AMENDED IN ASSEMBLY MAY 6, 2003 AMENDED IN ASSEMBLY APRIL 22, 2003

CALIFORNIA LEGISLATURE-2003-04 REGULAR SESSION

ASSEMBLY BILL

No. 455

Introduced by Assembly Member Chu (Coauthor: Assembly Member Levine)

February 14, 2003

An act to add Article 10.3 (commencing with Section 25214.11) to Chapter 6.5 of Division 20 of the Health and Safety Code, relating to hazardous waste.

LEGISLATIVE COUNSEL'S DIGEST

AB 455, as amended, Chu. Packaging materials: regulated metals. (1) Existing hazardous waste control laws regulate the disposal of discarded appliances, lead acid batteries, small household batteries, recyclable latex paint, and household hazardous waste. Existing law prohibits any person from managing any hazardous waste, except as provided in the hazardous waste control laws and regulations. A violation of the hazardous waste control laws is a crime.

This bill would enact the "Toxics in Packaging Prevention Act," and would define terms. The act would prohibit, on and after January 1, 2006, a manufacturer, *supplier*, or distributor, as defined, from offering for sale or for promotional purposes in this state any package or packaging component that includes any *regulated metal*, *defined as* lead, cadmium, mercury, or hexavalent chromium, if that regulated metal has been intentionally introduced as an element during manufacturing or distribution, as defined. The act would also prohibit,

on and after January 1, 2006, a manufacturer, *supplier*, or distributor from offering for sale or for promotional purposes in this state any product in a package that includes those intentionally introduced regulated metals. The bill would specify a schedule for the summed incidental concentration levels of lead, cadmium, mercury, and hexavalent chromium level of regulated metal that may be present in any a single component package or individual packaging component, which would be set at 600 parts per million by weight between January 1, 2006, and January 1, 2007, 250 parts per million by weight on and after January 1, 2007, and *until* January 1, 2008, and 100 parts per million by weight thereafter.

The bill would exempt provide an exemption process, from those requirements, for a package or a packaging component that meets specified conditions, including, among other things, if the lead, eadmium, mercury, or hexavalent chromium regulated metal is added to comply with specified health or safety requirements of a state or federal law, or if there is no feasible alternative for adding those regulated metals metal. The bill would also-exempt provide an exemption process, from those requirements, for a package or packaging component manufactured on or before January 1, 2010, that has a controlled distribution and reuse, if the manufacturer or distributor has submitted a plan submits information to the department that complies with specified requirements, and including demonstrating that there is an environmental benefit of the controlled distribution and reuse. The bill would provide that some exemptions expire on January 1, 2010. The bill would require a manufacturer or distributor that requests an exemption to pay a fee for the costs of reviewing and approving the request. The bill would require the fee specified exemptions to enter into a written agreement with the department, pursuant to which the manufacturer or distributor would reimburse the department for costs incurred by the department in processing or responding to the request. The bill would require all reimbursements received by the department to be deposited in the Hazardous Waste Control Account, to be expended by the Department of Toxic Substances Control, only upon appropriation by the Legislature and only for the costs of conducting those reviews.

The bill would require, on and after January 1, 2006, each manufacturer, *distributor*, or supplier to furnish a certificate of compliance to the purchaser of a package or packaging component stating that the package or packaging component is in compliance with

the act. The bill would require a purchaser to retain the certificate of compliance for as long as the package or packaging component is in use *by the purchaser*. The bill would require the department to provide the public with access to the information submitted by a manufacturer, *distributors*, or supplier.

The department would be required, by January 1, 2009, and at least once every 5 years thereafter, in consultation with the Toxics in Packaging Clearinghouse, to review the implementation of the act and to submit a report, based upon that review, to the Governor and the Legislature. The department would also be required to review the extension expiration date of any an exemption condition, pursuant to a specified procedure.

Because a violation of the bill's requirements would be a crime, the bill would impose a state-mandated local program.

(2) The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that no reimbursement is required by this act for a specified reason.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes.

The people of the State of California do enact as follows:

SECTION 1. Article 10.3 (commencing with Section 1 2 25214.11) is added to Chapter 6.5 of Division 20 of the Health and 3 Safety Code, to read: 4 5 Article 10.3. Toxics in Packaging Prevention Act 6 7 25214.11. (a) The Legislature finds and declares all of the 8 following: 9 (1) The management of solid waste can pose a wide range of 10 hazards to public health and safety and to the environment. 11 (2) Packaging comprises a significant percentage of the overall

12 solid waste stream.

13 (3) The presence of heavy metals in packaging is a part of the

14 total concern regarding the disposal of hazardous waste in the solid

15 waste stream, in light of the presence of heavy metals in emissions

1 or ash when packaging is incinerated, or in leachate when 2 packaging is disposed of in a solid waste landfill.

3 (4) Lead, mercury, cadmium, and hexavalent chromium, on the
4 basis of available scientific and medical evidence, are of particular
5 concern.

6 (5) It is desirable, as a first step in reducing the toxicity of 7 packaging waste, and reducing the hazardous materials that may 8 be disposed of in solid waste landfills, to eliminate the addition of 9 these heavy metals to packaging.

10 (6) The intent of this article is to achieve this reduction in 11 toxicity without impeding or discouraging the expanded use of 12 recycled materials in the production of packaging and its 13 components.

14 (b) This article shall be known, and may be cited as, the 15 "Toxics in Packaging Prevention Act."

16 25214.12. For purposes of this article, the following terms17 have the following meanings:

(a) "Consumer" means a person who purchases, and takes titleto, a package, or a product in a package, for purposes of thatconsumer's own use or consumption.

(b) "Distribution" means the practice of taking title to a
package or a packaging component for promotional purposes or
resale. A person involved solely in delivering a package or a
packaging component on behalf of a third party is not engaging in
distribution.

(c) "Distributor" means any person, firm, or corporation who
takes title to a good, produced either domestically or in a foreign
country, that is purchased for resale or promotional purposes.
"Distributor" does not include a person involved solely in
delivering a package or a packaging component on behalf of a third
party.

32 (d) (1) "Intentional introduction" means the act of 33 deliberately utilizing a regulated metal in the formation of a 34 package or packaging component where its continued presence is 35 desired in the final package or packaging component to provide a 36 specific characteristic, appearance, or quality.

37 (2) "Intentional introduction" does not include either of the38 following:

39 (A) The use of a regulated metal as a processing agent or 40 intermediate to impart certain chemical or physical changes during

1 manufacturing, where the incidental retention of a residue of that

2 metal in the final package or packaging component is not desired
3 or deliberate, if the final package or packaging component is in
4 compliance with subdivision (c) of Section 25214.13.

5 (B) The use of recycled materials as feedstock for the 6 manufacture of new packaging materials, where some portion of 7 the recycled materials may contain amounts of a regulated metal, 8 if the new package or packaging component is in compliance with 9 subdivision (c) of Section 25214.13.

(e) "Incidental presence" means the presence of a regulated
metal as an unintended or undesired ingredient of a package or
packaging component.

(f) "Manufacturer" means any person, firm, association,
partnership, or corporation producing a package or packaging
component.

16 (g) "Manufacturing" means the physical or chemical17 modification of a material to produce packaging or a packaging18 component.

19 means any container, produced either (h) "Package" 20 domestically or in a foreign country, providing a means of 21 marketing, protecting, or handling a product, including a unity 22 package, an intermediate package or a shipping container, as 23 defined in the American Society of Testing and Materials (ASTM) 24 specification D 996. "Package" also includes unsealed receptacles, such as carrying cases, crates, cups, pails, rigid foil 25 26 and other trays, wrappers and wrapping films, bags, and tubs.

27 (i) "Packaging component" means any individual assembled part of a package that is produced either domestically or in a 28 29 foreign country, including, but not necessarily limited to, any 30 interior exterior blocking, bracing, or cushioning, 31 weatherproofing, exterior strapping, coatings, closures, inks, and labels, dyes, pigments, adhesives, stabilizers, or any other 32 33 additives. Tin-plated steel that meets the American Society for 34 Testing and Materials (ASTM) specification A 623 shall be 35 considered as a single package component. Electrogalvanized coated steel and hot dipped coated galvanized steel that meet the 36 37 American Society for Testing and Materials (ASTM) 38 qualifications A 525 and A 879 shall be treated in the same manner 39 as tin-plated steel.

(i) "Purchaser" means any *a* person who purchases and takes 1 title to a package, a packaging component, or a product in a 2 3 package, from a manufacturer or supplier, but does not include a 4 consumer. or a packaging component, from a manufacturer or 5 supplier, for the purpose of packaging a product manufactured, distributed, or sold by the purchaser. 6 7 (k) "Recycled material" means a material that has been reused in the production of another product and has been diverted from 8 disposal in a landfill. generated by a business or a consumer that 9 has been separated from solid waste for the purpose of recycling 10 11 the material as a secondary material feedstock. Recycled materials include paper, plastic, wood, glass, ceramics, metals, 12 and other materials, except that recycled material does not include 13 14 a regulated metal that has been separated from other materials into its elemental or other chemical state for recycling as a 15 secondary material feedstock. 16

17 (*l*) "Regulated metal" means a material specified in
18 subdivision (c) of Section 25214.13. lead, mercury, cadmium, or
19 hexavalent chromium.

20 (m) "Supplier" means any person, firm, association, 21 partnership, or corporation that sells, offers for sale, or offers for 22 promotional purposes, a package or packaging component that is 23 used by any other person, firm, association, partnership, or 24 corporation to package a product.

(n) "Toxics in Packaging Clearinghouse" means the Toxics in
Packaging Clearinghouse (TPCH) of the Council of State
Governments, which was formed in 1992 to promote model toxics
in packaging legislation in an effort to reduce the amount of heavy
metals in packaging and packaging components that are sold or
distributed throughout the United States.

25214.13. (a) Except as provided in Section 25214.14, on
and after January 1, 2006, a manufacturer or distributor, *distributor, or supplier* may not offer for sale or for promotional
purposes in this state any *a* package or packaging component that
includes any lead, cadmium, mercury, or hexavalent chromium *a regulated metal*, in the package itself, or in any *a* packaging
component, ink, dye, pigment, adhesive, stabilizer, or any other

38 additive, if the regulated metal has been intentionally introduced

39 as an element during manufacturing or distribution.

(b) Except as provided in Section 25214.14, on and after 1 2 January 1, 2006, a manufacturer or distributor, distributor, or 3 supplier may not offer for sale or for promotional purposes in this 4 state any *a* product in a package that includes any lead, cadmium, mercury, or hexavalent chromium a regulated metal, in the 5 package itself, or in any a packaging component, ink, dye, 6 7 pigment, adhesive, stabilizer, or any other additive, if the regulated 8 metal has been intentionally introduced as an element during 9 manufacturing or distribution.

10 (c) Except as provided in Section 25214.14, the summed 11 incidental concentration levels of lead, cadmium, mercury, and 12 hexavalent chromium present in any level of regulated metal

present in single-component package or *individual* packagingcomponent may not exceed the following:

(1) On and after January 1, 2006, until January 1, 2007, 600parts per million by weight.

(2) On and after January 1, 2007, until January 1, 2008, 250parts per million by weight.

(3) On and after January 1, 2008, 100 parts per million byweight.

21 25214.14. A package or a packaging component is exempt
22 from the requirements of Section 25214.13, and shall be deemed
23 in compliance with this article, if the package or packaging

24 component meets any of the following conditions:

(a) The package or packaging component is marked with a code
 indicating a date of manufacture prior to January 1, 2004.

27 (b) (1) Lead, cadmium, mercury, or hexavalent chromium has
28 2006.

29 (b) (1) A manufacturer of a package or packaging component

30 has obtained an exemption, pursuant to the process described in

31 paragraph (2), for a regulated metal that has been added to the

32 package or packaging component in the manufacturing, forming,

33 printing, or distribution process to comply with the health or safety

34 requirements of a federal *or state* law.

35 (2) A manufacturer of a package or packaging component may

36 request the department for an exemption pursuant to this

37 subdivision for a particular package or packaging component, and

38 the department shall grant an exemption from Section 25214.13

39 for up to two years, if the package or packaging component is

40 eligible for the exemption. The department shall renew an

exemption granted pursuant to this subdivision, upon 1 2 reapplication for exemption, if the package or packaging component is eligible for an exemption during the period for 3 4 which the exemption is requested. 5 (2) The department shall grant an exemption under paragraph (1) from Section 25214.13 for two years only if both of 6 7 the following conditions are met: 8 (A) The manufacturer of the package or packaging component submits supporting information with the request for an initial and 9 10 a renewed exemption. 11 (B) The supporting information demonstrates that the package or packaging component is eligible for the exemption. 12 (c) (1) The package or packaging component exceeds the 13 14 maximum-contaminant levels concentration level set forth in subdivision (c) of Section 25214.13 only because of the addition 15 of a recycled material. 16 17 (2) Paragraph (1) does not apply to any cadmium, lead, mercury, or hexavalent chromium that has been recovered or 18 separated from other materials for use as a metal or metallic 19 20 compound. 21 (3) This subdivision shall apply only to a package or packaging 22 component manufactured on or before January 1, 2010. 23 (d) (1) A package or packaging component to which lead, 24 eadmium, mercury, or hexavalent chromium has been added in the manufacturing, forming, printing, or distribution process, and for 25 26 which there is no feasible alternative for that use. 27 (2) A manufacturer of a package or packaging component may 28 request the department for an exemption pursuant to this 29 subdivision for a particular package or packaging component, and the department shall grant an exemption from Section 25214.13 30 31 for up to two years, if the package or packaging component is eligible for the exemption. The department shall renew an 32 exemption granted pursuant to this subdivision, upon 33 reapplication for exemption, if the package or packaging 34 component is eligible for an exemption during the period for 35 36 which the exemption is requested. 37 (3) For purposes of this subdivision, "a use for which there is no feasible alternative" is one for which the regulated substance 38 is essential to the 39

1 (2) This subdivision, and all exemptions provided pursuant to 2 it, expire on January 1, 2010.

3 (d) (1) A manufacturer of a package or packaging component

4 has obtained an exemption, pursuant to the process described in

5 paragraph (2), for use of a regulated metal for which there is no 6 feasible alternative in the manufacturing, forming, printing, or

7 *distribution process.*

8 (2) The department shall grant an exemption under paragraph 9 (1) from Section 25214.13 for two years only if both of the 10 following conditions are met:

11 (A) The manufacturer of the package or packaging component 12 submits supporting information with the request for an initial and 13 a renewed exemption.

14 *(B) The supporting information demonstrates that the package* 15 *or packaging component is eligible for the exemption.*

(3) Notwithstanding paragraph (2), the department may not
exempt the use of a regulated metal pursuant to this subdivision for
the purposes of marketing.

19 (4) For purposes of this subdivision, "no feasible alternative"

20 *means the use of a regulated metal is essential to the* protection, 21 safe handling, or function of the package's contents and for which

22 technical constraints preclude the substitution of other materials.

23 However, the department may not exempt the use of any regulated

metal pursuant to this subdivision for the purposes of marketing.
(e) (1) A package or packaging component that is reused but

26 exceeds the contaminant levels summed incidental concentration

level of regulated metal set forth in subdivision (c) of Section25214.13, if all of the following apply:

(A) The product being conveyed by the package or the packageor packaging component is otherwise regulated under a federal orstate health or safety requirement.

32 (B) The transportation of the packaged product is regulated 33 under federal or state transportation requirements.

34 (C) The disposal of the package is otherwise performed 35 according to the requirements of this chapter or Chapter 8

36 (commencing with Section 114960) of Part 9 of Division 104.
 37 (2) This subdivision shall apply only to a package or packaging

38 component manufactured on or before January 1, 2010.

(f) (1) A package or packaging component that has a 1 2 controlled distribution and reuse that exceeds the contaminant levels set forth in subdivision (c) of Section 25214.13. 3 4 (2) A manufacturer or distributor of a package or packaging component may request the department for an exemption pursuant 5 to this subdivision for a particular package or packaging 6 7 component. The department shall grant an exemption from Section 25214.13 pursuant to this subdivision for up to two years, 8 9 if the manufacturer or distributor submits to the department a plan, pursuant to paragraph (3), that complies with this article, and the 10 11 environmental benefit of the controlled distribution and reuse is significantly greater, as compared to the same package 12 manufactured in compliance with the maximum contaminant 13 14 levels set forth in subdivision (c) of Section 25214.13. (3) The plan that a manufacturer 15 16 (2) This subdivision, and all exemptions provided pursuant to it, expire on January 1, 2010. 17 (f) (1) A manufacturer or distributor of a package or 18 packaging component has obtained an exemption, pursuant to the 19 20 process described in paragraph (2), for use of a regulated metal that exceeds the summed incidental concentration level set forth 21 22 in subdivision (c) of Section 25214.13 in a package or packaging component that has a controlled distribution and reuse. 23 24 (2) The department shall grant an exemption under paragraph 25 (1) from Section 25214.13 for two years only if both of the 26 following conditions are met: (A) The manufacturer or distributor of the package or 27 28 packaging component submits supporting information that 29 complies with the requirements set forth in paragraph (3) with the request for an initial and a renewed exemption. 30 31 (B) The supporting information demonstrates that the package or packaging component is eligible for the exemption. 32

33 (3) The supporting information that a manufacturer or 34 distributor shall submit to the department, before the department 35 may grant an exemption pursuant to this subdivision shall include 36 all of the following:

(A) Information that demonstrates that the environmental
benefit of the controlled distribution and reuse of the package or

39 packaging component is significantly greater, as compared to the

40 same package or packaging component manufactured in

compliance with the maximum summed incidental concentration
 level of regulated metal set forth in subdivision (c) of Section
 25214.13.

4 (*B*) A means of identifying, in a permanent and visible manner, 5 any reusable package or packaging component, containing a 6 regulated metal for which the exemption is sought.

7 (B)

- 8 (C) A method of regulatory and financial accountability, so that 9 a specified percentage of the reusable packages or packaging 10 components, manufactured and distributed to other persons are not 11 discarded by those persons after use, but are returned to the 12 manufacturer or designee.
- 13 (C)

14 *(D)* A system of inventory and record maintenance to account 15 for reusable packages or packaging components, placed in, and 16 removed from, service.

17 (D)

18 (E) A means of transforming returned packages or packaging

19 components, that are no longer reusable into recycled materials for

20 manufacturing or into manufacturing wastes, that are subject to

21 existing federal or state laws or regulations governing those

22 manufacturing wastes, to ensure that these wastes do not enter the

- 23 commercial or municipal waste stream.
- 24 (E) manufacturing, or a means of collecting and managing 25 returned packages or packaging components as a waste in 26 accordance with federal and state laws.
- (F) A system of annually reporting to the department any changes to the system and changes in designees.
- (4) This subdivision shall apply only to a package or packaging
 30 component manufactured on or before January 1, 2010.
- (4) This subdivision, and all exemption provided pursuant to it,
 expire on January 1, 2010.
- 33 (g) (1) A glass or ceramic package or packaging component
- that has a vitrified label when tested in accordance with the Waste
- 35 Extraction Test, described in Appendix II of Chapter 11 36 (commencing with Section 66261.1) of Division 4.5 of Title 22 of
- 37 The California Code of Regulations, and does not exceed 1.0 ppm
- for cadmium, 5.0 ppm for hexavalent chromium, and or 5.0 ppm
- 39 for lead. A glass or ceramic package or packaging component
- 40 containing mercury is not exempted pursuant to this subdivision.

1 (2) This subdivision applies only to a glass or ceramic package

- 2 or packaging component manufactured on or before January 1,
 3 2005.
- 4 25214.15. A manufacturer or distributor that requests an
- 5 exemption pursuant to Section 25214.14 shall pay a fee set by the
 6 department to pay the costs of reviewing and approving the
 7 request. The fee shall be deposited into the Hazardous Waste
 8 Control Account and may be expended by the department only
 9 upon appropriation by the Legislature and only for the costs of
 10 conducting those reviews.

11 (2) This subdivision, and all exemptions provided pursuant to 12 it, expire on January 1, 2010.

25214.15. (a) A manufacturer or distributor that requests an
exemption pursuant to subdivision (b), (d), or (f) of Section
25214.14 shall enter into a written agreement with the department
pursuant to which that manufacturer or distributor shall reimburse
the department, pursuant to Article 9.2 (commencing with Section
25206.1), for costs incurred by the department in processing or
responding to the request.

20 (b) The department shall deposit all reimbursements received 21 pursuant to this section in the Hazardous Waste Control Account 22 control Account

22 for appropriation in accordance with Section 25174.

23 25214.16. (a) On and after January 1, 2006, each 24 manufacturer, distributor, or supplier shall furnish a certificate of compliance to the purchaser of a package or packaging component 25 26 stating that the package or packaging component is in compliance with the requirements of this article. However, if, pursuant to 27 28 Section 25214.14, the package is exempt from the requirements of 29 Section 25214.13, the certificate of compliance shall state the specific basis upon which the exemption is claimed. The 30 31 certificate of compliance shall be signed by an authorized official of the manufacturer, distributor, or supplier. A copy of the 32 33 certificate of compliance shall be kept on file by the manufacturer, 34 distributor, or supplier of the package or packaging component. A manufacturer, distributor, or supplier shall furnish a certificate of 35 compliance, or a copy thereof, to the department, upon its request. 36 37 (b) A purchaser of a package or packaging component subject to subdivision (a) shall retain the certificate of compliance for as 38 long as the package or packaging component is in use by the 39 40 purchaser.

1 (c) If a manufacturer, *distributor*, or supplier of a package or 2 packaging component subject to subdivision (a) reformulates or 3 creates a new package or packaging component, the manufacturer, 4 *distributor*, or supplier shall provide the purchaser with an 5 amended or new certificate of compliance for the reformulated or 6 new package or packaging component.

7 (d) The department, pursuant to the California Public Records 8 Act (Chapter 3.5 (commencing with Section 6250) of Division 7 9 of Title 1 of the Government Code), shall provide the public with 10 access to the information relating to a package or packaging 11 component submitted by a manufacturer, *distributor*, or supplier 12 of a package or packaging component.

13 25214.18. (a) On or before January 1, 2009, and at least once 14 every five years thereafter, the department shall, in consultation with the Toxics in Packaging Clearinghouse, review the 15 implementation of this article. The department shall submit a 16 17 report, based upon that review, to the Governor and the 18 Legislature. The report may contain recommendations to add 19 other hazardous substances contained in packaging to the list set 20 forth in subdivision (c) of Section 25214.13 (l) of Section 21 25214.12 in order to further reduce the toxicity of packaging 22 waste, and a description of the nature of the substitutes used in lieu 23 of lead, mercury, cadmium, and hexavalent chromium. of 24 regulated metal.

25 (b) The department shall, in consultation with the Toxics in 26 Packaging Clearinghouse, review the extension of any expiration 27 date of an exemption condition granted pursuant to Section 28 25214.14 subdivision (c), (e), (f), or (g) of Section 25214.14 and 29 determine whether to extend that expiration date. This review shall 30 commence no later than the January 1 that is two years prior to the 31 expiration of the exemption *condition*. A report based upon that 32 review shall be submitted to the Governor and the Legislature by 33 January 1 of the year prior to the expiration of the exemption 34 condition.

35 25214.19. This article does not affect any duty or other 36 requirement imposed under any other federal or state law.

37 SEC. 2. No reimbursement is required by this act pursuant to

38 Section 6 of Article XIII B of the California Constitution because 39 the only costs that may be incurred by a local agency or school

40 district will be incurred because this act creates a new crime or

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- infraction, eliminates a crime or infraction, or changes the penalty
 for a crime or infraction, within the meaning of Section 17556 of
 the Government Code, or changes the definition of a crime within
 the meaning of Section 6 of Article XIII B of the California

- 5 Constitution.

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