



Facts About...

Amendments to COMAR 26.11.32 – Control of Emissions of Volatile Organic Compounds from Consumer Products

July 1, 2026

Purpose

The primary purpose of this action is to amend existing regulations under COMAR 26.11.32 – *Control of Emissions of Volatile Organic Compounds from Consumer Products* to establish new volatile organic compound (VOC) standards for 36 new consumer products and to strengthen VOC standards for 20 existing consumer products. The compliance date for these categories of consumer products is January 1, 2028.

Submission to EPA as Revision to Maryland's State Implementation Plan (SIP)

This action will be submitted to the U.S. Environmental Protection Agency (EPA) for approval as part of Maryland's State Implementation Plan (SIP).

Background

Introduction

Consumer products are generally products sold to retail customers for personal, household, or automotive use, along with the products marketed by wholesale distributors for use in commercial or institutional organizations. VOC emissions from these products come from the evaporation of propellant and organic solvents during use. Consumer products cover a wide range of individual products, including personal care products, household products, automotive aftermarket products, adhesives, sealants, insecticides, coatings, and other miscellaneous products.

Background - Federal

Consumer products, as a pollution source, were originally addressed by Federal regulations under 40 CFR Part 59 Subpart C, which covered 24 product categories representing 48 percent of the consumer products inventory nationwide. The Federal regulations, effective on September 11, 1998, provided an overall reduction of 10 percent of VOC emissions from consumer products nationwide.

Background - Maryland

Maryland must meet the national ambient air quality standard (NAAQS) under the Clean Air Act (CAA) for ground-level ozone. Under the 2008 and 2015 ozone NAAQS, several counties in Maryland were designated nonattainment. Through regulatory actions and policies, Maryland has recently seen air monitoring that shows values meeting ozone requirements. While this news is encouraging, Maryland must continue to enact regulations to gain further reductions of the emissions of VOCs, a class of compounds that are precursors to ground-level ozone, for maintenance of the NAAQS. Ground-level



Facts About...

Amendments to COMAR 26.11.32 – Control of Emissions of Volatile Organic Compounds from Consumer Products

ozone is formed through the reaction of VOCs and other compounds in the ambient air, particularly on hot, sunny days. High concentrations of ozone can cause or exacerbate difficulty breathing, asthma, and other serious respiratory issues, a health problem that could be more severe to children and the elderly.

Maryland is a member state of the Ozone Transport Commission (OTC), an organization set up by Congress under the CAA, which is comprised of 13 entities in the Northeast and mid-Atlantic regions. These entities include the states from Virginia to Maine and the District of Columbia. The OTC region is generally in nonattainment of the ozone NAAQS established by the EPA. The OTC develops model rules to reduce the emissions of ground-level ozone precursors, serving as a framework for member states to adopt. These model rules include limits on VOCs in products like consumer products, architectural and industrial maintenance coatings (AIM), and adhesives and sealants.

This proposed action amends COMAR 26.11.32 based on standards and requirements found in Phase V of the OTC model rule for consumer products. The OTC model rules for consumer products were developed as part of a regional effort to attain and maintain the eight-hour ozone standard and reduce eight-hour ozone levels.

Maryland adopted Phase I of the OTC model rule for consumer products in 2003, as COMAR 26.11.32 - *Control of Emissions of Volatile Organic Compounds from Consumer Products*. Since 2003, Maryland has adopted subsequent phases of the OTC model rule (Phases II-IV). The OTC model rules follow changes by the California Air Resources Board (CARB) to their consumer products regulations, which are based on product surveys and reformulation availability.

Sources Affected and Location

The standards and requirements of the proposed regulation amendments apply to a person who sells, supplies, offers for sale, or manufactures for sale in the State a consumer product on or after January 1, 2028.

Requirements

The proposed amendments to COMAR 26.11.32 establish VOC content limits for 36 new consumer product categories. The proposed amendments further strengthen the VOC standards for 22 existing consumer product categories based on improved reformulations of these products which can achieve lower VOC emissions and demonstrate an ability to maintain performance specifications for the products.



Facts About...

Amendments to COMAR 26.11.32 – Control of Emissions of Volatile Organic Compounds from Consumer Products

A. New Consumer Products Categories and VOC Standards

Consumer Product	VOC Standard Percent VOC by Weight
1. Adhesive: Special Purpose Spray Adhesive: Screen Printing	55
2. Adhesive: Special Purpose Spray Adhesive: Plastic Pipe	60
3. Astringent/Toner	35
4. Fabric Protectant: Aerosol	60
5. Fabric Protectant: Non-Aerosol*	1
6. Fabric Softener – Single Use Dryer product	Standards in Regulation .06
7. Floor Maintenance Product	1
8. Hair Finishing Spray	55
9. Heavy-Duty Hand Cleaner or Soap: All Forms	8
10. Heavy-Duty Hand Cleaner or Soap: Non-Aerosol*	1
11. Insect Repellent, Aerosol	65
12. Lubricant Anti-Seize: Aerosol	40
13. Lubricant Anti-Seize: Non-Aerosol	3
14. Lubricant Cutting or Tapping Oil: Aerosol	25
15. Lubricant Cutting or Tapping Oil: Non-Aerosol	3
16. Lubricant Gear, Chain, or Wire: Aerosol	25
17. Lubricant Gear, Chain, or Wire: Non-Aerosol	3
18. Lubricant: Rust Preventative or Rust Control: Aerosol	25
19. Lubricant: Rust Preventative or Rust Control: Non-Aerosol	3
20. Metal Polish or Cleanser: Aerosol	15
21. Metal Polish or Cleanser: Non-Aerosol*	3
22. Motor Vehicle Wash: Non-Aerosol	0.2
23. Multi-Purpose Solvent: Aerosol	10
24. Multi-Purpose Solvent: Non-Aerosol*	3
25. Odor Remover/Eliminator: Aerosol	25
26. Odor Remover/Eliminator: Non-Aerosol	6
27. Paint Thinner: Aerosol	10
28. Paint Thinner: Non-Aerosol*	3
29. Personal Fragrance Products: with 20% less Fragrance	75
30. Personal Fragrance Products: with 20% more Fragrance	65
31. Pressurized Gas Duster	1
32. Sealant or Caulking, Chemically Curing: Non-Aerosol*	3
33. Sealant or Caulking, Nonchemically Curing: Non-Aerosol*	1.5
34. Tire or Wheel Cleaner: Aerosol	8
35. Tire or Wheel Cleaner: Non-Aerosol	2
36. Windshield Water Repellent	75

* Product category broken into Aerosol or Non-Aerosol forms with new VOC standard



Facts About...

Amendments to COMAR 26.11.32 – Control of Emissions of Volatile Organic Compounds from Consumer Products

B. Revisions to Existing Consumer Products Categories and VOC Standards

Consumer Products	Current VOC Standard Percent VOC by Weight	Proposed VOC Standard Percent VOC by Weight
1. Adhesive: Aerosol Mist Spray	65	30
2. Adhesive: Aerosol Web Spray	55	40
3. Air Freshener: Double Phase Aerosol	25	20
4. Carpet/Upholstery Cleaner: Aerosol	7	5
5. Carpet/Upholstery Cleaner: Non-Aerosol (Ready to Use)	3	1
6. Dusting Aid: Aerosol	25	17
7. Dusting Aid: Non-Aerosol	7	3
8. Floor Polish or Wax: Wood Floor Wax	90	70
9. Furniture Maintenance Product: Aerosols	17	12
10. General Purpose Cleaner: Non-Aerosol	4	0.5
11. General Purpose Degreaser: Non-Aerosol	4	0.5
12. Glass Cleaner: Aerosol	12	10
13. Glass Cleaner: Non-Aerosol	4	3
14. Insecticide: Flying Bug Aerosol	25	20
15. Insecticide: Wasp or Hornet	40	10
16. Lubricant: Multi-Purpose Excluding Solid or Semi-Solid [¥]	50	25
17. Lubricant: Penetrant [¥]	50	25
18. Lubricant: Silicone-Based Multi-Purpose Excluding Solid or Semi-Solid [¥]	60	60
19. Oven Cleaner: Liquid [†]	5	5
20. Spot Remover: Aerosol	25	15
21. Spot Remover: Non-Aerosol	8	3

[†]Product category was omitted from the existing regulation, and the product category is being included under the proposed amendments.

[¥]Product categories moved under Lubricants.



Facts About...

Amendments to COMAR 26.11.32 – Control of Emissions of Volatile Organic Compounds from Consumer Products

C. Eliminated Consumer Products Categories and VOC Standards

The following product categories were eliminated under the proposed amendments to the consumer products regulation:

- Hairspray: The product category was renamed to “hair finishing spray”. The definition for finishing hair spray clarifies that the product is to be used to finish styled hair.
- Structural Waterproofing Adhesive: Consumer products that meet the definition for “structural waterproofing adhesive” will now be covered by applicable products under the category for aerosol adhesives.
- Bathroom and Tile Cleaner (all other forms): Products in this category include non-aerosol products, such as liquids, solids, powders and wipes. These products will now be covered under the category for bathroom and tile cleaner (non-aerosol).

D. Additional Requirements

The proposed amendments incorporate new definitions and numerous modifications to existing definitions for clarity and update the incorporated by reference (IBR) documents linked to this amendment to the latest edition. The proposed amendments also prohibit the use of compounds such as methylene chloride, perchloroethylene, trichloroethylene, alkylphenol ethoxylate surfactants, and para-dichlorobenzene in certain consumer products. The amendments remove the California VOC limit labeling requirements on flammability products but maintain labeling requirements linked to federal cautionary statements.

In addition, the proposed amendments streamline the process for manufacturers of consumer products to seek an innovative products exemption (IPE), alternative control plan (ACP), or variance. In lieu of applying to the Department for an IPE, ACP, or variance, manufacturers may present an exemption or variance granted by CARB for approval. Manufacturers that have been granted an exemption or variance by CARB must maintain records necessary to demonstrate that the exemption or variance applies and remains in effect.

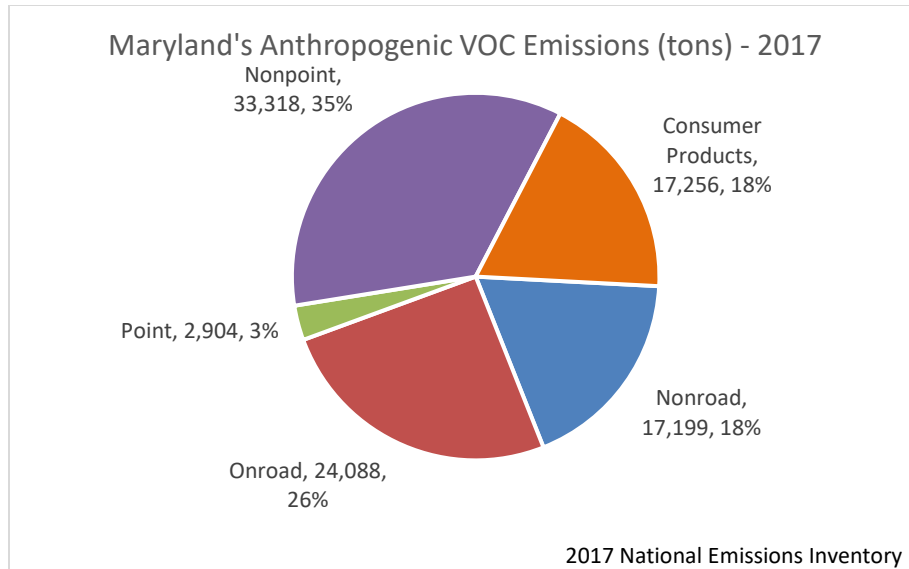
Projected Emission Reductions

The 2017 National Emissions Inventory (NEI) attributes 18% of Maryland’s anthropogenic VOC emissions to consumer products. The consumer products category contributed the most VOC emissions out of all nonpoint (area) sources, at 34% of the sector’s inventory.

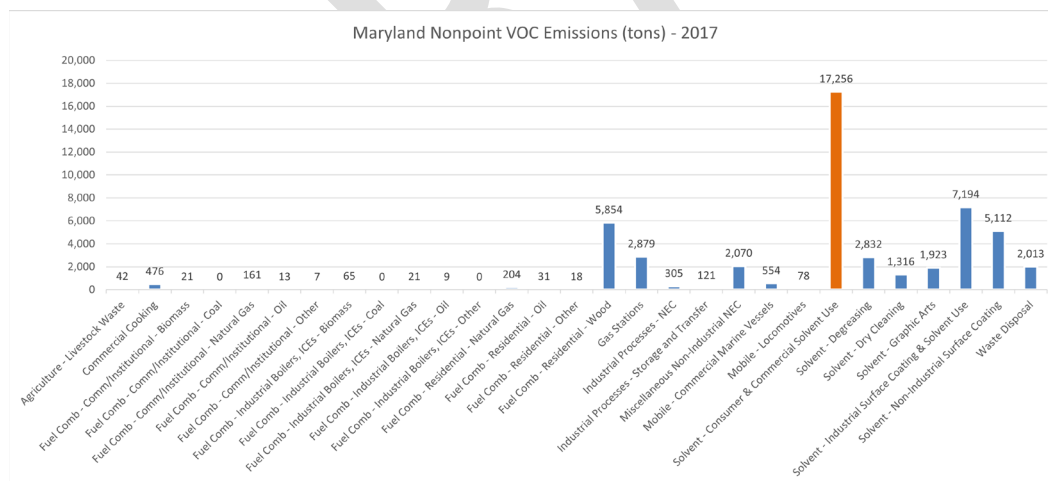


Facts About...

Amendments to COMAR 26.11.32 – Control of Emissions of Volatile Organic Compounds from Consumer Products



To determine the projected emissions reduction from the proposed amendments to the regulation, the Department used methodologies from CARB's 2008 - 2013 consumer products regulation, equated to Phase V of OTC model rule for consumer products. Based on this, the Department estimates a statewide VOC emissions reduction potential of approximately 2.7 tons per day through the implementation of standards for new and existing forms of consumer products under the proposed amendments to COMAR 26.11.32. These VOC emissions reductions will contribute to reduced ozone formation which will assist in public health protection.





Facts About...

Amendments to COMAR 26.11.32 – Control of Emissions of Volatile Organic Compounds from Consumer Products

Economic Impact on Affected Sources, the Department, other State Agencies, Local Government, other Industries or Trade Groups, and the Public

Commercial, industrial, institutional organizations and businesses that sell, supply, offer for sale, or manufacture for sale in Maryland a consumer product will be impacted by the amendments in this proposal. The Department believes that the implementation date of January 1, 2028 will give manufacturers sufficient time to reformulate products and make products compliant with the VOC content limits and standards in the regulation available to the public. While the majority of the consumer products affected by the proposed amendments are already commercially available, the Department believes that additional time may be needed for some manufacturers to make necessary changes in product distribution channels to ensure that compliant products are supplied to retailers.

With the expansion of state-level consumer products regulations throughout the United States, the costs of compliance for manufacturers are expected to be reduced.

Economic Impact on Small Businesses

There is no small business in Maryland that has been identified to incur substantial economic impact as a result of the proposed action. The Department anticipates some retailers and distributors classified as a “small business” may incur a small increase in compliance costs associated with the proposed amendments to the regulation due to inventory and distribution issues.

Previous amendments to COMAR 26.11.32 have resulted in consumer products able to meet the new standards being readily available in the marketplace. Based on states which have implemented similar standards for consumer products such as California, small businesses that sell, supply, offer for sale, or manufacture consumer products have incurred minimum cost to meet the new VOC standards.

Is there an Equivalent Federal Standard to this Proposed Regulatory Action?

In 1998, the US EPA promulgated federal regulations under 40 CFR Part 59, Subpart C that addressed VOC content in consumer products, covering 24 product categories representing 48 percent of the consumer and commercial products inventory nationwide. The applicable VOC standards in the proposed action are more stringent than those in the federal regulations for several categories.