to consumers not securing furniture.
- measures to ensure a fit for purpose anchor device is provided alongside warning labels and information about how to anchor the furniture should increase the likelihood of consumers securing the furniture with the anchor device provided.
- inadequate tenancy laws in some states and territories mean that renters are not permitted to or are hesitant to seek permission from their landlords to secure furniture.
- even in jurisdictions where amendments to laws make it easier for renters to secure furniture tenants may be unaware of the changes or unwilling to jeopardise their relationship with their landlord.

### **2.2.3 Consumer behaviour and awareness**

Stakeholder feedback in relation consumer awareness noted:

- information provided at the point of sale, including online, is likely to be the best opportunity to prompt and educate consumers which may include;
  - the provision of information and instructions incorporating visual images and including a QR code with a direct link to safety information
  - ensuring information is accessible and easy to understand
  - undertaking training for retail sales staff about the risks and how to communicate them to consumers
  - following up with consumers after purchase to remind them to secure furniture items is an additional measure retailers may consider.
- provision of warnings and information about how to prevent furniture tipping over on product packaging and in instruction manuals accompanying products should include information about anchoring furniture correctly.
- consumers may assume products are designed with safety in mind and safety features do not significantly influence purchasing decisions. However, armed with the

relevant information, consumers are likely to prefer a product that has safety features over one that does not.

- there is a lack of awareness among consumers and a need for ongoing education to raise the profile of the issue, influence purchasing decisions and encourage anchoring.

### 3 Why is Government action needed?

There is currently no mandatory regulation in Australia or internationally, that addresses the hazards associated with toppling furniture. There is also no general legislative provision restricting the supply of unsafe goods in Australia.

#### 3.1 Alternatives to government action

Industry participants, governments and consumer and child safety advocates have undertaken various activities and initiatives to raise awareness of, and take steps to mitigate, the risks associated with toppling furniture. However, deaths and injuries continue to occur at a steady rate (see section 1.2.2, figure 3) and consumers generally remain unaware of the risks associated with toppling furniture and may assume that furniture items available in Australia have been designed with safety in mind.<sup>11</sup>

Examples include:

- The National Retail Association (NRA) released the NRA Guide in 2016 which recommends measures aimed at mitigating the hazard of toppling furniture, such as design elements to increase stability of furniture, supply of anchor systems and consumer education.<sup>12</sup> The ACCC and state and territory ACL regulators evaluated the implementation of these recommendations as part of the National Strategy in 2019 and found that there was insufficient uptake of the recommendations.
- There are a number of voluntary Australian and international standards developed by industry which seek to encourage better furniture design and awareness of the dangers of toppling furniture through requirements for warning labels, stability testing and the provision of anchoring devices. Furntech-AFRDI (an accredited furniture testing laboratory in Australia) advised that they rarely are asked to test domestic furniture to these standards.<sup>13</sup> See Attachment E for detail on the voluntary standards.
- Legislation making it easier for tenants to secure furniture to walls has been implemented in Western Australia, and in 2 of Australia's most populous states, New South Wales, and Victoria (accounting for nearly half the Australian population).<sup>14</sup>

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<sup>11</sup> CHOICE submission to the ACCC Issues Paper – Toppling Furniture and Televisions. Available at: [https://consultation.accc.gov.au/product-safety/toppling-furniture-and-televitions-issues-paper/consultation/view\\_respondent?uuld=1062962370](https://consultation.accc.gov.au/product-safety/toppling-furniture-and-televitions-issues-paper/consultation/view_respondent?uuld=1062962370)

<sup>12</sup> National Retail Association, *Best practice guide for furniture and television tip-over prevention*, Available at: <https://www.nra.net.au/app/uploads/2018/11/NRA-furniture-and-TV-tip-over-best-practice-guide.pdf>

<sup>13</sup> Furntech-AFRDI submission to the ACCC Issues Paper – Toppling Furniture and Televisions. Available at: [https://consultation.accc.gov.au/product-safety/toppling-furniture-and-televitions-issues-paper/consultation/view\\_respondent?uuld=992755904](https://consultation.accc.gov.au/product-safety/toppling-furniture-and-televitions-issues-paper/consultation/view_respondent?uuld=992755904)

<sup>14</sup> Fair Trading NSW, *Changes to the residential tenancy laws*. (Changes from March 2020) Available at: <https://www.fairtrading.nsw.gov.au/about-fair-trading/legislation-and-publications/changes-to-legislation/new-residential-tenancy-laws> Consumer Affairs Victoria. Available at: <https://www.consumer.vic.gov.au/housing/renting/repairs-alterations-safety-and-pets/renters-making-changes-to-the-property>. WA Department of Commerce, *New child safety laws now in force to prevent toppling furniture*. Available at: <https://www.commerce.wa.gov.au/announcements/new-child-safety-laws-now-force-prevent-toppling-furniture-accidents>.

These tenancy laws have only recently been implemented and have not yet been evaluated making it unclear if tenants and landlords are aware of these provisions. Tenants may also choose not to anchor furniture out of fear of jeopardising their relationship with the landlord in a tight rental market. Furthermore, these laws do not have national coverage.

- Coroners have made a range of recommendations aimed at reducing the risk of toppling furniture including recommendations that the ACCC:
  - consider the suitability of the voluntary Australian Standard AS/NZS 4935:2009 for the introduction of a mandatory standard under the ACL.
  - consider the mandatory labelling of safety information for furniture that poses a toppling risk to children, and/or mandatory provision of safety information by retailers regarding toppling risks at the point of sale; and
  - develop a public awareness campaign, aimed at the parents and carers of young children, with the goal of raising awareness of the risks of toppling furniture.<sup>15</sup>

### 3.2 What government action can do to address the problem

Under the ACL, the responsible Commonwealth Minister has a number of regulatory options to help prevent or reduce the risk of injury associated with freestanding storage furniture, including:

- a mandatory safety standard<sup>16</sup> under section 104 requiring freestanding storage furniture to meet minimum stability requirements, have anchor kits integrated into the design or be supplied with them and have warnings and safety information on the product, packaging and in assembly instructions.
- a mandatory information standard<sup>17</sup> made under section 134 requiring the provision of warnings and safety information be provided on the product, packaging and in assembly instructions, instore and online.
- a safety warning notice to inform consumers and suppliers that toppling furniture when used in reasonably foreseeable ways may injure someone directly and warns of possible risks.
- interim and permanent bans under section 109 and section 114 respectively.
- a compulsory recall notice under section 122 can be issued where a certain type of furniture poses a safety risk and voluntary action is not effective.

### 3.3 Cost of no government action

If no government action is taken, the ACCC estimates, nearly 10,000 injuries requiring medical attention and 14 fatalities will occur over the next 10 years. The combined cost of

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<sup>15</sup> [https://www.coronerscourt.vic.gov.au/sites/default/files/2018-12/redacted\\_lg\\_075510.pdf](https://www.coronerscourt.vic.gov.au/sites/default/files/2018-12/redacted_lg_075510.pdf)

<sup>16</sup> Section 104 of the ACL enables the Commonwealth Minister to make a mandatory safety standard imposing certain requirements that 'are reasonably necessary to prevent or reduce risk of injury to any person'. A mandatory safety standard may include requirements for the composition, contents, method of manufacture, design, construction, contents, finish, performance or packaging of consumer goods.

<sup>17</sup> Section 134 of the ACL gives the Commonwealth Minister the power to make mandatory information standards to ensure that consumers are provided with important information about a product to assist them in making a purchasing decision. Information standards may specify required information and the form it is to be supplied.



deaths and injuries is estimated at \$80.6 million over a period of 10 years (see **Attachment B** for calculations).<sup>18</sup>

The true impact of fatalities and severe injuries is unquantifiable because of the long-term costs faced by families and caregivers as well as the government following a fatality. The loss of a child has strong effects on the economic wellbeing of parents in subsequent years, including the likelihood of reduced family income, increased unemployment, increased likelihood of divorce and reduced mental health.

## 4 Policy options

This section outlines the proposed policy options and associated costs, benefits, and limitations. Each option, except for option 1 (status quo), will reduce the risk of injury and death associated with furniture tip overs to varying degrees. The ACCC's view is the options have been listed in order of least to most effective.

The ACCC is of the view that a holistic approach which addresses product design, anchoring and consumer education will have the most meaningful reduction of deaths and injuries.

The estimated costs and benefits attributed to each option are indicative and the ACCC invites submissions to inform a quantitative estimate of the cost to industry and its effectiveness at preventing or reducing the risk of injury and death.

The requirements in each option will apply to any person (including manufacturers, importers, distributors and retailers) who offers to supply storage furniture:

- chests of drawers, tallboys, cupboards, cabinets, and wardrobes greater than 500mm in height
- storage cube/modular units, shelves, bookshelves/bookcases greater than 600mm in height
- entertainment units of any height.

Height references are consistent with AS/NZS 4935:2009. No minimum height is specified for entertainment units due to the additional risk of toppling posed by having televisions placed on top of them.

Stakeholder responses to the questions set out in this paper will assist in determining a preferred option having regard to effectiveness and appropriate cost / benefit considerations.

### Questions

- 1. Which of the proposed options do you prefer and why?**
- 2. Are there any other options not in this consultation paper the ACCC should consider and why?**
- 3. What are the likely costs to implement the requirements for each option for industry, and what would this mean for price and availability of items for consumers?**

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<sup>18</sup> The average forecasted number of fatalities is based on the total number of fatalities relating to storage furniture between 2000 and 2021. The estimate for injuries is based on the number of ED presentations relating to storage furniture recorded in Queensland between December 2015 to June 2020.

4. Can you provide any further information about likely costs/impacts for each of the proposed options?
5. Do you think the requirements of each option will result in a decrease in injuries and deaths? Please explain your answer.
6. Should the policy options proposed in this paper apply to second-hand storage furniture sales? Please explain your answer.

## 4.1 Option 1: Status quo

No regulatory response and continued reliance on voluntary self-regulation to address the risks associated with toppling furniture.

Retailers, manufacturers and importers would still need to comply with relevant provisions of the ACL, including the consumer guarantees that require goods will be of acceptable quality, fit for purpose and free from defects. Furniture supplied in Australia would not have to meet any additional safety requirements.

Under the status quo, industry safety initiatives may be adopted on a voluntary basis by suppliers, including recommendations set out in the NRA guide, consumer education and awareness raising activities and voluntary compliance with a range of national and international standards.

### 4.1.1 Estimated cost

No regulatory costs would be imposed on industry or consumers if the status quo is maintained.

Suppliers would continue to choose whether to supply products that conform with some, all, or none of the requirements of the various voluntary standards.

Table 4 shows the upper and lower estimates of the number of incidents estimated to occur during the forecast period, and health costs associated with those incidents.

**Table 4: Forecast toppling furniture incidents and costs: 2022 – 2031**

Incident category	Incidents forecast (2022-2031)	Estimated cost of ED presentations and VSL(\$2021)
ED presentations	9,835	\$7.1m <sup>19</sup>
Fatalities	14	\$73.5m <sup>20</sup>
<b>Total</b>		<b>\$80.6m</b>

<sup>19</sup> For the 2018–19 financial year, the National Hospital Cost Data Collection estimated the cost per ED presentation at \$732. Independent Hospital Pricing Authority, *National Hospital Cost Data Collection (NHCCDC) Report*, Public Sector, Round 23 (FY 2018-19), accessed 15 February 2022. Available at: [https://www.ihpa.gov.au/sites/default/files/publications/round\\_23\\_nhcdc\\_infographics\\_overview.pdf](https://www.ihpa.gov.au/sites/default/files/publications/round_23_nhcdc_infographics_overview.pdf).

<sup>20</sup> The value of a statistical life is most appropriately measured by estimating how much society is willing to pay to reduce the risk of death. Based on international and Australian research a credible estimate of the value of statistical life is \$5.1m in 2021 dollars. Department of Prime Minister and Cabinet, Office of Best Practice Regulation, *Best Practice Regulation Guidance Note Value of statistical life*, August 2021. Accessed 18 January 2022. Available at: <https://obpr.pmc.gov.au/sites/default/files/2021-09/value-of-statistical-life-guidance-note-2020-08.pdf>.

## 4.2 Option 2: Mandatory safety standard – warnings and anchors

A mandatory safety standard that requires furniture items to:

- be supplied with a permanent and durable **warning label** affixed to the furniture and **safety information** in assembly instructions highlighting the risks of furniture tip overs and the importance of anchoring;
  - compliance for the warning label will be shown with this requirement if the warning and safety information is similar in form and content as the warning label in ASTM F2057-19
- have integrated into the design or be supplied with a suitably designed and tested **anchor device**;
  - Compliance will be shown with this requirement if the device and furniture has been tested to sections 10 and 11 of the EN16122:2012 or ISO 7170:2021 standards

### 4.2.1 Warning label and safety information


Option 2 requires storage furniture to be supplied with:

- an affixed permanent and durable warning label that will last the lifetime of the product during normal use
- safety information in assembly instructions or manuals highlighting the safety risks of furniture tip overs, prevention measures and correct installation of anchoring devices to different surface types (see examples at **Attachment A**).

Safety information in assembly instructions or manuals must have text that is larger than non-safety related information (8-point type or larger), and stand out from the background, i.e., black text on white background. It must also be accessible to consumers regardless of English literacy levels, i.e., through the use of pictograms and clear safety symbols

The voluntary standards below include requirements for warning and safety information to be provided with furniture.

**Table 5 – voluntary standards that require warning labels**

Standard	Requirement	Labels
AS/NZS 4935:2009	Warning labels must be on particular locations on the furniture and on instruction sheets supplied with the furniture. There are different warning labels for furniture that pass the stability requirements. There is a requirement for swing tags for furniture tested compliant with the standard.	 <p>This furniture item can become unstable and may topple if climbed upon and can be especially dangerous to children. Serious injury or death may result.</p> <p>It is undesirable to place objects of interest to children in view on this type of furniture item, as children may be tempted to climb to retrieve the objects the result being that the furniture item may tip and cause injury or death.</p> <p>This furniture item meets the requirements of AS/NZS 4935. However, even furniture items that meet these requirements can tip under certain circumstances, especially when placed on carpet, uneven or sloping flooring, or when subject to extreme use.</p> <p>Attachment of the furniture item to an appropriate structural component of the building using suitable means, as advised by a qualified tradesperson, is strongly recommended even for those furniture items meeting the stability requirements of AS/NZS 4935.</p>

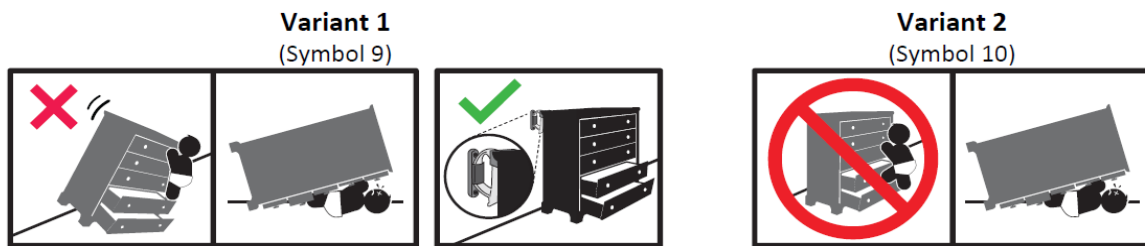
**ASTM F2057-19**

Warning labels must be permanent and should state the tip over restraints should always be installed.  
Requires a pictogram that portrays the danger but not the prevention.



The United States Consumer Product Safety Commission (US CPSC) research indicates a warning label with a pictogram that clearly shows the danger and how to prevent it is the most comprehensible to consumers.<sup>21</sup>

Some examples of pictograms used in the US CPSC research are below. Variant 1 was the most comprehensible, with participants correctly identifying the hazard and perceiving that attaching furniture to the wall was recommended to prevent tip-over. It was less clear that children should be prohibited from climbing furniture regardless of whether it was anchored. The use of the green tick and red cross and the lines depicting motion were helpful indicators.



The ACCC proposes to require a warning label and safety information that has similar content and form to ASTM F2057-19 and pictograms similar to Variant 1 above. Additional information on how to secure the furniture using the anchoring device will be required in the assembly instructions.

**4.2.2 Anchoring device**

This option also requires storage furniture to have a suitably designed and tested anchor device integrated into the design or supplied with the furniture.

Compliance with this requirement will be shown if the anchor device has been tested to sections 10 and 11 of the EN16122:2012 or ISO 7170:2021 standards.

There are a number of voluntary standards that provide performance requirements for anchoring devices (see Table 6 below). Only the ISO 7170:2021 and EN16122:2012 standards include tests to assess the strength of anchors when mounted to a wall and attached to the unit.

The purpose of these tests is to assess the strength of the anchored devices to ensure it does not become detached from the structure or furniture it is attached to and the furniture does not topple when it is anchored.

<sup>21</sup> Consumer Product Safety Commission, *Warning Label Safety Symbol Research – Final Report with CPSC Staff Statement*. December 14, 2021. Available at: <https://www.cpsc.gov/content/CPSC-Warning-Label-Safety-Symbol-Research-Final-Report-with-CPSC-Staff-Statement>

The ACCC's view is that devices supplied with furniture should be fit for purpose and unable to be easily removed or become detached while under tension. Tests set out in ISO 7170:2021 and EN16122:2012 standards would satisfy this requirement.

**Table 6 – voluntary standard requirements for anchoring**

Standard	Requirements
<b>ASTM F2057-19</b>	Tip over restraints should be included with each item of furniture. It should meet the requirements F3096-14, the Standard Performance Specification for Tip over Restraints Used with Clothing Storage Units.
<b>EN16122:2012</b>	Includes tests to assess strength of anchored devices when mounted to the building or structure and when attached to the unit. The unit should remain attached to pass the test.
<b>ISO 7170:2021</b>	Similar tests to the EN16122:2012 with an additional specific test for anchor devices. Units are to be anchored then tested to determine if it overturns.

#### 4.2.3 Estimated compliance cost

Based on market research and quotes, the ACCC estimates the cost to comply with the labelling and safety information requirements and to provide a suitable anchor device as follows:<sup>22</sup>

Option 2: indicative compliance costs	
Cost of permanent label	\$0.20 - \$1.00 per unit
Cost to include warnings on product packaging	\$0.05 per unit
Cost to include warnings in the instruction manuals	\$0.05 per unit
Cost of providing anchoring devices	\$0.05 - \$2.00 per unit

The ACCC is unable to estimate the true cost to industry of implementing this option as it does not know the number of units supplied, however, considers that consumer education and increased anchoring are likely to result in fewer injuries and deaths which may outweigh these costs.

To account for a reasonable quantitative estimate of net benefits under this option, we encourage suppliers to provide information on the additional costs to business as part of their submission.

#### 4.2.4 Benefits and limitations

Every year, there are around 298,000 births are recorded in Australia, which means that each year many children are entering the age group most at risk from furniture toppling and there are many new parents and caregivers for whom the hazard is unknown.<sup>23</sup>

Requirement	Benefits	Limitations
<b>Warning label</b>	The requirement for a permanent warning label is low cost and will raise awareness of the risks and provide a long-term means of safety messaging,	The placement of the warning label would need to provide sufficient visual impact to alert consumers of the safety risks while not detracting from the

<sup>22</sup> The ACCC estimates are based on previous ACCC market research and a combination of retail and commercial printing quotes. The costs range for anchoring devices were sourced from major hardware retailers.

<sup>23</sup> Australian Bureau of Statistics, *National, state and territory population Statistics about the population and components of change (births, deaths, migration) for Australia and its states and territories*, June 2021, Available at: <https://www.abs.gov.au/statistics/people/population/national-state-and-territory-population/latest-release>.

	<p>without the costs and limitations of traditional education campaigns and other initiatives.</p> <p>The durability of the label should last the lifetime of the product. This will enable the safety messaging to flow through to furniture items gifted or sold through the second-hand market.</p> <p>The use of both safety symbols and wording may broaden the reach of the message to capture low-literacy, culturally and linguistically diverse communities.</p>	<p>furniture’s visual appeal. A permanent warning label placed on the back or inside of furniture may be concealed by an adjacent wall or items such as stored clothing. This would reduce visibility of the safety messaging and ability for the label to serve as an ongoing reminder of the risks.</p>
<b>Safety information</b>	<p>Additional information about the safety hazard in assembly instructions and manuals will increase awareness of the safety hazards, ensuring the importance of anchoring is front of mind when assembling the furniture.</p> <p>This could be by way of an additional insert to accompany the instructions and would represent a minimal cost to suppliers.</p>	<p>Manuals and assembly instructions may be discarded which means the safety message is lost when passed on or sold second-hand.</p> <p>Not all consumers read manuals and assembly instructions, especially if a small amount or no assembly is required.</p>
<b>Anchoring device</b>	<p>The requirement for storage furniture to have an anchoring device integrated into the design or supplied with one that conforms to performance requirements removes a barrier for consumers in terms of sourcing a suitable product. This is likely to encourage more consumers to anchor their furniture, resulting in a decrease in the instances furniture will topple.</p>	<p>Deciding which type of screw, wall plug, drill bit to use will still be up to the consumer. These choices may still be a barrier for some who don’t have the necessary tools or skills, resulting in consumers deciding not to secure the furniture.</p> <p>The surface to which the furniture will be anchored will change depending on the construction of the wall. It is impractical for suppliers to provide multiple different fixings (screws, bolts) to suit each wall type (timber, masonry)</p> <p>The provision of anchoring devices would be limited to newly purchased furniture items and may have limited utility, or even be dangerous for subsequent use for items gifted or sold through the second-hand market (either because they have been disposed of or through wear and tear).</p>

### Questions

7. Of the warning labels and safety messages in the examples provided at Attachment A, which do you think are most effective and why?
8. What are the key safety messages that should be included in a warning label and safety information in the assembly instructions or manual?

9. Are the performance requirements for anchoring devices in the ISO 7170:2021 and EN16122:2012 suitable for the furniture you supply? Please explain your response.
10. Should suppliers be required to supply multiple fixings (screws, bolts, etc) for different surface types (timber, masonry) with the anchor device?

### 4.3 Option 3: Mandatory information standard

A mandatory information standard that requires the inclusion of safety information about the hazards associated with furniture tip overs and how to reduce the likelihood of a tip over incident by:

- affixing a permanent **warning label** to the furniture
- providing **safety information** in the manual and/or assembly instructions highlighting the risk of toppling and the importance of anchoring; and
- providing **warnings** about toppling hazards **in-store** (e.g. 'hang tag' or 'placard') and **online**.

Option 3 proposes the introduction of a mandatory information standard to warn consumers about the safety risks associated with furniture tip overs before and after purchase.

A mandatory information standard differs from a safety standard in that it can require the content, manner and form of the information that consumers are provided with to assist them in making an informed purchasing decision. For example, an information standard could require manufacturers to supply safety information with the product and retailers to do the same in-store and online. Whereas a safety standard can only require information to accompany the product.

#### 4.3.1 Warning label and safety information to accompany the product

The requirements regarding a warning label on the furniture and safety information in instructions or manuals, is the same as Option 2 requirement (see 4.2.1).

#### 4.3.2 Providing warnings in-store

Retailers will be required to provide warning information in store, including a hang tag attached to display furniture or a placard located in the vicinity where furniture is displayed. Both are required to include:

- a warning that toppling furniture can result in serious injury or death
- how to prevent furniture toppling, such as not placing a television on top or by anchoring
- where to go to get further information (e.g. online, talk to staff).

The below hang tag example is from the AS/NZS 4935:2009 voluntary standard includes some information about how to prevent toppling and where to get further information. It does not warn that toppling furniture can result in serious injury or death and it is not visually striking enough to grab someone's attention.

The placard example warns about injury but not the potential for death. It is visually striking and the main message is in large font and a different colour. Directing consumers to talk to staff is helpful and indicates staff training has been undertaken.

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### Hang tag example



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### Placard example



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### 4.3.3 Providing warnings online

Online retailers will be required to provide information online either on the listing page and/or at the checkout. The warning will be required to include:

- a warning that toppling furniture can result in serious injury or death
- how to prevent furniture toppling, such as not placing a TV on top or by anchoring
- where to go to get further information (e.g. online, with the product).

The below example from IKEA United States' website is visible to consumers viewing furniture items online. It contains the warning that toppling furniture can cause serious injury or death, information about anchoring, but does not include where to get further information. It also is not visually striking, which may not draw consumers attention, lessening the impact of the message.

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### Online warning example



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### 4.3.4 Estimated compliance cost

Based on market research, quotes and internal consultation, the ACCC estimates the indicative costs of compliance for Option 3 to be as follows:<sup>24</sup>

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Option 3: Indicative compliance costs	
Cost of a permanent label	\$0.20 - \$1 per unit
Cost to include warnings on product packaging	\$0.05 per unit

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<sup>24</sup> The ACCC estimates are based on previous ACCC market research and a combination of retail and commercial printing quotes. The cost range to amend online material was estimated by the ACCC internal publishing team and is contingent on the structure of the website and how much amendment will be required.



Cost to include warnings in the instruction manuals	\$0.05 per unit
Cost to amend online materials to include warning message	Cost may vary from negligible to upwards of \$500
Cost to print warning signs for point of sales	\$1.50 - \$3 per sign

#### 4.3.5 Benefits and limitations

Requirement	Benefits	Limitations
<b>Warning label and safety information with the product</b>	See Option 2	See Option 2
<b>Warnings in-store</b>	The benefit of requiring a swing tag or placard with safety information will increase awareness of the safety hazards in a way that is prominent and immediately visible to consumers prior to purchase at very little cost to suppliers.	The onus would still be on the consumer to adhere to warning labels and point of sale safety information without additional complementary measures.
<b>Warnings online</b>	Information about the safety risk at point of sale, including online pop-ups at checkout, would provide consumers with a more immediate appreciation of the risks and reduce any information asymmetry by directly linking the purchase of an item and receipt of safety information.	The onus would still be on the consumer to adhere to warning labels and point of sale safety information without additional complementary measures.

We encourage suppliers to provide information on the additional costs to business as part of their submission.

The ACCC is unable to estimate the cost to industry of implementing this option at this stage, however, considers that an overall increase in consumer awareness of the toppling risks will enable consumers to make informed purchasing decision and any reduction in death or injury will result in cost savings that are likely to outweigh the initial costs to industry.

#### Questions

11. Do you think a mandatory information standard would sufficiently address gaps in education and raise awareness of the risks associated with furniture tip overs and the importance of anchoring? Please explain your answer.
12. Provide comment on the ACCC's proposed requirement for information to be made available in-store and online. Are there any additional requirements that should be included?

## 4.4 Option 4: Mandatory safety standard – warnings, anchors and stability

Make a mandatory safety standard that requires furniture items to:

- be supplied with a permanent **warning label** affixed to the furniture and safety information highlighting the risks of furniture tip overs in assembly instructions
- have integrated into the design or be supplied with a suitably designed and tested **anchoring device**:
  - compliance is shown if they have been tested to sections 10 and 11 of the EN16122:2012 and ISO 7170:2021 standards, and
- meet **minimum stability requirements**
  - compliance is shown if the furniture does not tip over when tested to section 11 of the ISO 7170:2021 standard.

#### 4.4.1 Warning label and safety information with the product

The requirements regarding a warning label on the furniture and safety information in instructions or manuals, is the same as Option 2 (see 4.2.1).

#### 4.4.2 Anchoring device

The requirement of suitably designed and tested **anchor device** integrated into the design or be supplied with the furniture is the same as Option 2 (see 4.2.2).

#### 4.4.3 Stability requirement

In addition to the requirements set out in Option 2, Option 4 will require storage furniture to meet minimum stability requirements when tested in accordance with section 11 of EN16122:2012 or ISO 7170:2021 standard. If the product does not pass the test, it will not be able to be sold in Australia.

Manufacturers can improve stability a number of ways, including but not limited to:

- counterweights
- retractable stabilising feet
- anti-rebound mechanisms for drawers
- anti-tilt devices and mechanisms to prevent multiple drawers being opened at once.

There are a number of voluntary standards that have testing methods and performance benchmarks for stability when tested with open drawers or doors (chests of drawers, wardrobes) and shelves (bookcases) loaded with weights to simulate the forces generated when a child interacts with the furniture.

They also include tests for secured furniture which are primarily used to determine the strength of the anchors to ensure the anchors remain attached to the furniture and to the surface.

**Table 7: Voluntary standard requirements for stability testing**

Standard	Requirement
<b>AS/NZS 4935:2009</b>	Unloaded and loaded tests, with tests specific for chests of drawers and wardrobes, and bookcases/ bookshelves.
<b>ASTM F2057-19</b>	Unloaded and loaded for in-scope furniture.

<b>EN16122:2012</b>	Loaded and unloaded tests, with doors and drawers opened and closed, with weights applied.
<b>ISO 7170:2021</b>	Loaded and unloaded tests, including separate tests for TV-furniture, furniture with castors, and furniture supplied with anchoring kits.
<b>EN14749:2016</b>	Loaded and unloaded tests, including additional tests for storage furniture >1000 mm height, and TV furniture.

Of the above standards the ACCC is of the view ISO 7170:2021 and EN14749:2016 has the most comprehensive requirements for stability testing as they prescribe weights for testing different types of furniture and are the most appropriate to incorporate into a mandatory standard. Storage furniture is tested while loaded and unloaded, and there are tests for both anchored and freestanding furniture.

#### 4.4.4 Estimated compliance cost

Based on the printing quotes and estimates from testing labs, the table below provides an indication of the cost to comply with the labelling and safety information requirements, stability requirements and to provide a suitable anchor device:<sup>25</sup>

<b>Option 4: indicative compliance costs</b>	
Cost of permanent label	\$0.20 - \$1.00 per unit
Cost to include warnings on product packaging	\$0.05 per unit
Cost to include warnings in the instruction manuals	\$0.05 per unit
Cost of providing anchoring devices	\$0.50 - \$2.00 per unit
Cost of stability tests conducted in-house (initial cost) <sup>26</sup>	\$300 - \$700 per model
Cost of stability tests conducted by expert test lab	\$900 - \$1000 per model <sup>27</sup>

#### 4.4.5 Benefits and limitations

<b>Requirement</b>	<b>Benefits</b>	<b>Limitations</b>
<b>Warning label and safety information with the product</b>	See Option 2	See Option 2
<b>Anchoring</b>	See Option 2	See Option 2
<b>Stability</b>	<p>Setting a minimum stability requirement will:</p> <ul style="list-style-type: none"> <li>remove the least stable furniture from the market.</li> <li>Encourage manufacturers to identify design features that will increase stability and decrease the likelihood of furniture tipping over.</li> </ul> <p>Suppliers may seek to capitalise on stability of products by promoting performance requirements at point</p>	<p>The minimum stability requirement alone will not stop all tip over incidents as it cannot account for every real-world scenario. Therefore, anchoring is also proposed.</p> <p>This option is likely to increase the price of furniture if suppliers decide to pass on the cost of compliance (testing and design changes) to consumers.</p> <p>In circumstances where the product has failed the stability testing and it is not viable to make improvements to</p>

<sup>25</sup> Cost estimates have been determined by a combination of retail and commercial printing quotes.

<sup>26</sup> Product Safety Australia, Product Safety: A guide to testing, October 2018. Available at: [https://www.productsafety.gov.au/system/files/786\\_A%20guide%20to%20testing\\_Product%20safety\\_Text\\_FA3.pdf](https://www.productsafety.gov.au/system/files/786_A%20guide%20to%20testing_Product%20safety_Text_FA3.pdf)

<sup>27</sup> Estimated costs to conduct in-house and expert stability testing were provided by Furntech-AFRDI.

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of sale which could lead to increased consumer awareness of the safety risks more broadly. It is the ACCC's view that an increase in more stable furniture in Australia will have a positive effect in reducing the number of deaths and injuries associated with furniture toppling over.

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it, the supplier may decide to cease supplying that furniture model in Australia which may result in a reduction in competition and consumer choice.

We encourage suppliers to provide information on the additional costs to business as part of their submission.

The ACCC is unable to estimate the cost to industry of implementing this option as it does not know the number of units supplied, however, considers that consumer education, anchoring and improved furniture stability are likely to result in a reduction of death and injuries resulting in cost savings that will outweigh the initial costs to industry.

#### Questions

13. Do you think an overall improvement in furniture stability would result in a decrease in injuries and deaths? Please explain your answer.
14. Do you agree with the voluntary standards the ACCC has identified as most suitable for setting minimum stability requirements for storage furniture? Please explain your response.
15. What impact would requirements for stability have on product design, availability and cost?

### 4.5 Option 5: A mandatory safety standard and a mandatory information standard

#### Option 5(a)

##### **Safety standard**

- furniture to be supplied with a permanent **warning label** affixed to the furniture and safety information highlighting the risks of furniture tip overs in assembly instructions
- furniture to have integrated into the design or be supplied with a suitably designed and tested **anchoring device**:
  - compliance is shown if they have been tested to sections 10 and 11 of the EN16122:2012 and ISO 7170:2021 standards, and

##### **Information standard**

- retailers to provide warnings and safety information about toppling hazards **in-store** (e.g. 'hang tag' or 'placard') and **online**.

OR.

#### Option 5(b)

##### **Safety standard**

- furniture to be supplied with a permanent **warning label** affixed to the furniture and safety information highlighting the risks of furniture tip overs in assembly instructions

- furniture to have integrated into the design or be supplied with a suitably designed and tested **anchoring device**:
  - compliance is shown if they have been tested to sections 10 and 11 of the EN16122:2012 and ISO 7170:2021 standards
- furniture to meet minimum **stability requirements**
  - compliance is shown if the furniture does not tip over when tested to section 11 of the ISO 7170:2021 standard, and

**Information standard**

- retailers to provide warnings and safety information about toppling hazards **in-store** (e.g. 'hang tag' or 'placard') and **online**.

The combination of options 2 and 3 delivers all of the benefits and limitations associated with the provision of an anchoring device and information with the product in-store and online.

The combination of options 3 and 4 delivers all the benefits and limitations associated with the provision of warnings and safety information with the product and at point of sale, an anchoring device and stability testing.

<b>Option 5: Indicative compliance costs</b>	
Cost of a permanent label	\$0.20 - \$1 per unit
Cost to include warnings on product packaging	\$0.05 per unit
Cost to include warnings in the instruction manuals	\$0.05 per unit
Cost of providing anchoring devices	\$0.50 - \$2 per unit
Cost to amend online materials to include warning message	Cost may vary from negligible to upwards of \$500
Cost to print warning signs for point of sales	\$1.50 - \$3 per sign
Cost of stability tests conducted in-house (initial cost)	\$300 - \$700 per model*
Cost of stability tests conducted by expert test lab	\$ 900 - \$1000 per model*

\* Cost of stability test do not apply to Option 5(a).

## 5 Recommended approach

### 5.1 Preliminary view

Based on information currently available, the ACCC is of the view Option 5(b) has the potential to prevent or reduce the risk of more deaths and severe injuries than all other options.

As part of a holistic approach to mitigate the safety risks associated with toppling furniture, Option 5(b) seeks to address all 3 of the key risk factors identified (design, anchoring and education). This option seeks to encourage innovation and design improvements through the introduction of stability requirements and encourage and draw attention to the importance of securing furniture through the provision of anchoring devices. It also addresses information asymmetry by improving consumer awareness of the risk and providing information so that appropriate preventative action can be taken.

Over time, adoption of this preferred option is expected to improve design, elevate consumer awareness of the risks to enable informed purchasing decisions and encourage safe use of products resulting in a reduction in harm as a result of toppling furniture.

## 5.2 Implementation and review

### 5.2.1 Transition period

The ACCC considers that any new mandatory information standard to address issues associated with toppling furniture be subject to a 6-month transition period and any new mandatory safety standard be subject to a 12-month transition period from the date of commencement.

This transition period is expected to allow industry to implement any manufacturing and design changes to products and undertake any testing necessary to ensure compliance with a new mandatory safety and information standard. This staged transition period will also provide a period of time for industry to deplete non-compliant stock.

This transition period is considered a reasonable period of time given the wide range of consumer goods likely to be affected and noting that products that currently comply with the voluntary standards would largely meet the requirements of the proposed mandatory safety and information standard.

### 5.2.2 Review of standard

The ACCC considers that a formal review of the operation of any new mandatory safety and/or information standard should be conducted at the end of 5 full years from the date of commencement.

Any review should consider levels of compliance with mandatory standards, changes in product design and changes in the prevalence of injuries and deaths caused by toppling furniture.



#### Question

**16. Provide comment on the transition period for the proposed options.**

## 6 Next steps

Following assessment of responses to this Consultation Paper, the ACCC will develop a Final Recommendation to the Minister in 2022.

## Attachment A: Information requirement examples

Example 1: Permanent labels	
Source	Description
<p><u>AS/NZS 4935:2009:</u></p>	<p>Labels and relevant instruction sheets supplied with furniture must provide adequate detail and be “unambiguous, legible and written in English.”</p> <p>Warning must be stand-alone, legible and include a warning message in bold letters (see below), as well as the word ‘WARNING’ in red at least 5 mm high.</p> <div data-bbox="539 663 1286 1104" style="border: 1px solid black; padding: 10px;">  <p>This furniture item can become unstable and may topple if climbed upon and can be especially dangerous to children. Serious injury or death may result.</p> <p>It is undesirable to place objects of interest to children in view on this type of furniture item, as children may be tempted to climb to retrieve the objects the result being that the furniture item may tip and cause injury or death.</p> <p>This furniture item meets the requirements of AS/NZS 4935. However, even furniture items that meet these requirements can tip under certain circumstances, especially when placed on carpet, uneven or sloping flooring, or when subject to extreme use.</p> <p>Attachment of the furniture item to an appropriate structural component of the building using suitable means, as advised by a qualified tradesperson, is strongly recommended even for those furniture items meeting the stability requirements of AS/NZS 4935.</p> </div> <p>If items have not been tested, it is recommended that the below label is attached:</p> <div data-bbox="529 1236 1286 1695" style="border: 1px solid black; padding: 10px;">  <p>This furniture item has not been tested, or has failed stability testing, as specified in AS/NZS 4935. Attachment of the furniture item to an appropriate structural component of the building using suitable means, as advised by a qualified tradesperson, is strongly recommended.</p> <p>Freestanding chests of drawers/wardrobes and freestanding bookshelves/bookcases can become unstable and may topple if climbed upon and can be especially dangerous to children. Serious injury or death may result. The degree of instability depends on many variables and the purchaser needs to be aware of potential instability problems and seek to minimize them.</p> <p>It is undesirable to place objects of interest to children in view on this type of furniture item. Children may be tempted to climb on the furniture item to retrieve the objects of interest with the result being that the furniture item may tip and cause injury or death of the child.</p> <p>Furniture items can tip under certain circumstances, especially when placed on carpet, uneven or sloping flooring, or when subject to extreme use. Therefore care must be taken especially where small children can access any chests of drawers or bookcases or similar furniture items.</p> </div>

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Clothing storage units are required to be permanently marked in at least one place with a label that includes the Safety Alert Symbol and the word **WARNING** in bold capital letters and at least 3.8mm high. The child climbing prohibition symbol must be included on all labels.

Color Version



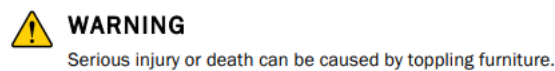
Black/White Version



NRA Guide

Placement of a non-removable sticker should be attached as near as practical to the anchor device that alerts consumers to the risk of serious injury if the product has not been secured to a wall of other suitable surface.

Example label wording:



Help prevent tip-over:

- Anchor this product to a wall or other suitable surface
- Use drawer locks to prevent children climbing
- Avoid placing TVs on top unless the TV is also anchored
- Check anchors regularly

Example label layout:





**Example 2: Swing/hang tag**

Source	Description
<p><u>AS/NZS 4935:2009</u></p>	<p>A swing tag must be attached to outside of the item with signs of at least 85 mm, including wording in bold lettering at least 5 mm high in black on a yellow background</p> <div data-bbox="472 465 928 913" data-label="Image"> </div>
<p><u>NRA Guide</u></p>	<p>A swing tag should be easily visible to customers prior to purchase and include a warning similar to the examples below.</p> <p><i>Example 1: (Anchor device fitted/provided but no wall fixings)</i></p> <div data-bbox="448 1106 1206 1406" data-label="Image"> </div> <p><i>Example 2: (Product has passed stability tests; Anchor device fitted/provided but no wall fixings)</i></p> <div data-bbox="448 1563 1206 1823" data-label="Image"> </div>

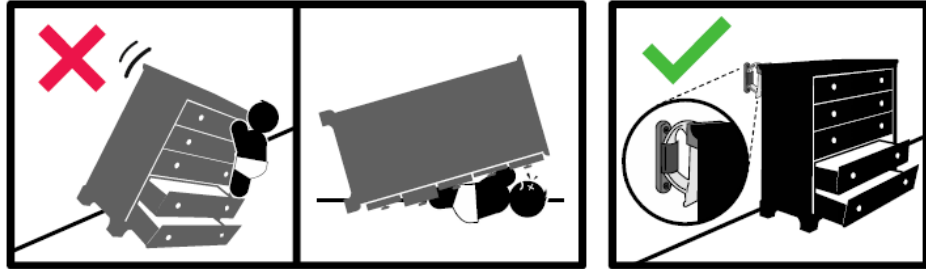
### Example 3: Pictogram

#### Source

US CPSC  
survey

#### Description

The below images were found to clearly communicate the issue and how anchoring can prevent toppling. The use of the green tick and red cross and the lines depicting motion were helpful indicators.



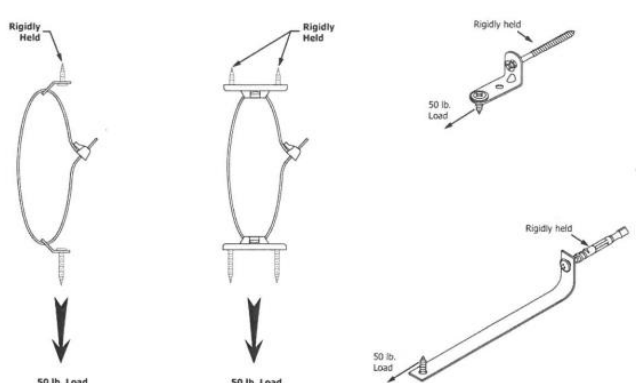
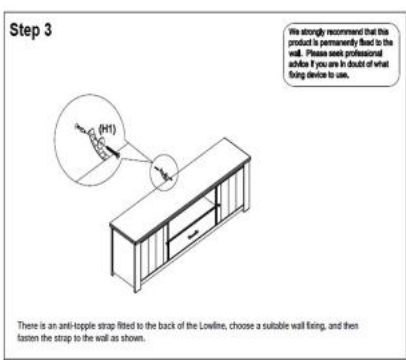
ASTM  
F2057-19

The below image currently in use commercially was found to be less effective although the use of the prohibition symbol was found to be useful in communicating what not to do.




FIG. 8 Child Climbing Prohibition Symbol

**Example: Information for inclusion in instruction/assembly manual**

Source	Description
<p><u>ASTM F3096-14</u></p>	<p>Tip over restraints must include clear and complete illustrated and written installation instructions.</p> 
<p><u>NRA Guide</u></p>	<p>Visible signage making consumers aware of anchoring, with consumer information literature and assembly instructions available during the sale.</p> <p><u>Assembly Instructions</u></p> <p>Clear consumer advice should be placed in a prominent position in the assembly instructions notifying customers of the dangers of toppling furniture. The advice should contain a statement, as appropriate:</p> <ul style="list-style-type: none"> <li>• that the wall anchor installed on the product be used to permanently affix it to a wall/other suitable surface to avoid serious injury;</li> <li>• that the wall anchor should be attached to the product and permanently affixed to a wall/other suitable surface to avoid serious injury;</li> <li>• where no fixing device is included, advising customers to seek professional advice if they are unsure of what device to safely secure the product to a wall/other suitable surface.</li> </ul> <p>There should be clear advice within the assembly instructions on how the customer should correctly attach the wall anchor to the product (if not pre-attached) and how this should be secured to the wall.</p> 

## Example 4: Information to be provided at point of sale

Source	Description
<p><u>NRA Guide</u></p>	<p>Recommends specific warnings and information in instruction manuals, or information leaflets should contain the following or similar wording, as appropriate, including warnings, a warning triangle and emphasis using bold or CAPS or similar.</p> <p style="text-align: center;"> <b>WARNING:</b></p> <p><b>It is STRONGLY RECOMMENDED that you ANCHOR this product.</b></p> <p>Toppling furniture can cause serious injuries and death.</p> <p>This product has/has not* been fitted with an anchor strap/bracket* (*select as appropriate). To prevent your furniture from tipping forward it is strongly recommended that you <b>securely attach this product</b> to a wall or other solid surface, using the anchor straps/brackets provided and appropriate fixings.</p> <p><b>IMPORTANT:</b></p> <p><b>Regularly check</b> that anchors are securely maintained.</p> <p>Use safety <b>drawer locks</b> to prevent children climbing.</p> <p>Stability of tall items may be affected by thick pile carpet or uneven floors.</p> <p><b>Do not</b> place unanchored televisions on furniture</p> <p><b>CAUTION:</b></p> <p>For your safety when attaching the anchor fixings, please note the following:</p> <ul style="list-style-type: none"> <li>- Check for any electrical wires or plumbing inside the wall before drilling any holes (if you are unsure please seek professional advice from a qualified tradesperson)</li> <li>- Walls are constructed from different materials, for example, masonry (solid brick) or plasterboard lined cavity walls (hollow). It is important that you use the appropriate wall fixings for your wall type.</li> <li>- Your local hardware store will have the necessary drills and fixings and can offer advice if needed. If in doubt, engage the services of a qualified tradesperson to install and anchor the product.</li> </ul>

NRA Guide

Recommends retailers have education material in store to give to customers, for example, the governments' consumer information postcard (which includes the ACL logo) or similar. The postcard/flyer may also be included with packaged goods.



Secure furniture safely!



**Toppling furniture and TVs cause tragic deaths and hundreds of serious injuries each year.**

Don't wait until it's too late. Take steps to prevent furniture from toppling over by installing an anchor device.

Toppling televisions seriously injure small children. Secure your TV to the wall or cabinet with a suitable anchor so it cannot topple over and crush a child.

Anchors are easy to install. If they are supplied with furniture, you should use them. They can also be purchased from your local hardware store or furniture supplier.

Watch our safety video at [productsafety.gov.au/topplingfurniture](http://productsafety.gov.au/topplingfurniture) to find out how you can keep your children safe.



## Attachment B: Cost projection calculations

**Table 8: Forecasting injuries and cost of ED presentation in Australia**

Year	Projected Population	Injuries per 100000 population	Forecast Injuries	Estimated average total cost of ED presentation
2022	26,727,025	3.444820	921	\$ 673,951
2023	27,147,199	3.444820	935	\$ 684,546
2024	27,562,195	3.444820	949	\$ 695,011
2025	27,970,435	3.444820	964	\$ 705,305
2026	28,372,315	3.444820	977	\$ 715,439
2027	28,765,734	3.444820	991	\$ 725,359
2028	29,157,085	3.444820	1,004	\$ 735,227
2029	29,545,877	3.444820	1,018	\$ 745,031
2030	29,931,725	3.444820	1,031	\$ 754,761
2031	30,314,335	3.444820	1,044	\$ 764,409
			<b>9,835</b>	<b>\$ 7,199,038</b>

The above forecast is based injury data obtained by the ACCC from QISU and the reader should note the following key points and assumptions:

- Queensland hospitals recorded 160 ED presentations relating to storage furniture from December 2015 to June 2020 (a period of 4 and a half years approximately)
- This data is from participating Queensland hospitals, which represent 20% of the hospitals in Queensland.<sup>28</sup> It was used as an indicative representation of ED presentations nationally.<sup>29</sup>
- Queensland represents a fifth of the total population in Australia.<sup>30</sup> Based on that, the total number of ED presentations in Australia is expected to be 885 injuries in 2020. Divided by the estimated total population in Australia as of June 2020, the ACCC obtained the rate of injuries per 100,000 of the population.
- Based on those calculations, the projected total number of ED presentations relating to toppling furniture nationally is estimated at 921 for 2022 based on a projected population of 26,727,025, increasing to 1044 for 2031 (based on projected population of 30,314,335).<sup>31</sup>

<sup>28</sup> QISU estimates the injury data provided from ED at participating hospitals represent roughly one quarter to one fifth of all ED injury presentations in Queensland depending on the age group and injury type studied.

<sup>29</sup> The ACCC recognises the inherent limitations in the data available, namely that there is no national data available nor is there data that reflects the entirety of a state and has been conservative in the national projections of ED presentations.

<sup>30</sup> Australian Bureau of Statistics, *Quarterly population by sex, by state and territory, from June 1981 onwards*, September 2021. ABS.Stat Dataset, cat. no. "3101.0, National, state and territory population, TABLE 4. Estimated Resident Population, States and Territories (Number)", accessed 14 February 2022. Available at: <https://www.abs.gov.au/statistics/people/population/national-state-and-territory-population/latest-release>

We estimated that Queensland represents a fifth of the total population based on the following formula: Queensland population (December 2015 + June 2020) / Australia population (December 2015 + June 2020) = (4804933 + 5175245) / (23984581 + 25693267) = 20.09%

<sup>31</sup> Australian Bureau of Statistics, *Population Projections, Australia*, "Population projections (based on assumptions of fertility, mortality and migration) (medium series) for Australia, states and territories and capital cities", accessed 23 February 2022. Available at: <https://www.abs.gov.au/statistics/people/population/population-projections-australia/2017-base-2066>.

- For the 2018–19 financial year, the National Hospital Cost Data Collection estimated the cost per ED presentation at \$732.<sup>32</sup> The ACCC used this figure to estimate the likely yearly total cost of ED presentations relating to toppling furniture to be in the range of \$673,951 in 2022 and increasing to \$764,409 in 2031.<sup>33</sup>

**Table 9: Forecasted number of fatalities and associated cost**

Year	Projected Population	Fatalities per 100000 population	Forecast fatalities	Estimated VSL
2022	26,727,025	0.005050	1.35	\$ 6,883,545
2023	27,147,199	0.005050	1.37	\$ 6,991,761
2024	27,562,195	0.005050	1.39	\$ 7,098,643
2025	27,970,435	0.005050	1.41	\$ 7,203,786
2026	28,372,315	0.005050	1.43	\$ 7,307,290
2027	28,765,734	0.005050	1.45	\$ 7,408,615
2028	29,157,085	0.005050	1.47	\$ 7,509,407
2029	29,545,877	0.005050	1.49	\$ 7,609,541
2030	29,931,725	0.005050	1.51	\$ 7,708,916
2031	30,314,335	0.005050	1.53	\$ 7,807,457
			<b>14</b>	<b>\$ 73,528,960</b>

Based on empirical evidence, the Office of Best Practice Regulation estimates the value of statistical life (VSL) at \$5.1m.<sup>34</sup> The VSL calculation is based on a healthy young person that may live for another 40 years.

The data currently available to the ACCC indicates the following:

- there have been at least 28 deaths associated with toppling furniture between 2000 and 2021 with children under the age of 5 representing the highest proportion.  
to obtain the rate of fatalities per 100,000 the average forecasted number of fatalities was divided by the projected population for 2021. Based on this trend and the projected increase in Australia’s population, the ACCC estimates the high probability of 14 fatalities in the next 10 years.
- based on the estimated value of reducing loss of life, the cost to society of toppling furniture fatalities to be between \$6.88 million and \$7.8 million for the forecasted period (2022 – 2031).<sup>35</sup>

Given that the at-risk population is more likely to be young children, the ACCC considers it is reasonable to assume that the costs associated with toppling furniture deaths will be higher than the average cost of fatalities figure provided above.

<sup>32</sup> Independent Hospital Pricing Authority, *National Hospital Cost Data Collection (NHDCDC) Report, Public Sector, Round 23 (Financial year 2018-19)*, accessed 15 February. Available at: [https://www.ihpa.gov.au/sites/default/files/publications/round\\_23\\_nhcdc\\_infographics\\_overview.pdf](https://www.ihpa.gov.au/sites/default/files/publications/round_23_nhcdc_infographics_overview.pdf), 2022. In Round 23, the average cost per emergency department presentation was calculated at \$732 compared to \$705 in Round 22 and \$666 in Round 21.

<sup>33</sup> This cost was projected based on 2021 dollar and did not account for inflation and uncertainty in future costs.

<sup>34</sup> Department of Prime Minister and Cabinet, Office of Best Practice Regulation, *Best Practice Regulation Guidance Note Value of statistical life*, August 2021, accessed 18 January 2022. Available at: <https://obpr.pmc.gov.au/sites/default/files/2021-09/value-of-statistical-life-guidance-note-2020-08.pdf>.

<sup>35</sup> The figures presented here are in 2021 dollars and did not account for inflation and for uncertainty in future costs.

## Attachment C: 2021 Issues Paper - Stakeholder list

<b>Stakeholder</b>	<b>Description</b>
Consumer Advocates	
CHOICE	Independent and member-funded Australian consumer advocacy group.
Kidsafe Australia	Independent NFP dedicated to the prevention of unintentional death and serious injury to children.
Regulators	
NSW Fair Trading	State regulator for fair trading and consumer protection. Division of the Department of Customer Service.
Consumer Protection Western Australia	State government agency promoting fair trading and consumer protection.
Superintendence of Industry and Commerce Columbia	Colombian competition and consumer authority.
Office of Product Safety & Standards UK	UK government regulator for product safety and standards.
Consumer Affairs Agency Japan	Japanese government regulator for consumer rights.
Industry Associations	
Australian Cabinet and Furniture Association	Peak Australian association representing the interests of the furnishing, cabinet making, kitchen and joinery industries.
National Retail Association	NFP organisation representing the interests of retailers across Australia.
Consumer Electronics Suppliers Association	Industry association representing suppliers of a wide range of consumer appliances in the Australian and New Zealand market.
Australasian Furniture Association	Peak Australian industry association for the furniture sector supply chain.
Juvenile Products Manufacturers Association (US)	North American industry association for baby and children's products.



Technical Experts	
Furntech-AFRDI	Independent NFP technical organisation providing standards, testing, product certification and research for buyers and sellers of furniture.
Shaun McGrath	Former Risk and Compliance advisor within the retailer and supplier network.
UL LLC	US-based global safety certification company that provides safety, research and commercial services.
Medical Profession	
Royal Australasian College of Surgeons	NFP representing the interests of surgeons in Australia and New Zealand. Advocate for surgical standards, professionalism, and surgical education.
Sydney Children's Hospitals Network	Paediatric health care partnership aiming to improve the health and wellbeing of children through clinical care, research, education and advocacy.
Australian Paediatric Surveillance Unit	National resource facilitating active surveillance of uncommon childhood diseases, complications of common diseases or adverse effects of treatment.
Manufacturers/Retailers	
IKEA	World's largest furniture retailer selling ready-to-assemble furniture, kitchen appliances and home accessories, among other goods and home services.
Kmart Australia	Australian-based chain of affordable retail stores selling consumer goods such as homeware, apparel, toys and furniture.
Herman Miller	US-based furniture manufacturer for residential and commercial buildings.
Planex	Australian-owned furniture designer and manufacturer specialising in storage furniture mainly for office buildings.
Carjo Furniture	Small Melbourne furniture manufacturer and wholesaler.
TEMPO	Australian owned supplier to the Consumer Electronics and Home Appliance global marketplace
Canohm Australia	Australian importer and distributor of audio equipment specialising in mounting solutions.

## Attachment D: List of questions for response

The ACCC is seeking your feedback in response to the questions below and repeated from Section 7 (Policy Options) of the paper. The ACCC encourages you to respond to any questions that are relevant to you and to raise any additional issues you consider relevant.

1. Which of the proposed options do you prefer and why?
2. Are there any other options not in this consultation paper the ACCC should consider and why?
3. What are the likely costs to implement the requirements for each option for industry, and what would this mean for price and availability of items for consumers?
4. Can you provide any further information about likely costs/impacts for each of the proposed options?
5. Do you think the requirements of each option will result in a decrease in injuries and deaths? Please explain your answer.
6. Should the policy options proposed in this paper apply to second-hand storage furniture sales? Please explain your answer.
7. Of the warning labels and safety messages in the examples provided at Attachment A, which do you think are most effective and why?
8. What are the key safety messages that should be included in a warning label and safety information in the assembly instructions or manual?
9. Are the performance requirements for anchoring devices in the ISO 7170:2021 and EN16122:2012 suitable for the furniture you supply? Please explain your response.
10. Should suppliers be required to supply multiple fixings (screws, bolts) for different surface types (timber, masonry) with the anchor device?
11. Do you think a mandatory information standard would sufficiently address gaps in education by raising awareness of the risks associated with furniture tip overs and the importance of anchoring? Please explain your answer.
12. Provide comment on the ACCC's proposed requirement for information to be made available in-store and online. Are there any additional requirements that should be included?
13. Do you think an overall improvement in furniture stability would result in a decrease in injuries and deaths? Please explain your answer.
14. Do you agree with the voluntary standards the ACCC has identified as most suitable for setting minimum stability requirements for storage furniture? Please explain your response.
15. What impact would requirements for stability have on product design, availability and cost?
16. Provide comment on the transition period for the proposed options.

## Attachment E: Industry standards for furniture

Short title	ASTM F2057-19 <sup>36</sup>	AS/NZS 4935:2009 <sup>37</sup>	EN 14749:2016 <sup>38</sup>	EN 16122:2012 <sup>39</sup>	ISO 7170:2021 <sup>40</sup>
<i>Goods captured</i>	Clothing storage units. E.g. chests of drawers, dressers and bureaus.	Domestic freestanding chests of drawers, wardrobes, bookshelves, and bookcases	Kitchen and bathroom storage units and domestic storage furniture	All types of domestic and non-domestic storage furniture, including freestanding and mounted furniture items. Does not apply to office, industrial, catering and retail storage and industrial storage lockers.	Storage units, including TV furniture and furniture with castors (swivelling wheels)
<i>Dimensions for products captured by stability tests</i>	≥686 mm	Chests of drawers and wardrobes: >500 mm Bookshelves and bookcases: >600 mm	Floor standing units that are attached to a structure, that have a centre of gravity that is >900mm and weighs ≥10kg and also furniture that has a centre of gravity that is >350mm and weighs ≥35kg.	Tests for freestanding units cover products that can be adjusted above and below 1000mm.	≥ 600 mm and mass >10 kg. TV furniture irrespective of height and weight.

<sup>36</sup> ASTM F2057-19 Standard Safety Specification for Clothing Storage Units

<sup>37</sup> AS/NZS 4935:2009 Domestic Furniture – Freestanding chests of drawers, wardrobes and bookshelves/bookcases

<sup>38</sup> EN14749:2016 Furniture – Domestic and kitchen storage units and kitchen worktops – Safety requirements and test methods

<sup>39</sup> EN16122:2012 Domestic and non-domestic storage furniture – test methods for the determination of strength, durability and stability

<sup>40</sup> ISO 7170:2021 Furniture storage units – test methods for the determination of strength, durability and stability

<b>Short title</b>	<b>ASTM F2057-19<sup>36</sup></b>	<b>AS/NZS 4935:2009<sup>37</sup></b>	<b>EN 14749:2016<sup>38</sup></b>	<b>EN 16122:2012<sup>39</sup></b>	<b>ISO 7170:2021<sup>40</sup></b>
<i>Anchoring</i>	Requires supply of anchoring kit tested to ASTM F3096 <sup>41</sup>	Recommended regardless of whether item passes stability test	Not specified	There are tests to assess the strength of anchoring devices, in particular the attachment to the unit and to the building.	There is a test for an anchoring device.
<i>Labelling</i>	Requires a permanent warning stating that item should always be anchored	Requires permanent warning labels and swing tags	Not specified	Not specified	Not specified
<i>Stability tests</i>	Unloaded and loaded for in-scope furniture	Unloaded and loaded tests, with tests specific for chests of drawers and wardrobes, and bookcases/bookshelves	Loaded and unloaded tests, including additional tests for storage furniture >1000 mm height, and TV furniture	Loaded and unloaded tests, with doors and drawers opened and closed, with weights applied.	Loaded and unloaded tests, including separate tests for TV-furniture, furniture with castors, and furniture supplied with anchoring kits
<i>Weights used in stability test to correspond to child age</i>	≤5 years of age	≤5 years and 11 months, within 95th percentile stature and body mass	Not specified	Specified masses of 1.7kg and 2.5kg but standard does not mention what age this correlates to.	Dependent on the type of furniture item being tested. Standard does not mention what age the forces/weights correlate to.

<sup>41</sup> ASTM F3096-14 Standard Performance Specification for Tipover Restraints Used with Clothing Storage Units