



## 103RD GENERAL ASSEMBLY

### State of Illinois

2023 and 2024

HB2153

Introduced 2/7/2023, by Rep. Natalie A. Manley

#### SYNOPSIS AS INTRODUCED:

New Act

Creates the Paint Stewardship Act. Contains the findings of the General Assembly. Provides that manufacturers of architectural paint sold at retail in the State or representative organizations shall submit to the Director of the Environmental Protection Agency a plan for the establishment of a postconsumer paint stewardship program. Requires the program to meet specified requirements. Provides that manufacturers or retailers shall not sell or offer for sale architectural paint to any person in the State unless the manufacturer of a paint brand or representative organization is implementing an approved paint stewardship plan. Prohibits the incineration of leftover architectural paint collected pursuant to an approved paint stewardship plan. Provides that manufacturers or representative organizations shall submit reports with specified requirements. Provides that manufacturers or representative organizations participating in a postconsumer paint stewardship program shall not be liable for any claim of a violation of antitrust, restraint of trade, unfair trade practice, or other anticompetitive conduct arising from conduct undertaken in accordance with the program. Provides for administrative and oversight fees to be paid to the Agency. Provides that manufacturers or representative organizations shall implement the postconsumer paint collection plan within 6 months of the date that the program plan is approved. Contains provisions regarding postconsumer paint from households and small businesses. Contains other provisions.

LRB103 25547 CPF 51896 b

1 AN ACT concerning safety.

2 **Be it enacted by the People of the State of Illinois,**  
3 **represented in the General Assembly:**

4 Section 1. Short title. This Act may be cited as the Paint  
5 Stewardship Act.

6 Section 5. Findings. The General Assembly finds that:

7 (1) Leftover architectural paints present significant  
8 waste management issues for counties and municipalities.  
9 Managing the end-of-life of architectural paint can be costly  
10 and present environmental, health, and safety risks if not  
11 properly managed.

12 (2) Nationally, an estimated 10% of architectural paint  
13 purchased by consumers is leftover. Current governmental  
14 programs collect only a fraction of the potential leftover  
15 paint for proper reuse, recycling, or disposal. In northern  
16 Illinois, there are only 4 permanent household hazard waste  
17 facilities and these facilities do not typically accept latex  
18 paint, the most common paint purchased by consumers.

19 (3) It is in the best interest of this State for paint  
20 manufacturers to assume responsibility for development and  
21 implementation of a cost-effective paint stewardship program  
22 that will: educate consumers on strategies to reduce the  
23 generation of leftover paint; provide opportunities to reuse

1 leftover paint; and collect, transport, and process leftover  
2 paint for end-of-life management, including reuse, recycling,  
3 energy recovery, and disposal. Requiring paint manufacturers  
4 to assume responsibility for the collection, recycling, reuse,  
5 transportation, and disposal of leftover paint will provide  
6 more opportunities for consumers to properly manage their  
7 leftover paint, provide fiscal relief for this State and local  
8 governments in managing leftover paint, keep paint out of the  
9 waste stream, and conserve natural resources.

10 (4) Similar architectural paint stewardship programs are  
11 currently operating in 11 jurisdictions and are successfully  
12 diverting a significant portion of the collected paint waste  
13 from landfills. These paint stewardship programs are saving  
14 counties and municipalities the cost of managing paint waste  
15 and have been successful at recycling leftover paint into  
16 recycled paint products as well as other products. For  
17 instance, in the state of Oregon, 64% of the latex paint  
18 collected in the 2019-2020 fiscal year was recycled into paint  
19 products; and, in Minnesota, 48% of the latex paint collected  
20 during the same time period was reused or recycled into paint  
21 products. Given the lack of access to architectural paint  
22 collection programs in Illinois, especially for leftover latex  
23 architectural paint, and the demonstrated ability of the paint  
24 industry to collect and recycle a substantial portion of  
25 leftover architectural paint, this legislation is necessary.  
26 It will create a statewide program that diverts a significant

1 portion of paint waste from landfills and facilitates  
2 recycling of leftover paint into paint and other products.

3 (5) Establishing a paint stewardship program in Illinois  
4 will create jobs as the marketplace adjusts to the needs of a  
5 robust program that requires transporters and processors.  
6 Certain infrastructure already exists in the State and the  
7 program may attract additional resources.

8 (6) Legislation is needed to establish this program in  
9 part because of the risk of antitrust lawsuits. The program  
10 involves activities by competitors in the paint industry and  
11 may affect the costs or prices of those competitors. As  
12 construed by the courts, the antitrust laws impose severe  
13 constraints on concerted action by competitors that affect  
14 costs or prices. Absent State legislation, participation in  
15 this program would entail an unacceptable risk of class action  
16 lawsuits. The risk can be mitigated by legislation that would  
17 bar application of federal antitrust law under the "state  
18 action" doctrine. Under that doctrine, federal antitrust law  
19 does not apply to conduct that is (1) undertaken pursuant to a  
20 clearly expressed and affirmatively articulated state policy  
21 to displace or limit competition, and (2) actively supervised  
22 by the State.

23 (7) To ensure that this defense will be available to  
24 protect participants in the program, it is important for State  
25 legislation to be specific about the conduct it is authorizing  
26 and to express clearly that the State is authorizing that

1 conduct pursuant to a conscious policy decision to limit the  
2 unfettered operation of market forces. It is also critical for  
3 the legislation to provide for active supervision of the  
4 conduct that might otherwise be subject to antitrust attack.  
5 In particular, the legislation must provide for active  
6 supervision of the decisions concerning the assessments that  
7 will fund the program. A clear articulation of the State's  
8 purposes and policies and provisions for active State  
9 supervision of the program will ensure that industry  
10 participation in the program will not trigger litigation.

11 (8) To ensure that the costs of the program are  
12 distributed in an equitable and competitively neutral manner,  
13 the program will be funded through an assessment on each  
14 container of paint sold in this State. That assessment will be  
15 sufficient to recover, but not exceed, the costs of sustaining  
16 the program and will be reviewed and approved by the Illinois  
17 Environmental Protection Agency. Funds collected through the  
18 assessment will be used by the representative organization to  
19 operate and sustain the program.

20 Section 10. Definitions. In this Act:

21 "Agency" means the Environmental Protection Agency.

22 "Architectural paint" means interior and exterior  
23 architectural coatings sold in containers of 5 gallons or  
24 less. "Architectural paint" does not include industrial  
25 original equipment or specialty coatings.

1 "Collection site" means any location, service, or event at  
2 which architectural paint is accepted into a postconsumer  
3 paint collection program pursuant to a postconsumer paint  
4 collection program plan.

5 "Director" means the Director of the Environmental  
6 Protection Agency.

7 "Environmentally sound management practices" means  
8 procedures for the collection, storage, transportation, reuse,  
9 recycling, and disposal of architectural paint to be  
10 implemented by a manufacturer or representative organization  
11 or by the manufacturer's or representative organization's  
12 contracted partners to comply with all applicable federal,  
13 State, and local laws and any rules, regulations, and  
14 ordinances for the protection of human health and the  
15 environment. These procedures shall address adequate  
16 recordkeeping, tracking and documenting of the final  
17 disposition of materials, and appropriate environmental  
18 liability coverage for the representative organization.

19 "Household waste" has the same meaning as defined in 40  
20 CFR 261.4(b)(1).

21 "Postconsumer paint" means architectural paint not used  
22 and no longer wanted by a purchaser.

23 "Manufacturer" means a manufacturer of architectural paint  
24 who sells, offers for sale, or distributes the architectural  
25 paint in the State under the manufacturer's own name or brand.

26 "Program" means the postconsumer paint stewardship program

1 established pursuant to Section 15.

2 "Recycling" means a method, technique, or process designed  
3 to remove any contaminant from waste so as to render the waste  
4 reusable, or any process by which materials that would  
5 otherwise be disposed of or discarded are collected,  
6 separated, or processed and returned to the economic  
7 mainstream in the form of raw materials or products.

8 "Representative organization" means a nonprofit  
9 organization established by a manufacturer to implement the  
10 postconsumer paint stewardship program.

11 "Retailer" means a company that offers architectural paint  
12 or other allied products for retail sale in the State.

13 "Very small quantity generator" has the same meaning as  
14 defined in 40 CFR 260.10.

15 Section 15. Paint stewardship program plan.

16 (a) A manufacturer of architectural paint sold at retail  
17 in the State or a representative organization shall submit to  
18 the Director a plan for the establishment of a postconsumer  
19 paint stewardship program. The program shall seek to reduce  
20 the generation of postconsumer paint, promote its reuse and  
21 recycling, and manage the waste stream using environmentally  
22 sound management practices.

23 (b) The plan submitted by the manufacturer or  
24 representative organization to the Agency under this Section  
25 shall:

1           (1) Provide a list of participating manufacturers and  
2 brands covered by the program.

3           (2) Provide information on the architectural paint  
4 products covered under the program, such as interior or  
5 exterior water-based and oil-based coatings, primers,  
6 sealers, or wood coatings.

7           (3) Describe how it will provide for convenient and  
8 cost-effective statewide collection of postconsumer  
9 architectural paint in the State. The manufacturer or  
10 representative organization may coordinate the program  
11 with existing household hazardous waste collection  
12 infrastructure as is mutually agreeable. A paint retailer  
13 may be authorized by the manufacturer or representative  
14 organization as a paint collection site if the paint  
15 retailer volunteers to act as such, complies with all  
16 applicable laws, rules, and regulations, and the retail  
17 location is consistent with the maintenance of a  
18 cost-effective network of paint collection locations.

19           (4) Establish a goal for the number and geographic  
20 distribution of collection sites for postconsumer  
21 architectural paint using geographic modeling and the  
22 following criteria:

23                   (A) at least 90% of State residents shall have a  
24 collection site within a 15-mile radius; and

25                   (B) one site shall be available for every 50,000  
26 residents of the State unless otherwise approved by



1 the Director.

2 (5) Describe how postconsumer paint will be managed in  
3 an environmentally and economically sound manner using the  
4 following strategies and in the following order: reuse,  
5 recycling, energy recovery, and disposal. Incineration  
6 within the State shall not be utilized.

7 (6) Describe education and outreach efforts to inform  
8 consumers about the program. These materials should  
9 include:

10 (A) information about collection opportunities for  
11 postconsumer paint;

12 (B) information about the fee for the operation of  
13 the program that shall be included in the purchase  
14 price of all architectural paint sold in the State;  
15 and

16 (C) efforts to promote the source reduction,  
17 reuse, and recycling of architectural paint.

18 (7) Be reviewed by an independent auditor to assure  
19 that any added fee to paint sold in the State as a result  
20 of the postconsumer paint stewardship program does not  
21 exceed the costs to operate and sustain the program in  
22 accordance with sound management practices. The  
23 independent auditor shall verify that the amount added to  
24 each unit of paint will cover the costs and sustain the  
25 postconsumer paint stewardship program.

26 (c) A manufacturer or representative organization shall

1 select the independent auditor under paragraph (7) of  
2 subsection (b) in consultation with the Agency. The Agency  
3 shall review the work product of the independent auditor. The  
4 cost of any work performed by the independent auditor shall be  
5 funded by the program.

6 (d) Not later than 60 days after submission of the plan  
7 under this Section, the Director shall make a determination in  
8 writing whether to approve the plan as submitted or disapprove  
9 the plan.

10 (e) The Agency shall enforce the plan and may, by rule or  
11 regulation, establish enforcement procedures. If circumstances  
12 require an adjustment of the paint stewardship fee, the  
13 manufacturer or representative organization shall request the  
14 adjustment by submitting to the Agency a justification for the  
15 adjustment as well as financial reports to support the  
16 request, including a 5-year projection of the financial status  
17 of the organization. The Agency shall review the request to  
18 determine if the proposed fee adjustment will generate  
19 revenues sufficient to pay the program expenses, including any  
20 accumulated debt, and develop a reasonable reserve level  
21 sufficient to sustain the program. If a decrease in the paint  
22 fee is requested, the Agency shall review the request to  
23 determine if the proposed fee adjustment and the resulting  
24 decreased revenue is sufficient to pay program expenses and  
25 maintain a reasonable reserve level sufficient to sustain the  
26 program.

1           (f) No later than the implementation date of the program,  
2 information regarding the approved plan, the names of  
3 participating manufacturers, and the brands of architectural  
4 paint covered by the program shall be posted on the Agency's  
5 website and on the website of the manufacturer or  
6 representative organization.

7           (g) Upon implementation of the program, each manufacturer  
8 shall include in the price of any architectural paint sold to  
9 retailers and distributors in the State the per container  
10 amount in the approved program plan. Manufacturers are  
11 responsible for filing, reporting, and remitting the paint  
12 stewardship assessment for each container of architectural  
13 paint to the representative organization. A retailer or  
14 distributor shall not deduct this amount from the purchase  
15 price.

16           Section 20. Incineration prohibited. No person may  
17 incinerate leftover architectural paint collected pursuant to  
18 an approved paint stewardship plan as required by Section 15.

19           Section 25. Plan submission. The plan required by Section  
20 15 shall be submitted not later than 12 months after the  
21 authorization of the program is final. The Agency may grant an  
22 extension of time to submit the plan for good cause.

23           Section 30. Sale of paint.

1           (a) A manufacturer or retailer shall not sell or offer for  
2 sale architectural paint to any person in the State unless the  
3 manufacturer of a paint brand or the manufacturer's  
4 representative organization is implementing an approved paint  
5 stewardship plan as required by Section 15.

6           (b) A retailer shall be in compliance with this Act if, on  
7 the date the architectural paint was offered for sale, the  
8 retailer's manufacturer is listed on the Agency's website as  
9 implementing or participating in an approved program or if the  
10 paint brand is listed on the Agency's website as being  
11 included in the program.

12           (c) A paint collection site authorized under the  
13 provisions of this Act shall not charge any additional amount  
14 for the disposal of paint when it is offered for disposal.

15           (d) No retailer is required to participate in a paint  
16 stewardship program as a collection site. A retailer may  
17 participate as a paint collection site on a voluntary basis.

18           (e) Nothing in this Act shall require a retailer to track,  
19 file, report, submit, or remit a paint stewardship assessment,  
20 sales data, or any other information on behalf of a  
21 manufacturer, distributor, or representative organization.

22           Section 35. Liability. A manufacturer or representative  
23 organization participating in a postconsumer paint stewardship  
24 program shall not be liable for any claim of a violation of  
25 antitrust, restraint of trade, unfair trade practice, or other

1 anticompetitive conduct arising from conduct undertaken in  
2 accordance with the program.

3 Section 40. Annual report. Annually, a manufacturer or  
4 representative organization shall submit a report to the  
5 Agency that details the program. The report shall include:

6 (1) a description of the methods used to collect and  
7 transport postconsumer paint collected in the State;

8 (2) the volume and type of postconsumer paint  
9 collected and a description of the methods used to process  
10 the paint, including reuse, recycling, and other methods;

11 (3) samples of educational materials provided to  
12 consumers of architectural paint; and

13 (4) the total cost of the program and an independent  
14 financial audit. An independent financial auditor shall be  
15 chosen by the manufacturer or representative organization.  
16 The report or information relating to the report shall be  
17 posted on the Agency's website and on the website of the  
18 manufacturer or representative organization.

19 Section 45. Annual report submission. A manufacturer or  
20 representative organization shall submit the first annual  
21 report detailing the postconsumer paint collection program as  
22 required by Section 15 to the Director on or before July 1 of  
23 the second year following official implementation of the  
24 program, and annually thereafter. The Agency may extend the

1 time for submission of the annual report for cause shown.

2 Section 50. Disclosure. Financial, production, or sales  
3 data reported to the Agency by a manufacturer, retailer, or  
4 representative organization shall not be subject to  
5 disclosure, but the Director may release a summary form of the  
6 data that does not disclose financial, production, or sales  
7 data of the manufacturer, retailer, or representative  
8 organization.

9 Section 55. Program plan submission fee. A manufacturer or  
10 representative organization submitting a program plan shall  
11 pay an administrative fee to the Agency at the time of  
12 submission. The Agency may establish a variable fee based on  
13 relevant factors, including, but not limited to, the portion  
14 of architectural paint sold in the State by members of the  
15 manufacturer or representative organization compared to the  
16 total amount of architectural paint sold in the State by all  
17 manufacturers or representative organizations that submit a  
18 plan.

19 Section 60. Oversight fee. A manufacturer or  
20 representative organization operating a stewardship program  
21 shall pay to the Agency the costs it incurs in overseeing the  
22 stewardship program. The Agency shall set the fee at an amount  
23 that, when paid by every manufacturer or representative

1 organization that submits a plan, is adequate to reimburse the  
2 Agency's full costs of administering this Act. The total  
3 amount of annual fees collected under this Section must not  
4 exceed the amount necessary to reimburse costs incurred by the  
5 Agency to administer this Act.

6 Section 65. Timing of oversight fee. A manufacturer or  
7 representative organization subject to Section 60 must pay the  
8 Agency's administrative fee annually. The annual  
9 administrative fee may not exceed 5% of the aggregate  
10 stewardship fee added to the cost of all architectural paint  
11 sold by manufacturers in the State for the preceding calendar  
12 year. The Agency may extend the time for payment upon good  
13 cause shown.

14 Section 70. Implementation. A manufacturer or  
15 representative organization shall implement the postconsumer  
16 paint collection plan within 6 months of the date that the  
17 program plan is approved. The Agency may extend the date of  
18 implementation for good cause shown.

19 Section 75. Postconsumer paint from households and small  
20 businesses.

21 (a) Generators of household waste and very small quantity  
22 generators are authorized to transport or send their  
23 architectural paints to a paint collection site to the extent

1 permitted by a postconsumer paint stewardship program approved  
2 by the Director.

3 (b) Paint collection sites are authorized to collect and  
4 temporarily store architectural paints generated by persons  
5 specified in subsection (a), in accordance with the  
6 requirements of the paint stewardship program, in lieu of any  
7 otherwise applicable hazardous waste or solid waste laws,  
8 rules, or regulations.

9 (c) Nothing in this Act shall be construed as restricting  
10 the collection of architectural paint by a postconsumer paint  
11 stewardship program where the collection is authorized under  
12 any otherwise applicable hazardous waste or solid waste laws,  
13 rules, or regulations.

14 (d) Nothing in this Act shall be construed to affect any  
15 requirements applicable to facilities that treat, dispose, or  
16 recycle architectural paint under any otherwise applicable  
17 hazardous waste or solid waste laws, rules, or regulations.