# **A-Engrossed** Senate Bill 478

Ordered by the Senate April 27 Including Senate Amendments dated April 27

Sponsored by Senator EDWARDS, Representatives KENY-GUYER, GOMBERG; Senators GELSER, STEINER HAYWARD, Representative JOHNSON (Presession filed.)

#### SUMMARY

The following summary is not prepared by the sponsors of the measure and is not a part of the body thereof subject to consideration by the Legislative Assembly. It is an editor's brief statement of the essential features of the measure

Requires Oregon Health Authority to establish and maintain list of designated high priority chemicals of concern for children's health used in children's products and to periodically review and revise list. Requires authority to post certain information on authority's website.

Requires manufacturers of certain children's products to provide notice to authority regarding chemicals on list. Requires certain manufacturers to take additional actions after certain dates to comply with notice requirement.

Allows authority to enter into certain data sharing agreements with other states. Allows authority to participate in Interstate Chemicals Clearinghouse.

Allows authority to establish certain fees by rule. Allows authority to impose civil penalties.

Allows authority to establish certain feeds by fulle. Allows authority to impose civil penalties. Allows authority to accept certain funding. Establishes High Priority Chemicals of Concern for Children's Health Fund. Continuously ap-propriates moneys in fund to authority. Specifies uses of moneys. Limits biennial expenditures from fees, moneys or other revenues, including Miscellaneous Re-

ceipts, but excluding lottery funds and federal funds, collected or received by authority.

Becomes operative January 1, 2016. Requires first biennial notice to be submitted by manufacturers to authority no later than January 1, 2018.

Declares emergency, effective on passage.

1 A BILL FOR AN ACT Relating to high priority chemicals of concern for children's health; and declaring an emergency. 2 3 Be It Enacted by the People of the State of Oregon: 4 SHORT TITLE 5 6 7 SECTION 1. Sections 2 to 13 of this 2015 Act shall be known and may be cited as the **Toxic-Free Kids Act.** 8 SECTION 2. As used in sections 2 to 13 of this 2015 Act: 9 (1) "Chemical" means: 10 (a) A substance with a distinct molecular composition and the breakdown products of the 11 12 substance that form through decomposition, degradation or metabolism. (b) A group of structurally related substances and the breakdown products of the sub-13 stances that form through decomposition, degradation or metabolism. 14 (2)(a) "Children's cosmetics" means products that are intended to be rubbed, poured, 15 sprinkled or sprayed on, introduced into or otherwise applied to the human body or any part 16 thereof for cleansing, moisturizing, beautifying, promoting attractiveness or altering the 17appearance. 18 19 (b) "Children's cosmetics" does not mean soap, dietary supplements or food and drugs

1	approved by the United States Food and Drug Administration.
<b>2</b>	(3)(a) "Children's product" means:
3	(A) Any of the following products that are made for, marketed for use by or marketed
4	to children under 12 years of age:
5	(i) A product designed or intended by the manufacturer to facilitate sucking, teething,
6	sleep, relaxation or feeding.
7	(ii) Children's clothing and footwear.
8	(iii) Car seats.
9	(iv) Children's cosmetics.
10	(v) Children's jewelry.
11	(vi) Toys.
12	(B) Any component part of a product specified in subparagraph (A) of this paragraph.
13	(b) "Children's product" does not mean:
14	(A) Athletic shoes with cleats or spikes.
15	(B) Batteries.
16	(C) BB guns, pellet guns and air rifles.
17	(D) Bicycles and tricycles.
18	(E) Chemistry sets.
19	(F) Consumer electronic products, including personal computers, audio and video equip-
20	ment, calculators, wireless telephones and game consoles, handheld devices that incorporate
21	a video screen and are used to access interactive software, and the associated peripherals.
22	(G) Interactive software intended for leisure and entertainment, such as computer
23	games, and their storage media, such as compact discs.
24	(H) Model rockets.
25	(I) Pocketknives and multitools.
26	(J) Roller skates.
27	(K) Scooters.
28	(L) Sets of darts with metallic points.
29	(M) Slings and catapults.
30	(N) Snow sporting equipment, including skis, poles, boots, snowboards, sleds and
31	bindings.
32	(O) Sporting equipment, including bats, balls, gloves, sticks, pucks and pads.
33	(P) Video toys that can be connected to a video screen and are operated at a nominal
34	voltage exceeding 24 volts.
35	(Q) Food and beverages and disposable packaging for food and beverages regulated by the
36	United States Food and Drug Administration or the United States Department of Agricul-
37	ture.
38	(4) "Contaminant" means trace impurities in feedstock, or chemicals that are
39	unavoidably present in products because of the chemicals' ubiquitous presence in the envi-
40	ronment.
41	(5) "De minimis level" means:
42	(a) For a chemical that is an intentionally added chemical, the practical quantification
43	limit; or
44	(b) For a chemical that is a contaminant, a concentration of 100 parts per million.
45	(6) "Intentionally added chemical" means a chemical in a product that serves an intended

function in the product component or manufacturing process, or is the unintended by product of chemical reactions that occur during the manufacture of the product component,
 incompletely reacted chemical mixtures, and degradation products.

4 (7) "Manufacturer" means any person that produces a children's product or an importer 5 or domestic distributor of a children's product. For the purposes of this subsection, 6 "importer" means the owner of the children's product.

(8) "Mouthable" means, in describing a children's product or any part of a children's
product, that an intended use of the product or any part of the product includes being placed
in the mouth for any purpose.

(9) "Practical quantification limit" means the lowest concentration of a chemical that can
 be reliably measured within specified limits of precision, accuracy, representativeness, com pleteness and comparability during routine laboratory operating conditions.

(10) "Trade association" means a membership organization of persons engaging in the same or a similar or related line of commerce, organized to promote and improve business conditions in that line of commerce and not to engage in regular business activities that ordinarily are carried on for profit.

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# HIGH PRIORITY CHEMICALS OF CONCERN FOR CHILDREN'S HEALTH USED IN CHILDREN'S PRODUCTS

<u>SECTION 3.</u> (1) The Oregon Health Authority shall establish and maintain a list of high priority chemicals of concern for children's health when used in children's products. The authority shall include on the list chemicals that are listed on the Washington State Department of Ecology's Reporting List of Chemicals of High Concern to Children on the effective date of this 2015 Act.

(2) In establishing by rule the practical quantification limits for chemicals on the list, the
 authority shall consider guidance developed by the State of Washington and other federal,
 state and nongovernmental organizations with the applicable expertise.

(3) The authority shall post the list of high priority chemicals on its website. For each
 high priority chemical on the list, the authority shall post:

(a) Information regarding the known health impacts associated with exposure to the
 chemical; and

(b) Data collected under section 4 of this 2015 Act in a format that is searchable and
 accessible to the public.

(4) The authority shall review and revise the list of high priority chemicals every three
 years. In completing the revisions under this subsection, the authority:

(a) May not add more than five chemicals to the list of high priority chemicals during
 each three-year revision period under this subsection;

(b) Shall consider adding or removing a chemical from the list of high priority chemicals if, after the effective date of this 2015 Act, the chemical is added to or removed from the Washington State Department of Ecology's Reporting List of Chemicals of High Concern to Children or a list maintained by another state agency, another state or a federal agency that the authority has identified by rule as a list intended to identify high priority chemicals; and (c) May remove a chemical from the list of high priority chemicals if the authority determines that the chemical is no longer being used in children's products.

(5) The authority shall update the list of high priority chemicals on its website within one 1 year after the date on which a chemical is added to or removed from the list. 2 3 MANUFACTURER DISCLOSURE OF HIGH PRIORITY 4 CHEMICALS OF CONCERN FOR CHILDREN'S HEALTH 5 **USED IN CHILDREN'S PRODUCTS** 6 7 SECTION 4. (1)(a) A manufacturer of a children's product sold or offered for sale in this 8 9 state that contains a chemical included on the list established and maintained under section 3 of this 2015 Act in an amount at or above a de minimis level shall provide a biennial notice 10 as described in subsection (2) of this section to the Oregon Health Authority by January 1 11 12 of each applicable notice year. 13 (b) The first biennial notice required under this section shall be submitted to the authority by January 1 of the year following the year that the chemical contained in the 14 15 children's product sold or offered for sale in this state is added to the list. 16 (2) The notice required by subsection (1) of this section must contain: (a) The name and Chemical Abstracts Service Registry Number of the chemical contained 17 in the children's product; 18 19 (b) The product category of the children's product that contains the chemical; (c) A description of the function of the chemical in the children's product; 20 (d) The amount of the chemical used in each unit of the children's product reported as 21 22a range rather than an exact amount; 23(e) The name and address of the manufacturer, and the name, address and telephone number of a contact person for the manufacturer; and 24 (f) Any other information that the manufacturer deems relevant to the appropriate use 25of the children's product. 2627(3)(a) The authority may enter into reciprocal data sharing agreements with other states in which manufacturers of children's products are required to disclose information related 28to high priority chemicals of concern for children's health used in children's products. The 2930 authority must use the GS1 Global Product Classification system to identify and specify 31 product categories subject to the data sharing agreements. If the authority has entered into a data sharing agreement with another state, and a manufacturer has reported the infor-32mation required in the notice described in subsection (2) of this section to that state, the 33 34 manufacturer may request that the other state provide the authority with the information in lieu of the manufacturer's direct reporting of the information to the authority. 35(b) A manufacturer fulfills the notice requirement of subsection (1) of this section when 36 37 the authority receives the information from the other state and the authority determines 38 that the information received satisfies the requirements for the notice specified in subsection (2) of this section. 39 (4) In lieu of the manufacturer's providing notice to the authority under subsection (1) 40 or (3) of this section, the authority may require that the notice described in subsection (2) 41 of this section be submitted to the Interstate Chemicals Clearinghouse. The authority by rule 42 shall specify procedures for the provision of such notice by manufacturers to the Interstate 43 **Chemicals Clearinghouse.** 44 (5) A trade association may provide required notices on behalf of its member manufac-45

turers under the provisions of this section. 1

2 (6) When a manufacturer provides notice to the authority under the provisions of this section, the manufacturer may submit recommendations to the authority regarding techni-3 cal, financial or logistical support deemed necessary for innovation and green chemistry 4 solutions related to high priority chemicals of concern for children's health used in children's 5 products. 6

> **REMOVAL OR SUBSTITUTION OF** CHEMICALS, WAIVERS, EXEMPTIONS

SECTION 5. (1) On or before the date on which a manufacturer of a children's product 11 12 submits the third biennial notice required under section 4 of this 2015 Act for a chemical that 13 is present in a children's product, the manufacturer must remove or make a substitution for the chemical pursuant to section 6 of this 2015 Act, or seek a waiver under section 7 of this 14 15 2015 Act, if the chemical is present in a children's product that is:

16 (a) Mouthable;

(b) A children's cosmetic; or 17

18 (c) Made for, marketed for use by or marketed to children under three years of age.

19 (2) A manufacturer with 25 or fewer employees may apply for a two-year extension of the date specified in subsection (1) of this section to meet the requirements of this section. 20

(3) Manufacturers are exempt from meeting the requirements of this section for 2122children's products described in subsection (1) of this section that contain high priority 23chemicals of concern for children's health used in children's products at levels that are at or below allowable levels for children's products as established by the Consumer Product 94 25Safety Improvement Act of 2008, P.L. 110-314, 122 Stat. 3016, as in effect on the effective date of this 2015 Act. 26

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(4)(a) The Oregon Health Authority shall adopt rules providing for additional exemptions from the requirements of this section. 28

(b) For purposes of this subsection, any consumer product safety standard adopted under 2930 federal law that establishes allowable levels for children's products of a high priority chemi-31 cal of concern for children's health used in children's products is presumed to establish the maximum allowable level of the chemical that may be used in children's products that are 32sold or offered for sale in this state. The authority may not require a manufacturer in 33 34 compliance with the federal standard to also comply with the provisions of this section un-35less the authority establishes in the rulemaking process that a lower maximum allowable level for children's products of a high priority chemical of concern for children's health used 36 37 in children's products than the allowable level set by the federal standard is necessary to 38 protect human health and welfare.

SECTION 6. (1)(a) When a manufacturer of children's products sold or offered for sale 39 in this state removes a high priority chemical of concern for children's health used in 40 children's products from a children's product sold or offered for sale in this state that is 41 subject to section 4 of this 2015 Act and substitutes another chemical, the manufacturer 42 must submit a hazard assessment to the Oregon Health Authority that explains how the 43 children's product, and any substitute chemical the children's product contains, is inherently 44 less hazardous than before the substitution was made. 45

1 (b) When a manufacturer of children's products sold or offered for sale in this state re-2 moves a high priority chemical of concern for children's health used in children's products 3 from a children's product as described in subsection (1) of this section and does not substi-4 tute another chemical, the manufacturer must submit notice to the authority that the 5 manufacturer is no longer using the chemical or a substitute chemical.

6 (2) The authority shall establish by rule the methodology that a manufacturer must use 7 and the standards that a children's product must meet in order to comply with the hazard 8 assessment requirements described in subsection (1)(a) of this section.

9 (3) The authority shall approve or disapprove a hazard assessment within 180 days after 10 its submittal. If the authority fails to act within 180 days, the hazard assessment is deemed 11 approved, and the manufacturer may continue to sell or offer for sale in this state the 12 children's product for which the manufacturer submitted a hazard assessment. If the au-13 thority disapproves a hazard assessment, the manufacturer may submit a revised hazard 14 assessment for consideration within 180 days after the authority's disapproval.

SECTION 7. (1) The Oregon Health Authority shall grant a waiver to a manufacturer of
 children's products that applies for a waiver in order to comply with section 5 of this 2015
 Act if the application:

(a) Includes an alternatives assessment demonstrating that removal of the high priority
 chemical of concern for children's health used in children's products is not financially or
 technically feasible; or

(b) Includes a quantitative exposure assessment demonstrating that the high priority chemical of concern for children's health used in children's products is not reasonably anticipated to result in exposure based upon an analysis of leachability and bioavailability of the high priority chemical of concern for children's health used in children's products.

25(2) An alternatives assessment or quantitative exposure assessment submitted under subsection (1) of this section must be conducted in a manner consistent with the guidance 2627and frameworks for such assessments in effect on the effective date of this 2015 Act and as established by the United States Environmental Protection Agency, the Interstate Chemicals 28Clearinghouse, the State of California, as part of that state's program for reducing toxic 2930 chemicals in consumer products, or other states or nongovernmental organizations with the 31 applicable expertise, or as developed by the authority by rule. The authority may recommend or require that a manufacturer follow particular guidance or frameworks in order to meet 32the requirements of this section. 33

(3) If the authority determines that an alternatives assessment or a quantitative expo sure assessment as described in this section is incomplete, the authority may obtain the
 assessment from another party. The manufacturer that submitted the assessment that was
 determined to be incomplete must pay for the assessment performed by the other party.

(4) The authority shall approve or disapprove a waiver application within 180 days after its submittal. If the authority fails to act within 180 days, the waiver application is deemed approved, and the manufacturer may continue to sell or offer for sale in this state the children's product for which the manufacturer submitted a waiver application. If the authority disapproves a waiver application, the manufacturer may submit a revised waiver application for consideration within 180 days after the authority's disapproval.

44 <u>SECTION 8.</u> Manufacturers of children's products with annual worldwide gross sales of 45 less than \$5 million, as reported on the most recent tax return filed by the manufacturer

1	before the notice required under section 4 of this 2015 Act, are exempt from the require-
<b>2</b>	ments of sections 4, 5, 6 and 7 of this 2015 Act.
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4	OREGON HEALTH AUTHORITY
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6	SECTION 9. (1) The Oregon Health Authority may conduct testing of children's products
7	sold or offered for sale in this state in order to determine compliance with sections 4, 5 and
8	6 of this 2015 Act.
9	(2) The authority may establish by rule a schedule of fees for manufacturers of children's
10	products that are based on the costs to the authority for administering sections 2 to 13 of
11	this 2015 Act. Fees collected by the authority under this subsection shall be deposited in the
12	High Priority Chemicals of Concern for Children's Health Fund established under section 12
13	of this 2015 Act.
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15	INTERSTATE CHEMICALS CLEARINGHOUSE
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17	SECTION 10. The Oregon Health Authority is authorized to participate in the Interstate
18	Chemicals Clearinghouse in cooperation with other states and government entities to assist
19	the authority in carrying out sections 2 to 13 of this 2015 Act.
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21	CIVIL PENALTIES
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23	SECTION 11. (1) Except as provided in subsection (5) of this section, the Oregon Health
24	Authority may impose a civil penalty on a manufacturer of children's products for a violation
25	of any provision of section 4, 5 or 6 of this 2015 Act.
26	(2) For purposes of assessing civil penalties under this section, a violation consists of a
27	single course of conduct with regard to an entire children's product line that is sold or of-
28	fered for sale in this state.
29	(3) The authority shall adopt by rule a schedule of civil penalties for violations of sections
30	4, 5 and 6 of this 2015 Act. A civil penalty may not exceed \$5,000 for the first violation. A
31	civil penalty may not exceed \$10,000 for the second and each subsequent violation.
32	(4) In imposing a penalty under subsection (1) or (5) of this section, the authority shall
33	consider the following factors:
34	(a) The past history of the manufacturer incurring a penalty in taking all feasible steps
35	or following all feasible procedures necessary or appropriate to correct any violation.
36	(b) Any prior violations of statutes, rules, orders or permits pertaining to high priority
37	chemicals of concern for children's health used in children's products.
38	(c) The gravity and magnitude of the violation.
39	(d) Whether the violation was a sole event, repeated or continuous.
40	(e) Whether the violation was a result of an unavoidable accident, negligence or an in-
41	tentional act.
42	(f) The violator's cooperativeness and efforts to correct the violation.
43	(g) The economic and financial conditions of the manufacturer incurring a penalty.
44	(h) If a manufacturer asserts that a high priority chemical of concern for children's
45	health used in children's products is present in a children's product only as a contaminant,

1 evidence that the manufacturer conducted a reasonable manufacturing control program for

2 the contaminant and exercised due diligence.

3 (5)(a) If a manufacturer violates the notice requirement described in section 4 or 6 of this 4 2015 Act, the authority shall provide the manufacturer with written notice informing the 5 manufacturer of the violation and stating that the manufacturer may avoid a civil penalty 6 for the violation by providing the proper notice required under section 4 or 6 of this 2015 Act 7 within 90 days.

8 (b) If the manufacturer fails to cure the violation within 90 days, the authority may im-9 pose a civil penalty not to exceed \$2,500. For a continuing violation, each 90-day period that 10 the violation continues after the preceding imposition of a civil penalty is a separate offense 11 subject to a separate civil penalty not to exceed \$5,000. The authority is not required to 12 provide the manufacturer with an opportunity to cure the continuing violation before im-13 posing a civil penalty for the continuing violation.

(6) If the authority has reason to believe that a children's product that contains a high priority chemical of concern for children's health used in children's products is being sold or offered for sale in this state in violation of section 4, 5 or 6 of this 2015 Act, the authority may request that the manufacturer provide a statement of compliance on a form provided by the authority. The manufacturer must submit the statement of compliance within 10 days after receipt of a request. To prove compliance with sections 4, 5 and 6 of this 2015 Act, the manufacturer must:

(a) Show that the children's product does not contain the high priority chemical of con cern for children's health used in children's products;

(b) Show that the manufacturer has previously provided the authority with notice as re quired by section 4 of this 2015 Act;

25 (c) Provide the authority with notice as required by section 4 of this 2015 Act; or

(d) Provide the authority with documentation that the manufacturer has previously
 complied with section 6 of this 2015 Act.

(7) Civil penalties described in this section shall be imposed in the manner provided in
 ORS 183.745.

(8) All civil penalties recovered under this section shall be paid into the High Priority
 Chemicals of Concern for Children's Health Fund established under section 12 of this 2015
 Act.

# HIGH PRIORITY CHEMICALS OF CONCERN FOR CHILDREN'S HEALTH FUND

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37 <u>SECTION 12.</u> (1) The High Priority Chemicals of Concern for Children's Health Fund is 38 established in the State Treasury, separate and distinct from the General Fund. Interest 39 earned by the High Priority Chemicals of Concern for Children's Health Fund shall be cred-40 ited to the fund. Moneys in the fund are continuously appropriated to the Oregon Health 41 Authority to administer sections 2 to 13 of this 2015 Act.

42 (2) The authority may accept gifts, grants or contributions from any public or private
43 source for the purpose of carrying out sections 2 to 13 of this 2015 Act.

44 (3) The High Priority Chemicals of Concern for Children's Health Fund shall consist of:
45 (a) Moneys accepted by the authority pursuant to subsection (2) of this section.

(b) Payments and fees collected under sections 7 and 9 of this 2015 Act. 1 (c) Civil penalties imposed under section 11 of this 2015 Act. 2 3 **REPORTS TO LEGISLATIVE ASSEMBLY** 4 5 SECTION 13. The Oregon Health Authority shall report to the interim committees of the 6 Legislative Assembly related to environment and natural resources and public health no later 7 than September 15 of each odd-numbered year. The report shall include the following infor-8 9 mation: (1) Any revisions made under section 3 of this 2015 Act to the list of high priority 10 chemicals of concern for children's health used in children's products. 11 12(2) The number of manufacturers of children's products in compliance with section 4 of this 2015 Act and an analysis of the information collected pursuant to section 4 of this 2015 13 Act specifying: 14 15 (a) The number and types of children's products sold or offered for sale in this state that contain high priority chemicals of concern for children's health used in children's products. 16 (b) The range of amounts of high priority chemicals of concern for children's health used 1718 in children's products, by product category, and the total number of and most frequently disclosed high priority chemicals of concern for children's health used in children's products. 19 20(c) The potential for exposure to high priority chemicals of concern for children's health used in children's products based on the number of children's products sold or offered for 21 22sale in this state that contain chemicals on the list established under section 3 of this 2015 23Act, likely exposure routes and the typical use patterns for the children's products that contain chemicals on the list established under section 3 of this 2015 Act. 94 25(d) Recommendations to limit, reduce or prevent exposure to high priority chemicals of concern for children's health used in children's products based on an analysis of the infor-2627mation collected. (3)(a) Details about the implementation of sections 6 and 7 of this 2015 Act regarding 28hazard assessments and waivers. In cases where the authority grants waivers for the con-2930 tinued use of high priority chemicals of concern for children's health used in children's pro-31 ducts and the waiver application includes an alternatives assessment, the authority may develop recommendations on opportunities to provide technical assistance, provide grants 32and promote public-private partnerships and other actions to encourage manufacturers to 33 34 produce children's products through green chemistry and that do not contain high priority 35chemicals of concern for children's health used in children's products. (b) In developing the recommendations described in paragraph (a) of this subsection, the 36 37 authority may consult with the Department of Environmental Quality, the Oregon Business 38 **Development Department and other state agencies.** (4) A summary of compliance testing results obtained under section 9 of this 2015 Act. 39 (5) Any recommendations submitted to the authority by manufacturers under section 4 40 (6) of this 2015 Act. 41 42 **OPERATIVE DATE AND DUE DATE FOR FIRST BIENNIAL NOTICES** 43 44

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SECTION 14. Sections 1 to 13 of this 2015 Act become operative on January 1, 2016.

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1	SECTION 15. The Oregon Health Authority may take any action before the operative date
<b>2</b>	specified in section 14 of this 2015 Act that is necessary for the authority to exercise, on and
3	after the operative date specified in section 14 of this 2015 Act, all of the duties, functions
4	and powers conferred on the authority by sections 1 to 13 of this 2015 Act. Actions taken
5	subject to the section shall include actions necessary to establish the list required by section
6	3 of this 2015 Act by January 1, 2016.
7	SECTION 16. Notwithstanding section 4 (1)(b) of this 2015 Act, the first biennial notices
8	required to be submitted to the Oregon Health Authority under section 4 of this 2015 Act for
9	chemicals contained in children's products that are included on the list adopted on January
10	1, 2016, shall be submitted to the authority no later than January 1, 2018.
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12	MISCELLANEOUS
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14	SECTION 17. Notwithstanding any other law limiting expenditures, the amount of
15	\$ is established for the biennium beginning July 1, 2015, as the maximum limit for
16	payment of expenses from fees, moneys or other revenues, including Miscellaneous Receipts,
17	but excluding lottery funds and federal funds, collected or received by the Oregon Health
18	Authority for carrying out the duties of the authority under sections 1 to 13 of this 2015 Act.
19	SECTION 18. The unit captions used in this 2015 Act are provided only for the conven-
20	ience of the reader and do not become part of the statutory law of this state or express any
21	legislative intent in the enactment of this 2015 Act.
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23	EMERGENCY CLAUSE
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25	SECTION 19. This 2015 Act being necessary for the immediate preservation of the public
26	peace, health and safety, an emergency is declared to exist, and this 2015 Act takes effect
27	on its passage.
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