

Date of Hearing: June 22, 2026

ASSEMBLY COMMITTEE ON NATURAL RESOURCES

Isaac G. Bryan, Chair

SB 1180 (Allen) – As Amended June 15, 2026

SENATE VOTE: 29-5

SUBJECT: Plastic Pollution Prevention and Packaging Producer Responsibility Act: California Plastic Pollution Mitigation Fund

SUMMARY: Establishes new spending requirements and guidelines for the California Plastic Pollution Mitigation Fund (PPMF).

EXISTING LAW:

- 1) Establishes the Plastic Pollution Prevention and Packaging Producer Responsibility Act (Act) (Public Resources Code (PRC) 42040 *et seq.*), which:
 - a) Requires, by January 1, 2024, producers of covered material to form and join a producer responsibility organization (PRO), subject to specified requirements and Department of Resources Recycling and Recovery (CalRecycle) approval, to carry out the requirements of the Act. Prohibits a producer of covered material from selling, offering for sale, importing, or distributing covered materials in the state unless the producer is approved to participate in the PRO.
 - b) Requires that all covered material offered for sale, distributed, or imported into the state on and after January 1, 2032, is recyclable in the state or eligible to be labeled "compostable," as specified.
 - c) Requires that all plastic covered material offered for sale, distributed, or imported into the state to meet the following recycling rates:
 - i) Not less than 30% of covered material on and after January 1, 2028;
 - ii) Not less than 40% of covered material on and after January 1, 2030; and,
 - iii) Not less than 65% of covered material on and after January 1, 2032.
 - d) By January 1, 2032, requires the PRO to develop and implement a plan to achieve 25% reduction by weight and 25% reduction by plastic component for covered material sold, offered for sale, or distributed in the state, as prescribed, including interim targets of 10% by January 1, 2027, and 20% by January 1, 2030.
 - e) Establishes the PPMF, which consists of all environmental mitigation surcharges, interest, penalties, and other amounts collected under SB 54. This includes an annual (beginning in 2027) environmental mitigation surcharge paid by the PRO of five hundred million dollars (\$500,000,000) annually for ten years.
 - f) Specifies how funds from the PPMF will be expended by state agencies after being appropriated by the Legislature, specifically:

- i) 40% of the PPMF to be expended by the Department of Fish and Wildlife, the Wildlife Conservation Board, the State Coastal Conservancy, the California Coastal Commission, the Ocean Protection Council, the Department of Parks and Recreation, the Natural Resources Agency, and the California Environmental Protection Agency to monitor and reduce the environmental impacts of plastics on terrestrial, aquatic, and marine life and human health, including to restore, recover, and protect the natural environment.
 - (1) Of this 40%, at least 50% must benefit residents living in a disadvantaged or low-income community or rural areas, and the money can be used to support grants for tribes, nongovernmental organizations (NGOs), community-based organizations, land trusts, and local jurisdictions.
- ii) 60% of the PPMF to be expended by the Strategic Growth Council (SGC), the California Environmental Protection Agency (CalEPA), the Natural Resources Agency (NRA), and the Department of Justice (DOJ) to monitor and reduce the historical and current environmental justice and public health impacts of plastics, including to mitigate the historical and current impact of plastics on disadvantaged or low-income communities or rural areas.
 - (1) Of this 60%, 75% must directly and primarily benefit residents living in disadvantaged or low-income communities and the money may be used to support grants to local jurisdictions, tribes, NGOs, and community-based organizations.

THIS BILL:

- 1) Specifies that every expenditure from the PPMF shall:
 - a) Improve public or environmental health.
 - b) Incorporate outreach efforts that inform the public of the purpose and scope of the funded program, project, or initiative.
 - c) Prioritize programs, projects, and initiatives that:
 - i) Benefit communities most burdened by the impacts of plastic pollution;
 - ii) Are aligned with or implement community-driven solutions;
 - iii) Provide multiple benefits; and,
 - iv) Demonstrate engagement with communities and tribes in planning, development, and implementation.
- 2) Require each expenditure from the PPMF to achieve one or more of the following:
 - a) Sustained mitigation of the potential adverse health impacts of plastics;
 - b) Support a durable and significant reduction in plastic production, use, and disposal by supporting programs, projects, and initiatives that are tied to reduction of plastic waste, exposure, or pollution;

- c) Durably reduce the amount of plastic waste entering the environment, either as litter or microplastics pollution, including by advancing state strategies on microplastics and plastics in marine environments;
 - d) Clean up or restore lands or waterways that have been negatively impacted by plastic pollution, including microplastics; and,
 - e) Support research, data collection, and monitoring activities, as specified. Limits the amount allocated or expended for research, data collection, and monitoring activities to not more than 15% of the total amount appropriated from the PPMF in any fiscal year.
- 3) Requires each department, agency, or entity implementing a grant program funded in whole or in part by the PPMF to:
- a) Provide technical assistance to eligible applicants;
 - b) Use a single standardized, simplified application;
 - c) Consider the use of awards and categorical grant opportunities in addition to competitive grants;
 - d) Provide advanced payments, as specified;
 - e) Reimburse the grantee's and any subgrantee's indirect costs, as specified;
 - f) Establish clear, objective criteria for evaluating and awarding grants; and,
 - g) Require applicants to demonstrate a nexus between the proposed programs, projects, and initiatives and the mitigation of environmental or public health impacts associated with plastic.
- 4) Limits state administrative and program support costs, exclusive of technical assistance, to 10% of the funds allocated in any fiscal year.
- 5) Prohibits PPMF funds from being used for:
- a) Any obligations of a producer responsibility organization; or,
 - b) To fulfill any environmental mitigation requirements or compliance obligations imposed by any law other than the bill or PRC 42064.
- 6) Specifies that public agencies, nonprofit organizations, special districts, joint powers authorities, public utilities, local publicly owned utilities, and mutual water companies are eligible for grants if the programs, projects, or initiatives have the primary and direct purpose of mitigation, prevention, or remediation of plastic pollution.
- 7) Requires the Secretary for Environmental Protection to publish a list of all program, project, and initiative expenditures pursuant to this bill and PRC 42064 not less than annually and to post the list as a spreadsheet on CalEPA's website. To the extent feasible, requires a standardized and simplified reporting template or form to be used for grant recipients. Requires the spreadsheet to include:

- a) The location and footprint of the program, project, or initiative;
 - b) The objectives and anticipated outcomes of the program, project, or initiative;
 - c) The status of the program, project, or initiative;
 - d) A description of the outreach and engagement performed to develop the program, project, or initiative;
 - e) The public benefits to be derived from the program, project, or initiative, including whether it delivers meaningful and direct benefits for vulnerable populations, disadvantaged communities, or severely disadvantaged communities;
 - f) The total cost of the program, project, or initiative;
 - g) The amount of funding provided from the PPMF for the program, project, or initiative;
 - h) Any matching funds provided by any grant recipient or other partners to the program, project, or initiative;
 - i) Evidence of measurable reductions in plastic pollution; and,
 - j) A description of the nexus between the program, project, or initiative and the mitigation of environmental or potential public health impacts associated with plastic.
- 8) Makes related legislative findings and declarations.

FISCAL EFFECT: According to the Senate Appropriations Committee, this bill has unknown, likely significant ongoing costs (PPMF) to SGC, CalEPA, NRA, DOJ, and other state entities required to expend PPMF monies to implement the requirements of this bill, and unknown, potentially significant ongoing cost pressures (PPMF) due to expanded eligibility for entities able to receive PPMF funds as a result of this bill.

COMMENTS:

- 1) **Plastic pollution.** In 2021, global plastics production was estimated at 390.7 million metric tons. Only 9% of all plastic ever made has been recycled, according to a United Nations Environment Programme report. Plastics production and pollution have the potential to negatively impact human health, the environment, and ecosystems.

A 2025 report by the University of California Los Angeles Luskin Center focuses on creating a framework to evaluate which communities are overly burdened by plastic, considering plastic extraction, manufacturing, pollution, and waste. The report finds that plastic manufacturing emits air pollutants, including volatile organic compounds and polycyclic aromatic hydrocarbons emissions. Both air pollutants are linked to health risks, including increased cancer risk. The report further notes that plastic can also adversely impact communities when crude oil is extracted to make plastic, when plastic substrate leaches from landfills, and when humans are exposed to microplastics that occur during the useable life of the plastic or when the plastic becomes litter in the environment.

Plastic is also a potent contributor to climate change. Nearly all plastic is made from fossil fuels; the plastic industry is the fastest-growing source of industrial greenhouse gases in the world. According to the United Nations Development Programme, plastic generates 4% of total global greenhouse gas (GHG) emissions, but will be responsible for as much as 19% of global greenhouse emissions by 2040 if production trends continue. The plastic industry's GHG emissions are expected to surpass those of coal-fired power in the United States by 2030.

Each year, approximately 11 million tons of plastic enter the ocean, which has diverse and serious impacts on marine wildlife. Smaller plastic particles are ingested by animals, leading to plasticosis-where the rough edges of plastic cause internal injuries and scarring that reduces the ability of animals to break down nutrients. Seabirds are especially vulnerable to plastic pollution; a recent study found plastic in 90% of seabirds. Animals can also become entangled in plastics, such as plastic bags, plastic rings, and plastic fishing equipment. Marine mammals, birds, and turtles are commonly affected by entanglement, but terrestrial animals also can suffer entanglement or suffocate or starve from ingesting plastic.

Microplastics, due to their small size, can travel in water, air, and the bodies of living organisms. As a result, microplastics are ubiquitous in the environment and are found in some of the most remote areas on earth, including arctic sea ice, the deep ocean, mountain peaks in national parks, and human embryos. Microplastic's small size allows them to bioaccumulate up the food chain. Microplastics can also act as vectors for pollutants like pesticides and heavy metals, effectively transporting these harmful pollutants wherever the microplastics go, including into the living tissues of plants, animals, and humans. Current studies have found microplastics in human lungs, brains, and placentas. A recent study suggests that human brains may contain an amount of microplastics equivalent to a plastic spoon. The study also indicated that microplastic levels in the brain have increased by 50% since 2016.

Shockingly few studies exist examining the impacts of microplastics on human health. However, a study from 2024 by the New England Journal of Medicine provided the first evidence of a potential link between microplastics and human health. The study states that “a study of more than 200 people undergoing surgery found that nearly 60% had microplastics or even smaller nanoplastics in a main artery. Those who did were 4.5 times more likely to experience a heart attack, a stroke or death in the approximately 34 months after the surgery than were those whose arteries were plastic-free.”

- 2) **SB 54.** The Act was established by SB 54 (Allen), Chapter 75, Statutes of 2022, which created a sweeping new expanded producer responsibility (EPR) program for single-use packaging and food ware. The Act requires producers of covered products to join a producer responsibility organization (PRO) that is tasked with ensuring that covered material is recyclable or compostable (as specified) and meet specified goals, including:
- Ensuring that all covered material sold in the state to be recyclable or compostable by January 1, 2032;
 - Ensuring that all plastic-covered material sold in the state meet a recycling rate of 65% by Jan 1, 2032, with interim goals beginning in 2028; and,
 - Prohibiting producers of expanded polystyrene (EPS) from selling EPS food ware unless they meet specified recycling rates.

The Act requires producers, via the PRO, to pay \$500 million annually for 10 years (of which the PRO may recoup up to \$150 million per year from resin manufacturers), for a total of \$5 billion, which, upon appropriation by the Legislature, will be available to monitor and reduce the impact of plastics in the environment, restoring the natural environment, and monitoring and reducing the historical and current environmental justice and public health impacts of plastics. Under SB 54, 40% of the money in the PPMF will be allocated by agencies that oversee natural resources in order to reduce environmental impacts of plastic on the environment. Agencies include the Department of Fish and Wildlife, the Wildlife Conservation Board, the State Coastal Conservancy, the California Coastal Commission, the Ocean Protection Council, the Department of Parks and Recreation, NRA, and CalEPA. Of this amount, 50% of the funds must provide benefits to residents living in a disadvantaged or low-income community or rural area. The other 60% of the PPMF will be allocated to reduce the public health impacts of plastics and mitigate the disproportional impacts of plastics on low-income communities or rural areas. This money will be awarded by the SGC, CalEPA, NRA, and DOJ. Of this amount, 75% must directly and primarily benefit residents living in disadvantaged or low-income communities.

- 3) **This bill.** While SB 54 created the PPMF and provided general guidance on how it should be used, it did not provide a solid framework or specific criteria for the use of the fund. SB 1180 is intended to provide specific guidance to the agencies that administer PPMF expenditures.

4) **Author's statement:**

SB 54 (Allen, 2022) was landmark legislation to require producers of single use packaging and food service ware to address the growing waste crisis and plastic pollution through a producer-funded and implemented program to source-reduce and recycle material, and ensure material on the market is truly recyclable or compostable. As part of this legislation, the California Plastic Pollution Mitigation Fund (PPMF) was created to address environmental and public health impacts of plastic pollution. The fund consists of at least \$5 billion over the next 10 years, funded by producers. However, while existing statute establishes general goals for the PPMF, additional operational specificity is crucial for successful implementation. SB 1180 provides the detailed framework necessary to effectively administer the PPMF, including defining the required purposes achieved by expenditures, providing guidelines for implementing agencies, and establishing reporting and transparency measures for fund operations.

REGISTERED SUPPORT / OPPOSITION:

Support

1000 Grandmothers for Future Generations
 5 Gyres Institute
 A Voice for Choice Advocacy
 Access to Thrive, INC
 Azul
 Beyond Plastics

Black Fiber & Textile Network
California Environmental Justice Alliance
California Environmental Justice Coalition
California Environmental Voters
California State Association of Counties
California Stormwater Quality Association
Californians Against Waste
CALPIRG
Center for Biological Diversity
Center for Coalfield Justice
Central California Environmental Justice Network
Cherokee Concerned Citizens
City of Sacramento Department of Utilities
City of Thousand Oaks
Clean Water Action
Climate Health Now Action Fund
Communities for a Better Environment
Contra Costa County
East Yard Communities for Environmental Justice
Ecology Center
Environmental Justice Communities Against Plastics
Environmental Justice Ministry of Emerson UU Church
Esperanza Community Housing
Extinction Rebellion Los Angeles
Food & Water Watch
Fresnans Against Fracking
Global Alliance for Incinerator Alternatives (GAIA)
Greenaction for Health and Environmental Justice
Greenlatinos
Greenpeace USA
Heal the Bay
Just Transition Alliance
Los Angeles Neighborhood Land Trust
Monterey Bay Aquarium
Ocean Conservancy
Oceana
Pacific Environment
Pacoima Beautiful
Parents Against Santa Susana Field Lab
Physicians for Social Responsibility - Los Angeles
Physicians for Social Responsibility - San Francisco Bay
Plastic Free Future
Port Arthur Community Action Network (PACAN)
Protect Playa Now
Redeemer Community Partnership
Rethinkwaste
Richmond Shoreline Alliance
Sacramento Environmental Justice Coalition
San Antonio Bay Waterkeeper

Sierra Club California
SoCal 350 Climate Action
Stand-LA
Stopwaste
Sunflower Alliance
Surfrider Foundation
The Climate Reality Project Orange County Chapter
The Climate Reality Project San Diego Chapter
The Climate Reality Project, California State Coalition
The Climate Reality Project, Los Angeles Chapter
The Climate Reality Project, San Diego Chapter
The Climate Reality Project, San Fernando Valley CA Chapter
The Nature Conservancy
The Watershed Project
Valley Improvement Projects
West Berkeley Alliance for Clean Air and Safe Jobs
West Oakland Environmental Indicators Project
Zero Waste USA

Opposition

American Chemistry Council
Cal Chamber
California Manufacturers & Technology Association
California Retailers Association
Consumer Brands Association
Dairy Institute of California
Flexible Packaging Association
Foodservice Packaging Institute
Household and Commercial Products Association
Plastics Industry Association
Western Growers Association
Western Plant Health Association
Western Plastics Association

Analysis Prepared by: Elizabeth MacMillan / NAT. RES. /