Maryland
Department of the Environment

February 16, 2018

The Honorable Mike V. Miller, Jr., President
Senate of Maryland
State House, H-107
Annapolis MD 21401-1991
The Honorable Joan Carter Conway, Chair
Senate Education, Health and
Environmental Affairs Committee
Miller Senate Office Building
2 West Wing
11 Bladen Street
Annapolis MD 21401-1991

The Honorable Michael E. Busch, Speaker House of Delegates
State House, H-101
Annapolis MD 21401-1991
The Honorable Kumar P. Barve, Chair
Environment and Transportation Committee
House of Delegates
House Office Building, Room 251
6 Baden Street
Annapolis MD 21401-1991

Dear President Miller, Speaker Busch, Chairs Conway and Barve:
As required in Section 6-905.5(j) of the Environment Article, Annotated Code of Maryland, I am enclosing a copy of the 2016 report on the Collection of Mercury Switches and Mercury Switch Assemblies from Vehicles.

If the Department can provide you with any additional information, please contact me or Ms. Hilary Miller, Director of the Land and Materials Administration, at 410-537-3304 or via email at hilary.miller@maryland.gov.

Sincerely,

Ben Grumbles
Secretary
Enclosures
cc: Sarah Albert, Department of Legislative Services, Mandated Report Specialist Hilary Miller, Director, Land and Materials Administration


## July 1, 2015 - June 30, 2016

Prepared by:
Land and Materials Administration
Prepared for:
The Maryland General Assembly

October 1, 2016


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2015 ELVS MANUFACTURERS' IMPLEMENTATION REPORT ..... A-1 this report. Contents may be used without permission, provided credit is given.
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## Background

In the 2009 session, the Maryland General Assembly passed House Bill 1263 Maryland's Mercury Switch Removal from Vehicles Act (the "Act"), Chapter 713. The bill amended Environment Article, Annotated Code of Maryland, Sections 6-904 and 6-905.

The impetus for the Act was that processing scrap metal from motor vehicles was causing releases of mercury to the environment from mercury-containing switches. The Act requires removal of mercury-containing switches from end-of-life vehicles by vehicle recyclers and by scrap processing facilities. Manufacturers of vehicles with mercury switches are required to develop and implement a "mercury minimization plan" that will assist entities required to remove mercury-containing switches from vehicles.

Section 6-905.5(j) of the Environment Article, Annotated Code of Maryland, requires the Maryland Department of the Environment ("the Department") to submit a report on the implementation of the Act to the General Assembly by October 1 of each year. The report is required to include information on:

1. The number of mercury switches and mercury switch assemblies recovered from vehicles;
2. The capture rate of switch recovery achieved;
3. The number of switches projected to be recovered;
4. The amount and use of funds paid into the State Recycling Trust Fund for the administration of this Act; and
5. Any recommendations to improve the provisions of this Act or to increase the capture rate of mercury switches from vehicles.

This document is submitted in fulfillment of the requirement under Environment Article, 6-905.5(j), Annotated Code of Maryland. This report covers the period from July 1, 2015 through June 30, 2016.

## Overview of Mercury Switch Collection Program

Under the Act, vehicle manufacturers that sold vehicles containing mercury switches in Maryland must develop a mercury minimization plan. The plan ensures that manufacturers will be responsible for removal and collection of mercury switches from end-of-life vehicles before the vehicles are processed at vehicle recycling and scrap processing facilities. Processing includes intentionally flattening, crushing, bailing, or shredding of vehicles. The plan is required to include information on the location of mercury-containing switches in vehicles by make, model, and model year; information on the safe and environmentally responsible removal and handling of mercury-containing switches; a plan for implementing and financing the removal, collection, and recovery of mercury-containing switches; payments to vehicle recyclers for each mercury-containing switch collected in accordance with the mercury minimization plan; and maintenance of appropriate record-keeping systems associated with implementation of the plan.

Vehicle manufacturers that installed mercury-containing switches have established a nationwide collection program for automotive mercury switches. This program is being
implemented by the End of Life Vehicle Solutions Corporation (ELVS), an entity created by a consortium of motor vehicle manufacturers. The ELVS website (www.elvsolutions.org) states that ELVS was created by the automotive industry to promote the industry's "environmental efforts in recyclability, education and outreach, and the proper management of substances of concern."

Automobile manufacturers are relying on the ELVS mercury switch collection program to serve as the core of the Maryland approved "mercury minimization plan" that the manufacturers were required to develop and implement under the Act. Under the program, ELVS provides vehicle recyclers and scrap processing facilities with specially designed containers for collection, temporary storage, and shipping of mercury switches removed from end-of-life vehicles. Pre-paid shipping is included with containers that are provided to program participants.

ELVS has developed educational materials that identify which vehicles have mercury switches, where the switches are located on the vehicles, and how the switches should be removed. These educational materials are provided to program participants, and are also made available on the ELVS website (www.elvsolutions.org).

Maryland participants are eligible for bounty payments from ELVS of $\$ 4$ per mercury light switch or mercury light switch assembly and $\$ 6$ per mercury-containing antilock braking system (ABS) unit, provided the switches are delivered to ELVS in accordance with requirements specified in the program plan. The plan also provides for a payment from ELVS to the Department of $\$ 1$ for each mercury switch delivered to ELVS in accordance with the plan.

ELVS submitted its mercury minimization plan for review by the Department on September 27, 2009. On October 27, 2009, ELVS submitted a revised plan that addressed issues arising from the General Motors bankruptcy and reorganization. The Department reviewed the plan and provided ELVS with written comments on October 30, 2009. ELVS provided the Department with a revised plan on November 23, 2009 and the Department approved the plan on January 25, 2010.

As of June 31, 2016, 150 of $150^{1}$ active facilities from Maryland have registered in the ELVS collection program. As new facilities become known, either by field inspection or additional database information, these additional facilities, by means of contact with the Department, will be made aware of the requirements of the Act.

## Report of Required Information

This section of the report presents information required to be reported to the General Assembly under Environment Article, 6-905.5(j), Annotated Code of Maryland. The information is presented in the order it is listed in Section 6-905.5(j).

[^0]- Number of mercury switches and mercury switch assemblies recovered from vehicles:

From July 1, 2015 through June 30, 2016, the ELVS recycling contractor received 7,360 mercury switches (yielding 16.19 pounds of mercury) from Maryland vehicle recyclers and scrap processing facilities. This is a decrease of $28.8 \%$ compared to the 10,343 mercury switches collected during the previous twelve months. Month-by-month data on the number of switches returned to ELVS from July 1, 2015 through June 30, 2016, are shown in the following table:

| Month-Year | Number of <br> Switches |
| :--- | ---: |
| Jul-2015 | 672 |
| Aug-2015 | 1,017 |
| Sept-2015 | 217 |
| Oct-2015 | 1,000 |
| Nov-2015 | 335 |
| Dec-2015 | 1,727 |
| Jan-2016 | 233 |
| Feb-2016 | 920 |
| Mar-2016 | 68 |
| Apr-2016 | 304 |
| May-2016 | 570 |
| Jun-2016 | 297 |
| TOTAL | $\mathbf{7 , 3 6 0}$ |

From January 1, 2016 to June 30, 2016, 2,392 mercury switches, yielding 5.26 pounds of mercury, were returned to the ELVS recycling contractor from Maryland. Data from 2007 - 2016 (partial year) is presented in the following chart and table:


| Calendar Year | Number of <br> Switches Collected | Pounds of Mercury <br> Collected ** |
| :--- | ---: | ---: |
| $\mathbf{2 0 1 6 ~}{ }^{\wedge}$ (projected) | 4,784 | 10.52 |
| $\mathbf{2 0 1 6}$ | 2,392 | 5.26 |
| $\mathbf{2 0 1 5}$ | 7,745 | 17.04 |
| $\mathbf{2 0 1 4}$ | 11,653 | 25.64 |
| $\mathbf{2 0 1 3}$ | 10,376 | 22.83 |
| $\mathbf{2 0 1 2}$ | 12,151 | 26.73 |
| $\mathbf{2 0 1 1}$ | 11,011 | 24.22 |
| $\mathbf{2 0 1 0}$ | 5,509 | 12.12 |
| $\mathbf{2 0 0 9}$ | 10,052 | 22.11 |
| $\mathbf{2 0 0 8}$ | 4,625 | 10.23 |
| $\mathbf{2 0 0 7}$ | 860 | 1.89 |
| TOTAL ${ }^{\bullet \bullet}$ | $\mathbf{7 6 , 3 7 4}$ | $\mathbf{1 6 8 . 0 7}$ |

$\wedge 2016$ projected switches equal to $(2,392 \div 6) \times 12$.

* For period January 1, 2016 through June 30, 2016, period ending date covered by report.
** Per ELVS, 454.54 switches $=1$ pound of mercury.
- Actual total through June 30, 2016. 2016 projected not included in Total.

Appendix A contains the 2016 ELVS Manufacturers' Implementation Report which is required to be submitted by the vehicle manufacturers. The report details collection activities for the previous CY of 2015. Note that there is a lag between the time that participants remove switches from vehicles and the time that the switches are delivered to ELVS because it takes time to accumulate enough switches to fill the collection/shipping container. During each Department inspection, the facility is made aware that the mercury switch collection/shipping container cannot be kept on site for more than one year from the date the first switch is placed in the container. This is required to remain in compliance with hazardous waste regulations, Code of Maryland Regulations (COMAR) 26.13.10.17B(1), which references the "Universal Waste Rule" with respect to the storage of hazardous waste

- Number of switches projected to be available for recovery:

The National Vehicle Mercury Switch Recovery Program (NVMSRP) Switch Retirement Model, available on the ELVS web page at http://elvsolutions.org/?page id=1298, provides the following estimates for the number of end-of-life vehicle mercury switches available in Maryland through 2017:

| Year | Estimated No. Switches Available from <br> Vehicles Scrapped in Maryland |
| :---: | ---: |
| $\mathbf{2 0 0 7}$ | 61,000 |
| $\mathbf{2 0 0 8}$ | 51,000 |
| $\mathbf{2 0 0 9}$ | 51,000 |
| $\mathbf{2 0 1 0}$ | 51,000 |
| $\mathbf{2 0 1 1}$ | 48,000 |


| Year | Estimated No. Switches Available from <br> Vehicles Scrapped in Maryland |
| :---: | ---: |
| $\mathbf{2 0 1 2}$ | 44,000 |
| $\mathbf{2 0 1 3}$ | 41,000 |
| $\mathbf{2 0 1 4}$ | 38,000 |
| $\mathbf{2 0 1 5}$ | 34,000 |
| $\mathbf{2 0 1 6}$ | 31,000 |
| $\mathbf{2 0 1 7}$ | 27,000 |
| Total | $\mathbf{4 7 7 , 0 0 0}$ |

- Capture rate of switch recovery achieved:

ELVS uses the Switch Retirement Model developed by the NVMSRP Measurement Committee to identify switch populations and estimate mercury switch retirement rates through 2017. The NVMSRP was developed through a collaborative effort involving the U.S. Environmental Protection Agency, states, environmental organizations, and several industry sectors. More information on the NVMSRP is available at http://elvsolutions.org/?page id=8.

The Switch Retirement Model uses historic information on vehicle sales by state, estimates of vehicle scrappage rates as a function of vehicle age, and information on the average number of mercury switches per vehicle to estimate the number of switches expected to be in vehicles scrapped each year, by state.

The model estimates the total number of mercury switches installed in vehicles manufactured before automobile model year 2003 and sold in the United States to be $169,185,000$. The 2002 model year was the last year that mercury switches were installed in vehicles. Most of the vehicles manufactured prior to 2003 containing these switches have already been taken out of service. The model estimates that $11,797,000$ mercury switches nationally will be taken out of service from 2013 through 2017. The number of mercury switches available for collection from vehicles taken out of service in Maryland from 2013 through 2017 is estimated at 171,000 . The model estimates that 31,000 mercury switches were available for collection from vehicles taken out of service in Maryland in calendar year 2016, and 34,000 mercury switches in calendar year 2015.

The Maryland Mercury Switch Model table on pages 7 and 8 presents estimates for switches available for recovery, by year, as estimated by the Switch Retirement Model.

To determine the capture rate (CR) in Maryland for the reporting period July 1, 2015 through June 30, 2016, the number of switches available during this period was calculated as follows:

July 1 through December 31, 2015, the number of switches available was $34,000 \times(6 / 12)$ $=17,000$.

January 1 through June 30, 2016, the number of switches available was $31,000 \times(6 / 12)$ $=15,500$.

Therefore, the Capture Rate from July 1, 2015 through June 30, 2016 was:
$\frac{\text { Number of Switches Returned }}{\text { Total Number of Switches Available }}=$ Capture Rate $\therefore \frac{7,360}{32,500}=0.2265$ or $23 \%$

As mentioned before, there can be a significant lag time before a switch that has been removed is returned for recycling. Also, economic concerns related to the recession may have reduced the number of switches available as vehicle owners kept vehicles in operation longer. There may be some uncertainty in the model's estimate of the number of switches available because the model assumes that a vehicle that was purchased in Maryland will be scrapped in Maryland. That does not take into account vehicles being taken out of State by persons who relocate, and trade-in vehicles being sent out of State by new car dealers. However, this could be happening in other states as well, resulting in vehicles originally purchased elsewhere being scrapped in Maryland.

- Amount and use of funds paid into the State Recycling Trust Fund:

For FY 2016 (i.e., July 1, 2015 through June 30, 2016), the Department was paid $\$ 6,485$ by ELVS. As stated in the manufacturers' mercury minimization plan, ELVS pays the State the $\$ 1.00$ required under the Act only upon receiving proper documents from program participants. The switch recovery plan the Department approved includes the statement "ELVS will further authorize the payment of $\$ 1$ for each form verified (emphasis added) mercury convenience light switch or mercury containing ABS assembly to the Maryland Department of the Environment." The amount of money the State received from ELVS $(\$ 6,485)$ vs. the number of switches received by ELVS $(7,360)$ from vehicle recyclers and processing facilities reflects the challenges related to the submission of the proper documents. Also, once switches are shipped by a State participant in the program, the delay within ELVS for payment of costs to the State may take between 60 and 90 days. This delay may result in mercury switches counted during the fiscal year coming from switches collected during the previous year. Further details on the challenges are available in the Implementation Challenges Section on Page 10 of this report.

The limited funds received are being applied toward program staff costs and outreach activities. These expenditures include mailings to vehicle recycling facilities and staff contacts by phone and in person with regulated facilities.

In FY 2016, the Department expended $\$ 118,841.42$ for mercury switch recovery program activities. Details on these expenditures are provided in the financial statement on Page 9 of this report.



## RECYCLING TRUST FUND MERCURY AUTO SWITCH ACTIVITY

July 1, 2015 to June 30, 2016
A. Beginning Balance 7/01/15 $\$ 0.00$
B. FY 2016 Receipts

Mercury Vehicle Switch Payments from ELVS $\$ 6,485.00$
C. Total Receipts Available FY 2016 (A+B)

## FY 2016 Expenditures

D.

| Salaries and Wages | $\$ 6485.00$ |
| :--- | :---: |
| Technical and Special Fees | 0 |
| Communications | 0 |
| Travel | 0 |
| Utilities | 0 |
| Motor Vehicle Operations and <br> Maintenance | 0 |
| Contractual Services | 0 |
| Supplies and Materials | 0 |
| Equipment | 0 |
| Grants | 0 |
| Fixed Charges | 0 |
| *Total Expenditures | $\$ 6,485.00$ |

E. Balance for Mercury Switch Activities June 30, 2016
$\$ 0.00$

## Highlights of Department Activities

During the period covered by this report, the Department performed outreach activities to inform vehicle recyclers and scrap processing facilities of their obligations to remove and collect mercury switches from end-of-life vehicles. Outreach activities included telephone calls and site visits.

The Department made 159 site visits to vehicle recyclers and scrap processing facilities to gather information on program implementation, provide compliance assistance, and, when necessary, issue Site Complaints for non-compliance with Environment Article, Annotated Code of Maryland, Section(s) 6-904, 6-905, 6-905.4, 6-905.5, and/or 6-905.6. There were no Site Complaints issued to any vehicle recycler and/or scrap processing facility during FY 2016.

## Implementation Challenges

Payment to the State by vehicle manufacturers of $\$ 1.00$ per switch recovered, as mandated in the Act, is a concern because the manufacturers are only making payments for switches accompanied by complete and accurate documents required by ELVS. As a result, the State received $\$ 6,485$ in payments in FY 2016, reflecting a decrease from the $\$ 7,824$ received in FY 2015. The discrepancy between the money received and switches returned can be attributed to the return of switches without proper documentation, and a delay from the time switches are received by ELVS and the processing of the switches. Participants may intentionally omit the proper documentation because they believe the burden of filling out the ELVS documents exceeds the value of the $\$ 4$ or $\$ 6$ per switch bounty. In addition, some participants do not want to deal with the tax implications of receiving the reimbursement.

The reduction in the number of switches returned by vehicle recyclers and scrap processing facilities may be attributed to a reduced number of vehicles received that contain mercury switches. Additionally, participants are frequently slow to return switches they have collected. The Department's outreach efforts will continue to encourage the timely shipment of switches once the collection buckets are approaching full, or approaching the one year Universal Waste Rule limit for having the mercury switches on site.

The electronic record-keeping requirement of the Act continues to be a difficult requirement for some facilities. While many of the vehicle recyclers and scrap processing facilities are large operations with sophisticated inventory control, others are small operations with limited computer capability.

## Future Activities

Facilities that fall under the scope of Maryland's mercury switch recovery program will continue to be required to remove mercury switches from end-of-life vehicles in compliance with the requirements of the program. The Maryland Mercury Switch Law sunsets on December 31, 2017.

## Appendix A

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January 30, 2016

## Mr. David Mrgich, Chief

Waste Diversion Division
Maryland Department of the Environment
LMANaste Diversion \& Utilization Program
1800 Washington Boulevard, Suite 610
Baltimore, MD 21230-1719

Subject. End-of-Life Vehicle Solutions Corporation "Manufacturer's Annual Implementation Report"

Dear Mr. Mrgich,
The Annotated Code of Maryland Section 6-905.5(G) Mercury Switch Removal from Vehicles. Chapter 713 requires vehicle manufacturers to report annually to the Maryland Department of the Environment on the progress of their mercury minimization plan including:

- the number of mercury switches collected
- a description of the capture rate achieved
- a description of actions that may be implemented to improve the plan if a capture rate of at least $90 \%$ for the previous calendar year is not achieved
- the number of end-of-life vehicles containing mercury switches
- a description of how the mercury switches were managed
- a description of the costs of implementing the program

This report is provided by End of Life Vehicle Solutions Corporation on behalf of its member automotive companies. The participating members of ELVS are: FCA US LLC (formerly Chrysler Group LLC); Ford Motor Company; Mack Trucks inc; Mercedes-Benz USA, LLC; Mitsubishi Motors North America, Inc, Navistar, Inc.; Nissan North America, Inc: PACCAR, Inc; Porsche Cars North America Inc.; Subaru of America, Inc; Toyota Motor Sales USA, Inc.; Volkswagen Group of America, Inc, Volvo Cars of North America; and Volvo Trucks North America. This report also includes switches from the former MLC (old GM).

## Mercury Switches Collected

A total of 7,745 mercury switches were delivered to the EL.VS recycling contractor from Maryland dismantlers during calendar year 2015, yielding 17.0 pounds of recovered mercury. There were 165 registered dismantlers, 70 of which submitted switches.

## Mercury Switch Capture Rate

The estimated number of switches available for recovery in Maryland during 2015 was 34,000. The number of switches collected $(7,745)$ yields an annual capture rate of $23 \%$ ( $31 \%$ for 2014).

## Vehicle / Switch Estimates

ELVS uses the National Vehicle Mercury Switch Recovery Program (NVMSRP) Switch Retirement Model (www, elvsolutions.org/model.html) approved by the U.S. EPA and program partners to estimate mercury switch populations. The model was developed to identify switch populations and estimate mercury switch retirement rates through 2017. Therefore, the model focuses on mercury switch counts rather than vehicle counts.

The model estimates that the national total number of mercury switches historically manufactured in vehicles to be $169,185,000$. Most of the vehicles containing these switches have already been scrapped, with an estimated $3,957,000$ switches remaining in today's national fleet for collection (CY 2016 - 2017). Maryland's portion of switches remaining for collection (CY 2016-2017) is estimated to be 58,000 .

For reference and according to the model, the number of mercury switches that were available nationally for recovery in 2015 was estimated to be 2,356,000 units. In Maryland 34,000 switches were available for recovery in 2015.

For your convenience, regularly updated collection information is available through our contractor's (US Ecology) website, http://www.eqonline.com/services/ELVS-Mercury-Switch-Recovery-Program/annual-report.asp?year=all, portions of which are now downloadable into Excel. This web-based data tracking system is part of ELVS' commitment to data accessibility. and will be available at least until 2017.

## Processing of Vehicles

ELVS does not have data on the actual number of end of life vehicles processed. Our estimate is based on data from the latest Ward's Motor Vehicle Facts \& Figures. According to Wards, the number of vehicles retired from use nationally in 2014 (the latest year given) is $11,047,000$. The total registrations for Maryland for 2013 (again, the latest year given) are 3,733,966 out of $247,472,135$ registered nationally. We estimate approximately 166,681 end of life vehicles were processed in Maryland in 2014 (11,047,000*(3,733,966/247,472,135)). This does not include end of life vehicle imports or exports from the state or the effect of recessions. We realize that the number of vehicles retired annually varies year to year depending on many conditions. Our estimate is therefore based on the best available data.

Improvement Actions
In 2015 ELVS participated in a number of regional and national automotive recycling events, some of which were attended by Maryland recyclers. In 2016, ELVS will continue to attend these kinds of events to encourage recycler participation and mercury switch collection.

As noted in the previous Implementation Report, NVMSRP member organizations completed a comprehensive review of the overall progress of automotive mercury switch collection programs in the U.S., including which collection program features have proven to be most effective. In late 2015, NVMSRP and USEPA reengaged in the effort and are continuing to examine the findings in order to identify possible additional steps to enhance switch collections. It should be noted that the availability of mercury switches in the recyclable vehicle pool has been greatly reduced over time and will continue to decline.

## Mercury Switch Management

Mercury switches received by ELVS are generally managed as follows:

- Dismantlers remove the switch assemblies and place them in the collection bucket, or extract and place the mercury pellets in the collection buckets. ABS assemblies with multiple pellets are returned as units.
- Once the buckets are full, the dismantler contacts US Ecology which pays for the shipping of the buckets to its facility in Michigan.
- US Ecology records the number of pellets and enters them into its database. The pellets are then sent to a retorting facility where the mercury is recycled.


## Program Costs

The total implementation cost for the program including bounties, bucket charges, and program maintenance was $\$ 38,295$ for calendar year 2015.

If you have any questions or comments regarding this report, please contact me at brelvs@yahoo.com.

Sincerely,

## Buse A. Ppping

Brian Rippon
End-of-Life Vehicle Solutions
Project Manager


[^0]:    ${ }^{1}$ This may differ slightly from the registered number shown in the January 31, 2016 ELVS Manufacturer's Annual Implementation Report (Appendix A) due to the existence of out-of-business and duplicate facilities in the ELVS database.

