Office of Senate Floor Analyses
(916) 651-1520 Fax: (916) 327-4478

UNFINISHED BUSINESS

Bill No: SB 682
Author: Allen (D)
Amended: 9/9/25
Vote: 21

SENATE ENVIRONMENTAL QUALITY COMMITTEE: 5-3, 4/2/25
AYES: Blakespear, Gonzalez, Menjivar, Padilla, Pérez
NOES: Valladares, Dahle, Hurtado

SENATE HEALTH COMMITTEE: 7-2, 4/30/25
AYES: Menjivar, Durazo, Gonzalez, Limón, Padilla, Weber Pierson, Wiener
NOES: Valladares, Grove
NO VOTE RECORDED: Richardson, Rubio

SENATE APPROPRIATIONS COMMITTEE: 5-1, 5/23/25
AYES: Caballero, Cabaldon, Grayson, Richardson, Wahab
NOES: Seyarto
NO VOTE RECORDED: Dahle

SENATE FLOOR: 28-7, 6/3/25
AYES: Allen, Archuleta, Arreguín, Ashby, Becker, Blakespear, Cabaldon, Caballero, Cervantes, Cortese, Durazo, Gonzalez, Grayson, Hurtado, Laird, Limón, McGuire, McNerney, Menjivar, Padilla, Pérez, Smallwood-Cuevas, Stern, Strickland, Umberg, Wahab, Weber Pierson, Wiener
NOES: Choi, Dahle, Jones, Niello, Ochoa Bogh, Seyarto, Valladares
NO VOTE RECORDED: Alvarado-Gil, Grove, Reyes, Richardson, Rubio

ASSEMBLY FLOOR: 41-19, 9/12/25 – Roll call vote not available

SUBJECT: Environmental health: product safety: perfluoroalkyl and polyfluoroalkyl substances

SOURCE: Breast Cancer Prevention Partners
California Association of Sanitation Agencies

Clean Water Action
Environmental Working Group
Natural Resources Defense Council

DIGEST: This bill prohibits a person from distributing, selling, or offering for sale six covered products that contain intentionally-added PFAS beginning January 1, 2028.

Assembly Amendments limit the prohibition of intentionally-added PFAS to six product types, extend the prohibition date of five of the product types by one year to January 1, 2028, extend the prohibition date for cookware by three years to January 1, 2030, remove the petition process for a determination of currently unavoidable use, authorize (instead of require) DTSC to adopt regulations, and make various clarifying amendments, including amendments to require compliance with existing regulations without regulatory variances and exempting cleaning products with intentionally-added PFAS in its mechanical or electrical components.

ANALYSIS:

Existing law:

1) Prohibits, on and after July 1, 2023, a person, including, but not limited to, a manufacturer, from selling or distributing in commerce in this state any new, not previously owned, juvenile product, as defined, that contains intentionally added PFAS or PFAS at or above 100 parts per million (ppm), as measured in total organic fluorine. (Health and Safety Code (HSC) § 108946)

2) Prohibits, on and after January 1, 2025, a person from manufacturing, distributing, selling, or offering for sale in the state any new, not previously used, textile articles that contain intentionally added PFAS, or PFAS at or above 100 ppm, and on or after January 1, 2027, 50 ppm, as measured in total organic fluorine. (HSC § 108971)

3) Prohibits, commencing January 1, 2025, a person or entity from manufacturing, selling, delivering, holding, or offering for sale, in commerce any cosmetic product that contains any specified intentionally added ingredients, including some PFAS chemicals. (HSC § 108980 (a))

4) Prohibits, commencing on January 1, 2023, a person from distributing, selling, or offering for sale in the state any food packaging that contains intentionally added PFAS or PFAS at or above 100 ppm, as measured in total organic fluorine. (HSC § 109000)

5) Prohibits a manufacturer of class B firefighting foam from manufacturing, or knowingly selling, offering for sale, distributing for sale, or distributing for use in this state, and prohibits a person from using in this state, class B firefighting foam containing intentionally added PFAS chemicals. (HSC § 13061 et seq.)

6) Requires DTSC to adopt regulations for the enforcement of those prohibitions on the use of PFAS and enforce and ensure compliance with those provisions. (HSC § 108075)

7) Under the Safer Consumer Products (Green Chemistry) statutes (HSC § 25252 et seq.):
   a) Requires the DTSC to adopt regulations to establish a process to identify and prioritize chemicals or chemical ingredients in consumer products that may be considered chemicals of concern, as specified.
   b) Requires DTSC to adopt regulations to establish a process to evaluate chemicals of concern in consumer products, and their potential alternatives, to determine how to best limit exposure or to reduce the level of hazard posed by a chemical of concern.
   c) Specifies, but does not limit, regulatory responses that DTSC can take following the completion of an alternatives analysis, ranging from no action, to a prohibition of the chemical in the product.

This bill:

1) Defines terms including, but not limited to: “2028 product”, “Cleaning product”, “Component”, “Cookware”, “Food packaging”, “Intentionally added PFAS”, “Juvenile product”, “PFAS”, “Product”, and “Ski wax”.

2) Prohibits a person from distributing, selling, or offering for sale a 2028 product that contains intentionally added PFAS commencing January 1, 2028.

3) Requires a cleaning product sold in the state on and after January 1, 2028, to comply with existing regulations regarding consumer products impacting air quality without the use of a regulatory variance.

4) Prohibits a person from distributing, selling, or offering for sale cookware that contains intentionally added PFAS commencing January 1, 2030.

5) Precludes cleaning products with inaccessible electronic or internal mechanical components containing intentionally added PFAS from violation of the prohibition if the cleaning product does not otherwise contain intentionally added PFAS.

6) Defines "Inaccessible electronic component" and "Internal mechanical component".

7) Authorizes DTSC to request a statement of compliance and technical documentation from a manufacturer certifying that each covered product is in compliance with the applicable PFAS restriction.

8) Authorizes DTSC to use any analytical test or certification determined by DTSC for manufacturer compliance to these provisions.

9) Authorizes DTSC to adopt regulations to administer these provisions on or before January 1, 2029.

10) Makes related findings and declarations.

Background

1) *A PFAS zoo*. Per- and polyfluoroalkyl substances (PFAS) are a broad class of man-made chemicals consisting of chains with bonded carbon and fluorine atoms. Because of their physical and chemical nature, PFAS are very durable and resistant to heat, water and oil, making them extremely useful in many industrial, commercial, and medical applications. As a consequence of their durability, they are persistent, meaning that they do not degrade easily in the environment and can bioaccumulate in living things.[1,2,3] According to the U.S. Environmental Protection Agency (U.S. EPA), there are nearly 15,000 PFAS compounds and they can be categorized into non-polymeric PFAS and polymeric PFAS.

   Non-polymeric PFAS are smaller and lighter, which allows them to disperse and exist in air, water and soils.[3] This type of PFAS is water soluble and used for surface protection, as an additive in various products, and as a processing aid for polymeric PFAS.[3] Since non-polymeric PFAS is used in various products, including common household products, it can contaminate the

[1] National Institute of Environmental Health Sciences. (2025). Perfluoroalkyl and Polyfluoroalkly Substances.
[2] Henry, B. J., et. al. (2018). A critical review of the application of polymer of low concern.
[3] Jacobs, S. A., et. al. (2024). Assessment of Fluoropolymer Production and Use With Analysis of Alternative Replacement Materials.

environment through domestic wastewater or disposal into landfills.[4] When used as an industrial processing aid or in the manufacturing process, non-polymeric PFAS is emitted or disposed of in effluent wastewater or waste or is leached from products.[3]

Polymeric PFAS, on the other hand, is heavier and consists of longer chains of fluorine and carbon. These chemicals are not soluble in water and it has been claimed that PFAS in this category are too large to penetrate cell membranes, which would prevent bioaccumulation.[2,5,6] Some subsets of polymeric PFAS can degrade into non-polymeric PFAS, but others, namely fluoropolymers are more stable. Fluoropolymers are plastics that are used in a wide range of sectors, including but not limited to aerospace, automotive, building construction, chemical processing, electronics, and green energy technology.[3] Fluoropolymers have been shown to satisfy the criteria for polymers of low concern (PLC) developed by the Organization for Economic Cooperation and Development, in which PLC are considered to have insignificant environmental and health impacts.[2,7] However, these evaluations do not consider life-cycle assessments of these products, as fluoropolymers may involve the release of non-polymeric PFAS during their production or manufacturing, leach non-polymeric PFAS if insufficiently treated, and degrade into microplastics during disposal.[3,5,8]

2) *Everything everywhere all at once: Exposure pathways & public health*. The PFAS on or in products find many different ways into the environment throughout a product's life cycle. PFAS compounds have been detected globally in soil, groundwater, and surface water. Plants can uptake PFAS and bioaccumulation can occur within their tissues and the animals that eat them. Primarily, human exposure occurs through consuming food and drinking water.[4] The drinking water of at least 70 million Americans contains PFAS at levels high enough to require reporting under federal law. California has multiple water systems with PFAS levels that are at least double the reporting concentration level.[9] Exposure to certain PFAS may lead to adverse health

---

[4] Kibuye, F. (2023). Understanding PFAS – What they are, their impact, and what we can do.
[5] Lohmann, R., et. al. (2020). Are fluoropolymers really of low concern for human and environmental health and separate from other PFAS?
[6] Améduri, B. (2023). Fluoropolymers as unique and irreplaceable materials: challenges and future trends in these specific per or poly-fluoroalkyl substances.
[7] OECD Task Force on New Chemicals Notification and Assessment. (2007). Data Analysis of the Identification of Correlations between Polymer Characteristics and Potential for Health or Ecotoxicological Concern.
[8] Lohmann, R., & Letcher, R. J. (2023). The universe of fluorinated polymers and polymeric substances and potential environmental impacts and concerns.
[9] Fast, A. et. al. (2024). 70 million Americans drink water from systems reporting PFAS to EPA.

outcomes, including reproductive and developmental effects, increased risk of cancer, suppressed immune systems, and endocrine disruption.[10]

3) *From a piecemeal approach to an umbrella ban.* When it comes to products containing PFAS, California has taken a piecemeal approach through bans. The Legislature has enacted several PFAS prohibitions in the last several years. These include PFAS prohibitions at different levels across many product categories: a ban on PFAS in textiles (AB 1817, Ting, Chapter 762, Statutes of 2022); cosmetic products (AB 2771, Friedman, Chapter 804, Statutes of 2022); food packaging (AB 1200, Ting, Chapter 503, Statutes of 2021); new juvenile products (AB 652, Friedman, Chapter 500, Statutes of 2021); and, firefighting foam (SB 1044, Allen, Chapter 308, Statutes of 2020). Perhaps the intentions of these piecemeal approaches were to take an immediate focus on products that come into physical contact with our bodies, rid of the PFAS unnecessary for the function of the product, or address prohibitions in a less cumbersome way. SB 903 (Skinner, 2024) was bold to broaden the prohibition to all products, but it died in Senate Appropriations Committee. SB 903 lacked flexibility that would allow time for administrative procedures and industry innovation, especially for products in which PFAS is considered to be an essential use.

   Prior to the Assembly amendments, this bill addressed these constraints with a tiered timeline and categorical approach for a more efficient review of petitions and an opportunity for industries to adjust. The Assembly amendments remove the petition process for exemptions and limit the prohibition on intentionally-added PFAS to six products, mirroring a piecemeal approach.

   Whether the approach to prohibition is piecemeal or an umbrella, outright bans can be risky. There may not be enough time to find alternatives that are suitable for the product or public health, and in many cases, bans can result in the use of regrettable substitutions. Finding alternatives that fit the bill for the product function and public health takes time for in-depth, comprehensive research and thorough collaborative evaluations.

4) *DTSC Safer Consumer Products Program*. DTSC administers the Safer Consumer Products (SCP, previously known as Green Chemistry) Program, which aims to advance the design, development, and use of products that are chemically safer for people and the environment. DTSC's approach provides

[10] U.S. Environmental Protection Agency. (2024). Our Current Understanding of the Human Health and Environmental Risks of PFAS.

science-based criteria and procedures for identifying and evaluating alternatives with the objective of replacing chemicals of concern with safer chemicals and avoiding the use of substitute chemicals that pose equal or greater harm. Under the SCP Program, all PFAS compounds are "Candidate Chemicals" because they exhibit specified hazardous traits.

DTSC has designated two product categories that contain PFAS as "Priority Products": carpets/rugs and treatments for textiles or leathers. A Priority Product is a consumer product identified by DTSC that contains one or more Candidate Chemicals and that has the potential to contribute to significant or widespread adverse impacts on humans or the environment. Manufacturers of a Priority Product must submit an alternatives analysis which determines whether there are any safer alternatives to the Candidate Chemical in the product. The outcomes of the alternatives analysis could lead to alternative ingredients or product design or regulatory responses.

While SCP has been a helpful framework to eliminate PFAS in carpets, rugs, textiles, and leathers, critics have expressed concern that the program is too slow and not suitable to address the universe of products currently containing intentionally-added PFAS. The Legislature has been encouraged to take action through legislation on product-chemical combinations where the chemical of concern is considered unnecessary for the product's function or where a safer alternative is known. This bill prohibits the use of intentionally-added PFAS from six products in which the use of PFAS is considered unnecessary or safer alternative chemicals or products are available.

Comments

1) *Purpose of Bill.* According to the author, "SB 682 aims to comprehensively ban unnecessary uses of per- and polyfluoroalkyl substances (PFAS), commonly known as "forever chemicals," in products. SB 682 will pragmatically shift California's approach to PFAS to an essential use model, eliminating unnecessary uses of PFAS while creating a pathway for necessary uses to continue. This will focus on reducing the public health impacts and financial burden of managing these toxic chemicals, while still allowing for critical uses of PFAS to continue. California has long been a national leader in regulating harmful chemicals, so this bill is the natural next step in this fight. PFAS is impacting our communities, our environment, and utility ratepayers. This issue is quickly becoming a significant and costly management concern for drinking water and wastewater utilities tasked with protecting public health and the environment. SB 682 will protect people from PFAS-associated health

harms, prevent further contamination, and will hold manufacturers accountable to produce more sustainable products without these harmful chemicals."

2) *How the costs of contamination trickles down*. Part of the burden and responsibility to address PFAS contamination often falls on municipal drinking water and wastewater systems. The U.S. EPA requires these public systems to monitor their water and take action if the contamination exceeds the maximum contaminant levels (MCLs). With new developments in the research of exposure and health impacts of PFAS, the U.S. EPA can establish more stringent MCLs. By lowering this threshold, more public drinking water systems may exceed the MCL and would be considered in a health-based violation under the Safe Drinking Water Act. If a public water system does not comply with the required standards within a period of time, then state agencies can take enforcement actions, including administrative orders, legal actions, or issue fines.[11,12] The costs of enforcement could then further inhibit the ability to comply. The financial burden of treatment can be shifted to the public, through increases in utility rates where possible or with state and federal funds. But in some cases, if water systems lack the ability to treat PFAS contamination, they may shut down, eliminating access to water supplies.

   This bill proposes to prohibit the use of PFAS in products that are likely to contribute to contamination in wastewater. This bill promotes source reduction of toxic chemicals by mitigating contamination and the burdens that fall on municipal drinking water and wastewater systems.

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

According to the Assembly Appropriations Committee, "DTSC will incur costs of an unknown, but potentially significant amount, to enforce the prohibitions established by this bill under the AB 347 framework (see background). DTSC has not yet received funding to implement AB 347; therefore, it is challenging to determine the incremental cost of implementing this bill. In later years, a portion of the department's implementation costs may be offset by any administrative penalty revenue collected and deposited into the PFAS Enforcement Fund. The exact magnitude of DTSC's costs is unknown and will depend on the scope and frequency of DTSC's testing and enforcement in any given year."

"For its part, if it is not allocated funding to implement AB 347, DTSC estimates costs of up to $3.8 million annually, including up to 12 staff, to implement this bill

[11] U.S. Environmental Protection Agency (2024). Safe Drinking Water Act (SDWA) Resources and FAQs.
[12] U.S. Environmental Protection Agency (2004). Understanding the Safe Drinking Water Act.

(Toxic Substances Control Account (TSCA), PFAS Enforcement Fund). The department notes that while this bill embeds additional products or product categories under the enforcement framework of AB 347, it exempts manufacturers of these products from AB 347's registration requirements (including the payment of registration fees). DTSC notes its startup costs would require a loan from TSCA, which is supported by the Environmental Fee and annually adjusted by the Board of Environmental Safety (BES) at a rate sufficient to cover DTSC's operations. DTSC anticipates BES would need to increase the fee by approximately 3% to generate sufficient revenues to fund the increased expenditures required to implement this bill and AB 347."

"The Department of Justice anticipates costs of an unknown, but potentially significant amount, due to the potential for increased referrals from DTSC, its client agency (Legal Services Revolving Fund)."

SUPPORT: (Verified 9/12/25)

Breast Cancer Prevention Partners (co-source)
California Association of Sanitation Agencies (co-source)
Clean Water Action (co-source)
Environmental Working Group (co-source)
Natural Resources Defense Council (co-source)
A Voice for Choice Advocacy
Alliance of Nurses for Healthy Environments
American College of Ob-gyn's District Ix
American Sustainable Business Network
Association of California Water Agencies
Azul
Bay Area Clean Water Agencies
California Casa
California Democratic Party
California Health Coalition Advocacy
California Product Stewardship Council
California Professional Firefighters
California Safe Schools
California Safe Schools Coalition
California Stormwater Quality Association
Californians Against Waste
Calpirg
Center for Community Action and Environmental Justice
Center for Environmental Health

Center for Public Environmental Oversight
Central Contra Costa Sanitary District
City of Lomita
City of Roseville
City of Santa Rosa
City of Thousand Oaks
Cleanearth4kids.org
Climate Reality Project San Diego
Climate Reality Project San Fernando Valley Chapter
Climate Reality Project, Los Angeles Chapter
Climate Reality Project, Orange County
Coalition for Clean Air
Community Water Center
Dublin San Ramon Services District
East Bay Dischargers Authority
East Valley Water District
Eastern Municipal Water District
Educate. Advocate.
El Granada Advocates
Elsinore Valley Municipal Water District
Environmental Defense Fund
Environmental Working Group
Erin Brockovich Foundation
Facts Families Advocating for Chemical and Toxics Safety
Fairfield-suisun Sewer District
Go Green Initiative
Green Science Policy Institute
Inland Empire Utilities Agency
Integrated Resource Management
Jurupa Community Services District
Las Virgenes Municipal Water District
Leadership Counsel Action
League of California Cities
Los Angeles County Sanitation Districts
Los Angeles Waterkeeper
Monterey One Water
National Stewardship Action Council
Non-toxic Neighborhoods
Orange County Sanitation District
Physicians for Social Responsibility - Los Angeles

Physicians for Social Responsibility - San Francisco Bay
Rancho California Water District
Recolte Energy
Resource Renewal Institute
Responsible Purchasing Network
Rethink Disposable
San Francisco Bay Area Physicians for Social Responsibility
San Francisco Baykeeper
Save the Bay
Sierra Club
Sierra Club California
Silicon Valley Clean Water
Socal 350 Climate Action
Stopwaste
Story of Stuff
Vallejo Flood and Wastewater District
Valley Sanitary District
Water Replenishment District of Southern California
Watereuse California
Western Municipal Water District

OPPOSITION: (Verified 9/12/25)

Advanced Medical Technology Association
African American Farmers of California
Agc America INC. And Subsidiaries
Agricultural Council of California
Air Conditioning, Heating and Refrigeration Institute
Alliance for Automotive Innovation
American Apparel & Footwear Association
American Chemistry Council
American Coatings Association
American Forest & Paper Association
American Fuel & Petrochemical Manufacturers
American Petroleum Institute
Animal Health Institute
Association of Equipment Manufacturers
Association of Home Appliance Manufacturers
Bio-process Systems Alliance
Biocom California
Building Owners and Managers Association of California

California Association of Pest Control Advisers
California Automotive Wholesalers' Association
California Building Industry Association
California Business Properties Association
California Chamber of Commerce
California Cotton Ginners & Growers Association
California Grocers Association
California Hispanic Chamber of Commerce
California Hydrogen Business Council
California League of Food Producers
California Life Sciences
California Manufacturers & Technology Association
California Metals Coalition
California New Car Dealers Association
California Restaurant Association
California Retailers Association
California Tomato Growers Association
Can Manufacturers Institute
Center for Baby and Adult Hygiene Products
Chemical Industry Council of California
City of Fairfield
Coalition of Manufacturers of Complex Products
Communication Cable and Connectivity Association
Consumer Brands Association
Consumer Healthcare Products Association
Cookware Sustainability Alliance
Croplife America
Dairy Institute of California
European Federation of The Cookware, Cutlery and Houseware Industry
Flexible Packaging Association
Fluid Sealing Association
Fuel Cell and Hydrogen Energy Association
International Sleep Products Association
Juvenile Products Manufacturers Association
Lkq Corporation
Mema the Vehicle Supply Association
Naiop California
National Council of Textile Organizations
National Marine Manufacturers Association
Nisei Farmers League

North American Association of Food Equipment Manufacturers
Outdoor Power Equipment Institute
Personal Care Products Council
Plumbing Manufacturers International
Printing United Alliance
Recreational Off-highway Vehicle Association
Recreational Vehicle Institue of America
Responsible Industry for A Sound Environment - Rise
Rise
Rv Industry Association
Solar Energy Industry Association
Specialty Equipment Manufacturers Association
Specialty Equipment Market Association
Specialty Vehicle Institute of America
Spray Polyurethane Foam Alliance
Sustainable Pfas Action Network
The Cookware and Bakeware Alliance
The Toy Association
Truck and Engine Manufacturers Association
Valve Manufacturers Association
Western Growers Association
Western Plant Health Association
Western Plastics Association
Western Tree Nut Association

Prepared by: Taylor McKie / E.Q. / (916) 651-4108
9/12/25 21:30:10

****** END ******