

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA

INTERIM REPORT ON THE  
MOTORCYCLE AND BICYCLE HELMET SAFETY INQUIRY

REPORT OF THE HOUSE OF REPRESENTATIVES  
STANDING COMMITTEE ON ROAD SAFETY

JUNE 1984

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HOUSE OF REPRESENTATIVES STANDING COMMITTEE ON ROAD SAFETY

Terms of Reference

On 4 May 1983, the Committee was appointed by Resolution of the House of Representatives to inquire into and report on:

- (a) the main cause of the present high level of the road toll in Australia;
- (b) the most effective means of achieving greater road safety in Australia;
- (c) the particular aspects of the problem to which those concerned with road safety could most advantageously direct their efforts, and
- (d) the economic cost to the community of road accidents in Australia in terms of -
  - (i) material damage;
  - (ii) loss of man-hours and earning capacity; and
  - (iii) cost of treatment of accident victims.

The Committee, on 2 May 1984, resolved to inquire into and report on:

- (a) motorcycle and bicycle helmet safety; and
- (b) the enforcement of helmet safety standards by the Standards Association of Australia and the Trade Practices Commission.

Given the seriousness of the matter, the Committee gave priority to the examination of the enforcement of the motorcycle helmet standard.

Membership of the Committee

Chairperson	Mrs E.E. Darling, M.P.
Deputy Chairman	The Hon R.C. Katter, M.P.
Members	Mr J.M. Brumby, M.P. Dr R.I. Charlesworth, M.P. Mr B.J. Goodluck, M.P. Mr R.N.J. Gorman, M.P. Mr D.P.M. Hawker, M.P. Mr D. McM. Wells, M.P.
Secretary to the Committee	Mr A.J. Kelly

# THE HISTORY OF THE UNITED STATES

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## ABBREVIATIONS

AS	Australian Standard
BSI	British Standards Institution
QAC	Quality Assurance and Certification Section (of the SAA)
SAA	Standards Association of Australia
TARU	Traffic Accident Research Unit (N.S.W.)
TPC	Trade Practices Commission

## RECOMMENDATIONS

The Committee recommends that:

1. the Commonwealth Department of Transport introduce a system of post-accident analysis of motorcyclists' helmets; (paragraph 38)
2. compliance to Australian Standard 1698 of helmets available in the market place be monitored by a Government sponsored independent testing agency and that the results be widely disseminated; (paragraph 38)
3. a review task force, consisting of a representative each from the Standards Association, the Department of Home Affairs and Environment, the Trade Practices Commission and the Department of Science and Technology, be formed to urgently review:
  - (a) the certification and testing procedures for motorcycle helmets, particularly those aspects where the interpretation of standards is involved;
  - (b) the administrative procedures of the AU/12 committee, particularly its meeting timetables and accountability; (paragraph 56)
4. the SAA be required to demonstrate its capacity to meet its objectives in motor cycle helmet certification; (paragraph 56)
5. Commonwealth funding of SAA be reviewed in terms of its capacity to meet those objectives. This review to be undertaken as soon as possible and thereafter SAA be required to report to the funding authority annually; (paragraph 56)
6. the Minister for Home Affairs and Environment without delay Gazette the 1980 version of AS1698 as the mandatory standard for motorcycle helmets and ensure that future revised editions of the standard, or relevant sections of the revised standard, be made mandatory as soon as possible after the revision; (paragraph 58)

7. the Trade Practices Commission enforce the provisions of the mandatory standard on the condition that it will not prosecute suppliers of a helmet which complies with the published provisions of the 1980 standard AS1698; (paragraph 59)
8. the Minister for Transport fund a continuing program of motorcycle helmet research. (paragraph 64)



## CHAPTER 1

### Introduction

1. The wearing of protective helmets by riders and passengers of motorcycles is one of the most important road safety measures operating in Australia today. Evidence was given that it was second only in importance to the wearing of seat belts. Australia has been a world leader in making both of these provisions mandatory. Legislation requiring the wearing of helmets by motorcycle riders has been recently repealed in some parts of the United States. The consequent increase in motorcycle rider injuries and fatalities is a grim reminder of the worth of such legislation.

2. In 1978, when the Committee last inquired into the question of motorcycle helmets, the quality of helmets in the market place varied. Many helmets complying with superseded standards were being sold. Following that Inquiry a national mandatory standard for helmets was introduced and the Australian Standard revised.

3. The Australian regulatory package for the protection of motorcycle riders through the wearing of helmets is regarded as one of the best in the world, if not the best, if it works as intended. The package comprises a relatively high standard for helmets, drawn up by the Standards Association of Australia (SAA), which is the basis on which SAA certifies helmets. This is backed up by the mandatory requirement that helmets sold conform with the standard as declared. Traffic legislation in the States and Territories makes the wearing of helmets compulsory. The Committee indicates at the outset that there have been departures from the intended package in several aspects and it is highly

desirable that the high standard package that we had at the beginning of the 1980s, is brought up to date and maintained. On the evidence received, the Committee is unable to assess the safety implications of departures from the published standards.

4. The Committee wishes to make two points quite clear. The wearing of even a poor helmet is far safer than wearing none at all. A high quality helmet cannot protect a rider against all possible head or neck injuries.

5. The National Office of Road Safety, has estimated the cost to the community of a road fatality at \$265 000, and a major injury at \$47 000 and a minor injury at \$5000.

6. Additional costs accrue to manufacturers and suppliers in conforming to the demands of the Australian system, but if it operates as intended, the assurance of greater safety justifies the additional cost of the scheme. If the intended effectiveness of the scheme is diminished, then the additional costs are less justified and the scheme falls into disrepute. The Committee is firmly of the view that the additional costs involved of having the scheme operate fully and effectively are more than justified in the light of both the economic cost to the community of a much lower standard of safety as well as the personal suffering involved.

7. Following allegations made to the Committee late in March 1984, a preliminary hearing was held on 4 April 1984, to hear these claims in public. It was alleged by an importer of motorcycle helmets, Mr Frank Matich, that some motorcycle helmets being certified by the Standards Association of Australia (SAA) and carrying the SAA certification mark were not in accordance with the published standard AS1698-1980. Independent evidence at the preliminary hearing given by an expert from the Traffic Authority of New South Wales, Mr Michael Griffiths, was in general agreement with these allegations.

8. The major concerns listed in the allegations were:

- . that internal and external projections were being allowed greater than those specified in the standard;
- . certified helmets had unsafe neck and eye port openings; and
- . that helmets of the type now being approved had previously been rejected after type-testing.

It was further alleged that the proportion of sub-standard helmets entering the market could be as high as 50 percent. It was also alleged that SAA had been negligent in approving helmets that had failed parts of the type tests.

#### The Standard

9. The current Australian standard, published by SAA, relating to motorcycle helmets is AS1698-1980 "Protective Helmets for Vehicle Users". The primary purpose of the standard is to provide a specification for protective helmets for on-road motorcyclists. Later in the report reference will be made to another standard that is the mandatory Commonwealth standard for the sale of motorcycle helmets for on-road use.

10. The Standards Association of Australia is a body incorporated by Royal Charter. SAA prides itself on its independence from Governments, manufacturers and other identifiable interests. It is a non-profit organisation with the bulk of its income coming from sales of its publications and from

a Commonwealth grant. The Standards Association receives an annual grant-in-aid of approximately \$2.5 million through the Department of Science and Technology. This grant is intended to assist in the maintenance of the basic infrastructure for Australian technology.

11. The SAA standard AS1698 for motorcycle helmets is established by the SAA Committee AU/12. The members of this Committee represent a diverse set of interests including manufacturers, police departments, user groups and government departments. Members serve on the Committee in a voluntary capacity, although many attend as part of their normal paid employment. The secretary is a full-time SAA staff member.

12. The AU/12 Committee has the role of drawing up and reviewing the standard. The standard when published by SAA is a voluntary standard. It was drawn to the attention of the Committee that there was inadequate research information available to the AU/12 Committee and that, unlike many other SAA technical committees, few of its members have extensive technical expertise. The Committee understands that the lack of an adequate research base is not confined to Australia and will deal further with this problem later in the Report.

13. Where the Standard Association's certification mark is to be applied to goods, these goods must first be assessed and passed by the Quality Assurance and Certification Section (QAC) of SAA. The QAC section is located in Sydney while the Secretariat of AU/12 is located in Melbourne.

14. The QAC Section, in considering an application for the use by a manufacturer of the SAA certification mark, relies on the test report of an independent test laboratory as to whether the helmet complies with the Standard. SAA has no helmet test facilities of its own. Testing is of two kinds: type testing and routine testing. Type testing is the initial test of a helmet or

prototype to assess its compliance with the standard. If a helmet fails on any one item of the type test then it fails the type test as a whole and cannot receive the certification mark until all requirements of the type test are met. It is on the basis of the type test that a licence to use the certification mark is issued. If the manufacturers factory has not previously been licensed, it too is inspected prior to the first licence being granted. Factories are subject to random inspections subsequent to licensing. A licence to use the SAA certification mark is in the form of a contract between the manufacturer and SAA.

15. Under the contract, routine testing is carried out under a formula on each batch of helmets manufactured. The routine test is identical to the type test and is intended to guarantee the maintenance of quality and conformity to the standard. It must be emphasised that it is this requirement for routine testing by an independent test laboratory, that has in the past set the Australian Standard well above other standards around the world having similar performance requirements but which have little or no assurance of on-going compliance after the issue of a licence.

16. Having established, at some additional cost, a very high voluntary standard and the means of continuing quality assurance through certification, it is important that this mechanism continues to operate properly. It is in the Quality Assurance and Certification area that the process has broken down on some matters.

#### Observance of the SAA Standard by SAA

17. The Committee has chosen to examine the approval of one particular helmet, the BMW Systems Helmet, to see how faithfully the standard is observed in certification. The Committee has no reason to believe that the BMW helmet was dealt with differently to other helmets.

18. Sections 2, 3 and 6 of AS1698-1980 are shown in Appendix 3. The relevant section of the type test report on the BMW helmet and telexes between the British Standards Institution and SAA are included in Appendix 4.

19. In the original type test conducted by the British Standards Institution (BSI) in the United Kingdom, on behalf of SAA, several areas were found by BSI not to be in accord with the standard. These were:

1. Clause 3.3.1(a) - Visor pivot nut internal projection 5 mm (maximum permitted 2 mm);
2. Clause 3.3.1(b) - Chin strap anchorage screw projects 8 mm (maximum permitted 5 mm);
3. Clause 3.3.1(c) - Chin guard locking mechanism has projections of up to 15 mm (recommended maximum 5 mm);
4. Clause 3.3.2 - Visor housing projects 9 mm above the outer surface of the shell (maximum permitted 5 mm); and
5. Clause 3.3.3 - At the neck opening the edge of the shell is protected by hard plastics moulding (addition of hard plastics edging prohibited).

20. A modified helmet was submitted to BSI which overcame objections 1 and 2. While BSI passed the helmet after the internal projection of the visor pivot nut was reduced to the maximum permitted of 2 mm, the helmets tested so far in Australia have had projections between 3 and 4 mm for this nut. The

Committee cannot understand or accept that having modified the helmet to conform on this aspect, manufactured helmets should exceed the specified limit and that this deficiency was not identified in the routine tests.

21. Much was made in evidence as to whether the projection was above or below the test line. Above the test line, no internal projection is permitted in excess of 2 mm. Between the test line and the basic plane no projection is permitted in excess of 2 mm with one exception, that for chin strap anchorage may be up to 5 mm.

22. In a letter of 28 May 1984, SAA admitted the visor nut projection which Technisearch measured as 4 mm, 'is nominally 3 mm', and that SAA will be asking Schuberth-Werk, the manufacturer of the BMW helmet, 'to make a further modification'. SAA has not indicated any intention to recall the helmets under the provisions of the licence conditions (SAA Submission 11 May 1984, p.5).

23. Of objection 3, SAA told BSI 'We are inclined to believe that any injuries sustained from this mechanism would not be fatal. Padding in vicinity appears adequate'. Clause 3.3.1(c) of the standard does not qualify kinds of injury tolerated when it says 'any rigid projection shall be of such location and size as will be unlikely to allow the projection to cause injury to the wearer'. The Committee does not believe that standard provisions which recommend a maximum projection of 5 mm and prohibit projections likely to cause injury should be interpreted in a way which permits a projection of up to 15 mm and which may cause non-fatal injuries.

24. BSI's fourth objection was that the visor housing projects 9 mm above the outer surface of the shell where only 5 mm is permitted. SAA cleared this aspect saying 'Difficult to define "rigid" projection. Because of "faired" design, we feel

the visor housing would not abnormally "snag", and if impacted the visor housing would break away. Therefore acceptable in terms of "rigid" projections'.

25. In its first submission to the Inquiry, SAA claimed 'that rigid projections are measured when the visor assembly is removed from the helmet and that any fixtures left on the helmet are classified as rigid projections on the external surface' (p. 8). SAA stated this panel interpretation was confirmed by the AU/12 Committee. However, other witnesses had told the Committee that AU/12 has not confirmed this interpretation.

26. While the visor housing is faired after an abrupt projection of approximately 5 mm, the fairing is of a plastic likely to break away on impact. This could leave a large-head metal screw 5 mm in diameter projecting 9 mm above the shell. SAA claimed in its telex to BSI that 'if impacted the visor housing would break away'. While some visors anchored only by two plastic pivots may beak away on impact, it is more difficult to dislodge a complete visor housing anchored by two metal pivot screws at the top and two metal catches at the bottom. SAA does not appear to have sought or gained any evidence on the impact or shear force required to dislodge either the visor housing or the metal pivot screw on its own. The Committee believes such evidence should be gained from specific testing. Had the detailed post-accident surveys of helmets recommended by the Committee in its last report been carried out, better feedback information would be available to SAA on which to make such judgements.

27. The fifth objection of BSI was that the neck of the shell is protected by a hard plastics moulding. The standard states that no materials of a hard or brittle nature, such as hard plastics shall be used in an applied edging. The Committee examined the edging of a helmet involved in an accident in which the hard plastic had fractured in a way typical of brittle fractures, leaving a sharp jagged edge. Despite the clear prohibition of the clause, SAA cleared



this item saying 'Moulding is well padded and unlikely to cause neck injuries. We feel "committee intent" would not preclude this edge treatment'. The padding referred to by SAA is described in the brochure accompanying the BMW helmet as 'removable'. The relevant part of the brochure is reproduced in Appendix 5.

28. The Committee concludes that the Standards Association of Australia is not adequately observing the published Standard in its certification of helmets and in their routine testing. The Committee is not convinced from the evidence that the approval by SAA of sub-standard helmets has been a deliberate attempt to mislead. Rather it appears related to the problems associated with interpreting a standard, particularly one in need of review, and the lack of a clear line of authorisation of interpretations.

#### The Mandatory Standard

29. In addition to the voluntary standard drawn up and administered by SAA, there is a mandatory standard declared under the Trade Practices Act. Extracts of Sections 62 and Section 63AA of the Act are contained in Appendix 6.

30. Responsibility for the declaration and revision of the mandatory standard rests with the Department of Home Affairs and Environment. The Trade Practices Commission is responsible for enforcing the mandatory standard.

31. A mandatory standard has been declared under Section 63AA of the Trade Practices Act for motorcycle helmets for on-road use. All helmets sold in Australia must comply with this Standard. The Standard was declared in November 1978 and is the 1974 Standard as amended. The Gazette notice is Appendix 7.

32. In addition to the Commonwealth mandatory standard governing the sale of motorcycle helmets, several States have their own consumer product standards governing the sale of motorcycle helmets. State and Territory motor traffic legislation requires riders of motorcycles, including passengers, on public roads to wear an approved helmet. These Acts and Ordinances generally require that the helmet must also be marked as being approved.

#### Previous Report of the Committee

33. This Committee in a previous Parliament, reported on Motorcycle and Bicycle Safety in May 1978. While that Report dealt with many issues other than motorcycle helmets, the section of the Report and its recommendations concerning helmets are relevant to this Inquiry.

34. In the 1978 Report, the Committee recommended that:

"The Standards Association of Australia Helmet Committee review Australian Standard 1698, Protective Helmets for Vehicle Users, as soon as possible and that the review process seek to include the views of user, importing and manufacturing groups." (Para. 175)

A revised version of this standard was issued in 1980.

35. The Committee further recommended:

"The Advisory Committee on Road User Performance and Traffic Codes examine appropriate solutions to the problem of helmet sales which comply to superseded helmet standards or for which approval to Australian Standard 1698 has been withdrawn subsequent to marking." (Para. 184).

The introduction of the mandatory standard, Australia-wide, in November 1978, resolved the problem. However, as noted elsewhere, this mandatory standard has not been revised to take up the current version of the Australian Standard. At the time of the last inquiry, there were a mix of helmets from varying versions of the standard on sale. Some State legislation, e.g. in New South Wales, prohibited sale of helmets not complying with the current standard. Non-complying helmets were being sent to other States to be sold.

36. The Committee also recommended that:

- "
- The Commonwealth Department of Transport introduce a system of post-accident analysis of motorcyclists' helmets; and
  - compliance to Australian Standard 1698 of helmets available in the market place be monitored by a Government sponsored independent testing agency and that the results be widely disseminated." (Para. 185)

An examination of helmets involved in motorcycle crashes was carried out by the NSW Traffic Accident Research Unit (TARU) in the late 1970s, however the Committee intended that this monitoring be an on-going process, otherwise the consequences of new developments will pass unnoticed. Longer term studies are also likely to be more reliable in their results. While the Trade Practices Commission enforces the provision of the mandatory standards, by monitoring goods for sale in the marketplace, this does not constitute independent testing, consequently there is no widespread dissemination of test results.

37. It appears that neither part of this last mentioned recommendation has been fully implemented. This failure appears directly related to the need for the present inquiry and the

Committee is concerned that despite the Government response subsequent to the earlier Report, indicating that the Government agreed in principle with the recommendation and advising that necessary preliminary action had already been taken, these recommendations have not been properly implemented.

38. The Committee directs the Government's attention to this serious failure. It is pointless to have inquiries if important recommendations are accepted but not acted upon. The Committee again recommends that:

- "
- The Commonwealth Department of Transport introduce a system of post-accident analysis of motorcyclists' helmets; and
  - compliance to Australian Standard 1698 of helmets available in the market place be monitored by a Government sponsored independent testing agency and that the results be widely disseminated."

## CHAPTER 2

### Interpretations of the Standards

39. The concern of the Committee on the observance of the standards is twofold. On the one hand, it is concerned about the observance of the SAA standard by the Quality Assurance Certification Section of SAA in its certification of helmets, and on the other hand, it is concerned about the observance of the mandatory standard by importers, manufacturers and other suppliers in Australia. The mandatory standard calls up an SAA standard with certain qualifications. These are set out in the Gazette notice. The standard as called up, becomes a separate legal entity to the SAA standard. It is not subject to interpretation by SAA. It is legally binding and enforced by the Trade Practices Commission. Interpretations of the provisions of the mandatory standard, unless gazetted by the Minister for Home Affairs and Environment, will be made by the Trade Practices Commission and be subject to the decisions of the Federal Court.

40. All standards attempt to set out requirements clearly and unambiguously. Despite these intentions, there will always be aspects of standards:

- . which will not adequately cover all situations, including radical new designs;
- . where exact meaning is ambiguous;
- . where revision is required because of technological improvements, need for higher standards or because the standard is unachievable.

Consequently, authoritative interpretations of the standard will be required from time to time, however, some of the interpretations by SAA of the standard referred to in the evidence concern the measurement of projections or the nature of edge covering. In most cases, projections are readily measured to assess compliance. It has been claimed that the projection limits in the standard were arbitrarily set, but nonetheless they remain the maximum allowed under the SAA Standard and the mandatory standard under the Act.

41. The object of a standard, is to guarantee certain minimum criteria are met, and where this has been made a legal requirement it is essential for these provisions to be applied literally.

42. An interpretation which nullifies a provision cannot really be called an interpretation as it materially alters the standard. If such interpretations occur, then the reliability and efficiency of the standard system is jeopardized such that various regulatory authorities (State and Territory traffic authorities, Commonwealth and State consumer protection authorities), as well as employers, motor sporting bodies, wholesalers, retailers and individual consumers will need to establish for themselves, whether a helmet complies with the mandatory standard.

43. The mandatory standard was introduced as a compulsory consumer product safety measure. The Committee is unable from the evidence it has taken to assess the safety implications of the breaches of the mandatory standard, however, the Committee believes that the mandatory standard is not capable of unofficial amendment on the basis of interpretations allegedly in the name of safety. These amendments would need to be gazetted amendments to the mandatory standard.

44. A standard, and particularly a mandatory standard, must be such that manufacturers and other suppliers are able to determine as far as possible, what is acceptable and what is not. There will inevitably be areas which require some interpretation, but the situation which now exists where some manufacturers have complied fully with the literal wording of the standard, possibly at additional cost to themselves, and other manufacturers have received a more liberal interpretation of the SAA standard from SAA, may be seen as inequitable. These interpretations apply only to certification by SAA and cannot extend to the mandatory standard.

#### The Standards Association of Australia

45. SAA prides itself on its independence from government, manufacturers or other identifiable interests. Such independence is desirable in such a body. However, this independence has to be genuine, complete and observable. SAA, as a non-profit body, heavily dependent on public funding and public acceptance and endorsement of its standards, needs to be far more accountable than it is at present. It appears reluctant to allow or facilitate public scrutiny.

46. More importantly, it has failed to admit to inadequacies in its own certification procedures. SAA continues to maintain that the BMW Systems helmet is in accordance with the standard, despite the type test report from BSI, the reports of Technisearch and TARU to the Trade Practices Commission and the admission by BMW itself that the helmet does not comply. The Committee cannot accept that everyone else, but SAA is out of step.

47. In continuing to claim that this helmet is definitely in accordance with the published standard, SAA is denying that these failures to uphold the standard are due to: the standard

not being up-to-date; to the lack of extensive expertise available to the AU/12 Committee or due to the limitations in the research material available.

48. The Committee is concerned that the SAA quality assurance and certification process, as distinct from the standard setting process, as it applies to motorcycle helmets, is in need of review. It is clear from the evidence, that certification is being granted to helmets which do not meet the requirements of the published standard.

49. Much of the evidence given to the Committee was on a particular helmet, and the clearest evidence that SAA had ignored the provisions of its own standard in its certification of a helmet, was in relation to the BMW Systems helmet. The evidence, indicates, however that this is not the only helmet involved and it is only due to the urgency attached by this Committee to the resolution of the certification problem, that it has not pursued evidence on other helmets. For this reason, the Committee is not able at this stage to comment on the extent of the problem. Other helmets in the marketplace which do not comply with the mandatory standard should be dealt with by the Trade Practices Commission. The Committee is concerned that SAA is making substantial interpretations of the published standards without consequently amending the standard. If there are inadequacies of the standard such that provisions are ignored, then SAA should amend or re-issue the standard. This would also involve a necessity to amend the mandatory standard, otherwise SAA would be approving helmets the sale of which would be illegal.

50. The Committee is also concerned about the lack of clear operating guidelines for the panel of the AU/12 Committee. It is not clear that when aspects of particular helmets were considered by the panel it was aware either that these aspects had been failed in the type tests or that their favourable comment would be used to pass non-complying helmets. The separation of the



quality assurance and the standard setting process is a deliberate attempt to ensure the mutual independence of the two areas, yet the panel seems to be increasingly involved in the clearance of individual helmets. There appears no charter as to how the panel represents AU/12 in its work nor on how its decisions are confirmed by AU/12. The looseness of these arrangements have undoubtedly contributed to the current problems.

51. While the Committee is sympathetic to SAA being dissatisfied with the mandatory standard lagging behind its current standard, it is not a responsible action on the part of SAA to approve helmets that are not legal. The SAA pointed out in evidence that it was not responsible for enforcing the legal requirements, particularly so because the standard was not up to date. However, the Committee cannot accept that it is a responsible action to approve helmets for certification, the sale of which is illegal, particularly where these helmets breach the published 1980 Standard. SAA has a responsibility, as an essential part of the infrastructure of Australian industry and commerce, to act in a way that assists industry, commerce and government.

52. To avoid unnecessary duplication, it is highly desirable that so far as possible the SAA certification process be the major examination of helmets for compliance with the current SAA Standard and also for the mandatory Standard. It is essential to this process that the mandatory Standard keep pace with the current SAA Standard, and that any differences be minimised. The Committee believes that SAA can perform this dual task without compromising its independence. If SAA is unable to examine helmets for compliance with the mandatory standard the Commonwealth will need to institute a scheme of its own to determine compliance prior to importation or marketing.

53. Where interpretations are made by SAA that may compromise the provisions of the mandatory standard then the Department of Home Affairs and Environment and the Trade Practices Commission should be advised. Amendments to either the SAA or mandatory standard may then be necessary.

54. The Committee is concerned that the overall good reputation and standing of SAA in the standard setting process, and through its certification process, in the assurance of the quality and uniformity of products be maintained, and not be damaged by the serious inadequacies of one section of its certification office.

55. The Committee is also concerned that the administration of the AU/12 Committee is not as proficient as it might be. The mid-May 1984 meeting of AU/12 was the first meeting of that committee for 18 months. The standard has been known to be in need of a total revision for some time and substantial reinterpretations of provisions in the standard are being made. The revision of the 1980 standard is not expected to be completed before mid-1985. This is too slow. The Committee is mindful of the difficulties of calling frequent meetings of voluntary committees but in the circumstances, meetings should have been more frequent.

56. The Committee therefore recommends that:

- a review task force, consisting of a representative each from the Standards Association, the Department of Home Affairs and Environment, the Trade Practices Commission and the Department of Science and Technology, be formed to urgently review:

- (a) the certification and testing procedures for motorcycle helmets, particularly those aspects where the interpretation of standards is involved;
- (b) the administrative procedures of the AU/12 committee, particularly its meeting timetables and accountability;
- the SAA be required to demonstrate its capacity to meet its objectives in motor cycle helmet certification;
- Commonwealth funding of SAA be reviewed in terms of its capacity to meet those objectives. This review to be undertaken as soon as possible and thereafter SAA be required to report to the funding authority annually.

#### The Mandatory Standard

57. The Committee is concerned that the mandatory standard for motorcycle helmets in June 1984, is the 1974 published standard, as amended, despite SAA having issued a revision in 1980. While the revisions that occurred in issuing the 1980 version are not major and the Trade Practices Commission has stated that it will not prosecute the supplier of a helmet if the helmet complies with the 1980 standard, as published, the mandatory standard should not be allowed to fall behind in this way. SAA certification obviously should be in terms of its current published standard. Where the mandatory standard is seen to lag well behind the current SAA standard, it may be seen as being in some way inadequate, even though its legal force is undiminished.

58. The Committee recommends that:

the Minister for Home Affairs and Environment without delay Gazette the 1980 version of AS1698 as the mandatory standard for motorcycle helmets and ensure that future revised editions of the standard, or relevant sections of the revised standard, be made mandatory as soon as possible after the revision.

59. Some industry witnesses appearing before the Committee indicated that they were not aware of the necessity of complying with the mandatory standard as distinct from gaining certification from SAA. The Committee notes that the mandatory standard has been in existence for some time and believes that it is well known in the industry. The Committee cannot accept the claim of ignorance of this long existing law. It is a well established legal principal that ignorance is no excuse for breaking the law. The Committee is also mindful of the seriousness of breaching the mandatory standard. The Parliament has provided substantial maximum penalties for such breaches: \$50 000 for a corporation for each offence; and \$10 000 for individuals. Given the seriousness of breaches of the mandatory standard, and its long existence, the Committee recommends that:

the Trade Practices Commission enforce the provisions of the mandatory standard on the condition that it will not prosecute suppliers of a helmet which complies with the published provisions of the 1980 standard AS1698.

60. In view of the deficiencies in SAA certification procedures, the enforcing role of the Trade Practices Commission is made much more difficult.

61. The superficial examination relied upon in the past is inadequate for the present problem. The TPC consequently will, in the short term, need to allocate greater personnel and financial resources to monitor helmets in the marketplace. It is also likely that the Commission will need to have some helmets tested for compliance until the effectiveness of the SAA certification scheme is restored.

62. Enforcement of the Standard should be carried out in liaison with State Consumer Affairs bodies where States have regulations covering the sale of helmets. This has been done in the past.

#### Research

63. Most witnesses have agreed that the present standard is in need of a major review but that the lack of expertise available to the AU/12 committee together with a lack of research data to allow evaluation of some provisions of the present or future Standards is hindering this review. The Road Safety Committee is concerned that this important road safety measure is not backed up by sufficient technical and research resources.

64. In addition to carrying out, as a priority, the recommendation of the previous Report of the Committee for a system of post-accident analysis of motorcyclists helmets, the Committee recommends that:

the Minister for Transport fund a continuing program of motorcycle helmet research.

65. This funding should be done in cooperation with the Australian Transport Advisory Committee and should be related to the evaluation of safety provisions of the standard. The advice of the AU/12 Technical Committee of SAA should be sought in establishing priority areas for research. As this research

appears limited at the international level, coordination with other countries is necessary to avoid deuplication and to establish research priorities at the international level. The Committee cannot over-emphasise its concern that observance of the standard should result in a demonstrably safe helmet.

E.E. Darling  
Chairperson

6 June 1984

## APPENDIX 1

### Conduct of the Inquiry

Late in March 1984, the Committee called a preliminary public hearing for 4 April 1984 to hear evidence of allegations that the Standards Association of Australia had failed to fulfill its responsibilities to enforce the Australian Standard for motorcycle helmets.

Following this preliminary hearing, the Committee resolved on 2 May 1984 to inquire into and report on motorcycle and bicycle safety and the enforcement of helmet safety standards by the Standards Association of Australia and the Trade Practices Commission.

The Committee advertised the inquiry nationally in major metropolitan newspapers in early May 1984. In addition, the Standards Association, the Trade Practices Commission, several Commonwealth departments and authorities, and private individuals and companies with an interest in the subject matter of the inquiry were approached directly and invited to make submissions.

Given the seriousness of the matter, the Committee gave priority to the examination of the enforcement of the motor cycle helmet standard.

The Committee held three public hearings on the issue of the enforcement of motorcycle helmet safety standards by the Standards Association and the Trade Practices Commission. Further hearings later in 1984 are expected to cover broader issues of motorcycle and bicycle helmet safety.

Appendix 2 lists those witnesses appearing at public hearings to date. Evidence taken at the public hearings will be available for inspection at the Committee Office of the House of Representatives and the National Library of Australia.

APPENDIX 2

List of Witnesses

List of witnesses including date of appearance before the  
Motorcycle and Bicycle Helmet Safety Inquiry.

ADAMS, R.B.           Quality Assurance and Certification,  
Standards Association of Australia, 80 Arthur  
Street, North Sydney, New South Wales,  
(23 May 1984).

ANDERSON, G.J.        Product Engineer, BMW Australia Ltd, 1663  
Centre Road, Springvale, Victoria,  
(23 May 1984).

ANDREWS, J.T.        Parts Marketing Manager, BMW Australia Ltd,  
1663 Centre Road, Springvale, Victoria,  
(23 May 1984).

BICKELL, C.M.        Executive Officer, Standards Association of  
Australia, 80 Arthur Street, North Sydney,  
New South Wales, (23 May 1984).

BUDD, R.A.           Assistant Secretary, Special Projects, Office  
of Road Safety, Department of Transport,  
Canberra, Australian Capital Territory,  
(23 May 1984).

BURT, R.M.           Group Manager, Quality Assurance and  
Certification, Standards Association of  
Australia, 80 Arthur Street, North Sydney,  
New South Wales, (23 May 1984).

CRAN-CROMBIE, J.     Member, Australian Helmet Manufacturers and  
Importers Association, PO Box 162, Lakemba,  
New South Wales, (23 May 1984).

GRAY, H.R.           Director, Administration and Approvals,  
Standards Association of Australia, 80 Arthur  
Street, North Sydney, New South Wales  
(23 May 1984).

GRIFFITH, M.         Acting Principal Research Scientist of  
Engineering and Medical Section, Traffic  
Accident Research Unit, Traffic Authority,  
Rothschild Avenue, Rosebery, New South Wales,  
(4 April, 23 May and 30 May 1984).



HAMLIN, E.J.           Officer-in-Charge, Consumer Projects  
Information, Trade Practices Commission,  
Sydney, New South Wales, (23 May and 30 May  
1984).

HARITOS, S.           Spokesman, Australian Helmet Manufacturers  
and Importers Association, PO Box 162,  
Lakemba, New South Wales, (23 May 1984).

HOLLOWAY, M.K.       Member, AU/12 Committee, and Member,  
Australian Motorcycle Council, PO Box 96,  
Canberra, Australian Capital Territory, (23  
May 1984).

JOHNSON, G.W.       Assistant Secretary, Products, Policy and  
Standards Branch, Department of Home Affairs  
and Environment, Canberra, Australian Capital  
Territory, (23 May 1984).

MATICH, F.A.         Chairman, Matich (Australia) Pty Ltd, 390  
Eastern Valley Way, Roseville, New South  
Wales, (4 April, 23 May and 30 May 1984).

MULLER, M.           Australian Distributor, Bell Helmet Co. of  
America, Director, Brisk Sales Pty Ltd, and  
Advance Traders Pty Ltd, 9 Deshon Street,  
Buranda, Queensland, (23 May 1984).

PATE, W.R.           Legal Officer, Standards Association of  
Australia, 80 Arthur Street, North Sydney,  
New South Wales, (23 May and 30 May 1984).

RANN, D.C.           Engineer, Office of Road Safety, Department  
of Transport, Canberra, Australian Capital  
Territory, (23 May 1984).

SARRAILHE, S.R.     Experimental Officer, Aeronautical Research  
Laboratories, Department of Defence and  
Committee Member, Standards Association of  
Australia, 80 Arthur Street, North Sydney,  
New South Wales, (23 May 1984).

SEARLES, I.          Acting Supervising Project Officer, Trade  
Practices Commission, Belconnen, Australian  
Capital Territory, (23 May and 30 May 1984).

SMITH, R.J.          First Assistant Commissioner, Consumer  
Protection Division, Trade Practices  
Commission, Benjamin Offices, Belconnen,  
Australian Capital Territory, (23 May and  
30 May 1984).

TOUGH, P.F. Director, Products Safety Section, Department  
of Home Affairs and Environment, Canberra,  
Australian Capital Territory (23 May 1984).

WIGAN, Dr M.R. Chairman, Standards Association Committee  
AU/12, Standards Association of Australia,  
80 Arthur Street, North Sydney, New South  
Wales, (23 May 1984).

WIGGINS, S.G. Committee Member, Federation of Australian  
Motorcyclists, Member Group of Australian  
Motorcycle Council, PO Box 131, Parramatta,  
New South Wales, (23 May 1984).

SPECIFICATION

**1 SCOPE.** This standard specifies performance criteria and test requirements for protective headgear for vehicle users, as designed to mitigate the adverse effect of a blow on the head. The standard is written with particular reference to motor cyclists, but is equally applicable to all vehicle users, including racing car drivers and racing motor cyclists under Australian conditions.

The standard includes tests for impact attenuation, penetration resistance, strength of the retention system and its attachments, and peripheral vision.

Specific marking requirements are also included.

**2 DEFINITIONS.** For the purposes of this standard, the following definitions apply:

**2.1 Protective helmet**—a device worn on the head, designed to mitigate the adverse effects of a blow to the head within a specified area. Hereinafter referred to as a 'helmet'.

**2.2 Shell**—the hard smooth material that provides the general outer form of the helmet.

**2.3 Retention system**—the complete assembly by means of which the helmet is retained in position on the head during use.

**2.4 Chin strap**—a strap of material which passes under the wearer's chin to retain the helmet in position.

**2.5 Basic plane**—a plane through the centre of the right and left ear openings and the lower edge of the eye sockets (Fig. 1) and represented on a reference headform (Fig. 2) or test headform.

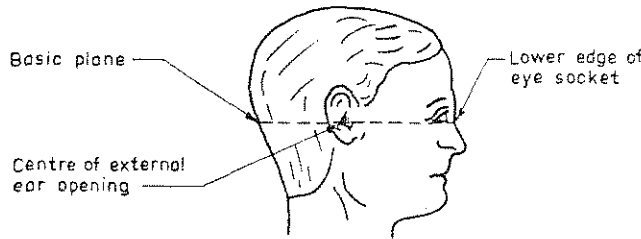


Fig. 1. BASIC PLANE

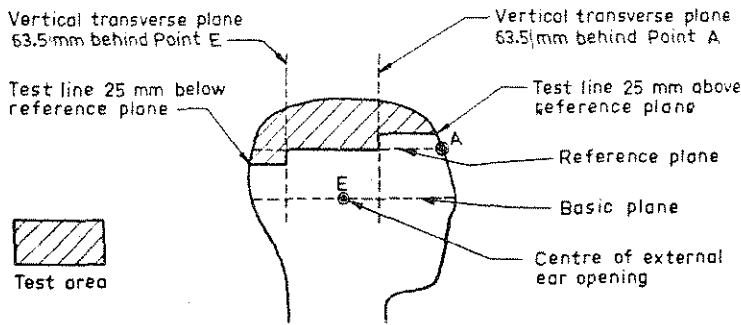


Fig. 2. REFERENCE HEADFORM

COPYRIGHT

AS 1698—1980

**2.6 Mid-sagittal plane**—a longitudinal plane through the apex of a reference headform or test headform, perpendicular to the basic plane and geometrically bisecting the headform (Fig. 3).

**2.7 Reference plane**—a plane above and parallel to the basic plane on a reference headform or test headform (Fig. 2) at the distance indicated in Fig. 4.

**2.8 Reference headform**—a measuring device contoured to the dimensions shown in Fig. 4 with surface markings indicating the locations of the basic, mid-sagittal and reference planes, and the centres of the external ear openings.

**2.9 Test headform**—a test device contoured to the dimensions shown in Fig. 4 for all surface areas that contact the helmet, with surface markings indicating the locations of the basic, mid-sagittal and reference planes.

**2.10 Helmet positioning index**—the distance, as specified by the manufacturer, from the lowest point of the brow opening at the lateral midpoint of the helmet to the basic plane of a reference headform, when the helmet is firmly and properly positioned on the reference headform.

**2.11 Test line**—a line drawn on the outer surface of a helmet coinciding with portions of the intersection of that surface with the following planes, as shown in Fig. 2:

- (a) A plane 25 mm above and parallel to the reference plane in the anterior portion of the reference headform.
- (b) A vertical transverse plane 63.5 mm behind the point on the anterior surface of the reference headform at the intersection of the mid-sagittal and reference planes.
- (c) The reference plane of the reference headform.
- (d) A vertical transverse plane 63.5 mm behind the centre of the external ear opening in a side view.
- (e) A plane 25 mm below and parallel to the reference plane in the posterior portion of the reference headform.

**2.12 Projection**—any fixed part which extends abruptly beyond the surface of the helmet.

### 3 CONSTRUCTION.

**3.1 General.** The helmet shall consist of a shell with a hard smooth outer surface capable of resisting penetration, a means of absorbing impact energy and a retention system.

None of the protective components of the helmet shall be inadvertently detachable.

Any devices fitted to the helmet shall be such that they are unlikely to cause injury to the wearer in the event of an accident.

**3.2 Retention.** The retention system shall be so constructed that when properly fastened the helmet cannot be readily dislodged from its normal position on the wearer's head under impact conditions. A chin cup shall not be fitted to the chin strap.

### 3.3 Projections.

**3.3.1 Rigid projections on internal surface of shell.** Rigid projections on internal surfaces shall comply with the following:

- (a) *Above the test line*, the only rigid projections shall be those for the attachment of eye protection, communication, and life support equipment, and these shall have a height not greater than 2 mm, measured from the internal surface of the shell.
- (b) *Between the test line and the basic plane*, rigid projections for chin strap attachment shall have a height not greater than 5 mm, and rigid projections for any other purpose shall have a height not greater than 2 mm, measured from the internal surface of the shell.

- (c) *Below the basic plane*, any rigid projection shall be of such location and size as will be unlikely to allow the projection to cause injury to the wearer.

NOTE: Energy absorbing materials, chamfering of projection corners, padding, and a maximum projection height of 5 mm will reduce the likelihood of injury.

**3.3.2 Rigid projections on external surface.** Only rigid projections necessary for the attachment of eye protection, communication, attachment systems, and life support equipment, shall be permitted, and such projections shall have a height of not more than 5 mm.

**3.3.3 Shell opening(s).** No materials of a hard or brittle nature, such as metal or hard plastics, shall be used for the edging of neck and eye shell opening(s).

**3.4 Eye Protectors.** Eye protectors shall comply with AS 1609.

**3.5 Conspicuity.** Not more than 50 percent of the exterior surface of the helmet shall be black.

NOTE: The exterior surface of the helmet should be a colour, or combination of colours, that is conspicuous in daylight. At least part of the exterior surface of the helmet should also be retro-reflective, or have retroreflective material adhered to it, at the front, rear and sides, for the purpose of providing night conspicuity.

**3.6 Helmet Positioning Index.** Each manufacturer of helmets shall establish a positioning index for each helmet he manufactures. This index shall be furnished immediately to any person who requests the information, with respect to a helmet identified by manufacturer, model designation and size.

**6 TYPE TESTING.** At least four helmets of the same size shall be submitted for test. The helmets shall be in the condition in which they are offered for sale and shall be accompanied by all attachments, including eye protection, communication, and life support equipment normally sold with the helmet.

Smaller sizes of helmets may be approved without additional testing, provided that they are identical with the helmet tested in respect of materials, thickness of material, construction and space between the head of the wearer and the shell of the helmet.

Manufacturer: Schubert-Werk  
 Submitter: BSI Inspectorate  
 Type Test: AS 1698:1980

Comments:

- (1) Clause 3.3.1. Rigid projections on internal surface of shell  
 b) Between the test line and the basic plane: Visor pivot screw lock nuts project 4mm on internal surface of shell.  
 Chin strap anchor screws project 5mm on internal surface of shell.  
 c) Below the basic plane: Chin guard locking mechanism on the helmet project 5mm on internal surface of shell and 7, 8 and 15mm on the chin guard.  
 a) and b) projections were protected by the polyurethane liner and comfort padding. c) projections were protected when in the closed position but when the chin guard was removed from the helmet, as in supplied booklet, the helmet then became a jet style helmet and the metal projections were left exposed.
- (2) Clause 3.3.2. Rigid projections on external surface. Visor attachment and pivot screws projected 9mm above the outer surface of the shell.
- (3) Clause 3.3.3. Shell openings. Lower rear edge of helmet protected by a rigid plastics edge moulding, integral edge moulding on chin guard.  
 No edge moulding on facial aperture of helmet.
- (4) Clause 3.4. Eye Protectors. Visors submitted for Type Approval Tests. see BSI Report No. 086148
- (5) Clause 14. Marking.  
 b) Model designation: not stated  
 c) Size: written in ball point pen  
 d) Month and year: written in ball point pen  
 f) Instructions to users: not verbatim  
 g) SAA Certification mark: not on label
- Clause 15. Informative label: not a properly printed label.
- (6) Clause 3.6 Helmet positioning index assessed by BSI.
- Note: A sample helmet subsequently submitted has Clause 3.3.1. b) Rigid projections (internal) modified to comply with the requirements of AS 1698:1980.

Items 2, 3, 4 and 5 have been cleared by SAA. Telex 4192 dated 1982-10-27 signed by Brian McDonald.

TELEX FROM SAA TO BSI

ASTAN AA26514

5182424+  
B2424 BSIHHC G  
ASTAN AA26514

TX4192 1982-10-27 1500

ATTENTION: MR PETE LAWSON

RE: BMW HELMET

SORRY FOR DELAY BUT WE HAVE BEEN WAITING FOR A SAMPLE HELMET FROM THE AUSTRALIAN DISTRIBUTOR.

COMMENTS ON YOUR TLX 11250/82 ARE AS FOLLOWS:

- 1) NOTED
- 2) CLAUSE 3.3.1(A) WE AGREE THAT PROJECTION IS EXCESSIVE. MAYBE THE MANUFACTURER COULD USE A THINNER NUT AND SUBSTITUTE THE SHAKEPROOF WASHER WITH SOME TYPE OF CEMENT.
- 3) CLAUSE 3.3.1(B) AGREE, SCREW COULD EASILY BE SHORTER.
- 4) CLAUSE 3.3.1(C) BELOW BASIC PLANE. WE ARE INCLINED TO BELIEVE THAT ANY INJURIES SUSTAINED FROM THIS MECHANISM WOULD NOT BE FATAL. PADDING IN VICINITY APPEARS ADEQUATE.
- 5) DIFFICULT TO DEFINE "RIGID" PROJECTION. BECAUSE OF 'FAIRED' DESIGN, WE FEEL THE VISOR HOUSING WOULD NOT ABNORMALLY 'SNAG', AND IF IMPACTED THE VISOR HOUSING WOULD BREAK AWAY. THEREFORE ACCEPTABLE IN TERMS OF 'RIGID' PROJECTIONS.
- 6) MOULDING IS WELL PADDED AND UNLIKELY TO CAUSE NECK INJURIES. WE FEEL "COMMITTEE INTENT" WOULD NOT PRECLUDE THIS EDGE TREATMENT.
- 7) WE HAVE YET TO SEE BOOKLET. AUSTRALIAN DISTRIBUTOR NOT INTERESTED IN PROMOTING JET STYLE HELMETS.

RE: VISORS - EDGES AND MARKING SHOULD BE READILY RECTIFIED. WE WOULD LIKE TO SEE ARTWORK OR LABELS.

REGARDS  
BRIAN MCDONALD  
SAA SYDNEY

⊕  
B2424 BSIHHC G  
ASTAN AA26514

TELEX FROM BSI TO SAA

ASTAN AA26514  
82424 BSIHHC G

1982/10/11

11250/82

16.04 BST

ATTN MR MCDONALD

RE: AS1698 TYPE TESTING BMW HELMET MANUFACTURED BY SCHEBERTH - WERK

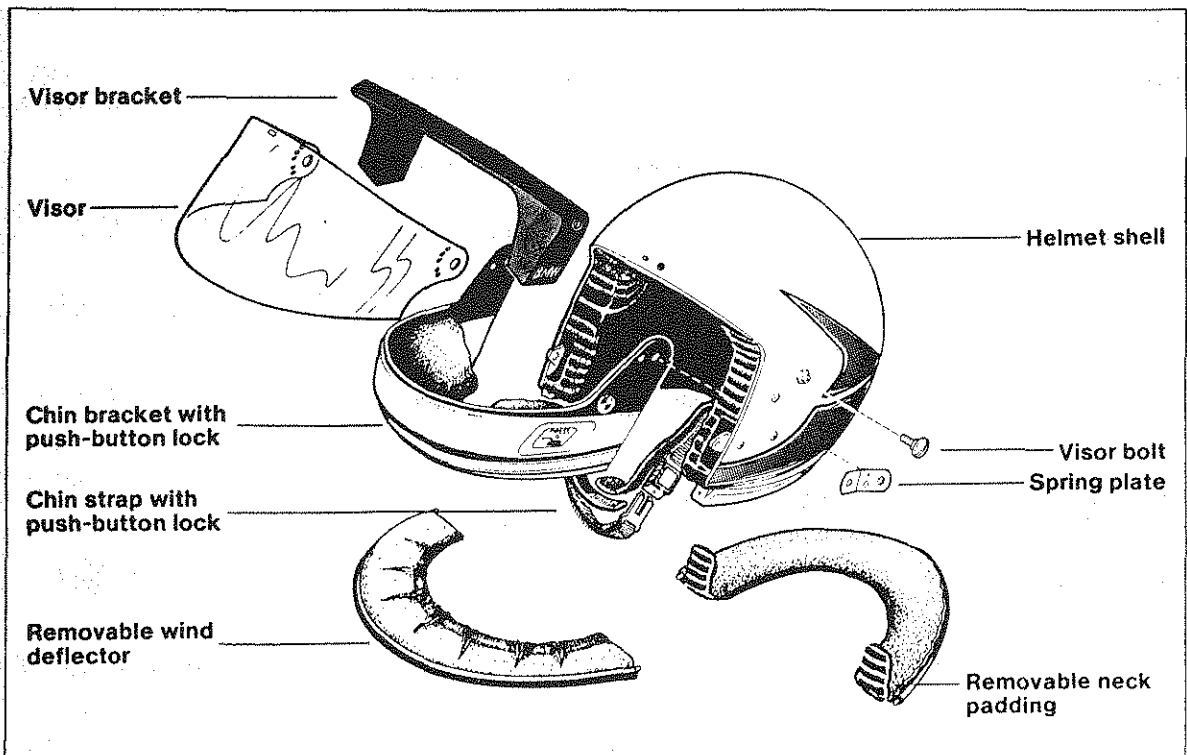
- 1) HELMETS HAVE PASSED PERFORMANCE REQUIREMENTS.
- 2) CLAUSE 3.31(A) VISOR PIVOT NUT PROJECTS ON INTERNAL SURFACE 5 MM - HOWEVER - COVERED WITH 25 MM OF SHOCK ABSORPTION LINER.
- 3) CLAUSE 3.31(B) CHIN STRAP ACHORAGE SCREW PROJECTS 8 MM. HOWEVER. SCREW COULD BE CUT TO 5 MM.
- 4) CLAUSE 3.31(C) CHIN GUARD LOCKING MECHANISM HAS PROJECTIONS OF UP TO 15 MM
- 5) CLAUSE 3.32 THE HOUSING USED TO ACCOMODATE THE VISOR PROJECTS 9MM ABOVE THE OUTER SURFACE OF THE SHELL.
- 6) CLAUSE 3.33 EDGE OF NECK OF SHELL IS PROTECTED BY HARD PLASTICS MOULDING.
- 7) BOOKLET SUPPLIED WITH HELMET DETAILS HOW TO REMOVE CHINGUARD AND USE HELMET IN JET STYLE.

AS I UNDERSTAND YOU HAVE SEEN THE HELMET AND AGREED BSI SHOULD PROCEED WITH TYPE TESTING COULD YOU ADVISE OF SAA ACCEPTANCE OR OTHERWISE ON POINTS 2 - 7 - FEATURED ON THIS UNIQUE DESIGN.

REGARDS  
PETE LAWSON  
TEST HOUSE (BSI)

SMS  
☺  
ASTAN AA26514  
82424 BSIHHC G

EXTRACT FROM BROCHURE ACCOMPANYING BMW SYSTEM HELMET



DOT Approved. Not intended for racing use.

SAA Approved — AS 1698 and AS 1609



## Trade Practices Act 1974

## Section 62:

- (1) A corporation shall not, in trade or commerce, supply goods that are intended to be used, or are of a kind likely to be used, by a consumer if the goods are of a kind -
  - (a) in respect of which there is a prescribed consumer product safety standard and which do not comply with that standard; or
  - (b) in respect of which there is in force a notice under this section declaring the goods to be unsafe goods.
- (2) The regulations may, in respect of goods of a particular kind, prescribe a consumer product safety standard consisting of such requirements as to -
  - (a) performance, composition, contents, design, construction, finish or packaging of the goods; and
  - (b) the form and content of markings, warnings or instructions to accompany the goods,

as are reasonably necessary to prevent or reduce risk of injury to persons using the goods or to any other persons.

## Section 63AA:

- (1) The Minister may, by notice under his hand published in the Gazette, declare that, in respect of goods of a kind specified in the notice, a particular standard, or a particular part of a standard, prepared or approved by the Standards Association of Australia or by a prescribed association or body, or such a standard or part of a standard with any additions or variations specified in the notice, is a consumer product safety standard for the purposes of section 62 or a consumer product information standard for the purposes of section 63.
- (2) Where a notice is so published, the standard, or the part of the standard, referred to in the notice, or the standard or part of a standard so referred to with additions or variations specified in the notice, as the case may be, shall be deemed to be a prescribed consumer product safety standard for the purposes of section 62 or a prescribed consumer product information standard for the purposes of section 63, as the case may be.

GAZETTE NOTICE- 14 NOVEMBER 1978



Commonwealth  
of Australia

# Gazette

No. G45, Tuesday, 14 November 1978  
Published by the Australian Government Publishing Service, Canberra

**GENERAL**

*Trade Practices Act 1974*

**NOTICE UNDER SECTION 63AA (1)**

**CONSUMER PRODUCT SAFETY STANDARD  
PROTECTIVE HELMETS FOR MOTOR CYCLISTS  
SAFETY STANDARD**

WHEREAS it is provided by section 63AA (1) of the *Trade Practices Act 1974* that the Minister may by notice under his hand published in the *Gazette*, declare that, in respect of goods of a kind specified in the notice, a particular standard, or a particular part of a standard, prepared or approved by the Standards Association of Australia or by a prescribed association or body, or such a standard or part of a standard with additions or variations specified in the notice, is a consumer product safety standard for the purposes of section 62 or a consumer product information standard for the purposes of section 63.

*Commonwealth of Australia Gazette  
No. G 45, 14 November 1978*

NOW THEREFORE I, Wallace Clyde Fife, the Minister of State for Business and Consumer Affairs, hereby declare that, in respect of goods specified in Division 1 of the Schedule to this Notice, the standard specified in Division 2 of the Schedule as varied by the variation specified in Division 3 of the Schedule, is a consumer product safety standard for the purposes of section 62 of the *Trade Practices Act 1974*.

**THE SCHEDULE**

**Division 1: Particulars of Goods**

Protective helmets for motor cyclists for use on public roads.

**Division 2: The Standard**

Australian Standard 1698-1974, 'Protective Helmets for Vehicle Users', approved by the Standards Association of Australia on 27 September 1974 and as amended by Amendment No. 1 of September 1977 and Amendment No. 2 of May 1978.

**Division 3: Variation**

The Standard specified in Division 2 is varied by deleting paragraph (g) of Clause 14, and substituting in its place the following paragraph:

'(g) The registered Certification Mark of the Standards Association of Australia, encircled by the words "Approved to Australian Standard 1698".'

Dated this 7th day of November 1978.

WAL. FIFE  
Minister for Business and  
Consumer Affairs