

# Ecommerce Europe voting recommendations on IMCO AMs to draft Report on Toy Safety Regulation

### 1. General remarks

In the context of the revision of the <u>Toy Safety Directive</u>, proposed by the European Commission on 28 July, the EP IMCO Committee, leading the negotiations on behalf of the European Parliament, has published the amendments tabled to Rapporteur Marion Walsmann's (EPP, Germany) draft Report in early December 2023. The amendments include a number of suggestions for specific obligations for online marketplaces, which strongly diverge from the general framework established by the General Product Safety Regulation and the Digital Services Act. As Ecommerce Europe has continuously called for the alignment of related and overlapping legal instruments to facilitate compliance and enforcement, we drafted voting recommendations, justifying our position for each relevant AM.

# 2. Voting recommendations

#### N° AM Amendment text

Comments

#### **RECITALS**

81

(6) Toys are also subject to Regulation (EU) 2023/988 on general product safety25. which applies in a complementary manner in matters not covered by specific sectoral legislation on consumer products. In particular, Section 2 of Chapter III and Chapter IV in relation to online sales, Chapter VI on the Safety Gate Rapid Alert System and Safety Business Gateway and Chapter VIII on the right of information and remedy also apply to toys. Therefore, this Regulation does not include specific provisions on accident reporting by economic operators and the right of information and remedy but rather requires economic operators providing information on safety issues concerning toys to inform authorities and consumers in accordance with the procedures set out in Regulation (EU) 2023/988. With regard to distance and online sales, this Regulation complements Regulation (EU) 2023/988 [the general product safety Reg.] and

#### Do not support

There should not be a requirement imposed on the (deemed) importer to be liable for compliance of goods with safety requirements. This contradicts the product compliance laws such as the General Product Safety Regulation as well as with the Market Surveillance Regulation which (i) lays down specific obligations for online sales and online platforms in the context of product compliance; (ii) make clear that such obligations should be proportionate to the role the economic operator has in the supply chain; And (iii) impose primary responsibility for compliance with product compliance laws on the manufacturer.





N° AM	Amendment text		Comments
	Regulation (EU) No 2019/1020 [the market surveillance Reg.]. Where there is no economic operator in the Union within the meaning of Article 4(1) of Regulation (EU) No 2019/1020 [the market surveillance Reg.], then the online marketplace shall be considered to be the importer responsible for the conformity of the toys sold to consumers located in the Union, and thereby take on the importer's responsibilities for the purposes of this Regulation.		
85	(6 a) Regulation (EU) 2022/2065 (Digital Services Act) applies without prejudice to the rules laid down by other Union legal acts regulating other aspects of the provision of intermediary services in the internal market or specifying and complementing that Regulation, in particular to the rules laid down by Union law on consumer protection and product safety. Accordingly, building on the horizontal legal framework provided by Regulation (EU) 2022/2065 (Digital Services Act), for the purpose of this Regulation, an offer of a dangerous toy should be understood as "illegal content". Unlike other types of illegal content, the identification of offers of previously identified dangerous toys does not require any substantive analysis nor subjective judgements, but only the verification that they are not listed in any official freely accessible and machine-readable online database or online interface made available in a Member State or in the Union. Therefore, specific and complementary requirements essential to effectively tackle the sale of dangerous toys online should be introduced, in line with Article 2(4), point (f) of that Regulation.		We warn against the broad wording "any official freely accessible and machine-readable online database or online interface", which does not set any limits to the obligations of verification for online marketplaces.  If dangerous toys have been "previously identified" (i.e., they are in the Safety Gate or they were previously reported to online marketplaces by an authority), alignment with GPSR's Recital 54 and Article 22 paragraph 5 is ensured. However, it must be ensured that the identified offer of toys is about content referring to the toy, not the toy itself, so that the search undertaken by the online marketplace is limited to information already identified in the order / the database, that no independent assessment needs to be carried out, and that both search and removal must be possible to conduct with automated tools.
86	(6 b) Regulation (EU) 2022/2065 (Digital Services Act) requires providers of online platforms allowing consumers to conclude distance contracts with traders to conduct traceability due diligence in accordance with Article 30. Online	Do not support	This suggestion would overturn the liability regime established both under the GPSR and the DSA.





N° AM	Amendment text		Comments
	platforms failing to do so, should be responsible for the conformity of the toys for which the traders are not traceable and take on the responsibility of economic operators as laid down in Article 4(3) of Regulation (EU) 2019/1020.		
114 (115, 116)	(25) To prevent misuse of warnings to circumvent the applicable safety requirements, the warnings provided for certain categories of toy should not be allowed if they conflict with the intended use of the toy. To ensure that supervisors are aware of any risks associated with the toy, it is necessary to ensure that the warnings are clearly intelligible, legible and visible. Minimum requirements on important parameters such as font size, distance and contrast should therefore be laid down.	Do not support	Strict requirements for the displaying of safety warnings do not automatically lead to better consumer information. With increasingly diverse types of devices being used for online shopping (for the past years with the growth of mobile commerce, and the more recent development of voice commerce), it is necessary to leave enough leeway for smart and adaptable ways of communicating information to emerge.
118	(28 a) Given the important role played by providers of online marketplaces when intermediating the sale or promotion of toys between traders and consumers, they should be recognised as economic operators. Additional requirements for providers of online marketplaces should be set and they should be held ultimately liable for safety issues.	Do not support	This is not aligned with the general liability regime for online marketplaces laid down in the GPSR and the DSA.  As intermediary services under the DSA, online marketplaces are not in a position to control and inspect products like other economic operators who have physical access to products. At the same time, it must be stressed that having an online marketplace activity does not exempt a company from its obligations as relevant to any other role it might decide to take in the supply chain.
121	(33) It is necessary to ensure that toys from third countries entering the Union market comply with all applicable Union requirements, and in particular that appropriate conformity assessment procedures have been carried out by manufacturers with regard to those toys. Importers and providers of online marketplaces should therefore ensure that the toys they place on the market comply with the applicable requirements, that conformity assessment procedures have been carried out and that product marking and documentation drawn up by	Do not support	



N° AM	Amendment text		Comments
	manufacturers are available for inspection by the competent market surveillance authorities.		
123	(34 a) With regard to distance and online sales, this Regulation complements Regulation (EU) 2023/988 and Regulation (EU) No 2019/1020. Where there is no economic operator in the Union within the meaning of Article 4(1) of Regulation (EU) No 2019/1020, the online marketplace shall be considered to be the importer responsible for the conformity of the toys sold to consumers located in the Union, and thereby take on the importer's responsibilities for the purposes of this Regulation.	Do not support	This is not aligned with the MSR.
126	(35 a) As an online marketplace makes a toy available on the market after the toy has been placed on the market by the manufacturer or the importer, the online marketplace should make sure that those toys comply with the applicable Union requirements.	Do not support	The responsible economic operator is the one placing the product on the market, regardless of the sales channel used. Moreover, online marketplaces are not able to assume responsibility for the compliance of products offered on their platform. Specifically, the extent of the responsibilities placed on online marketplace for online offers of toys goes beyond the scope of this Regulation (toy safety).
ARTIC	CLE 1 - Scope		
146	This Regulation lays down rules on the safety of toys, ensuring a high level of protection of health and safety of children and other persons, and on the free movement of toys in the Union.  The provisions of this Regulation are underpinned by the precautionary principle as it rests on the principle that manufacturers, importers and other economic operators including providers of online marketplaces must manufacture, place and make available on the market only toys that do not adversely affect the health and safety of children and other persons.	Do not support	The precautionary principle (general safety requirements) only applies to economic operators. In line with existing horizontal instruments, such as GPSR and MSR, online marketplaces are not economic operators.  Recital 46 of the GPRS "[] When an entity provides only online intermediation services for a given product, then it would qualify only as a provider of an online marketplace for that product. In the event that the same entity provides both online marketplace services for the sale of a particular product and also acts as an economic operator under this Regulation, it would qualify also as the relevant economic operator. In such a case, the entity in question would therefore have to





N° AM	Amendment text		Comments
			comply with the obligations applicable to the relevant economic operator. For instance, if the provider of the online marketplace also distributes a product, then, with respect to the sale of the distributed product, it would be considered to be a distributor. Similarly, if the entity in question sells its own branded products, it would act as a manufacturer and would thus need to comply with the applicable requirements for manufacturers. Also, some entities can qualify as fulfilment service providers if they offer fulfilment services. Such cases would thus need to be assessed on a case-by-case basis."
ARTIC	LE 3 - Definitions		
158	(8) 'economic operator' means the manufacturer, the authorised representative, the importer, the distributor and the fulfilment service provider; the online marketplace or any other natural or legal person who is subject to obligations in relation to the manufacture of toys or making them available on the market in accordance with this Regulation	Do not support	The addition of "any other natural or legal person" risks catching C2C business models in the scope of the rules. However, persons carrying out these activities (notably consumers) cannot possibly comply with obligations allocated to manufacturers.
160	(8) 'economic operator' means the manufacturer, the authorised representative, the importer, the distributor, the fulfilment service provider <i>and the online marketplace</i> ;	Do not support	
161	(9) 'online marketplace' means a service using software, including a website, part of a website or an application, operated by or on behalf of a trader which allows consumers to conclude distance contracts with other traders or consumers according to Article 2, point (17), of Directice (EU) 2011/83;	Do not support	The Toy Safety Regulation is not part of the horizontal EU consumer protection legislation but will complement product-specific rules. The definitions (and obligations) of economic operators should therefore be aligned with the related legal instruments.
162	(9) 'online marketplace' means online marketplace as defined in Article 3, point (1), of Regulation (EU) 2019/2161;	Do not support	
ARTIC	LE 6 – Warnings		
196 (197,	Warnings shall be clearly visible to the consumer before the purchase, including in	Do not support	Strict requirements for the displaying of safety warnings do not automatically lead





N AW Amendment text	N°	AM	Amendment text	
---------------------	----	----	----------------	--

198, 199) cases where the purchase is made through distance sales. Warnings shall be of sufficient size to ensure their visibility **and legibility.** 

In particular, warnings shall have the following characteristics:

- a) they shall stand out clearly from the background;
- b) a single font shall be used that is easily legible and without serifs;
- c) the x-height of the font size shall be equal to or greater than 1,4 mm;
- d) the distance between two lines shall be appropriate for the selected font size to be easily legible;
- e) the letter spacing shall be appropriate for the selected font to be easily legible.

#### Comments

to better consumer information. With increasingly diverse types of devices being used for online shopping (for the past years with the growth of mobile commerce, and the more recent development of voice commerce), it is necessary to leave enough leeway for smart and adaptable ways of communicating information to emerge.

## **CHAPTER II - Obligations of economic operators**

252

11 a. Where no importer, distributor or authorised representative can be identified and the toy is made available through an online marketplace, the provider of that online marketplace shall be considered the importer for the purposes of this Regulation and therefore be subject to the same obligations as the importer as set out in this article.

#### Do not support

There should not be a requirement imposed on the (deemed) importer to be liable for compliance of goods with safety requirements. This contradicts the product compliance laws such as the GPSR as well as with the MSR which (i) lays down specific obligations for online sales and online platforms in the context of product compliance; (ii) make clear that such obligations should be proportionate to the role the economic operator has in the supply chain; And (iii) impose primary responsibility for compliance with product compliance laws on the manufacturer.

261

Article10a
Obligations of online marketplaces

- 1. When making a toy available on the market, online market places shall only place on the market toys complying with this Regulation.
- 2. Before making a toy available on the market, online market places shall verify

#### Do not support

The proposed new article completely overturns the liability framework of as well as the set of obligations placed on online marketplaces laid down in the GPSR and the DSA.





#### N° AM Amendment text

Comments

that the following conditions have been met:

- (a) the toy is accompanied by instructions and safety information in a language or languages which can be easily understood by consumers or other end-users as determined by the Member State in which the toy is to be made available on the market;
- (b) the toy bears a data carrier in accordance with Article 17(5) and the CE marking in accordance with Article 16 and
- (c) the manufacturer and the importer have complied with the requirements set out in Article 7(2), second subparagraph, Article 7(5), (6) and (11) and Article 9(3) respectively.

Where online market places consider, or have reason to believe, that a toy is not in conformity with the essential safety requirements, they shall not place the toy on the market until it has been brought into conformity.

Where online market places consider, or have reason to believe, that the toy presents a risk, they shall immediately provide information thereof to:

- (a) the manufacturer or the importer; (b) the market surveillance authorities through the Safety Business Gateway referred to in Article 26 of Regulation (EU) 2023/988;
- (c) consumers or other end-users, in accordance with Article 35 or 36 of Regulation (EU) 2023/988, or both.
- 3. Online market places shall ensure that, while a toy is under their responsibility, their storage or transport conditions do not jeopardise the toy's compliance with the essential safety requirements.
- 4. Where online market places consider, or have reason to believe, that a toy which they have placed on the market is not in conformity with the relevant Union harmonisation legislation, they shall ensure that the corrective measures

The concept "considers or has reason to believe" does not apply to an online marketplace in the GPSR, but only to economic operators. As intermediaries, online marketplaces are not able to make this assessment, but have the obligation to cooperate (receive and process orders) and remove an offer of a dangerous product which has been identified as such.



N° AM	Amendment text	Comments

necessary to bring that toy into conformity, to withdraw it or recall it, if appropriate, are immediately taken.

Where online market places consider, or have reason to believe, that a toy that they have made available on the market presents a risk, they shall immediately inform the market surveillance authorities of the Member States in which they made the toy available to that effect, giving details, in particular, of the noncompliance and of any corrective measures taken.

5. Online market places shall, further to a reasoned request from a competent national authority, provide it, with all the information and documentation necessary to demonstrate the conformity of the toy, in a language which can be easily understood by that authority. They shall cooperate with that authority, at its request, as regards any action taken to eliminate the risks posed by toys which they have made available on the market.

An importer or a distributor or a provider of an online marketplace shall be considered a manufacturer for the purposes of this Regulation, and shall be subject to the obligations of the manufacturer under Article 7, where such importer, distributor or a provider of an online marketplace places a toy on the market under its name or trademark or modifies a toy already placed on the market in such a way that compliance with the applicable requirements of this

Regulation may be affected.

An importer or a distributor or a provider of an online marketplace shall be considered a manufacturer for the purposes of this Regulation, and shall be subject to the obligations of the manufacturer under Article 7, where such importer, distributor or a provider of an online marketplace places a toy on the market under its name or trademark or substantially modifies a toy already placed on the market in such a way that compliance with the applicable requirements of this Regulation may be affected.

Notwithstanding the requirement that an economic operator shall be established in the Union pursuant to Article 4(1) of Regulation (EU) No 2019/1020 [the market surveillance Reg.] who is responsible for the tasks set out in Article 4(3) of Regulation (EU) No 2019/1020, in the event that there is found to be no such economic operator in the Union in the

**Do not support** The ove

The proposed new article completely overturns the liability framework of as well as the set of obligations placed on online marketplaces laid down in the GPSR and the DSA.



N° AM	Amendment text		Comments
	case of imported toys sold online, then the online marketplace shall be considered to be the importer for the purposes of this Regulation, and shall be subject to the obligations of the importer under Article 9.		
269	Where an online marketplace fails to comply with any of the requirements of Article 30 on the traceability of traders by providers of online platforms allowing consumers to conclude distance contracts with traders in Regulation (EU) 2022/2065, and where, as a result, the trader is or becomes untraceable, the online marketplace shall be considered to be the economic operator as set out in Article 4(1) of Regulation (EU) No 2019/1020 [the market surveillance Reg.] who is responsible for the tasks set out in Article 4(3) of Regulation (EU) 2019/1020 with respect to the toys of the untraceable trader.	Do not support	The proposed new article completely overturns the liability framework of as well as the set of obligations placed on online marketplaces laid down in the GPSR and the DSA.  It also does not appropriately limit the extent of the condition where a "trader is or becomes untraceable".
270			As an online marketplace cannot conduct random checks on offers, because this would amount to active fact-finding or general monitoring, which is banned by the DSA, we suggest deleting paragraph 1.
	Article11a Providers of online marketplaces		Article11a Providers of online marketplaces
	1. Without prejudice to the prohibition to conduct general monitoring as established under Regulation (EU) 2022/2065, providers of online marketplaces shall, before and after allowing the offering of the toy by the trader, make reasonable efforts to conduct simple random samples to check whether the toys offered on their interface have been identified as dangerous in the Safety Gate Portal.  2. Providers of online marketplaces are subject to specific obligations in		1. Without prejudice to the prohibition to conduct general monitoring as established under Regulation (EU) 2022/2065, providers of online marketplaces shall, before and after allowing the offering of the toy by the trader, make reasonable efforts to conduct simple random samples to checks whether the toys offered on their interface have been identified as dangerous in the the Safety Gate Portal.  2. Providers of online marketplaces are
	accordance with Regulation (EU) 2023/988 concerning the removal of content referring to an offer of a		subject to specific obligations in accordance with Regulation (EU) 2023/988 concerning the removal of





#### N° AM Amendment text

dangerous toy from their online interfaces and regarding the cooperation with market surveillance authorities and relevant economic operators to facilitate any action taken to eliminate or, if that is not possible, to mitigate the risks presented by a toy that is or was offered online through their services.

- 3. Notwithstanding the requirement that an economic operator shall be established in the Union pursuant to Article 4 (1) of Regulation (EU) No 2019/1020, where a manufacturer of a toy cannot be identified or, where the manufacturer is established outside the Union, and where an importer, an authorised representative and a fulfilment service provider cannot be identified, any provider of online marketplaces that allows consumers to conclude distance contracts with traders and that is not a manufacturer, importer or distributor, provided that the conditions of Article 6(3) set out in Regulation (EU) 2022/2065 are fulfilled, shall be required by market surveillance authorities to provide adequate and proportionate remedies to consumers where:
- (a) a market surveillance authority, upon a reasoned request, asks that provider of online marketplace to identify the economic operator or the person who supplied the provider of online marketplace with the toy; and (b) the provider of online marketplace fails to identify the economic operator or the person who supplied the provider of online marketplace with the product within 1 month of receiving the request.
- 4. Notwithstanding the requirement that an economic operator shall be established in the Union pursuant to Article 4 (1) of Regulation (EU) No 2019/1020, where a manufacturer of a toy cannot be identified or, where the manufacturer is established outside the Union, and where an importer, an authorised representative and a

#### Comments

content referring to an offer of a dangerous toy from their online interfaces and regarding the cooperation with market surveillance authorities and relevant economic operators to facilitate any action taken to eliminate or, if that is not possible, to mitigate the risks presented by a toy that is or was offered online through their services.

- 3. Notwithstanding the requirement that an economic operator shall be established in the Union pursuant to Article 4 (1) of Regulation (EU) No 2019/1020, where a manufacturer of a toy cannot be identified or, where the manufacturer is established outside the Union, and where an importer, an authorised representative and a fulfilment service provider cannot be identified, any provider of online marketplaces that allows consumers to conclude distance contracts with traders and that is not a manufacturer, importer or distributor, provided that the conditions of Article 6(3) set out in Regulation (EU) 2022/2065 are fulfilled, shall be required by market surveillance authorities to provide adequate and proportionate remedies to consumers where:
- (a) a market surveillance authority, upon a reasoned request, asks that provider of online marketplace to identify the economic operator or the person who supplied the provider of online marketplace with the toy; and (b) the provider of online marketplace fails to identify the economic operator or the person who supplied the provider of online marketplace with the product within 1 month of receiving the request.





#### N° AM Amendment text

# Comments

fulfilment service provider cannot be identified, providers of online marketplaces that allow consumers to conclude distance contracts with traders and that are not manufacturers, importers or distributors, shall be required by market surveillance authorities to provide adequate and proportionate remedies to consumers where such providers fail to comply with Article 30 of Regulation (EU) 2022/2065.

#### 271 Article11a

#### Providers of online marketplaces

- 1. Providers of online marketplaces shall, before allowing to publish an offer for a toy, devote best efforts to verify whether such toy is identified as being subject to corrective measures published on the Safety Gate Portal or any other freely accessible database or online interface whose reference must be established by the European Commission by means of implementing acts following 12 months after the date of entry into force of this Regulation.
- 2. When providers of online marketplaces obtain information on measures taken against dangerous toys through the Safety Gate Portal, they shall devote best efforts to swiftly prevent the publication of the offer, remove or otherwise disable access to it if the offer has been published already.

Providers of online marketplaces shall inform authorities of the listings and the actions undertaken.

3. When cooperating with national authorities, consumer associations or other civil society organisations, with relevant economic operators and traders to facilitate any action taken to eliminate or, if that is not possible, to mitigate the risks presented by a toy that is or was offered online through their services, providers of online marketplaces shall

#### Do not support

The wording and obligations are not aligned with the GPSR and the MSR and would de facto impose a general monitoring obligation.





N° AM	Amendment text		Comments
	ensure that appropriate and timely corrective measures, including product recalls, are put in place by the relevant economic operators or, if these economic operators fail to do so by themselves or by third party operators under their responsibility.  4. Providers of online marketplaces responsible for the product safety recall shall offer the consumer an effective, cost-free and timely remedy pursuant to article 37 of Regulation (EU) 2023/988.		
273	Article12a Obligations of economic operators in the case of distance sales  Where economic operators make toys available on the market online or through other means of distance sales, the offer of those toys shall clearly and visibly indicate at least the following information:  (a) name, registered trade name or registered trade mark of the manufacturer, as well as the postal and electronic address at which they can be contacted;  (b) where the manufacturer is not established in the Union, the name, postal and electronic address of the responsible person within the meaning of Article 16(1) of this Regulation or Article 4(1) of Regulation (EU) 2019/1020 and;  (d) any warning or safety information to be affixed to the toy or to the packaging or included in an accompanying document in accordance with this Regulation or the applicable Union harmonisation legislation in a language which can be easily understood by consumers, as determined by the Member State in which the toy is made available on the market.	Support	This addition is in line with horizontal rules (GPSR, MSR).
274	Article12a Without prejudice to the general obligations provided for in Article 31 of Regulation (EU) 2022/2065, providers of online marketplaces shall enable sellers		This addition is in line with horizontal rules (GPSR, MSR). However, we warn against additional wording proposed under AMs 196, 197, 198 and 199 (Article 6) concerning the visibility of warnings. E-



18 December 2023



N° AM	Amendment text		Comments	
	on their platform to comply with the following requirements: a) visibility of warnings as stipulated in Article 6, paragraph 3; b) visibility of the data carrier as stipulated in Article 17, paragraph 5.		retailers should be granted enough margin to provide important consumer information in the most suitable way, taking account of the product specificities and of the available technical resources.	
275	Providers of online marketplaces to which Section 4 of Regulation (EU) 2022/2065 applies, shall make reasonable efforts to randomly check before and after they allow a trader to offer a product on the online marketplace, whether it has been identified as being dangerous in any official, freely accessible and machinereadable online database or online interface, made available in a Member State or in the Union, in particular the Safety Gate Portal. The Commission shall provide guidelines on the practicalities of such random checks.	Do not support	The wording and obligations are not aligned with the GPSR and the MSR and would de facto impose a general monitoring obligation.	
CHAP	TER VII – Market Surveillance			
366	1. Where, having carried out an evaluation under Article 41(1), a market surveillance authority finds that, although a toy made available on the market is in compliance with the particular safety requirements it poses a risk to the health and safety of persons, it shall require the relevant <i>economic operators, including providers of online marketplaces,</i> to take all appropriate measures, within a reasonable period of time prescribed by the market surveillance authority taking into account the nature of the risk to ensure that the toy, when made available on the market, no longer presents that risk, to withdraw the toy from the market or to recall it.	Do not support	An online marketplace cannot perform a recall or withdraw a product from the market.	