



Examples of Unfair Trade Practices







Great Time Universal(HK) 位於尖沙 人關閉手機、又藉詞登記換取禮物、要求交 收到新投訴、該會認為對方採「拖字訣」,現

取消合約費用不合理





Government's Consultation Report (2011)



7.13 We consider that using the duration of contract is a more pragmatic yardstick. We propose that mandatory cooling-off periods be imposed on contracts involving goods and/or services with a duration of not less than six months. A six-month timeline is proposed because it allows less scope for circumvention when compared with, say, a 12-month timeline. Transactions of timeshare rights and long-term holiday products, being one of the two types of transactions subject to cooling-off arrangements under our original proposal, will be subsumed under this category. As to the other type of transactions covered by our original proposal, viz. consumer transactions concluded during unsolicited visits to consumers' homes and places of work, we maintain that these transactions should be subject to cooling-off arrangements irrespective of their contract duration.

Stakeholders' views:-

- Coverage too wide
- Encourage impulsive purchase behaviour
- Additional costs for businesses



Combating Unfair Trade Practices?

- Strong enforcement actions
- Effective complaint handling
- Strengthen consumer education
- Advocate suitable legislation to increase protection

中心試玩內: 件涉及3名

有關銷售手 是證明免費該

年健身會籍 關跟進。

玩·指周年



大航董事被捕 涉違商品例

- 港及港人旅行團結成9死41傷的 **席州番**里車禍,大館假期的宣傳單 黑 張被踢爆標明該旅行團受旅遊業議
- 會的「旅行團意外緊急援助基金計 障。海關昨以涉嫌違反《商品説明
- 禍 條例》拘捕該旅行社一名女董事調 至於車禍目前仍有一名女傷者在當地

留醫,估計最快下周才能返港繼續接受 治療;意外中2名死者的家屬在駐粵辦 入境组人員協助下,已完成辦理死亡額 及相關證明文件,而遺體亦已於昨天傍

旅行社在其有關內地一天團的宣傳單張 喷, 原事實不符

告上應用虚假商品證明,違反《商品證 一環滲海涌特大機時,風一輛貨車料 明條例》。有關調查工作仍在進行、被



集合, 參加廣州番禺一天游的大館假期 經調查後,海關昨已拘捕該旅行社一 旅行團,回程乘坐一輛旅遊巴返回深圳

海關提醒商戶領導守《商品證明修 標明,能行關受能遊業議會的「能行關 平 (53歲),在番禺中心醫院深切治療

意外緊急援助基金計劃」保障,但根據 部留醫。港府駐粵辦人」 旅議會指引「在香港以外地方集合和解 況穩定,估計下周可轉过 業賠償基金保險

其後,大航假期女董事陳燕萍解釋是 「文字失課」少了一個「不」字,香港 旅遊業議會則要求對方在14日內解釋

事務後有人踢爆大給假期的官傭單帯 內臟受傷,一度情况告於的分團方何愛

李煜成 (60歲) 及潘燕首

事件,入培成及駐鹿辦(

死傷者家屬及旅行社保护

遊學團搞手涉騙財被捕

所提供的服務·違反《商品説明條

例》·一經定罪·最高可判罰款50萬元及監禁5年。

據知·被捕的31歲女子現正保釋候查。海關 早前接獲舉報·指一所教育中心聲稱與旅行社合辦 但在收取款項後未能向顧客提供相關 的旅行團服務。經調查後、發現有關旅行社沒有 與該教育中心合辦旅行團。

【本報訊】廿七歲空姐去年二月底在觀塘 巧明街富利廣場一間纖體美容院內, 半裸上身 拉低空姐的內褲、按壓乳房,又擅自拿取空姐 的信用卡「碌卡」渦數,再福她簽名 具威嚇性 官斥卑劣

嚇性的營業行為罪成,昨同被判罰二百小時社

被告是美容顧問李貴萍(廿六歲),早前定罪 後遭收押候判,二人昨解上法庭時顯得神情惟

悴,控罪指二人在去年二月廿六日於心悦纖體 美容中心內向彭姓女事主作出威嚇營業行為



立法會議員鄧家彪表示



Focus and Content



Focus

- Combating unfair trade practices
- Providing an opportunity for consumers to inspect products

Content

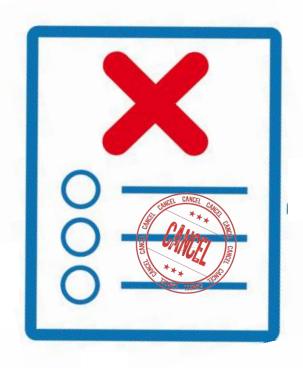
- A review of the application of cooling-off period in Hong Kong and identification of common malpractices
- An evaluation of the effectiveness of voluntary cooling-off schemes and analysis of the pros and cons of a mandatory cooling-off regime
- A review of the Mainland and overseas legislations (UK/EU, USA, Australia, Canada, the Mainland and other Asia regions)
- An exploration of the need to impose a mandatory cooling-off period
- Recommendations on the scope of application and operational arrangements of a mandatory cooling-off regime





Cooling-off Period

 A cooling-off period is a useful tool to protect consumers by allowing them to cancel a purchase unilaterally and seek refund within a reasonable period of time after the conclusion of a contract.





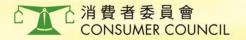
Current Situation in Hong Kong



- Only certain investment products have mandatory cooling-off
- Some industries and individual traders offer voluntary cooling-off period but with varied effectiveness. Examples:-
 - The Hong Kong Federation of Insurers implemented a 21-day cooling-off period for life insurance products
 - The Industry Code of Practice for Telecommunications Service Contracts issued by the Communications Authority stipulates that a cooling-off period of no less than 7 days shall apply to telecommunications service contracts concluded during an unsolicited visit to a consumer's home
 - The Code of Conduct issued by the Direct Selling Association of Hong Kong Limited requires its member companies and direct sellers to offer a cooling-off period
 - Some retailers or individual traders



Major Complaints



• In the past 5 years, the number of sales practices related complaints in the beauty, fitness and timeshare industries contributed 63% (3701 cases) of the total cases in the following industries which often involve prepayment, the total amount involved reached \$130 million.

Year	Beauty services	Fitness clubs	Timeshare	Telecom services	Wedding services
2013	225	268	16	551	13
2014	407	342	12	516	20
2015	515	431	14	321	16
2016	444	328	23	275	29
2017	373	221	82	409	19
Total (Share)	1,964 (33%)	1,590 (42%)	147 (79%)	2,072 (9%)	97 (15%)
Total amount	\$65,473,609	\$57,497,748	\$7,262,273	\$2,489,625	\$1,672,248
Average amount	\$33,337	\$36,162	\$49,403	\$1,202	\$17,240





- Prepayment
- Large transaction amounts
- Long contract periods
- Timeshare contracts involve overseas properties and business partners and complicated terms

Unfair trade practices

- Prolonged and tiring sales pitches
- Keeping consumer's personal belongings
- Unauthorised transactions
- Adding purchases without consent
- Undisclosed terms
- Present attractive offers which were not realised
- Encourage consumers to borrow loans

Complainants suffer physical, mental and economic damages. It is a pressing problem.



What consumers want?



- Justice prosecuting unscrupulous traders
 - High standard of proof in criminal proceedings
 - Time taken for investigation and prosecution
 - Reliance on the accuracy and precision of the consumer's evidence
 - Investigation may be affected by settlement between the parties
- To cancel the contract and mitigate their monetary loss

Mandatory cooling-off period can satisfy the call from consumers to cancel the contract when facing unfair trade practices





Limitations of Voluntary Cooling-off

- Relies on the initiative and self-discipline of the industries and traders
 - Unscrupulous traders will not participate but continue to cause harm to consumers
 - Requires the presence of a representative and a credible trade association to establish and manage a voluntary cooling-off scheme
- Traders have different terms and conditions, consumers could hardly compare. Consumers are unknowingly bound. For example:
 - Cooling-off period of only 24 hours
 - No cancellation after commencement of services
 - No cancellation after acceptance of gifts
 - Substantial administrative fee charged upon cancellation





Pros and Cons of a Mandatory Cooling-off Period



- Deter unfair trade practices, enhance consumer protection
- Improve trader's reputation
- Increase consumer confidence, boost sales
- Reduce cost and time for handling consumer complaints

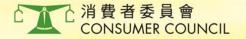


- Undermine freedom of contract
- Increased cost
- Abuse by consumers
- Disputes relating to the coverage and operational arrangements

Learning from experiences, and adopting a <u>pragmatic approach</u>, the Council considers necessary to legislate a mandatory cooling-off regime to enhance consumer protection



Mainland & Overseas Experiences (1)



Most jurisdictions have established mandatory cooling-off regimes

	Distance	Unsolicited/ Off-premises	Timeshare	Fitness	Online shopping
Mainland	✓	#	#	#	✓
Taiwan	✓	\checkmark	#	#	✓
Singapore	X	✓	✓	#	Χ
South Korea	✓	✓	#	#	✓
EU	✓	✓	✓	#	\checkmark
UK	✓	✓	✓	#	\checkmark
Australia (Federal)	✓ (telemarketing only)	✓	✓	✓ (Queensland)	X
USA (Federal)	X	\checkmark	✓	✓(New York)	X
Canada (Federal)	X	✓	✓	✓(Ontario)	X 13



Mainland & Overseas Experiences (2) 資本 消費者委員會 CONSUMER COUNCIL



	Duration	Minimum transaction	Cancellatio n method	Return	Refund	Refund method
Mainland	7 days	-	-	7 days	15 days	Same as payment method
Taiwan	7 days	-	Written	15 days	15 days	-
Singapore	5 days (excluding Fri, Sat & Sun)	SGD\$50	Written	After refund	60 days	-
South Korea	7-14 days	-	-	-	3 business days	-
EU	14 days	-	Oral/ Written	14 days	14 days	Same as payment method
UK	14 days	£42	Oral/ Written	14 days	14 days	Same as payment method
Australia (Federal)	10 business days	AUD\$100	Oral/ Written	Reasonable time	-	-
USA (Federal)	3 business days	US\$25-130	Written	20 days	10 business days	-
Canada (Federal)	10 days	CAD\$50	Oral/ Written	After refund	15 days	-



Mainland & Overseas Experiences (3)



In all jurisdictions:

- Cooling-off period covers goods and services (subject to minimum transaction requirements in some jurisdictions)
- Traders allowed to receive consumer payment during cooling-off period (except Australia and Singapore)
- Consumers have to pay compensation for mishandling of goods (except the USA, Mainland and Taiwan where it is not expressly provided in the legislation)
- No administrative fee on cancellation (except Mainland where traders are allowed to deduct a fee for credit card transactions)
- No waiver or curtailment of the cooling-off right is allowed
- In the UK and Mainland, traders should reimburse the consumer using the same payment method as the consumer used in the purchase transaction
- No uniform practices for the return of goods. In the UK, Singapore and Mainland, consumers have to bear the cost of return
- In the UK, Australia, Canada and Singapore, ancillary contracts will be terminated/cancelled upon cancellation of the main contract





Key Principles - Introducing Mandatory Cooling-off Period

Pragmatic and addressing local circumstances
Respect freedom of contract
Deter unfair trade practices
Mitigate impact on business operations
Fair and reasonable
Feasible and sustainable





Recommendation on Scope of Application

- 1. Unsolicited off-premises contracts
- 2. Distance contracts
- 3. Timeshare contracts
- 4. Fitness services contracts
- 5. Beauty services contracts















Unsolicited Off-premises Contracts - Coverage

- <u>Unsolicited</u> transactions concluded <u>away from</u> traders' business premises
- Psychologically unprepared, more difficult to make informed decision
- Business premises
 - Examples: retail shops, temporary shops in shopping malls and booths in exhibitions, e.g. Wedding Expos and Book Fairs
- Not business premises
 - Examples: consumer's home, roller display banners set up on the street





Unsolicited Off-premises Contracts - Examples

- A consumer transaction concluded during an uninvited visit to the consumer's home or workplace
- A consumer receives a "cold call" from a direct seller and permits its representative to make a home visit for product demonstration. The consumer purchases the product during the home visit
- Contracts concluded at the trader's business premises immediately after an uninvited approach by the trader's representative in the street





Distance Contracts - Coverage

- Consumer transactions negotiated and concluded by distance communications
- Includes mail order, telephone and fax (excludes online shopping)
- Whole process must be conducted by distance communications





Timeshare Contracts

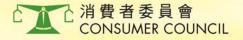
 By reference to the relevant UK legislation, mandatory cooling-off period for timeshare contracts with a duration of <u>over 1 year</u>

Fitness Services and Beauty Services Contracts

 Mandatory cooling-off period for contracts with a duration of <u>not less than 6 months</u> or involving prepayment



Proposed Exemptions (1)



- The following contracts should be exempted:
 - Financial services (banking, credit, insurance);
 - Property transactions (the sale of immovable property and tenancies);
 - Passenger transport services (flight/train/bus/ferry tickets);
 - Professional services (legal services, accounting services, and healthcare services such as plastic surgery and physiotherapy);
 - Utility services (supply of gas, electricity and water); and
 - Public services provided by the Government and public bodies.



Proposed Exemptions (2)



- The following transactions should also be exempted:-
 - Purchases involving not more than \$500;
 - Custom-made goods;
 - Food and drinks;
 - Books and magazines;
 - Goods received sealed for health protection or hygiene reasons once unsealed;
 - Sealed audio, video and software products once unsealed;
 - Audio, video, computer software or other digital content products which are not supplied on a tangible medium;
 - Supply of accommodation, catering or vehicle rental services, transportation and leisure activities if the contract provides for a specific date of performance;
 - Urgent household repairs;
 - Fully performed service; and
 - One-off fitness services or beauty services with specific date of performance

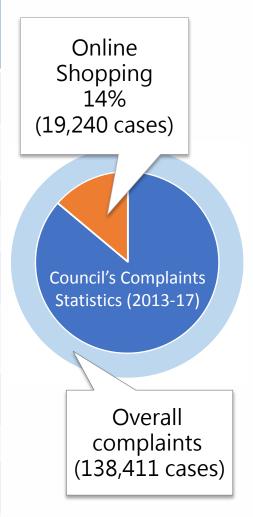


E-commerce



• Value of e-commerce sales in HK equivalent to 5.3% (\$448 billion) of the total business receipts, far lower than other regions

Industry	5-yr total (2013-17)	Share of complaints re online shopping
Travel matters/ Hotels	5,507	29%
Telecom services/ equipment	3,353	17%
Computer products	1,377	7%
Clothing & apparel	1,166	6%
Personal care products	931	5%
Food and entertainment services	850	4%
Beauty/fitness/haird ressing	687	4%
Electrical appliances	585	3%
Storage & courier services	578	3%
Food and drink	485	3%



Nature of complaints	5-yr total (2013-17)	Share of complaints re online shopping
Sales practice	3,223	17%
Delayed delivery	6,025	31%
Price/charge dispute	3,258	17%
Service quality	2,523	13%
Product quality	1,340	7%
Contract variation/ termination	1,014	5%
Wrong model	339	2%
Suspect counterfeit goods	281	1%
Gifts/Discounted goods	270	1%
Expired product	234	1%



Should Cooling-off Period be introduced for E-commerce?

消費者委員會 CONSUMER COUNCIL

Support

- Consumers can check the goods and cancel the purchase if the goods do not meet expectations
- Boost consumer confidence and foster development of e-commerce
- Available in EU/UK, South Korea, Mainland China, Taiwan and Latin American countries; also a focus for consumer protection worldwide

Oppose

- High satisfaction level*, no imminent need for regulation
- Increase operational costs, especially for SMEs
- Competition will bring about voluntary cooling-off period
- No legal definition of "online purchase"; its cross-border nature also bring enforcement problems

The Council expects that the community needs more time to deliberate on the needs and the costs & benefits of a cooling-off period for e-commerce





Proposed Operational Arrangements

- Duration of cooling-off period
- Information requirement
- Exercise of cancellation right
- Refund arrangements
- Return of goods
- Ancillary contracts
- Curtailment of cancellation right
- Enforcement





Duration of Cooling-off Period

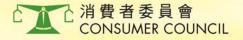
- Not less than 7 days
- Goods after the date of delivery of goods to consumers
- Services after the date of transaction

Considerations

- Follow international practices
- Minimise the risk of devaluation or damage of products during cooling-off period
- Reasonableness to consumers and traders



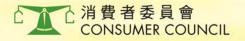
Information Disclosure (1)



- Traders must provide the following information to consumers in writing <u>before completion of transaction</u>:
 - Product description, transaction amount, payment method and delivery arrangements
 - Trader's identity, <u>contact information</u> (address, phone and fax number, email address, etc)
 - Cancellation form containing details of the cancellation right, procedures and roles and responsibilities
 - Fees to be incurred upon cancellation of contracts, including administrative fee, express delivery charge, compensation for mishandling of goods, and charging mechanism for service used
 - Complaint channel and policy



Information Disclosure (2)



- In the case of <u>distance contracts</u>, if traders are unable to provide the information in details due to constraints of time or communication methods, they can choose the appropriate means of disclosure with guiding principle that consumers are given sufficient time to consider. For instance:
 - Advise consumers to read its website
 - Email the information and the cancellation form to consumers



Information Disclosure (3)



- If traders fail to inform consumers of their cancellation right, cooling-off period will not commence until consumers receive such information, subject to a limit of 3 months from the date of the transaction
- If traders fail to disclose the fees to be incurred upon cancellation of contracts, consumers would not be liable for such fees
- In case of disputes, it is for the traders to prove that the information disclosure requirement has been complied with



Exercise of Cancellation Right



- Consumers should effect cancellation of the contract within the cooling-off period in writing
- Consumers should keep record to prove proper exercise of cancellation right in case of disputes
- Traders should provide standard cancellation form in either Chinese or English for easy access by consumers
- If traders fail to provide a cancellation form, consumers can use the standard form prescribed by legislation
- Delivery in person, by post, fax or email





Refund Arrangements (1)



Time limit

- Goods: 14 days from the day after receipt of the returned goods
- Services: 14 days from the day after exercise of cancellation right

Refund method

 Unless otherwise agreed, refund should be made using the same payment method as the consumer used in the purchase transaction

Credit card transaction

- Traders should instruct banks/acquirers to cancel transaction and make refund within 14 days
- Traders are allowed to complete transaction and accept payment during cooling-off period



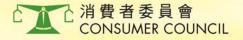
Refund Arrangements (2)



- If proper disclosure is made prior to the conclusion of the transaction, traders are allowed to make the following deductions from the refund:
 - If the consumer paid by way of credit card, an administration fee of not more than 3% of the credit card transaction value
 - Express delivery charge (if opted for by the consumer)
 - A reasonable amount of compensation caused by the mishandling of goods by the consumer. The amount depends on the circumstances. In case of disputes, can resolve by mediation or conciliation
 - Value of service used. The amount should be in proportion to the full contract price



Refund Arrangements (3)



- What is mishandling?
 - Beyond what might be reasonably allowed for inspection in a shop
- How to calculate reasonable compensation?
 - Depends on circumstances
 - For example: severity of damage, repair cost, presence of secondary market and price

Example :

A consumer uses a vacuum cleaner repeatedly to clean his home during cooling-off period





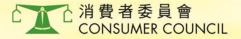
Return of goods

- Time limit and method
 - Consumers should return the goods as soon as practicable and within 14 days after cancellation
 - Consumers can choose the method of return,
 e.g. by post, courier or in person
- Who will bear the cost of return?
 - The Consumers
 - Can reduce abuse and disputes





Ancillary Contracts (1)



- A contract that relates to the main contract; can be between a consumer and the main contract trader or a third party as arranged by the trader; but not between a consumer and a third party without the involvement of the main contract trader
- Common Examples:
 - Credit card instalment payment plan (IPP)
 - Extended or additional maintenance service

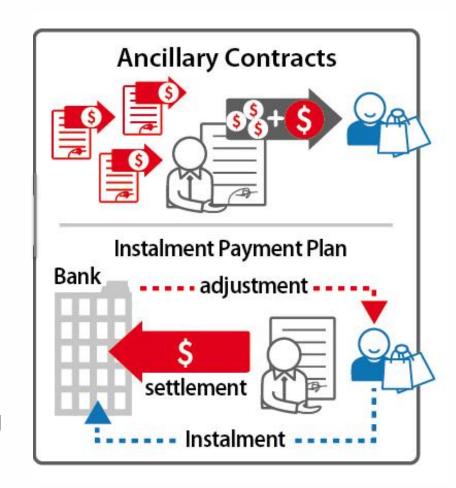






Ancillary Contracts (2)

- If the consumer cancels a main contract within the cooling-off period, any ancillary contracts should be terminated automatically
- Consumers shall bear administrative fee (not more than 3% of the credit card transaction value) and value of service used
- Disclosure of fees before signing contract
- Refund to be made by the payee







Curtailment/Waiver of Cancellation Right

- No waiver, curtailment or restriction is allowed
- Prevent consumers from being misled or pressurised into waiving their rights
- In line with general practices of other jurisdictions







Enforcement & Penalty

- Establish/appoint a designated public body/authority as the enforcement body
- A civil compliance-based mechanism
- The enforcement body can seek undertakings from traders to stop or refrain traders from continuing a breach of the law
- If necessary, the enforcement body can apply to the court for injunction
- Failure to comply with a court order constitutes contempt of court which could attract fine or imprisonment
- Consumers can take out civil action to recover compensation for loss suffered as a result of the trader's failure to comply with the law





Conclusion

- Unfair trade practices are detrimental to consumer interests
- Voluntary cooling-off periods are subject to different terms & conditions; effectiveness is questionable
- Imminent need for mandatory cooling-off period exists
- Call for consensus and concerted effort to enhance consumer protection!



