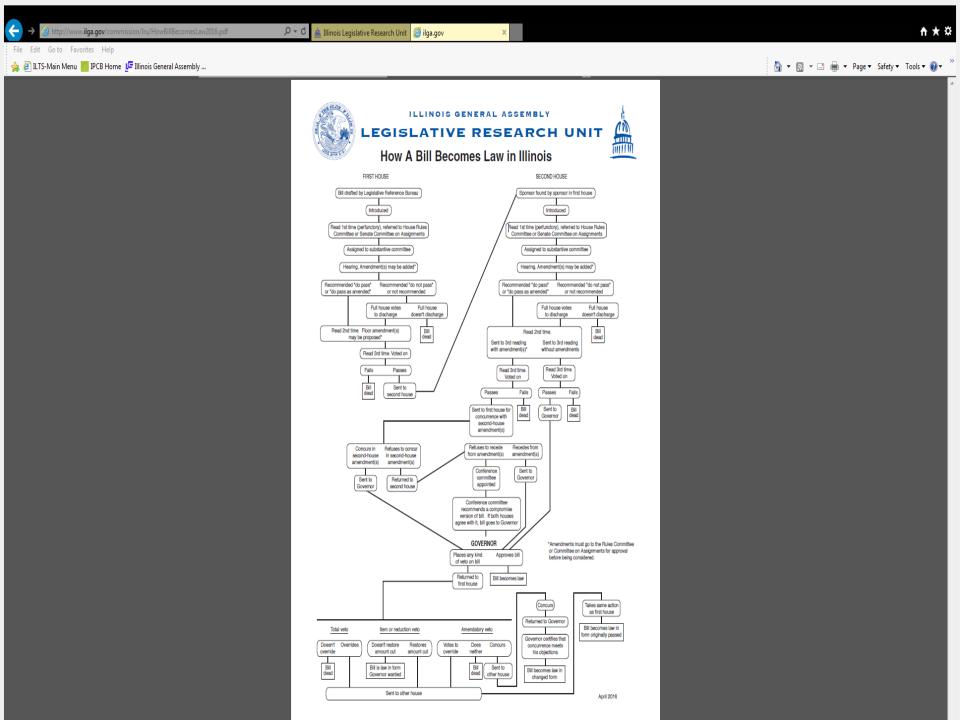
Legislative Update Illinois Pollution Control Board

Brown Bag Lunch Thursday, March 2, 2017



How a Bill Becomes a Bill

Selected

Participants

Authorities

Decisions

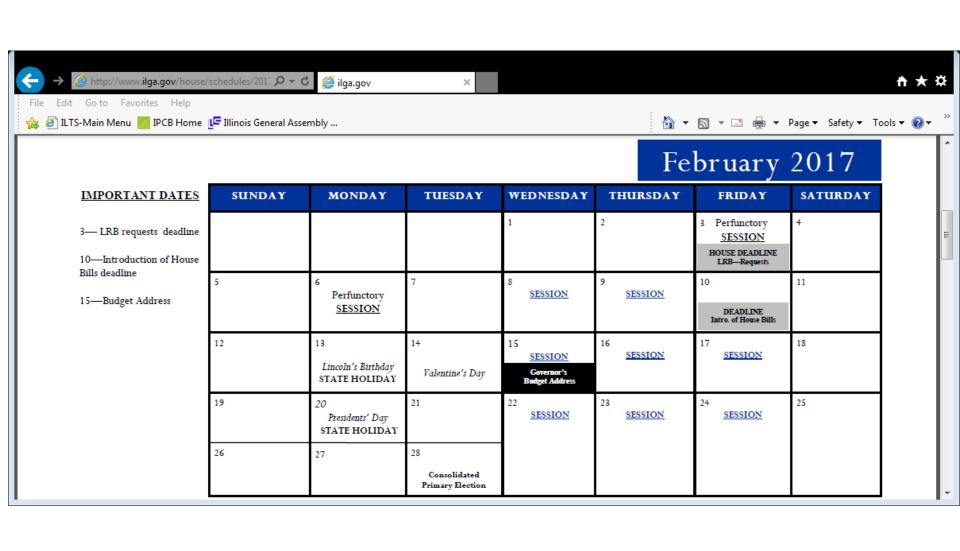
Procedures

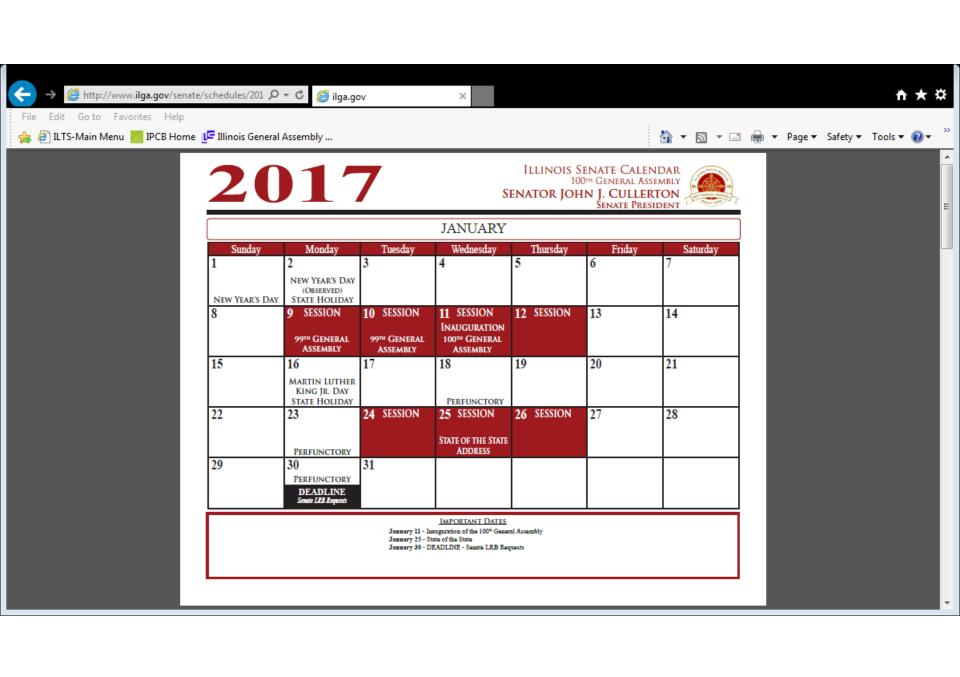
The Legislative Reference Bureau's primary task is drafting and preparing legislation, including bills, amendments, resolutions, and conference committee reports.

The vast majority of all legislation considered by the General Assembly is drafted by the Bureau's staff, which in a typical biennium produces more that 27,000 documents.

Attorneys employed by the Bureau provide legal advice and drafting services to legislators of both parties and both houses, working on a nonpartisan basis in a confidential lawyer-client relationship.

http://www.ilga.gov/commission/lrb/lrbabout.htm











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HB3014 LRB100 09237 MJP 19393 b 1 AN ACT concerning safety. 2 Be it enacted by the People of the State of Illinois, 3 represented in the General Assembly: 4 Section 5. The Environmental Protection Act is amended by 5 adding Section 52.3-15 as follows: 6 (415 ILCS 5/52.3-15 new) 7 Sec. 52.3-15. Unlawful materials for recycling. Beginning 8 on July 1, 2017, it shall be unlawful for any person to 9 knowingly place into a container intended for collection by a 10 residential hauler for processing at a recycling center the 11 following materials: 12 (1) household sharps; 13 (2) plastic bags, plastic sheets, plastic tarps, or 14 plastic wrap; 15 (3) polystyrene or Styrofoam; 16 (4) landscape waste; 17 (5) food scrap; and

Home | Legislation & Laws | House | Senate | My Legislation | Disclaimers | Email

(6) motor oil containers or other hazardous waste

Section 99. Effective date. This Act takes effect July 1,



2017.

containers.

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This site is maintained for the Illinois General Assembly by the Legislative Information System, 705 Stratton Building, Springfield, Illinois 62706 217-782-3944 217-782-2050 (TTY) The enacting clause of the laws of this State shall be: "Be it enacted by the People of the State of Illinois, represented in the General Assembly."

ILL. CONST. art. 4, § 8(a).

"The enacting clause is 'the section of a bill or statute which establishes the whole document as a law."

Pearce v. Vittum, 193 III. 192, 61 N.E. 1116 (1901) (citation omitted).

Article IV, §11 of the 1870 Constitution provided that "[t]he style of the laws of this state shall be: 'Be it enacted by the people of the state of Illinois, represented in the General Assembly.'"

The enacting clause requirement is mandatory.

People ex rel. Burritt v. Commissioners State Contracts, 120 III. 322, 11 N.E. 180 (1887).

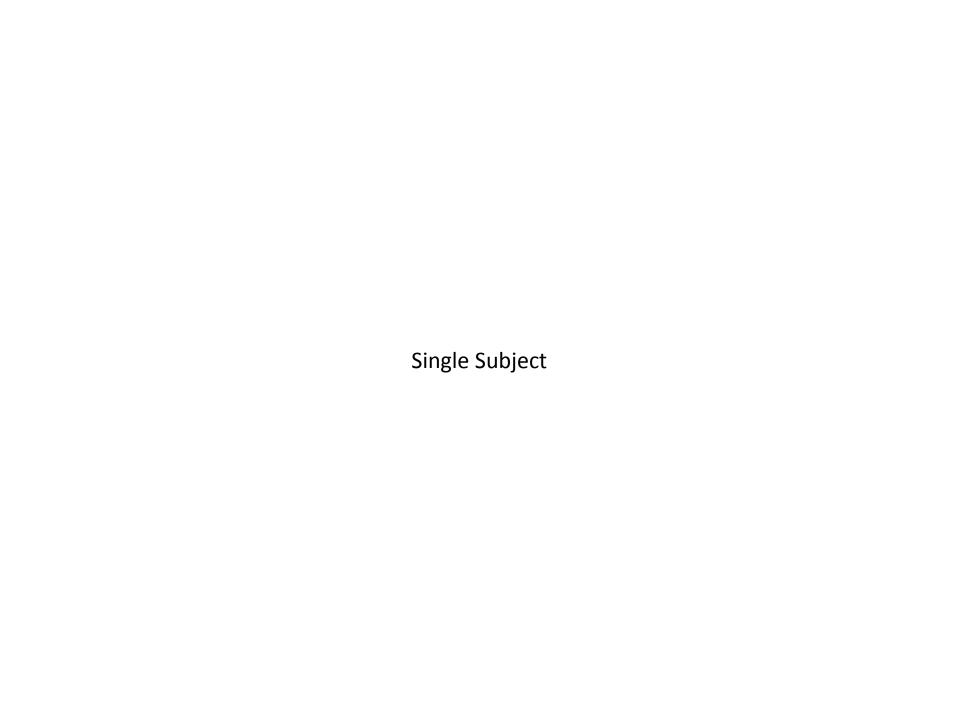
A legislative document lacking the enacting clause is not a bill and will not become law.

The General Assembly shall enact laws only by bill. Bills may originate in either house, but may be amended or rejected by the other.

ILL. CONST., art. 4, § 8(b).

Taken together, sections 8(a) and 8(b) require that, to have the force of law, a legislative document must be designated as a bill with the prescribed enacting clause and passed as a bill and either signed by the Governor or have a Governor's veto overridden.

A joint resolution passed by both houses of the General Assembly does not have the force of law as an enacted bill. People *ex rel.* Burritt v. Commissioners State Contracts, 120 III. 322, 11 N.E. 180 (1887).



"Bills, except bills for appropriations and for the codification, revision or rearrangement of laws, shall be confined to one subject."

ILL. CONST. art. 4, § 8(d).

Purposes:

"[T]he single subject clause operates to prevent the passage of legislation that, standing alone, may not muster the votes necessary for enactment."

People v. Cervantes, 189 III. 2d 80, 723 N.E.2d 265 (1999) (citations omitted).

"The practice of bundling less popular legislation with more palatable bills so that the well received bills would carry the unpopular one to passage is known as 'logrolling.'"

People v. Olender, 222 III. 2d 123, 854 N.E.2d 593 (2005).

The single subject "also facilitates the enactment of bills through an orderly and informed legislative process, in that '[b]y limiting each bill to a single subject, each legislator can better understand and more intelligently debate the issues presented by a bill."

People v. Cervantes, 189 III. 2d 80, 723 N.E.2d 265 (1999) (citations omitted).

"The single subject requirement, therefore, 'ensures that the legislature addresses the difficult decisions it faces directly and subject to public scrutiny, rather than passing unpopular measures on the backs of popular ones."

<u>People v. Cervantes</u>, 189 III. 2d 80, 723 N.E.2d 265 (1999) (citations omitted).

Construction:

"[T]he term 'subject' generally should be construed liberally construed in favor of the legislature."

People v. Reedy, 186 III. 2d. 1, 708 N.E.2d 1114 (1999) (citation omitted).

"The single-subject rule does not 'impose an onerous restriction' on the legislature, and the legislature must 'go very far' across the line to violate the rule."

<u>Valstad v. Cipriano</u>, 357 III. App. 3d 905, 828 N.E.2d 854 (4th Dist. 2005) (citation omitted).

Scope of Single Subject:

"[T]he single subject clause of the constitution places no limit on the comprehensiveness of the subject matter encompassed by legislation. . . ."

People v. Wooters, 188 III. 2d 500, 722 N.E.2d 1102 (1999).

"An Act may include all matters germane to a general subject, including the means reasonably necessary or appropriate to the accomplishment of the legislative purpose."

Cutinelli v. Whitely, 161 III. 2d 409, 641 N.E.2d 360 (1994) (citations omitted).

Liberal construction is not without limits.

A bill satisfies the single subject rule so long as the matters included within it have a natural and logical connection to a single subject.

Arangold Corp. v. Zehnder, 187 III 2d 341, 718 N.E.2d 191 (1999) (citations omitted)

The dispositive question is "not whether amendments relate to each other; rather the issue is whether they relate to a single subject."

People v. Boclair, 202 III. 2d 89, 789 N.E.2d 734 (2002).

The length of the enactment is not determinative of compliance with the single subject rule.

<u>Arangold Corp. v. Zehnder</u>, 187 III 2d 341, 718 N.E.2d 191 (1999), citing <u>Johnson v. Edgar</u>, 176 III. 2d 499, 680 N.E.2d 1372 (1997).

The number of provisions in an enactment is not determinative of compliance.

<u>Arangold Corp. v. Zehnder</u>, 187 Ill 2d 341, 718 N.E.2d 191 (1999), citing <u>Cutinello v. Whitely</u>, 161 Ill. 2d 409, 641 N.E.2d 360 (1994).

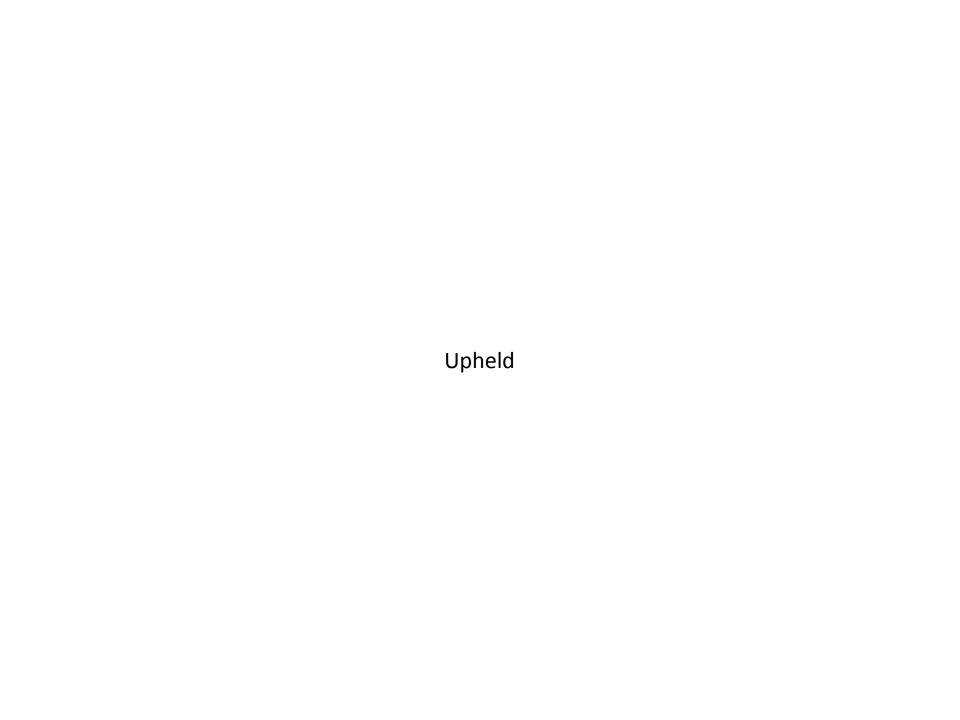
"That the enactment happens to amend a number of acts already in effect is also not determinative."

Arangold Corp. v. Zehnder, 187 III 2d 341, 718 N.E.2d 191 (1999), citing <u>Geja's Café v. Metropolitan Pier and Exposition Auth.</u>, 153 III. 2d 239, 606 N.E.2d 1212 (1992)

"We use a two-tiered analysis to determine whether an act violates the single subject rule: 'First, we must determine whether the act, on its face, involves a legitimate single subject. Second, we must discern whether the various provisions within an act all relate to the proper subject at issue."

"[I]f the public act addresses a legitimate single subject, the dispositive question becomes whether the individual provisions of the act have a 'natural and logical' connection to that subject."

People v. Burdunice, 211 III. 2d 264, 811 N.E.2d 678 (2004) (citations omitted).



Public Act 89-8, "An Act in relation to criminal and correctional matters, amending named Acts."

P.A. 89-8 amended numerous acts. "By their title, three of the acts that were amended – the Medical Practice Act of 1987, the Code of Civil Procedure, and the Civil Administrative Code – seem unrelated to crime and correctional matters. A closer look at these provisions, however, reveals that they are related to the single subject."

Defendant failed to meet burden of showing that the provisions bore no natural or logical connection to a single subject.

People v. Malchow, 193 Ill. 2d 413, 739 N.E.2d 433 (2000).

Public Act 83-942, An Act in relation to criminal justice and correctional facilities.

The five sections of the Act addressed substantive criminal law matters, administrative aspects of corrections pertaining to construction of facilities, and the building and maintenance of those facilities.

Illinois Supreme Court concluded that Act relates to the single subject of the criminal justice system and found "that Public Act 83-942 involves a single, facially legitimate subject."

The Court acknowledged that "these sections do not relate directly with one another in the narrow sense."

After examining each section of bill, however, the Court held that each relates to the proper subject of the criminal justice system.

Public Act 83-942 does not violate the single subject rule.

People v. Boclair, 202 III. 2d 89, 789 N.E.2d 734 (2002).

P.A. 89-21 adopted a conference committee report and amended 21 Acts.

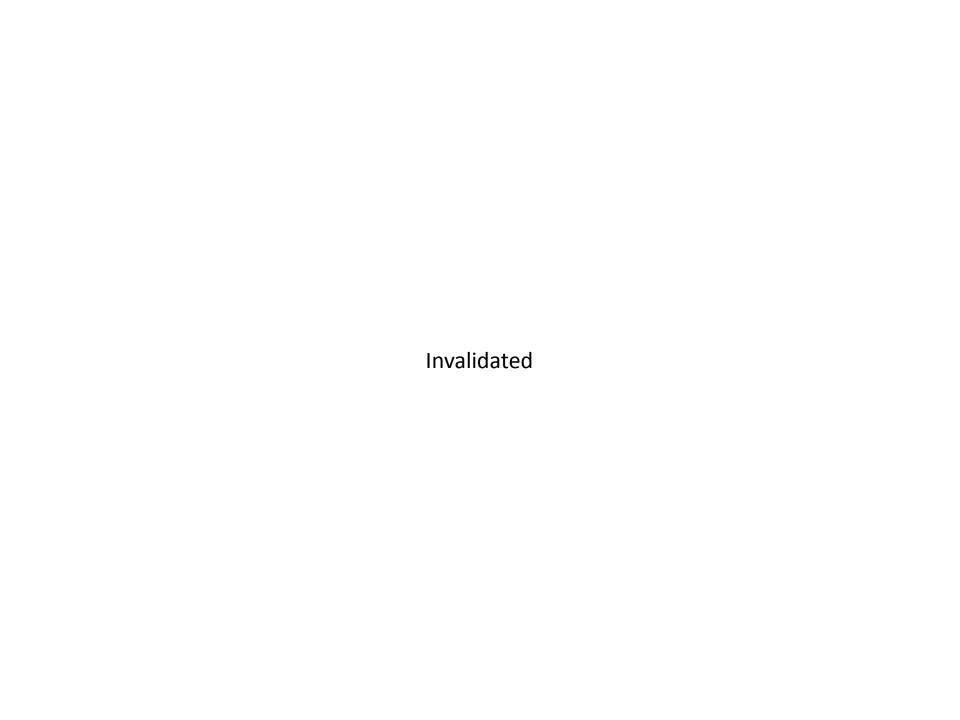
The Supreme Court held that "Public Act 89-21 embraces but a single subject: *i.e.*, implementation of the state budget for the 1996 fiscal year."

"[T]he General Assembly was not attempting to unite obviously discordant provisions under some broad and vague category."

The legislature included "all the means reasonably necessary to accomplish its purpose. This is entirely permissible under the single subject rule."

"This court has never held that the single subject rule imposes a second and subsequent requirement that the provisions within an enactment be related to each other. We see no reason to depart from this court's long and consistent line of precedent interpreting the single subject requirement of our state constitution."

Arangold Corp. v. Zehnder, 187 Ill. 2d 341, 718 N.E.2d 191 (1999).



Public Act 89-428 was introduced as "An Act in relation to prisoners reimbursement to the Department of Corrections for the expenses incurred by their incarceration, amending named Acts," amended as "An Act in relation to crime," and enacted as "An Act in relation to public safety."

It "encompassed subjects as diverse as child sex offenders, employer eavesdropping, and environmental impact fees imposed on the sale of fuel."

The Supreme Court rejected defendants' argument that all provision fell under the single subject of public safety.

"Were we to conclude that the many obviously discordant provisions contained in Public Act 89–428 are nonetheless related because of a tortured connection to a vague notion of public safety, we would be essentially eliminating the single subject rule as a meaningful constitutional check on the legislature's actions."

Johnson v. Edgar, 176 III. 2d 499, 680 N.E.2d 1372.

Public Act 89-688 was entitled "An Act in relation to criminal law," a subject described by the Supreme Court as "a legitimate single subject."

In addition to four subjects addressing criminal law and satisfying the single subject rule, Public Act 89-688 also included a single section regarding the Attorney General's authority to file counterclaims on behalf of State employees in civil actions.

"[T[he act on its face encompasses two subjects – matters related to criminal law and matters relating to civil lawsuits against state employees – and accordingly violates the single subject rule."

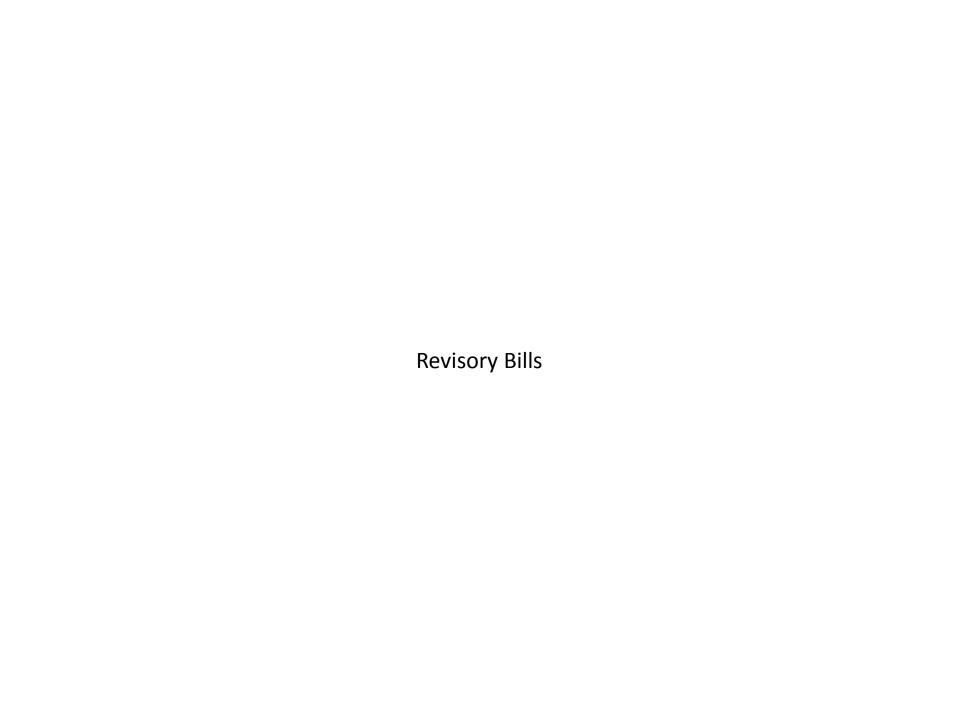
People v. Burdunice, 211 III. 2d 264, 811 N.E.2d 678 (2004).

"Under the established precedent of this court, a statute which violates the single-subject clause is void in its entirety."

* * *

Such statutes "are void *ab initio*. As such, they have no force or effect. It is as if they had never been passed."

People v. Brown, 225 Ill.2d 188, 866 N.E.2d 1163 (2007) (citation omitted).



Section 8(d) provides an exception from the single subject rule for "bills for the codification, revision, or rearrangement of laws."

"The Legislative Reference Bureau shall select subjects and chapters of the statutory law that it considers most in need of a revision and present to the next regular session of the General Assembly bills covering those revisions."

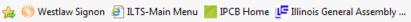
25 ILCS 135/5.04(h) (2014) (Legislative Reference Bureau Act).













HB3855



100TH GENERAL ASSEMBLY State of Illinois 2017 and 2018

HB3855

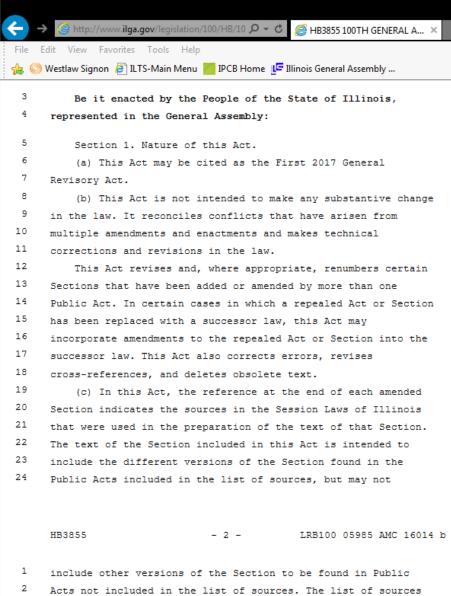
by Rep. Barbara Flynn Currie

SYNOPSIS AS INTRODUCED:

See Index

Creates the First 2017 General Revisory Act. Combines multiple versions of Sections amended by more than one Public Act. Renumbers Sections of various Acts to eliminate duplication. Corrects obsolete cross-references and technical errors. Makes stylistic changes. Effective immediately.

LRB100 05985 AMC 16014 b



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is not a part of the text of the Section.

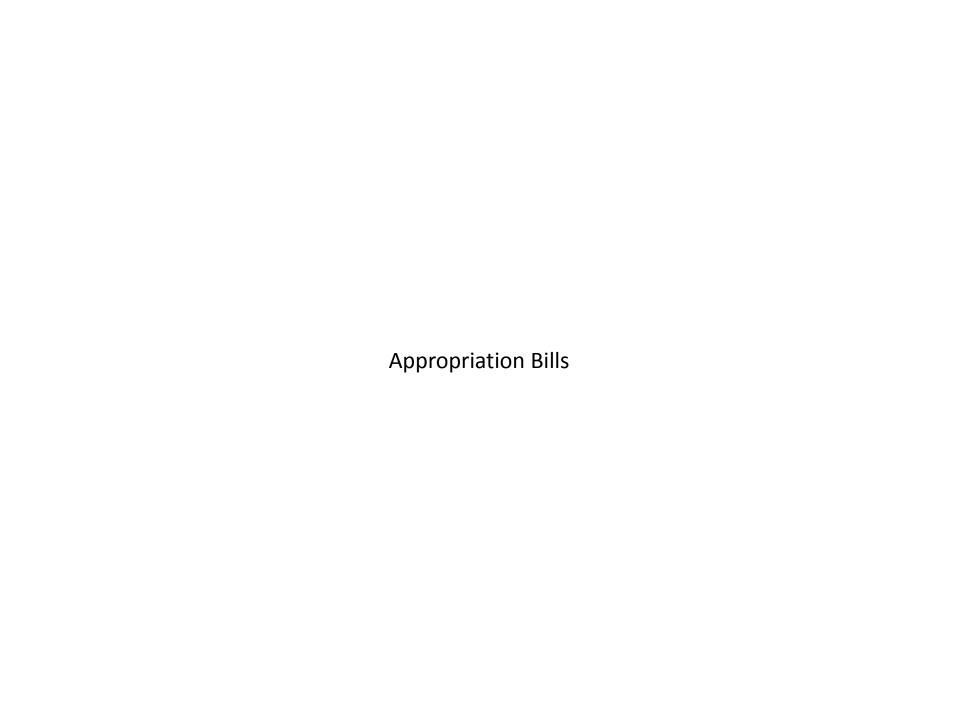
(d) Public Acts 99-492 through 99-919 were considered in

the preparation of the combining revisories included in this

Act. Many of those combining revisories contain no striking or

underscoring because no additional changes are being made in

the material that is being combined.



"Appropriation bills shall be limited to the subject of appropriations."

ILL. CONST. art. 4, § 8(d).

This provision "has its roots in the doctrine of separation of powers. As a practical matter, if subjects other than the immediate subject of appropriations . . . are permitted to be included in an appropriations bill, then the veto power of the Governor is effectively nullified.

Appropriation bills are characteristically passed late in the legislative session and they must become effective in order to prevent government operations from being brought to a complete stop. The Governor's amendatory veto power is also affected, for an amendatory veto would also delay the availability of the appropriated funds to insure the continued operation of governmental functions.

People v. Lindberg, 59 III. 2d 38, 320 N.E.2d 17 (1974).

An appropriations bill constitutes legislation that sets apart from public revenue certain amounts of money for specific purposes.

The appropriations clause does not "invalidate provisions for the distribution of public funds in a bill consisting otherwise of substantive laws."

Interfund transfers did not make a public act an appropriations bill.

<u>Valstad v. Cipriano</u>, 357 III. App. 3d 905, 828 N.E.2d 854 (4th Dist. 2005).



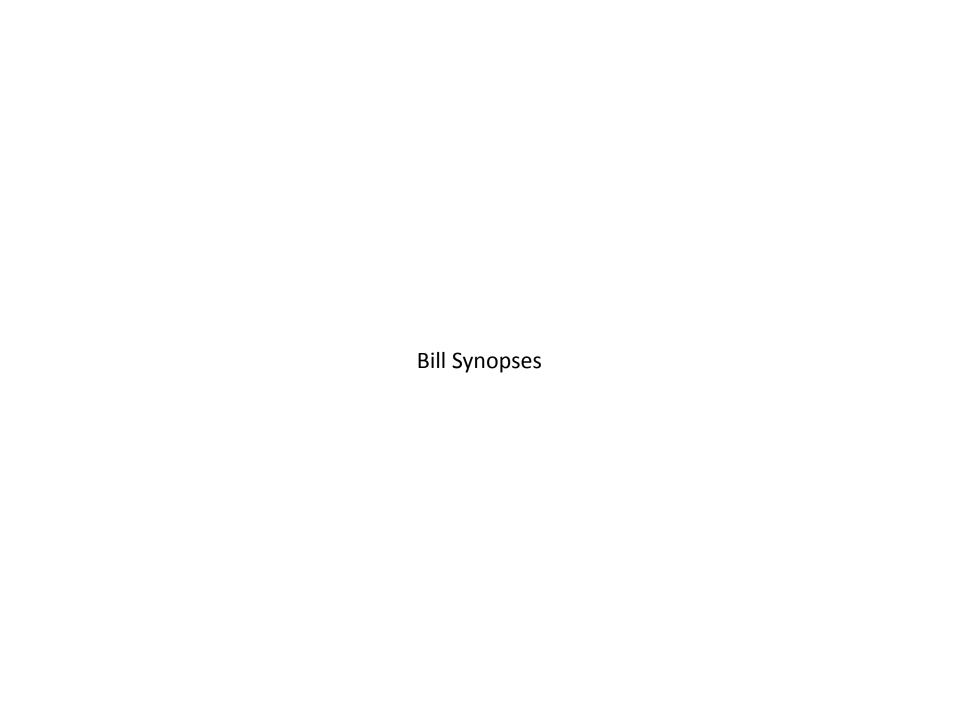
"A bill expressly amending a law shall set forth completely the sections amended."

ILL. CONST. art. 4, § 8(d).

A bill amending any section must also include the existing language of every part of the section that is not being amended.

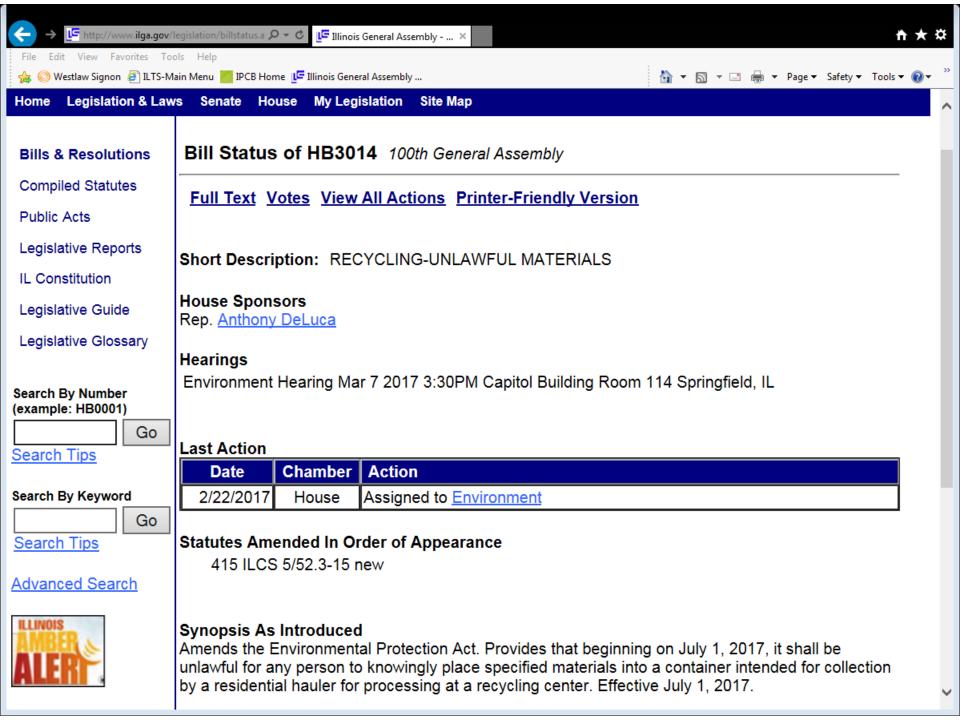
The purpose of a similar provision in the 1870 Constitution was "to prevent the enactment of amendatory statutes in terms so blind that the legislators themselves are sometimes deceived in regard to their effect and the public fails to become apprised of the changes made in the law because of difficulty in making the necessary examination and comparison."

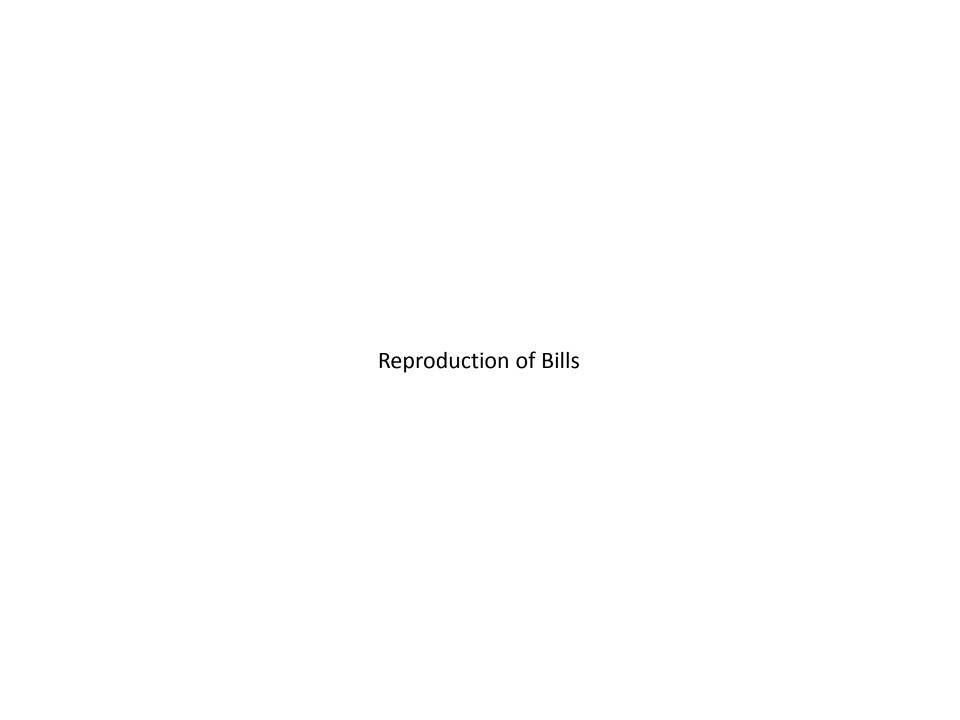
Lombardo Wine Co. v. Taylor, 407 III. 54, 95 N.E.2d 607 (1950).



"Each bill in the General Assembly, when printed, shall bear, at the top of the front page of the bill, a synopsis prepared by the Legislative Reference Bureau summarizing the substance of the bill. "

25 ILCS 30/1 (2014) (Bill Synopsis Act).

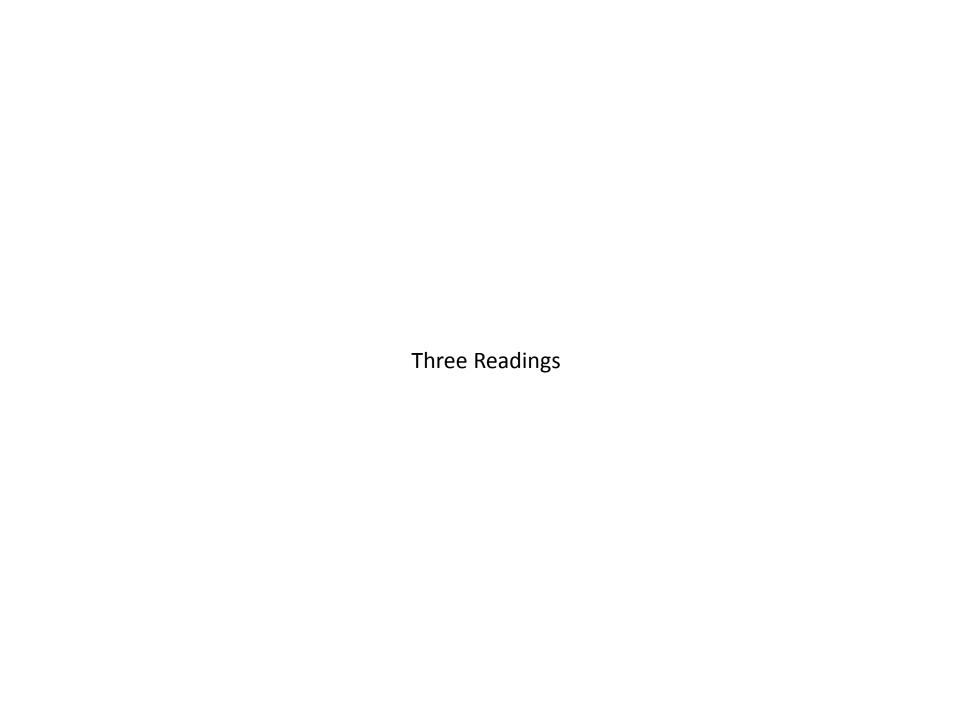




A bill and each amendment thereto shall be reproduced and placed on the desk of each member before final passage.

ILL. CONST. art. 4, § 8(d).

"All bills must be reproduced and distributed as provided in Rule 39." House Rule 18(a). "The Clerk shall cause any measure subject to this rule to be reproduced and distributed to the members. Reproduction and distribution may be done electronically, or the Clerk may establish a method that any member may use to secure a copy." House Rule 39.



A bill shall be read by title on three different days in each house.

ILL. CONST. art. 4, § 8(d).

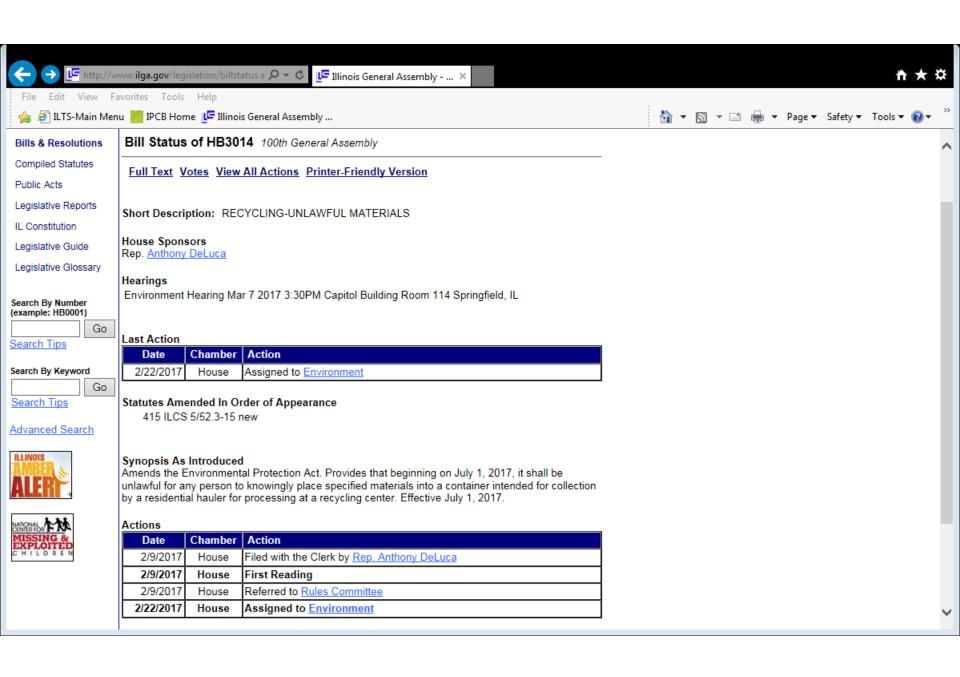
House Rule 38: Every bill shall be read by title on 3 different days before passage by the House.

"The object of the constitutional provision is to keep the members of the General Assembly advised of the contents of the bills it is proposed to enact into laws, by calling them specifically to their attention three several times, on three different days."

Giebelhausen v. Daley, 407 Ill. 25, 95 N.E.2d 84 (1950).

"[O]n legislative enactments, notice as the term is ordinarily employed is not required. But notice does in fact occur, for it is constitutionally required that '[a] bill shall be read by title on three different days in each house.'"

People v. Avery, 67 III. 2d 182, 367 N.E.2d 79 (1977).



The Speaker of the House and the President of the Senate shall sign each bill that passes both houses to certify that the procedural requirements for passage have been met.

ILL. CONST. art. 4, § 8(d).

"The 'enrolled bill' rule would provide that when the presiding officers of the two houses sign a bill, their signatures become conclusive proof that all constitutional procedures have been properly followed. The 'enrolled bill' rule would not permit a challenge to a bill on procedural or technical grounds regarding manner of passage if the bill showed on its face that it was properly passed. Signatures by the presiding officers would, of course, constitute proof that proper procedures were followed."

6 Record of Proceedings, Sixth Illinois Constitutional Convention 1386-87

"Whether or not a bill has been read by title, as the Constitution commands, seems fairly to be characterized as a procedural matter, the determination of which was deliberately left to the presiding officers of the two Houses of the General Assembly."

Fuehrmeyer v. City of Chicago, 57 Ill. 2d 193, 311 N.E.2d 116 (1974).

In <u>Polich v. Chicago School Finance Auth.</u>, petitioners argued that, through amendment, the enacted bill "traversed the whole legislative process in a single day."

* * *

This procedure "is such a willful and gross violation of article IV, section 8(d) that no categorization of these actions as being merely 'procedural' and as somehow absolved by the 'enrolled bill' rule seems adequate under the circumstances."

"The enrolled bill rule is clearly applicable here, and we hold the legislation was properly enacted."

Polich v. Chicago School Finance Auth., 79 III. 2d 188, 402 N.E.2d 247 (1980).

In <u>Geja's Café v. Metropolitan Pier & Exposition Auth.</u>, the Authority did not dispute that the three-readings requirement was violated in adoption of Public Act.

The Supreme Court noted the doctrine's purpose of preventing invalidation of legislation on technical or procedural grounds.

The Court also stated that "that the General Assembly has shown remarkably poor self-discipline in policing itself. Indeed, both parties agree that ignoring the three-readings requirement has become a procedural regularity."

Plaintiffs urged the Court "to abandon the enrolled bill doctrine because history has proven that there is no other way to enforce the constitutionally mandated three-readings rule."

The Court declined to abandon the doctrine "because for today at least, we feel that the doctrine of separation of powers is more compelling. . . . If the General Assembly continues its poor record of policing itself, we reserve the right to revisit this issue on another day to decide the continued propriety of ignoring this constitutional violation."

Geja's Café v. Metropolitan Pier & Exposition Auth., 153 III. 2d 239, 606 N.E.2d 1212 (1992).

Subsequent cases have cited <u>Geja's Café</u> and the Court's apparent frustration, but the Court has declined to reconsider the use of the enrolled bill doctrine (<u>Cutinello v. Whitely</u>, 161 III. 2d 409, 641 N.E.2d 360 (1994)) and declined to review a certified bill (<u>Friends of the Parks v. Chicago Park Dist.</u>, 203 III 2d 312, 786 N.E.2d 161 (2003)).

See McGinley v. Madigan, 366 III. App. 3d 974 851 N.E.2d 709 (1st Dist. 2006) ("[W]e are bound to follow precedent and, because it was certified, refuse to find Public Act 93-30 violative of the three-readings provision of the Illinois Constitution.").

House Rule 4(c)(10): The duties of the Speaker of the House Include the following:

* * *

To sign all bills passed by both chambers of the General Assembly to certify that the procedural requirements for passage have been met.

House Rule 100: Certification by Speaker. With respect to each bill that is certified by the Speaker in accordance with Article IV, Sec. 8(d) of the Constitution, there is an irrebuttable presumption that the procedural requirements for passage have been met.



100th General Assembly, as of Wednesday, March 1, 2017

2,168 Senate Bills

4,002 House Bills

6,170 Total Bills

99 Senate Amendments

114 House Amendments

213 Total Amendments

227 Senate Resolutions

184 House Resolutions

56 Joint Resolutions

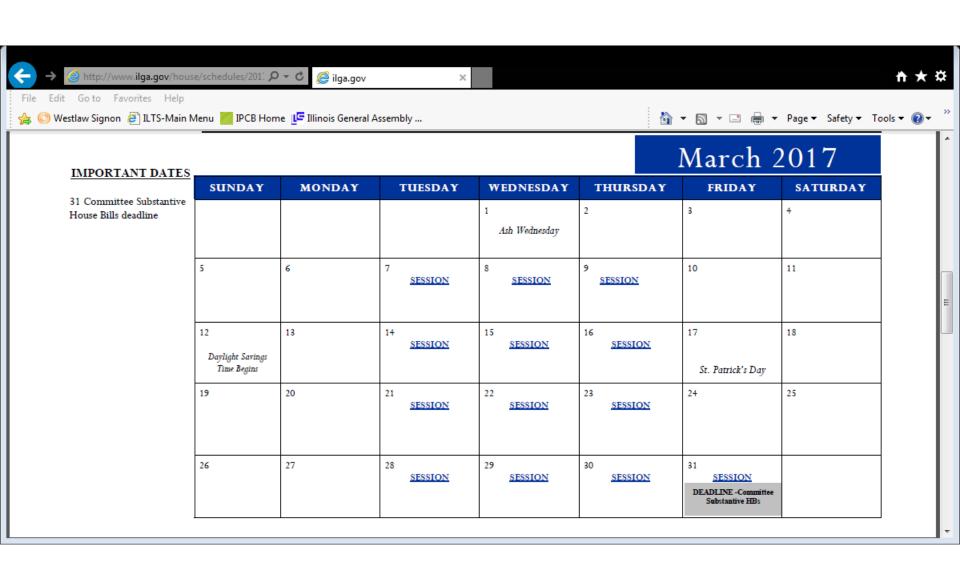
467 Total Resolutions

42 Joint Resolutions – Constitutional Amendments

374 Gubernatorial Appointment Messages

7,266 Legislative Filings

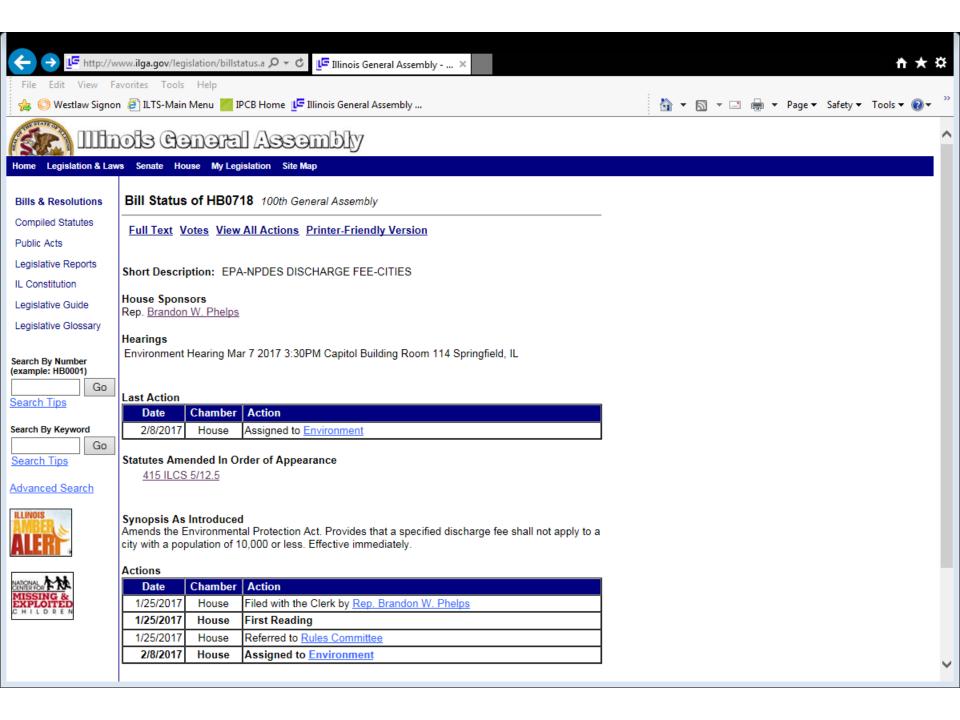


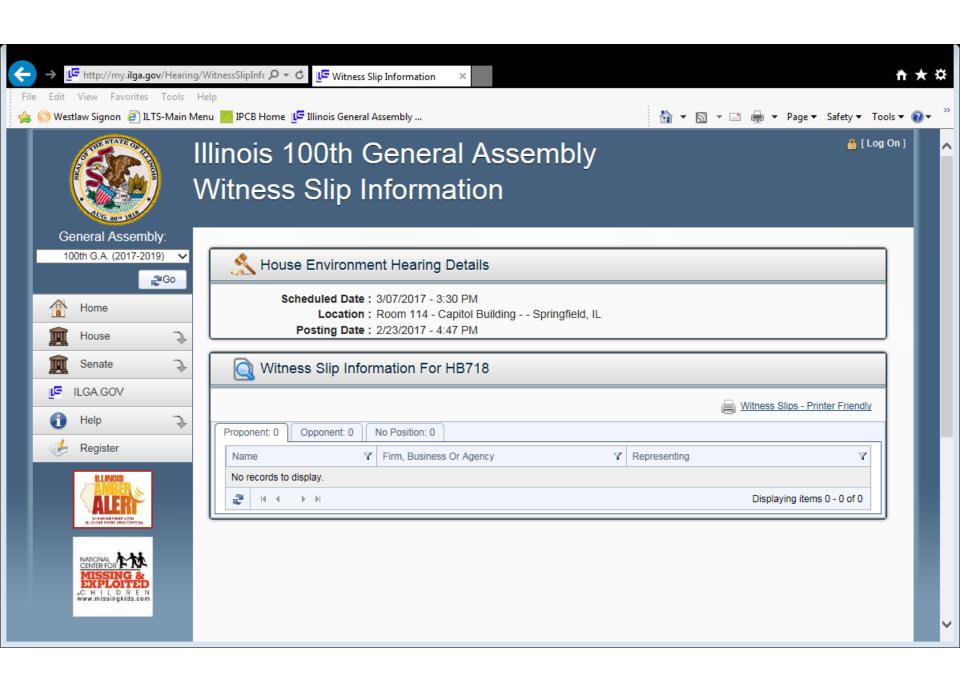


Section 12.5(e)(1) of the Environmental Protection Act sets annual fees based on Design Average Flow Rate ranging from \$500 to \$50,000 applicable to discharges under NPDES permits for specified facilities including publicly owned treatment works.

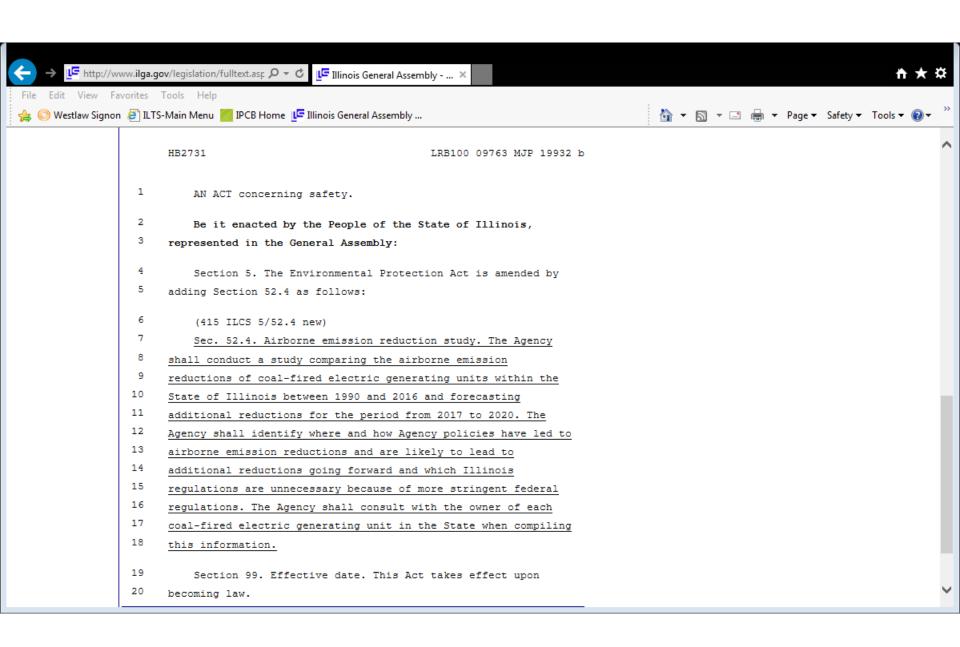
415 ILCS 5/12.5(e) (2014).

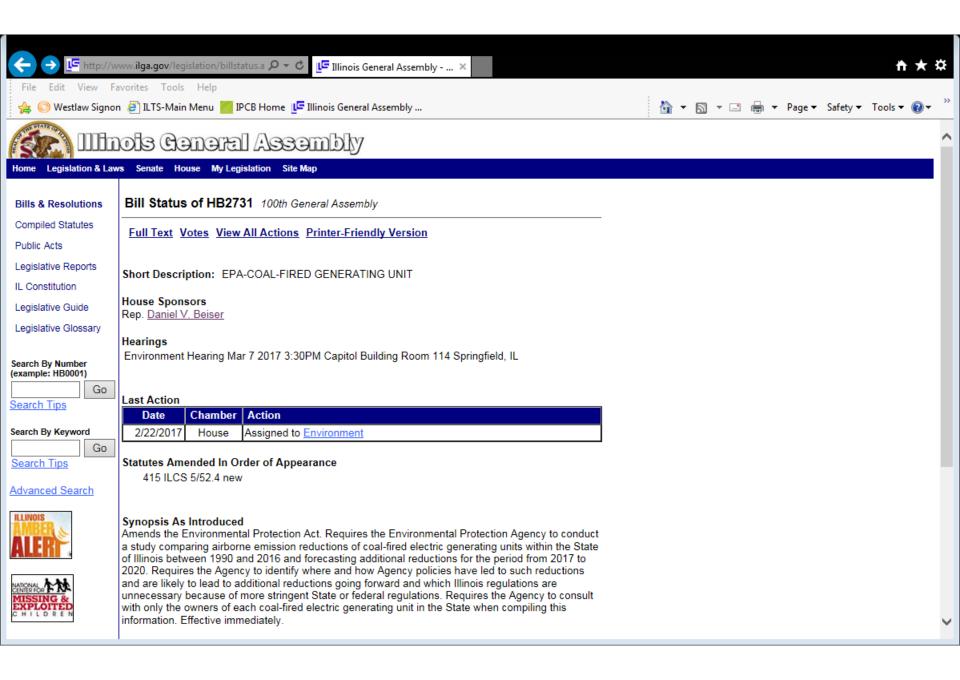
House Bill 718 adds a new Section 12.5(m) providing that the fee under subsection (e)(1) "does not apply to a city with a population of 10,000 or less."

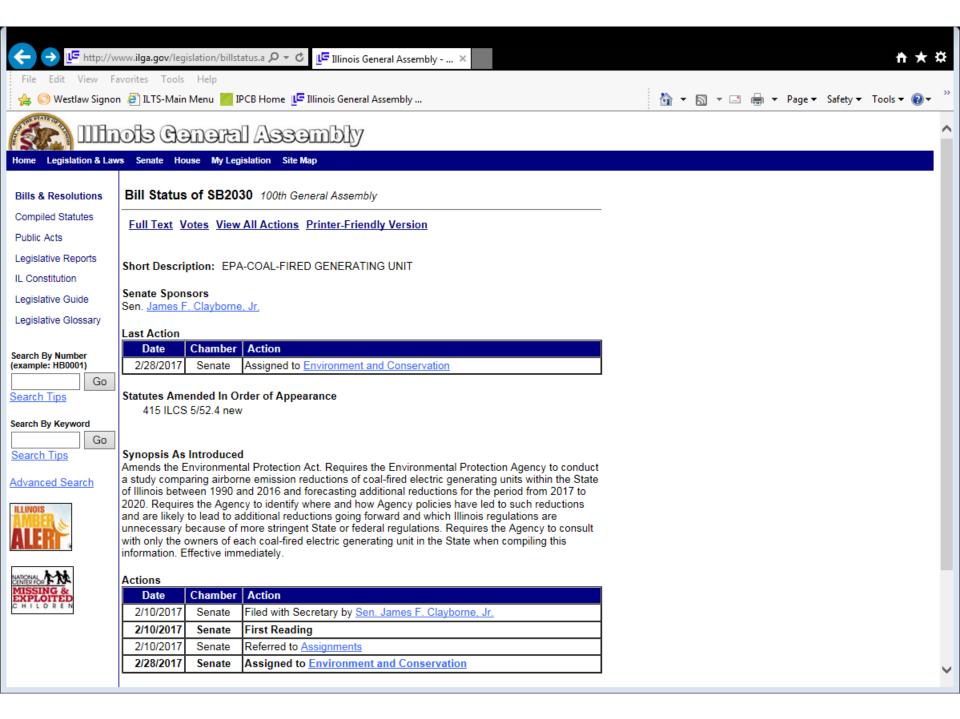




House Bill 2731 proposes to add to the Environmental Protection Act a new Section 52.4 requiring IEPA to conduct a study.



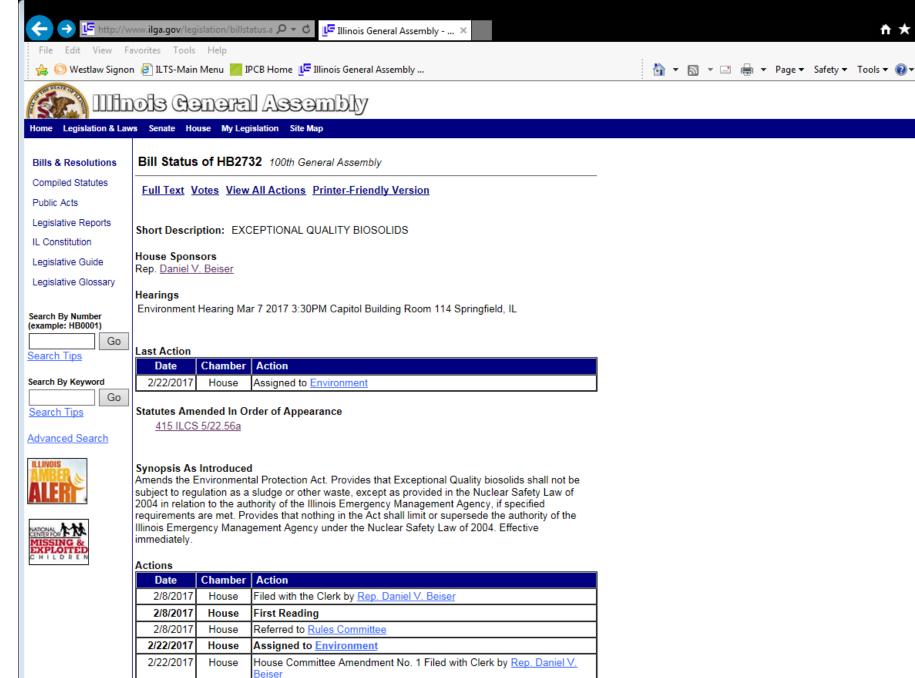




Existing Section 22.56a, adopted as Public Act 99-67 in 2015, addresses land application of Exceptional Quality biosolids by providing that they "shall not be regulated as sludge or other waste" if they meet specified requirements.

House Bill 2732 amends Section 22.56a to provide that they shall not be subject to regulations as sludge or other waste except as provided in the Nuclear Safety Law of 2004 under the authority of the Illinois Emergency Management Agency.

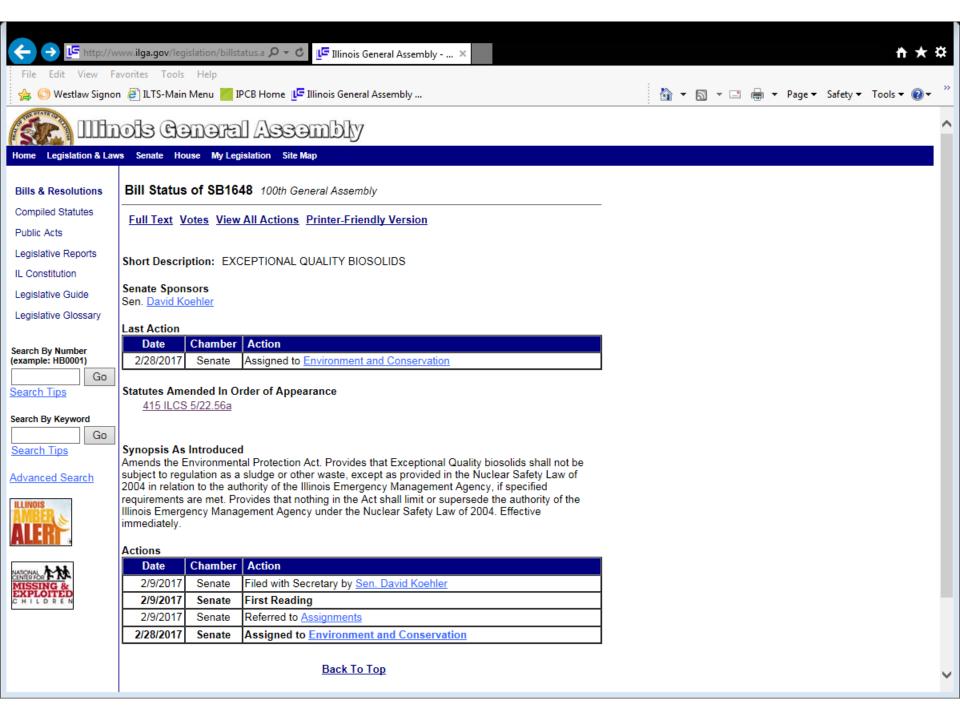
House Amendment #1 clarifies that this refers to the authority "to regulate exceptional quality biosolids."



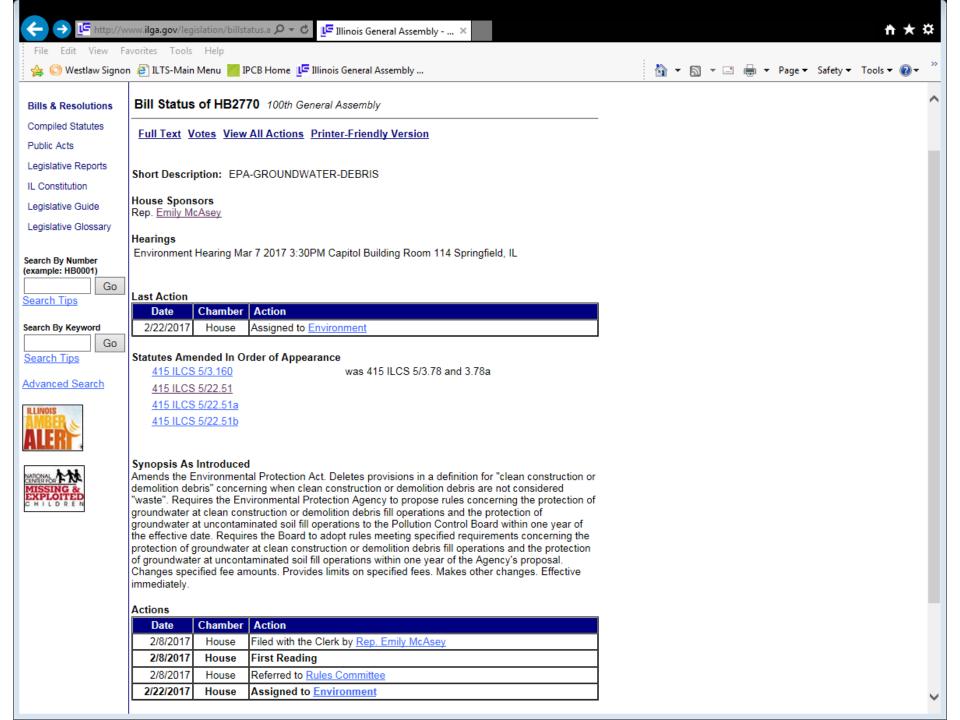
House Committee Amendment No. 1 Referred to Rules Committee

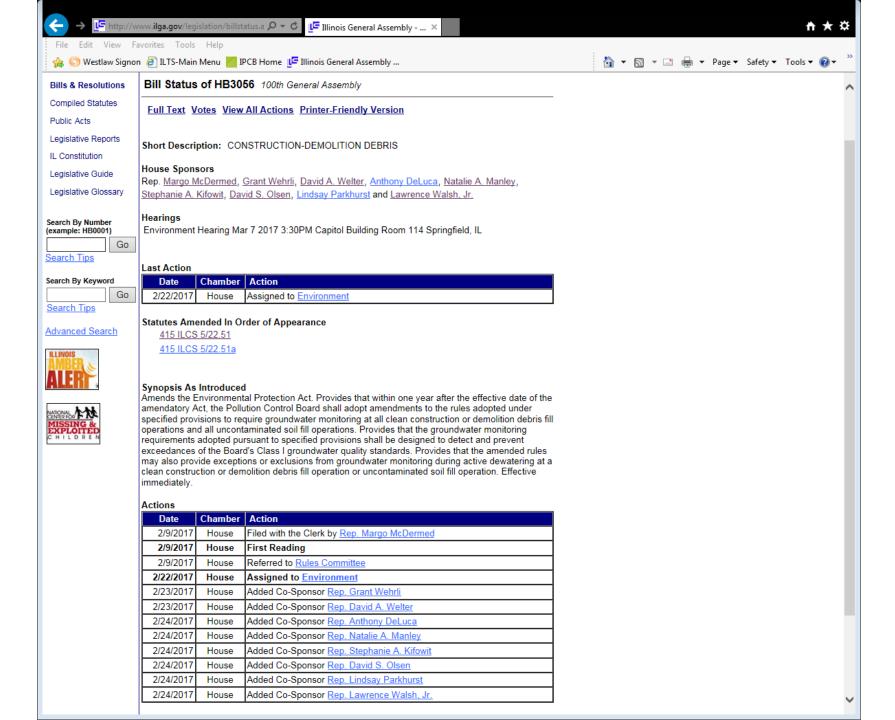
2/22/2017

House



Existing Sections 22.51 and 22.51a of the Environmental Protection Act address Clean Construction or Demolition Debris Fill Operations and Uncontaminated Soil Fill Operations, respectively.





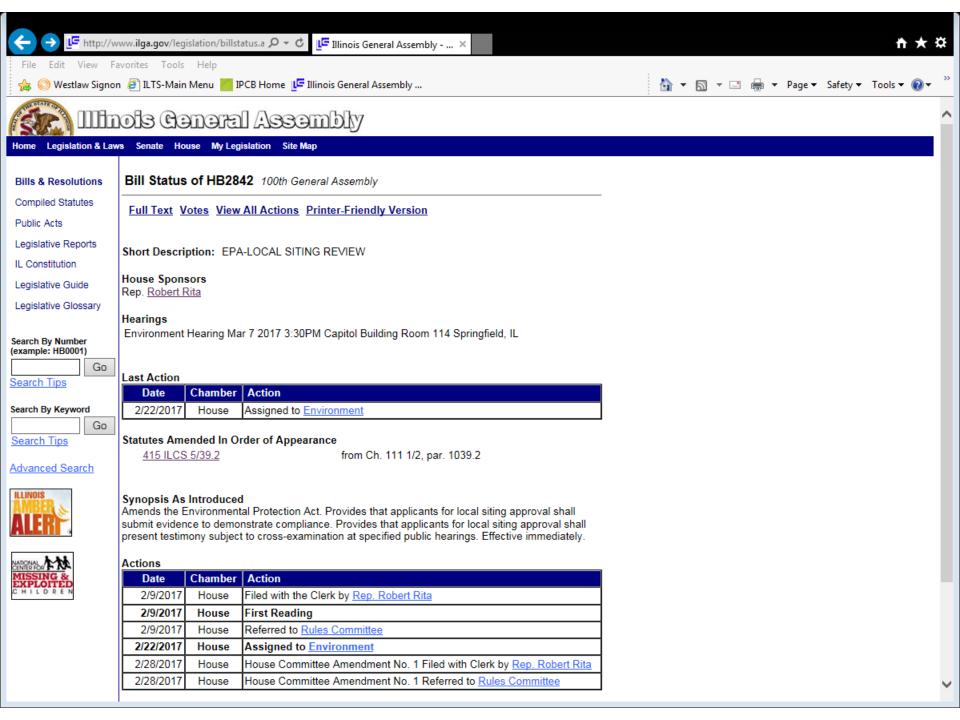
Existing Section 39.2 of the Environmental Protection Act local review of requests to approve the site of a pollution control facility.

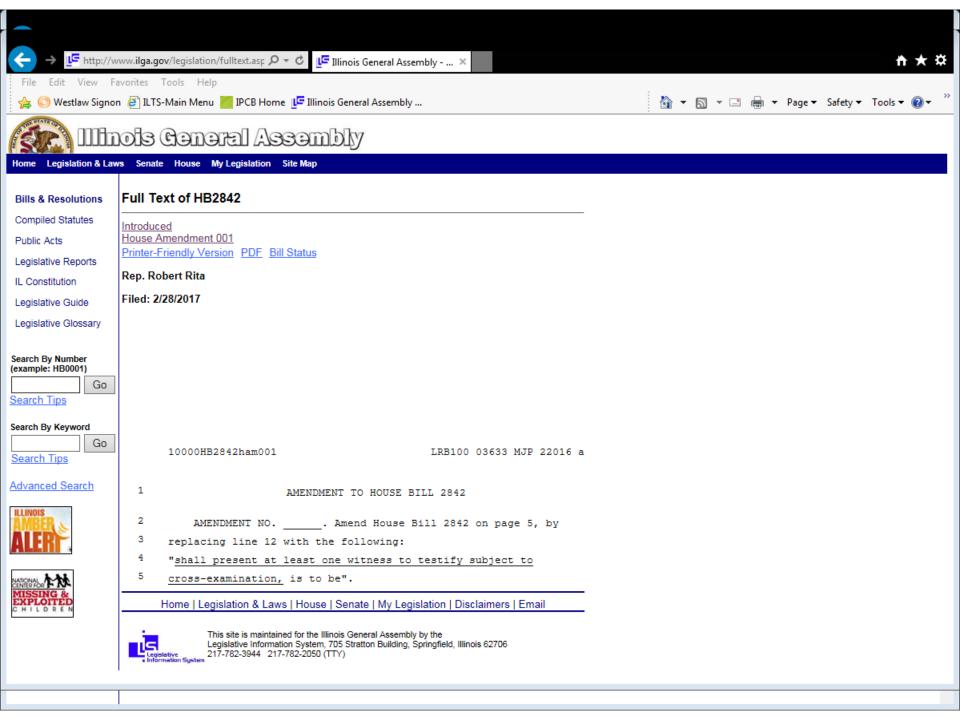
"An applicant for local siting approval shall submit sufficient details describing the proposed facility to demonstrate compliance, and local siting approval shall be granted only if the proposed facility meets" nine statutory criteria, under two of which the local authority may consider the applicant's operating experience.

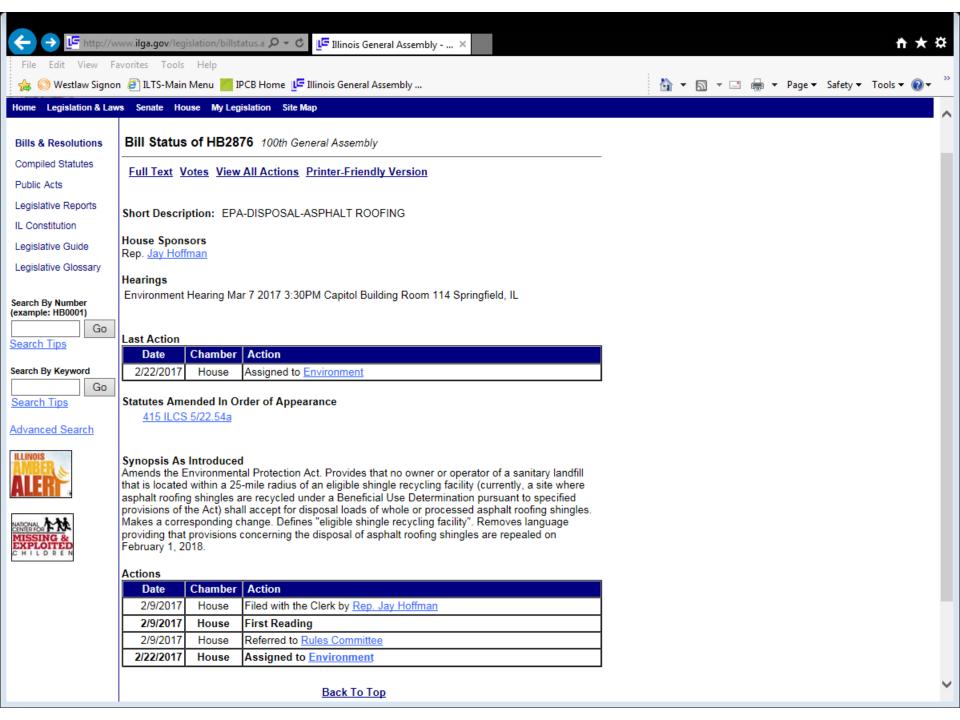
415 ILCS 5/39.2(a) (2014).

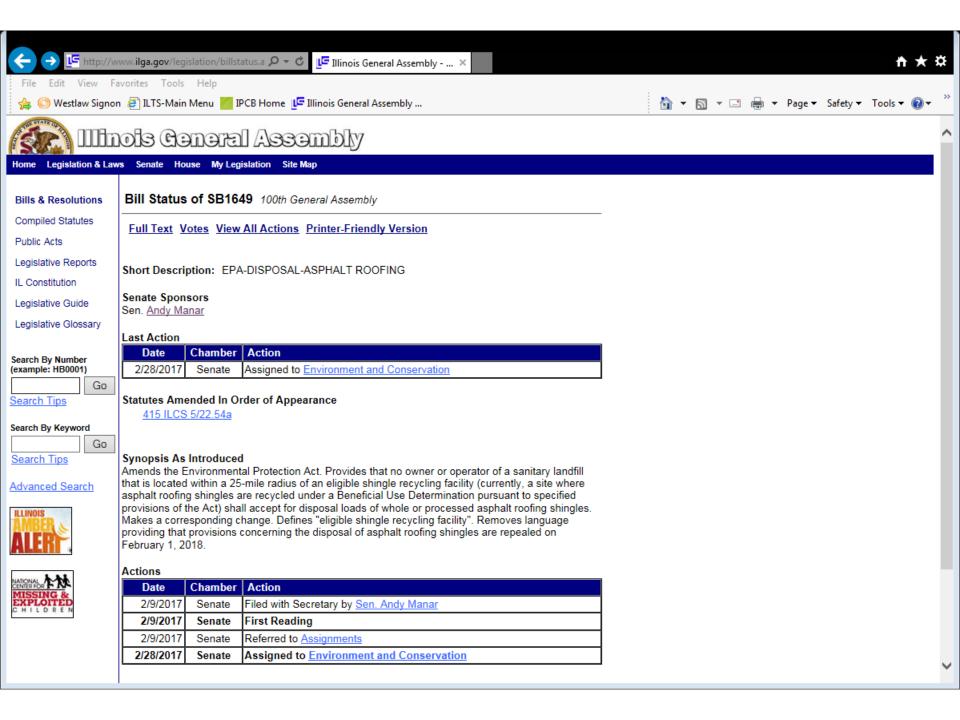
The local authority must hold at least one public hearing.

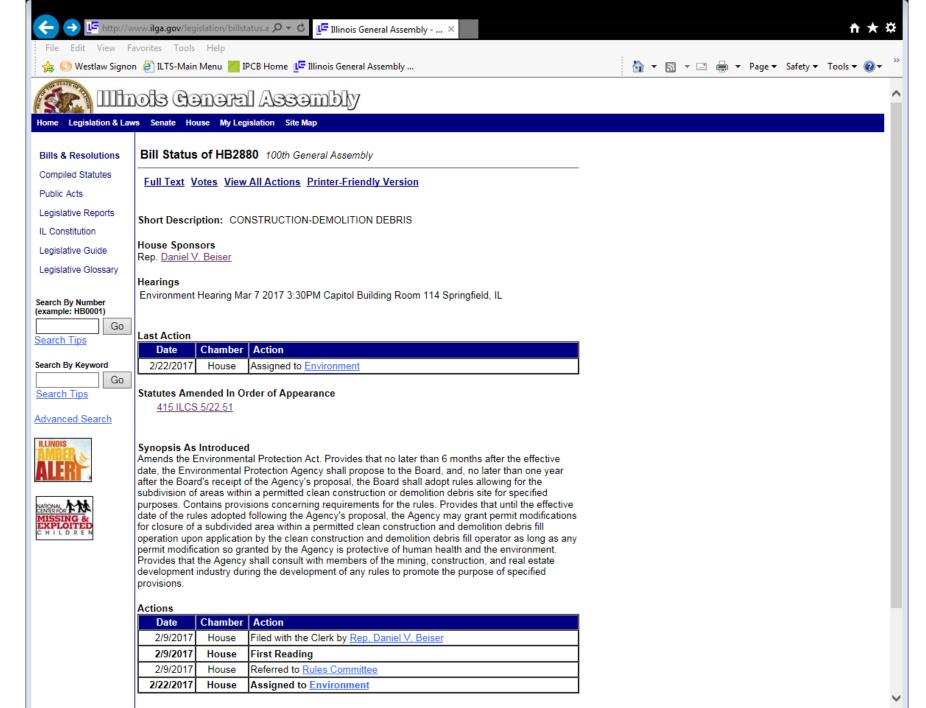
415 ILCS 5/39.2(d) (2014).



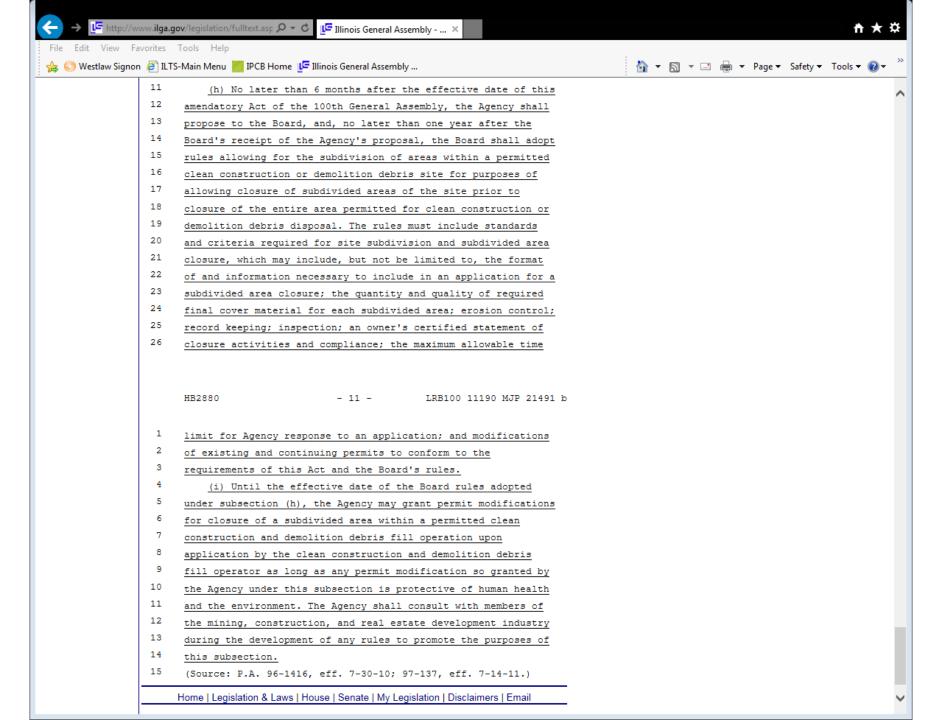


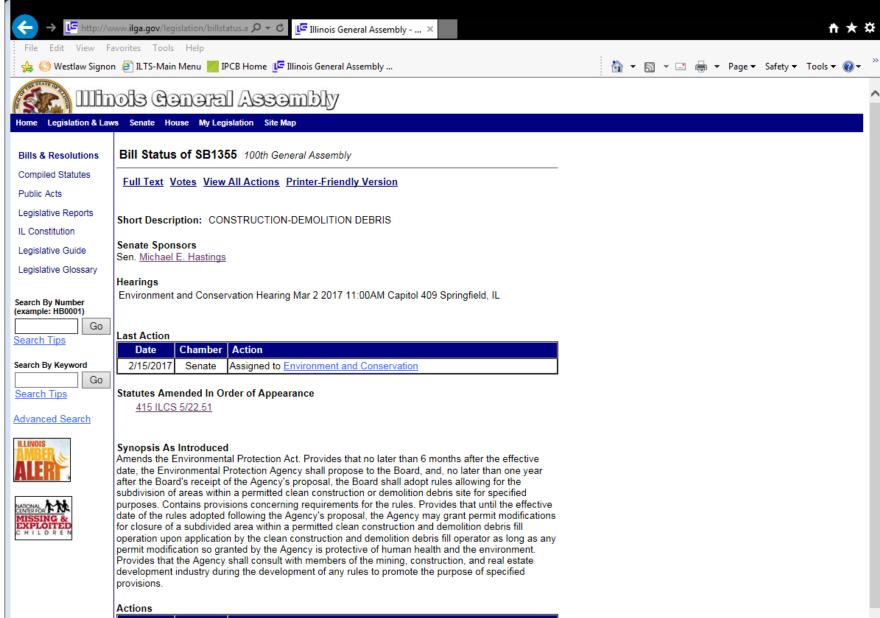






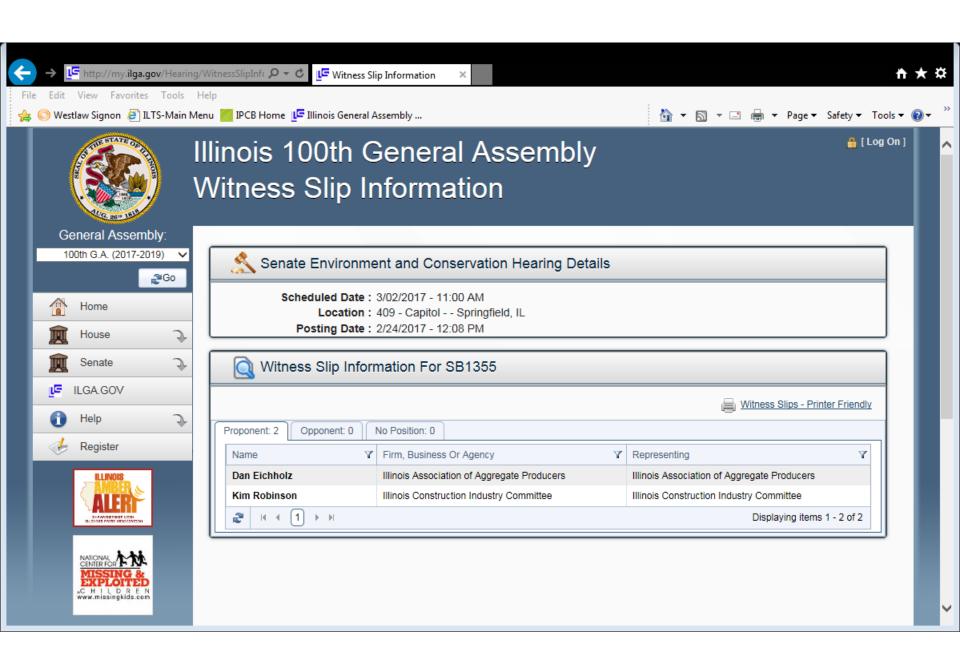
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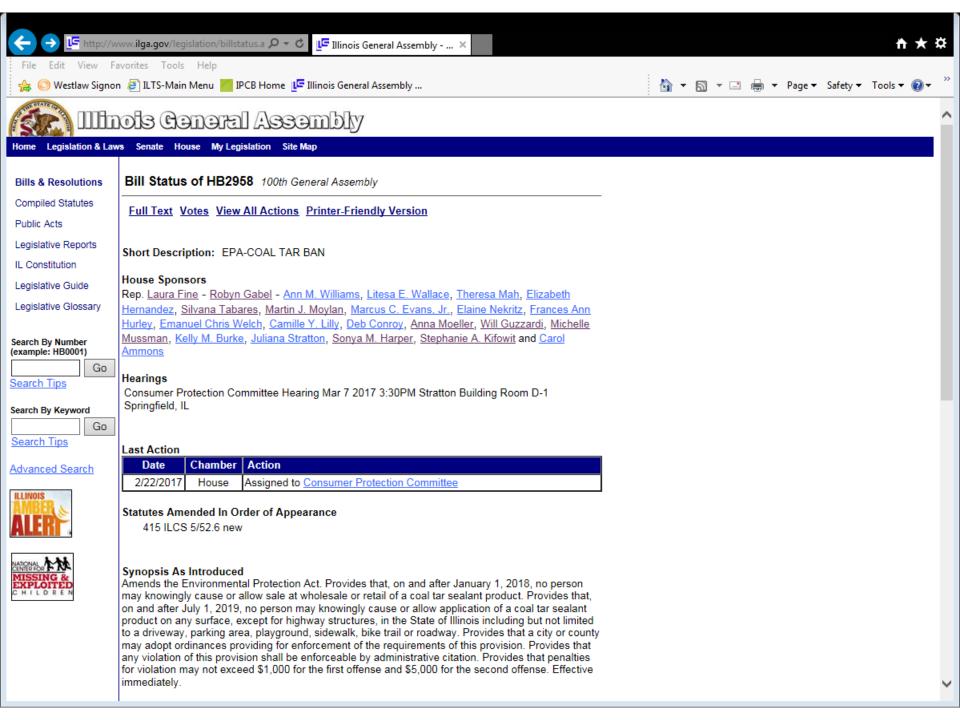


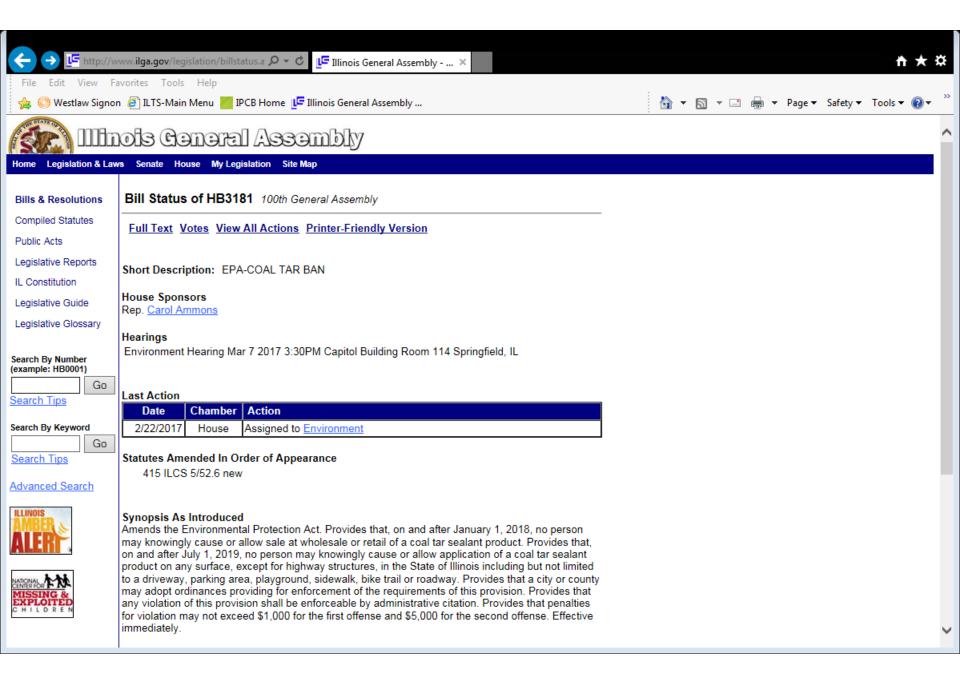
Date	Chamber	Action
2/9/2017	Senate	Filed with Secretary by <u>Sen. Michael E. Hastings</u>
2/9/2017	Senate	First Reading
2/9/2017	Senate	Referred to Assignments
2/15/2017	Senate	Assigned to Environment and Conservation

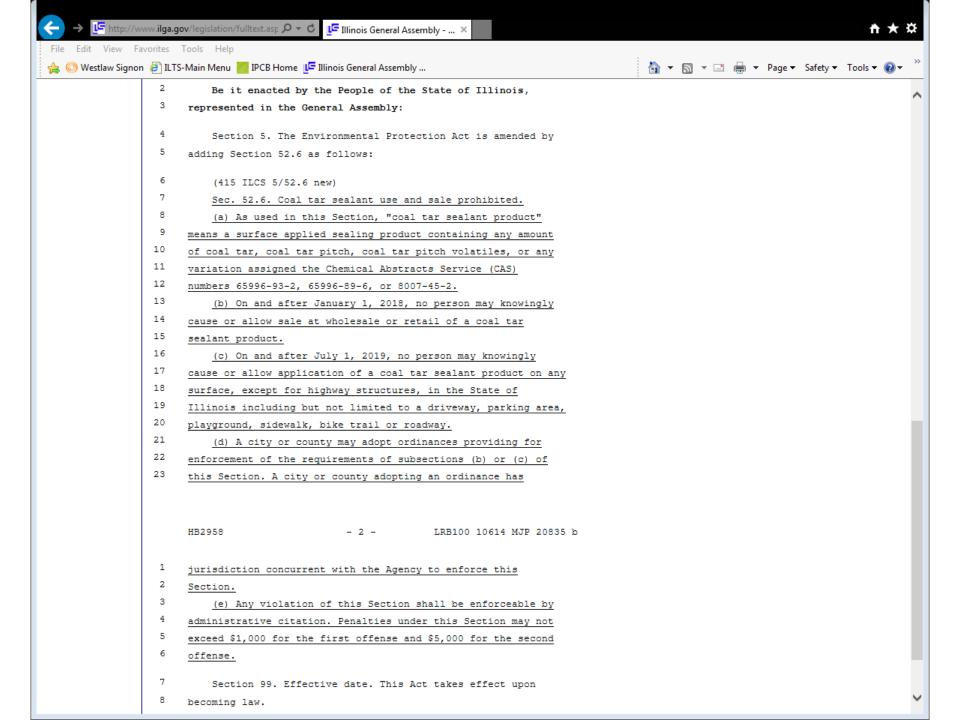
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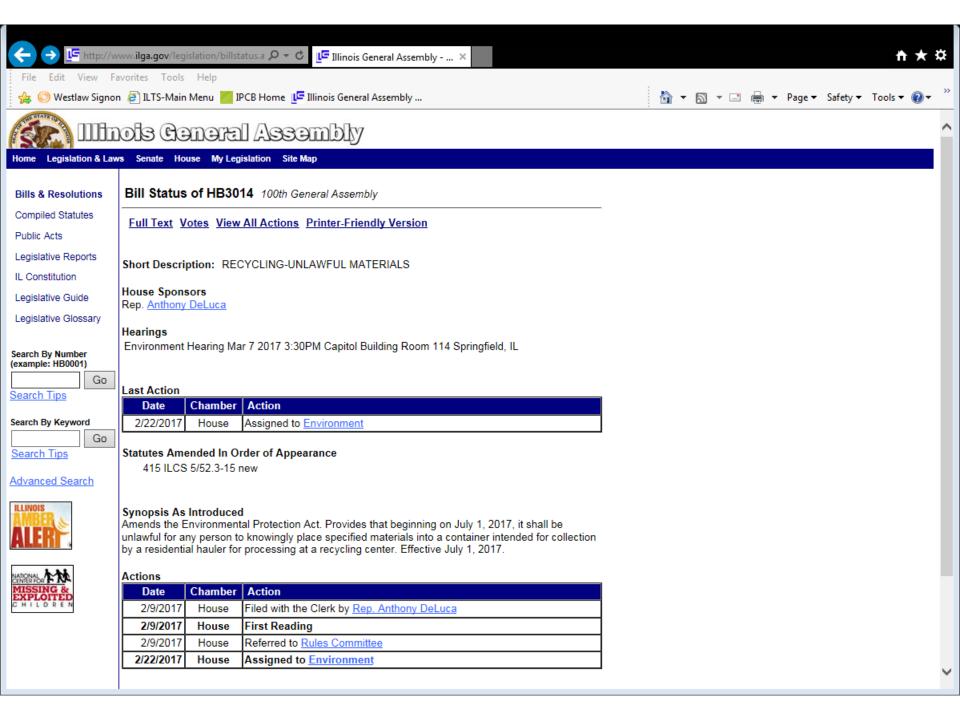
House Bill 2958 and House Bill 3181 propose to add to the Environmental Protection Act a new Section 52.6 addressing the sale and use of coal tar sealant.

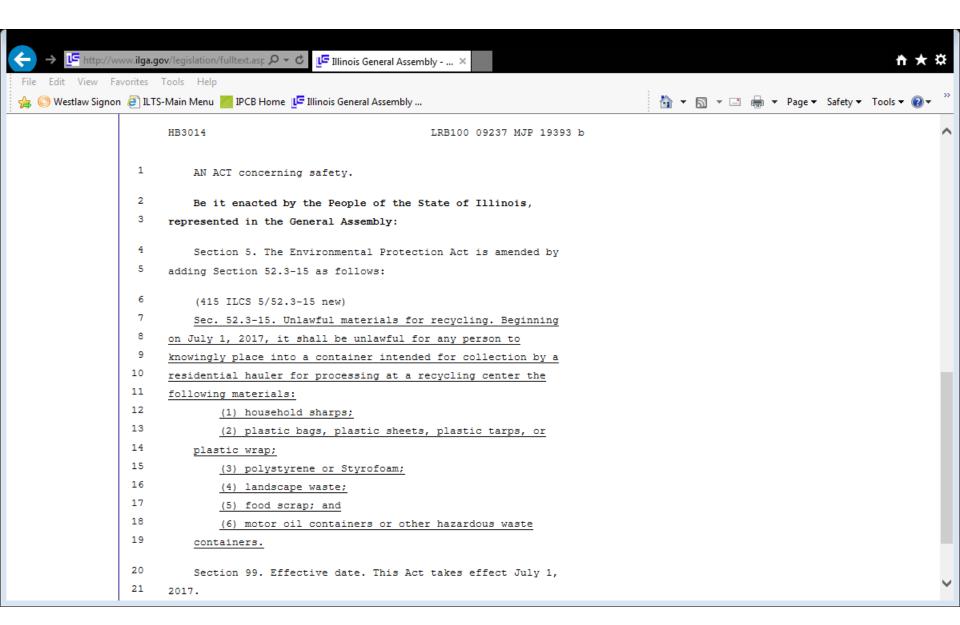






House Bill 3014 propose to add a new Section 52.3-15 addressing recycling to the Environmental Protection Act.



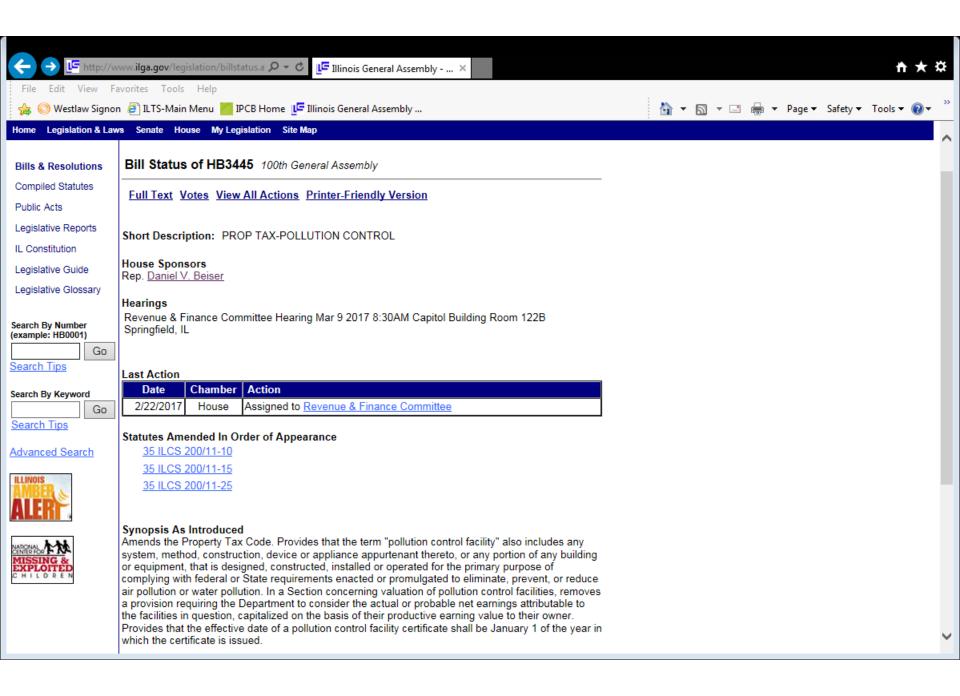


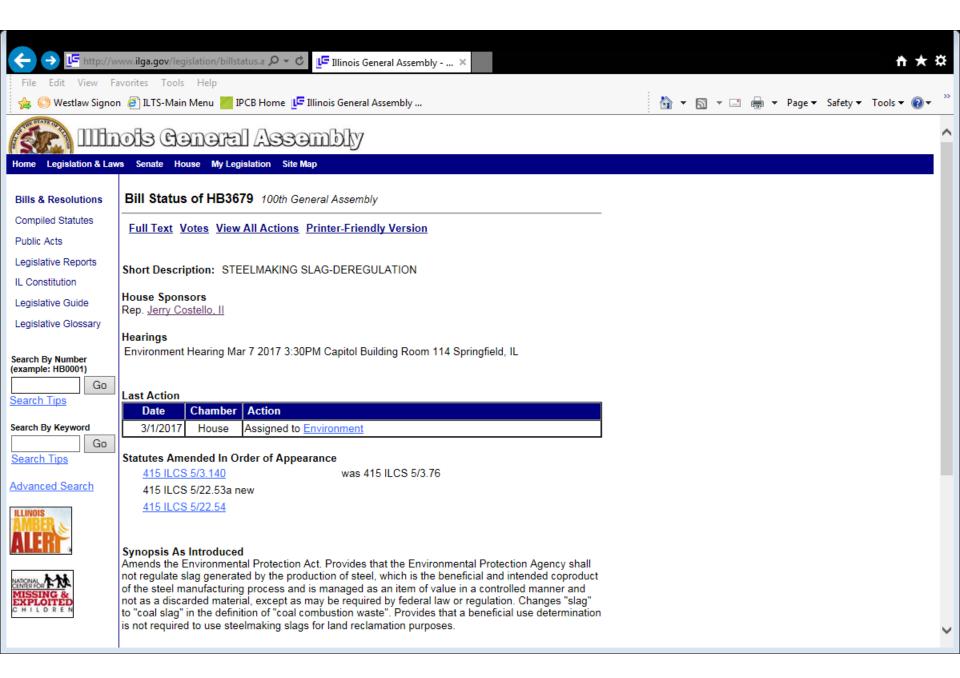
Section 11-25 of the Property Tax Code provides for an application to the Board for certification as a pollution control facility for valuation by the Department of Revenue.

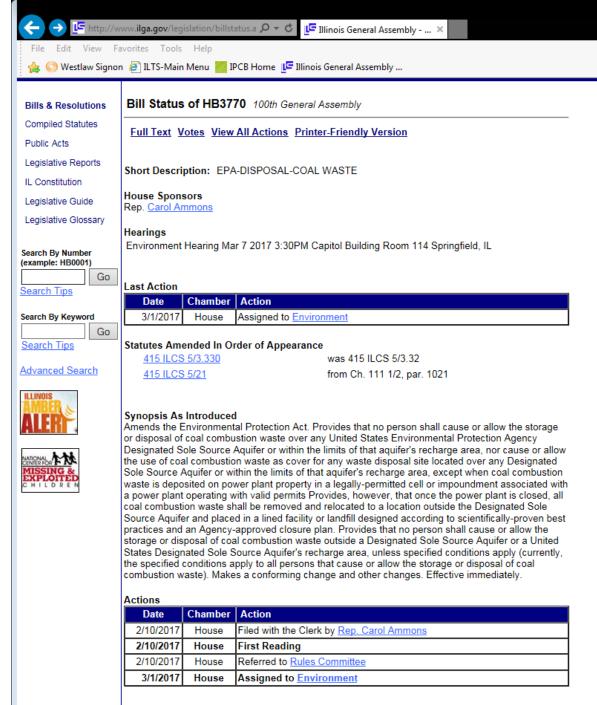
35 ILCS 200/11-25 (2014).

Section 11-10 of the Property Tax Code defines "pollution control facilities" to include facilities with the primary purpose of "eliminating, preventing, or reducing air or water pollution. . . ."

35 ILCS 200/11-15 (2014).



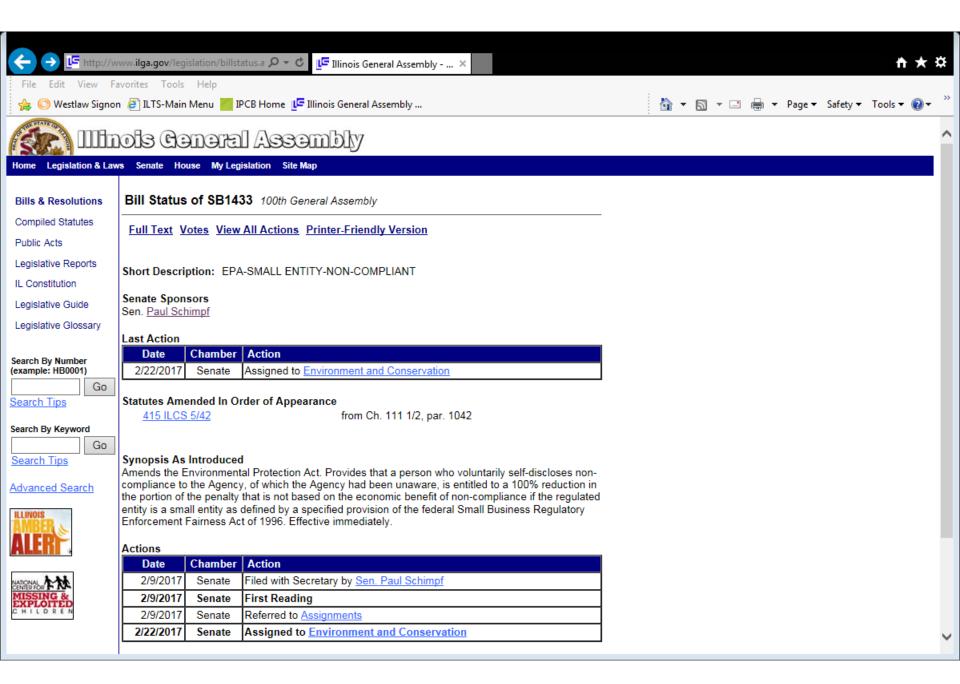


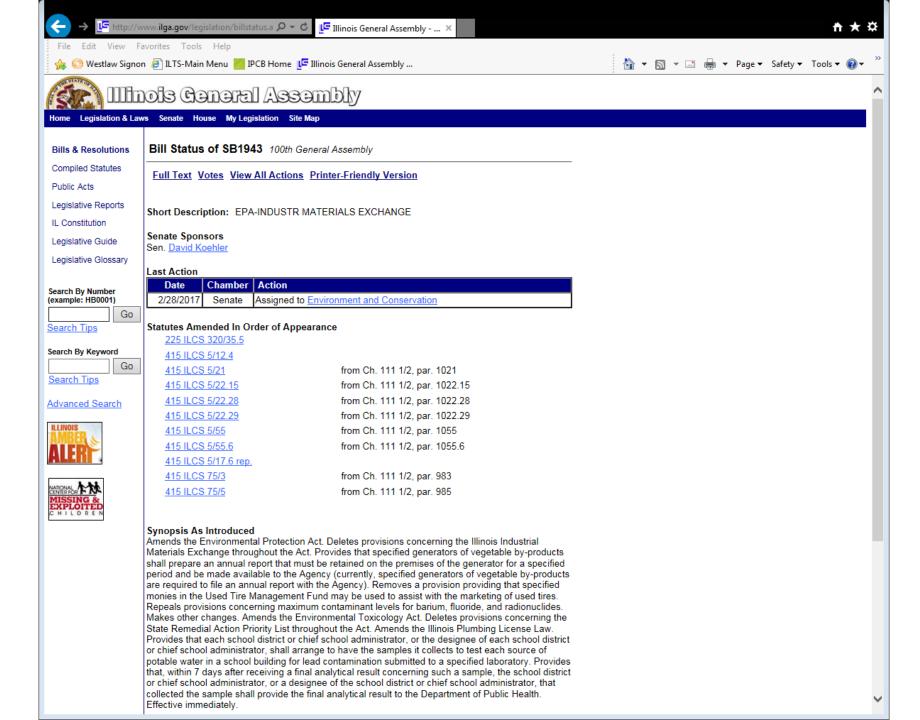


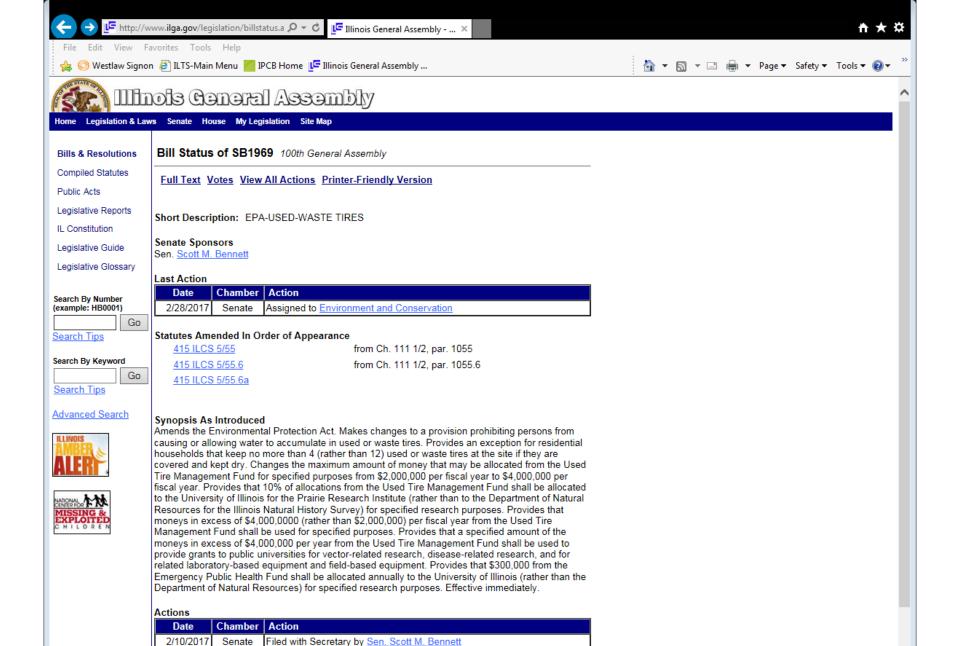
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2/10/2017

2/10/2017

2/28/2017

Senate

Senate

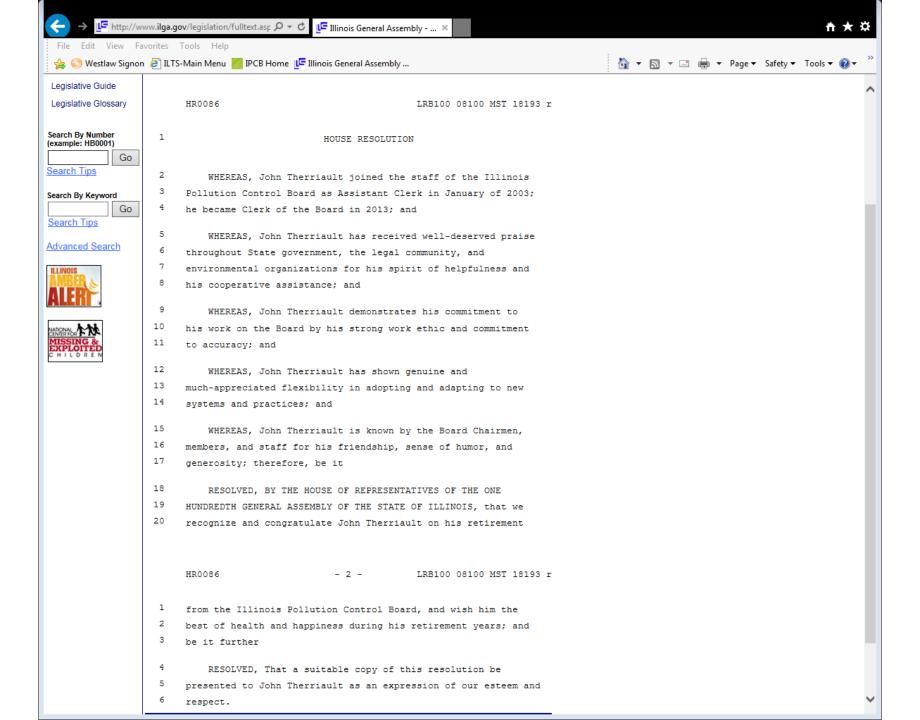
Senate

First Reading

Referred to Assignments

Assigned to Environment and Conservation

House Resolution 86, adopted on February 8, 2017, congratulates John Therriault on the occasion of his retirement from the Board after 13 years of service.



Public Act 99-934

Filed as Senate Bill 2950 by Senator Heather Steans at the Board's request. Signed by Governor on January 27, 2017 with an immediate effective date.

P.A. 99-934 enacted a number of changes to the Environmental Protection Act:

Amended Section 29(a) regarding appeals of final Board orders adopting rules to clarify service of those order and the calculation of the 35-day appeal period;

Amended Section 41(a) to clarify the date of service of other orders and allow e-mail service;

Amended Section 42(h) to clarify that existing penalty factors refer to recently-added violations regarding microbeads and operation of community water systems;

Amended Section 5 to align the Board's quorum and meeting notice requirements with the Open Meetings Act; and

Struck from Section 5 language implementing the 2003 reduction in the size of the Board.

