

# JOINT MARKET SURVEILLANCE ACTIONS 2016 ON **PRODUCT SAFETY** GPSD 2001/95/EC



## FINAL REPORT CCA6 BABY CARRIERS & COTS

The Joint Market Surveillance Action on  
Consumer Products 2016 (JA2016)  
Action Grant No: 739851 - JA2016



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## LIST OF ABBREVIATIONS

ANEC	The European Consumer Voice in Standardisation
BMASK	Federal Ministry of Labour, Social Affairs and Consumer Protection, Austria
CA	Consumer Agency (Neytendastofa), Iceland
CCA	Child Care Articles
CCA3	Child Care Articles 3 (the third Joint Action on childcare articles financed under the Consumer Programme that focused on cots)
CCA6	the sixth Joint Action on childcare articles financed under the Consumer Programme focussing on baby carriers and cots)
CCP	Commission for Consumer Protection, Bulgaria
CEN	European Committee for Standardization
CEN/TC 207/WG 2	European Committee for Standardization - Requirements for children's and nursery furniture committee
CEN/TC 252/WG 4	European Committee for Standardization - Early learning and protection
CEN TR 16512	CEN Technical Report for baby slings
Chafea	Consumers, Health and Food Executive Agency
CRPC	Consumer Rights Protection Centre, Latvia
CPSC	Consumer Product Safety Commission, USA
CTI	Czech Trade Inspection, Czech Republic
DGC	Directorate General for Consumers, Portugal

DG JUST	European Commission, Directorate-General Justice and Consumers, responsible for EU policy on justice, consumer rights and gender equality
EC	European Commission
EEA	European Economic Area
EFTA	European Free Trade Association
EN	European Standard
EN 716	European Standard for cots
EN 12221	European Standard for changing tables
EN 13209-1	European Standard for framed back carriers
EN 13209-2	European Standard for soft carriers
EN 71	European Standard for toys
EN ISO 9237	Determination of the permeability of fabrics to air
ENPC	European Nursery Products Confederation
EU	European Union
FPSE	Federal Public Service Economy, Belgium
GA	Grant Agreement
GPSD	General Product Safety Directive
ICSMS	Information & Communication System for Market Surveillance
IDB	European Injury Database
JA	Joint Action
JA2013	Joint Market Surveillance Action GPSD 2013 Grant agreement number 20138201 with an implementation from January 2013 up to April 2015
JA2016	Joint Market Surveillance Action on Consumer Products 2016 Grant Agreement number 739851 with an implementation from September 2017 up to October 2019
MCCAA	Malta Competition Consumer Affairs Authority, Malta
MINGO	Sector of Market Surveillance for the Ministry of Economy, Croatia
MS	Member State
MSA	Market Surveillance Authority
PROSAFE	Product Safety Forum of Europe
RA	Risk Assessment
RAG	European Commission's Risk Assessment Guidelines tool
SIDS	Sudden Infant Death Syndrome
SCRPA	State Consumer Rights Protection Authority, Lithuania
TARIC	The integrated Tariff of the European Union, is a multilingual database integrating all measures relating to EU customs tariff, commercial and agricultural legislation
TC	CEN Technical Committee
WP	Work Package

## EXECUTIVE SUMMARY

This report presents the activities undertaken and the results achieved in the Product Activity Child Care Articles 6 of the “Joint Market Surveillance Action on Consumer Products 2016 - JA2016 GPSD”, co-funded by the European Union under the Grant Agreement No. 739 851.

The Child Care Articles Activity focussed on **baby carriers and cots** and it was a follow up to JA2013 CCA3 Cots. Its primary goals were to:

- Build on the work undertaken within previous Joint Actions on Child Care Articles, i.e. baby bathtubs, wheeled child conveyances, highchairs, cots (JA2013), safety barriers, soothers and soother holders, thereby increasing the safety of such products;
- Ensure that baby carriers and cots are safe in use;
- Continue to support the harmonisation of market surveillance across the EEA within this product sector.

Ten MSAs were involved in this product Activity. These were Austria, Belgium, Bulgaria, Croatia, the Czech Republic, Iceland, Latvia, Lithuania, Malta and Portugal. The project was coordinated by PROSAFE - The Product Safety Forum of Europe.

The approach was typical in that the participating MSAs undertook as objectives to:

- Study their national markets for baby carriers and cots;
- Use this data to make decisions on sampling;
- Visit manufacturers/importers/wholesalers/retailers/e-tailers to inspect and collect products;
- Test all the selected samples at an appropriately skilled and accredited laboratory in Europe;
- Carry out harmonised risk assessments;
- Undertake coordinated follow-up actions and/or appropriate administrative activities on non-compliant products;
- Report on the follow-up actions taken to improve safety for consumers.

All above objectives have been met and in total, **107 products were sampled and tested**: 84 baby carriers and 23 cots, which can be further categorised as follows:

- 9 framed back carriers (tested according to EN 13209-1:2004)
- 40 soft carriers (tested according to EN 13209-2:2015, plus an additional test designed by this JA)
- 19 baby slings (tested according to CEN TR 16512:2015)
- 16 unclassified baby carriers (which were classified according to their marking and/or function and then tested to one of the standards above)
- 9 traditional cots (tested to EN 716:2017)
- 9 travel cots (tested to EN 716:2017, plus some additional tests designed by the participants of this JA)
- 5 travel cots sold with changing units (tested to EN 716:2017 and EN 12221:2008 + A1:2013 plus some additional tests designed by the participants of this JA).

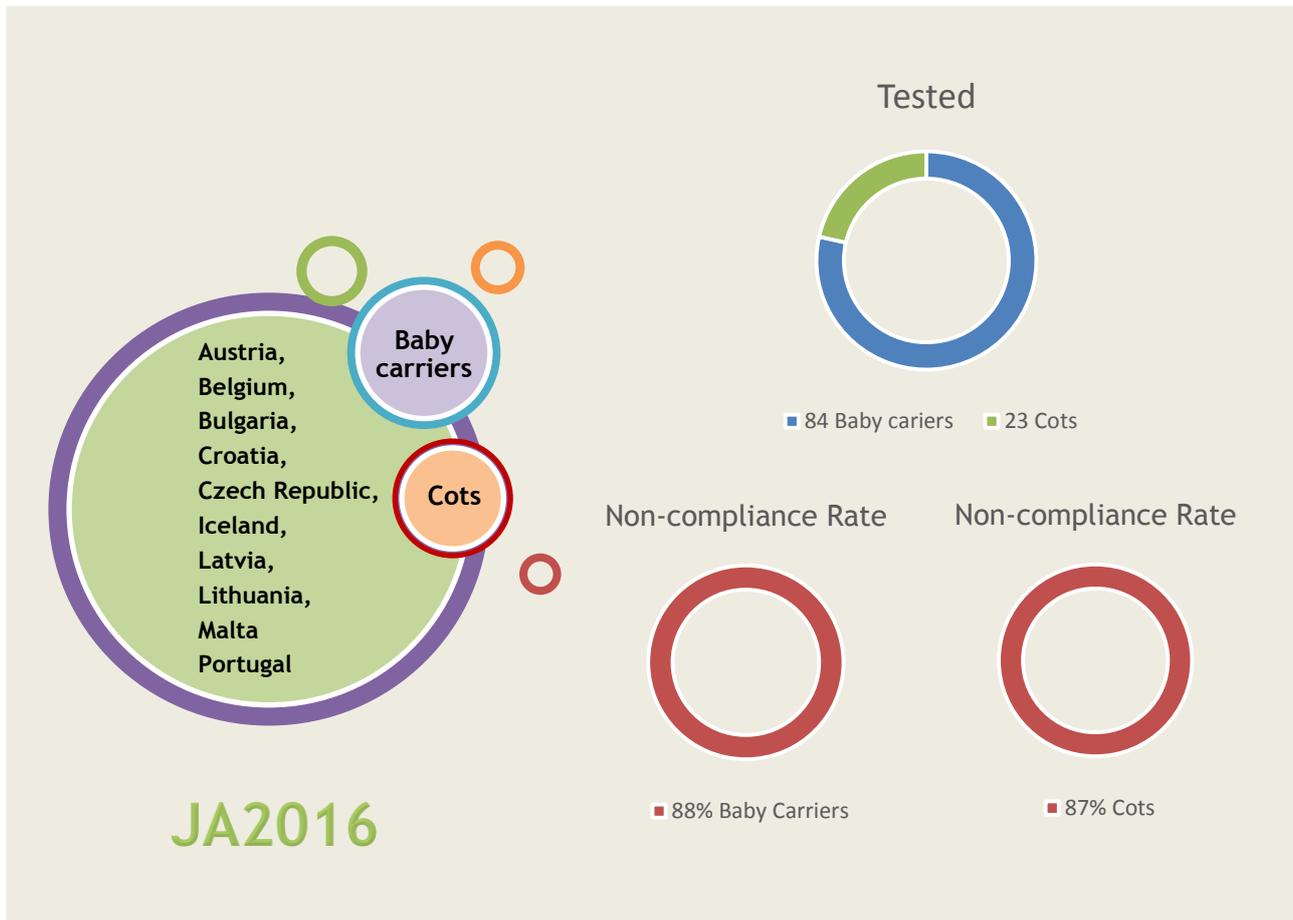
**88% of the 84 baby carriers and 87% of the 23 cots were found to be non-compliant by the participating MSAs.**

The test results were subject to risk assessments using the European Commission’s Risk Assessment Guidelines tool<sup>1</sup>. Following the results of this exercise, the participating MSAs took enforcement actions on many of the models tested.

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<sup>1</sup> <https://ec.europa.eu/consumers/consumer-safety/rag/>

Detailed feedback concerning the standard was also conveyed to the relevant CEN Working Groups - TC 252/WG 4 Early Learning and Protection Committee (for baby carriers) and TC 207/WG2 Requirements for Children's and Nursery Furniture (for cots) - as a number of queries arose as a result of this project.



**Caution!**

The above results are based on products that were sampled from the markets in the participating countries by experienced market surveillance inspectors that were looking for non-compliant and potentially unsafe products. As in any routine market surveillance activity, the results represent the targeted efforts that authorities undertake to identify unsafe products. They do not give a statistically valid picture of the market situation.

The samples were tested at an accredited laboratory. The test focussed on those safety requirements that have the largest impact on consumer safety.

# 1 Introduction

This is the final technical report prepared for the Baby Carriers and Cots Activity of the Joint Market Surveillance Action on GPSD Products 2016 - JA2016, which was co-funded by the European Union under Grant Agreement No. 739 851.

Funding for the testing of baby carriers was granted due to the high number of products reported in RAPEX over the past 10 years. 16 separate products have been notified, with risks of children falling, suffocating, choking and problems with flame retardants/chemicals. In addition, 14 out of 21 participating European Economic Area (EEA) states voted for baby carriers under the priority setting exercise for CCA.

Funding for the testing of cots was granted as a follow up to JA2013 CCA3 Cots, whereby 92% of the 50 products tested failed the EN 716:2008+A1:2013 standard (current at the time of testing), and half of which were regarded as presenting a serious risk to consumers. A number of key recommendations were made to the standards committee as result. It is yet to be confirmed whether the new 2017 version of the cot standard does address the concerns raised.

Therefore, ten Market Surveillance Authorities (MSAs) from ten EEA countries wanted to check that products were being manufactured according to the legislation, that the standards and clauses therein covered the foreseeable risks, and last but not least to examine whether ‘baby carriers and cots are safe in use’ – as stated in the Grant Agreement.

## 1.1 Background Information

This chapter presents a short extract of the project description. The full description can be found in the Grant Agreement.

## 1.2 Project consortium

The CCA6 activity was undertaken by PROSAFE and 10 MSAs from 9 Member States of the EU (Austria, Belgium, Bulgaria, Croatia, Czech Republic, Latvia, Lithuania, Malta and Portugal) and Iceland:

AT - Federal Ministry of Labour, Social Affairs and Consumer Protection (BMASK)
BE - Belgian Federal Public Service Economy (FPSE)
BG - Bulgarian Commission for Consumer Protection (CCP)
CZ - Czech Trade Inspection (CTI)
IS - Icelandic Consumer Agency (CA)
HR - Sector of Market Surveillance for the Ministry of Economy (MINGO)
LV - Latvian Consumer Rights Protection Centre (CRPC)
LT - Lithuanian State Consumer Rights Protection Authority (SCRPA)
MT - Malta Competition and Consumer Affairs Authority (MCCAA)
PT - Directorate General for Consumers (DGC)

The project was coordinated by PROSAFE. The Activity Leader was Sarah Jacques, Belgium, FPSE. The Activity Leader was supported by the PROSAFE Activity Coordinator, Rebecca Morrison.

### 1.3 Main Objectives

The general objectives of the JA2016 project were to continue to create conditions whereby MSAs could cooperate successfully on market surveillance activities and co-ordinate a number of product activities exposing the results of the activities to the largest number of MSAs possible.

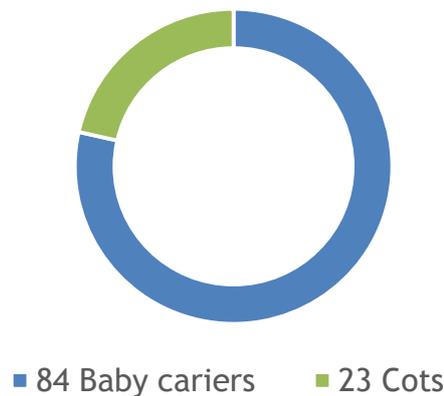
The overarching objective of the JA2016 product activities was to ensure that products placed on the EU market are safe for the EU consumer and carry all the appropriate warnings and instructions. The following specific objectives were identified for JA2016 CCA6:

- To build on the work undertaken during CCA1, 2, 3, 4 & 5 and thereby increase the safety of products within this product category;
- To ensure that baby carriers and cots are safe in use;
- To continue to support harmonisation of market surveillance across the EEA within this product sector;
- Take actions if and where necessary;
- Coordinate with stakeholders including ANEC, ENPC and CEN.

### 1.4 Budgeted Activities

The total testing budget for the CCA6 Baby Carriers and Cots Activity allowed the testing of 107 samples as follows:

In total, 107 samples tested



**84 baby carriers** – tested to the mechanical, chemical and administrative clauses of the appropriate standards, plus some additional tests designed by JA2016.

**23 cots** – tested to the mechanical, chemical and administrative clauses of the appropriate standards, plus some additional tests designed by JA2016.

### 1.5 The Phases of the Activity

The Activity was a market surveillance action that followed the following phases:

- Deciding on sampling criteria:

Each of the 10 MSAs presented information on those types of baby carriers and cots that were present on their markets, alongside details of issues, complaints, accidents, etc. This overview helped to deliver a

snapshot of the types of baby carriers and cots currently being sold on these markets and provided a basis for the sampling criteria within the scope of the Action. It was finally agreed that MSAs would sample:

- ▶ Framed back carriers;
- ▶ Soft carriers with integral leg openings;
- ▶ Soft carriers without integral leg openings (which the participants termed unclassified carriers, as there is no specific standard or technical report for such baby carries);
- ▶ Baby slings;
- ▶ Traditional cots;
- ▶ Travel cots;
- ▶ Travel cots sold with changing tables (sold together as one unit).

- Sample products:

Using the data gathered from the previous exercise, the MSAs decided on how they should carry out sampling, i.e. how many and what type of baby carriers and cots would be taken by each authority, when the sampling would take place, and how many samples should be taken of each product, etc. This implied that the MSAs would visit manufacturers, importers, wholesalers, retailers and use the internet to collect products. This phase was coordinated and reported back to the Activity.

- Test products at a laboratory:

The Activity issued a call for tender and selected an appropriate laboratory. MSAs were instructed how to send their products for testing. The baby carriers and cots were shipped and the laboratory submitted test reports after the testing had taken place.

- Risk assessment:

The participants developed a common approach to the application of the RAPEX risk assessment guidelines for each particular product to ensure that the resulting assessments were harmonised to the greatest extent possible. The MSAs then assessed the risk for the products applying the agreed approach and any relevant national conditions.

- Follow-up on non-compliant products and exchange of information on follow-up activities:

The MSAs followed up with the economic operators in their countries, i.e. consulted the economic operators on the results from the risk assessment, agreed on appropriate measures and ensured that these were properly implemented. The resulting measures were reported to the Joint Action and shared with all participants.

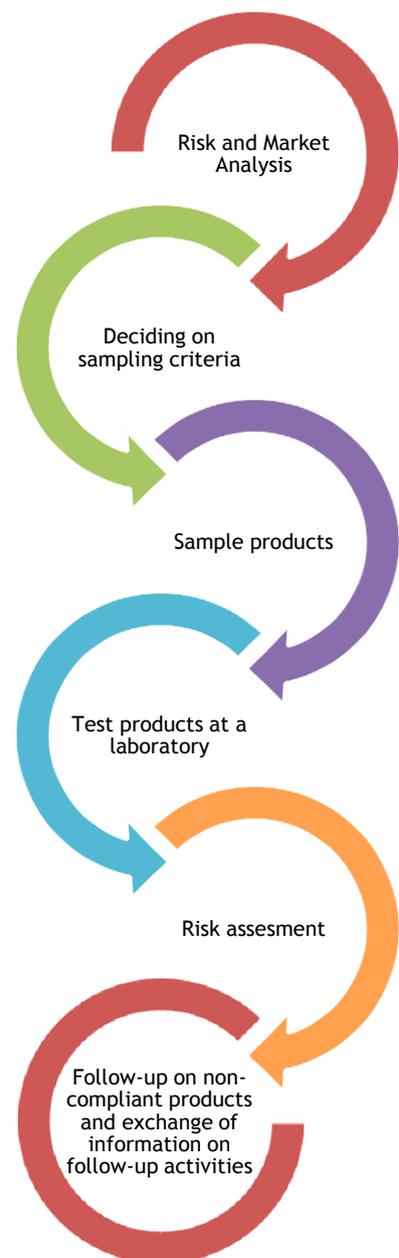


Figure 1 - Key Stages of the Joint Action CCA6

## 1.6 Timeline for Activity

November 2017	CCA6 Kick Off Meeting (with stakeholders) and Planning of Activity for baby carriers and cots was undertaken
February 2018	CCA6 Meeting 2
March 2018	Tender documents for baby carriers and cots sent out/communicated via PROSAFE website and twitter feed
May 2018	CCA6 Meeting 3, market surveillance/sampling undertaken, laboratory tender returns discussed
June 2018	Teleconference to discuss laboratory appointment, lab contract agreed, samples to lab, testing begins
December 2018	Testing completed, and test reports circulated. CCA6 Meeting 4 (at test lab), risk assessments performed
March 2019	CCA5 Meeting 5, Follow up actions discussed
June 2019	CCA5 Meeting 6 with stakeholders present. MSAs to present the results of the JA
September 2019	Activity Leader attended a CEN/TC 252/WG 4 Meeting, JA2016 Final Conference, final actions completed
September 2019	Final Technical Report delivered
October 2019	CCA6 participant plans to attend the CEN/TC 207/WG 2 Meeting

Figure 2 Timeline overview of CCA6 meetings



## 2 Setting up the Product Activity

### 2.1 Tendering Process for Test Laboratories

A list of potential testing laboratories from within the EEA was drawn up by the participants and the Activity Coordinator. A call for tender – in line with EC Regulation on public procurement<sup>2</sup> – was then prepared by the Activity Coordinator in association with all the MSAs involved and sent to eighteen laboratories. The call was publicised on PROSAFE’s Twitter account (@PROSAFE\_org) and on PROSAFE’s website<sup>3</sup>. The European Commission (EC) was formally informed about the call.

A total of four laboratories replied. These responses were evaluated at length together with the participating MSAs, and the contract was then awarded to the lab offering the best value for money.

The purpose of the testing was to check that the baby carriers and cots sampled by the MSAs met all tests within the current applicable standards and were safe in use.

<sup>2</sup> Directive 2014/24/EU of the European Parliament and of the Council of 26 February 2014 on public procurement and repealing Directive 2004/18/EC

<sup>3</sup> <http://www.prosafe.org/index.php/component/content/article/38-news-and-events/news-items/273-ja2016-child-care-articles-baby-carriers-and-cots-call-for-tender>

## 2.2 Selecting Products, Sampling

The CCA6 activity focussed on baby carriers and cots as they had been selected using the annual Priority List exercise that has been updated annually since 2012. In this exercise each country within the EU and EFTA was asked to propose the CCA products that are causing them the most concern. Their responses are then ranked in order to determine the priority products that the Joint Actions should focus on.

The work undertaken comprised of market surveillance activities, product testing, risk assessment of the products tested, and any resulting follow up actions deemed necessary.

The Activity Coordinator sent a memo to all the participating MSAs giving pictorial examples of which types of baby carriers and cots to sample – see Tables 1 and 2 below.

Table 1 The types of baby carriers targeted by the Child Care Articles 6 Activity

			<p>Framed back carriers subject to EN 13209-1</p>
			<p>Soft carriers subject to EN 13209-2</p>
			<p>Baby slings (including baby slings, ring slings, baby wraps and more) subject to CEN TR 16512</p>
			<p>Other 'unclassified' baby carriers (mostly soft carriers without integral leg openings) which technically fall under the scope of CEN TR 16512, but are often marked as compliant to EN 13209-2</p>

Table 2 The types of cots targeted by the Child Care Articles 6 Activity

	<p>Cots subject to EN 716:2017</p> <p>Often of wood or plastic construction and sometimes with a drop-side.</p>
	<p>Folding or travel cot subject to EN 716:2017</p> <p>Usually of fabric construction, these can fold down for easy transportation.</p>
	<p>Folding or travel cot with a changing table subject to EN 716:2017</p> <p>The changing table must be supplied with the cot as part of a 'travel system' and not as a separate 'add on item'.</p>

Thereafter, the group discussed how the target of 107 samples would be divided amongst the 10 MSAs and what combination of products would be sampled. As a result, each participant was provided with a number of models to obtain from the respective market – this number was based on the available budget (as per the Grant Agreement) for testing being shared between the participating MSAs.

Each of the 10 participating authorities supplied a mix baby carriers and cots as set out in Tables 3 and 4 below:

Table 3 Number of samples selected by the MSAs regarding the differing baby carriers

MSA	Quantity of framed back carriers	Quantity of all other carriers (soft carriers, baby slings, other/unclassified carriers)
AT	3	7
BE	1	10
BG	1	7
CZ	2	6
HR	0	7
IS	1	6
LV	0	9
LT	0	9
MT	0	7
PT	1	6
TOTAL	9	74 + 1 tested as two different products
GRAND TOTAL		84

Table 4 Number of samples selected by the MSAs regarding the differing cots

MSA	Quantity of traditional cots	Quantity of travel cots	Quantity of travel cots sold with changing tables
AT	1	0	1
BE	1	1	0
BG	1	1	1

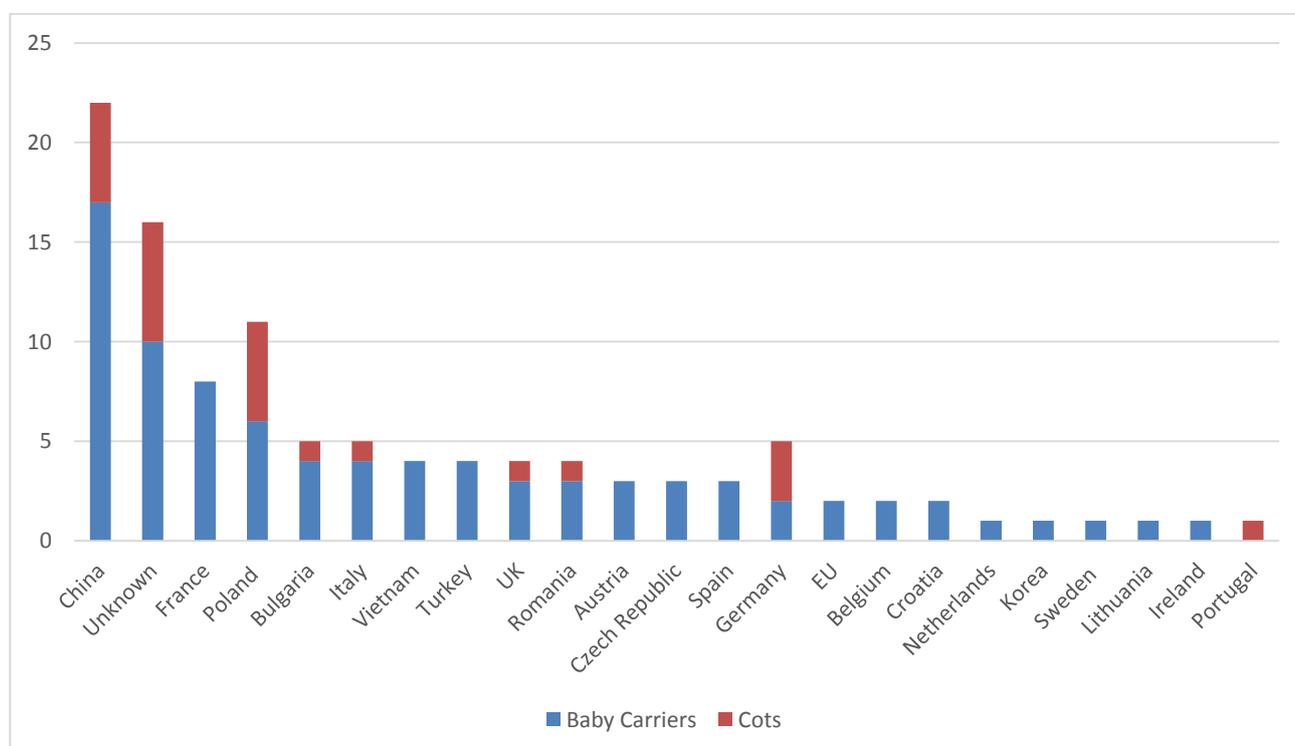
CZ	1	1	0
HR	1	2	0
IS	0	2	0
LV	1	0	1
LT	0	1	1
MT	1	1	1
PT	1	1	0
TOTAL	9	9	5
GRAND TOTAL	23		

The selection methodology of the baby carriers and cots varied from country to country. The number of online inspections was high, as most of the Market Surveillance Inspectors used the internet to seek out products that demonstrated a cause for concern e.g. very low-cost items, craft made products, products claiming compliance to the wrong standard, etc. Of the 107 inspections:

- 50 baby carriers or cots were seen on-line, but sampled in-store;
- 27 were seen in-store and sampled in store;
- 17 obtained directly from producer/importer/distributor/etc.;
- 7 identified on-line, then sourced from producer/importer/etc.;
- 6 found and sampled on-line;
- Of the 107 products sampled/detailed above, a total of 55 were identified using the internet.

The MSAs also recorded details regarding the Country of Origin for the 107 sampled baby carriers and cots as presented in Figure 3 below:

Figure 3 Country of Origin for all 107 baby carriers and cots sampled



In total, **63 samples (or 54%)** were designed/manufactured in Europe. The remainder were marked as being from outside the EU or of unknown/unrecorded origin.

## 3 Testing

### 3.1 The Testing Program

Testing is required to establish the extent to which a product represents a safety risk to consumers/users, and this is usually undertaken in accordance with the applicable safety standards:

- EN 13209-1:2004 for framed back carriers (see 3.1.1);
- EN 13209-2:2015 (plus an additional test designed by this JA) for soft carriers (see 3.1.2);
- CEN TR 16512:2015 for baby slings (see 3.1.3);
- Unclassified baby carriers (or those that look like soft carriers but do not have integral leg openings) were tested according to their marking – those marked as compliant to CEN TR 16512 were tested as such, and those marked compliant EN 13209-2 were tested against this standard. Samples marked as compliant to EN 13209-2 and CEN TR 16512 were examined at length and according the appropriate scope. Those samples which weren't marked as compliant to any standard were tested according to CEN TR 16512 plus an additional test from ASTM F2236-16a clause 6.3 for unbounded leg openings (see 3.1.4) that assessed any falling risk;
- EN 716:2017 (plus some additional test designed by this JA) for cots and travel cots (see 3.1.5);
- EN 716:2017 and EN 12221:2008 + A1:2013 (plus some additional test designed by this JA) for travel cots sold with changing tables (see 3.1.6).

Unless otherwise specified in this report, all tests were carried out in the order listed within the relevant standards. Whenever a failure occurred during testing, tests continued unless the failure rendered the product unusable.

Once all tests were completed, the laboratory prepared at least one test report for each product sample. The report included the test results obtained and indicated any non-conformities to the particular clauses, including supporting photographs, comments and other relevant clarifications.

In addition to the lab's results, the participating MSAs also undertook their own examinations regarding product information, marking and instructions for use, in particular to check that the information supplied with/on the product was compliant and in the correct language(s).

#### 3.1.1 Testing based on EN 13209-1:2004

The tests taken from EN 13209-1 for framed back carriers were applied to **9** samples as follows:

- 5.1 Chemical properties
- 5.2 Flammability of textiles, coated textiles, supports and plastic coverings
- 5.3 Conditioning
- 5.4 Shrinkage
- 5.5 Monofilament threads
- 6.1 Gaps and openings
- 6.2 Edges
- 6.3 Small parts
- 6.4 Cords, straps, belts and parts used as ties
- 6.5 Folding and locking mechanisms
- 6.6 Accessibility of fillings
- 6.7 Stability
- 6.8 Carer attachment systems
- 6.9 Dynamic strength
- 6.10 Child restraint system
- 7 Packaging
- 8 Marking
- 9 Instructions for use

Plus - test the air permeability of the fabric part which may come into contact with the baby's mouth according to EN ISO 9237:1996

### 3.1.2 Testing based on EN 13209-2:2015

The tests taken from EN 13209-2 for soft carriers were applied to **40** samples as follows:

- 5.3 Conditioning
- 6 Chemical hazards
- 7 Thermal hazards
- 8.1 Choking and ingestion hazards
- 8.2 Entanglement hazards
- 8.3 Protective function
- 8.4 Attachment systems
- 8.5 Durability of the soft carrier
- 9 Suffocation hazards from packaging materials
- 10 Product information (where possible)

### 3.1.3 Testing based on CEN TR 16512:2015

The tests taken from CEN TR 16512:2015 for baby slings were applied to **14** samples as follows:

- 3 Chemical hazards
- 4 Thermal hazards
- 5 Choking and ingestion hazards
- 6 Entrapment hazards for fingers in mesh
- 7 Entanglement hazards
- 8 Suffocation hazards
- 9 Structural integrity
- 10 Product information (where possible)

Plus - test the air permeability of the fabric part which may come into contact with the baby's mouth according to EN ISO 9237:1996

Plus - test from ASTM F2236-16a clause 6.3 for unbounded leg openings

### 3.1.4 Testing for unclassified baby carriers

Baby Carriers with unbounded leg openings were tested according to their marking. Those marked as compliant to CEN TR 16512 were tested as such (**1** sample), and those marked compliant EN 13209-2 were tested to this standard (**11** samples). The samples which weren't marked as compliant to any standard were tested as follows (**9** samples):

According to CEN TR 16512:

- 3 Chemical hazards
- 4 Thermal hazards
- 5 Choking and ingestion hazards
- 6 Entrapment hazards for fingers in mesh
- 7 Entanglement hazards
- 8 Suffocation hazards
- 9 Structural integrity
- 10 Product information (where possible)

Plus - test the air permeability of the fabric part which may come into contact with the baby's mouth according to EN ISO 9237:1996

Plus - test from ASTM F2236-16a clause 6.3 for unbounded leg openings

### 3.1.5 Testing based on EN 716:2017-1

The tests taken from EN 716-1:2017 for cots (both traditional cots and travel cots) were applied to 23 samples as follows:

- 4.1 General
- 4.2 Materials
- 4.3 Initial stability
- 4.4 Construction
- 4.5 Final stability
- 4.6 Mattress size
- 5 Packaging
- 6 Instructions for use
- 7 Marking

Plus - test for the ability to collapse a travel or folding cot by a child crawling underneath (laboratory to propose test method)

Plus - push/pull test (according to the test method described in EN1930: 2011)

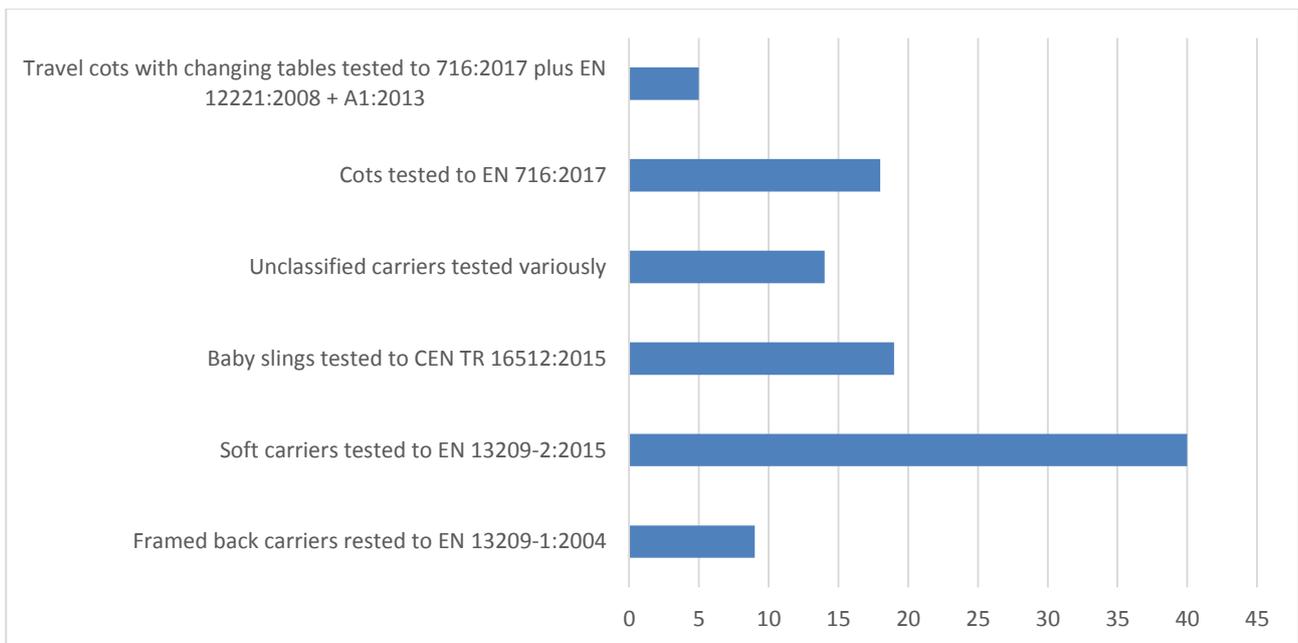
Plus - test the air permeability of travel (fabric) cot sides according to EN ISO 9237:1996

### 3.1.6 Testing based on EN 12221:2008 + A1:2013

The tests above (taken from EN 716:2017 for cots) alongside relevant clauses from EN 12221:2008 + A1:2013 for changing tables were applied to 5 samples as follows:

- 4.1 Dimensions
- 5.2 Edges and protruding parts
- 5.5 Small detachable components
- 5.8 Stability
- 5.9 Strength
- 5.11 Barriers

Figure 4 Overview of all samples and testing undertaken



## 3.2 Results

### 3.2.1 Results of testing 9 framed back carriers to EN 13209-1:2004

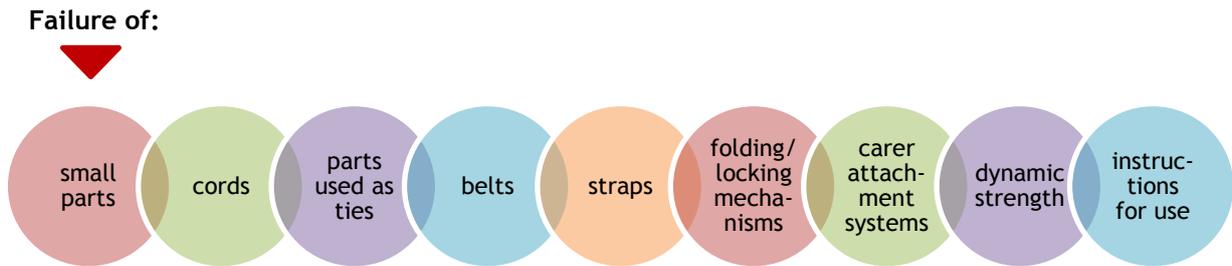
Table 5 gives an overview of the non-compliances found within the 9 samples that were tested to the current version of the EN standard for framed back carriers – all 9 failed to meet the standard.

Table 5 Distribution of non-compliant framed back carriers based on tests to EN 13209-1

Clause	Title	Number of tested samples	Number of non-compliant samples	Failure rate
5.1	Chemical properties	9	0	0%
5.2	Flammability of textiles, coated textiles, supports and plastic coverings	9	0	0%
5.3	Conditioning	9	0	0%
5.4	Shrinkage	9	0	0%
5.5	Monofilament threads	9	0	0%
6.1	Gaps and openings	9	0	0%
6.2	Edges	9	0	0%
6.3	Small parts	9	4	44%
6.4	Cords, straps, belts and parts used as ties	9	7	78%
6.5	Folding and locking mechanisms	9	7	78%
6.6	Accessibility of fillings	9	1	11%
6.7	Stability	9	1	11%
6.8	Carer attachment systems	9	4	44%
6.9	Dynamic strength	9	6	66%
6.10	Child restraint system	9	2	22%
7	Packaging	9	0	0%
8	Marking	9	2	22%
9	Instructions for use	9	4	44%
5-9	All clauses	9	9	100%
EN ISO 9237:1996	Air permeability of fabric <6.7l/min	6	1	17%

Based on the findings, the identified non-compliances relate to: small parts; cords, straps, belts and parts used as ties; folding/locking mechanisms; carer attachment systems; dynamic strength; instructions for use.

Figure 5 Non-compliances relating to framed back carriers



Some examples of non-compliances to these clauses are shown below:

Picture 1: Failure for 6.3 Small parts

The zip broke and small parts were generated



Picture 3: Failure for 6.8 Carer attachment

The strap slipped by >20mm



Picture 2: Failure for 6.4 Cords

The cord is longer than 220mm



Picture 4: Failure for 6.9 Dynamic systems strength

The strap broke



### 3.2.2 Results of testing 50 soft carriers to EN 13209-2:2015 (40 soft carrier samples plus 10 'unclassified carriers' that were regarded as/marked compliant to EN 13209-2)

Table 6 gives an overview of the non-compliances found within the 50 samples that were tested to the current version of the EN standard for soft carriers – 80% failed to meet the standard.

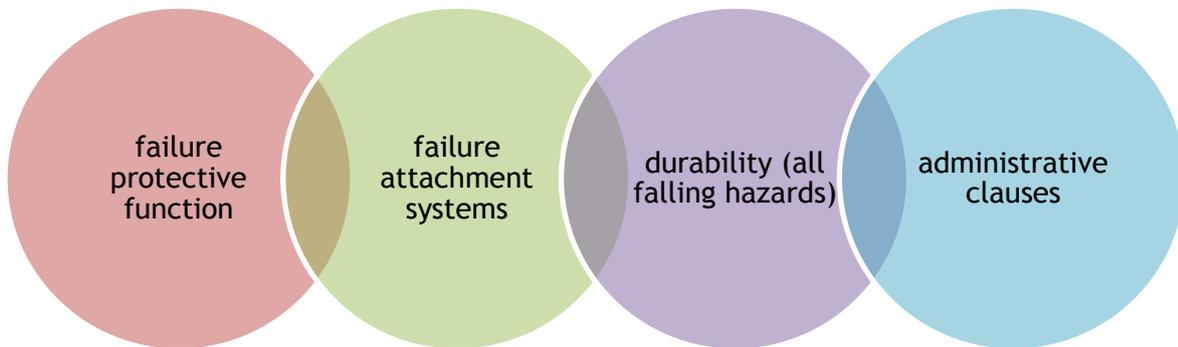
Table 6 Distribution of non-compliant soft carriers based on tests to EN 13209-2

Clause	Title	Number of tested samples	Number of non-compliant samples	Failure rate
6	Chemical hazards	50	0	0%
7	Thermal hazards	50	0	0%

8.1	Choking and ingestion hazards	50	7	14%
8.2	Entanglement hazards	50	4	8%
8.3	Protective function	50	18	36%
8.4	Attachment systems	50	11	22%
8.5	Durability of the soft carrier	50	14	28%
9	Suffocation hazards from packaging materials	50	5	10%
10.1	General (language)	48	18	38%
10.2	Purchase information	48	25	52%
10.3	Marking	48	29	60%
10.4	Instructions for use	48	29	60%
6-10	All clauses	50	40	80%
EN ISO 9237:1996	Air permeability of fabric <6.7l/min	14	5	36%

As can be seen from the table above, **40** samples were non-compliant to one or more clauses. In particular, high level of failures were seen for protective function; attachment systems; durability (all falling hazards); administrative clauses.

Figure 6 Non-compliances relating to soft carriers



Some examples of non-compliances to these clauses are shown below:

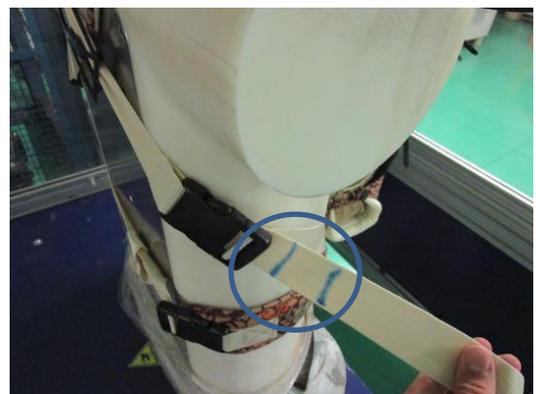
Picture 5: Failure for 8.3 Protective function

The side openings are too large



Picture 6: Failure for 8.4 Attachment system

The strap slipped by more than 20mm



Picture 7: Failure for 8.5 Durability  
The carrier breaks



Picture 8: Failure for 10.3 Marking  
The sling is marked as compliant to EN 13209-2 for soft carriers



### 3.2.3 Results of testing 25 baby slings to CEN TR 16512:2015 (14 baby sling samples plus 11 'unclassified carriers' that were regarded as/marked as compliant to CEN TR 16512)

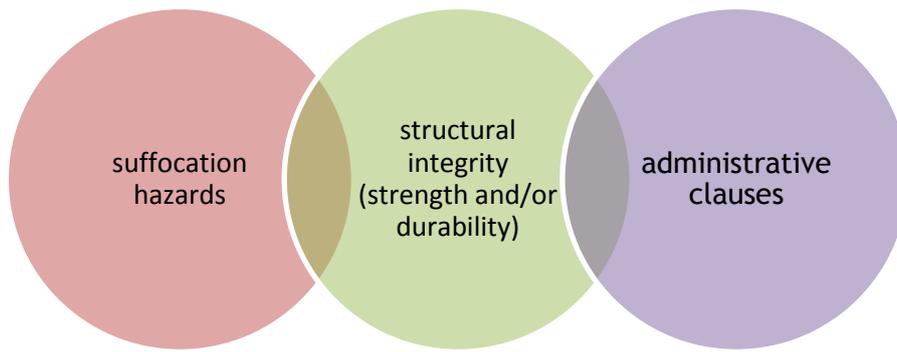
Table 7 gives an overview of the non-compliances found within the 25 samples that were tested to the current version of the technical report for baby slings - 84% failed to meet the technical report.

Table 7 Distribution of non-compliant baby slings based on tests to CEN TR 16512

Clause	Title	Number of tested samples	Number of non-compliant samples	Failure rate
3	Chemical hazards	25	0	0%
4	Thermal hazards	25	0	0%
5	Choking and ingestion hazards	25	4	16%
6	Entrapment hazards for finger in mesh	25	0	0%
7	Entanglement hazards	25	4	16%
8	Suffocation hazards	25	6	24%
9	Structural integrity	25	7	28%
10.1	General (language)	23	9	39%
10.2	Purchase information	23	17	74%
10.3	Marking	23	12	52%
10.4	Instructions for use	23	17	74%
3-10	All clauses	25	21	84%
EN ISO 9237:1996	Air permeability of fabric <6.7l/min	11	1	9%
ASTM F2236-16a clause 6.3	Unbounded leg openings	18	0	0%

Again, the results are disappointing, with 21 of the 25 baby slings sampled being non-compliant to the technical report. High percentages of non-compliances were seen for suffocation hazards (relating to the plastic packaging); structural integrity (strength and/or durability); administrative clauses.

Figure 7 Non-compliances relating to baby slings and unclassified carriers



Some examples of non-compliances to these clauses are shown below:

Picture 9: Failure for 8 Suffocation

The packaging is not marked with the hazard



Picture 10: Failure for 9 Structural integrity

The sling breaks



### 3.2.4 Results of testing 23 cots to EN:716:2017

Table 8 gives an overview of the non-compliances found within the 23 samples that were tested to the current version of EN standard for cots - 87% failed to meet the standard.

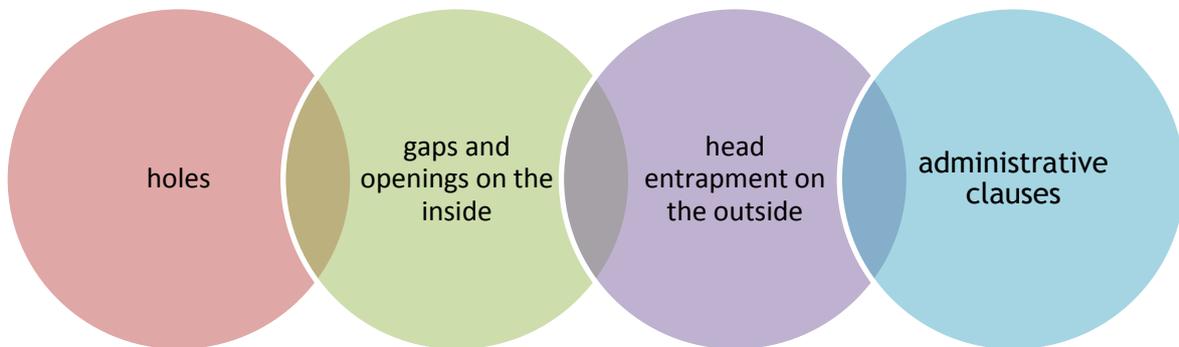
Table 8 Distribution of non-compliant cots based on tests to EN 716

Clause	Title	Number of tested samples	Number of non-compliant samples	Failure rate
4.1	General	23	2	9%
4.2	Chemicals	23	0	0%
4.4.1	General construction	23	2	9%
4.4.2	Holes, gaps and openings on the inside of the cot	23	7	30%
4.4.3	Head entrapment on the outside of the cot	23	5	22%
4.4.4	Shear and squeeze points	23	0	0%
4.4.5	Snag points	23	0	0%
4.4.6	Locking systems	xx	0	0%

4.4.7	Cot base	23	2	9%
4.4.8	Sides and ends	23	0	0%
4.4.9	Cot rim	15	0	0%
4.5	Final stability	23	1	4%
4.6	Mattress size	0	0	0%
5	Packaging	23	0	0%
6	Purchase information	21	6	29%
7	Marking	23	17	74%
-	Ability to collapse a travel or folding cot by a child crawling underneath	13	1	8%
EN 1930:2011 6.11.2.3	Push pull test	23	0	0%
EN ISO 9237:1996	Air permeability of fabric <6.7l/min	15	14	93%
4-7	All clauses	23	20	87%

High rates of non-compliance were seen for holes, gaps and openings on the inside of the cot; head entrapment on the outside of the cot; administrative clauses (marking in particular).

Figure 8 Non-compliances relating to cots



Some examples of non-compliances to these clauses are shown below:

Picture 11: Failure for 4.4.2 Holes, gaps and openings on the inside of the cot  
The gap between the bars is too large



Picture 12: Failure for 4.4.3 Head entrapment on the outside  
The child's head could become stuck



### 3.2.5 Results of testing 5 cots sold with changing tables to EN 12221:2008 + A1:2013

Table 9 gives an overview of the non-compliances found within the 5 cot samples that were additionally tested to the appropriate clauses contained within the current version of the EN standard for changing tables, as these samples were sold as one boxed product - travel cot with changing unit – 20% failed to meet EN 12221.

Table 9 Distribution of non-compliant travel cots sold with changing tables based on tests to EN 12221

Clause	Title	Number of tested samples	Number of non-compliant samples	Failure rate
4.1	Dimensions	5	1	20%
5.2	Edges and protruding parts	5	0	0%
5.5	Small detachable components	5	0	20%
5.8	Stability	5	0	0%
5.9	Strength	5	1	20%
5.11	Barriers	5	0	0%
4-5	All clauses	5	1	20%

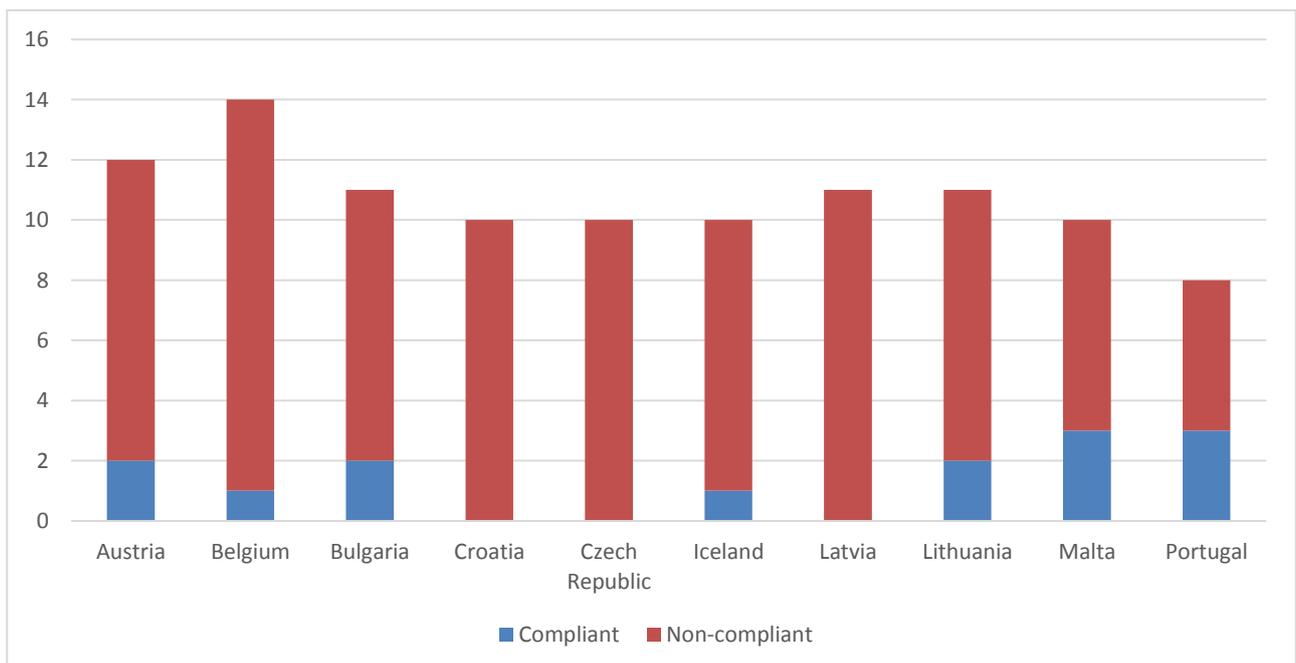
Only 5 products were tested and of those 5, only 1 sample was found to be non-compliant for dimensions and strength.

All the results detailed above, combined with Figure 9 below, demonstrates the overall effectiveness of the sampling activities - that inspectors from the participating authorities were able to select potentially non-compliant products when they identified products for testing.

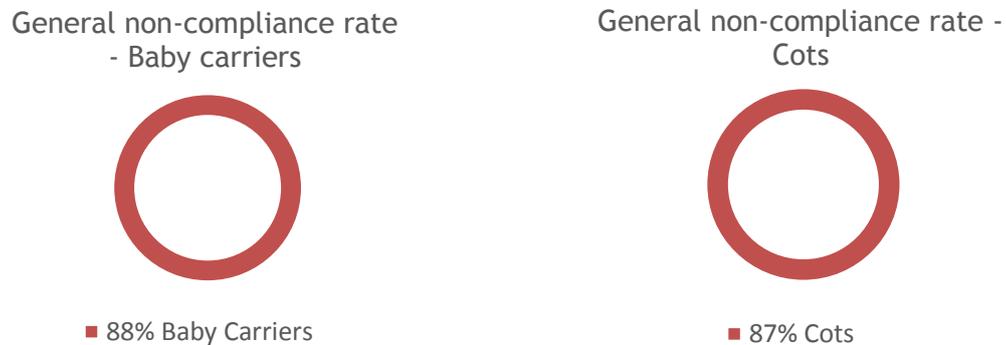
### 3.3 Conclusions of testing (all 84 baby carriers and 23 cots)

Overall, only 13 of the 107 products examined were fully compliant to the required standards according to the test results and MSA participants.

Figure 9 Details of compliant versus non-compliant samples (all 107 products) per MSA



Regarding the 84 baby carriers, 74 (or 88%) of the 84 products sampled were non-compliant. Clearly these results are disappointing. However, these figures also demonstrate that the sampling process was very effective i.e. the participating MSAs successfully identified potentially non-compliant products when sampling. A similar trend can be seen for cots, with 20 (or 87%) of the 23 sampled products being non-compliant to the relevant standards.



A high proportion of the non-compliances seen related to the administrative clauses of the standards (regarding purchase information, marking, instructions for use, etc.). In total, 50 of the 84 baby carriers and 17 of 23 cots demonstrated non-compliances to the clauses relating to information on/supplied with the products. In many cases, the correct language was missing (i.e. the native language of the area/country where the product was being sold) and/or the standard numbers or normative warnings were not displayed correctly. Such errors were used by inspectors as a key indicator when selecting potentially non-compliant products for this project.

### 3.3.1 Conclusions regarding baby carriers

Deciding upon a testing protocol for many of the baby carriers was a challenging exercise for the participants. The framed carriers were simple to classify – they all had a frame, were marked with the appropriate standard EN 13209-1 and fell within the scope.

Agreeing on a test approach for the soft carriers was far more difficult, and in the end, each sample was considered individually on a case-by-case basis. The reasons for this were various, but some examples of the complexity regarding their classification and testing are given below:

- Some baby slings were marked as compliant to EN 13209-2 for soft carriers (which is impossible from a technical point of view, and illegal);
- Some soft carriers did not have integral leg openings (so fell outside the scope of the standard), but were also marked compliant to EN 13209-2;
- Some soft carriers had integral leg openings for use by children up to 4.5kg, then the integral leg openings were no longer to be used (at which point they fell outside the scope of EN 13209-2);
- Some soft carriers were marked as compliant to CEN TR 16512 for slings;
- Some carriers were marked as compliant to EN 13209-2 and CEN TR 16512;
- Some carriers had no markings whatsoever.

Ultimately, the MSAs decided to test the carriers according to the standard to which they were marked – according to the Unfair Commercial Practice Directive (2005/29/EC), all claims must be correct. Unmarked products were individually considered and tested according to the protocols set out in 3.1 above. Certainly, one conclusion is that the marking of baby carriers needs addressing. Secondly, that there is a need for a standard that either classifies or addresses carriers that look like soft carriers, but do not feature integrated leg openings or feature them for a short period of use only. Many products like this were seen and the testing approach was not altogether clear.

Furthermore, as tables above imply, the MSAs chose to test beyond the standards in some key areas:

- test from ASTM F2236-16a clause 6.3 for unbounded leg openings;
- test the air permeability of the fabric part which may come into contact with the baby's mouth, according to EN ISO 9237:1996.

The ASTM test was designed to assess any falling hazards associated with baby slings/unclassified carriers (or those that look like soft carrier, which don't feature an integrated leg opening). A test cone was placed into the leg opening and a 2.3kg load was gradually applied and then maintained for 1 minute, to simulate a child being placed within the carrier. At no point did the cone slip, so all carriers passed this assessment.

All carriers were also tested to EN ISO 9237:1996 which describes a method for measuring the permeability of fabrics to air by passing air (perpendicularly) through a piece of fabric, and the given pressure difference/velocity over a given period of time is assessed. Whilst no requirements are stated within this standard, 6 carriers demonstrated a permeability of <6.7l/min – see 3.3.3 for further conclusions relating to air permeability of fabrics.

### 3.3.2 Conclusions regarding cots

As seen above, **20 of the 23** cots tested under this project were non-compliant. Whilst it is impossible to conclude whether the market has improved (as for both JAs inspectors were deliberately targeting products that appeared of poor quality/were incorrectly marked/looked to be hazardous/etc.) these results are still disappointing.

The JA2013 project findings were thoroughly shared with stakeholders and some improvements to the standard for cots were suggested. However, the participants of CCA6 felt that the newly revised standard (EN 716:2017) was still lacking in several key areas. To that end, cots were again tested beyond the standard as follows:

- test for the ability to collapse a travel or folding cot by a child crawling underneath;
- test the strength of cot sides (push pull test) according to EN 1930:2011 Clause 6.11.2.3;
- test the air permeability of the fabric part of travel or folding cots which may come into contact with the baby's mouth, according to EN ISO 9237:1996;
- test travel cots that are sold for use with changing tables.

The lab found that it was possible for 1 travel cot to be collapsed by an older child crawling underneath - perhaps to retrieve a ball that had rolled under the cot? This is a potentially dangerous scenario, as the baby inside the cot could roll to the side, having its face forced against the fabric construction.

No cots failed the additional strength tests, which was encouraging as failures to this test were seen under JA2013.

Tests for the air permeability of the fabric sides of travel cots were undertaken on 15 samples, the results of which were surprising. For 14 samples the test could not actually be undertaken, as insufficient air would pass through the fabric to even begin the test process. In other words, the fabrics were not permeable to air.

Lastly, the laboratory assessed 5 cots that were sold for use with a compatible changing table. 1 of the 5 was non-compliant to EN 12221 for dimensions (it was too small) and strength (the cot and changing unit both collapsed).

### 3.3.3 Conclusions regarding air permeability testing of baby carriers and cots

The air permeability debate begun under JA2013, as participants at that time were aware of 2 or 3 accidents in cots, where it was suspected that the fabric side was in part responsible for the suffocation of the babies inside. The participants at that time assessed the air permeability of the fabrics of the travel cots tested, but as EN ISO 9237:1996 does not give any requirements, the results were very difficult for them to interpret.

Participants of JA2016 CCA6 knew about the above cases, but also discussed some instances of deaths in baby carriers, when babies had suffocated. They were interested to learn more about the fabrics used in their construction too, and whether this had any influence on the risks?

According to EN ISO 9237 Determination of the permeability of fabrics to air, traditional fabrics i.e. those used in the manufacture of baby carriers, were tested using 100 pascals of air pressure. But industrial/coated fabrics, such as those used in the manufacture of travel cots, were tested using 200 pascals. Specifically regarding those samples that were marked within the test reports as 'it was not possible to determine the value of permeability to air because the fabric does not allow an air passage sufficient to start the test' - this means that the passage of air through a 100cm<sup>2</sup> area of fabric was less than 1.4 mm per second (or 0.83 litres per minute - in other words, essentially unbreathable).

The MSAs then looked to other European childcare standards in order to determine a level of air permeability for these fabrics that could perhaps be considered safe.

EN 1400:2013+A2:2018 Soothers - Rationale B.7 Shield ventilation - states that according to medical literature a single hole of between 3.0mm and 3.5mm is enough to sustain life (bearing in mind this measurement is relevant to children from birth to approximately 36 months). Consequently, the laboratory went on to establish the passage of air that resulted from a 3.0mm hole in a soother by making a hole of the correct diameter in a sheet of metal and measuring the air flow (or air permeability) that resulted. Using 100 pascals of air flow through the 3.0mm hole (same air pressure used for testing baby carriers), the air flow measured was 4.5 litres per minute. Using 200 pascals (as used for testing travel cot fabric) the air flow measured was 6.4 litres per minute.

Therefore, the MSAs generally considered that fabrics with an air permeability of less than 4.5 litres per minute would perhaps not sustain life should a baby fall asleep with their nose and mouth pressed against the fabric and that anything measuring less than 6.7 litres per minute (6.4 litres per minute plus a 5% margin for error) required further discussion.

29 baby carriers were tested for air permeability (soft carriers subject to EN 13209-2 were excluded as the child is carried in such a way that their mouth and nose would not come into contact with the fabric) and 1 sample demonstrated an air permeability of less than 4.5 litres per minute. A further 6 products measured between 4.5 and 6.7 litres per minute.

Regarding travel cots, 15 products were tested and only 1 was regarded as air permeable, the remaining 14 were all listed as 'the test could not be undertaken as insufficient air would pass to start the test' i.e. they are impermeable to air. It is very difficult for MSAs to undertake follow up actions based on these results, as such requirements are not contained within the relevant standards.

We note again that all the results discussed above do not represent the actual safety level of the European market.

## 4 Risk Assessment & Actions Taken

### 4.1 The Risk Assessment (RA) Method

The representatives from the participating authorities, DG JUST and PROSAFE met together with the expert staff from the test laboratory to review and evaluate the test results received. Then the participating MSAs, in consultation with PROSAFE's Risk Assessment Group, developed risk assessment templates for many of the scenarios presented (using the on-line risk assessment application <http://ec.europa.eu/consumers/consumer-safety/rag/public>). Templates were developed for the following four categories, with each template covering various hazards and therefor individual risk assessments:

- Framed back carriers according to EN 13209-1;
- Soft carriers according to EN 13209-2;

- Cots according to EN 716 plus some additional hazards not covered by the standard;
- Suffocation risks associated with plastic packaging.

This work was continued by the participants for each of the non-compliant samples that was followed up. All the developed tools, templates, guidelines, and e-learning modules are accessible from [PROSAFE's web portal](#) under the RA web Hub and e-Library.

## 4.2 The Risk Assessment Results

The participating MSAs assessed the risk presented by all the identified non-compliances using the on-line methodology outlined above. The conclusion for baby carriers was that **37 products (44%)** carried a medium to serious risk. The results can be seen in table 10:

Table 10 The risk level associated with the identified non-compliances for baby carriers (all 84 samples)

Risk level	Number of samples	Percentage
Compliant/Remedial non-compliance	14	17%
Minor non-compliance - or low risk	32	38%
Major non-compliance - or medium/high risk	14	17%
Serious non-compliance - or serious risk	24	29%

The risk level associated with the non-compliant cots was similarly assessed. Similar levels of risk were defined, with **10 of the 23 samples (or 43%)** regarded as presenting a medium to serious risk to consumers.

Table 11 The risk level associated with the identified non-compliances for cots (23 samples)

Risk level	Number of samples	Percentage
Compliant/Remedial non-compliance	6	26%
Minor non-compliance - or low risk	7	30%
Major non-compliance - or medium/high risk	3	13%
Serious non-compliance - or serious risk	7	30%
To be decided	2	9%

## 4.3 Action and Measures taken

Following the outcome of the risk assessment, the participating MSAs took enforcement actions on **71 of 84 baby carriers** and **15 of 23 cots** charted above. In addition, an Article 12 (A12) RAPEX notification resulted on the single non-complaint cot and changing table that was examined. In some cases, the actions and measures taken were straightforward (for example, an Economic Operator given a notice to adapt the instructions) but in other cases the follow up actions required were both complicated and numerous (for example, some products were banned from sale, withdrawn, recalled and placed on RAPEX under Article 12). In tables 12, 13 and 14 below only the most severe action undertaken has been recorded (so each product is listed once only).

Figure 10 Enforcement actions taken against non-compliant products



Table 12 Overview of measures taken against the non-compliant baby carriers (all 84 samples)

Actions taken - data as of 19 July 2019	Number of samples
Still under evaluation	2
No action	8
Later accepted as compliant by the MSAs (following counter expertise)	0
Minor measures or notification to economic operator	34
Pecuniary sanction (fine to seller)	0
Sales ban	6
Withdrawal from the market	10
National recall from consumers	2
RAPEX A11 notifications made	5
RAPEX A12 notifications made	17

Table 13 Overview of measures taken against the non-compliant cots (all 23 samples)

Actions taken - data as of 19 July 2019	Number of samples
Still under evaluation	0
No action	4
Later accepted as compliant by the MSAs (following counter expertise)	0
Minor measures or notification to economic operator	8
Pecuniary sanction (fine to seller)	0
Sales ban	0
Withdrawal from the market	6
National recall from consumers	0
RAPEX A11 notifications made	2
RAPEX A12 notifications made	3

Table 14 Overview of all measures taken against the non-compliant products

Actions taken - data as of 19 July 2019	Number of samples
Still under evaluation	4
No action	12
Later accepted as compliant by the MSAs (following counter expertise)	0
Minor measures or notification to economic operator	42
Pecuniary sanction	0
Sales ban	6
Withdrawal from the market	15
National recall from consumers	2
RAPEX A11 notifications made	7
RAPEX A12 notifications made	20

The actions mentioned in the tables above have the following meaning:

- **Still under evaluation.** The results of our tests were queried by the Economic Operator and the product has been sent for counter analysis, the results of which are still awaited.
- **No action.** No action was necessary because no safety issues were identified with the product, or the risk is so low that no action is required.
- **Later accepted as compliant by the MSAs.** The results of our tests were queried by the Economic Operator who went on to prove that their product was in fact compliant to the relevant standard/s.
- **Minor measures.** To prevent future occurrences of the same problems with their product the economic operator takes measures following directions from the market surveillance authority.

The measures could be minor design changes, minor changes in production or quality control, minor update of marking or instructions, etc.

- **Pecuniary sanction.** The MSA levied a financial sanction against the seller of the non-compliant product.
- **Sales ban.** The product is prohibited from sale permanently or until certain conditions are met.
- **Withdrawal from the market.** This measure is defined in the General Product Safety Directive (GPSD) (Directive 2001/95/EC<sup>4</sup>). The distribution, display and the offer of a product which is dangerous to consumers are stopped.
- **National recall from consumers.** This measure is defined in the GPSD (Directive 2001/95/EC)<sup>5</sup>. Any means aimed at achieving a return of a product that has already been supplied or made available to consumers.
- **RAPEX A11 notifications made.** The product has been placed on the EU's Rapid Alert System for dangerous non-food products under Article 11<sup>6</sup> of the GPSD, for those products posing a risk classified as less than serious.
- **RAPEX A12 notifications made.** The product has been placed on the EU's Rapid Alert System for non-food dangerous products under Article 12<sup>7</sup> of the GPSD as the products represent a serious risk to consumers.

#### 4.4 RAPEX

As can be seen in Table 14, the participating MSAs have made **7 A11 and 20 A12 RAPEX notifications** as a result of this Joint Action - data as of 19 July 2019. Not all baby carriers and cots that were found to be of serious risk were notified within RAPEX, for a number of logical reasons that include:

- Economic operators communicating with all previous purchasers - in certain cases the products were exclusively sold online, and the Economic Operator could guarantee that they had communicated with all customers of the products
- Some 'borderline' products being notified under Article 11 for information (and not Article 12)
- Some products are old and are no longer available
- On-going discussions with Economic Operators regarding the results of testing, therefore some Article 11 RAPEX alerts are still pending
- The product's being made available on the national market of one Member State only

#### 4.5 Conclusions of the Joint Action and associated impacts made

The overall results of this Activity showed that 10 out of the 84 baby carriers and 3 out of 23 cots passed all of the tests according to the laboratory and MSAs' examinations under the various clauses of the relevant standards. These results, combined with the risk analysis undertaken demonstrate the following points:

- the participating MSAs have improved their knowledge of the market for baby carriers and cots holders
- the participants now better understand the technical requirements and testing of such items
- the sampling process was very effective, the inspectors were able to identify potentially non-compliant products in their sampling process

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<sup>4</sup> General Product Safety Directive (GPSD) (Directive 2001/95/EC)

<sup>5</sup> Ibidem

<sup>6</sup> Commission Decision of 16 December 2009 laying down guidelines for the management of the Community Rapid Information System RAPEX established under Article 12 and of the notification procedure established under Article 11 of Directive 2001/95/EC (the General Product Safety Directive) (notified under document C (2009) 9843)

<sup>7</sup> Ibidem

- there appears to be a significant number of unsafe baby carriers and still a significant number of unsafe cots available on the EU market, which is a cause for concern
- the current standards for baby carriers are not as clear as they could be in some areas (as detailed below)
- the recently updated standard for cots is still lacking in a couple of key areas
- an increasingly uniform approach was used to evaluate and follow up on test results
- numerous risk assessments templates were developed for future use by all EU states (via the members only section of the PROSAFE website).

Furthermore, the participants have undertaken the following actions on the 107 products sampled in total:

- 27 RAPEX (A11 and A12) notifications made;
- 24 models of baby carriers and cots were recalled, withdrawn or sales bans put in place;
- 42 products required a notice, or some guidance to be given to the Economic Operator;
- Regular liaison maintained with the GPSD Committee via the European Commission Directorate-General for Justice and Consumers (DG JUST) representatives who attended all 6 meetings for this Joint Action;
- Regular cooperation with stakeholders, in particular CEN (European Committee for Standardisation), ANEC (European Consumer Voice in Standardisation) and ENPC (European Nursery Products Confederation);
- Formally communicated the findings of this project to the above parties;
- Developed checklists for Market Surveillance Inspectors and Customs Authorities, to be used as guidelines when undertaking product evaluations;
- Secured press coverage on dangerous products (see Annex 1 below for examples);
- BE, BG & LV will publish/have already published their findings on their own websites;
- MT participated in local TV programmes, informing the public of the main non-compliances found during this JA. They also collaborated with the midwife association, creating a leaflet regarding childcare products safety information for expectant parents. In addition, the MSA published a 'Keep Baby Safe' article in a Maltese magazine (which is distributed to all pregnant women - see Annex 1);
- Notified many products within ICSMS;
- The Belgian Activity Leader attended the CEN/TC 252/WG 4 meeting (on 04 and 05 September 2019) in order to present the results of this project. The MSAs were in a unique position to provide feedback, as never before have 84 baby carriers been examined together. This enabled the JA to provide detailed feedback on their testing of baby carriers, along with the current versions of EN 13209-1, EN 13209-2 and CEN TR 16512 (as detailed below):

EN 13209-1 for framed back carriers:

- ✓ The MSAs were somewhat surprised with the results of testing to EN 13209-1. All 9 framed back carriers examined were non-compliant. 6 displayed critical non-compliances, 2 had major non-compliances and 1 was regarded as a minor non-compliance;
- ✓ Only 2 met the requirements for cords straps and belts - this is particularly concerning bearing in mind the child is out of sight from the adult;
- ✓ High percentages of other hazardous non-compliances were also seen - folding and locking mechanisms, carer attachments systems and dynamic strength.

EN 13201-2 for soft carriers:

- ✓ Several carriers were incorrectly marked - either baby slings marked as compliant to EN 13209-2 (for soft carriers), or soft carriers marked as compliant to CEN TR 16512 (for baby slings). As testing was undertaken to the marked standard, it is likely that this had an influence on the results;

- ✓ It appears that manufactures are confused regarding the scope of these 2 standards, perhaps some clarification is needed?
- ✓ Confusion remains regarding the scope of EN 13209-2 that mentions ‘soft carriers without a framed support incorporating integral leg openings’ as some carriers featured integral leg openings (using a strap) but only until the baby reaches 4.5 kgs, after which the straps are not to be used. So which standard does such a product fall under?
- ✓ One product was supplied with a separate head support, but without instructions for its use
- ✓ Two baby carriers were supplied with a drawstring bag (for storage of the carrier when not in use), but the bags were non-compliant to the standard;
- ✓ Some confusion regarding clause 8.5 was encountered, particularly regarding the height/base dimensions of the test masses (which are not specified) and the tightening of the carrier straps, which can alter the results;
- ✓ Overall the group were disappointed by the high number of mechanical failures, particularly for falling hazards, attachment systems and durability of the carrier.

#### CEN TR 16512 for baby slings:

- ✓ As stated above, there appears to be some confusion regarding the scope of this TR;
- ✓ Concerns regarding products with poor structural integrity, whereby 1 single layer of fabric is wrapped around the child only;
- ✓ Suggest the addition of a test for unbounded leg openings such as ASTM F2236-16a;
- ✓ Instructions for use were regarded as an extremely important check for these products, as in many cases the baby slings are essentially a long piece of fabric that must be wound around the carer’s body in a set manner and then tied appropriately. MSAs undertook their own checks in their own languages, 17 of 23 were non-compliant to this clause.

#### Regarding all types of baby carriers:

- ✓ As covered under 3.3.3 above, there is a general concern regarding the air permeability of baby carriers. In several cases the fabric construction was not very permeable to air, so there remains a concern that such carriers could be hazardous. There have been a number of fatal suffocation accidents over recent years relating to baby carriers. According to The Lullaby Trust<sup>8</sup> the risk of suffocation appears to be greatest when a baby’s airway is obstructed either by their chin resting on their chest or their mouth and nose being covered by a parent’s skin or clothing. The MSAs wondered if the fabric construction was also cause for concern and ask that CEN investigate this matter further;
- ✓ Also, regarding the fabrics, MSAs were interested to assess the fabric labelling according to the Textile Products (labelling and Fibre Content) Regulation (EU) N°1007/2011 fabric and clothing legislation. In many cases the labels were missing, so it was not possible to draw any conclusions, but it was felt that parents would like to know about the fabric construction of their baby products and then makes choices regarding fabrics of preference.
- ✓ One MSA was concerned regarding thermal (overheating) hazards associated with baby carriers. Babies were reported as becoming too hot during the summer months when being moved in a baby carrier and doctors raised a concern relating to SIDS (Sudden Infant Death Syndrome). Should the standard include a thermal test similar to that contained within Children’s Sleep Bags (EN 16781:2018 Clause 4.4 Thermal hazards and Rationale A.5)?

A CCA6 participant also attended a meeting of CEN/TC 207/WG 2 (on 02 & 03 October 2019) in order to present the results regarding cots. The feedback on EN 716 and cots in general (in addition to that shared at the end of JA2013) is outlined below:

#### EN 716 for cots:

<sup>8</sup> <https://www.lullabytrust.org.uk/safer-sleep-advice/swaddling-slings/>

- ✓ JA2016’s results of testing cots were shared in great detail (as above);
- ✓ The participants agree with the following recommendations made at the end of JA2013 CCA3:
  - that it would be preferable if EN 716 was written in a hazard-based format;
  - a test for the ability to collapse a travel cot from underneath should be included;
- ✓ There remains some confusion regarding the height of sides of cots, which was reduced from 600mm to 500mm when EN 716 was amended in 2017. The MSAs understand that the test method has changed also, but this change appears to be a weakening of the standard, for travel cots particularly;
- ✓ When sampling MSAs experienced several retailers, who recommended the purchase of a second mattress for travel cots, to improve the comfort of the sleeping child. This completely contradicts safe sleep advice and EN 716 too, where the instructions for use require the following statement: “WARNING – Only use the mattress sold with this cot, do not add a second mattress on this one, suffocation hazards”. The resulting hazard is serious, a child can become trapped between the two mattresses, with its face pressed into a mattress or the fabric side - suffocation can result. The participants suggest a prominent warning is added to the product itself, along with a purchase information requirement. The current mark showing the maximum thickness of mattress to be used does not appear to be sufficient. Some communication with manufactures and retailers highlighting the danger of this poor advice is also recommended;
- ✓ Inspectors also took note of products that were being sold as cots but fell outside the scope of EN 716 (or other standards for infant sleep products). A great variety of products were seen, many of which did not adhere to the following product related safe sleep advice:
  - ability for baby to lie on a firm, flat (parallel to the floor) and waterproof surface
  - clear of items such as padding, cot bumpers, pillows, duvets or toys
  - in a separate cot or crib.

Examples of some of the products seen can be shown in Annex 2. The MSAs were generally concerned and about the quantity of potentially dangerous products seen, particularly in light of the recent Fisher-Price recall of their Rock ‘n Play Sleepers<sup>9</sup> due to the high number of associated deaths;
- ✓ The concerns raised above regarding fabric labelling also applies to cots, perhaps a requirement should be added to the standard?
- ✓ Air permeability of fabric cots remains a concern. The participants of JA2013 undertook some testing in this regard and shared the results with CEN at the end of that project, but the issue remains. The participants of JA2016 urge some follow up work in this area - a risk assessment undertaken by the MSAs on this issue resulted in serious risk, but many fabric cots with non-permeable sides continue to enter the market within the EU. Perhaps all travel/folding cots should be manufactured with mesh sides (as is the requirement in Australia);
- ✓ One manufacturer has agreed that they will consider the air permeability of travel cots for future designs.

Regarding products sold as a combined cot and changing table in one box, for which there is no standard:

- ✓ Currently such a combination of products is not covered by standards. The cot alone is subject to EN 716 but there are no requirements for the associated changing tables at this time. Hazards arise from using these products in tandem and the participants are aware of a recent death in Germany, when a child became trapped by the neck between the cot-top changing table and the cot side;
- ✓ The earlier JA2013 on cots also tested such combination products - 80% of the cots supplied with changing units failed EN12221:2008+A1:2013 (when tested under the earlier project);

<sup>9</sup> <https://www.cpsc.gov/Recalls/2019/fisher-price-recalls-rock-n-play-sleepers-due-to-reports-of-deaths>

- ✓ Instructions supplied with a combination cot/changing table product should meet the requirements in both standards (or other relevant standards for other combination products e.g. cot and reclined cradle, cot and playpen, etc.);
- ✓ The participants of JA2016 recommend that cots sold with changing tables (in one box, from a single manufacturer) are considered for future standards work.

In general, for all products examined:

- ✓ Some concerns remain as to why accredited labs are undertaking some of the test clauses incorrectly;
- ✓ Manufacturers need to be more concerned regarding the air permeability of their products, IS spoke with local Economic Operators who were unaware of the benefits (breathability) of cotton versus coated polyester type fabrics
- ✓ The high number of administrative failings continue to be a concern for CCA products;
- ✓ There remains a concern regarding the ability of small companies to access, and therefore use, the necessary standards. May this have a reflection on the point above?

## 5 Liaisons

As per previous activities on Child Care Articles, the participating authorities wanted to involve as many stakeholders as possible. Open sessions for external stakeholders were organised as follows:

**Meeting 1** - to discuss the goals of the activity and any known issues with baby carriers and cots;

**Meeting 3** - to define the hazards for baby carriers and cots, the develop risk assessment templates that identified the most significant hazards, possible injury scenarios and estimated probabilities;

**Meeting 6** - to fully present the findings from this project.

The following stakeholders actively participated in these meetings:

- **ANEC, the European Consumer Voice in Standardisation**,  
ANEC is the European consumer voice in standardisation. Their membership is open to representatives of national consumer organisations from 33 countries (EU, EFTA and accession countries).
- **CEN - The European Committee for Standardisation**  
More than 50,000 technical experts from industry, associations, public administrations, academia and societal organizations are involved in the CEN network that reaches over 600 million people. 33 National Standardisation Bodies make up the CEN membership and they represent CEN in their country, besides various other affiliates. In particular, the specific CEN Working Group Technical Committees who are responsible for the provision of EN standards for the products examined under JA2016 (TC 252/WG4 for baby carriers and TC 207/WG2 for cots, as reported above).
- **ENPC - European Nursery Products Confederation**  
ENPC is the trade association for the European childcare industry, representing the industry in Europe with the objective of creating a united voice to European Institutions and National administration as well as participating actively in relevant European policy for the sector. ENPC is composed of eight national associations, each representing small-medium enterprises and large industry leaders in the sector.

### 5.1 Involvement of Customs

The liaison between Customs Authorities and the Activity was well intentioned, but almost impossible to deliver as no specific TARIC code exists for either baby carriers or cots, so they are incredibly difficult for Customs to detect at the border.

Consequently, the Activity group drafted checklists for suitable for Customs Authorities' use, three for baby carriers (framed back carriers subject to EN 13209-1, soft carriers subject to EN 13202-2, and baby slings subject to CEN TR 16512) and one for cots and travel cots (subject to EN 716). They were of simple design, making them easy to complete and therefore provide straightforward indicators regarding the products' compliance and safety.

## 5.2 Other Liaisons

The Child Care Articles Activity again maintained close links with DG JUST, who participated in all activity Meetings. This ensured that the EC were fully involved and up-to-date with the activity at all times, whilst ensuring that information was able to be shared quickly amongst the MSAs and DG JUST as and when necessary.

In addition to the 6 meetings associated with JA2016, the participating MSAs also had the opportunity to attend two market surveillance workshops allowing them to discuss any experiences/challenges, share good practices, etc. with all the other Member States involved in JA2015.

The CCA6 participants also liaised with the JA2016 Risk Assessment Group regarding the best way to perform risk assessment on relevant products.

## 6 Evaluation, Lessons Learned

Overall, it can be concluded that the project has achieved its objectives. Significantly, work regarding 'to ensure that baby carriers and cots are safe in use' has resulted in some detailed feedback to the relevant standards committee (as detailed in 4.5 above).

Beyond the work with CEN on all the standards covered by this report we can again conclude that:

- Lessons learned on previous CCA JAs were applied saving time during the planning, sampling and tendering processes;
- Joint testing of products enabled the MSAs involved to examine a large quantity of baby carriers and cots and take measures on many products across the EU;
- Selecting a product with a specific TARIC code may enable a joint project with some Customs Authorities in the future;
- Economic Operators need to have increased focus upon the warnings, markings and instructions of these products;
- Input from stakeholders is extremely valuable, maintaining a healthy dialogue between all stakeholders helps to identify and prevent possible future safety issues and at the same time identify practical solutions.

### 6.1 Looking Ahead

Finally, the participating MSAs felt it was important that the good work undertaken on JA2016 CCA6 was not simply forgotten once the Activity was finalised. As a consequence, those Authorities who took part plan to continue their work on baby carriers and cots as follows:

- Those cases that are still pending/on-going will be finalised;
- Dialogue with CEN/TC 252/WG 4 and CEN/TC 207/WG 2 will continue beyond the end of the Activity (if further support is required);

- MSAs will continue to monitor baby carriers and cots within their markets, and raise any ongoing concerns via the CSN;
- AT are planning a follow up action on baby carriers during 2020;
- HR are planning a follow up action on baby carriers during 2020. Product marking and accompanying documentation will be checked with major distributors and producers;
- LV are continuing to monitor baby carriers and cots with their market;
- MT have scheduled one-to-one meetings with Economic Operators to rectify the non-compliances prior to the MSA issuing payment for the samples collected;

## References

The full list of references in the text is given below:

1. European Commission's Risk Assessment Guidelines tool: <https://ec.europa.eu/consumers/consumer-safety/rag/>
2. The PROSAFE Call for Tender: <http://www.prosafe.org/index.php/component/content/article/38-news-and-events/news-items/273-ja2016-child-care-articles-baby-carriers-and-cots-call-for-tender>
3. General Product Safety Directive (GPSD) (Directive 2001/95/EC)
4. General Product Safety Directive (GPSD) (Directive 2001/95/EC)
5. Commission Decision of 16 December 2009 laying down guidelines for the management of the Community Rapid Information System RAPEX established under Article 12 and of the notification procedure established under Article 11 of Directive 2001/95/EC (the General Product Safety Directive) (notified under document C (2009) 9843)
6. Commission Decision of 16 December 2009 laying down guidelines for the management of the Community Rapid Information System RAPEX established under Article 12 and of the notification procedure established under Article 11 of Directive 2001/95/EC (the General Product Safety Directive) (notified under document C (2009) 9843)
7. The Lullaby Trust, advice on using baby slings (carriers): <https://www.lullabytrust.org.uk/safer-sleep-advice/swaddling-slings/>
8. CPSC Fisher Price Rock 'n Play Sleeper recall: <https://www.cpsc.gov/Recalls/2019/fisher-price-recalls-rock-n-play-sleepers-due-to-reports-of-deaths>

# Annex 1 - Examples of press coverage generated and/or obtained

Examples of some of the reports that were seen in Icelandic press/media regarding the Agency's participation on CCA6, recalls, suitability of products according to age groups, etc.:



**mbl.is**

Forsíða Viðskipti 200 mílur Íþróttir Fólkið Smartland Matur **Börn** Ferðalög

Meðganga og fæðing Uppeldi og heilsa Fjölskyldulíf

Börn | Fjölskyldulíf | mbl | 22.3.2019 | 13:00

## Hættulegir burðarpokar innkallaðir

Fífa hefur innkallað þessa poka.

Neytendastofu hefur borist tilkynning frá Fífu barnavörverslun um innköllun á barnaburðarpokum frá Mini monkey. Um er að ræða tvær tegundir, Sling Unlimited 4 in 1 og Sling unlimited 7 in 1. Barnaburðarpokarnir geta verið hættulegir þar sem þeir geta rifnað.

Prófun á Sling Unlimited 4 in 1 leiddi einnig í ljós að samkvæmt merkingum var burðarpokinn ætlaður mjög ungum börnum, en börn undir fjögurra mánaða verða að vera í burðarpoka sem er sérstaklega útbúinn með stuðning fyrir höfuð þeirra.

Neytendastofa hvetur þá sem eiga umrædda barnaburðarpoka til að hætta notkun þeirra strax þar sem hætta er á að festingar haldi ekki og barnið getur dottið úr pokanum.

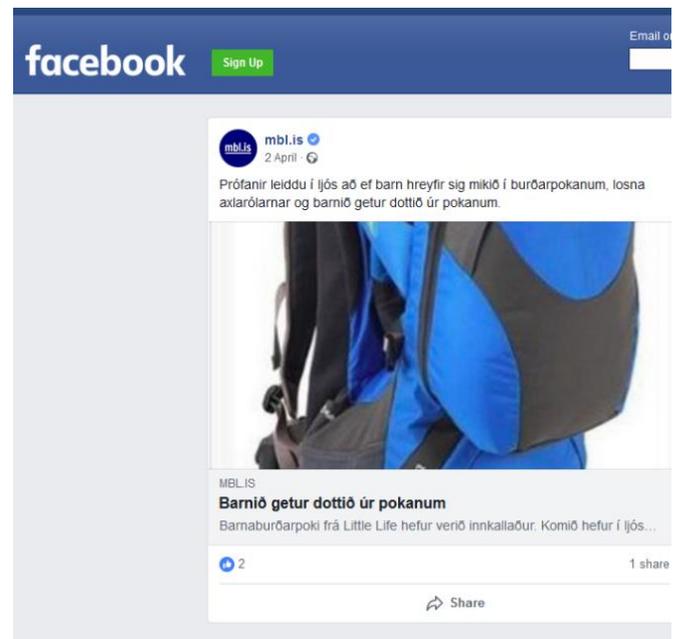


**mbl.is** April 2

Prófanir leiddu í ljós að ef barn hreyfir sig mikið í burðarpokanum, losna axlarólarnar og barnið getur dottið úr pokanum.



MBL.IS  
**Barnið getur dottið úr pokanum**  
Barnaburðarpoki frá Little Life hefur verið innkallaður. Komið hefur í ljós að...



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**mbl.is** 2 April

Prófanir leiddu í ljós að ef barn hreyfir sig mikið í burðarpokanum, losna axlarólarnar og barnið getur dottið úr pokanum.



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Barnaburðarpoki frá Little Life hefur verið innkallaður. Komið hefur í ljós...

2 1 share

Share

## Hættulegur barnburðarpoki innkallaður

22.03.2019

Neytendastofa hefur fyrirskipað innköllun og bannað sölu- og afhendingu á barnburðarpoka frá Bieco's sem fengist hefur í verslun Ólavía og Oliver. Kom í ljós við prófun að burðarpokinn er ekki öruggur fyrir börn. Hætta er á að böndin yfir axlirnar haldi ekki og því hætta á að barnið geti dottið úr pokaum. Einnig reyndust viðvaranir og leiðbeiningar ekki í lagi. Ólavíu og Oliver var einnig gert að birta neytendum viðvörun um að þeir skyldu skila eða eyða vörinni á öruggan hátt.

Neytendastofa hvetur þá sem eiga burðarpoka frá Bieco's að skila honum til verslunarinnar. Málið kom upp við eftirlit Neytendastofu vegna þátttöku í samstarfsverkefni með vörueftirlitsstjórnvöldum í Evrópu. Markmið verkefnisins var að kanna öryggi barnburðarpoka á íslenskum markaði og hvort þau stæðust viðeigandi lágmarkskröfur.



The following media update was made by Malta regarding the dangerous products sampled/tested and the press coverage secured is to follow underneath:



Friday, March 15, 2019, 18:08

### Baby products posing 'serious risk to consumers' found on the local market

#### Study of cots, travel cots and baby carriers exposes dangers

The authorities have ordered the withdrawal from the market on three baby products after tests revealed that a number of them pose a serious risk to consumers, infants and babies.

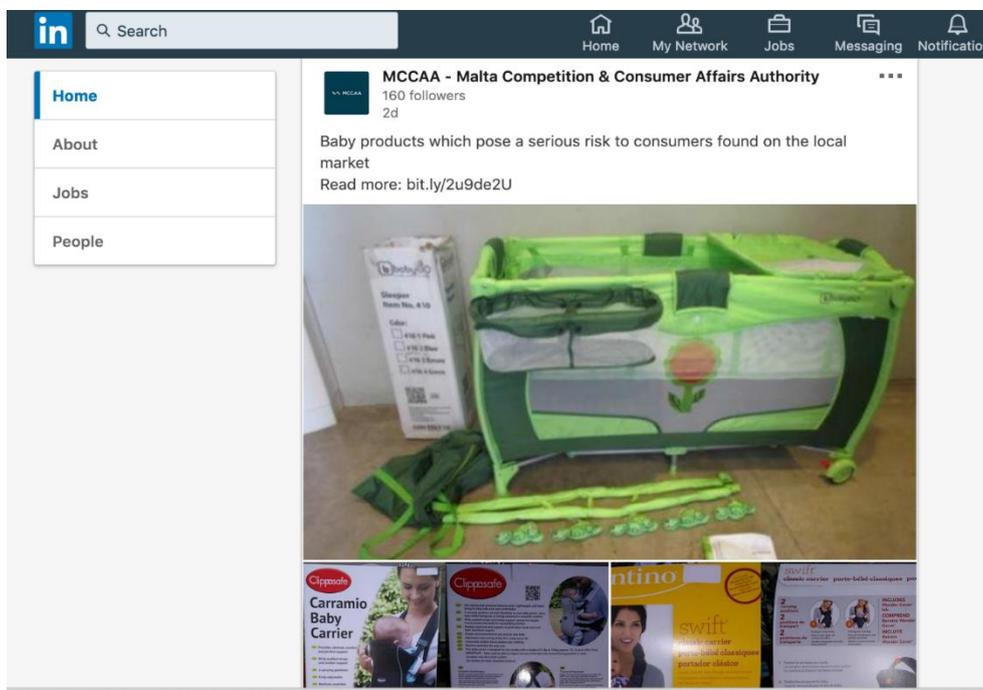
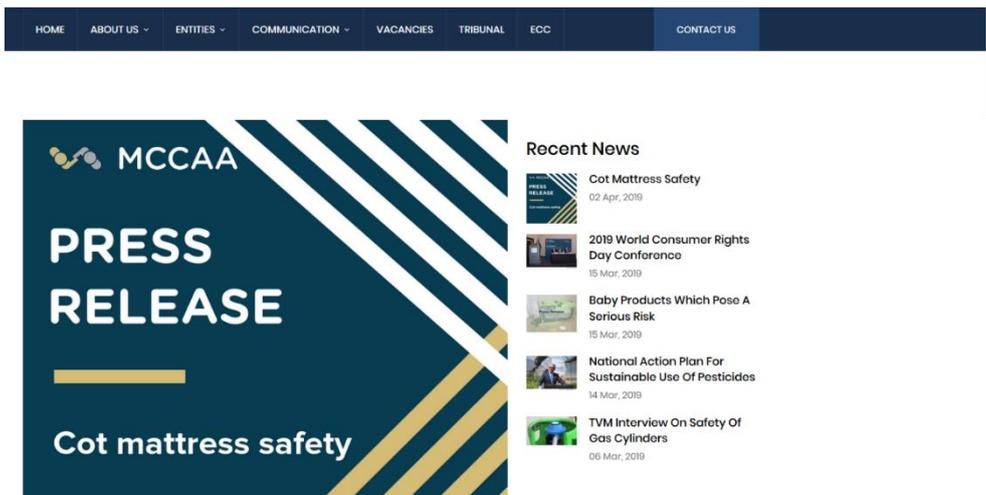
The authorities instructed operators to remove the products from the market and return them to their supplier, warning that enforcement action would be taken against those who did not do so.

The tests were carried out by the Technical Regulations Division within the Malta Competition and Consumer Affairs Authority as part of the Prosafe Joint Action Market Surveillance.

The **BabyGo-Sleeper changing table** is not compliant with the applicable standard (EN 12221-1:2008+A1:2013) since the width and length of the changing unit are less than those required by the standard. Also, the changing table and cot collapsed during the strength test



The following media update was made by Malta regarding the hazardous use of a second mattress within travel cots and the press coverage secured is to follow underneath:



BG made the following announcement on their Authority's website regarding the results of CCA6:

The screenshot shows the website of the Bulgarian Commission for Consumer Protection (Комисия за защита на потребителите). The main navigation bar includes 'НОВИНИ', 'ЗА КОМИСИЯТА', 'ЖАЛБИ И РЕГИСТРИ', 'ПРОФИЛ НА КУПУВАЧА', 'АКТОВЕ И ИСКОВЕ НА КЗП', and 'КОНТАКТИ'. A search bar contains the text 'Търсене в нашия сайт' and 'ТЪРСИ'. The page title is 'Опасни стоки в България' (Dangerous goods in Bulgaria). Below the title, there are filters for 'Филтър по категория' (All categories), 'Филтър по година' (2019), and 'Свободно търсене'. The results show four categories: 'Запапка с необичаен външен вид' (Zipper with unusual appearance), 'Стоки имитиращи храни' (Goods imitating food), 'Детско яке' (Children's jacket), and 'Детски комплект' (Children's set). Each category has a corresponding image.

Keep Baby Safe Magazine Article, MT:

The image shows two pages from a magazine. The left page is titled 'KEEPING BABY SAFE' and features an article about cot safety. It includes a photo of a baby in a cot and a checklist of safety requirements. The right page is titled 'Safety around DOGS' and features a photo of a dog on a ladder. It includes text about dog behavior, socialization, and safety around pets. The bottom of the pages shows page numbers 46 and 47.



CURRENT AFFAIRS

## How safe is the cot that your baby sleeps in?

Posted On April 2, 2019 - Updated 2 April, 2019 3:48pm

Consumers' Authority, MCAA, said that the same safety regulations which apply for the traditional cot also apply to the travel cot, that is the cot has to have a solid and flat mattress covered with material resistant to water.

The Authority stated that cots are designed to be used with the original mattress as this helps the cot's stability and therefore should not be changed. Many times, mattresses in travel cots are thin and harder than the normal cot. The mattress accompanying the travel cot is a major component to assist for its stability and, therefore, the use of a different mattress may change the balance of the travel cot and makes it easier for the cot to overturn.

Research showed that in the majority of cases, the changing of the travel cot mattress shortens the distance between mattresses and the cot's upper part. Distance between

CURRENT AFFAIRS



### FIMBank ordered to pay €14,000 in compensation after employee falls and dislocates shoulder

FIMBank plc has been ordered to pay compensation to a security officer who fell and was injured on a construction site belonging to the bank, in St. Julians. The court...

CURRENT AFFAIRS



### President Emeritus Coleiro Preca appointed to the Board of Directors of Dar Nazareth

President Emeritus Marie Louise Coleiro Preca has been appointed Chairman of the Board of Directors of the Nazareth Home Foundation. This was announced in a statement issued by Nazareth Home...

CURRENT AFFAIRS



### Homicide in Hal-Far: Victim shot in the head

Late last night, an immigrant from Côte d'Ivoire was killed by a gunshot to the head and two other Ghanians were seriously injured in a mysterious shooting from a car...



20:00 News  
08/04/2019



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## Informa ruġiek dwar is-saqqijiet tal-cot ħalli tevita saffokazzjoni tat-trabi



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Artikli Riċenti



Il-Pakistan takkuza lill-Indja bi t'fassis ta' attakk militari gdid

APRIL 8, 2019, 12:51 PM



'Il Boghod mill-Golgota – drammm għal zmnien il-Gimgha Mqaddsa

APRIL 8, 2019, 12:16 PM



Kuncert b'xejn f'Hal Ghaxaq il-Gimgha 17 ta' Meju

APRIL 8, 2019, 12:07 PM



"Iz-zghazagh mistiedna jiddeciedu l-futur tal-Unjoni Ewropea" – Cvrus Enerer

## Innkalla hættulega barnaburðarpoka

Kristín Ólafsdóttir skrifar · 11. mars 2019 14:22

Líkar þetta 41



Pokarnir frá Mini Monkey eru ekki taldir fullkomlega öruggir.

NEYTENDSTOFA

Aðstandendur netverslunarinnar Heimkaup.is hafa ákveðið að innkalla tvær gerðir af barnaburðarpokum. Um er að ræða poka frá framleiðandanum Mini Monkey; Sling Unlimited 4 in 1 og Sling Unlimited 7 in 1. Umræddir pokar eru taldir hættulegir þar sem þeir geta rifnað. Ekki hafa þó borist neinar tilkynningar um slys af þeirra völdum hér á landi.

Á vef [Neytendastofu](#) segir að við prófanir á pokunum hafi jafnframt komið í ljós að hætta sé á að börn detti úr pokunum og að festingar þeirra hafi ekki haldið. Samkvæmt merkingum eru burðarpokarnir ætlaðir mjög ungum börnum, en börn

BE made the following announcement on their Authority's website regarding the results of CCA6:



The screenshot shows the website 'economie' with a navigation bar including 'ACCUEIL', 'THÈMES', 'NOUVEAUTÉS', and 'PUBLICATIONS'. The main content area features a news article titled 'Campagne de contrôle européenne JA2016 - Porte-enfants & lits pour enfants - Résultats belges 2018-2019'. The article includes a photo of a child in a red jacket, social media sharing icons, and a download link for a PDF document. The text of the article describes the campaign's objectives and participating countries.

**economie**  
SPF Economie, P.M.E., Classes moyennes et Energie

ACCUEIL THÈMES NOUVEAUTÉS PUBLICATIONS Tapez ici votre recherche...

Accueil > Publications

**Campagne de contrôle européenne JA2016 - Porte-enfants & lits pour enfants - Résultats belges 2018-2019**

Éditeur : SPF Economie, P.M.E., Classes moyennes et Energie  
Date de publication : 14 juin 2019

**Downloads**

[Campagne-de-contrôle-europeenne-JA2016-porte-enfants-lits-pour-enfants-resultats-belges-2018-2019.pdf \(Document, 1.27 Mo\)](#)

Cette campagne européenne s'inscrit dans le cadre de l'action conjointe (« Joint Action ») JA 2016 coordonnée par Prosafe. La campagne a commencé en septembre 2017.

Les pays participants à cette campagne sont l'Autriche, la Belgique, la Bulgarie, la Croatie, l'Islande, la Lettonie, la Lituanie, Malte, le Portugal et la Tchéquie.

Les objectifs de cette campagne étaient de contrôler la conformité et la sécurité des porte-enfants présents sur le marché européen et de veiller à ce que les produits non conformes et/ou dangereux soient retirés du marché. Il s'agissait également de faire une action de suivi sur un nombre restreint de lits pour enfants à la suite de l'action conjointe JA 2013 à laquelle la Belgique avait déjà participé.

Dernière mise à jour : 19 juin 2019

# Annex 2 - Products outside the scope of EN 716 or other infant sleep product standards







