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THIRD READING

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Bill No: SB 1306  
Author: Cortese (D)  
Introduced: 2/20/26  
Vote: 21

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SENATE PUBLIC SAFETY COMMITTEE: 6-0, 4/14/26  
AYES: Arreguín, Seyarto, Caballero, Cortese, Pérez, Wiener

SENATE APPROPRIATIONS COMMITTEE: Senate Rule 28.8

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**SUBJECT:** Controlled substances: gamma-butyrolactone

**SOURCE:** SEMI

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**DIGEST:** This bill exempts chemical mixtures containing 70 percent or less of gamma-butyrolactone (GBL) from specified requirements of the Uniform Controlled Substances Act.

**ANALYSIS:**

Existing federal law:

- 1) Defines GBL as a List I Chemical of the federal Controlled Substances Act. (21 U.S.C., § 802, subd. (34)(X).)
- 2) Exempts chemical mixtures containing GBL at concentrations of 70 percent or less by weight or volume from specified Controlled Substances Act requirements. (21 C.F.R., § 1310.12 (2010).)

Existing state law:

- 1) Regulates the manufacture, sale, and distribution of specified chemical substances. (Health & Saf. Code, § 11000, et seq.)

- 2) Requires that any manufacturer or other person or entity in this California that sells, transfers, or otherwise furnishes specified controlled substances, including GBL, to any person or entity in California or any other state shall submit a report to the Department of Justice (DOJ) of all of those transactions. (Health & Saf. Code, § 11100, subd. (a).)
- 3) Requires that any manufacturer or other person or entity in this state, prior to selling, transferring, or otherwise furnishing specified controlled substances, including GBL, to any person or business entity in this state or any other state, shall require (i) a letter of authorization from that person or business entity that includes the currently valid business license number or federal Drug Enforcement Administration (DEA) registration number, the address of the business, and a full description of how the substance is to be used, and (ii) proper identification from the purchaser. (Health & Saf. Code, § 11100, subd. (c)(1)(a).)
- 4) Requires that any manufacturer or other person or entity in this state that exports specified controlled substances, including GBL, to any person or business entity located in a foreign country must submit to the DOJ a notification of that transaction, which must include the name and quantity of the substance to be exported and the name, address, and business identification number of the person or business entity located in a foreign country importing the substance. (Health & Saf. Code, § 11100, subd. (c)(2)(A).)
- 5) Permits that the DOJ may authorize the submission of the notification on a monthly basis with respect to repeated, regular transactions between an exporter and an importer involving specified controlled substances, including GBL, if the DOJ determines that a pattern of regular supply of the substance exists between the exporter and importer and that the importer has established a record of utilization of the substance for lawful purposes. (Health & Saf. Code, § 11100, subd. (c)(2)(B).)
- 6) Requires any manufacturer or other person or entity in this state that sells, transfers, or otherwise furnishes specified controlled substances, including GBL, to a person or business entity in this state or any other state must submit a report of the transaction to the DOJ. (Health & Saf. Code, § 11100, subd. (d)(1).)
- 7) Allows that the DOJ may authorize the submission of the reports on a monthly basis with respect to repeated, regular transactions between the furnisher and

the recipient involving the substance if the DOJ determines that a pattern of regular supply of the substance exists between the manufacturer, wholesaler, retailer, or other person or entity that sells, transfers, or otherwise furnishes the substance and the recipient of the substance, and the recipient has established a record of utilization of the substance for lawful purposes. (Health & Saf. Code, § 11100, subd. (d)(1).)

- 8) Provides that any person specified above who does not submit a report as required or who knowingly submits a report with false or fictitious information must be punished by imprisonment in a county jail not exceeding six months, by a fine not exceeding \$5,000, or by both the fine and imprisonment. (Health & Saf. Code, § 11100, subds. (f)(1).)
- 9) Makes a second conviction for the above offense punishable by imprisonment in the county jail for a realigned felony, or by imprisonment in a county jail not exceeding one year, by a fine not exceeding \$100,000, or by both the fine and imprisonment. (Health & Saf. Code, § 11100, subds. (f)(2).)
- 10) Requires that any manufacturer, wholesaler, retailer, or other person or entity in California that obtains specified controlled substances, including GBL, from a source outside of this state shall submit a report of that transaction to the DOJ 21 days in advance of obtaining the substance. (Health & Saf. Code, § 11100.1, subd. (a).)
- 11) Makes failure to submit a report as required by the above paragraph punishable by imprisonment in a county jail not exceeding six months, by a fine not exceeding \$5,000, or by both that fine and imprisonment. (Health & Saf. Code, § 11100.1, subds. (b)(1).)
- 12) Makes a second conviction of the above offense punishable by imprisonment in the county jail for a realigned felony, or by imprisonment in a county jail not exceeding one year, by a fine not exceeding 100,000, or by both that fine and imprisonment. (Health & Saf. Code, § 11100.1, subds. (b)(2).)
- 13) Requires that any manufacturer, wholesaler, retailer, or any other person or entity in California that sells, transfers, or otherwise furnishes specified controlled substances, including GBL, to a person or business entity in this state or any other state or who obtains the substance from a source outside of the state shall submit an application to, and obtain a permit for the conduct of that business from, the DOJ. (Health & Saf. Code, § 11106, subds. (a)(1)(A)-(B).)

- 14) Requires that an applicant pay an application fee determined by the DOJ which shall not exceed the application processing costs of the Department. (Health & Saf. Code, § 11106, subd. (h).)
- 15) Makes selling, transferring, or otherwise furnishing or obtaining specified controlled substances, including GBL, without a permit a misdemeanor or a felony. (Health & Saf. Code, § 11106, subd. (j).)

This bill:

- 1) Exempts chemical mixtures containing GBL from the provisions of California's Uniform Controlled Substance Act that impose the reporting, permitting, and other regulatory requirements described above.
- 2) Defines "chemical mixtures containing GBL" to mean two or more chemical substances, one of which is GBL (CAS no. 96-48-0) in a concentration of 70 percent or less by weight or volume, and at least one other substance that is not solely an inert carrier or an impurity.
- 3) Defines "Inert carrier" to mean "a chemical that does not interfere with the function of [GBL] (CAS no. 96-48-0) in the mixture but is present to aid in its delivery so it can be used in a chemical process."

## **Background**

GBL is an industrial solvent that also can be used to manufacture gamma hydroxybutyric acid (GHB), a central nervous system depressant. GBL is regulated under California's Uniform Controlled Substance Act (UCSA), meaning that manufacturers of GBL must comply with various reporting and regulatory requirements. (Health and Saf. Code, § 11100 (a)(34).) These requirements include permitting, reporting, recordkeeping, and 21-day transaction holds, the violation of which constitutes a misdemeanor. (See the existing law section of this analysis, above, for details regarding these requirements.)

GBL can dissolve substances that otherwise are difficult to dissolve and can maintain those substances in a dissolved state. Proponents of the bill say this solvent is uniquely useful for formulations known as "photoresists." Photoresists are chemical mixtures used in photolithography, a critical step in the manufacture of semiconductor chips. These photoresists contain other substances that are key to the functionality of the overall mixtures but that in the absence of GBL are

virtually impossible to maintain in the dissolved state necessary for that functionality. Accordingly, proponents say there is no feasible alternative to GBL in these photoresists.

GBL is also regulated as a List I chemical under the federal Controlled Substances Act, which is administered and enforced by the DEA. However, in 2010, under the Obama Administration, the U.S. DEA adopted regulations exempting chemical mixtures containing GBL at concentrations of 70 percent or less by weight or volume from specified Controlled Substances Act requirements. Based on the extremely low risk of diversion into GHB, in 2010 the DEA exempted the following two categories of GBL mixtures from the federal law's requirements: (1) mixtures containing 70% or less GBL; and (2) completely formulated coatings.

Because California has not adopted the same exemption as the federal DEA, it has left suppliers serving the semiconductor industry subject to the significant regulatory requirements described above, despite the low risk of diversion into GHB. Proponents of the bill claim these requirements create substantial operational delays for materials providers and semiconductor customers.

This bill exempts certain chemical mixtures containing GBL from the regulatory requirements of the UCSA, such as the permitting, reporting, recordkeeping, and 21-day transaction holds described above. In particular, the bill exempts chemical mixtures that are "two or more chemical substances, one of which is gamma-butyrolactone in a concentration of 70 percent or less by weight or volume, and at least one other substance that is not solely an inert carrier or an impurity." The bill defines "inert carrier" to mean "a chemical that does not interfere with the function of gamma-butyrolactone in the mixture but is present to aid in its delivery so it can be used in a chemical process." This language regarding inert carriers was added at the request of the DOJ to ensure that any mixture of GBL covered by this bill has a sufficiently low risk of diversion into GHB. This bill would align California policy with that of federal policy.

**FISCAL EFFECT:** Appropriation: No Fiscal Com.: Yes Local: No

**SUPPORT:** (Verified 4/27/26)

SEMI (source)

Bay Area Council

Silicon Valley Leadership Group

Society of Women Engineers at UCLA

Technet

**OPPOSITION:** (Verified 4/27/26)

Arcadia Police Officers' Association  
Brea Police Association  
Burbank Police Officers' Association  
California Association of School Police Chiefs  
California Coalition of School Safety Professionals  
California Narcotic Officers' Association  
California Reserve Peace Officers' Association  
Claremont Police Officer Association  
Corona Police Officers Association  
Culver city Police Officers' Association  
Fullerton Police Officers' Association  
Los Angeles School Police Management Association  
Los Angeles School Police Officers Association  
Murrieta Police Officers' Association  
Newport Beach Police Association  
Palos Verdes Police Officers Association  
Placer County Deputy Sheriffs' Association  
Pomona Police Officers' Association  
Riverside Police Officers Association  
Riverside Sheriff's Association

**ARGUMENTS IN SUPPORT:** According to SEMI:

The California Uniform Controlled Substances Act regulates pure gamma-butyrolactone (GBL), as well as chemical mixtures containing GBL, the latter of which are used in semiconductor photoresists. In 2010, the U.S. DEA determined that chemical mixtures containing 70 percent or less GBL do not present a significant risk of diversion (specifically, as a precursor of GHB, a nervous system depressant) and thus exempted those mixtures from specified federal Controlled Substances Act requirements. California has not adopted a comparable exemption, leaving semiconductor materials suppliers subject to burdensome and costly permitting, extensive reporting and recordkeeping requirements, and 21-day transaction holds that create unnecessary operational delays.

This regulatory misalignment directly impacts California's semiconductor ecosystem, including research, design, and specialty materials manufacturing concentrated in Silicon Valley and

supporting chip production nationwide. Semiconductor chips power essential technologies across healthcare, transportation, energy infrastructure, and communications. California leads the nation in semiconductor R&D, and the sector contributes more than \$100 billion annually to the state's economy. Ensuring reliable access to critical manufacturing inputs is essential to maintaining this leadership.

SB 1306 narrowly exempts chemical mixtures containing 70 percent or less GBL when regulatory requirements would apply solely due to the presence of GBL, while preserving existing controls on pure GBL. By aligning state policy with federal standards, this bill reduces unnecessary disruptions without compromising public safety.

**ARGUMENTS IN OPPOSITION:** According to the California Narcotics Officers' Association:

From a narcotics enforcement perspective, maintaining regulatory oversight of GBL is critical. Law enforcement agencies have repeatedly encountered GBL in clandestine settings where it is possessed, distributed, or marketed for human consumption. Its deregulation would create a substantial loophole, allowing individuals to lawfully obtain a substance that can be easily converted into a dangerous intoxicant with minimal technical knowledge.

SB 1306 would significantly hinder our ability to intervene in cases involving GHB analogs before harm occurs. Currently, regulatory controls provide an essential legal tool that allows officers to disrupt distribution networks, seize hazardous materials, and prevent downstream criminal activity. Removing these safeguards would force law enforcement to wait until after conversion, possession, or harm occurs — undermining proactive policing and increasing risks to the public. GBL has been linked to cases of drug-facilitated sexual assault due to its rapid onset, sedative effects, and difficulty of detection. Weakening controls over a known GHB “date-rape” drug precursor would likely increase availability in illicit markets and exacerbate these already serious concerns.

Prepared by: Marshal Lawler / PUB. S. /  
4/28/26 16:33:40

\*\*\*\* END \*\*\*\*