## ENGROSSED SECOND SUBSTITUTE SENATE BILL 5022

## AS AMENDED BY THE HOUSE

Passed Legislature - 2021 Regular Session

## State of Washington 67th Legislature 2021 Regular Session

By Senate Ways & Means (originally sponsored by Senators Das, Rolfes, Carlyle, Dhingra, Keiser, Kuderer, Liias, Lovelett, Nobles, Nguyen, Pedersen, Saldaña, Salomon, Stanford, Wellman, and Wilson, C.)

READ FIRST TIME 02/22/21.

- AN ACT Relating to managing solid waste through prohibitions on expanded polystyrene, providing for food serviceware upon customer request, and addressing plastic packaging; amending RCW 43.21B.300 and 70A.220.020; reenacting and amending RCW 43.21B.110; adding a new section to chapter 39.26 RCW; adding a new chapter to Title 70A RCW; creating a new section; prescribing penalties; and providing expiration dates.
- 8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:
- NEW SECTION. Sec. 1. FINDINGS—INTENT. (1) The legislature finds that minimum recycled content requirements for plastic beverage containers, trash bags, and household cleaning and personal care product containers, bans on problematic and unnecessary plastic packaging, and standards for customer opt-in for food service packaging and accessories are among actions needed to improve the state's recycling system as well as reduce litter.
- 16 (2) By implementing a minimum recycled content requirement for plastic beverage containers, trash bags, and household cleaning and 17 18 care product containers; prohibiting the sale and 19 distribution of certain expanded polystyrene products; and 20 establishing optional serviceware requirements as provided for in this chapter; the legislature intends to take another step towards 21

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- 1 ensuring plastic packaging and other packaging materials are reduced,
- 2 recycled, and reused.
- NEW SECTION. Sec. 2. DEFINITIONS. The definitions in this section apply throughout this chapter unless the context clearly requires otherwise.
- 6 (1) "Beverage" means beverages identified in (a) through (f) of 7 this subsection, intended for human or animal consumption, and in a 8 quantity more than or equal to two fluid ounces and less than or 9 equal to one gallon:
- 10 (a) Water and flavored water;
  - (b) Beer or other malt beverages;
- 12 (c) Wine;

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- 13 (d) Distilled spirits;
- 14 (e) Mineral water, soda water, and similar carbonated soft drinks; and
- (f) Any beverage other than those specified in (a) through (e) of this subsection, except infant formula as defined in 21 U.S.C. Sec. 321(z), medical food as defined in 21 U.S.C. Sec. 360ee(b)(3), or fortified oral nutritional supplements used for persons who require supplemental or sole source nutritional needs due to special dietary needs directly related to cancer, chronic kidney disease, diabetes, or other medical conditions as determined by the department.
- 23 (2) "Beverage manufacturing industry" means an association that represents beverage producers.
  - (3) "Condiment packaging" means packaging used to deliver single-serving condiments to customers. Condiment packaging includes, but is not limited to, single-serving packaging for ketchup, mustard, relish, mayonnaise, hot sauce, coffee creamer, salad dressing, jelly, jam, and soy sauce.
- 30 (4)(a) "Covered product" means an item in one of the following 31 categories subject to minimum postconsumer recycled content 32 requirements:
  - (i) Plastic trash bags;
- 34 (ii) Household cleaning and personal care products that use 35 plastic household cleaning and personal care product containers; and
  - (iii) Beverages that use plastic beverage containers.
- 37 (b) "Covered product" does not include any type of container or 38 bag for which the state is preempted from regulating content of the 39 container material or bag material under federal law.

- 1 (5) "Dairy milk" means a beverage that designates milk as the 2 predominant (first) ingredient in the ingredient list on the 3 container's label.
  - (6) "Department" means the department of ecology.
  - (7) "Expanded polystyrene" means blown polystyrene and expanded and extruded foams that are thermoplastic petrochemical materials utilizing a styrene monomer and processed by any number of techniques including, but not limited to, fusion of polymer spheres (expandable bead polystyrene), injection molding, foam molding, and extrusion-blow molding (extruded foam polystyrene).
  - (8) "Food service business" means a business selling or providing food for consumption on or off the premises, and includes full-service restaurants, fast food restaurants, cafes, delicatessens, coffee shops, grocery stores, vending trucks or carts, home delivery services, delivery services provided through an online application, and business or institutional cafeterias.
  - (9) "Food service product" means a product intended for one-time use and used for food or drink offered for sale or use. Food service products include, but are not limited to, containers, plates, bowls, cups, lids, beverage containers, meat trays, deli rounds, utensils, sachets, straws, condiment packaging, clamshells and other hinged or lidded containers, wrap, and portion cups.
- 23 (10) "Household cleaning and personal care product" means any of 24 the following:
  - (a) Laundry detergents, softeners, and stain removers;
  - (b) Household cleaning products;
- 27 (c) Liquid soap;

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- 28 (d) Shampoo, conditioner, styling sprays and gels, and other hair 29 care products; or
- 30 (e) Lotion, moisturizer, facial toner, and other skin care 31 products.
- 32 (11) "Household cleaning and personal care product manufacturing 33 industry" means an association that represents companies that 34 manufacture household cleaning and personal care products.
- 35 (12) "Licensee" means a manufacturer or entity who licenses a 36 brand and manufactures a covered product under that brand.
- 37 (13) "Oral nutritional supplement" means a manufactured liquid, 38 powder capable of being reconstituted, or solid product that contains 39 a combination of carbohydrates, proteins, fats, fiber, vitamins, and

- 1 minerals intended to supplement a portion of a patient's nutrition 2 intake.
  - (14) "Plastic beverage container" means a bottle or other rigid container that is capable of maintaining its shape when empty, comprised solely of one or multiple plastic resins designed to contain a beverage. Plastic beverage container does not include:
  - (a) Refillable beverage containers, such as containers that are sufficiently durable for multiple rotations of their original or similar purpose and are intended to function in a system of reuse;
  - (b) Rigid plastic containers or plastic bottles that are or are used for medical devices, medical products that are required to be sterile, nonprescription and prescription drugs, or dietary supplements as defined in RCW 82.08.0293;
    - (c) Bladders or pouches that contain wine; or

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- (d) Liners, caps, corks, closures, labels, and other items added externally or internally but otherwise separate from the structure of the bottle or container.
  - (15)(a) "Plastic household cleaning and personal care product container" means a bottle, jug, or other rigid container with a neck or mouth narrower than the base, and:
- 21 (i) A minimum capacity of eight fluid ounces or its equivalent 22 volume;
- 23 (ii) A maximum capacity of five fluid gallons or its equivalent volume;
  - (iii) That is capable of maintaining its shape when empty;
  - (iv) Comprised solely of one or multiple plastic resins; and
  - (v) Containing a household cleaning or personal care product.
- 28 (b) "Plastic household cleaning and personal care product 29 container" does not include:
  - (i) Refillable household cleaning and personal care product containers, such as containers that are sufficiently durable for multiple rotations of their original or similar purpose and are intended to function in a system of reuse; and
  - (ii) Rigid plastic containers or plastic bottles that are medical devices, medical products that are required to be sterile, and nonprescription and prescription drugs, dietary supplements as defined in RCW 82.08.0293, and packaging used for those products.
- 38 (16) "Plastic trash bag" means a bag that is made of 39 noncompostable plastic, is at least 0.70 mils thick, and is designed 40 and manufactured for use as a container to hold, store, or transport

- 1 materials to be discarded or recycled, and includes, but is not 2 limited to, a garbage bag, recycling bag, lawn or leaf bag, can liner
- 3 bag, kitchen bag, or compactor bag. "Plastic trash bag" does not
- 4 include any compostable bags meeting the requirements of chapter
- 5 70A.455 RCW.

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- 6 (17) "Plastic trash bag manufacturing industry" means an 7 association that represents companies that manufacture plastic trash 8 bags.
- 9 (18) "Postconsumer recycled content" means the content of a covered product made of recycled materials derived specifically from recycled material generated by households or by commercial, industrial, and institutional facilities in their role as end users of a product that can no longer be used for its intended purpose. "Postconsumer recycled content" includes returns of material from the distribution chain.
- 16 (19)(a) "Producer" means the following person responsible for 17 compliance with minimum postconsumer recycled content requirements 18 under this chapter for a covered product sold, offered for sale, or 19 distributed in or into this state:
- 20 (i) If the covered product is sold under the manufacturer's own 21 brand or lacks identification of a brand, the producer is the person 22 who manufactures the covered product;
  - (ii) If the covered product is manufactured by a person other than the brand owner, the producer is the person who is the licensee of a brand or trademark under which a covered product is sold, offered for sale, or distributed in or into this state, whether or not the trademark is registered in this state, unless the manufacturer or brand owner of the covered product has agreed to accept responsibility under this chapter; or
  - (iii) If there is no person described in (a)(i) and (ii) of this subsection over whom the state can constitutionally exercise jurisdiction, the producer is the person who imports or distributes the covered product in or into the state.
    - (b) "Producer" does not include:
- 35 (i) Government agencies, municipalities, or other political subdivisions of the state;
- 37 (ii) Registered 501(c)(3) charitable organizations and 501(c)(4) 38 social welfare organizations; or
- 39 (iii) De minimis producers that annually sell, offer for sale, 40 distribute, or import in or into the country for sale in Washington:

- 1 (A) Less than one ton of a single category of plastic beverage 2 containers, plastic household cleaning and personal care containers, 3 or plastic trash bags each year; or
  - (B) A single category of a covered product that in aggregate generates less than \$1,000,000 each year in revenue.

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- (20)(a) "Retail establishment" means any person, corporation, partnership, business, facility, vendor, organization, or individual that sells or provides merchandise, goods, or materials directly to a customer.
- 10 (b) "Retail establishment" includes, but is not limited to, food 11 service businesses, grocery stores, department stores, hardware 12 stores, home delivery services, pharmacies, liquor stores, 13 restaurants, catering trucks, convenience stores, or other retail 14 stores or vendors, including temporary stores or vendors at farmers 15 markets, street fairs, and festivals.
- 16 (21)(a) "Utensil" means a product designed to be used by a 17 consumer to facilitate the consumption of food or beverages, 18 including knives, forks, spoons, cocktail picks, chopsticks, splash 19 sticks, and stirrers.
- 20 (b) "Utensil" does not include plates, bowls, cups, and other 21 products used to contain food or beverages.
- NEW SECTION. Sec. 3. POSTCONSUMER RECYCLED CONTENT. (1) (a)
  Beginning January 1, 2023, producers that offer for sale, sell, or
  distribute in or into Washington:
  - (i) Beverages other than wine in 187 milliliter plastic beverage containers and dairy milk in plastic beverage containers must meet minimum postconsumer recycled content requirements established under subsection (4) of this section; and
- (ii) Plastic trash bags must meet minimum postconsumer recycled content requirements established under subsection (6) of this section.
  - (b) Beginning January 1, 2025, producers that offer for sale, sell, or distribute in or into Washington household cleaning and personal care products in plastic household cleaning and personal care product containers must meet minimum postconsumer recycled content as required under subsection (5) of this section.
- 37 (c) Beginning January 1, 2028, producers that offer for sale, 38 sell, or distribute in or into Washington wine in 187 milliliter 39 plastic beverage containers or dairy milk in plastic beverage

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containers must meet minimum postconsumer recycled content 1 required under subsection (4) of this section.

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- (2)(a) On or before April 1, 2022, and annually thereafter, a producer that offers for sale, sells, or distributes in or into Washington covered products must register with the department individually or through a third-party representative registering on behalf of a group of producers.
- (b) The registration information submitted to the department under this section must include a list of the producers of covered products and the brand names of the covered products represented in the registration submittal. Beginning April 1, 2024, for plastic trash bags and plastic beverage containers other than wine in 187 milliliter plastic beverage containers and dairy milk in plastic beverage containers, April 1, 2026, for plastic household and personal care product containers, and April 1, 2029, for wine in 187 milliliter plastic beverage containers and dairy milk, a producer may submit registration information at the same time as the information submitted through the annual reporting required under section 4 of this act.
- 20 (3)(a) By January 31, 2022, and every January 31st thereafter, 21 the department must:
  - (i) Prepare an annual workload analysis for public comment that identifies the annual costs it expects to incur to implement, administer, and enforce this section and sections 4 through 7 and 12(1), (2), and (4) of this act, including rule making, in the next fiscal year for each category of covered products;
  - (ii) Determine a total annual fee payment by producers or their third-party representatives for each category of covered products that is adequate to cover, but not exceed, the workload identified in (a) (i) of this subsection;
  - (iii) Until rules are adopted under (a) (iv) of this subsection, issue a general order to all entities falling within the definition of producer. The department must equitably determine fee amounts for an individual producer or third-party representatives within each category of covered product;
- 36 (iv) By 2024, adopt rules to equitably determine annual fee payments by producers or their third-party representatives within 37 each category of covered product. Once such rules are adopted, the 38 39 general order issued under (a)(iii) of this subsection is no longer 40 effective; and

- 1 (v) Send notice to producers or their third-party representatives 2 of fee amounts due consistent with either the general order issued 3 under (a)(iii) of this subsection or rules adopted under (a)(iv) of 4 this subsection.
  - (b) The department must:

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- (i) Apply any remaining annual payment funds from the current year to the annual payment for the coming year, if the collected annual payment exceeds the department's costs for a given year; and
- (ii) Increase annual payments for the coming year to cover the department's costs, if the collected annual payment was less than the department's costs for a given year.
- (c) By April 1, 2022, and every April 1st thereafter, producers or their third-party representative must submit a fee payment as determined by the department under (a) of this subsection.
- (4) A producer of a beverage in a plastic beverage container must meet the following annual minimum postconsumer recycled content percentage on average for the total quantity of plastic beverage containers, by weight, that are sold, offered for sale, or distributed in or into Washington by the producer effective:
- (a) For beverages except wine in 187 milliliter plastic beverage containers and dairy milk:
- (i) January 1, 2023, through December 31, 2025: No less than 15 percent postconsumer recycled content plastic by weight;
- (ii) January 1, 2026, through December 31, 2030: No less than 25 percent postconsumer recycled content plastic by weight; and
- (iii) On and after January 1, 2031: No less than 50 percent postconsumer recycled content plastic by weight.
- 28 (b) For wine in 187 milliliter plastic beverage containers and 29 dairy milk:
  - (i) January 1, 2028, through December 31, 2030: No less than 15 percent postconsumer recycled content plastic by weight;
    - (ii) January 1, 2031, through December 31, 2035: No less than 25 percent postconsumer recycled content plastic by weight; and
- 34 (iii) On and after January 1, 2036: No less than 50 percent postconsumer recycled content plastic by weight.
- 36 (5) A producer of household cleaning and personal care products 37 in plastic containers must meet the following annual minimum 38 postconsumer recycled content percentage on average for the total 39 quantity of plastic containers, by weight, that are sold, offered for 40 sale, or distributed in or into Washington by the producer effective:

- 1 (a) January 1, 2025, through December 31, 2027: No less than 15 2 percent postconsumer recycled content plastic by weight;
  - (b) January 1, 2028, through December 31, 2030: No less than 25 percent postconsumer recycled content plastic by weight; and
  - (c) On and after January 1, 2031: No less than 50 percent postconsumer recycled content plastic by weight.
  - (6) A producer of plastic trash bags must meet the following annual minimum postconsumer recycled content percentage on average for the total quantity of plastic trash bags, by weight, that are sold, offered for sale, or distributed in or into Washington by the producer effective:
  - (a) January 1, 2023, through December 31, 2024: No less than 10 percent postconsumer recycled content plastic by weight;
  - (b) January 1, 2025, through December 31, 2026: No less than 15 percent postconsumer recycled content plastic by weight; and
  - (c) On and after January 1, 2027: No less than 20 percent postconsumer recycled content plastic by weight.
    - (7) (a) Beginning January 1, 2024, or when rule making is complete, whichever is sooner, the department may, on an annual basis on January 1st, review and determine for the following year whether to adjust the minimum postconsumer recycled content percentage required for a type of container or product or category of covered products pursuant to subsection (4), (5), or (6) of this section. The department's review may be initiated by the department or at the petition of a producer or a covered product manufacturing industry not more than once annually. When submitting a petition, producers or a producer manufacturing industry must provide necessary information that will allow the department to make a determination under (b) of this subsection.
    - (b) In making a determination pursuant to this subsection, the department must consider, at a minimum, all of the following factors:
    - (i) Changes in market conditions, including supply and demand for postconsumer recycled content plastics, collection rates, and bale availability both domestically and globally;
      - (ii) Recycling rates;

(iii) The availability of recycled plastic suitable to meet the minimum postconsumer recycled content requirements pursuant to subsection (4), (5), or (6) of this section, including the availability of high quality recycled plastic, and food-grade recycled plastic from recycling programs;

- (iv) The capacity of recycling or processing infrastructure;
- 2 (v) The technical feasibility of achieving the minimum 3 postconsumer recycled content requirements in covered products that 4 are regulated under 21 C.F.R., chapter I, subchapter G, 7 U.S.C. Sec.
- 5 136, 15 U.S.C. Sec. 1471-1477, 49 C.F.R. Sec. 178.33b, 49 C.F.R. Sec.
- 6 173, 40 C.F.R. Sec. 152.10, 15 U.S.C. Sec. 1261-1278, 49 U.S.C. 5101
- 7 et seq., 49 C.F.R. Sec. 178.509, 49 C.F.R. Sec. 179.522, 49 C.F.R.
- 8 Sec. 178.600-609, and other federal laws; and

- 9 (vi) The progress made by producers in achieving the goals of this section.
  - (c) Under (a) of this subsection:
  - (i) The department may not adjust the minimum postconsumer recycled content requirements above the minimum postconsumer recycled content percentages for the year under review required pursuant to subsection (4), (5), or (6) of this section.
  - (ii) For plastic household cleaning and personal care product containers, the department may not adjust the minimum postconsumer recycled content requirements above the minimum postconsumer recycled content percentages for the year under review required pursuant to subsection (5) of this section or below a minimum of 10 percent.
  - (iii) For plastic trash bags, the department may not adjust the minimum postconsumer recycled content requirements above the minimum postconsumer recycled content percentages for the year under review required pursuant to subsection (6) of this section or below the minimum percentage required in subsection (6)(a) of this section.
  - (d) A producer or the manufacturing industry for a covered product may appeal a decision by the department to adjust postconsumer recycled content percentages under (a) of this subsection or to temporarily exclude covered products from minimum postconsumer recycled content requirements under subsection (8) of this section to the pollution control hearings board within 30 days of the department's determination.
  - (8) The department must temporarily exclude from minimum postconsumer recycled content requirements for the upcoming year any types of covered products in plastic containers for which a producer annually demonstrates to the department by December 31st of a given year that the achievement of postconsumer recycled content requirements in the container material is not technically feasible in order to comply with health or safety requirements of federal law, including the federal laws specified in subsection (7)(b)(v) of this

section. A producer must continue to register and report consistent with the requirements of this chapter for covered products temporarily excluded from minimum postconsumer recycled content requirements under this subsection.

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- (9) A producer that does not achieve the postconsumer recycled content requirements established under this section is subject to penalties established in section 5 of this act.
- (10)(a) A city, town, county, or municipal corporation may not implement local recycled content requirements for a covered product that is subject to minimum postconsumer recycled content requirements established in this section.
- (b) A city, town, county, or municipal corporation may establish local purchasing requirements that include recycled content standards that exceed the minimum recycled content requirements established by this chapter for plastic household cleaning and personal care product containers or plastic trash bags purchased by a city, town, or municipal corporation, or its contractor.
- 18 (11) The department may enter into contracts for the services 19 required to implement this chapter and related duties of the 20 department.
  - (12) In-state distributors, wholesalers, and retailers in possession of covered products manufactured before the date that postconsumer recycled content requirements become effective may exhaust their existing stock through sales to the public.
  - NEW SECTION. Sec. 4. PRODUCER REPORTING REQUIREMENTS. (1) (a) Except as provided in (b) and (c) of this subsection, beginning April 1, 2024, each producer of covered products, individually or through a third party representing a group of producers, must provide an annual report to the department that includes the amount in pounds of virgin plastic and the amount in pounds of postconsumer recycled content by resin type used for each category of covered products that are sold, offered for sale, or distributed in or into Washington state, including the total postconsumer recycled content resins as a percentage of total weight. The report must be submitted in a format and manner prescribed by the department. A manufacturer may submit national data allocated on a per capita basis for Washington to approximate the information required in this subsection if the producer or third-party representative demonstrates to the department that state level data are not available or feasible to generate.

1 (b) The requirements of (a) of this subsection apply to household 2 cleaning and personal care products in plastic containers beginning 3 April 1, 2026.

- (c) The requirements of (a) of this subsection apply to wine in 187 milliliter plastic beverage containers and dairy milk in plastic beverage containers beginning April 1, 2029.
- (d) The department must post the information reported under this subsection on its website, except as provided in subsection (2) of this section.
- (2) A producer that submits information or records to the department under this chapter may request that the information or records be made available only for the confidential use of the department, the director, or the appropriate division of the department. The director of the department must give consideration to the request and if this action is not detrimental to the public interest and is otherwise in accordance with the policies and purposes of chapter 43.21A RCW, the director must grant the request for the information to remain confidential as authorized in RCW 43.21A.160.
- NEW SECTION. Sec. 5. PENALTIES FOR POSTCONSUMER RECYCLED CONTENT REQUIREMENTS. (1)(a) A producer that does not meet the minimum postconsumer recycled content requirements pursuant to section 3 of this act is subject to a penalty pursuant to this section. Beginning June 1st of the year following the first year that minimum postconsumer recycled product content requirements apply to a category of covered product, the penalty must be calculated consistent with subsection (2) of this section unless a penalty reduction or corrective action plan has been approved pursuant to subsection (3) of this section.
  - (b) A producer that is assessed a penalty pursuant to this section may pay the penalty to the department in one payment, in quarterly installments, or arrange an alternative payment schedule subject to the approval of the department, not to exceed a 12-month payment schedule unless the department determines an extension is needed due to unforeseen circumstances, such as a public health emergency, state of emergency, or natural disaster.
  - (2) Beginning June 1st of the year following the first year that minimum postconsumer recycled product content requirements apply to a category of covered product, and annually thereafter, the department

- shall determine the penalty for the previous calendar year based on 1 the postconsumer recycled content requirement of the previous 2 calendar year. The department shall calculate the amount of the 3 penalty based upon the amounts in pounds in the aggregate of virgin 4 plastic, postconsumer recycled content plastic, and any other plastic 5 6 per category used by the producer to produce covered products sold or 7 offered for sale in or into Washington state, in accordance with the 8 following:
  - (a) (i) The annual penalty amount assessed to a producer must equal the product of both of the following: The total pounds of plastic used per category multiplied by the relevant minimum postconsumer recycled plastic target percentage, less the pounds of total plastic multiplied by the percent of postconsumer recycled plastic used; multiplied by 20 cents.
- (ii) Example: [(Total pounds of plastic used x minimum postconsumer recycled plastic target percentage) (Total pounds of plastic used x postconsumer recycled plastic percentage used)] x 20 cents.
- 19 (b) For the purposes of (a) of this subsection, both of the 20 following apply:
  - (i) The total pounds of plastic used must equal the sum of the amount of virgin plastic, postconsumer recycled content plastic, and any other plastic used by the producer, as reported pursuant to section 4 of this act.
- (ii) If the product calculated pursuant to (a) of this subsection is equal to or less than zero, the department may not assess a penalty.
  - (3)(a)(i) The department shall consider granting a reduction of penalties assessed pursuant to this section for the purpose of meeting the minimum postconsumer recycled content requirements required pursuant to section 3 of this act.
- (ii) In determining whether to grant the reduction pursuant to (a)(i) of this subsection, the department shall consider, at a minimum, all of the following factors:
  - (A) Anomalous market conditions;

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- (B) Disruption in, or lack of supply of, recycled plastics; and
- 37 (C) Other factors that have prevented a producer from meeting the 38 requirements.
- 39 (b) In lieu of or in addition to assessing a penalty under this 40 section, the department may require a producer to submit a corrective

action plan detailing how the producer plans to come into compliance with section 3 of this act.

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- (4) For the purposes of determining compliance with the postconsumer recycled content requirements of this chapter, the department may consider the date of manufacture of a covered product or the container of a covered product.
- (5) A producer shall pay the penalty assessed pursuant to this section, as applicable, based on the information reported to the department as required under section 4 of this act in the form and manner prescribed by the department.
- 11 (6) A producer may appeal the penalty assessed under this section 12 to the pollution control hearings board within 30 days of assessment.
- 13 (7) Penalties collected under this section must be deposited in 14 the recycling enhancement account created in section 13 of this act.
- 15 NEW SECTION. Sec. 6. PENALTIES FOR REGISTRATION, LABELING, AND REPORTING. (1) For producers out of compliance with the registration, 16 reporting, or labeling requirements of section 3, 4, or 7 of this 17 act, the department shall provide written notification and offer 18 information to producers. For the purposes of this section, written 19 20 notification serves as notice of the violation. The department must issue at least two notices of violation by certified mail prior to 21 assessing a penalty under subsection (2) of this section. 22
- (2) A producer in violation of the registration, reporting, or labeling requirements in section 3, 4, or 7 of this act is subject to a civil penalty for each day of violation in an amount not to exceed \$1,000.
  - (3) Penalties collected under this section must be deposited in the recycling enhancement account created in section 13 of this act.
- 29 (4) Penalties issued under this section are appealable to the 30 pollution control hearings board established in chapter 43.21B RCW.
- NEW SECTION. Sec. 7. TRASH BAG LABELING REQUIREMENTS. (1)
  Beginning January 1, 2023, producers shall label each package
  containing plastic trash bags sold, offered for sale, or distributed
  in or into Washington with:
- 35 (a) The name of the producer and the city, state, and country 36 where the producer is located, which may be designated as the 37 location of the producer's corporate headquarters; or

- 1 (b) A uniform resource locator or quick response code to an 2 internet website that contains the information required pursuant to 3 (a) of this subsection.
- 4 (2)(a) The provisions of subsection (1) of this section do not 5 apply to a plastic bag that is designed and manufactured to hold, 6 store, or transport dangerous waste or biomedical waste.
  - (b) For the purposes of this subsection:

- 8 (i) "Biomedical waste" means any waste defined as that term under 9 RCW 70A.228.010; and
- 10 (ii) "Dangerous waste" means any waste defined as dangerous 11 wastes under RCW 70A.300.010.
- NEW SECTION. Sec. 8. A new section is added to chapter 39.26 RCW to read as follows:
- POSTCONSUMER RECYCLED CONTENT IN PLASTIC TRASH BAGS—PURCHASING PRIORITY. (1) Beginning July 1, 2024, all state agencies may only purchase plastic trash bags manufactured by producers that comply with the minimum recycled content requirements established in section 3 of this act.
- 19 (2) By July 1, 2024, the department of ecology shall provide to 20 the department a list of the plastic trash bag producer brands that 21 comply with the minimum recycled content requirements established in 22 section 3 of this act, in order for state agencies to purchase 23 compliant products, updated annually.
- 24 NEW SECTION. Sec. 9. (1)(a) By July 1, 2021, the departments of 25 commerce and ecology shall jointly select an impartial, third-party facilitator to convene a stakeholder advisory committee housed within 26 the recycling development center. The advisory committee shall make 27 recommendations to the appropriate committees of the legislature on 28 29 development of mandatory postconsumer recycled content requirements for types of plastic packaging not subject to the 30 minimum postconsumer recycled content requirements established in 31 32 this act, and that are present in the municipal solid waste material stream or are regularly received by facilities that process 33 recyclable materials from residential curbside recycling programs. 34 35 The recommendations may include rates of mandatory postconsumer 36 recycled content required by material type, target implementation dates, and potential exemptions or alternate compliance pathways for 37 some materials. 38

(b) The facilitator must:

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- (i) Work with the recycling development center to subcontract for any relevant information regarding recycled plastic market conditions and barriers to the use of recycled content to provide to the stakeholder advisory committee to aid in the development of recommendations, to the extent practicable;
- (ii) Provide staff and support to the stakeholder advisory committee meetings; and
- 9 (iii) Draft reports and other materials for review by the 10 stakeholder advisory committee.
- 11 (2) The facilitator identified in subsection (1) of this section 12 must be selected based on the following criteria:
  - (a) Impartiality regarding policy outcomes;
- 14 (b) Professional qualifications, relevant experience, and 15 degrees; and
  - (c) The facilitator must be an environmental conflict resolution specialist recognized by a national center for environmental conflict resolution.
  - (3) By December 1, 2021, the facilitator shall submit a report to the legislature containing the recommendations of the stakeholder advisory committee after review and approval by the facilitator and committee. The stakeholder advisory committee shall make recommendations using consensus-based decision making. The report must include recommendations where general stakeholder consensus has been achieved and note dissenting opinions where stakeholder consensus has not been achieved.
  - (4) The stakeholder advisory committee shall consider information and findings by a variety of authoritative bodies related to recycled content, including mechanical and advanced recycling technologies.
- 30 (5) The facilitator shall select at least one member to the 31 stakeholder advisory committee from each of the following:
  - (a) The department of commerce;
  - (b) The department of ecology;
  - (c) The utilities and transportation commission;
- 35 (d) Cities, including both small and large cities and cities 36 located in urban and rural counties;
- 37 (e) Counties, including both small and large counties and urban 38 and rural counties;
- 39 (f) Municipal collectors;

- 1 (g) A representative from the private sector waste and recycling 2 industry that owns or operates a curbside recycling program and a 3 material recovery facility;
- 4 (h) A solid waste collection company regulated under chapter 81.77 RCW that provides curbside recycling services;
- 6 (i) A material recovery facility operator that processes 7 municipal solid waste from curbside recycling programs;
- 8 (j) A company that provides curbside recycling service pursuant 9 to a municipal contract under RCW 81.77.020;
- 10 (k) A trade association that represents the private sector solid 11 waste industry;
  - (1) Recycled plastic feedstock users;

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- 13 (m) A trade association representing the plastics recycling 14 industry;
  - (n) A recycled content certification organization;
  - (o) An environmental justice organization;
  - (p) An environmental nonprofit organization;
- 18 (q) An environmental nonprofit organization that specializes in 19 waste and recycling issues;
  - (r) Plastic converters/manufacturers of resins;
    - (s) A manufacturer of plastic packaging;
- 22 (t) A statewide general business trade association;
- 23 (u) Associations that represent consumer brand companies;
- 24 (v) Representatives of consumer brands;
- 25 (w) A consumer-oriented organization;
- 26 (x) Representatives of the state's most marginalized communities;
- 27 (y) A retailer or representative of the retail association;
- 28 (z) A representative of an advanced recycling technology provider 29 that processes plastic material;
- 30 (aa) An association that represents cities;
- 31 (bb) An association that represents county solid waste managers;
  - (cc) A representative from a retail grocery association;
- (dd) A representative from a Washington headquartered online retailer;
- 35 (ee) A representative from a national consumer electronics 36 association; and
- 37 (ff) A representative from the personal care products industry.
- 38 (6) The definitions in section 2 of this act apply throughout 39 this section unless the context clearly requires otherwise.
- 40 (7) This section expires January 1, 2022.

NEW SECTION. Sec. 10. EXPANDED POLYSTYRENE PROHIBITIONS. (1) (a)
Beginning June 1, 2024, the sale and distribution of the following
expanded polystyrene products in or into Washington state is
prohibited:

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- (i) A portable container that is designed or intended to be used for cold storage, except for expanded polystyrene containers used for drugs, medical devices, and biological materials as defined in the federal food, drug, and cosmetic act (21 U.S.C. Sec. 301 et seq.) or shipping perishable commodities from a wholesale or retail establishment; and
- (ii) Food service products that include food containers, plates, clam shell-style containers, and hot and cold beverage cups. For the purposes of this subsection (1)(a)(ii), food service products do not include: Packaging for raw, uncooked, or butchered meat, fish, poultry, or seafood, vegetables, fruit, or egg cartons.
- (b) Beginning June 1, 2023, the sale and distribution of expanded polystyrene void filling packaging products, which means loose fill packaging material, also referred to as packing peanuts, in or into Washington state is prohibited.
- (2) (a) The department must provide technical assistance and guidance to manufacturers of prohibited expanded polystyrene products, upon request. For manufacturers out of compliance with the requirements of this section, the department shall provide written notification and offer information to manufacturers that sell prohibited expanded polystyrene products who are in violation of this section. For the purposes of this section, written notification serves as notice of the violation. The department must issue at least two notices of violation by certified mail prior to assessing a penalty.
- 30 (b) A manufacturer of products in violation of this section is 31 subject to a civil penalty for each violation in an amount not to 32 exceed:
  - (i) \$250 if it is the manufacturer's first penalty; and
- 34 (ii) \$1,000 if the manufacturer has previously been issued a 35 civil penalty under this section.
- 36 (c) Penalties collected under this section must be deposited in 37 the model toxics control operating account created in RCW 38 70A.305.180.
- 39 (d) Penalties issued under this section are appealable to the 40 pollution control hearings board established in chapter 43.21B RCW.

- 1 (3) A city, town, county, or municipal corporation may not 2 implement a local ordinance restricting products prohibited under 3 subsection (1) of this section unless the ordinance was filed by 4 April 1, 2021, and enacted by June 1, 2021. An ordinance restricting 5 products prohibited under subsection (1) of this section that was not 6 enacted as of June 1, 2021, is preempted by this section.
- 7 (4) For the purposes of this section, "manufacturer" includes any 8 person, firm, association, partnership, corporation, governmental 9 entity, organization, or joint venture that:
- 10 (a) Produces the products subject to restrictions in subsection 11 (1) of this section; or
- 12 (b) Is an importer or domestic distributor of a product subject 13 to restrictions in subsection (1) of this section sold or offered for 14 sale in or into the state.
- NEW SECTION. Sec. 11. OPTIONAL SERVICEWARE. (1) Beginning 16 January 1, 2022:
- 17 (a) Except as provided in (b) of this subsection, a food service 18 business may provide the following single use food service products 19 only after affirming that the customer wants the item or items:
- 20 (i) Utensils;
- 21 (ii) Straws;
- 22 (iii) Condiment packaging; and
- 23 (iv) Beverage cup lids.
- 24 (b) A food service business may provide beverage cup lids without 25 customer affirmation for:
- 26 (i) Hot beverages;
- 27 (ii) Beverages provided through delivery service or curbside 28 pickup; and
- (iii) Beverages served to customers via a drive through or at large, permanent, venues that are designed for professional sport or music events and that have a fixed-seat capacity of at least 2,500 customers and are enclosed or are surrounded by a perimeter fence.
- 33 (c) The requirements of this section do not apply to food service 34 products provided to a patient, resident, or customer in:
- 35 (i) A health care facility or a health care provider as defined 36 in RCW 70.02.010;
- 37 (ii) Long-term care facilities identified in RCW 18.51.010, 38 18.20.020, 70.128.010, 70.97.010, or 18.390.010;

- 1 (iii) Senior nutrition programs authorized under 45 C.F.R. Sec.
- 2 1321, and home delivered meals offered under chapters 74.39 and 3 74.39A RCW;
- 4 (iv) Services to individuals with developmental disabilities 5 under Title 71A RCW and chapter 74.39A RCW; and
  - (v) State hospitals as defined in RCW 72.23.010.

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- (d) The requirements of this subsection (1) apply to the activities of the department of corrections and the department of children, youth, and families only to the extent operationally feasible and practicable.
  - (2) (a) Nothing in this section prohibits a food service business from making utensils, straws, condiments, and beverage cup lids available to customers using cylinders, bins, dispensers, containers, or other means of allowing for single-use utensils, straws, condiments, and beverage cup lids to be obtained at the affirmative volition of the customer.
- 17 (b) Utensils provided by a food service business for use by
  18 customers may not be bundled or packaged in plastic in such a way
  19 that a customer is unable to take only the type of single-use utensil
  20 or utensils desired without also taking a different type or types of
  21 utensil.
- (3) (a) The department may issue a civil penalty of no less than \$150 per day and no more than \$2,000 per day to the owner or operator of a food service business for each day single-use food service products are provided in violation of this section.
  - (b) The department must issue at least two notices of violation by certified mail prior to assessing a penalty.
- (c) Penalties collected under this section must be deposited in the model toxics control operating account created in RCW 70A.305.180.
- 31 (d) A food service business may appeal penalties assessed under 32 this subsection to the pollution control hearings board within 30 33 days of assessment.
  - (4) All food service businesses are encouraged, but not required, to take actions in addition to the requirements of this section that support a goal of reducing the use of and waste generated by single-use food service products.
- 38 (5) Beginning July 1, 2021, a city, town, county, or municipal corporation may not enact an ordinance to reduce pollution from single-use food service products by requiring affirmation that a

- customer wants single-use food service products from the customer of the food service business or other retail establishment.
- NEW SECTION. Sec. 12. DEPARTMENT DUTIES. (1) The department may conduct audits and investigations for the purpose of ensuring compliance with sections 3 and 5 of this act based on the information reported under section 4 of this act.

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- (2) The department shall annually publish a list of registered producers of covered products and associated brand names, their compliance status, and other information the department deems appropriate on the department's website.
- (3) To assist regulated parties with the requirements specified under sections 10 and 11 of this act, the department:
- (a) Must prepare and post on its website information regarding the prohibitions on the sale and distribution of expanded polystyrene products as specified under section 10 of this act and restrictions on the provision of optional serviceware under section 11 of this act;
- 18 (b) For education and outreach to help implement sections 10 and 19 11 of this act, may develop culturally appropriate and translated 20 educational materials and resources for the state's diverse ethnic 21 populations from existing materials used by local jurisdictions and 22 other states.
- 23 (4) The department may adopt rules as necessary to administer, 24 implement, and enforce this chapter.
- 25 Sec. 13. RECYCLING ENHANCEMENT ACCOUNT. The recycling enhancement account is created in the custody of the state 26 27 treasurer. All penalties collected by the department pursuant to sections 5 and 6 of this act must be deposited in the account. Only 28 29 the director of the department or the director's designee may authorize expenditures from the account. The account is subject to 30 31 allotment procedures under chapter 43.88 RCW, but appropriation is not required for expenditures. Expenditures from the 32 account may be used by the department only for providing grants to 33 34 local governments for the purpose of supporting local solid waste and financial assistance programs. 35
- NEW SECTION. Sec. 14. RECYCLED CONTENT ACCOUNT. The recycled content account is created in the custody of the state treasurer. All

- 1 receipts received by the department under section 3 of this act must
- 2 be deposited in the account. Only the director of the department or
- 3 the director's designee may authorize expenditures from the account.
- 4 The account is subject to the allotment procedures under chapter
- 5 43.88 RCW, but an appropriation is not required for expenditures.
- 6 Expenditures from the account may be used by the department only for
- 7 implementing, administering, and enforcing the requirements of
- 8 sections 3 through 7 and 12(1), (2), and (4) of this act.
- 9 <u>NEW SECTION.</u> **Sec. 15.** MARKET STUDY. (1) Subject to the availability of amounts appropriated for this specific purpose prior to January 1, 2028, the department shall contract with a research
- 12 university or an independent third-party consultant to study the
- 13 plastic resin markets for all of the following:
- 14 (a) Analyzing market conditions and opportunities in the state's 15 recycling industry for meeting the minimum postconsumer recycled
- 16 content requirements for covered products pursuant to sections 3 and
- 17 4 of this act; and
- 18 (b) Determining the data needs and tracking opportunities to
- 19 increase the transparency and support of a more effective, fact-based
- 20 public understanding of the recycling industry.
- 21 (2) If funding is provided pursuant to subsection (1) of this
- 22 section and the department undertakes the study, the study must be
- 23 completed by May 1, 2029.
- 24 (3) This section expires July 1, 2029.
- 25 **Sec. 16.** RCW 43.21B.110 and 2020 c 138 s 11 and 2020 c 20 s 1035 are each reenacted and amended to read as follows:
- 27 (1) The hearings board shall only have jurisdiction to hear and
- 28 decide appeals from the following decisions of the department, the
- 29 director, local conservation districts, the air pollution control
- 30 boards or authorities as established pursuant to chapter 70A.15 RCW,
- 31 local health departments, the department of natural resources, the
- 32 department of fish and wildlife, the parks and recreation commission,
- 33 and authorized public entities described in chapter 79.100 RCW:
- 34 (a) Civil penalties imposed pursuant to RCW 18.104.155,
- 35 70A.15.3160, 70A.300.090, 70A.20.050, 70A.530.040, 70A.350.070,
- 36 70A.515.060, <u>sections 5, 6, 10, and 11 of this act,</u> 76.09.170,
- 37 77.55.440, 78.44.250, 88.46.090, 90.03.600, 90.46.270, 90.48.144,
- 38 90.56.310, 90.56.330, and 90.64.102.

- 1 (b) Orders issued pursuant to RCW 18.104.043, 18.104.060, 2 43.27A.190, 70A.15.2520, 70A.15.3010, 70A.300.120, 70A.350.070, 3 section 3 of this act, 86.16.020, 88.46.070, 90.14.130, 90.46.250, 90.48.120, and 90.56.330.
- (c) Except as provided in RCW 90.03.210(2), the issuance, 5 6 modification, or termination of any permit, certificate, or license by the department or any air authority in the exercise of its 7 jurisdiction, including the issuance or termination of a waste 8 disposal permit, the denial of an application for a waste disposal 9 permit, the modification of the conditions or the terms of a waste 10 11 disposal permit, or a decision to approve or deny an application for 12 a solid waste permit exemption under RCW 70A.205.260.
- 13 (d) Decisions of local health departments regarding the grant or 14 denial of solid waste permits pursuant to chapter 70A.205 RCW.

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- (e) Decisions of local health departments regarding the issuance and enforcement of permits to use or dispose of biosolids under RCW 70A.226.090.
- (f) Decisions of the department regarding waste-derived fertilizer or micronutrient fertilizer under RCW 15.54.820, and decisions of the department regarding waste-derived soil amendments under RCW 70A.205.145.
- (g) Decisions of local conservation districts related to the denial of approval or denial of certification of a dairy nutrient management plan; conditions contained in a plan; application of any dairy nutrient management practices, standards, methods, and technologies to a particular dairy farm; and failure to adhere to the plan review and approval timelines in RCW 90.64.026.
- (h) Any other decision by the department or an air authority which pursuant to law must be decided as an adjudicative proceeding under chapter 34.05 RCW.
- 31 (i) Decisions of the department of natural resources, the 32 department of fish and wildlife, and the department that are 33 reviewable under chapter 76.09 RCW, and the department of natural 34 resources' appeals of county, city, or town objections under RCW 35 76.09.050(7).
- 36 (j) Forest health hazard orders issued by the commissioner of public lands under RCW 76.06.180.
- 38 (k) Decisions of the department of fish and wildlife to issue, 39 deny, condition, or modify a hydraulic project approval permit under 40 chapter 77.55 RCW, to issue a stop work order, to issue a notice to

- comply, to issue a civil penalty, or to issue a notice of intent to disapprove applications.
- 3 (1) Decisions of the department of natural resources that are reviewable under RCW 78.44.270.

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- (m) Decisions of an authorized public entity under RCW 79.100.010 to take temporary possession or custody of a vessel or to contest the amount of reimbursement owed that are reviewable by the hearings board under RCW 79.100.120.
- 9 <u>(n) Decisions of the department of ecology that are appealable</u>
  10 <u>under section 3 of this act to set recycled minimum postconsumer</u>
  11 <u>content for covered products or to temporarily exclude types of</u>
  12 <u>covered products in plastic containers from minimum postconsumer</u>
  13 recycled content requirements.
- 14 (2) The following hearings shall not be conducted by the hearings 15 board:
- 16 (a) Hearings required by law to be conducted by the shorelines 17 hearings board pursuant to chapter 90.58 RCW.
- 18 (b) Hearings conducted by the department pursuant to RCW 19 70A.15.3010, 70A.15.3070, 70A.15.3080, 70A.15.3090, 70A.15.3100, 20 70A.15.3110, and 90.44.180.
- 21 (c) Appeals of decisions by the department under RCW 90.03.110 22 and 90.44.220.
- 23 (d) Hearings conducted by the department to adopt, modify, or 24 repeal rules.
- 25 (3) Review of rules and regulations adopted by the hearings board 26 shall be subject to review in accordance with the provisions of the 27 administrative procedure act, chapter 34.05 RCW.
- 28 **Sec. 17.** RCW 43.21B.300 and 2020 c 20 s 1038 are each amended to 29 read as follows:
- 30 (1) Any civil penalty provided in RCW 18.104.155, 70A.15.3160, 70A.205.280, 70A.300.090, 70A.20.050, sections 5, 6, 10, and 11 of 31 this act, 88.46.090, 90.03.600, 90.46.270, 90.48.144, 90.56.310, 32 90.56.330, and 90.64.102 and chapter 70A.355 RCW shall be imposed by 33 a notice in writing, either by certified mail with return receipt 34 35 requested or by personal service, to the person incurring the penalty from the department or the local air authority, describing the 36 violation with reasonable particularity. For penalties issued by 37 local air authorities, within thirty days after the notice is 38 received, the person incurring the penalty may apply in writing to 39

the authority for the remission or mitigation of the penalty. Upon receipt of the application, the authority may remit or mitigate the penalty upon whatever terms the authority in its discretion deems proper. The authority may ascertain the facts regarding all such applications in such reasonable manner and under such rules as it may deem proper and shall remit or mitigate the penalty only upon a demonstration of extraordinary circumstances such as the presence of information or factors not considered in setting the original penalty.

- (2) Any penalty imposed under this section may be appealed to the pollution control hearings board in accordance with this chapter if the appeal is filed with the hearings board and served on the department or authority thirty days after the date of receipt by the person penalized of the notice imposing the penalty or thirty days after the date of receipt of the notice of disposition by a local air authority of the application for relief from penalty.
  - (3) A penalty shall become due and payable on the later of:
  - (a) Thirty days after receipt of the notice imposing the penalty;
- (b) Thirty days after receipt of the notice of disposition by a local air authority on application for relief from penalty, if such an application is made; or
- (c) Thirty days after receipt of the notice of decision of the hearings board if the penalty is appealed.
- (4) If the amount of any penalty is not paid to the department within thirty days after it becomes due and payable, the attorney general, upon request of the department, shall bring an action in the name of the state of Washington in the superior court of Thurston county, or of any county in which the violator does business, to recover the penalty. If the amount of the penalty is not paid to the authority within thirty days after it becomes due and payable, the authority may bring an action to recover the penalty in the superior court of the county of the authority's main office or of any county in which the violator does business. In these actions, the procedures and rules of evidence shall be the same as in an ordinary civil action.
- (5) All penalties recovered shall be paid into the state treasury and credited to the general fund except those penalties imposed pursuant to RCW 18.104.155, which shall be credited to the reclamation account as provided in RCW 18.104.155(7), RCW 70A.15.3160, the disposition of which shall be governed by that

- 1 provision, sections 5 and 6 of this act, which shall be credited to
- 2 the recycling enhancement account created in section 13 of this act,
- 3 RCW 70A.300.090, which shall be credited to the model toxics control
- 4 operating account created in RCW 70A.305.180, RCW 90.56.330, which
- 5 shall be credited to the coastal protection fund created by RCW
- 6 90.48.390, and RCW 70A.355.070, which shall be credited to the
- 7 underground storage tank account created by RCW 70A.355.090.
- 8 **Sec. 18.** RCW 70A.220.020 and 2020 c 20 s 1228 are each amended 9 to read as follows:
- 10 ((<del>(1)</del> The provisions of this section and any rules adopted under 11 this section shall be interpreted to conform with nationwide plastics 12 industry standards.
  - (2))) Except as provided in RCW 70A.220.030(2), after January 1, 1992, no person may distribute, sell, or offer for sale in this state a plastic bottle or rigid plastic container unless the container is labeled with a code identifying the appropriate resin type used to produce the structure of the container. ((The code shall consist of a number placed within three triangulated arrows and letters placed below the triangle of arrows. The triangulated arrows shall be equilateral, formed by three arrows with the apex of each point of the triangle at the midpoint of each arrow, rounded with a short radius. The pointer (arrowhead) of each arrow shall be at the midpoint of each side of the triangle with a short gap separating the pointer from the base of the adjacent arrow. The triangle, formed by the three arrows curved at their midpoints shall depict a clockwise path around the code number.)) The numbers and letters used shall be as follows:
- 28 (a) 1.= PETE (polyethylene terephthalate)
- 29 (b) 2.= HDPE (high density polyethylene)
- 30 (c) 3.= V (vinyl) or PVC (polyvinyl chloride)
- 31 (d) 4.= LDPE (low density polyethylene)
- 32 (e) 5.= PP (polypropylene)
- 33 (f) 6.= PS (polystyrene)
- 34 (g) 7.= OTHER

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NEW SECTION. Sec. 19. Sections 2 through 7 and 9 through 15 of this act constitute a new chapter in Title 70A RCW.

NEW SECTION. Sec. 20. If any provision of this act or its application to any person or circumstance is held invalid, the remainder of the act or the application of the provision to other 4 persons or circumstances is not affected.

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