

Date of Hearing: August 20, 2025

**ASSEMBLY COMMITTEE ON APPROPRIATIONS**

Buffy Wicks, Chair

SB 14 (Blakespear) – As Amended July 9, 2025

Policy Committee: Natural Resources

Vote: 11 - 0

Urgency: No

State Mandated Local Program: Yes

Reimbursable: Yes

**SUMMARY:**

This bill requires each state agency's reportable purchases of plastic beverage containers to meet or exceed certain postconsumer recycled content requirements, and requires each state agency to include in its integrated waste management plan (IWMP) descriptions of actions to be taken to source reduce materials.

Specifically, this bill, among other things:

- 1) Requires, on and after January 1, 2026, each state agency's reportable purchases of plastic beverage containers subject to the California Redemption Value (CRV) to meet or exceed specified postconsumer recycled content requirements.
- 2) Requires each state agency's IWMP to include a description of actions to be taken to source reduce materials, including, but not limited to: (a) actions to achieve 50% reusable options for foodware, (b) actions to source reduce organic material waste and single-use plastics, (c) actions to reduce paper purchasing relative to 2024 levels by at least 30% by 2030, (d) actions to divert solid waste, as specified, (e) actions to provide adequate educational tools to inform occupants of each facility under its purview on best practices for recycling and composting to achieve higher composting and recycling outcomes, (f) actions to have recyclable and organic material reach responsible end markets, and (g) actions to promote the use of water bottle refill stations, as defined, for reusable or refillable beverage containers.
- 3) Requires each state agency to submit its IWMP to the Department of Resources Recycling and Recovery (CalRecycle) for review and approval on or before July 15, 2027. If a state agency does not have an approved IWMP by January 1, 2028, specifies that the model IWMP shall take effect on that date.
- 4) Requires CalRecycle to provide advice to help state agencies and facilities meet specified solid waste diversion requirements. Requires CalRecycle, by January 1, 2027, to publish a list of products available for purchase by state agencies that would reduce the overall amount of plastic or paper waste generated.
- 5) Requires each state agency to include information relating to efforts and progress made regarding recycling and composting within state buildings in its annual report to CalRecycle.

**FISCAL EFFECT:**

- 1) Ongoing costs to CalRecycle of an unknown amount, likely in the hundreds of thousands of dollars, annually to implement the requirements of this bill. For its part, CalRecycle estimates ongoing annual costs of approximately \$524,000 to hire four staff beginning in fiscal year 2026-27. Specifically, CalRecycle estimates it will need three positions costing \$336,000 (Beverage Container Recycling Fund) to support the implementation of the new purchase reporting requirements; verify if beverage container purchases are subject to existing statutory recycled content standards; educate and provide guidance to state agencies regarding CRV beverage containers subject to reporting requirements; and provide support to CalRecycle staff implementing the State Agency Buy Recycled Campaign (see background) in providing information related to CRV beverage containers. The fourth position costing \$188,000 annually (Integrated Waste Management Account (IWMA)) will update procedures for reviewing and approving IWMPs, provide guidance and technical assistance to state agencies, review plans, research and maintain the list of products required by the bill, and perform other tasks. CalRecycle notes the IWMA cannot support these costs at this time.
- 2) The Department of General Services (DGS) estimates \$600,000 in one-time costs for a waste audit and \$912,000 in ongoing annual costs to hire staff, for custodian training and tenant education on new policies, and to expand source reduction (General Fund). Tasks include overseeing waste reporting, implementing new waste management policies, coordinating with CalRecycle on other aspects of implementation, providing training courses for custodians on implementing new policies, providing educational tools to facility occupants, and increasing source reduction efforts.
- 3) Costs of an unknown amount to state agencies to update their IWMPs and annual reporting and to ensure their purchases comply with minimum recycled content standards (various funds).

As an example, the California Department of Corrections and Rehabilitation (CDCR) notes that due to the unique safety and security environment within correctional facilities, CDCR faces operational challenges that necessitate greater reliance on single-use plastic materials than in non-custodial settings. Alternatives such as reusable containers and glass bottles can pose significant safety risks in prisons, and the cost of alternatives for materials such as recycled paper products is approximately double per unit. CDCR estimates this bill may cost the department hundreds of thousands of dollars to source compliant alternatives. CDCR additionally anticipates the need to hire one new staff (costing roughly \$163,000 annually, General Fund) to revise purchasing policies and procedures, for ongoing monitoring and reporting, and to update its IWMP pursuant to the requirements of the bill.

- 4) “State agency” includes, for purposes of this bill, the California Community Colleges (CCCs). By imposing new duties on CCCs, this bill imposes a state-mandated local program. If the Commission on State Mandates determines the bill’s requirements to be a reimbursable state mandate, the state would need to reimburse these costs to CCCs from the Proposition 98 General Fund.

#### COMMENTS:

- 1) **Purpose.** According to the author:

Single-use plastic are among the most extractive, wasteful and harmful products in our society. One way to tackle the problem and reduce the

enormous flow of waste is to move to a circular economy, which focuses on reusing and recycling products...Pursuing a circular economy helps California achieve its environmental and clean energy goals. SB 14 ensures that state agencies are leading the charge.

- 2) **Background. *Minimum Recycled Content.*** AB 793 (Ting), Chapter 115, Statutes of 2020, establishes recycled content standards for plastic beverage containers subject to the CRV. The law requires a postconsumer plastic recycled content standard of 15% beginning January 1, 2022, 25% on January 1, 2025, and 50% on January 1, 2030.

***State Agency Buy Recycled Campaign (SABRC).*** SABRC is a joint effort between CalRecycle and DGS to implement laws that require state agencies and the Legislature to purchase recycled content products and track those purchases. SABRC requires state agencies to ensure specific percentages of reportable purchases are recycled products.

***IWMPs.*** State agencies and large state facilities are required to develop IWMPs and implement waste prevention, reuse, and recycling programs to reduce waste and meet waste diversion goals. As discussed in the Assembly Natural Resources Committee's analysis of this bill, the requirements for state agencies have not kept pace with other state policies that expand waste management policies to focus on circularity – moving beyond a focus on diversion to ensuring that materials diverted from in-state disposal are actually recycled into new products.

Californians Against Waste writes in support of this bill:

SB 14 will ensure state operations lead by example in reducing waste and supporting circular systems...Although implementation will involve modest costs to develop plans and track performance, the benefits are substantial. Over time, reducing reliance on disposable materials will lower procurement expenses, reduce landfill tipping fees, and decrease the public costs associated with litter and cleanup.

The opposition letters on file at the time this analysis was prepared do not reflect the current version of the bill.

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