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Introduced by Sens. KAVANAGH, HARCKHAM, MAY -- read twice and ordered printed, and when printed to be committed to the Committee on Environmental Conservation -- committee discharged, bill amended, ordered reprinted as amended and recommitted to said committee -- committee discharged, bill amended, ordered reprinted as amended and recommitted to said committee -- reported favorably from said committee and committed to the Committee on Finance -- committee discharged, bill amended, ordered reprinted as amended and recommitted to said committee -- recommitted to the Committee on Environmental Conservation in accordance with Senate Rule 6, sec. 8 -- committee discharged, bill amended, ordered reprinted as amended and recommitted to said committee -- reported favorably from said committee and committed to the Committee on Finance -- reported favorably from said committee, ordered to first and second report, ordered to a third reading, amended and ordered reprinted, retaining its place in the order of third reading

AN ACT to amend the environmental conservation law, in relation to establishing a mattress collection program

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

1 Section 1. Article 27 of the environmental conservation law is amended
2 by adding a new title 34 to read as follows:

3 TITLE 34
4 MATTRESS COLLECTION PROGRAM

5 Section 27-3401. Definitions.
6 27-3403. Producer plan.
7 27-3405. Producer responsibilities.
8 27-3407. Retailer responsibilities.
9 27-3409. Department responsibilities.

EXPLANATION--Matter in italics (underscored) is new; matter in brackets [-] is old law to be omitted.

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1 27-3411. Mattress collection program advisory board.

2 27-3413. Enforcement and penalties.

3 27-3415. Rules and regulations.

4 § 27-3401. Definitions.

5 As used in this title:

6 1. "Brand" means a name, symbol, word, or mark that attributes the
7 product to the owner or licensee of the brand as the producer.

8 2. "Collection site" means a permanent location in the state at which
9 a consumer may discard mattresses.

10 3. "Consumer" means a person located in the state who purchases, owns,
11 leases, or uses mattresses, including but not limited to an individual,
12 a business, corporation, limited partnership, not-for-profit corpo-
13 ration, the state, a public corporation, public school, school district,
14 private or parochial school or board of cooperative educational services
15 or governmental entity, but does not include a retailer or person that
16 acquires a mattress solely for purposes of recycling.

17 4. "Discarded mattress" means a mattress that a consumer has used and
18 discarded in the state.

19 5. "Energy recovery" means the process by which all or a portion of
20 solid waste materials are processed or combusted in order to utilize the
21 heat content or other forms of energy derived from such solid waste
22 materials.

23 6. (a) "Mattress" means any resilient material, or combination of
24 materials that is enclosed by ticking, used alone or in combination with
25 other products, and that is intended for or promoted for sleeping upon.
26 Mattress includes any foundation and any used mattress. For the purposes
27 of this title, a "foundation" means a ticking-covered structure used to
28 support a mattress or sleep surface. A foundation may include
29 constructed frames, foam, box springs, or other materials, used alone or
30 in combination.

31 (b) Mattress shall not include:

32 (i) an unattached mattress pad or mattress topper that is intended to
33 be used with, or on top of a mattress;

34 (ii) a crib or bassinet mattress or car bed;

35 (iii) juvenile products, including: a carriage, basket, dressing
36 table, stroller, playpen, infant carrier, lounge pad, crib bumper, and
37 the pads for those juvenile products;

38 (iv) a product containing liquid- and gaseous-filled ticking, includ-
39 ing a waterbed and air mattress that does not contain upholstery materi-
40 al between the ticking and the mattress core; or

41 (v) a fold-out sofa bed or futon.

42 7. "Producer" means any person who manufactures or renovates mattress-
43 es that are sold, offered for sale, or distributed to a consumer in this
44 state. "Producer" includes:

45 (a) the owner of a trademark or brand under which a mattress is sold,
46 offered for sale, or distributed in this state, whether or not such
47 trademark or brand is registered in the state; and

48 (b) any person who imports a mattresses into the United States that is
49 sold or offered for sale in the state and that is manufactured by a
50 person who does not have a presence in the United States.

51 8. "Recycle" means to separate, dismantle or process the materials,
52 components or commodities contained in mattresses for the purpose of
53 preparing the materials, components or commodities for use or reuse in
54 new products or components. "Recycle" does not include:

1 (a) energy recovery or energy generation by any means, including but
2 not limited to, combustion, incineration, pyrolysis, gasification,
3 solvolysis, or waste to fuel;

4 (b) any chemical conversion process; or

5 (c) landfill disposal.

6 9. "Recycler" means a person that engages in recycling.

7 10. "Recycling rate" means the percentage of discarded mattresses that
8 is managed through recycling or reuse, as defined by subdivisions eight
9 and thirteen of this section, and is computed by dividing the amount of
10 discarded mattresses collected and recycled or reused by the estimated
11 total amount of discarded mattresses generated over a program year.

12 11. "Representative organization" means a not-for-profit organization
13 established by a producer or group of producers to implement the
14 mattress collection program.

15 12. "Retailer" means any person who sells or offers for sale a
16 mattress to a consumer in the state.

17 13. "Reuse" means donating or selling a discarded mattress back into
18 the market for its original intended use, when the discarded mattress
19 retains its original performance characteristics and can be used for its
20 original purpose.

21 14. "Sale" or "sell" means a transfer of title to a mattress for
22 consideration, including a remote sale conducted through a sale outlet,
23 catalog, website, by telephone or through similar electronic means.
24 "Sale" or "sell" includes a lease through which a mattress is provided
25 to a consumer in the state by a producer or retailer.

26 15. "Ticking" means the outermost layer of fabric or materials of a
27 mattress. Ticking does not include any layer of fabric or material
28 quilted together with, or otherwise attached to the outermost layer of
29 fabric or material of a mattress.

30 16. "Upholstery material" means all material loose or attached between
31 the ticking and the core of the mattress.

32 § 27-3403. Producer plan.

33 1. No later than December thirty-first, two thousand twenty-six, a
34 producer, either individually or cooperatively with one or more produc-
35 ers, or a representative organization shall submit to the department for
36 the department's approval a plan for the establishment of a mattress
37 collection program that meets the collection requirements described in
38 this section.

39 2. A producer may satisfy the mattress collection program requirement
40 of this section by agreeing to participate collectively with other
41 producers. Any such collective mattress collection program shall notify
42 the department.

43 3. A producer or representative organization shall update the plan, as
44 needed, when there are changes proposed to the current program. A new
45 plan or amendment will be required to be submitted to the department for
46 approval when:

47 (a) there is a revision of the program's goals; or

48 (b) every three years from the date of approval of a previous plan.

49 4. The plan submitted by the producer or representative organization
50 to the department under this section shall, at a minimum, provide:

51 (a) A list of each participating provider and brands covered by the
52 program;

53 (b) Information on the products covered by the program;

54 (c) A description of how the producer or representative organization
55 will collect, transport, recycle, and process discarded mattresses;

1 (d) (1) i. A description of how the producer or representative organ-
2 ization shall provide for a convenient and cost-effective collection of
3 discarded mattresses, which may include, using existing public and
4 private waste collection channels and collection sites in the state
5 pursuant to voluntary agreements. Such description shall also include a
6 description of how the program will achieve within a reasonable period
7 of time a minimum convenience goal which ensures that all counties of
8 the state shall have at least one collection site, and within two years
9 after the program approval, not less than seventy percent of the state's
10 residents will live within a fifteen mile radius of a collection site,
11 and within three years after the program approval, not less than eighty
12 percent of the state's residents will live within a fifteen mile radius
13 of a collection site.

14 ii. Provided, however, that with respect to a city or county having a
15 population of one million or more, a convenience goal shall be estab-
16 lished for that city or county. In the case of a city, the convenience
17 goal shall be proposed after consultation with the department of sanita-
18 tion of such city. In the case of a county, the convenience goal shall
19 be proposed after consultation with an agency designated by the county
20 executive. Such proposed city and county convenience goals shall be
21 submitted to the department, which may approve, modify, or otherwise
22 establish alternative convenience goals.

23 (2) To meet these convenience goals, the producer or representative
24 organization shall:

25 i. Enter into voluntary agreements to establish collection sites at
26 public and private solid waste facilities; transfer stations; landfills;
27 recyclables handling and recovery facilities that are permitted or
28 registered with the department; or other suitable sites for the
29 collection of discarded mattresses;

30 ii. Provide mattress storage containers at no cost to a participating
31 collection site described in clause i of this subparagraph;

32 iii. Negotiate mutually agreed upon voluntary agreements with partic-
33 ipating collection sites described in clause i of this subparagraph that
34 provide for reasonable compensation for the actual costs these
35 collection sites incur to handle, store, and transport discarded
36 mattresses for recycling;

37 iv. For collection sites as described in clause i of this subpara-
38 graph, and other entities such as healthcare facilities, educational
39 facilities, military facilities, junk haulers, hotels and motels that
40 provide transient lodging, and other facilities that periodically
41 replace mattresses that they own or use, and who have collected at least
42 one hundred recyclable mattresses for recycling, provide at its expense
43 an appropriate storage container, transportation from a collection point
44 to a recycler, and services to recycle the mattresses; and

45 v. Enter into voluntary agreements with retailers that pick up or
46 accept mattresses from consumers upon the purchase of a new mattress for
47 recycling;

48 (e) The names and locations of collection sites, transporters, and
49 recyclers who will manage discarded mattresses delivered to collection
50 sites at the time of plan submission;

51 (f) A description of how the discarded mattresses will be safely and
52 securely transported, tracked, and handled from collection sites through
53 final recycling and processing;

54 (g) A description of the methods to be used to reuse or recycle
55 discarded mattresses to ensure that the components, to the extent feasi-
56 ble, are transformed or remanufactured into finished products for use;

1 (h) A description of the methods to be used to manage or dispose of
2 discarded mattresses that cannot be recycled or reused;

3 (i) A detailed description of the outreach and educational materials
4 that must be provided to consumers, retailers, collection sites, and
5 transporters of discarded mattresses, and how such outreach will be
6 evaluated for effectiveness;

7 (j) A description of how the program will meet annual performance
8 goals, including collection, recycling, and reuse rates, as determined
9 by the department through rules and regulations, provided that at a
10 minimum, the program shall achieve the following recycling rates:

11 (i) a forty percent recycling rate of mattresses by three years after
12 the plan is approved by the department pursuant to section 27-3409 of
13 this title;

14 (ii) a fifty-five percent recycling rate of mattresses by seven years
15 after the plan is approved by the department pursuant to section 27-3409
16 of this title;

17 (iii) a seventy percent recycling rate of mattresses by ten years
18 after the plan is approved by the department pursuant to section 27-3409
19 of this title;

20 (k) A description of what, if any, incentives will be used to encour-
21 age retailer participation;

22 (l) A description of the outreach and education methods that will be
23 used to encourage municipal landfill and transfer station participation;
24 and

25 (m) any other information required by the department to implement the
26 program.

27 § 27-3405. Producer responsibilities.

28 1. Beginning six months after the plan is approved under subdivision
29 four of section 27-3409 of this title, the producer or representative
30 organization shall implement the mattress collection program utilizing
31 collection sites pursuant to paragraph (d) of subdivision four of
32 section 27-3403 of this title.

33 2. A producer shall not sell, or offer for sale, a mattress to any
34 person in the state unless the producer is implementing or participating
35 under an approved plan.

36 3. The program shall be free to the consumer, convenient and adequate
37 to serve the needs of consumers in all areas of the state on an ongoing
38 basis.

39 4. A producer or representative organization shall maintain records
40 demonstrating compliance with the provisions of this title and make them
41 available for audit and inspection by the department for a period of
42 three years. The department shall make such audit records available to
43 the public upon request in accordance with the provisions of the state
44 freedom of information law and the regulations promulgated thereunder,
45 provided that confidential or business proprietary records shall be
46 exempt from this provision. Record holders shall submit the records
47 required to comply with the request within sixty working days of written
48 notification by the department of receipt of the request.

49 5. A producer or representative organization shall be responsible for
50 all costs associated with the implementation of the mattress collection
51 program. A producer or representative organization shall pay costs
52 incurred by the state in the administration and enforcement of this
53 title. Exclusive of fines and penalties, the state shall only recover
54 its actual direct cost of administration and enforcement.

55 6. Any person who becomes a producer on or after December thirty-
56 first, two thousand twenty-six shall submit a plan to the department, or

1 notify the department that it has joined an existing plan, prior to
2 selling or offering for sale in the state any mattress, and shall comply
3 with the requirements of this title.

4 7. Within eighteen months following approval of the producer plan, and
5 annually thereafter, a producer or representative organization shall
6 submit a report to the department that includes, for the previous
7 program calendar year, a description of the program including, but not
8 limited to the following:

9 (a) a detailed description of the methods used to collect, transport,
10 and process discarded mattresses in the state, including detailing
11 collection methods made available to consumers and an evaluation of the
12 program's collection convenience;

13 (b) identification of all collection sites in the state;

14 (c) the estimated weight of all discarded mattresses collected, recy-
15 cled, or reused pursuant to the mattress collection program;

16 (d) an evaluation of whether the performance goals and recycling rates
17 have been achieved;

18 (e) the estimated weight of discarded mattresses and any component
19 materials that were collected pursuant to the collection program, but
20 not recycled;

21 (f) the total cost of implementing the program;

22 (g) samples of all educational materials provided to consumers and a
23 detailed list of efforts undertaken and an evaluation of the methods
24 used to disseminate such materials including recommendations, if any,
25 for how the educational component of the program can be improved; and

26 (h) any other information required by the department that is relevant
27 to the requirements of this title.

28 8. Each producer or representative organization shall submit an annual
29 report to the department as provided for in subdivision seven of this
30 section that assesses compliance with performance goals and describes
31 any modifications necessary to achieve such goals.

32 9. (a) A producer or representative organization shall not be liable
33 for any claim of a violation of antitrust, restraint of trade, or unfair
34 trade practice arising from an action undertaken, in accordance with a
35 mattress collection program approved by the department, solely to
36 increase the collection and recycling of mattresses, which affects the
37 types and quantities being collected and recycled or the cost and struc-
38 ture of such collection program that the producer or representative
39 organization is participating in pursuant to this title.

40 (b) Provided, however, paragraph (a) of this subdivision shall not
41 apply to any agreement establishing or affecting the price or output of
42 mattresses or restricting the geographic area or customers to which
43 mattresses will be sold.

44 § 27-3407. Retailer responsibilities.

45 1. Beginning December thirty-first, two thousand twenty-seven, no
46 retailer may sell or offer for sale mattresses in this state unless the
47 producer of such mattresses is participating in a mattress collection
48 program. A retailer shall be in compliance with this section if, on the
49 date the mattresses were ordered from the producer or its agent, the
50 producer was listed on the department's website as implementing or
51 participating in an approved program.

52 2. Any retailer may participate, on a voluntary basis, as a designated
53 collection site pursuant to a mattress collection program and in accord-
54 ance with all applicable laws and regulations.

55 § 27-3409. Department responsibilities.

1 1. The department shall maintain a list of producers, including a list
2 of such producers' brands, who are participating under a department
3 approved plan and post such list on the department's website.

4 2. The department shall post on its website the location of all
5 collection sites identified to the department by the producer in its
6 annual reports.

7 3. The department shall post on its website each producer plan
8 approved by the department.

9 4. Within ninety days after receipt of a proposed plan or plan amend-
10 ment, the department shall approve or reject such plan or plan amendment
11 based on whether such proposed plan or plan amendment satisfactorily
12 meets the requirements of subdivision four of section 27-3403 of this
13 title. If the plan or plan amendment is approved, the department shall
14 notify the producer or representative organization in writing. If the
15 department rejects the plan or plan amendment, the department shall
16 notify the producer or representative organization in writing stating
17 the reason for rejecting the plan or plan amendment. A producer or
18 representative organization whose plan is rejected shall submit a
19 revised plan to the department within thirty days of receiving a notice
20 of rejection. If the producer or representative organization fails to
21 submit a plan that is acceptable to the department because it does not
22 meet the requirements of subdivision four of section 27-3403 of this
23 title, the department shall modify a submitted plan to make it conform
24 to the requirements of such subdivision and approve it.

25 5. The department shall submit a report regarding the implementation
26 of this title in this state to the governor and legislature by April
27 first, two thousand twenty-eight and every two years thereafter. The
28 report shall include, at a minimum, an evaluation of:

29 (a) The stream of mattresses in the state;
30 (b) Disposal, recycling, and reuse rates in the state of mattresses;
31 (c) A discussion of compliance and enforcement related to the require-
32 ments of this title; and

33 (d) Recommendations for any changes to this title.

34 § 27-3411. Mattress collection program advisory board.

35 1. There is hereby established within the department a mattress
36 collection program advisory board to make recommendations to the commis-
37 sioner regarding producer plans required by this title.

38 2. The board shall be composed of twelve voting members. Such members
39 shall include:

40 (a) One representative of mattress producers;
41 (b) Two representatives of mattress retailers;
42 (c) One representative of mattress recyclers;
43 (d) Two representatives of mattress collectors;
44 (e) One representative of a company that utilizes discarded mattresses
45 to manufacture a new product;

46 (f) One representative from a statewide environmental organization;
47 (g) One representative from a statewide waste disposal association;
48 (h) One representative from the New York product stewardship council;
49 (i) One representative from a consumer organization; and
50 (j) One representative from a statewide recycling organization.

51 3. The members shall be appointed as follows:

52 (a) Two members to be appointed by the temporary president of the
53 senate;

54 (b) Two members to be appointed by the speaker of the assembly;

55 (c) One member to be appointed by the minority leader of the senate;

1 (d) One member to be appointed by the minority leader of the assembly;
2 and

3 (e) Six members to be appointed by the governor.

4 4. Such appointments shall be made no later than sixty days following
5 the date on which this title takes effect. The members shall designate a
6 chair from among the members by majority vote. Board members shall
7 receive no compensation but shall be entitled to their necessary and
8 actual expenses incurred in the performance of their board duties.

9 5. The board shall meet at least annually by call of the chair.

10 § 27-3413. Enforcement and penalties.

11 Any producer, representative organization, or retailer who violates
12 any provision of or who fails to perform any duty imposed pursuant to
13 this title shall be liable for a civil penalty not to exceed five
14 hundred dollars for each violation and an additional penalty of not more
15 than five hundred dollars for each day during which such violation
16 continues. Civil penalties under this section shall be assessed by the
17 department after a hearing or opportunity to be heard pursuant to the
18 provisions of section 71-1709 of this chapter.

19 § 27-3415. Rules and regulations.

20 The department is hereby authorized to promulgate any rules and regu-
21 lations necessary to implement this title.

22 § 2. Section 71-1701 of the environmental conservation law is amended
23 to read as follows:

24 § 71-1701. Applicability of this title.

25 This title shall be applicable to the enforcement of titles 1 through
26 11 and titles 15 through 19 of article 17; article 19; and [~~title~~]
27 titles 1 and 34 of article 27 of this chapter.

28 § 3. Section 71-1701 of the environmental conservation law, as amended
29 by chapter 795 of the laws of 2022, is amended to read as follows:

30 § 71-1701. Applicability of this title.

31 This title shall be applicable to the enforcement of titles 1 through
32 11 and titles 15 through 19 of article 17; article 19; and titles 1
33 [~~and~~], 33 and 34 of article 27 of this chapter.

34 § 4. This act shall take effect immediately; provided, however, the
35 amendments to section 71-1701 of the environmental conservation law made
36 by section three of this act shall take effect on the same date and in
37 the same manner as section 2 of chapter 795 of the laws of 2022, takes
38 effect.