australian consumer law logo

Product safety

A guide for businesses and legal practitioners

This guide was developed by:

- Australian Competition and Consumer Commission
- Australian Capital Territory Office of Regulatory Services
- Australian Treasury
- Consumer Affairs Victoria
- Consumer Affairs and Fair Trading Tasmania
- New South Wales Fair Trading
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Introduction

About the Australian Consumer Law

i. The Australian Consumer Law (ACL) aims to protect consumers and ensure fair trading in Australia.

It is a national, state and territory law from 1 January 2011 and includes unfair contract terms legislation introduced on 1 July 2010.

Under the ACL, consumers have the same protections, and businesses the same obligations and responsibilities, across Australia.

- ii. Australian courts and tribunals can enforce the ACL, including those of the states and territories. The regulators of this law include:
- the Australian Competition and Consumer Commission (ACCC)
- the Australian Securities and Investments Commission (ASIC)
- each state and territory consumer protection agency.
- iii. The ACL replaces previous Commonwealth, state and territory consumer protection legislation in fair trading acts. It is contained in a schedule to the *Trade Practices Act 1974*, which has been renamed the *Competition and Consumer Act 2010* (CCA).
- iv. Aspects of the ACL are reflected in the *Australian Securities and Investments Commission (ASIC) Act 2001* to protect consumers of financial products and services.

About this guide

- v. Consumer protection agencies across Australia have developed this guide to help businesses and legal practitioners understand product safety requirements of the ACL.
- vi. It explains the law in simple language but is no substitute for the legislation. This guide provides general information and examples not legal advice or a definitive list of situations where the law applies.
- vii. Other ACL guides cover:
 - business conduct
 - consumer guarantees
 - unfair contract terms
 - sales practices.

1. The national product safety regime

- The ACL includes a national product safety regime. It sets out the responsibilities of the Commonwealth, state and territory governments and suppliers.
- This law allows Australian governments to regulate consumer goods and product-related services by:
 - issuing safety warning notices
 - banning products, either on an interim or permanent basis
 - imposing mandatory safety standards, or
 - issuing a compulsory recall notice that requires suppliers to recall a product.
- 1.3 It also outlines the responsibilities of suppliers, including:
 - what to do when a minister bans a product or imposes a safety standard
 - when and how to recall consumer goods
 - what to do if a minister issues a compulsory recall notice
 - when to report an incident associated with consumer goods and productrelated services to the Commonwealth minister, or
 - when manufacturers may be liable for loss or damage caused by a consumer good with a safety defect. A 'manufacturer' is not just the company that made the goods – see the glossary definition on page 23.
- The ACL also allows Australian governments to regulate consumer goods or product-related services by imposing information standards. These standards require that certain information is provided about a good or service.

2. What does the product safety regime cover?

- The product safety regime applies to *consumer goods* and *product-related* services.
- These are defined in the glossary on p23, but in simple terms:
- 2.3 Consumer goods are things:
 - intended for personal, domestic or household use or consumption, or
 - likely to be used personal, domestic or household use or consumption.

Fixtures are covered, if recalled by a minister responsible for administering the ACL or by a supplier. A 'fixture' is a thing that has become part of other property - for example, the doors on a building, or wallpaper.

- 24 Product-related services are services for or relating to:
 - installation of consumer goods
 - · maintenance, repair or cleaning of consumer goods
 - assembly of consumer goods, or
 - delivery of consumer goods.
- Any person who, in trade or commerce, supplies consumer goods or product-related services is responsible for complying with ACL product safety requirements.
- This means suppliers must keep up-to-date with the law and comply with any standards or bans.

Tip: Stay informed by subscribing for Product Safety Australia updates at productsafety.gov.au

3. Safety warning notices

3.1

Summary

A Commonwealth, state or territory minister responsible for administering the ACL can publish a safety warning notice about consumer goods or product-related services.

These notices warn the public that the good or service is under investigation or poses a risk.

When a warning notice is published, suppliers do not have to stop supplying that good or service. However, they should stay informed about its status.

ACL reference: Sections 129-130

What a safety warning notice includes

- A Commonwealth, state or territory minister responsible for administering the ACL (a 'responsible' minister) can publish a safety warning notice online about consumer goods or product-related services.
- For consumer goods, the safety warning notice:
 - states certain goods are under investigation to determine whether the goods, or using them in a 'reasonably foreseeable' way, may injure someone, and/or
 - warns of possible risks in using the goods.
- For *product-related services*, the safety warning notice:
 - states certain services are under investigation to determine whether the consumer goods, or using them in a 'reasonably foreseeable' way, may injure someone as a result of services of that kind being supplied; and/or
 - warns of possible risks in the supply of those services.
- Reasonably foreseeable use is defined in the glossary on p23. In simple terms, it covers the predictable ways a consumer good might be used including using it the wrong way (misuse).

Publishing investigation outcomes

- If the safety warning notice announced an investigation, the minister must publish the outcome as soon as possible.
- This can include proposed action for instance, plans to impose a ban, a standard or a mandatory recall.
- A minister does not have to announce results if the Commonwealth minister has already published a notice either:
 - proposing a ban or mandatory recall of the good or service and giving suppliers the opportunity to call a conference with the ACCC, or
 - imposing an urgent interim ban or mandatory recall.

How to comply

Suppliers do not have to respond to a safety warning notice. However, they are responsible for complying with any bans or recalls, so should stay informed.

Tip: Monitor the Product Safety Australia website - productsafety.gov.au - for updates on investigations and further developments.



4. Bans on consumer goods or product-related services

4.1

Summary

Bans can be placed on consumer goods or product-related services in certain circumstances.

There are two types of bans:

- an interim ban imposed by any responsible minister. An interim ban can last for 60 days and can be extended for up to another 60 days
- a permanent ban may only be imposed by the Commonwealth minister.

Failing to comply with a ban is an offence.

ACL reference: Sections 109-119

What does a ban do?

- A ban on a *consumer good* makes it unlawful for anyone, in trade or commerce, to:
 - supply it
 - offer to supply it
 - manufacture it
 - possess it, or
 - have control of it.
- Special rules may apply to consumer goods supplied for export only. Businesses that supply consumer goods for export only should seek legal advice when those goods are subject to a ban.
- A ban on a *product-related service* makes it unlawful for anyone, in trade or commerce, to supply or offer to supply that service.
- Example of a ban:

In 2008, the ACCC and State/Territory consumer protection agencies became aware of products called 'fire footbags'. These are balls manufactured from fire resistant material. They are designed to be doused in flammable liquid and ignited, and intended to be kicked or thrown for amusement.

Fire authorities advised that any plaything linked to flammable liquid and fire has the potential to ignite combustible material or burn the person playing with it. They also said there was a very real possibility that the use (particularly the careless use) of these goods could result in domestic fires or bushfires.

Commonwealth and State/Territory Ministers took action to ban the goods, unless supplied to professional entertainers or for theatrical use and the purchaser could demonstrate such qualifications or intended use. Australian suppliers had to comply with the ban.

When can a minister impose a ban?

- Relevant Commonwealth, state and territory ministers can impose bans on consumer goods or product-related services in certain circumstances.
- 4.7 All ministers can impose a ban if they consider:
 - the good or service may injure someone
 - using or misusing the good or service in a 'reasonably foreseeable' way may injure someone, or
 - another minister has imposed a similar ban, which is still in force.

Commonwealth minister

- The Commonwealth minister responsible for administering the ACL can impose interim or permanent bans.
 - An interim ban can last for 60 days unless extended for up to another 60 days.
 - A permanent ban does not have an expiry date but will end after 10 years, as required by the Legislative Instruments Act 2003.
- 4.9 Any ban imposed by the minister applies throughout Australia.
- Unless there is imminent risk to the public, the minister must notify suppliers that a ban is proposed, and give them an opportunity to call a conference with the ACCC before imposing the ban (ACL reference: section 132).

State and territory ministers

- State and territory ministers can only impose interim bans that apply in their state or territory. These bans last for 60 days unless extended for up to another 60 days.
- There is no requirement to notify suppliers or give them an opportunity to call a conference before imposing a ban. In urgent cases, it may not be practical to do so. Suppliers are responsible for staying informed about their legal obligations.

Commonwealth ban following a state or territory ban

A state or territory ban on consumer goods or product-related services ceases immediately before a Commonwealth minister's ban on the same goods or services comes into force.

Information about bans

All bans are listed on the Product Safety Australia website - productsafety.gov.au.

Tip: Stay informed about interim and permanent bans by subscribing for Product Safety Australia updates at productsafety.gov.au.

How to comply

- It is the supplier's responsibility to ensure consumer goods and product-related services do not breach any bans.
- A supplier should not supply or offer to supply a banned consumer good or product-related service.
- When the ban applies to consumer goods, a supplier also should not, for the purposes of trade or commerce:
 - manufacture
 - possess, or
 - have control of those goods.
- If a supplier realises they have supplied consumer goods in breach of a ban, they should recall the goods (see section 6 on p15).

Tip: Product testing can help assure suppliers that they are supplying safe goods or services. See the *Guide to Product Testing,* available from the Product Safety Australia website - productsafety.gov.au.

- A supplier who fails to comply with a ban may be found guilty of a criminal offence.
- The maximum fine is \$220,000 for an individual, or \$1.1 million for a body corporate. Civil penalties for the same amounts may apply.
- A court does not have to consider the person's intentions before finding them guilty (ACL reference: sections 197-198).

5. Mandatory safety standards

5.1

Summary

The Commonwealth minister can impose mandatory safety standards that set specific requirements for consumer goods or product-related services.

It is an offence:

- to supply consumer goods or product-related services that do not comply with mandatory safety standards
- when a supplier fails to comply with an information standard.

ACL reference: sections 104-108

Applying mandatory safety standards

- The Commonwealth minister can require that consumer goods or product-related services are only supplied if they comply with a mandatory safety standard.
- A mandatory safety standard for a consumer good can set requirements including:
 - the way the good is made
 - what it contains
 - how it works
 - what tests it needs to pass, or
 - whether any warnings or instructions need to accompany the good.
- A mandatory safety standard for a product-related service can specify:
 - how the services are supplied
 - the skills or qualifications of a person supplying the service
 - the materials used, or
 - the tests the services must pass.

5.5 For example:

A number of children in Australia have died after becoming entangled in the cords used to open and close curtains and blinds. These cords are not inherently dangerous but, when not properly secured, can present a strangulation hazard to young children. A mandatory safety standard requires:

- the goods and their packaging to have warnings clearly displayed on them to increase awareness of the dangers
- the goods to be accompanied by instructions, specifying how they should be installed to avoid a strangulation hazard, or
- any components mentioned in the instructions as necessary for cord safety to be included in the package.

Australian governments can also regulate goods or services by imposing information standards. These can require that certain information is provided about a good or service.

Tip: For more about information standards, see *Australian Consumer Law Guide – General Law.*

How to comply

- 5.7 When a mandatory safety standard applies, a supplier should not supply or offer to supply goods or services that do not comply.
- If a standard applies to consumer goods, and the goods do not meet that standard, a supplier also should not for the purposes of trade or commerce:
 - manufacture
 - possess, or
 - have control of those goods.
- Special rules may apply if the consumer goods are supplied for export only. Businesses that supply consumer goods for export only should seek legal advice when those goods fail to meet a standard.

It is the supplier's responsibility to ensure consumer goods comply with relevant mandatory safety standards.

5.11 A supplier should obtain a copy of:

- the specific safety standards that apply, from the Product Safety Australia website - productsafety.gov.au
- any documents the standard refers to for example, an Australian Standard. Australian Standards are available from the SAI Global website, saiglobal.com.

Tip: Product testing can help assure suppliers that they are supplying safe goods or services. See the *Guide to Product Testing,* available from the Product Safety Australia website - productsafety.gov.au.

When suppliers choose the safety standard

- Some mandatory safety standards allow suppliers to choose a standard to comply with.
- It is a criminal offence for a supplier to fail to nominate a standard if required to do so by a consumer protection agency.

Tip: Stay informed about goods and services subject to mandatory safety standards by subscribing for Product Safety Australia updates at productsafety.gov.au.

- A supplier may be found guilty of a criminal offence if they fail to:
 - comply with a mandatory safety standard. The maximum fine is \$220,000 for an individual, or \$1.1 million for a body corporate
 - nominate a standard if required to do so by a consumer protection agency.
 The maximum fine is \$4400 for an individual, or \$22,000 for a body corporate.
- 5.15 Civil penalties for the same amounts may also apply.
- A court does not have to consider the person's intentions before finding them guilty (ACL reference: sections 194-196).



6. Voluntary recall of consumer goods

6.1

Summary

Suppliers should recall consumer goods as soon as they realise the goods:

- may cause injury
- do not comply with a safety standard, or
- are banned.

A supplier must notify the Commonwealth minister within two days of recalling consumer goods. Failing to do so is unlawful.

ACL reference: sections 128, 201

When to recall consumer goods

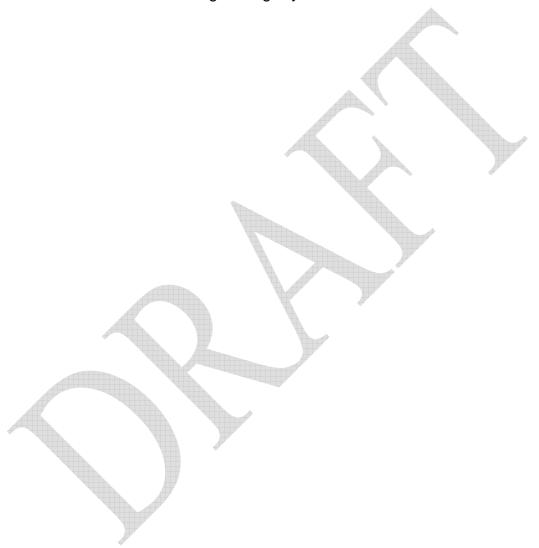
- Suppliers must recall consumer goods they have supplied if they realise the goods:
 - may injure someone, or using the goods in a reasonably foreseeable way (including misuse) may injure someone
 - · do not comply with a safety standard, or
 - are the subject of an interim or permanent ban.

Tip: For detailed information about the process for recalling products, *Recalls Guidelines* are available from the Product Safety Recalls Australia website - recalls.gov.au.

How to recall consumer goods

- To recall consumer goods, a supplier must:
 - give the Commonwealth minister a written notice containing certain information within two days of the recall. This information will depend on the reasons for the recall. For instance, for a recall due to:
 - defect or dangerous characteristic, the notice must describe the defect or dangerous characteristic
 - dangers posed by using the goods in a reasonably foreseeable way,
 the notice must set out the use or misuse that poses dangers
 - actual or likely failure to comply with a safety standard in force, the notice must state how the goods may not comply
 - an interim or permanent ban, the notice must state that the goods are subject to an interim or permanent ban
 - give a notice about the recall to anyone they have supplied the goods to outside of Australia, as soon as practicable. The supplier must also give a copy of this notice to the Commonwealth minister within 10 days of issue.
- Tip: A supplier can meet these requirements using online forms on the Product Safety Recalls Australia website recalls.gov.au.

- A supplier who fails to notify the minister as outlined above may be found guilty of a criminal offence.
- The maximum fine is \$3330 for an individual or \$16,650 for a body corporate (ACL reference: section 201).
- These are offences of strict liability a court does not have to consider the person's intentions before finding them guilty.



7. Compulsory recall of consumer goods

7.1

Summary

A Commonwealth, state or territory minister responsible for administering the ACL can issue a compulsory recall notice for consumer goods that:

- will or may cause injury
- do not comply with a safety standard, or
- are banned.

Suppliers must:

- comply with a compulsory recall notice, and
- notify the minister that they have advised overseas consumers of the recall.

Failing to do either is an offence.

ACL reference: sections 122-127

When can a minister issue a compulsory recall notice?

- A Commonwealth, state or territory minister responsible for administering the ACL can issue a compulsory recall notice if they consider that the consumer goods:
 - may injure someone, or using them in 'reasonably foreseeable' way may injure someone
 - do not comply with a safety standard, or
 - are the subject of an interim or permanent ban.
- The minister can only issue a compulsory recall notice if it appears a supplier has not taken satisfactory action to prevent the consumer goods injuring someone.
- The Commonwealth minister must notify suppliers of the proposed recall and give them an opportunity to call a conference with the ACCC before issuing the notice unless the recall is due to an imminent risk to the public (CCA reference: section 132A of Part XI).
- When the Commonwealth minister recalls consumer goods already recalled by a state or territory, the state or territory recall ceases immediately before the Commonwealth minister's recall comes into force.

What can the notice require a supplier to do?

- Using a compulsory recall notice, the minister can require suppliers to:
 - recall the consumer goods
 - disclose to the public, or to a particular group of people, that the consumer goods have a defect or dangerous characteristic, and what this is
 - disclose to the public, or to a particular group of people, the circumstances when a reasonably foreseeable use or misuse of the goods is dangerous, or

- explain to the public, or to a particular group of people, how to dispose of the goods.
- 7.7 The notice can also include:
 - how the supplier must take action
 - deadlines for doing so.
- If a minister issues a compulsory recall notice, suppliers must:
 - give notice to anyone they have supplied with the consumer goods outside of Australia. The notice must state that the consumer goods are subject to a recall and the reasons why
 - give a copy of this notice to the Commonwealth minister within 10 days of its issue.
- Tip: A supplier can meet these requirements using online forms on the Product Safety Recalls Australia website recalls.gov.au.
- A compulsory recall notice will require suppliers of consumer goods to:
 - replace the goods
 - repair the goods, unless recalled due to a dangerous characteristic, or
 - refund the purchase price. The notice can specify a reduced refund for goods supplied more than 12 months before issue of the recall notice.
- The supplier must pay any cost of repair or replacement, including transportation costs.

When a supplier cannot be found

When supplier cannot be found, a minister can require the relevant consumer protection agency to recall the goods.

- A supplier who does not comply with a compulsory recall notice may be found guilty of a criminal offence. The maximum fine is to \$220,000 for an individual or \$1.1 million for a body corporate (ACL reference: section 199).
- A supplier who does not notify a person outside Australia of a recall, may also be found guilty of a criminal offence. The maximum fine is \$3330 for an individual or \$16,650 for a body corporate (ACL reference: section 200).
- These are offences of strict liability a court does not have to consider the person's intentions before finding them guilty.

8. When consumer goods or product-related services may have caused death, serious injury or illness

8.1

Summary

Suppliers must notify the Commonwealth minister within two days of becoming aware that a person suffered serious injury, illness or death associated with a consumer good or product-related service they supplied - either in Australia or overseas.

Failing to comply is an offence.

ACL reference: sections 131-132A

When must a supplier notify the Commonwealth minister?

- Suppliers must notify the Commonwealth minister when they become aware a consumer good or product-related service they supplied has caused, or may have caused:
 - death
 - · serious injury, or
 - illness.
- They must do so within two days of becoming aware of the incident, regardless whether the goods were used before or at the time of the incident.
- For consumer goods, they must identify the goods and include, to the extent of their knowledge:
 - when, and in what quantities the goods were manufactured in, supplied in, imported to or exported from Australia
 - the circumstances of the death, serious injury or illness
 - the nature of the serious injury or illness
 - any action the supplier has taken, or intends to take, in relation to the goods.
- For product-related services, they must identify the services and the related consumer goods, and include, to the extent of their knowledge:
 - when the services were supplied
 - the circumstances of the death, serious injury or illness
 - the nature of the serious injury or illness
 - any action that the supplier has taken, or intends to take, in relation to the services.
- 8.6 This reporting requirement:
 - applies when the supplier or another person for instance, the affected consumer - considers the death, serious injury or illness was caused, or may have been caused, by use or foreseeable misuse of the consumer goods

- does not apply if it is clear that the death, serious injury or illness was not caused, or was very unlikely to have been caused by the use or foreseeable misuse of the consumer goods
- does not apply when the supplier has to report the death, serious injury or illness under another law or an industry code of practice specified in the regulations. At [date], these are: [to be specified].

How is the information treated?

- Information provided when notifying a minister is confidential and cannot be disclosed unless the person giving the information consents. The only exceptions are when the:
 - disclosure is made by the Commonwealth minister to another responsible minister or a regulator, or by staff of a regulator in the performance of their duties
 - Commonwealth minister makes the disclosure in the public interest, or
 - disclosure is required or authorised under law, or is necessary (within reason) to enforce criminal law or a law imposing a financial penalty.
- 8.8 A supplier does not admit liability by notifying the minister.
- Tip: For further detail on mandatory reporting, see the *Guide to the mandatory* reporting law in relation to consumer goods, or product-related services, associated with death or serious injury or illness.

The guide is available from the Product Safety Australia website - productsafety.gov.au.

- A supplier who fails to notify the Commonwealth minister within two days of becoming aware of the incident may be found guilty of a criminal offence.
- The maximum fine is \$3330 for an individual or \$16,650 for a body corporate (ACL reference: section 202).
- This is an offence of strict liability a court does not have to consider the person's intentions before finding them guilty.

9. Product liability

9.1

Summary

Consumers who suffer loss or damage because of defects in a manufacturer's goods can:

- take the manufacturer to court. A court can award compensation to cover these losses, or
- make a complaint to a consumer protection agency, which may conciliate or take action on the consumer's behalf.

ACL reference: Part 3-5

When can a consumer seek compensation?

- A consumer can seek compensation from a manufacturer who has produced defective goods, if the goods caused loss or damage.
- A manufacturer is a person or business that:
 - makes or puts goods together
 - has their name on the goods, or
 - imports the goods, if the maker of the goods does not have an office in Australia.
- ^{9.4} 'Loss' and 'damage' can include:
 - injuries to the person making the claim, or to another individual
 - economic loss caused by damage to, or destruction of another good, land, a building or a fixture.
- The court will consider the safety of the goods by looking at all relevant circumstances, including:
 - marketing of the goods
 - packaging of the goods
 - the warnings and instructions for use
 - what may be reasonably be expected to be done with the goods.
- If a person takes a manufacturer to court and wins, the court decides how much compensation is due.
- A consumer must take action within three years of becoming aware, or from when they should have become aware, of the alleged:
 - loss or damage
 - safety defect of the goods, or
 - identity of the person who manufactured the goods.
- They must also claim within 10 years of when the goods were originally supplied.

Legal defences for suppliers and manufacturers

- Legal defences available for suppliers and manufacturers include that the:
 - safety defect did not exist at the time the goods were supplied
 - state of scientific and technical knowledge at the time of supply did not enable the supplier or manufacturer to discover the defect
 - good was part of another good, and the defect only arose because of the design, markings, instruction or packaging of that other good
 - defect only existed because a mandatory standard was complied with. In this case, the Commonwealth may have to pay any compensation.



10. Glossary and abbreviations

Glossary

Term	Definition
body corporate	includes a company registered under the <i>Corporations Act 2001</i> , an incorporated association, a cooperative or an owners' corporation.
consumer	 a person who buys: any type of goods or services costing up to \$40,000 (or any other amount stated in the ACL Regulations) goods or services which would normally be for personal, domestic or household use, or goods which consist of a vehicle or trailer used mainly to transport goods on public roads. Australian courts have said that the following are not normally used for personal, domestic or household purposes: an airseeder a large tractor a reduction photocopier
consumer goods	goods intended, or likely, to be used for personal, domestic or household use or consumption
goods	 includes, among other things: animals gas, electricity and water computer software second-hand goods ships, aircraft and other vehicles minerals, trees and crops, whether on or attached to land any component part of, or accessory to, goods an obligation to put right a problem - for example, fixing a defective product, providing compensation or taking other action
manufacturer	 includes a person who: grows, extracts, produces, processes or assembles goods holds him/herself out to the public as the manufacturer of goods causes or permits his/her name, business name or brand mark to be applied to goods he/she supplies permits him/herself to be held out as the manufacturer by another person, or imports goods into Australia where the manufacturer of the goods does not have a place of business in Australia

Term	Definition
product-related services	means a service for or relating to:
	 the installation of consumer goods of a particular kind the maintenance, repair or cleaning of consumer goods of a particular kind the assembly of consumer goods of a particular kind
	the delivery of consumer goods of a particular kind.
	Without limiting any of the above, the definition also includes any other service that relates to the supply of consumer goods of that kind
reasonably foreseeable use	includes using consumer goods for their primary, normal or intended purpose, using the goods for an unintended purpose, or misusing the goods.
	This reminds suppliers that they need to take into account the way a consumer good might be used – rather than just whether it is free from defects – when considering their responsibilities to consumers
regulator	the Australian Competition and Consumer Commission or state/territory consumer protection agencies
responsible minister	the Commonwealth, state or territory minister responsible for administering the Australian Consumer Law
serious injury or illness	an acute physical injury or illness that requires medical or surgical treatment by, or under the supervision of, a medical practitioner or a nurse (whether or not in a hospital, clinic or similar place).
4	It does not include:
	 an ailment, disorder, defect or morbid condition (whether of sudden onset or gradual development), or the recurrence, or aggravation, of such an ailment, disorder,
	defect or morbid condition.
services	duties, work, facilities, rights or benefits provided in the course of business, for example:
	 dry cleaning installing or repairing consumer goods providing swimming lessons lawyers' services
supplier	someone who, in trade or commerce, sells goods or services and is commonly referred to as a 'trader', 'retailer' or 'service provider'
supply	includes:
	 in relation to goods – supply (including re-supply) by way of sale, exchange, lease, hire or hire-purchase, and in relation to services – provide, grant or confer

Abbreviations

ACL - Australian Consumer Law

ACCC – Australian Competition and Consumer Commission



Contacts

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