Budget Request Summary
The Department of Toxic Substances Control (DTSC) requests an augmentation of $255,000 (Toxic Substances Control Account) and 2.0 permanent positions to address the risks to people and the environment from lead acid batteries and to consider listing lead acid batteries as "Priority Products" subject to DTSC's Safer Consumer Products (SCP) regulations. As part of a hazardous waste source reduction initiative, DTSC will conduct research, engage with stakeholders, evaluate options, and implement recommended actions to better protect the people and environment of California from adverse impacts related to the manufacture, use, recycling, and disposal of lead acid batteries. This request is necessary to comply with direction from the Governor.

Does this BCP contain information technology (IT) components? □ Yes  □ No

If yes, departmental Chief Information Officer must sign.

For IT requests, specify the date a Special Project Report (SPR) or Feasibility Study Report (FSR) was approved by the Department of Technology, or previously by the Department of Finance.

□ FSR    □ SPR

If proposal affects another department, does other department concur with proposal?  □ Yes  □ No

Attach comments of affected department, signed and dated by the department director or designee.

Prepared By  Date  Reviewed By  Date
Department Director  Date  Agency Secretary  Date

Date submitted to the Legislature
The Department of Toxic Substances Control (DTSC) requests an augmentation of $255,000 (Toxic Substances Control Account) and 2.0 permanent positions to address the risks to people and the environment from lead acid batteries and to consider listing lead acid batteries as "Priority Products" subject to DTSC's Safer Consumer Products (SCP) regulations. As part of a hazardous waste source reduction initiative, DTSC will conduct research, engage with stakeholders, evaluate options, and implement recommended actions to better protect the people and environment of California from adverse impacts related to the manufacture, use, recycling, and disposal of lead acid batteries. This request is necessary to comply with direction from the Governor.

A. Background/History

Extensive use of lead in a multitude of applications, both historically and in modern times, has left a dubious legacy to subsequent generations. Although significant steps have been taken to reduce exposure to lead, sensitive populations (e.g., children, workers at lead recyclers and the communities surrounding those facilities) remain at risk from exposure to lead. According to the federal Centers of Disease Control, lead exposure can affect nearly every system in the body. It is an especially potent toxin for children; in fact, there is no known safe level of lead in the blood of children.

As the evidence regarding the serious and cumulative impacts associated with lead exposure has mounted over the last 30 years, state and federal requirements have been implemented to reduce exposure to lead. Examples of restrictions placed on lead include the phase out of leaded gasoline, elimination of lead solder in cans, limitations and abatement of lead-based paint, and limitations on the use of lead in plumbing systems. However, significant uses of lead remain, and those uses bring with them threats to public health from lead poisoning.

According to the US Geological Survey, the lead-acid battery industry accounted for about 90% of the reported 1.6 million tons of lead consumption in the United States during 2015. As the single biggest ongoing use of lead, a comprehensive approach is called for to better protect Californians and our environment from threats posed by lead exposures from lead acid battery use, management, recycling, and disposal.

Despite a myriad of federal and state laws to address the use, management, recycling and disposal of lead acid batteries, significant adverse impacts to people and the environment continue. Though a large percentage of lead acid batteries are typically recycled, numerous sites throughout California have required cleanup due to lead contamination from abandoned batteries or illegal battery processing operations. The teleases from a recently closed lead battery recycling facility in Southern California have also contaminated large areas of residential housing. DTSC has the authority to classify wastes containing lead as hazardous, and to require safe and appropriate management of those wastes. Other states, federal and local agencies (e.g., US EPA, ARB, AQMDs, OSHA, and Consumer Product Safety Commission) have authorities and tools designed to mitigate harm from lead exposures.

Since 2003, more than half a dozen laws have been passed giving DTSC the responsibility for administering and enforcing bans and restrictions on the use of toxic chemicals in consumer products sold in California. Traditionally, these laws each focused on a single product-chemical combination identified by the Legislature (e.g., metals in packaging, lead in children's jewelry, mercury-added devices, and toxic metals in brake pads).

The enactment in 2008 of the Green Chemistry statutes shifted California's strategic approach to addressing toxic chemicals in products. DTSC established a regulatory process for identifying and prioritizing chemicals of concern in consumer products and evaluating safer alternatives to those chemicals. This approach provides science-based criteria and procedures for identifying and evaluating alternatives with the objective of replacing chemicals of concern with safer chemicals and avoiding the use of substitute chemicals that pose equal or greater harm.

On October 1, 2013, DTSC adopted the Safer Consumer Product (SCP) regulations. The statute and the regulations reduce the need for legislation to adopt chemical-by-chemical bans. The SCP regulations also establish a process for evaluating chemicals of concern in products and their potential alternatives in order to determine how best to limit exposure or to reduce the level of hazard posed by a
chemical of concern. The SCP regulations establish a four-step continuous, science-based, iterative process to identify safer product alternatives for consumers:

1. Chemicals – The regulations establish a list of approximately 2,000 “Candidate Chemicals” based on work already completed by other authoritative organizations and specify a process for the DTSC to identify additional chemicals as candidate chemicals.

2. Products – The regulations require DTSC to evaluate and prioritize product/candidate chemical combinations to develop a list of “Priority Products” that require alternatives analyses. DTSC must adopt Priority Products via rulemaking to trigger the requirements of Steps 3 and 4.

3. Alternatives Analysis – The regulations require responsible entities (manufacturers, importers, assemblers, and retailers) to notify DTSC when their product is listed as a Priority Product and to perform an Alternatives Analysis (AA) for the product to determine how best to limit exposures to, or reduce the level of adverse public health and environmental impacts posed by, the hazardous chemicals in the Priority Product.

4. Regulatory Responses – The regulations require DTSC to identify and implement Regulatory Responses designed to protect public health or the environment, and maximize the use of acceptable and feasible alternatives of least concern. Regulatory Responses will be enforceable orders or agreements that may require further research, providing information to DTSC or consumers, making product design changes, establishing end-of-life product stewardship programs for hazardous wastes or restricting the sale of the Priority Product.

**SCP Program Activities**

DTSC has made considerable progress in implementing the first two steps of the four step process. Candidate Chemicals were identified and a searchable Informational Candidate Chemical Database was developed to assist regulated entities in understanding which chemicals may be subject to the SCP process.

DTSC conducted extensive research to identify three proposed Priority Products. The initial proposed Priority Products were announced in March 2014 and rulemaking listing these products as Priority Products will start in summer 2016. DTSC invested significant resources and time to research the wide variety of potential Priority Products, and to engage in dialogue with responsible entities, manufacturers and other interested parties through meetings, presentations, webinars, and workshops. This effort provided the SCP program with an understanding of product manufacturing processes, technical specifications, and chemistries critical to product design, manufacture, and use.

**Priority Product Work Plan**

The SCP regulations require DTSC to develop a Priority Product Work Plan every three years. The Priority Product Work Plan guides the SCP program’s focus by identifying consumer product categories to evaluate and select Priority Products. In April, 2015 DTSC finalized the Priority Product Work Plan for 2015-2017 and it includes seven consumer product categories:

- Beauty, personal care and hygiene products;
- Building products and household, office furniture and furnishings;
- Cleaning products;
- Beauty, personal care and hygiene products;
- Building products and household, office furniture and furnishings;
- Clothing;
- Fishing and angling equipment; and
- Office machinery (consumable products).

These seven categories include thousands of consumer products from which DTSC may select the next proposed Priority Products. The Priority Product Work Plan must be updated every three years and the 2015-2017 Work Plan will be updated in 2016 for the 2018-2020 time frame. Note that the Work Plan did not identify a category that includes lead acid batteries. The SCP regulations provide
that DTSC may revise the Work Plan to add a category if DTSC receives and approves a petition to add a chemical or Priority Product or if DTSC is legally required to take action (e.g., in response to a new law or Governor's executive order). (See Article 3, Section 69503.4).

In the FY 2015-2016 budget, DTSC received an augmentation of 6.0 positions with limited term funding and $664,000 to accelerate the implementation of the 2015-2017 Priority Product Work Plan and the rate at which consumer products containing toxic chemicals can be evaluated and identified. In the FY 2015-2016 budget, DTSC also received an augmentation of 6.0 positions and $840,000 to implement a Hazardous Waste Reduction Initiative. The Initiative is built around three pilot projects in hazardous waste reduction and incorporates input from an external advisory committee with representation from a range of interests and expertise. The pilot projects focus specifically on the reduction of waste generated. DTSC has conducted analyses of hazardous waste streams and identified three waste streams that constitute the majority of hazardous waste generated in California. They include: (1) contaminated soils removed from cleanup sites; (2) hazardous organic liquid wastes; and (3) hazardous inorganic solid wastes. Lead from lead acid batteries is the largest contributor to the hazardous inorganic solid waste category.

On February 17, 2016, the Governor requested funding to test all residential properties within 1.7 miles of the Exide Technologies facility in Vernon for lead contamination, and to clean up the 2,500 properties where lead exposure is greatest. The Governor also directed DTSC to perform a comprehensive evaluation of opportunities to reduce exposures of human health and the environment to contamination from lead acid batteries. This review includes an assessment of near-term opportunities for reductions in waste generated through improvements in the collection, handling, and recycling of spent batteries, which will be undertaken as a pilot program in the Hazardous Waste Reduction Initiative, as well as the analysis of lead acid batteries as a candidate for identification as a Priority Product under the SCP regulations. The Governor issued this directive to address lead contamination in the communities surrounding Exide Technologies. Identifying lead acid batteries as a potential Priority Product would allow DTSC to work with the battery industry in evaluating safer alternative battery technologies which would not leave a legacy of lead contamination.

This proposal requests additional resources to implement the analysis of lead acid batteries as a candidate for identification under the SCP regulations. This proposal would also provide the resources to perform all the steps of the regulations if lead acid batteries are identified as a Priority Product through rulemaking. Statutory language is included to amend the Priority Products Work Plan for 2015 – 2017 to implement the direction from the Governor (See I.).
**Resource History**

(Dollars in thousands)

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<th>Program Budget</th>
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*Note: Resource History amounts are only related to the Safer Consumer Products Unit – it excludes the Health and Safety Unit*

**Workload History**

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<tr>
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<td>Alternatives Analysis guidance, review alternatives analysis submitted and recommend follow up action</td>
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<td>4</td>
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<td>SCP online CalSAFER system module release</td>
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<tr>
<td>Research economics and marketing data for Priority Products and rulemaking</td>
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<td>1</td>
<td>1</td>
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</tbody>
</table>

**B. State Level Considerations**

This BCP is being submitted in response to direction from the [Governor's Intent to fund cleanup and corrective action in the Exide Technologies residential area](#). DTSC is implementing a Hazardous Waste Reduction Initiative that includes three pilot projects (See BCP 3960-006-BCP-BR-2015-GB, 2015). The Governor directed DTSC to focus one of the pilot projects on a detailed evaluation and prioritization of opportunities to reduce impacts to human health and the environment resulting from exposure to lead emitted during the recycling and disposal of lead acid batteries. This Hazardous Waste Reduction Initiative will examine opportunities to use a variety of tools, methods, and approaches to reduce the generation of hazardous wastes associated with lead acid batteries. DTSC will use methods proven effective in previous “pollution prevention” initiatives for other sectors and will also evaluate other options that have been utilized in other states and jurisdictions. As part of the pilot project, the Governor directed DTSC to consider identifying lead acid batteries as Priority Products using the Safer Consumer Products regulations process.

This proposal is consistent with the strategic objectives of DTSC and other state and local government agencies.

- DTSC Strategic Plan – DTSC's 2014-18 strategic plan states that the mission of the SCP program is to encourage the manufacture of chemically safer products and to instill consumer confidence that DTSC is stimulating the development of safer products. These objectives will
be implemented by actions and decisions that are legally defensible, practical, and technically sound.

- Biomonitoring California - DTSC has identified biomonitoring data as a priority data source for its Work Plan and will use any relevant information from Biomonitoring California, which is collaboration between DTSC, OEHHA, and CDPH. Additionally, existing biomonitoring data, or data acquired from specific community assessments near facilities such as Exide Technologies may be available to provide DTSC important information on potential exposures form lead acid battery recycling, management or disposal.

CalEPA - DTSC works closely with other CalEPA Boards, Departments, and Office (BDOs). DTSC will work with the Air Resources Board, State Water Resources Control Board, and CalRecycle to collaborate on the assessment of lead acid batteries and potential Regulatory Responses that may be warranted. Throughout the use, management, recycling and disposition of lead acid batteries there are potential adverse impacts to human health and across all environmental media.

C. Justification

In response to the Governor's directive DTSC must determine if lead acid batteries should be identified as Priority Products. DTSC would need to formally designate lead acid batteries as Priority Products by adopting listing regulations pursuant to the Administrative Procedures Act.

If lead acid batteries were identified as Priority Products, the SCP regulations would require battery manufacturers to conduct an Alternatives Analysis (Chapter 55 to Division 4.5 of Title 22, Article 5 § 69505) investigating the viability of safer battery technologies that protect people and the environment from adverse impacts throughout the entire life cycle of the battery.

The department would determine an appropriate Regulatory Response after evaluating manufacturer-submitted Alternative Analyses. DTSC would also need to oversee manufacturers of lead acid batteries to see that they comply with the requirements of the regulations and any Regulatory Response issued by the department.

DTSC would need to evaluate existing lead battery regulation, including regulation by US EPA, OSHA, and other state agencies. It is DTSC's responsibility to see that listing lead acid batteries as a Priority Product will not duplicate or conflict with existing regulations applicable to lead acid batteries or lead.

Development of safer battery alternatives could significantly reduce or even eliminate the adverse impacts associated with lead acid battery use, management, recycling, and disposal. Additionally, the SCP process provides incentives for innovation, research, and development; manufacturers often prefer to avoid regulation and to profit from innovations for which there is large demand. This proposal augments the DTSC base SCP program to support the direction from the Governor's Office as specified in the February 17, 2016 Notification of Intent to Fund through a Separate Appropriations Bill - Cleanup and Corrective Action in the Exide Technologies Residential Area.

DTSC is already implementing a Hazardous Waste Reduction Initiative that includes three pilot projects (See BCP 3960-006-BCP-BR-2015-GB, 2015). The Governor directed DTSC to focus one of the pilot projects on a detailed evaluation and prioritization of opportunities to reduce impacts to human health and the environment resulting from exposure to lead released emitted during the recycling and disposal of lead acid batteries, and to evaluate lead acid batteries as a potential Priority Product under the SCP regulations. This Hazardous Waste Reduction Initiative pilot project will examine opportunities to use a variety of tools, methods, and approaches to reduce the generation of hazardous wastes associated with lead acid batteries. DTSC will use methods proven effective in previous "pollution prevention" initiatives for other sectors and will also evaluate other options that have been utilized in other states and jurisdictions.
To evaluate lead acid batteries as a potential Priority Product, DTSC must adhere to the requirements of the SCP regulations. As outlined above (History, p.2), the SCP regulations have four phases. The first two phases require DTSC to conduct work necessary to identify potential Priority Products. This entails evaluation of the degree to which people or the environment may be exposed to lead acid batteries and whether any exposure has potential to contribute to or cause significant or widespread adverse impacts. This requires extensive research of the product and consideration and evaluation of a variety of factors related to hazards and exposures associated with the product. Lead is listed as a Candidate Chemical under the Safer Consumer Product regulations due to multiple hazard traits including: carcinogenicity, reproductive toxicity, developmental toxicity, hematotoxicity, neurotoxicity, environmental persistence, and bioaccumulation. DTSC would also need to consider exposures to sensitive sub-populations and product uses, discharges, or disposals, in any manner that have the potential to contribute to or cause adverse waste and end-of-life effects associated with lead acid batteries. DTSC would research battery manufacturing, use, recycling, alternatives, economics, routes of lead exposure for workers and communities, and environmental impacts. Extensive stakeholder engagement would be required to support selection of lead acid batteries as a Priority Product and gather accurate technical and market information to inform any department decisions.

To achieve the goals of protecting Californians and our environment from harm associated with the manufacture, use, management, recycling, and disposal of lead acid batteries, DTSC requests 2.0 positions as outlined below:

**Priority Product Development**

- **Environmental Scientist and Hazardous Substances Engineer:** DTSC requests 1.0 Environmental Scientist (ES) and 1.0 Hazardous Substances Engineer (HSE) to research lead acid batteries as potential Priority Products. During the first year of SCP program implementation, scientists and toxicologists spent an equivalent of six PYs to evaluate a number of potential Priority Products, of which three were selected to go forward as Priority Products. While the specific product type and chemical of concern are already identified (i.e., lead acid batteries), supporting data, documentation and analysis must be collected and conducted to meet the regulatory requirements for identifying lead acid batteries as Priority Products. Efficiencies in conducting the work necessary to support selection of Priority Products have been realized since the inception of the SCP program. Nevertheless, lead acid batteries are not currently in any of the product categories in the current Priority Product Work Plan and the additional work required to evaluate them would be significant.

- **These positions would be permanently established with ongoing workload consisting of shepherding the lead acid battery work through all four steps of the SCP process.** The SCP process is a multi-year process from start to finish. A variety of factors can have a significant impact on project scope, budget, and timeframes, which is why these positions are necessary. For example, yet to be determined parameters such as the scope of the Priority Product designation will be very important. There are numerous types of lead acid batteries designed for a wide variety of purposes: starter batteries for automobiles, motorcycles, boats, forklifts and wheelchairs; batteries for emergency power for homes, hospitals, lighting and businesses; auxiliary batteries for telecommunications, utilities and computer server banks. The breadth and scope covered by the Priority Product definition impacts the level of effort needed for initial research on the products, the number of manufacturers that might be regulated, level of effort required to engage interested stakeholders, number of Alternatives Assessments needing review, and number of Regulatory Responses needed.

The functions below will be conducted as needed after the evaluation of lead acid batteries as Priority Products is completed, depending on the outcome of the evaluation:

**Rulemaking**

- The ES and HSE would serve as the subject matter experts for rulemaking, including writing and coordinating the initial and final statement of reasons, responding to public comments, and preparing and managing the required external scientific peer review.
Alternatives Analysis

- The ES and HSE would support Alternatives Analysis implementation, training and technical assistance. Businesses conducting AAs need and demand assistance and guidance, particularly small to medium sized businesses which don't have large in-house scientific and engineering resources. The additional 2 positions would augment existing staffing to meet the new demand.

Regulatory Response and Enforcement

- The Environmental Scientist, in conjunction with the Office of Legal Counsel and the Environmental Chemistry Laboratory, would be responsible for assessing responsible entity compliance and initiating appropriate enforcement actions.

D. Outcomes and Accountability

With the resources requested, DTSC would:

1. Research data and information to evaluate exposures from lead acid batteries.
2. Evaluate the viability and value of identifying lead acid batteries as Priority Products,
4. Accelerate and stimulate interest in developing safer alternatives to lead acid batteries.
5. Support potential rulemaking to list lead acid batteries as Priority Products
6. If lead acid batteries are listed, provide technical assistance and training to responsible entities required to conduct Alternative Analyses.
7. If lead acid batteries are listed, issue Regulatory Responses as needed and provide for compliance with those Regulatory Responses.

<table>
<thead>
<tr>
<th>Workload Measure</th>
<th>CY</th>
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<th>BY+1</th>
<th>BY+2</th>
<th>BY+3</th>
<th>BY+4</th>
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</thead>
<tbody>
<tr>
<td>Research lead acid battery uses, volume, hazards, alternatives, etc. Develop product profile.</td>
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<td>Conduct workshops</td>
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<td>2</td>
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<td>Implement SCP approach to lead acid batteries. Strategy may include adopting priority product regulations; developing specific lead acid battery alternatives analysis guidance</td>
<td></td>
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<tr>
<td>Review any submitted Alternatives Analyses or research and development reports from manufacturers; recommend regulatory responses, including phasing in regulatory responses for regulated entities</td>
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E. **Analysis of All Feasible Alternatives**

*Alternative 1: Approve the proposal for 2.0 positions to implement the Safer Consumer Product regulations.*

**Pro:**
- Complies with direction from Governor’s Office to identify tools needed to address harm associated with lead acid battery use, management, recycling, and disposal.
- Provides for a complete and thorough evaluation of battery manufacturing, use, recycling, alternatives, economics, routes of lead exposure for workers and communities, and environmental impacts.
- Provides careful consideration of sensitive sub-populations’ exposures to lead from uses, discharges, or disposals of lead acid batteries, as well as consideration as to whether those exposures have the potential to contribute to or cause adverse waste and end-of-life effects.
- May result in inherently safer battery technology that would reduce harmful impacts to Californians and our environment.
- Supports active engagement with manufacturers and other affected businesses, as well as interested consumers and members of the public affected by hazardous waste or contamination resulting from lead acid battery use and recycling.
- Supports implementation activities, as needed, if lead acid batteries are identified as Priority Products, including the review of Alternatives Analyses, the development of Regulatory Responses, compliance assistance, and enforcement.

**Con:**
- Increases expenditure and position authority.

*Alternative 2: Redirect existing resources*

**Pro:**
- Complies with direction from Governor’s Office to identify tools needed to address harm associated with lead acid battery use, management, recycling, and disposal.
- Does not require additional position authority.
- Allows evaluation of battery manufacturing, use, recycling, alternatives, economics, routes of lead exposure for workers and communities, and environmental impacts.
- Allows consideration of sensitive sub-populations’ exposures to lead from uses, discharges, or disposals of lead acid batteries, as well as consideration as to whether those exposures have the potential to contribute to or cause adverse waste and end-of-life effects.
- May result in inherently safer battery technology that would reduce harmful impacts to Californians and our environment.
- Supports limited engagement with manufacturers and other affected businesses, and members of the public.

**Con:**
- Creates a backlog in other mission critical areas in DTSC.
- Would require reduction or elimination of critical resources needed for legal, laboratory, information technology and enforcement support.
- May prevent DTSC from meeting other statutory mandates.
- Inappropriately presumes existing expertise needed is available in other programs.

*Alternative 3: Maintain status quo – do nothing*

**Pro:**
- Results in no increased costs or position authority.
Con:

- Does not comply with direction from Governor’s Office to identify tools needed to address harm associated with lead acid battery use, management, recycling, and disposal.
- Would fail to incentivize the development of safer alternatives to lead acid battery products.
- Provides less protection to Californians and the environment from exposure to lead from the use or recycling of batteries.

F. Implementation Plan

July to August 2016:
- Advertise and hire staff.

August to December 2016:
- Bring new staff up to speed and integrate them into the implementation of the 2015-2017 Priority Product Work Plan and SCP process. Integrate new staff into Chemical and Product Evaluation Team to learn process of Priority Product research and SCP regulations. Initiate Priority Product research on lead acid batteries.
- January 2017 to June 2017: Continue work on Priority Product identification and reach out to interested stakeholders.

2017-2022 (estimated):
- Initiate Priority Product rulemaking (APA) if appropriate.
- Provide technical support for responsible entities during Alternatives Analysis development
- Evaluation of AAs.
- Enforce compliance with requirements determine by any rulemaking.

G. Supplemental Information

N/A.

H. Recommendation

Implement Alternative 1. Augment DTSC's budget by $255,000 and 2.0 positions to implement and support the Governor’s directive on lead acid batteries and to implement the SCP regulations in an effective, meaningful, and legally sound manner; adopt statutory language adding lead acid batteries to the Priority Products Work Plan for 2015 - 2017.

I. Statutory Language

Under this request DTSC proposes to amend Health and Safety Code 25253.5 as follows:

DTSC shall revise its 2015-2017 Priority Product Work Plan to include lead acid batteries for consideration and evaluation as a potential Priority Product.