



UNITED STATES
CONSUMER PRODUCT SAFETY COMMISSION
4330 EAST WEST HIGHWAY
BETHESDA, MD 20814

This document has been electronically
approved and signed.

BALLOT VOTE SHEET

Date: August 28, 2019

TO : The Commission
Alberta E. Mills, Secretary

THROUGH: Patricia M. Hanz, General Counsel
Mary T. Boyle, Executive Director

FROM : Patricia M. Pollitzer, Assistant General Counsel
David M. DiMatteo, Attorney

SUBJECT : ASTM's Revisions to Safety Standard for Infant Bath Seats

BALLOT VOTE DATE: Wednesday, September 4, 2019

Staff is forwarding to the Commission for consideration a briefing memorandum recommending that the Commission issue a direct final rule updating the reference to the ASTM standard cited in the Commission's rule for infant bath seats, 16 CFR part 1215. Under the Consumer Product Safety Improvement Act of 2008, revised voluntary standards automatically are considered consumer product safety standards, unless the Commission determines and notifies the voluntary standards organization that the revised voluntary standard "does not improve the safety of the consumer product." Staff recommends that the Commission allow the revised ASTM F1967-19, *Standard Consumer Safety Specification for Infant Bath Seats*, to become the CPSC-mandated standard for infant bath seats and publish a direct final rule that revises the reference in CPSC's safety standard for infant bath seats to refer to the revised ASTM standard for those products. A draft *Federal Register* notice for that purpose is attached.

Please indicate your vote on the following options:

I. Approve publication of the attached document in the *Federal Register*, as drafted.

(Signature)

(Date)

- II. Approve publication of the attached document in the *Federal Register*, with the specified changes.

(Signature)

(Date)

- III. Do not approve publication of the attached document in the *Federal Register*.

(Signature)

(Date)

- IV. Take other action specified below.

(Signature)

(Date)

Attachment: Draft *Federal Register* notice, titled, "Revisions to Safety Standard for Infant Bath Seats"

[Billing Code 6355-01-P]

CONSUMER PRODUCT SAFETY COMMISSION

[Docket No. CPSC-2009-0064]

16 CFR Part 1215

Revisions to Safety Standard for Infant Bath Seats

AGENCY: Consumer Product Safety Commission.

ACTION: Direct final rule.

SUMMARY: In December 2013, the U.S. Consumer Product Safety Commission (CPSC) published an update to the consumer product safety standard for infant bath seats. The standard incorporated by reference the applicable ASTM voluntary standard. ASTM has since published two revised versions of the voluntary standard for infant bath seats. We are publishing this direct final rule revising the CPSC’s mandatory standard for infant bath seats to incorporate by reference, the most recent version of the applicable ASTM standard.

DATES: The rule is effective on December 22, 2019, unless we receive significant adverse comment by **[insert date 30 days after publication in the FEDERAL REGISTER]**. If we receive timely significant adverse comments, we will publish notification in the *Federal Register*, withdrawing this direct final rule before its effective date. The incorporation by reference of the publication listed in this rule is approved by the Director of the Federal Register as of December 22, 2019.

ADDRESSES: You may submit comments, identified by Docket No. CPSC-2009-0064, by any of the following methods:

DRAFT – August 28, 2019

Electronic Submissions: Submit electronic comments to the Federal eRulemaking Portal at: <https://www.regulations.gov>. Follow the instructions for submitting comments. The CPSC does not accept comments submitted by electronic mail (e-mail), except through www.regulations.gov. The CPSC encourages you to submit electronic comments by using the Federal eRulemaking Portal, as described above.

Written Submissions: Submit written submissions in the following way: Mail/Hand delivery/Courier (for paper, disk, or CD-ROM submissions), preferably in five copies, to: Division of the Secretariat, Consumer Product Safety Commission, Room 820, 4330 East West Highway, Bethesda, MD 20814; telephone (301) 504-7923.

Instructions: All submissions received must include the agency name and docket number for this proposed rulemaking. All comments received may be posted without change, including any personal identifiers, contact information, or other personal information provided, to: <https://www.regulations.gov>. Do not submit confidential business information, trade secret information, or other sensitive or protected information that you do not want to be available to the public. If furnished at all, such information should be submitted in writing.

Docket: For access to the docket to read background documents or comments received, go to: www.regulations.gov, and insert the docket number, CPSC-2009-0064, into the “Search” box, and follow the prompts.

FOR FURTHER INFORMATION CONTACT: Keysha Walker, Compliance Officer, Office of Compliance and Field Operations, Consumer Product Safety Commission, 4330 East West Highway, Bethesda, MD 20814-4408; telephone: 301-504-6820; email: kwalker@cpsc.gov.

SUPPLEMENTARY INFORMATION:

A. Background

1. Statutory Authority

Section 104(b)(1)(B) of the Consumer Product Safety Improvement Act (CPSIA), also known as the Danny Keysar Child Product Safety Notification Act, requires the Commission to promulgate consumer product safety standards for durable infant or toddler products. The law requires these standards to be “substantially the same as” applicable voluntary standards or more stringent than the voluntary standards if the Commission concludes that more stringent requirements would further reduce the risk of injury associated with the product.

The CPSIA also sets forth a process for updating CPSC’s durable infant or toddler standards when the voluntary standard, upon which the CPSC standard was based, is changed. Section 104(b)(4)(B) of the CPSIA provides that if an organization revises a standard that has been adopted, in whole or in part, as a consumer product safety standard under this subsection, it shall notify the Commission. In addition, the revised voluntary standard shall be considered to be a consumer product safety standard issued by the Commission under section 9 of the Consumer Product Safety Act (15 U.S.C. 2058), effective 180 days after the date on which the organization notifies the Commission (or such later date specified by the Commission in the Federal Register) unless, within 90 days after receiving that notice, the Commission notifies the organization that it has determined that the proposed revision does not improve the safety of the consumer product covered by the standard and that the Commission is retaining the existing consumer product safety standard.

2. The Infant Bath Seats Standard

On June 4, 2010, the Commission published a final rule issuing a standard for infant bath seats that incorporated by reference the standard in effect at that time, ASTM F1967-08a, *Standard Consumer Specification for Infant Bath Seats*, with certain modifications to make the standard more stringent. 75 FR 31691. The standard was codified in the Commission’s regulations at 16 CFR part 1215. The ASTM standard has been revised twice since the rule issued, with the Commission incorporating by reference, ASTM F1967-11a (77 FR 45242, Jul. 31, 2012), and ASTM F1967-13 (78 FR 73692, Dec. 9, 2013), respectively.

Since December 2013, when the CPSC incorporated by reference ASTM F1967-13 as the mandatory standard for infant bath seats, ASTM published two additional revisions to the standard. On June 25, 2019, ASTM notified the Commission that it has revised ASTM’s standard for infant bath seats. The current ASTM standard is ASTM F1967-19, *Standard Consumer Safety Specification for Infant Bath Seats*, approved May 1, 2019. The CPSC reviewed the changes between the current CPSC standard, 16 CFR part 1215 and the two revisions to the standard (ASTM F1967-18 and ASTM F1967-19) since ASTM F1967-13 became mandatory. ASTM did not notify CPSC of the publication of the 2018 version of the standard because ASTM was considering making additional changes in 2019. Consequently, ASTM notified CPSC of the 2019 revision to the standard, which included the changes in the 2018 version of the standard.

B. Revisions to the ASTM Standard

The ASTM standard for infant bath seats establishes performance requirements, test methods, and labeling requirements to address hazards to children associated

with infant bath seats, including stability, restraints, suction cups, latching and locking mechanisms, and resistance to collapse. Products commonly referred to as bath rings also are included in the scope of this specification. Traditional infant bath tubs that are used to bathe an infant are not within the scope of this standard.

Under section 104(b)(4)(B) of the CPSIA, unless the Commission determines that ASTM’s revision to a voluntary standard that is a CPSC mandatory standard “does not improve the safety of the consumer product covered by the standard,” the revised voluntary standard becomes the new mandatory standard. As discussed below, the Commission determines that the changes made in ASTM F1967–19 will either improve the safety of infant bath seats or are neutral with respect to safety. Therefore, the Commission will allow the revised voluntary standard to become effective as a mandatory consumer product safety standard under the statute, effective December 22, 2019.

There are several differences between the current CPSC standard 16 CFR part 1215 (ASTM F1967-13) and the two subsequent revisions to the standard (ASTM F1967-18 and ASTM F1967-19). We summarize the differences and the CPSC’s assessment of the revisions below.

1. Differences between 16 CFR part 1215 and ASTM F1967-18

The major revisions made in ASTM F1967 – 18 are summarized below. ASTM F1967–18 includes several changes that improve safety by clarifying testing. ASTM also made several editorial changes, such as spacing, formatting, re-ordering, and renumbering, which do not change the safety of the infant bath seats.

a. Scope

The 2018 version of the ASTM standard adds language (Section 1.5), which ASTM intends to add to all of its standards, stating that ASTM developed the standard in accordance with principles recognized by the World Trade Organization. We conclude that adding this text does not change the safety of infant bath seats.

b. Terminology

The 2018 revision to the standard adds four new definitions to address changes the ASTM subcommittee made to achieve consistency across juvenile product safety standards, including defining the terms “conspicuous,” “double action release system,” “installation components,” and “protective component.” Of these new terms, the definition of “double action release system” is significant because it clarifies the actions and the sequence necessary for a release mechanism to be considered a double action release mechanism. Accordingly, we determine that this new definition improves the safety of infant bath seats. The other new definitions are neutral to the safety of infant bath seats.

c. General Requirements

Section 5 *General Requirements* contains a number of minor editorial adjustments. The Commission considers these changes to be neutral to the safety of infant bath seats. ASTM also added section 5.10, to state: “Infant bath seats must comply with applicable requirements of the Consumer Product Safety Improvement Act.” The purpose of this statement is to alert potential manufacturers to CPSIA requirements. We consider this statement to be neutral to the safety of infant bath seats because the product must comply with CPSIA, regardless of this requirement in

the standard.

d. Performance Requirements

Section 6.1 *Stability* moves wording from an explanatory note into the enforceable performance requirement. Specifically, Section 6.1.2.3 states: “If the product would continue to tip over under the application of force, but it is prevented from doing so by the test platform interior side walls, it shall be considered a tip over.” With this change to the stability performance requirement, certain types of contact to the tub fixture test platform are clearly identified as failures. This change will reduce ambiguity in testing to the standard and will lead to more consistent testing. We consider the reduced ambiguity for testing to be an improvement to safety because the revised language will clarify what constitutes a failure when conducting the testing.

The other changes to the performance requirements in section 6 are editorial in nature: the changes separate the stability requirements and present a succinct modified decimal numbering system, as opposed to paragraph form. We consider these editorial changes to be neutral to the safety of infant bath seats.

e. Test Methods

i. Section 7.1 Latching and Locking Mechanism Tests

Two different latching and locking test procedures (Section 7.1.1.1 and 7.1.2.1), in the 2018 version of the standard reference a new test surface. The new “Test Surface #3” is defined as: “(a)ny area on the side(s) of the test platform (for example, inside surface, outside surface, and top ledge), where safety tread strips are not applied.” Therefore, new products that are restrained by the sides of the tub can now be installed and tested according to the manufacturer’s instructions by using Test

Surface #3. The changes regarding the definition of a new test surface reduce ambiguity in the standard and will lead to more consistent testing. We expect that an increase in testing consistency will improve the safety of bath seats.

ii. Section 7.4 Stability Test

The 2018 ASTM standard made four changes to Section 7.4 *Stability Test*:

- The new tub fixture test platform figures correct dimensioning errors, add a cross-section drawing, define more clearly the location of the cross-sections, and add new dimensions to specify accurately the physical tub detailed in ASTM F1967–18 Footnote #5. Adding the two new cross-section drawings in this section required the rest of the figures in the standard to be renumbered accordingly. These revised fixtures correct errors and increase accuracy and clarity, which we expect will improve the safety of infant bath seats.
- The 2018 version of the ASTM standard adds a requirement for a new test surface and modifies the two existing test surfaces. The 2013 version required testing on only two surfaces, and those two surfaces had to be “. . . within the 24 in. (60.0 cm) length of uniform tub side ledge thickness” The restrictive test surface definitions and the lack of a test surface on the side and end walls of the tub fixture test platform created a conflict between the test procedures and the manufacturer’s installation instructions. New products on the market engage with the side and end walls as part of the new products’ retention system. To reduce potential sources of test-to-test and laboratory-to-laboratory variation, the ASTM subcommittee decided to add Test Surface #3, which addresses tub fixture test platform’s sides and end walls as a new test surface in Section

7.4.1.2.3. The new language broadens the test procedures and allows for new designs of bath seats to be installed according to the manufacturer's instructions. These changes reduce ambiguity in the standard and lead to more consistent testing. We expect the reduced ambiguity and increased consistency will improve the safety of infant bath seats.

- Section 7.4.3.8 states that the 17.0 lbf applied force shall be perpendicular to the test bar. The 2013 revision stated that the force shall be horizontal. During the stability test, many products deflect elastically, while remaining in the initial manufacturer's recommended-use position. As a product deflects elastically, the test bar rotates in the direction of the applied force. If the test bar rotates, but the applied force remains horizontal, then the angle between the test bar and the applied force changes, reducing the torque applied to the sample. In contrast, the 2018 version states that the applied force must be perpendicular to the test bar, causing the applied torque to remain nominally consistent as the product deflects elastically. We conclude that a test that applies a consistent torque is a more stringent test, and therefore, this change improves the safety of infant bath seats.

- ASTM F1967-13 provides a formula for the baby wash solution that is used in testing, and states the contact information for a specific manufacturer of the solution. However, the company listed is no longer in business. ASTM F1967-18 lists two name-brand baby wash products readily available for purchase. We consider this change neutral to the safety of infant bath seats.

iii. Section 7.5 Static Load Test

The 2018 ASTM standard also changed the static load test in section 7.5, to reflect the new Test Surface #3. This change allows new types of products that are intended to be restrained by the sides of the tub, to be installed according to the manufacturer's instructions. Adding a new test surface reduces ambiguity in the standard and leads to more consistent testing. We consider the reduced ambiguity and increased consistency to improve the safety of infant bath seats.

The second change to Section 7.5.5 requires that a product be tested “. . . in all other manufacturer's recommended use positions.” The revised language improves safety by requiring products be tested in all manufacturer's use positions, not just in one position. Typically, laboratories conduct testing in one position, usually what the laboratory considers to be the most onerous position. This can lead to different results from different laboratories. Adding the statement that testing should be “. . . in all other manufacturer's recommended use positions” will improve test-to-test and laboratory-to-laboratory repeatability. We consider the reduced ambiguity and increased consistency to improve safety.

iv. Section 7.6 Suction Cup Tests

The suction cup test methods in section 7.6 also include the new Test Surface #3 and require testing of the product “. . . in all other manufacturer's recommended use positions.” As noted, testing “in all other manufacturer's recommended use positions” removes the possibility of different laboratories getting different testing results because of ambiguity. Reduced ambiguity leads to improving test-to-test and laboratory-to-laboratory repeatability, resulting in more consistent, testing which improves testing

accuracy. We consider the reduced ambiguity and increased consistency to improve safety.

f. Marking and Labeling

Revisions to section 8 in the 2018 standard, regarding *Marking and Labeling*, include changes to the formatting and presentation of the warnings. These revisions result from major changes ASTM initiated for juvenile products. After publishing the 2013 version of the standard, ASTM convened a task group, ASTM Ad Hoc Wording Task Group (Ad Hoc TG), consisting of members of the various durable nursery products voluntary standards committees, including CPSC staff. The purpose of the Ad Hoc TG is to harmonize the wording, as well as the warning format, across durable infant and toddler product voluntary standards. Ad Hoc TG recommendations were published as a reference document, titled, “Ad Hoc Wording – May 4, 2016,” as part of the F15 Committee Documents.

In addition to the formatting changes, the warning statement required by the 2018 ASTM standard includes a personalized warning using the words: “Stay in arms’ reach of your baby,” as opposed to: “ALWAYS keep baby within adult’s reach.” Research suggests that personalizing warnings and instructions increase compliance.

The revisions in ASTM F1967 – 18 incorporate the Ad Hoc Wording recommendations. Accordingly, we consider adopting the Ad Hoc Wording reference document recommendations and the more personal messaging as improvements to safety because they provide noticeable, personalized, and consistent warning labels on infant bath seats.

g. Instructional Literature

The requirements for *Instructional Literature* in section 9 of ASTM F1967–18 are expanded to include infant bath seat labeling requirements similar to the marking and labeling section of the standard. Staff considers these changes to improve the safety of bath seats because they provide noticeable, personalized, and consistent instructional literature.

2. Differences between 16 CFR part 1215 and ASTM F1967-19

ASTM F1967-19 revises two sections of the standard. The first, a change to section 7.5.1, allows the static load tests to be conducted on any of the three test surfaces, rather than specify a particular test surface. The second update removes Footnote #6 from the ASTM standard. The standard already covers the same topic in Section 7.4.1.2, and the footnote was incomplete and confusing. Both changes are neutral to the safety of bath seats.

C. Incorporation by Reference

The Office of the Federal Register (OFR) has regulations concerning incorporation by reference. 1 CFR part 51. Under these regulations, agencies must discuss, in the preamble to the final rule, ways that the materials the agency incorporates by reference are reasonably available to interested persons and how interested parties can obtain the materials. In addition, the preamble to the final rule must summarize the material. 1 CFR 51.5(b).

In accordance with the OFR's requirements, section B of this preamble summarizes the major provisions of the ASTM F1967-19 standard that the Commission incorporates by reference into 16 CFR part 1215. The standard is reasonably available to

interested parties, and interested parties may purchase a copy of the standard from ASTM International, 100 Barr Harbor Drive, P.O. Box C700, West Conshohocken, PA 19428-2959 USA; phone: 610-832-9585; www.astm.org. A copy of the standard can also be inspected at CPSC’s Division of the Secretariat, U.S. Consumer Product Safety Commission, Room 820, 4330 East West Highway, Bethesda, MD 20814, telephone 301-504-7923.

D. The Congressional Review Act

The Congressional Review Act (CRA; 5 U.S.C. 801-808) states that, before a rule may take effect, the agency issuing the rule must submit the rule, and certain related information, to each House of Congress and the Comptroller General. 5 U.S.C. 801(a)(1). The submission must indicate whether the rule is a “major rule.” The CRA states that the Office of Information and Regulatory Affairs (OIRA) determines whether a rule qualifies as a “major rule.” Pursuant to the CRA, OIRA designated this rule as not a “major rule,” as defined in 5 U.S.C. 804(2). In addition, to comply with the CRA, the Office of the General Counsel will submit the required information to each House of Congress and the Comptroller General.

E. Certification

Section 14(a) of the CPSA requires that products subject to a consumer product safety rule under the CPSA, or to a similar rule, ban, standard, or regulation under any other act enforced by the Commission, be certified as complying with all applicable CPSC requirements. 15 U.S.C. 2063(a). Such certification must be based on a test of each product, or on a reasonable testing program, or, for children’s products, on tests on a sufficient number of samples by a third party conformity assessment body accredited by

the Commission to test according to the applicable requirements. As noted, standards issued under section 104(b)(1)(B) of the CPSIA are “consumer product safety standards.” Thus, they are subject to the testing and certification requirements of section 14 of the CPSA.

Because infant bath seats are children’s products, samples of these products must be tested by a third party conformity assessment body whose accreditation has been accepted by the Commission. These products also must comply with all other applicable CPSC requirements, such as the lead content requirements in section 101 of the CPSIA, the tracking label requirement in section 14(a)(5) of the CPSA, and the consumer registration form requirements in section 104(d) of the CPSIA.

F. Notice of Requirements

In accordance with section 14(a)(3)(B)(iv) of the CPSIA, the Commission has previously published a notice of requirements (NOR) for accreditation of third party conformity assessment bodies for testing infant bath seats (75 FR 31688, September 4, 2010). The NOR provided the criteria and process for our acceptance of accreditation of third party conformity assessment bodies for testing infant bath seats to 16 CFR part 1215. The NORs for all mandatory standards for durable infant or toddler products are listed in the Commission’s rule, “Requirements Pertaining to Third Party Conformity Assessment Bodies,” codified at 16 CFR part 1112.

CPSC staff from the Directorate for Laboratory Sciences, Division of Mechanical Engineering, analyzed testing revisions to the infant bath seat standard and found that the revised tests use existing equipment and similar testing protocols. Testing laboratories that have demonstrated competence for testing in accordance with ASTM F1967-13 will

have the competence to test in accordance with the revised standard ASTM F1967-19. Therefore, the Commission considers the existing CPSC-accepted laboratories for testing to ASTM F1967-13 to be capable of testing to ASTM F1967-19 as well. Therefore, the Commission considers the existing accreditations that the Commission has accepted for testing to this standard also to cover testing to the revised standard. Accordingly, the existing NOR for this standard will remain in place, and CPSC-accepted third party conformity assessment bodies are expected to update the scope of the testing laboratories' accreditation to reflect the revised standard in the normal course of renewing their accreditation.

G. Direct Final Rule Process

The Commission is issuing this rule as a direct final rule. Although the Administrative Procedure Act (APA) generally requires notice and comment rulemaking, section 553 of the APA provides an exception when the agency, for good cause, finds that notice and public procedure are “impracticable, unnecessary, or contrary to the public interest.” 5 U.S.C. 553(b)(B). The Commission concludes that when the Commission updates a reference to an ASTM standard that the Commission has incorporated by reference under section 104(b) of the CPSIA, notice and comment is not necessary.

Under the process set out in section 104(b)(4)(B) of the CPSIA, when ASTM revises a standard that the Commission has previously incorporated by reference as a Commission standard for a durable infant or toddler product under section 104(b)(1)(b) of the CPSIA, that revision will become the new CPSC standard, unless the Commission determines that ASTM's revision does not improve the safety of the product. Thus,

unless the Commission makes such a determination, the ASTM revision becomes CPSC’s standard by operation of law. The Commission is allowing ASTM F1967-19 to become CPSC’s new standard. The purpose of this direct final rule is merely to update the reference in the Code of Federal Regulations so that it reflects accurately the version of the standard that takes effect by statute. Public comment will not impact the substantive changes to the standard or the effect of the revised standard as a consumer product safety standard under section 104(b) of the CPSIA. Under these circumstances, notice and comment are not necessary. In Recommendation 95-4, the Administrative Conference of the United States (ACUS) endorsed direct final rulemaking as an appropriate procedure to expedite promulgating rules that are noncontroversial and that are not expected to generate significant adverse comment. *See* 60 FR 43108 (August 18, 1995). ACUS recommended that agencies use the direct final rule process when they act under the “unnecessary” prong of the good cause exemption in 5 U.S.C. 553(b)(B). Consistent with the ACUS recommendation, the Commission is publishing this rule as a direct final rule because we do not expect any significant adverse comments.

Unless we receive a significant adverse comment within 30 days, the rule will become effective on December 22, 2019. In accordance with ACUS’s recommendation, the Commission considers a significant adverse comment to be one where the commenter explains why the rule would be inappropriate, including an assertion challenging the rule’s underlying premise or approach, or a claim that the rule would be ineffective or unacceptable without change.

Should the Commission receive a significant adverse comment, the Commission would withdraw this direct final rule. Depending on the comments and other

circumstances, the Commission may then incorporate the adverse comment into a subsequent direct final rule or publish a notice of proposed rulemaking, providing an opportunity for public comment.

H. Regulatory Flexibility Act

The Regulatory Flexibility Act (RFA) generally requires that agencies review proposed and final rules for their potential economic impact on small entities, including small businesses, and prepare regulatory flexibility analyses. 5 U.S.C. 603 and 604. The RFA applies to any rule that is subject to notice and comment procedures under section 553 of the APA. *Id.* As explained, the Commission has determined that notice and comment are not necessary for this direct final rule. Thus, the RFA does not apply. We also note the limited nature of this document, which updates the incorporation by reference to reflect the mandatory CPSC standard that takes effect under section 104 of the CPSIA.

I. Paperwork Reduction Act

The standard for infant bath seats contains information collection requirements under the Paperwork Reduction Act of 1995 (44 U.S.C. 3501–3520). The revisions made no changes to that section of the standard. Thus, the revisions will not have any effect on the information collection requirements related to the standard.

J. Environmental Considerations

The Commission’s regulations provide a categorical exclusion for the Commission’s rules from any requirement to prepare an environmental assessment or an environmental impact statement because they “have little or no potential for affecting the human environment.” 16 CFR 1021.5(c)(2). This rule falls within the categorical

exclusion, so no environmental assessment or environmental impact statement is required.

K. Preemption

Section 26(a) of the CPSA, 15 U.S.C. 2075(a), provides that where a consumer product safety standard is in effect and applies to a product, no state or political subdivision of a state may either establish or continue in effect a requirement dealing with the same risk of injury unless the state requirement is identical to the federal standard. Section 26(c) of the CPSA also provides that states or political subdivisions of states may apply to the CPSC for an exemption from this preemption under certain circumstances. Section 104(b) of the CPSIA refers to the rules to be issued under that section as “consumer product safety rules,” thus, implying that the preemptive effect of section 26(a) of the CPSA would apply. Therefore, a rule issued under section 104 of the CPSIA will invoke the preemptive effect of section 26(a) of the CPSA when it becomes effective.

L. Effective Date

Under the procedure set forth in section 104(b)(4)(B) of the CPSIA, when a voluntary standard organization revises a standard upon which a consumer product safety standard was based, the revision becomes the CPSC standard within 180 days of notification to the Commission, unless the Commission determines that the revision does not improve the safety of the product, or the Commission sets a later date in the *Federal Register*. The Commission has not set a different effective date. Thus, in accordance with this provision, this rule takes effect 180 days after we received notification from ASTM of revision to this standard. As discussed in the preceding section, this is a direct

final rule. Unless we receive a significant adverse comment within 30 days, the rule will become effective on December 22, 2019.

List of Subjects in 16 CFR Part 1215

Consumer protection, Imports, Incorporation by reference, Infants and children, Law enforcement, Safety, Toys.

For the reasons stated above, the Commission amends Title 16 CFR chapter II as follows:

PART 1215 – SAFETY STANDARD FOR INFANT BATH SEATS

1. The authority citation for part 1215 continues to read as follows:

Authority: Sec. 104, Pub. L. 110-314, 122 Stat. 3016 (August 14, 2008); Sec 3, Pub. L. 112-28, 125 Stat. 273 (August 12, 2011).

2. Revise § 1215.2 to read as follows:

§ 1215.2 Requirements for infant bath seats.

Each infant bath seat shall comply with all applicable provisions of ASTM F1967-19, Standard Consumer Safety Specification for Infant Bath Seats, approved May 1, 2019. The Director of the Federal Register approves the incorporation by reference listed in this section in accordance with 5 U.S.C. 552(a) and 1 CFR part 51. You may obtain a copy of this ASTM standard from ASTM International, 100 Barr Harbor Drive, PO Box C700, West Conshohocken, PA 19428-2959 USA; phone: 610-832-9585; www.astm.org. You may inspect a copy at the Division of the Secretariat, U.S. Consumer Product Safety Commission, Room 820, 4330 East West Highway, Bethesda, MD 20814, telephone 301-504-7923, or at the National Archives and Records Administration (NARA). For information on the availability of this material at NARA,

DRAFT – August 28, 2019

email fedreg.legal@nara.gov, or go to: www.archives.gov/federal-register/cfr/ibr-locations.html.

Dated: _____

Alberta E. Mills, Secretary
U.S. Consumer Product Safety Commission



UNITED STATES
CONSUMER PRODUCT SAFETY COMMISSION
4330 EAST WEST HIGHWAY, BETHESDA, MD 20814

Memorandum

Date: August 28, 2019

TO: The Commission
Alberta E. Mills, Secretary

THROUGH: Patricia M. Hanz, General Counsel
Mary T. Boyle, Executive Director
DeWane Ray, Deputy Executive Director for Safety Operations

FROM: Duane E. Boniface, Acting Assistant Executive
Director Office of Hazard Identification and
Reduction

Celestine T. Kish, Project Manager
Division of Human Factors, Directorate for Engineering Sciences

SUBJECT: Notice of Revision to the Infant Bath Seats Standard 16 CFR Part 1215

I. INTRODUCTION

The Danny Keysar Child Product Safety Notification Act, *i.e.*, section 104 of the Consumer Product Safety Improvement Act of 2008 (CPSIA), instructs the voluntary standards organization, ASTM International (ASTM), to notify the U.S. Consumer Product Safety Commission (CPSC) of revisions to voluntary standards that are a basis for a consumer product safety standard promulgated by the Commission:

(B) COMMISSION ACTION ON REVISED VOLUNTARY STANDARD - If an organization revises a standard that has been adopted, in whole or in part, as a consumer product safety standard under this subsection, it shall notify the Commission. The revised voluntary standard shall be considered to be a consumer product safety standard issued by the Commission under section 9 of the Consumer Product Safety Act (15 U.S.C. 2058), effective 180 days after the date on which the organization notifies the Commission (or such later date specified by the Commission in the Federal Register) unless, within 90 days after receiving that notice, the Commission notifies the organization that it has

determined that the proposed revision does not improve the safety of the consumer product covered by the standard and that the Commission is retaining the existing consumer product safety standard.

In May 2019, ASTM International (ASTM) approved a revision to the voluntary standard for infant bath seats, *Standard Consumer Safety Specification for Infant Bath Seats* (ASTM F1967). Pursuant to section 104(b)(4)(B) of the CPSIA, ASTM notified the CPSC of the revision on June 25, 2019. CPSC staff has reviewed the revised voluntary standard, and we conclude that ASTM F1967 – 19 improves the safety of infant bath seats. Accordingly, staff recommends that the Commission allow ASTM F1967 – 19 to become a consumer product safety standard, effective 180 days from ASTM’s June 25, 2019 notice, as provided in the CPSIA. Additionally, staff recommends updating the incorporation by reference for CPSC’s corresponding mandatory rule on infant bath seats, codified at 16 CFR part 1215, by direct final rule.

This memorandum outlines the differences between the Commission’s mandatory standard for infant bath seats, 16 CFR part 1215, and ASTM F1967 – 18 and ASTM F1967 – 19, ASTM’s two revised voluntary standards since ASTM F1967 – 13, became the current mandatory standard. The memorandum explains staff’s recommendation to allow the latest revision (ASTM F1967 – 19) to be considered the new safety standard issued by the Commission for infant bath seats.

II. BACKGROUND

On June 4, 2010, the Commission published a final rule for infant bath seats that incorporated by reference ASTM F1967 – 08a, *Standard Consumer Specification for Infant Bath Seats*, with certain modifications to make the standard more stringent. (75 FR 31691). On May 16, 2012, ASTM notified the CPSC that ASTM had approved and published a revised version of the infant bath seat standard, ASTM F1967 – 11a. The Commission voted unanimously to publish a *Federal Register* notice revising the Commission’s infant bath seats standard to incorporate by reference the revised infant bath seat standard, ASTM F1967 – 11a, as the Commission's standard for infant bath seats. 77 FR 45242 (July 31, 2012).

On September 25, 2013, ASTM notified CPSC of ASTM's approval and publication of ASTM F1967 – 13, *Standard Consumer Specification for Infant Bath Seats*. The Commission voted unanimously to publish a *Federal Register* notice revising the Commission’s infant bath seats standard to incorporate by reference the revised infant bath seat standard, ASTM F1967 – 13, as the Commission's standard for infant bath seats with an effective date of March 24, 2014. 78 FR 73692 (December 09, 2013). ASTM F1967 – 13 is the current mandatory standard.

As set forth below, CPSC staff reviewed the revised voluntary standard and concludes that the latest revised standard improves the safety of infant bath seats. Accordingly, staff recommends that the Commission allow the revised standard to take effect on December 22, 2019 (180 days after the June 25, 2019, notice from ASTM), and publish a direct final rule to update the incorporation by reference in 16 CFR part 1215 to reference ASTM F1967 – 19 as the mandatory standard.

III. DISCUSSION

A. Review of Differences Between 16 CFR Part 1215 and ASTM F1967 – 18

Since March 2014, when the CPSC incorporated by reference ASTM F1967 – 13 as the mandatory standard for infant bath seats, ASTM has revised the standard twice, in 2018 and 2019. These revisions not only update the standard to reflect clarifications to testing for consistency, the revisions also harmonize the format of warnings consistent with other juvenile product standards.

The major revisions made in ASTM F1967 – 18 are summarized below.

ASTM F1967 – 18 includes several changes that improve safety by clarifying testing. There are also several editorial changes, such as spacing, formatting, re-ordering, and renumbering, which do not change the safety of the infant bath seats. ASTM did not, however, notify CPSC of the 2018 changes because additional changes were under consideration soon thereafter, in 2019. Consequently, ASTM notify CPSC of the 2019 version, which includes the 2018 and 2019 changes, soon after publication.

1. Scope

The 2018 version of the ASTM standard adds language (Section 1.5), which ASTM intends to add to all of its standards, stating that ASTM developed the standard in accordance with principles recognized by the World Trade Organization. Staff concludes that adding this text does not change the safety of infant bath seats.

2. Terminology

The revised standard adds four new definitions to address changes the ASTM subcommittee made to achieve consistency across juvenile product safety standards, including defining the terms “conspicuous,” “double action release system,” “installation components,” and “protective component.” Of these new terms, the definition of “double action release system” is significant because it clarifies the actions and the sequence necessary for a release mechanism to be considered a double action release mechanism. For that reason, staff

considers this new definition an improvement to the safety of the standard. The other new definitions are neutral to the safety of infant bath seats.

3. *General Requirements*

Section 5 *General Requirements* contains a number of minor editorial adjustments that are neutral to the safety of infant bath seats. Of note, however, is section 5.10, which states: *Infant bath seats must comply with applicable requirements of the Consumer Product Safety Improvement Act*. The purpose of this statement is to alert potential manufacturers to CPSIA requirements. Staff considers this statement to be neutral to the safety of infant bath seats because the product must comply with CPSIA, regardless of this requirement in the standard.

4. *Performance Requirements*

Section 6.1 *Stability* has a substantive change that involves moving wording from an explanatory note into the enforceable performance requirement. Specifically, Section 6.1.2.3 states: *“If the product would continue to tip over under the application of force, but it is prevented from doing so by the test platform interior side walls, it shall be considered a tip over.”* By defining the fixture contact in a performance requirement, as opposed to a non-mandatory note, the ASTM members more clearly defined the test requirements, which will reduce ambiguity in the standard and will lead to more consistent testing. Staff considers the reduced ambiguity for testing to be an improvement to safety because the testing will clarify what constitutes a failure when conducting the testing.

The other changes to the performance requirements in section 6 are editorial in nature: the changes separate the stability requirements and present a succinct modified decimal numbering system, as opposed to paragraph form. Staff considers these editorial changes in the performance requirement section to be neutral to the safety of infant bath seats.

5. *Test Methods (See Appendix A)*

a. *7.1 Latching and Locking Mechanism Tests*

Two different latching and locking test procedures (Section 7.1.1.1 and 7.1.2.1), in the 2018 version of the standard, reference a new test surface. The new “Test Surface #3” is defined as: *“(a)ny area on the side(s) of the test platform (for example, inside surface, outside surface, and top ledge), where safety tread strips are not applied.”* For testing purposes, new products that are restrained by the sides of the tub can now be installed and tested according to the manufacturer’s instructions. The changes regarding the definition of a new test surface reduce ambiguity in the standard and will lead to more consistent testing. Staff considers the new test surface definition’s increase in consistency in testing to improve safety.

b. 7.4 Stability Test

Four changes to Section 7.4 *Stability Test* have been made to the voluntary standard:

- updates to the tub fixture test platform figures;
- new Test Surface #3;
- change to the applied force's orientation; and
- baby wash test solution availability.

(1) The new tub fixture test platform figures correct dimensioning errors, add a cross section drawing, define more clearly the location of the cross-sections, and add new dimensions to specify accurately the physical tub detailed in ASTM F1967 – 18 Footnote #5. Adding the two new cross section drawings in this section required the rest of the figures in the standard to be renumbered accordingly. These revised fixtures correct errors and increase accuracy and clarity, which staff considers an improvement to safety.

(2) The 2018 version of the ASTM standard adds a requirement for a new test surface and modifies the two existing test surfaces. The 2013 version required testing on only two surfaces, and those two surfaces had to be “. . . *within the 24 in. (60.0 cm) length of uniform tub side ledge thickness. . .*” The restrictive test surface definitions and the lack of a test surface on the side and end walls of the tub fixture test platform created a conflict between the test procedures and the manufacturer's installation instructions. New products on the market engage with the side and end walls as part of the new products' retention system. To reduce potential sources of test-to-test and laboratory-to-laboratory variation, the ASTM subcommittee decided to add Test Surface #3, which addresses tub fixture test platform's sides and end walls as a new test surface in Section 7.4.1.2.3. The new language broadens the test procedures and allows for new designs of bath seats to be installed as per the manufacturer's instructions. These changes reduce ambiguity in the standard and lead to more consistent testing. Staff considers the reduced ambiguity and increased consistency to improve safety.

(3) Section 7.4.3.8 states that the 17.0 lbf applied force shall be perpendicular to the test bar. The 2013 revision stated that the force shall be horizontal. During the stability test, many products deflect elastically, while remaining in the initial manufacturer's recommended use position. As a product deflects elastically, the test bar rotates in the direction of the applied force. If the test bar rotates, but the applied force remains horizontal, then the angle between the test bar and the applied force changes, reducing the torque applied to the sample. In contrast, the 2018 version states that the applied force must be perpendicular to the test bar, causing the applied torque to remain nominally consistent as the product deflects elastically. Staff concludes that applying a consistent torque is a more stringent test, and therefore, improves safety by testing products in a more severe manner.

(4) ASTM F1967 – 13 provides a formula for the baby wash testing solution and contact information for a specific manufacturer of the solution; however, the company listed is no longer in business. ASTM F1967 – 18 now lists two name brand baby wash products readily available for purchase. Staff considers this change neutral to the safety of infant bath seats.

c. 7.5 Static Load Test

The static load test in section 7.5, similar to the stability test in section 7.4, is changed to reflect the new Test Surface #3. This change allows new types of products that are intended to be restrained by the sides of the tub, to be installed according to the manufacturer's instructions. Adding a new test surface reduces ambiguity in the standard and leads to more consistent testing. Staff considers the reduced ambiguity and increased consistency to improve safety.

The second substantive change listed in Section 7.5.5 requires that a product be tested “. . . *in all other manufacturer's recommended use positions.*” Technical staff concludes that the revised language improves safety by requiring products be tested in all manufacturer's use positions, not just in one position. Typically, testing is conducted in one position, as determined by the testing laboratory to be the most onerous position. This can lead to different results from different laboratories. By adding the statement that testing should be “. . . *in all other manufacturer's recommended use positions.*” The change also improves test-to-test and laboratory-to-laboratory repeatability.

d. 7.6 Suction Cup Tests

The suction cup test methods in section 7.6 also includes the new Test Surface #3 and require testing of the product be tested “. . . *in all other manufacturer's recommended use positions.*” As noted, testing “. . . *in all other manufacturer's recommended use positions*” removes the chance of different laboratories getting different testing results because of ambiguity. Therefore, the safety of infant bath seats is improved by reducing ambiguity, improving test-to-test and laboratory-to-laboratory repeatability, leading to more consistent testing.

6. Marking and Labeling

Revisions to section 8 of the 2018 standard, regarding *Marking and Labeling*, include changes to the formatting and presentation of the warnings. These revisions result from major changes ASTM initiated for juvenile products. After publishing the 2013 version of the standard, ASTM convened a task group, ASTM Ad Hoc Wording Task Group (Ad Hoc TG), consisting of members of the various durable nursery products voluntary standards committees, including CPSC staff. The purpose of the Ad Hoc TG is to harmonize the wording, as well as the warning format, across durable infant and toddler product voluntary standards. The

Human Factors Division hazard communication subject matter expert, who also is the CPSC staff representative on the ANSI Z535 committee, represents CPSC staff in this task group. Ad Hoc TG recommendations were published as a reference document, titled, “Ad Hoc Wording – May 4, 2016,” as part of the F15 Committee Documents. The approved Ad Hoc Wording reference document recommends language very similar to the ANSI Z535.4, with modifications to strengthen the Ad Hoc TG’s recommendations.

In addition to the formatting changes, the statement includes a personalized warning with the use of the words: “Stay in arms’ reach of your baby,” as opposed to “ALWAYS keep baby within adult’s reach.” Research suggests that personalizing warnings and instructions increase compliance.

The revisions in ASTM F1967 – 18 incorporate the Ad Hoc Wording recommendations. Accordingly, staff considers adoption of the Ad Hoc Wording reference document recommendations and the more personal messaging as improvements to safety because they provide noticeable, personalized, and consistent warning labels on infant bath seats.

7. Instructional Literature

The requirements for *Instructional Literature* in section 9 of ASTM F1967 – 18 are expanded to include infant bath seat labeling requirements similar to the marking and labeling section of the standard. Staff considers these changes to improve the safety of bath seats because they provide noticeable, personalized, and consistent instructional literature.

B. Review of Differences Between 16 CFR Part 1215 and ASTM F1967 – 19

The 2019 revision to the standard, ASTM F1967 *Standard Consumer Safety Specification for Infant Bath Seats*, updates two sections. The first update is to section 7.5.1, which allows the static load tests to be conducted on any of the three test surfaces rather than specify a particular test surface. The second update removes Footnote #6 from the standard. The standard already covers the same topic in Section 7.4.1.2, and the footnote was incomplete and confusing. Both changes are neutral to the safety of bath seats.

C. Staff’s Assessment of the Revised Voluntary Standard

Under section 104(b)(4)(B) of the CPSIA, unless the Commission determines that ASTM’s revision to a voluntary standard that is a CPSC mandatory standard “does not improve the safety of the consumer product covered by the standard,” the revised voluntary standard becomes the new mandatory standard. Staff’s assessment, as discussed above, is that the changes made in ASTM F1967 – 19 will improve the safety of infant bath seats. Therefore, staff recommends that the Commission allow the revised voluntary standard to become effective as a mandatory consumer product safety standard under the statute, effective December 22, 2019.

D. Effect of the Changes on CPSC Acceptance of Third Party Testing Laboratories

The notice of requirements (NORs) set forth in the final rule for infant bath seats provided the criteria and process for the Commission's acceptance of accreditation of third party conformity assessment bodies for testing infant bath seats to 16 CFR part 1215 (incorporating ASTM F1967 – 13). The NORs for all mandatory standards for durable infant or toddler products are listed in the Commission's rule, "Requirements Pertaining to Third Party Conformity Assessment Bodies," codified at 16 CFR part 1112. CPSC staff from the Directorate for Laboratory Sciences, Division of Mechanical Engineering, analyzed testing revisions to the infant bath seat standard and found that the revised tests use existing equipment and similar testing protocols. Testing laboratories that have demonstrated competence for testing in accordance with ASTM F1967 – 13 will have the competence to test in accordance with the revised standard. Therefore, staff recommends that the Commission consider the existing CPSC-accepted laboratories for testing to this standard to cover testing to ASTM F1967 – 19 as well. Accordingly, the existing NOR for this standard will remain in place, and CPSC-accepted third party conformity assessment bodies would be expected to update the scope of the testing laboratories' accreditation to reflect the revised standard in the normal course of renewing their accreditation.

If the Commission approves the draft direct final rule, CPSC staff will notify all CPSC-accepted laboratories by direct email and will provide links to the *Federal Register* notice to explain the changes to the standard and the effective date.

E. Effective Date

Pursuant to section 104(b)(4)(B) of the CPSIA, because ASTM's revised standard improves the safety of infant bath seats, staff recommends that the Commission allow ASTM F1967 – 19 to be considered a consumer product safety standard issued by the Commission. Staff supports an effective date that is 180 days from ASTM's notice of June 25, 2019, which would be December 22, 2019.

Furthermore, staff recommends that the Commission revise the incorporation by reference in 16 CFR part 1215 to reflect adoption of ASTM F1967 – 19 as the mandatory standard for infant bath seats. Staff does not recommend a longer effective date for this update. JPMA typically allows 6 months for products in their certification program to meet the requirements of a new voluntary standard after publication. Therefore, juvenile product manufacturers are accustomed to adjusting to new voluntary standards within this time frame. ASTM F1967 – 19 was

approved on May 1, 2019; so by December 22, 2019, manufacturers should already be producing products that meet this standard.

IV. RECOMMENDATION

Staff recommends that the Commission allow ASTM F1967 – 19 to become the CPSC-mandated standard and approve publication of a direct final rule in the *Federal Register* to revise the reference to ASTM F1967 – 19, with an effective date of December 22, 2019. Specifically, staff recommends that the Commission not determine that the revision does not improve the safety of infant bath seats.

Appendix A



UNITED STATES
CONSUMER PRODUCT SAFETY COMMISSION
4330 EAST WEST HIGHWAY, BETHESDA, MD 20814

Memorandum

Date: July 31, 2018

TO: Celestine T. Kish, Project Manager
Division of Human Factors, Engineering Sciences

THROUGH: Andrew G. Stadnik, Associate Executive Director
Directorate for Laboratory Sciences

FROM: Michael A. Nelson, Division Director
Division of Laboratory Science Mechanical, Laboratory Sciences

Ian B. Hall, Mechanical Engineer
Division of Laboratory Science Mechanical, Laboratory Sciences

SUBJECT: Laboratory Science Mechanical Staff Assessment of Revisions to the
Infant Bath Seats Standard 16 CFR Part 1215

I. INTRODUCTION

In May 2019, ASTM International (ASTM) approved a revision to the voluntary standard for infant bath seats, *Standard Consumer Safety Specification for Infant Bath Seats* (ASTM F1967). Pursuant to section 104(b)(4)(B) of the Consumer Product Safety Improvement Act (CPSIA), ASTM notified the CPSC of the revision on June 25, 2019.

This memorandum outlines the differences between the Commission's mandatory standard for infant bath seats, 16 CFR part 1215, and ASTM F1967 – 18 and ASTM F1967 – 19, ASTM's two revisions to the voluntary standard since the previous update to the mandatory standard. The memorandum explains staff's recommendation to allow the latest revision of the standard to be considered the new safety standard for infant bath seats.

II. BACKGROUND

The Infant Bath Seat regulation, at 16 CFR part 1215, published on June 4, 2010. The Commission published a final rule for infant bath seats that incorporated by reference ASTM F1967 – 08a, *Standard Consumer Specification for Infant Bath Seats*, with certain modifications, to make the standard more stringent. (75 FR 31691). Since then, the regulation was updated twice by incorporating by reference ASTM F1967 – 11a (77 FR 45242 on July 31, 2012) and ASTM F1967 – 13, (78 FR 73692 on December 09, 2013).

As detailed below, CPSC staff reviewed the two most recent revisions of the voluntary standard and concludes that the latest revised standard, ASTM F1967 – 19, improves the safety of infant bath seats. Accordingly, staff recommends that the Commission allow the revised standard to take effect within 180 days of the notice given by ASTM on June 25, 2019, and update the incorporation by reference in 16 CFR part 1215 to reference ASTM F1967 – 19 as the mandatory standard.

III. DISCUSSION

A. Review of Differences Between 16 CFR Part 1215 and ASTM F1967 – 18

Since CPSC incorporated by reference ASTM F1967 – 13 as the mandatory standard for infant bath seats, ASTM published 2018 and 2019 revisions to ASTM F1967 in December 2018 and May 2019, respectively. These revisions update and clarify multiple sections of the voluntary standard. Specifically, the substantive changes relate to the sections on Stability, Latching and Locking, Static Load, and Suction Cups.

ASTM F1967 – 18 also includes non-substantive changes that do not affect safety, such as editorial clarifications and editorial reorganizations.

1. Changes to Standard

a) Stability Test Method

The 2018 version of ASTM F1967 alters the stability performance requirement (Section 6.1) and test method (Section 7.4) with multiple changes to the standard. The substantive changes include modifications to a performance requirement, adding a new test surface, and a change to the orientation of the applied force.

First, the ASTM membership chose to move wording from an explanatory note into an enforceable performance requirement.¹ In ASTM F1967 – 18, Section 6.1.2.3 states, “If the product would continue to tip over under the application of force, but it is prevented from doing

¹ According to the ASTM Form and Style guide, notes are explanatory and not enforceable.

https://www.astm.org/FormStyle_for_ASTM_STDS.html

so by the test platform interior side walls, it shall be considered a tip over.” By defining the fixture contact in a performance requirement, as opposed to a non-mandatory note, the ASTM members more clearly defined the test requirements, which will reduce ambiguity in the standard and will lead to more consistent testing. This change makes the performance criteria more severe and will improve safety.

Second, the 2018 version of the ASTM standard adds a new test surface and modifies the two existing test surfaces. The 2013 version tested on only two surfaces, and those two surfaces were overly constrained to be “. . . *within the 24 in. (60.0 cm) length of uniform tub side ledge thickness . . .*” The overly constrained test surface definitions and the lack of a test surface on the side and end walls of the tub fixture test platform created a conflict between the test procedures and the manufacturer’s installation instructions. The updated language in the 2018 version eliminates this problem.

ASTM F1967 – 13 Section 7.4.3.1. Test Surface #1—Any area on the test platform within the 24 in. (60.0 cm) length of uniform tub side ledge thickness as described in 7.4.3 where commercially available adhesive backed safety tread strips (for bath tub use) have been applied as described in 7.4.3.3-7.4.3.6.

ASTM F1967 – 13 Section 7.4.3.2. Test Surface #2—Any area within the 24 in. (60.0 cm) length of uniform tub side ledge thickness as described in 7.4.3 on the original test platform surface (smooth porcelain enamel). One test platform can be used for both test surfaces if there is sufficient space that allows for proper coverage areas as described in 7.4.3.3.

ASTM F1967 – 18 Section 7.4.1.2 (1) Test Surface #1—Any area on the bottom surface of the test platform where safety tread strips are applied as described below.

ASTM F1967 – 18 Section 7.4.1.2 (2) Test Surface #2—Any area on the bottom surface of the test platform where safety tread strips are not applied.

ASTM F1967 – 18 Section 7.4.1.2.3. Test Surface #3—Any area on the side(s) of the test platform (for example, inside surface, outside surface, and top ledge), where safety tread strips are not applied.

These changes eliminate the original inconsistency and allow products that attach to the tub’s side walls to be installed as per the manufacturer’s instructions and be tested according to the standard’s procedure. Staff concludes that eliminating the conflict improves safety by reducing ambiguity in testing.

Finally, the 2018 version changes the orientation of the stability test’s applied force relative to the test bar. Specifically, Section 7.4.3.8 of ASTM F1967 – 18 states that the 17.0 lbf applied

force shall now be perpendicular to the test bar. The 2013 revision stated that the force shall be horizontal. During the stability test, many products deflect elastically, while remaining in the initial manufacturer's recommended use position. As a product elastically deflects, the test bar rotates in the direction of the applied force. If the test bar rotates but the applied force remains horizontal, then the angle between the test bar and the applied force changes, reducing the torque applied to the sample. In contrast, the 2018 version states that the applied force must be perpendicular to the test bar, causing the applied torque to remain nominally consistent as the product elastically deflects.

ASTM F1967 – 18 Section 7.4.3.8. Apply a 17.0 lbf (76.5 N) force to the test bar at distance D above the height H. Apply the force perpendicular to the test bar and outward from the center of the product over a period of 5 s (see Fig. 6). Maintain this force for an additional 10 s. If the product begins to release from the test surface, continue to maintain this force perpendicular to the test bar until the product either tips over or the 10 s time limit is attained.

Staff concludes that applying a consistent torque results in a more stringent test; therefore, this improves safety by testing products in a more severe manner.

b) Latching and Locking

The 2018 version of ASTM F1967 updates two parts of the latching and locking test procedure. Specifically, the 2018 version modifies the definition of a “double action release mechanism” and refers to the new test surface, “Test Surface #3,” referenced in Section 7.4.1.2 *Stability Test*.

In Section 3.1.3 of ASTM F1967 – 18, the standard harmonizes the definition of a “double action release mechanism” with the definition used in other juvenile products standards. The new definition clarifies the actions and the sequence necessary for a release mechanism to be considered a “double action release mechanism.” This is critical, because a double action release mechanism, by its very presence, meets the criteria of ASTM F1967 – 18 Section 5.4.3. In the 2013 version of the standard, the definition wasn't clear and was open to interpretation.

Depending on the test lab's interpretation, the product could pass or fail the performance requirement. With the updated definition in the 2018 version of the standard, the definition is clear, and the latching and locking test results are no longer defined by interpretation.

ASTM F1967 – 13 Section 7.1.2.2 Products With Double Action Release Mechanism— Each double action locking/latching mechanism shall require two distinct and separate actions for release of the mechanism.

ASTM F1967 – 18 Section 3.1.3 double action release system, n—a mechanism requiring either two consecutive actions, the first of which must be maintained while the second is carried out, or two separate and independent simultaneous actions to fully release.

This change reduces ambiguity in the standard and eliminates the possibility that a test lab's interpretation of double action could change the test result. Staff concludes that reducing ambiguity improves safety.

The second substantial change in the latching and locking test procedures are in Sections 7.1.1.1 and 7.1.2.1, where the 2018 version references the updated Test Surface #2 and the new Test Surface #3.

ASTM F1967 – 18 7.1.1.1 Install the product with the latching and locking mechanism(s) engaged in one of the manufacturer's recommended use positions on Test Surface #2 or Test Surface #3, or both, depending on the manufacturer's installation instructions (refer to Stability Test Method for test surface specification). Secure the product to the test surface(s) so that any collapsing motion is not impeded.

ASTM F1967 – 18 7.1.2.1 Install the product in one of the manufacturer's recommended use positions on Test Surface #2 or Test Surface #3, or both (refer to Stability Test Method for test surface specification). Secure the product so that any collapsing motion is not impeded.

These changes eliminate the 2013 version's conflict between the test procedures and the manufacturer's instructions, as detailed in the Stability section above. Staff concludes that eliminating the conflict improves safety by reducing ambiguity.

c) Static Load Test Method

The 2018 revision of ASTM F1967 updates the static load test with two substantive changes. In particular, the 2018 version of the standard adds a new test surface and requires that the product be tested in all manufacturer recommended use positions.

The first change, in Section 7.5.1, references the updated Test Surface #2 and the new Test Surface #3. As stated in the Stability section above, the 2013 version's language created a conflict between the manufacturer's instructions and the test procedure.

ASTM F1967 – 18 Section 7.5.1 Install the product in one of the manufacturer’s recommended use positions on Test Surface #2 or Test Surface #3, or both (refer to Stability Test Method for test surface specification).

This change eliminates the 2013 version’s conflict between the test procedures and the manufacturer’s instructions, as detailed in the Stability section above. Staff concludes that eliminating the conflict improves safety by reducing ambiguity.

The second substantive change, listed in Section 7.5.5., requires that a product be tested “. . . in all other manufacturer’s recommended use positions.” Technical staff concludes that the revised language improves safety by requiring products be tested in all manufacturer’s use positions. The change also improves test-to-test and laboratory-to-laboratory repeatability, because products must now be tested in all manufacturer use positions.

d) Suction Cup Test Method

The 2018 revision of ASTM F1967 updates the suction cup tests with two substantive changes. The substantive changes mirror those listed in the Static Load Test Method, because the 2018 Suction Cup Test Method also references the updated Test Surface #2 and the new Test Surface #3. In addition, the new 2018 version requires testing to be conducted in all manufacturer use positions.

The first change, in Section 7.6.1.1, references the updated Test Surface #2 and the new Test Surface #3. As stated in the Stability section above, the 2013 version’s language created a conflict between the manufacturer’s instructions and the test procedure.

ASTM F1967 – 18 Section 7.6.1.1 Install the product in one of the manufacturer’s recommended use positions according to the manufacturer’s instructions onto Test Surface #2 or Test Surface #3, or both, depending on the manufacturer’s installation instructions (refer to Stability Test Method for test surface specification) that has been prepared in accordance with the Stability Test Method surface preparation instructions in 7.4.3.1 through 7.4.3.3. Allow the product to soak for of 20 min.

This change eliminates the 2013 version’s conflict between the test procedures and the manufacturer’s instructions, as detailed in the Stability section above. Staff concludes that eliminating the conflict improves safety by reducing ambiguity.

The second substantive change to the Suction Cup Attachment to Bath Seat test method, listed in Section 7.6.1.3, requires that a product be tested “. . . in all other manufacturer’s recommended use positions.” Technical staff concludes that the revised language will improve the safety of products by requiring products to be tested in all manufacturer’s use positions. The change also improves test-to-test and laboratory-to-laboratory repeatability, because products must now be tested in all manufacturer use positions.

2. Editorial Changes

The 2018 version includes a significant number of editorial changes, which, according to technical staff, did not affect consumer safety. The non-substantive changes were editorial clarifications and editorial reorganizations of the original 2013 language and are beyond the scope of this memo.

B. Review of Differences Between ASTM F1967 – 18 and ASTM F1967 – 19

The 2019 revision to the standard, ASTM F1967 *Standard Consumer Safety Specification for Infant Bath Seats*, updates two sections. Both changes are non-substantive.

The first change allows the static load tests to be conducted on any of the three test surfaces, instead of specifying a particular test surface. Staff believes this change is neutral relative to consumer safety.

ASTM F1967 – 18 Section 7.5.1 Install the product in one of the manufacturer’s recommended use positions on any one or combination of the three test surfaces specified in 7.4.1.2 depending on the manufacturer’s installation instructions.

The second change removes Footnote #6 from the standard. The standard had already covered the topic in Section 7.4.1.2, and the footnote created confusion among test laboratories. Staff believes this change is neutral relative to consumer safety.

~~*ASTM F1967 – 18 NOTE 6 Test Surfaces #2 and #3 may be used separately or simultaneously depending on the manufacturer’s installation instructions.*~~

C. Staff’s Assessment of the Revised Standard

Under section 104(b)(4)(B) of the CPSIA, unless the Commission determines that ASTM’s revision to a voluntary standard that is referenced in a mandatory standard “does not improve the safety of the consumer product covered by the standard,” the revised voluntary standard becomes the new mandatory standard. Staff’s assessment is that the changes made in ASTM F1967 – 19 will improve the safety of infant bath seats covered by the standard. Therefore, staff recommends that the Commission not make a determination that the revision does not improve the safety of bath seats. Staff also recommends that the Commission issue the draft

Federal Register notice to specify ASTM F1967 – 19 as the new safety standard referenced in 16 CFR part 1215. If the Commission allows this revision, the revised standard will become effective on December 22, 2019.