Calendar No. 182

104TH CONGRESS S. 619

[Report No. 104-136]

A BILL

To phase out the use of mercury in batteries and provide for the efficient and cost-effective collection and recycling or proper disposal of used nickel cadmium batteries, small sealed lead-acid batteries, and certain other batteries, and for other purposes.

AUGUST 30, 1995
Reported with amendments

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IN THE SENATE OF THE UNITED STATES

MARCH 24 (legislative day, MARCH 23), 1995

Mr. Smith (for himself, Mr. Lautenberg, Mr. Faircloth, Mr. McConnell, Mr. Simon, Mr. Mack, Mr. Bond, Mr. Graham, Mr. Lieberman, Mr. Warner, Mr. Reid, Mr. Inhofe, and Ms. Snowe) introduced the following bill; which was read twice and referred to the Committee on Environment and Public Works

August 30, 1995

Reported under authority of the order of the Senate of August 11 (legislative day, July 10), 1995, by Mr. Chafee, with amendments

[Omit the part struck through and insert the part printed in italic]

A BILL

To phase out the use of mercury in batteries and provide for the efficient and cost-effective collection and recycling or proper disposal of used nickel cadmium batteries, small sealed lead-acid batteries, and certain other batteries, and for other purposes.

1	Be it enacted by the Senate and House of Representa-
2	tives of the United States of America in Congress assembled,
3	SECTION 1. SHORT TITLE.
4	This Act may be cited as the "Mercury-Containing
5	and Rechargeable Battery Management Act".
6	SEC. 2. FINDINGS.
7	The Congress finds that—
8	(1) it is in the public interest to—
9	(A) phase out the use of mercury in bat-
10	teries and provide for the efficient and cost-ef-
11	fective collection and recycling or proper dis-
12	posal of used nickel cadmium batteries, small
13	sealed lead-acid batteries, and other regulated
14	batteries; and
15	(B) educate the public concerning the col-
16	lection, recycling, and proper disposal of such
17	batteries;
18	(2) uniform national labeling requirements for
19	regulated batteries, rechargeable consumer products,
20	and product packaging will significantly benefit pro-
21	grams for regulated battery collection and recycling
22	or proper disposal; and
23	(3) it is in the public interest to encourage per-
24	sons who use rechargeable batteries to participate in

1	collection for recycling of used nickel-cadmium,
2	small sealed lead-acid, and other regulated batteries.
3	SEC. 3. DEFINITIONS.
4	In For purposes of this Act:
5	(1) Administrator.—The term "Adminis-
6	trator" means the Administrator of the Environ-
7	mental Protection Agency.
8	(2) BUTTON CELL.—The term "button cell"
9	means a button- or coin-shaped battery.
10	(3) Easily removable.—The term "easily re-
11	movable", with respect to a battery, means detach-
12	able or removable at the end of the life of the bat-
13	tery—
14	(A) from a consumer product by a
15	consumer with the use of common household
16	tools; or
17	(B) by a retailer of replacements for a bat-
18	tery used as the principal electrical power
19	source for a vehicle.
20	(4) Mercuric-oxide battery.—The term
21	"mercuric-oxide battery" means a battery that uses
22	a mercuric-oxide electrode.
23	(5) RECHARGEABLE BATTERY.—The term "re-
24	chargeable battery''—

1	(A) means 1 or more voltaic or galvanic
2	cells, electrically connected to produce electric
3	energy, that is designed to be recharged for re-
4	peated uses; and
5	(B) includes any type of enclosed device or
6	sealed container consisting of 1 or more such
7	cells, including what is commonly called a bat-
8	tery pack (and in the case of a battery pack, for
9	the purposes of the requirements of easy remov-
10	ability and labeling under section 103, means
11	the battery pack as a whole rather than each
12	component individually); but
13	(C) does not include—
14	(i) a lead-acid battery used to start an
15	internal combustion engine or as the prin-
16	cipal electrical power source for a vehicle,
17	such as an automobile, a truck, construc-
18	tion equipment, a motorcycle, a garden
19	tractor, a golf cart, a wheelchair, or a boat;
20	(ii) a lead-acid battery used for load
21	leveling or for storage of electricity gen-
22	erated by an alternative energy source,
23	such as a solar cell or wind-driven genera-

tor;

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1	(iii) a battery used as a backup power
2	source for memory or program instruction
3	storage, timekeeping, or any similar pur-
4	pose that requires uninterrupted electrical
5	power in order to function if the primary
6	energy supply fails or fluctuates momen-
7	tarily; or
8	(iv) a rechargeable alkaline battery.
9	(6) Rechargeable consumer product.—
10	The term ''rechargeable consumer product''—
11	(A) means a product that, when sold at re-
12	tail, includes a regulated battery as a primary
13	energy supply, and that is primarily intended
14	for personal or household use; but
15	(B) does not include a product that only
16	uses a battery solely as a source of backup
17	power for memory or program instruction stor-
18	age, timekeeping, or any similar purpose that
19	requires uninterrupted electrical power in order
20	to function if the primary energy supply fails or
21	fluctuates momentarily.
22	(7) REGULATED BATTERY.—The term "regu-
23	lated battery" means a rechargeable battery that—

- (A) contains a cadmium or a lead electrode 1 2 or any combination of cadmium and lead electrodes: or 3 (B) contains other electrode chemistries and is the subject of a determination by the Ad-6 ministrator under section 103(d). 7 (8) Remanufactured product.—The term "remanufactured product" means a rechargeable 8 consumer product that has been altered by the re-9 placement of parts, repackaged, or repaired after 10 11 initial sale by the original manufacturer. SEC. 4. INFORMATION DISSEMINATION. The Administrator shall, in consultation with rep-13 resentatives of rechargeable battery manufacturers, re-14 chargeable consumer product manufacturers, and retail-15 ers, establish a program to provide information to the public concerning the proper handling and disposal of used regulated batteries and rechargeable consumer products with nonremovable batteries. SEC. 5. ENFORCEMENT.
- (a) CIVIL PENALTY.—When on the basis of any infor-21
- mation the Administrator determines that a person has
- violated or is in violation of any requirement of this Act,
- the Administrator—

1 (1) in the case of a willful violation, may issue 2 an order assessing a civil penalty of not more than 3 \$10,000 for each violation and requiring compliance 4 immediately or within a reasonable specified time pe-

riod, or both; or

- 6 (2) in the case of any violation, may commence 7 a civil action in the United States district court in 8 the district in which the violation occurred for ap-9 propriate relief, including a temporary or permanent 10 injunction.
- 11 (b) CONTENTS OF ORDER.—An order under sub-12 section (a)(1) shall state with reasonable specificity the 13 nature of the violation.
- 14 (c) Considerations.—In assessing a civil penalty 15 under subsection (a)(1), the Administrator shall take into 16 account the seriousness of the violation and any good faith 17 efforts to comply with applicable requirements.
- 18 (d) Finality of Order; Request for Hearing.—
 19 An order under subsection (a)(1) shall become final un20 less, not later than 30 days after the order is served, a
 21 person named in the order requests a hearing on the
 22 record.
- 23 (e) HEARING.—On receiving a request under sub-24 section (d), the Administrator shall promptly conduct a 25 hearing on the record.

1	(f) Subpoena Power.—In connection with any
2	hearing on the record under this section, the Adminis-
3	trator may issue subpoenas for the attendance and testi-
4	mony of witnesses and for the production of relevant pa-
5	pers, books, and documents.
6	(g) Continued Violation after Expiration of
7	Period for Compliance.—If a violator fails to take cor-
8	rective action within the time specified in an order under
9	subsection (a)(1), the Administrator may assess a civil
10	penalty of not more than \$10,000 for the continued non-
11	compliance with the order.
12	(h) Savings Provisions.—The Administrator may
13	not take any enforcement action against a person for sell-
14	ing, offering for sale, or offering for promotional purposes
15	to the final consumer a battery or product governed by this
16	Act that was—
17	(1) purchased ready for final sale; and
18	(2) sold, offered for sale, or offered for pro-
19	motional purposes without modification.
20	SEC. 6. INFORMATION GATHERING AND ACCESS.
21	(a) RECORDS AND REPORTS.—A person who is re-
22	quired to carry out the objectives of this Act, including—
23	(1) a regulated battery manufacturer;
24	(2) a rechargeable consumer product manufac-
25	turer;

- 1 (3) a mercury-containing battery manufacturer;
- 2 and
- 3 (4) an authorized agent of a person described
- 4 in subparagraph (A), (B), or (C) paragraph (1), (2),
- 5 or (3),
- 6 shall establish and maintain such records and report such
- 7 information as the Administrator may by regulation rea-
- 8 sonably require to carry out the objectives of this Act.
- 9 (b) Access and Copying.—The Administrator or
- 10 the Administrator's authorized representative, on presen-
- 11 tation of credentials of the Administrator, may at reason-
- 12 able times have access to and copy any records required
- 13 to be maintained under subsection (a).
- 14 (c) Confidentiality.—The Administrator shall
- 15 maintain the confidentiality of documents and records that
- 16 contain proprietary information.
- 17 SEC. 7. STATE AUTHORITY.
- Except as provided in sections 103(e) and 104, noth-
- 19 ing in this Act shall be construed to prohibit a State from
- 20 enacting and enforcing a standard or requirement that is
- 21 more stringent than a standard or requirement established
- 22 or promulgated under this Act.
- 23 SEC. 8. AUTHORIZATION OF APPROPRIATIONS.
- There are authorized to be appropriated such sums
- 25 as are necessary to carry out this Act.

1 TITLE I—RECHARGEABLE 2 BATTERY RECYCLING ACT

3	SEC. 101. SHORT TITLE.
4	This title may be cited as the "Rechargeable Battery
5	Recycling Act".
6	SEC. 102. PURPOSE.
7	The purpose of this title is to facilitate the efficient
8	recycling or proper disposal of used nickel-cadmium re-
9	chargeable batteries, used small sealed lead-acid recharge-
10	able batteries, other regulated batteries, and such re-
11	chargeable batteries in used consumer products, by—
12	(1) providing for uniform labeling requirements
13	and streamlined regulatory requirements for regu-
14	lated battery collection programs; and
15	(2) encouraging voluntary industry programs by
16	eliminating barriers to funding the collection and
17	recycling or proper disposal of used rechargeable
18	batteries.
19	SEC. 103. RECHARGEABLE CONSUMER PRODUCTS AND
20	LABELING.
21	(a) Prohibition.—
22	(1) IN GENERAL.—No person shall sell for use
23	in the United States a regulated battery that is
24	ready for retail sale or a rechargeable consumer
25	product that is ready for retail sale, which if the bat-

1	tery or product was manufactured on or after the
2	date that is 12 months after the date of enactment
3	of this Act, unless —
4	(A) in the case of a regulated battery, the
5	regulated battery—
6	(i) is easily removable from the re-
7	chargeable consumer product; or
8	(ii) is sold separately; and
9	(B) in the case of a regulated battery or
10	rechargeable consumer product, the labeling re-
11	quirements of subsection (b) are met.
12	unless the labeling requirements of subsection (b) are
13	met and, in the case of a regulated battery, the regu-
14	lated battery—
15	(A) is easily removable from the recharge-
16	able consumer product; or
17	(B) is sold separately.
18	(2) Application.—Paragraph (1) does not
19	apply to a sale of any of the following:
20	(A) The sale of a remanufactured product
21	unit unless paragraph (1) applied to the sale of
22	the unit when originally manufactured; Θr .
23	(B) The sale of a product unit intended for
24	export purposes only.

1	(b) LABELING.—Each regulated battery or recharge-
2	able consumer product without an easily removable battery
3	manufactured on or after the date that is 1 year after
4	the date of enactment of this Act, whether produced do-
5	mestically or imported, shall be labeled with— bear the
6	following labels:
7	(1)(A) 3 chasing arrows or a comparable recy-
8	cling symbol ; .
9	(B)(i) on each nickel-cadmium battery, the
10	chemical name or the abbreviation "Ni-Cd"; and
11	(ii) on each lead-acid battery, "Pb" or the
12	words "LEAD", "RETURN", and "RECYCLE";
13	(C) on each nickel-cadmium regulated battery,
14	the phrase "BATTERY MUST BE RECYCLED
15	OR DISPOSED OF PROPERLY."; and
16	(D) on each sealed lead acid regulated battery,
17	the phrase "BATTERY MUST BE RECYCLED.";
18	(2)(A) On each regulated battery that is a nick-
19	el-cadmium battery, the chemical name or the abbre-
20	viation "Ni-Cd" and the phrase "BATTERY MUST
21	BE RECYCLED OR DISPOSED OF PROPERLY.".
22	(B) On each regulated battery that is a lead-acid
23	batters, "Pb" or the words "LEAD", "RETURN",
24	and "RECYCLE" and if the regulated battery is

sealed, the phrase "BATTERY MUST BE RECY-1 2 CLED.". 3 (2) on (3) On each rechargeable consumer prod-4 uct containing a regulated battery that is not easily removable, the phrase "CONTAINS NICKEL-CAD-5 MIUM BATTERY. BATTERY MUST BE RECY-6 7 CLED OR DISPOSED OF PROPERLY." or "CONTAINS SEALED LEAD BATTERY. BAT-8 9 TERY MUST BE RECYCLED.", as applicable; 10 and. (3) on (4) On the packaging of each recharge-11 12 able consumer product, and the packaging of each regulated battery sold separately from such a prod-13 14 uct, unless the required label is clearly visible 15 through the packaging, the phrase "CONTAINS 16 NICKEL-CADMIUM BATTERY. **BATTERY** 17 MUST BE RECYCLED OR DISPOSED OF 18 PROPERLY." or "CONTAINS SEALED LEAD 19 BATTERY. BATTERY MUST BE RECYCLED.", 20 as applicable. 21 (c) Existing or Alternative Labeling.— 22 (1) Initial Period.—For a period of 2 years 23 after the date of enactment of this Act, regulated 24 batteries, rechargeable consumer products containing 25 regulated batteries, and rechargeable consumer

product packages that are labeled in substantial 1 2 compliance with subsection (b) shall be deemed to comply with the labeling requirements of subsection 3 (b). (2) Certification.— (A) IN GENERAL.—On application by per-6 7 sons subject to the labeling requirements of subsection (b) or the labeling requirements pro-8 mulgated by the Administrator under sub-9 section (d), the Administrator shall certify that 10 11 a different label meets the requirements of subsection (b) or (d), respectively, if the different 12 label— 13 (i) conveys the same information as 14 15 the label required under subsection (b) or (d), respectively; or 16 17 (ii) conforms with a recognized inter-18 national standard that is consistent with 19 the overall purposes of this title. 20 (B)Constructive 21

(B) Constructive certification.— Failure of the Administrator to object to an application under subparagraph (A) on the ground that a different label does not meet either of the conditions described in subparagraph (A) (i) or (ii) within 120 days after the

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1	date on which the application is made shall con-
2	stitute certification for the purposes of this Act.
3	(d) Rulemaking Authority of the Adminis-
4	TRATOR.—
5	(1) IN GENERAL.—If the Administrator deter-
6	mines that other rechargeable batteries having elec-
7	trode chemistries different from regulated batteries
8	are toxic and may cause substantial harm to human
9	health and the environment if discarded into the
10	solid waste stream for land disposal or incineration,
11	the Administrator may, with the advice and counsel
12	of State regulatory authorities and manufacturers of
13	rechargeable batteries and rechargeable consumer
14	products, and after public comment—
15	(A) promulgate labeling requirements for
16	the batteries with different electrode chem-
17	istries, rechargeable consumer products contain-
18	ing such batteries that are not easily removable
19	batteries, and packaging for the batteries and
20	products; and
21	(B) promulgate requirements for easy re-
22	movability of regulated batteries from recharge-
23	able consumer products designed to contain
24	such batteries.

1	(2) Substantial similarity.—The regula-
2	tions promulgated under paragraph (1) shall be sub-
3	stantially similar to the requirements set forth in
4	subsections (a) and (b).
5	(e) Uniformity.—After the effective dates of a re-
6	quirement set forth in subsection (a), (b), or (c) or a regu-
7	lation promulgated by the Administrator under subsection
8	(d), no Federal agency, State, or political subdivision of
9	a State may enforce any easy removability or environ-
10	mental labeling requirement for a rechargeable battery or
11	rechargeable consumer product that is not identical to the
12	requirement or regulation.
13	(f) Exemptions.—
14	(1) IN GENERAL.—With respect to any re-
15	chargeable consumer product, any person may sub-
16	mit an application to the Administrator for an ex-
17	emption from the requirements of subsection (a) in
18	accordance with the procedures under paragraph
19	(2). The application shall include the following infor-
20	mation:
21	(A) A statement of the specific basis for
22	the request for the exemption.
23	(B) The name, business address, and tele-
24	phone number of the applicant.

- 1 (2) Granting of exemption.—Not later than 2 60 days after receipt of an application under para-3 graph (1), the Administrator shall approve or deny the application. On approval of the application the Administrator shall grant an exemption to the appli-5 6 cant. The exemption shall be issued for a period of 7 time that the Administrator determines to be appropriate, except that the period shall not exceed 2 8 9 years. The Administrator shall grant an exemption on the basis of evidence supplied to the Adminis-10 11 trator that the manufacturer has been unable to 12 commence manufacturing the rechargeable consumer product in compliance with the requirements of this 13 14 section and with an equivalent level of product per-15 formance without the product—
 - (A) posing a threat to human health, safety, or the environment; or
 - (B) violating requirements for approvals from governmental agencies or widely recognized private standard-setting organizations (including Underwriters Laboratories).
 - (3) RENEWAL OF EXEMPTION.—A person granted an exemption under paragraph (2) may apply for a renewal of the exemption in accordance with the requirements and procedures described in

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- paragraphs (1) and (2). The Administrator may
- 2 grant a renewal of such an exemption for a period
- of not more than 2 years after the date of the grant-
- 4 ing of the renewal.

5 SEC. 104. REQUIREMENTS.

- 6 For the purposes of carrying out the collection, stor-
- 7 age, transportation, and recycling or proper disposal of
- 8 used rechargeable batteries, batteries described in section
- 9 3(3)(C) 3(5)(C) or in title II, and used rechargeable
- 10 consumer products containing rechargeable batteries that
- 11 are not easily removable rechargeable batteries, persons
- 12 involved in collecting, storing, or transporting such bat-
- 13 teries or products to a facility for recycling or proper dis-
- 14 posal shall, notwithstanding any other law, be regulated
- 15 in the same manner and with the same limitations as if
- 16 the persons were collecting, storing, or transporting bat-
- 17 teries subject to subpart G of part 266 of title 40, Code
- 18 of Federal Regulations, as in effect on January 1, 1993,
- 19 except that sections 264.76, 265.76, and 268.7 of that
- 20 title shall not apply spent lead acid batteries that are recy-
- 21 clable materials subject to regulations of the Environmental
- 22 Protection Agency under subpart G of part 266 of title 40,
- 23 Code of Federal Regulations, as in effect on January 1,
- 24 1995, except that the requirements of title 40 relating to
- 25 unmanifested waste reports (40 CFR 264.76 and 265.76)

- 1 and to waste analysis and recordkeeping (40 CFR 268.7)
- 2 shall not apply.

3 SEC. 105. COOPERATIVE EFFORTS.

- 4 Notwithstanding any other law, if 2 or more persons
- 5 who participate in projects or programs to collect and
- 6 properly manage used rechargeable batteries or products
- 7 powered by rechargeable batteries advise the Adminis-
- 8 trator of their intent, the persons may agree to develop
- 9 jointly, or to share in the costs of participating in, such
- 10 a project or program and to examine and rely on such
- 11 cost information as is collected during the project or pro-
- 12 gram.

13 TITLE II—MERCURY-CONTAIN-

14 ING BATTERY MANAGEMENT

- 15 **ACT**
- 16 SEC. 201. SHORT TITLE.
- 17 This title may be cited as the "Mercury-Containing
- 18 Battery Management Act".
- 19 **SEC. 202. PURPOSE.**
- The purpose of this title is to phase out the use of
- 21 batteries containing mercury.
- 22 SEC. 203. LIMITATIONS ON THE SALE OF ALKALINE-MAN-
- 23 GANESE BATTERIES CONTAINING MERCURY.
- No person shall sell, offer for sale, or offer for pro-
- 25 motional purposes any alkaline-manganese battery manu-

- 1 factured on or after January 1, 1996, with a mercury con-
- 2 tent that was intentionally introduced (as distinguished
- 3 from mercury that may be incidentally present in other
- 4 materials), except that the limitation on mercury content
- 5 in alkaline-manganese button cells shall be 25 milligrams
- 6 of mercury per button cell.
- 7 SEC. 204. LIMITATIONS ON THE SALE OF ZINC-CARBON
- 8 BATTERIES CONTAINING MERCURY.
- 9 No person shall sell, offer for sale, or offer for pro-
- 10 motional purposes any zinc-carbon battery manufactured
- 11 on or after January 1, 1996, that contains mercury that
- 12 was intentionally introduced as described in section 203.
- 13 SEC. 205. LIMITATIONS ON THE SALE OF BUTTON CELL
- 14 MERCURIC-OXIDE BATTERIES.
- No person shall sell, offer for sale, or offer for pro-
- 16 motional purposes any button cell mercuric-oxide battery
- 17 for use in the United States on or after January 1, 1996.
- 18 SEC. 206. LIMITATIONS ON THE SALE OF OTHER MER-
- 19 **CURIC-OXIDE BATTERIES.**
- 20 (a) Prohibition.—On or after January 1, 1996, no
- 21 person shall sell, offer for sale, or offer for promotional
- 22 purposes a mercuric-oxide battery for use in the United
- 23 States unless the battery manufacturer—
- 24 (1) identifies a collection site that has all re-
- quired Federal, State, and local government approv-

- als, to which persons may send used mercuric-oxide
 batteries for recycling or proper disposal;
- 3 (2) informs each of its purchasers of mercuric-4 oxide batteries of the collection site identified under 5 paragraph (1); and
- 6 (3) informs each of its purchasers of mercuric7 oxide batteries of a telephone number that the pur8 chaser may call to get information about sending
 9 mercuric-oxide batteries for recycling or proper dis10 posal.
- 11 (b) APPLICATION OF SECTION.—This section does 12 not apply to a sale or offer of a mercuric-oxide button 13 cell battery.

14 SEC. 207. NEW PRODUCT OR USE.

On petition of a person that proposes a new use for 15 a battery technology described in this title or the use of 16 a battery described in this title in a new product, the Ad-17 ministrator may exempt from this title the new use of the 18 technology or the use of such a battery in the new product on the condition, if appropriate, that there exist reason-20 21 able safeguards to ensure that the resulting battery or product without an easily removable battery will not be disposed of in an incinerator, composting facility, or land-23 fill (other than a facility regulated under subtitle C of the Solid Waste Disposal Act (42 U.S.C. 6291 et seq.)).

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