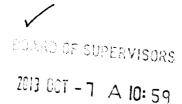
# California State Senate

### **ALEX PADILLA**

SENATOR, 20TH DISTRICT





October 2, 2013

Honorable Vito Chiesa Supervisor, District 2 Stanislaus County Board Of Supervisors 1010 10th St Ste 6500 Modesto, CA 95354-0884

Dear Colleague,

I respectfully ask for your support of Senate Bill 405 which would phase out single-use plastic bags in California.

Each year in California, more than 13 billion single-use plastic bags are handed out by retailers. CalRecycle reports that only 3% of single-use plastic bags are actually recycled. The other 97% litter our streams, rivers and coastline, and endanger birds, marine life and wildlife. Plastic bags remain one of the top items found during annual beach cleanups.

Plastic bags also contribute to blight in our communities and clog local storm water systems. Because plastic bags take 1,000 years to degrade, their impacts are compounded every year. California local governments spend more than \$25 million each year to collect and bury plastic bag waste. And the plastic bags that do enter our recycling centers slow the sorting process and jam machinery.

Earlier this year, I introduced SB 405. This bill would enact a statewide phase out of single-use plastic bags in California. This legislation is supported by a broad coalition that includes grocers, environmentalists and many local governments.

Despite strong support, SB 405 fell 3 votes short of passage this year. I remain committed to this effort, but I need your help. SB 405 will face another vote early next year. Between now and then, I am respectfully asking you to put your county on record in support of SB 405. The City of Los Angeles took this step in June of this year and joined 80 other California cities and counties who support the phase out of single-use plastic bags in their communities.

Please join me in this effort. Attached, please find a sample resolution in support of SB 405, a copy of the bill, and a fact sheet with additional information. I look forward to working with you so that single-use plastic bags are soon phased out in our state.

Thank you for your time and consideration. Please feel free to contact me at (916) 651-4020 if you have any questions or need additional information.

Sincerely,

ALEX PADILLA

State Senator, 20<sup>th</sup> District



#### RESOLUTION

WHEREAS, each year in California more than 13 billion single-use plastic bags are handed out by retailers and only 3% of these bags are recycled; and

WHEREAS, plastic bags cause slow sorting and jam machinery at recycling centers costing California more than \$25 million dollars each year to collect and bury the plastic bag waste; and

WHEREAS, according to a study commissioned by the US Marine Debris Monitoring Program, plastic bags remain one of the top items found consistently during annual beach cleanups; and

WHEREAS, The Convention on Biological Diversity reports a total of 663 species have been affected by plastic marine pollution through entanglement or ingestion; and

WHEREAS, the United States Environmental Protection Agency finds that reducing the use of an item is one of the most effective ways to save our natural resources and protect the environment; and

WHEREAS, a third of Californians are subject to laws phasing out the use of single-use plastic bags; and

WHEREAS, State Senator Padilla has authored SB 405, which would prohibit grocery stores and large retailers from providing single-use bags to customers in 2015, and would expand that prohibition to convenience stores and food marts in 2016; and

WHEREAS, by prohibiting the free distribution of plastic bags, SB 405 would help eliminate a major source of pollution in California; and

NOW, THEREFORE, BE IT RESOLVED, v	with the concurrence of the Mayor, that by the
adoption of this Resolution, the	hereby SUPPORTS Senate Bill 405 (Padilla) that
would prohibit grocery stores, large retailers,	convenience stores, and food marts from providing
free single-use plastic bags to consumers, and	l require those stores to have reusable bags
available for purchase.	

PRESENTED BY	 	
SECONDED BY	 	

Green Vets Los Angeles

GreenWaste Recovery

Heal the Bay

Humboldt County Board of Supervisors

Humboldt Waste Management Authority

**LMV Productions** 

Los Angeles County Board of Supervisors

Los Angeles County Integrated Waste

Management Task Force

Napa Valley CanDo Environment Group

National Hispanic Environmental Council

Natural Resources Defense Council

Pacifica's Environmental Family

Planning and Conservation League

Plasticbaglaws.org

Republic Services

Santa Clara County Board of Supervisors

Save Our Shores

Seventh Generation Advisors

Sierra Club California

Surfrider Foundation

Team Marine – Santa Monica High School

The Northern California Recycling Association

Turtle Island Restoration Network

United Food & Commercial Workers Western

**States Council** 

William C. Velazquez Institute

Zanker Road Resource Management



# SB 405 – PADILLA Single-Use Bag Phase Out

(as amended 05/24/13)

## **Summary**

SB 405 would phase out single-use plastic bags in California grocery stores, convenience stores, liquor stores, and pharmacies.

## **Background**

Each year in California, more than 13 billion single-use plastic bags are handed out by retailers. According to the United States Environmental Protection Agency, 88% of plastic bags and sacks are not recycled. In California, only 3% are recycled, according to CalRecycle. Plastic bags cause litter, slow sorting and jam machinery at recycling centers costing California more than \$25 million dollars each year to collect and bury the plastic bag waste. According to a study commissioned by the US Marine Debris Monitoring Program, plastic bags remain one of the top items found consistently during annual beach cleanups.

Plastic bags are also harmful to the environment killing thousands of birds, turtles and other species. Most plastics do not degrade. Although they represent only 2.2% of waste stream in California, plastic waste is the predominate form of marine debris. Plastics are estimated to compose 60-80% of all marine debris and 90% of all floating debris worldwide.

Plastics not only entangle marine life, they are also ingested by marine life and birds. Most plastic marine debris exists as small plastic particles due to excessive UV radiation exposure and subsequent photo-degradation. The Convention on Biological Diversity reports a total of 663 species have been affected by plastic marine pollution through entanglement or ingestion.

The California Coastal Commission reports that "birds, fish and mammals often mistake plastic for food. Some birds even feed it to their young. With plastic filling their stomachs, animals have a false feeling of being full, and may die of starvation. Sea turtles mistake plastic bags for jellyfish, one of their favorite foods. Even grey whales have been found dead with plastic bags and sheeting in their stomachs."

The Scripps Institution of Oceanography at UC San Diego found evidence of plastic waste in more than 9% of the stomachs of fish collected in the North Pacific Subtropical Gyre and estimate that fish who reside in the intermediate ocean depths ingest 12,000- to 24,000 tons of plastic per year.

According to the United States Environmental Protection Agency, reducing the use of an item is one of the most effective ways to save our natural resources and protect the environment. To date, many local jurisdictions in California have enacted ordinances. The ordinances vary with some requiring a charge for paper carry-out bags and others banning both single-use plastic and paper

carryout bags. These ordinances have both eliminated the costs associated with plastic bags as well as substantially reduced the volume and costs associated with paper bags in communities.

For example, San Francisco, Los Angeles County, San Jose, and San Luis Obispo County are already experiencing the benefits of reducing the use of plastic bags. After just one year of implementation of its bag ordinance, the City of San Jose is reporting 50% cleaner creeks. Los Angeles County is reporting a 95% reduction of all single-use bags distributed, including a 30% reduction of paper bags.

# **Existing Law**

Section 42254 and 42257 of the Public Resources Code requires large grocery stores to establish a plastic bag recycling program and sunsets on January 1, 2020.

Current California law is silent on the reduction of single-use plastic bags.

### This Bill

This bill would:

- prohibit a store, on and after January 1, 2015, from providing a *single-use carryout bag* (i.e., paper, plastic, or other material) to a customer at the point-of-sale. (§42283(a))
- authorize a store, on and after July 1, 2016, to provide a *reusable grocery bag* (i.e., cloth or durable plastic) to a customer, which may be made available for purchase. (§42283(c)(1)).
- authorize a store to make a *recyclable paper bag* available for purchase at the point of sale. (§42283(d)).
- specifies standards for reusable grocery bags. (§42281)

- allows ordinances adopted prior to September 1, 2013 to continue to be enforced. (§42287 (b)).
- prohibits any local agency from enforcing an ordinance related to single-use carryout bags after January 1, 2014. (§42287 (b))
- allows local agencies to only amend the cost associated with the recyclable paper bag for existing ordinances (§42287 (c))
- authorizes the California Department of Resources, Recycling, and Recovery to inspect and audit a reusable bag producer. (§42282 (a)).

# Support

5 Gyres Institute

Azul

BagIt

Board of Supervisers

California Coastkeeper Alliance

California Coastal Coalition

California Resource Recovery Association

California State Lands Commission

Californians Against Waste

Central Contra Costa County Solid Waste

Authority

City of El Cerrito

City of Long Beach

City of Palo Alto

City of Sacramento

City and County of San Francisco

City of Sunnyvale

City of San Francisco

Clean Water Action

Clean Water California

Contra Costa Clean Water Program

County of Los Angeles

County of San Mateo

Environment California

Greater San Fernando Valley Chamber of

Commerce

Green Sangha

# AMENDED IN SENATE MAY 24, 2013 AMENDED IN SENATE APRIL 2, 2013

# SENATE BILL

No. 405

# Introduced by Senator Padilla (Coauthor: Senator Leno)

February 20, 2013

An act to add Chapter 5.3 (commencing with Section 42280) to Part 3 of Division 30 of, and to repeal Section 42285 of, the Public Resources Code, relating to solid waste.

#### LEGISLATIVE COUNSEL'S DIGEST

SB 405, as amended, Padilla. Solid waste: single-use carryout bags. Existing law, until January 1, 2020, requires an operator of a store, as defined, to establish an at-store recycling program that provides to customers the opportunity to return clean plastic carryout bags to that store.

With specified exceptions, this bill, as of January 1, 2015, would prohibit stores that have a specified amount of dollar sales or retail floor space from providing a single-use carryout bag to a customer. The bill, on and after July 1, 2016, would additionally impose this prohibition on convenience food stores, foodmarts, and certain other specified stores. The bill would require all of these stores to meet other specified requirements regarding providing recycled paper bags, compostable bags, or reusable grocery bags to customers.

The bill, on and after July 1, 2016, would additionally impose these prohibitions and requirements on convenience food stores, foodmarts, and certain other specified stores.

The bill would require a reusable grocery bag that a store is required to sell on and after July 1, 2016, to meet specified requirements. A

violation of that requirement and the requirements that would be imposed upon grocery bag producers to submit certain laboratory test results would be subject to an administrative civil penalty assessed by the Department of Resources Recycling and Recovery. The department would be required to deposit these penalties into the Reusable Bag Account, which would be created in the Integrated Waste Management Fund, for expenditure by the department, upon appropriation by the Legislature, to implement those requirements.

The bill would require the department, by January 1, 2017, to submit a report to the Legislature regarding the implementation of the bill's provisions. The bill would repeal this report requirement on January 1, 2018.

The bill would allow a city, county, or city and county, or the state to impose civil penalties for a violation of the bill's requirements. The bill would require these civil penalties to be paid to the office of the city attorney, city prosecutor, district attorney, or Attorney General, whichever office brought the action, and would allow the penalties collected by the Attorney General to be expended by the Attorney General, upon appropriation by the Legislature, to enforce the bill's provisions. The bill would provide that these remedies are not exclusive, as specified.

The bill would declare that it occupies the whole field of the regulation of reusable grocery bags, single-use carryout bags, and recycled paper bags and would prohibit a local public agency, on and after January 1, 2014, from enforcing or implementing an ordinance, resolution, regulation, or rule adopted on or after September 1, 2013, relating to those bags, unless expressly authorized. The bill would allow a local public agency that has adopted such an ordinance, resolution, regulation, or rule prior to September 1, 2013, to continue to enforce and implement that ordinance, resolution, regulation, or rule, but would require any amendments to that ordinance, resolution, regulation, or rule to be subject to state preemption.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: no.

The people of the State of California do enact as follows:

- SECTION 1. Chapter 5.3 (commencing with Section 42280)
- 2 is added to Part 3 of Division 30 of the Public Resources Code, to
- 3 read:

#### Chapter 5.3. Single-use Carryout Bags 3 Article 1. Definitions 4 5 42280. For purposes of this chapter, the following definitions 6 7 (a) "Department" means the Department of Resources Recycling and Recovery. 8 9 (b) "Postconsumer recycled material" means a material that 10 would otherwise be destined for solid waste disposal, having 11 completed its intended end use and product life cycle. Postconsumer recycled material does not include materials and 12 byproducts generated from, and commonly reused within, an 13 original manufacturing and fabrication process. 14 15 (c) "Recycled paper bag" means a paper carryout bag provided 16 by a store to a customer at the point of sale that meets all of the 17 following requirements: 18 (1) (A) Except as provided in subparagraph (B), contains a 19 minimum of 40 percent postconsumer recycled materials. 20 (B) An eight pound or smaller recycled paper bag shall contain 21 a minimum of 20 percent postconsumer recycled material. 22 (2) Is accepted for recycling in curbside programs in a majority 23 of households that have access to curbside recycling programs in 24 the state. lefir 25 (3) Has printed on the bag the name of the manufacturer, the country where the bag was manufactured, and the minimum percentage of postconsumer content. 27 (d) "Reusable grocery bag" on and after July 1, 2016, means a 28 29 bag that meets the requirements of Section 42281. 30 (e) "Reusable grocery bag producer" means a person or entity 31 that does any of the following: (1) Manufactures reusable grocery bags for sale or distribution 32 33 to a store. irei 34 (2) Imports reusable grocery bags into this state, for sale or 35 distribution to a store. 36 (3) Sells or distributes reusable bags to a store. 37 (f) (1) "Single-use carryout bag" means a bag made of plastic, 38 paper, or other material that is provided by a store to a customer 39 at the point of sale and that is not a recycled paper bag or a reusable $d\Gamma_{\lambda}$

grocery bag that meets the requirements of Section 42281.

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- 1 (2) A single-use carryout bag does not include either of the following:
- 3 (A) A bag provided by a pharmacy pursuant to Chapter 9
  4 (commencing with Section 4000) of Division 2 of the Business
  5 and Professions Code to a customer purchasing a prescription
  6 medication.
  - (B) A nonhandled bag used to protect a purchased item from damaging or contaminating other purchased items when placed in a recycled paper bag or reusable grocery bag.
  - (g) "Store" means a retail establishment that meets any of the following requirements:
  - (1) A full-line, self-service retail store with gross annual sales of two million dollars (\$2,000,000) or more, and that sells a line of dry groceries, canned goods, or nonfood items, and some perishable items.
  - (2) Has at least 10,000 square feet of retail space that generates sales or use tax pursuant to the Bradley-Burns Uniform Local Sales and Use Tax Law (Part 1.5 (commencing with Section 7200) of Division 2 of the Revenue and Taxation Code) and has a pharmacy licensed pursuant to Chapter 9 (commencing with Section 4000) of Division 2 of the Business and Professions Code.
  - (3) Is a convenience food store, foodmart, or other entity that is engaged in the retail sale of a limited line of goods, generally including milk, bread, soda, and snack foods, and that holds a Type 20 or Type 21 license issued by the Department of Alcoholic Beverage Control.

# Article 2. Reusable Grocery Bags

- 42281. (a) On and after July 1, 2016, a reusable grocery bag that is sold pursuant to subdivision (c) of Section 42282 42283 shall meet all of the following requirements:
- 33 (1) (A) Be designed and manufactured to withstand, at a minimum, 125 uses.
- 35 (B) For purposes of this paragraph, "125 uses" means the capability of carrying a minimum of 22 pounds 125 times over a distance of at least 175 feet.
- 38 (2) Is machine washable or made from a material that can be cleaned and disinfected.

- 1 (3) Have printed on the bag, or on a tag attached to the bag that 2 is not intended to be removed, and in a manner visible to the 3 consumer the following information:
  - (A) The name of the manufacturer.

- (B) The country where the bag was manufactured.
- (C) A recycling symbol or end-of-life management instructions.
- (D) The percentage of postconsumer recycled material, if any.
- (4) Does not contain lead, cadmium, or any other heavy metal in toxic amounts. This requirement shall not affect any authority of the Department of Toxic Substances Control pursuant to Article 14 (commencing with Section 25251) of Chapter 6.5 of Division 20 of the Health and Safety Code and, notwithstanding subdivision (c) of Section 25257.1 of the Health and Safety Code, the reusable grocery bag shall not be considered as a product category already regulated or subject to regulation.
- (5) Complies with Section 260.12 of Part 260 of Title 16 of the Code of Federal Regulations related to recyclable claims if the reusable grocery bag producer makes a claim that the reusable grocery bag is recyclable.
- (b) In addition to the requirements in subdivision (a), a reusable grocery bag made from plastic shall meet all of the following requirements:
- (1) On and after July 1, 2017, be made from a minimum of 20 percent postconsumer recycled material, except as provided in subdivision (d).
- (2) In addition to the information required to be printed on the bag or on a tag, pursuant to paragraph (3) of subdivision (a), all of the following information shall be printed on the bag, or on a tag that complies with that paragraph:
- (A) A statement that the bag is a reusable bag and designed for at least 125 uses.
- (B) Instructions to return the bag to the store for recycling or to another appropriate recycling location.
- (c) A plastic reusable grocery bag that also meets the specifications of the American Society of Testing and Materials (ASTM) Standard Specification for Compostable Plastics D6400, as published in September 2004, is not required to meet the requirements of paragraph (1) of subdivision (b), but shall be labeled in accordance with the applicable state law regarding compostable plastics.

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- (d) If a plastic reusable grocery bag producer is unable to obtain sufficient amounts of postconsumer recycled material to comply with this article because of unavailability, the producer shall include the greatest amount of postconsumer recycled material possible in the reusable grocery bag even if this amount is less than required by paragraph (1) of subdivision (b) and shall indicate the percentage that is postconsumer recycled material.
  - 42282. (a) The department may inspect and audit a reusable grocery bag producer subject to this article with all costs associated with the audit being paid for by the reusable grocery bag producer.
  - (b) Upon request by the department, a reusable grocery bag producer shall submit laboratory test results from independent, accredited (ISO/IEC 17025) laboratories to the department validating the reusable grocery bag meets the requirements of Section 44281 for each type of reusable grocery bag that is manufactured, imported, sold, or distributed in the state and provided to a store for sale or distribution.
  - (c) The department may test any reusable grocery bag manufactured by a reusable grocery bag producer and provided to a store for sale or distribution for compliance with this article and the regulations adopted pursuant to this article.
  - (d) The department may enter into an agreement with other state entities that conduct inspections to provide necessary enforcement of this article.
  - (e) Notwithstanding Section 42285, a violation of this article shall be subject to an administrative civil penalty assessed by the department in an amount not to exceed five hundred dollars (\$500) for the first violation. A subsequent violation may be subject to an increased penalty of up to five hundred dollars (\$500) per violation, not to exceed five thousand dollars (\$5,000) per violation.

(f) The department shall deposit all penalties collected pursuant

- to subdivision (d) (e) for a violation of this article into the Reusable Bag Account, which is hereby created in the Integrated Waste
- Management Fund. The moneys in the Reusable Bag Account
- 35 shall be expended by the department, upon appropriation by the
- 36 Legislature, to assist the department with its costs of implementing
- 37 this article.

 SB 405

# Article 3. Single-Use Carryout Bags

- 42283. (a) On and after January 1, 2015, a store, as defined in paragraph (1) or (2) of subdivision (g) of Section 42280, shall not provide a single-use carryout bag to a customer at the point of sale.
- (b) On and after July 1, 2016, a store, as defined in paragraph (3) of subdivision (g) of Section 42280, shall not provide a single-use carryout bag to a customer at the point of sale.
- (c) (1) On and after July 1, 2016, a store shall make available for purchase by a customer reusable grocery bags that meet the requirements of Section 42281.
- (2) On and after July 1, 2016, a store shall not sell or distribute a reusable bag at the point of sale that does not meet the requirements of Section 42281.
- (d) A store may make available for purchase at the point of sale a recycled paper bag.
- (e) Notwithstanding any other law, on and after January 1, 2015, a store shall provide a customer participating in the California Special Supplemental Food Program for Women, Infants, and Children pursuant to Article 2 (commencing with Section 123275) of Chapter 1 of Part 2 of Division 106 of the Health and Safety Code and a customer participating in the Supplemental Food Program pursuant to Chapter 10 (commencing with Section 15500) of Part 3 of Division 9 of the Welfare and Institutions Code with a reusable grocery bag or a recycled paper bag at no cost at the point of sale.
- (f) Notwithstanding subdivisions (a) and (b), a store may make available for purchase at the point of sale a compostable bag that, at a minimum, meets the American Society for Testing and Materials (ASTM) Standard Specification for Compostable Plastics D6400, if, in the jurisdiction where the compostable bag is sold, both of the following requirements are met:
- (1) A majority of the residential households in the jurisdiction have access to curbside collection of foodwaste for composting.
- (2) The governing authority for the jurisdiction has voted to allow stores in the jurisdiction to sell to a consumer at the point of sale a compostable bag at a cost not less than the actual cost of the bags.

SB 405

1	Article 4. Reporting Requirements
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3	42284. (a) On or before January 1, 2017, the department shall
4	submit a report to the Legislature in accordance with Section 9795
5	of the Government Code regarding the effectiveness of this chapter
6	and recommendations for statutory changes to increase
7	effectiveness, which shall include all of the following:
8	(1) A compilation of state eleanup data to evaluate pollution
9	reduction.
10	(2) Recommendations to further encourage the use of reusable
11	grocery bags by customers and stores.
12	(3) An evaluation of the requirements for reusable grocery bags
13	specified in Section 42281.
14	(4) Distribution of recycled paper bags.
15	(5) Number and type of violations.
16	(b) The department shall coordinate with other state and local
17	agencies in compiling this report to maximize existing efforts and
18	resources in the areas of litter reduction, water quality, and
19	environmental protection.
20	(e) Pursuant to Section 110231.5 of the Government Code, this
21	section is repealed on January 1, 2018.
22	Article 5. Enforcement
23 24	Particle 9. Embrechen
24 25	Article 4. Enforcement
25 26	Article 4. Enjorcement
	42285. (a) A city, a county, a city and county, or the state may
27 28	impose civil liability in the amount of five hundred dollars (\$500)
20 29	for the first violation of this chapter, one thousand dollars (\$1,000)
30	for the second violation, and two thousand dollars (\$2,000) for the
31	third and subsequent violations.
32	(b) Any civil penalties collected pursuant to subdivision (a)
33	shall be paid to the office of the city attorney, city prosecutor,
34	district attorney, or Attorney General, whichever office brought
35	the action. The penalties collected pursuant to this section by the
36	Attorney General may be expended by the Attorney General, upon
37	appropriation by the Legislature, to enforce this chapter.
38	(c) The remedies provided by this section shall not be exclusive
39	and shall be in addition to the remedies that may be available

pursuant to Chapter 5 (commencing with Section 17200) of Part 2 of Division 7 of the Business and Professions Code.

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# Article 5. Preemption

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42287. (a) Except as provided in subdivision (c), this chapter is a matter of statewide interest and concern and is applicable uniformly throughout the state. Accordingly, this chapter occupies the whole field of regulation of reusable grocery bags, single-use carryout bags, and recycled paper bags, as defined in this chapter.

(b) On and after January 1, 2014, a city, county, or other local public agency shall not enforce against a store, as defined in subdivision (g) of Section 42280, or otherwise implement, an ordinance, resolution, regulation, or rule adopted on or after September 1, 2013, relating to reusable grocery bags, single-use carryout bags, or recycled paper bags, as defined in this chapter, unless expressly authorized by this chapter.

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(c) A city, county, or other local public agency that has adopted, prior to September 1, 2013, an ordinance, resolution, regulation, or rule relating to reusable grocery bags, single-use carryout bags, or recycled paper bags may continue to enforce and implement that ordinance, resolution, regulation, or rule that was in effect before that date. Any amendments to that ordinance, resolution, regulation, or rule on or after January 1, 2014, shall be subject to subdivision (b), except a city, county, or other local public agency may amend that ordinance, resolution, regulation, or rule with regard to the amount that a store shall charge with regard to a recycled paper bag.