

Textile Stewardship Informal Regulatory Concepts Workshop

Textile Stewardship Regulations

September 29, 2026

**Department of Resources Recycling and Recovery
Product Stewardship Branch; Product Stewardship
Compliance Branch; Legal Affairs Office**

**Topics Covered:
Responsible End Markets, Reuse, Repair,
Convenient Collection, Producer
Identification, and Exemptions**

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Overview and Purpose of the Workshop

The Department of Resources Recycling and Recovery (CalRecycle) has scheduled a workshop on September 29, 2026, from 10:00 AM to 3:00 PM, in the Byron Sher Auditorium, located on the 2nd Floor at 1001 I Street, Sacramento, CA 95814. The purpose of the workshop is to consult with the public, the regulated community, and other interested parties to solicit feedback on regulation concepts related to some of the requirements outlined in California's Responsible Textile Recovery Act of 2024 (Act) ([Public Resource Code \(PRC\) Sections 42984-42984.27](#)) as enacted by Senate Bill (SB) 707 ([Newman, Chapter 864, Statutes of 2024](#)).

This workshop covers CalRecycle's proposed concepts for consideration related to responsible end markets, convenient collection system, and producer identification and exemptions. Other topics will be addressed in subsequent workshops.

This workshop is split into three parts:

- **Part I** will discuss responsible end markets, reuse, repair, and supporting topics.
- **Part II** will discuss the convenient collection system and supporting topics.
- **Part III** will discuss producer identification and exemptions and supporting topics.

The purpose of this document is to provide interested parties, in advance of the workshop, with an outline of the information that will be presented at the workshop and provide guidance on the type of feedback CalRecycle plans to solicit. All specific requests for feedback are included in gray textboxes, but CalRecycle welcomes and will consider any feedback interested parties wish to provide.

CalRecycle is accepting comments on the proposed regulatory concepts for consideration outlined in this discussion document through October 13, 2026. See the section titled "Process for Submitting Written Feedback" at the end of this document for more information about how to submit comments.

Further information on past and future informal regulatory workshops will be posted on [CalRecycle's Textile Stewardship Website](#).

Part I: Responsible End Markets, Reuse, and Repair

In Part I, CalRecycle will provide an overview of the proposed regulatory concepts related to responsible end markets (REMs), reuse, and repair.

Topic 1: Criteria for Responsible End Markets (REMs)

Statute Sections: PRC sections [42041](#) and [42984.3](#)

Statutory Background

PRC section [42984.3\(x\)](#): "Responsible end market" has the same meaning as set forth in subdivision (ad) of Section 42041.

PRC section [42041\(ad\)](#): “Responsible end market” means a materials market in which the recycling and recovery of materials or the disposal of contaminants is conducted in a way that benefits the environment and minimizes risks to public health and worker health and safety. The department may adopt regulations to identify responsible end markets and to establish criteria regarding benefits to the environment and minimizing risks to public health and worker health and safety.

PRC section [42984.3\(v\)](#): “Recycle” or “recycling” has the same meaning as set forth in paragraphs (1), (2), and (3) of subdivision (aa) of Section [42041](#). To be considered recycled, covered products shall be recycled into new, reused, or reconstituted products.

PRC section [42041\(aa\)](#): (aa)(1) “Recycle” or “recycling” means the process of collecting, sorting, cleansing, treating, and reconstituting materials that would otherwise ultimately be disposed of onto land or into water or the atmosphere, and returning them to, or maintaining them within, the economic mainstream in the form of recovered material for new, reused, or reconstituted products, including compost, that meet the quality standards necessary to be used in the marketplace.

(2) “Recycle” and “recycling” does not include any of the following:

(A) Combustion.

(B) Incineration.

(C) Energy generation.

(D) Fuel production, except for anaerobic digestion of source separated organic materials.

(E) Other forms of disposal.

(3) To be considered recycled, covered material shall be sent to a responsible end market.

Regulatory Concept

The Act defines REMs and requires that recycling and recovery be conducted in a way that benefits the environment and minimizes risks to public health and worker health and safety. However, the statute does not identify the specific criteria, documentation, or verification steps necessary to determine whether a person or entity meets the requirements to be considered a REM. Nor does the statute describe how REMs should be distinguished from other entities. Regulatory clarification is needed to ensure consistency in how REMs are identified, evaluated, and verified.

CalRecycle is considering regulations to define how REMs are identified and verified. As part of this evaluation, a regulatory framework may include the following:

1. Compliance with all applicable local, state, federal, and international laws.

2. Demonstrated benefits to the environment.
3. Measures to minimize risks to public health and to worker health and safety.
4. Transparent material tracking and reporting practices, including chain-of-custody documentation.
5. Requirements that support verification and auditability.
6. Performance expectations for REMs, such as minimum yield.
7. Clarification of the roles and relationships among intermediate supply-chain entities, responsible end markets, and ultimate disposition.

1. Compliance

Regulatory Concept

The statute requires REMs to minimize risks to public and worker health, but it does not specify how responsible end markets should demonstrate compliance with environmental, public health, or worker safety laws. Without clear expectations, REMs may vary widely in how they document and demonstrate lawful operations. This ambiguity creates the need for regulatory criteria to define the compliance standards necessary for REM designation.

CalRecycle is considering regulations that specify how responsible end markets demonstrate adherence to compliance standards. These regulations may require REMs to:

1. Demonstrate that they hold valid permits, licenses, and clearances to lawfully conduct collection, processing, or recycling activities to the PRO or CalRecycle.
2. Demonstrate to the PRO or CalRecycle that all operations and activities conducted are in accordance with applicable local, sub-national, national, and international laws.
3. Demonstrate compliance upon request by the PRO or CalRecycle through specific record keeping requirements.

2. Benefits to the Environment and Minimizing Risks to Public Health and Worker Health and Safety

Regulatory Concept

The statute requires REMs to operate in a way that benefits the environment and minimize risks to public and worker health, but it does not specify which environmental outcomes must be achieved or how benefits and protections should be demonstrated or documented. This lack of specificity creates challenges for the PRO tasked with verifying REMs. Regulatory clarity would help ensure consistent environmental performance and facilitate statewide verification.

CalRecycle is considering regulations that specify how REMs demonstrate benefits to the environment. These regulations may require responsible end markets to:

1. Minimize discharge of emissions and effluents, and production of residual materials.
2. Minimize environmental contamination from microfibers, microplastics, PFAS, etc.
3. Document compliance with environmental, health, and safety requirements in the PRO's plans and annual reports.
4. Describe occupational mitigation efforts in the PRO's plans and annual reports.

3. Transparency

Regulatory Concept

The statute requires covered materials to be sent to responsible end markets, but it does not describe the documentation, tracking systems, or recordkeeping necessary to verify material movement or final disposition. To ensure accurate reporting and prevent improper disposal, regulatory clarity is needed to establish transparency requirements for REMs.

CalRecycle is considering regulations to specify how REMs demonstrate transparency. These regulations may require REMs to:

1. Maintain chain-of-custody records encompassing all intermediate supply chain entities and persons or entities serving as end markets for at least five years.
2. Document all complaints, violations, penalties, or other forms of enforcement.
3. Maintain records of all permits, licenses, and clearances.
4. Provide records to the PRO upon request.
5. Disclose accepted covered products and incompatible materials to the PRO and CalRecycle upon request.
6. Consent to audits conducted by the PRO.

4. Verification and Audits

Regulatory Concept

Although statute authorizes CalRecycle to identify REMs, it does not specify how REMs should be evaluated or audited over time. Without defined verification and audit expectations, PROs and CalRecycle may lack sufficient information to assess compliance and continued eligibility. Regulatory clarification is needed to establish consistent verification and auditing procedures.

CalRecycle is considering regulations that specify how audits of REMs shall be conducted. These regulations may include:

1. Annual compliance audits conducted by the PRO of each REM.
2. Annual verification by the PRO that each REM meets all required criteria.
3. Inclusion of audit findings in the PRO's annual report.
4. Requiring the PRO to cease use of any person or entity that fails to meet specified criteria.

5. Performance Expectations

Regulatory Concept

The statute requires REMs to support recycling in a manner that returns materials to the marketplace in the form of recovered material for use and minimizes disposal, but it does not define which performance outcomes must be achieved or how results should be measured. To ensure consistent reporting and meaningful recycling outcomes, regulatory performance expectations are needed.

CalRecycle is evaluating whether to adopt performance requirements for REMs. These regulations may require responsible end markets to:

1. Return covered products to the marketplace for use through recycling.
2. Convert covered products into other usable products or feedstock.
3. Demonstrate that diverted materials are not disposed.
4. Distinguish between intermediate processing and ultimate disposition or conversion.
5. Report quantities recycled consistently, including process yield rates.
6. Meet minimum performance expectations informed by statewide needs assessment data.

Request for Feedback on Criteria for Responsible End Markets

- 1) What criteria should entities meet to be designated as a REM?
- 2) How should REMs demonstrate that their recycling or recovery processes “benefit the environment” as required by statute, and what evidence should PROs be required to obtain?
- 3) What documentation or operational practices should REMs provide to demonstrate minimization of risks to public health and worker health and safety?
- 4) How should REMs document and verify that recycling processes exclude prohibited activities such as combustion, incineration, energy generation, and other forms of disposal?
- 5) What level of transparency, such as chain-of-custody, disclosure of incompatible materials, or reporting of violations, is needed for the PRO or CalRecycle to verify REM compliance?
- 6) What oversight or audit methodology would provide sufficient assurance that REMs meet designated criteria?
- 7) What performance-based criteria (e.g., yield rates, material recovery targets) are appropriate for determining whether a REM is effectively returning materials to productive use?
- 8) How can the PRO ensure that international persons or entities serving as end markets adhere to REM criteria?
- 9) What additional criteria should CalRecycle consider to ensure that recycling, material recovery, and contaminant disposal are conducted in ways that both benefit the environment and minimize risks to public health and worker health and safety?

Topic 2: Intermediate Supply Chain Entities

Statute Sections: PRC sections [42984.10](#) and [42984.17](#)

Statutory Background

PRC section [42984.10\(f\)](#): A plan for covered products shall be designed to accept and manage all postconsumer covered products and shall include all of the following:

...

(f) A description of the process by which collected covered products will be sorted, transported, processed, reused, and recycled following collection at collection sites, including all of the following:

(1) A description of how covered products will be handled and managed according to the waste management practices pursuant to Section 40051, including both of the following:

(A) (i) How the plan will prioritize the reuse, including repair, of collected covered products.

(ii) Products designed for use by infants and children under 12 years of age with components that pose a risk of detachment, thus creating choking hazards, or containing components subject to Part 1303 (commencing with Section 1303.1) and Part 1307 (commencing with Section 1307.1) of Title 16 of the Code of Federal Regulations, including, but not limited to, metallic, vinyl, or plastic snaps, zippers, grommets, closures, or appliques may be excluded from repair and reuse by the PRO.

(B)(i) How the plan will include the incentive payments, grants, and market development investments specified in clause (vii) to encourage reuse over recycling and other methods.

(ii) A description of how covered products will be sorted by authorized sorters, including a description of how the flow of covered products to and from authorized collectors, authorized sorters, authorized repair businesses, and recyclers will be tracked through final disposition.

(iii) A description of how the PRO will maximize the reuse and recycling of all covered products.

(iv) A description of how the PRO will minimize disposal of covered products collected by the PRO.

(v) A description of how the PRO will prioritize, to the extent feasible, the use and development of sorting, repair, and recycling facilities located closer to the point of collection to minimize transportation-related emissions and increase accountability for the ultimate disposition of the covered products.

(vi) A description of the annual assessment the PRO will conduct and the metrics it will use to determine how collection, sorting, and transportation outcomes aligned with projections.

(vii) A description of how the plan will provide incentive payments, grants, and market development investments to support the infrastructure necessary to effectively implement the plan, including how incentive payments, grants, and market development investments will prioritize infrastructure closer to the point of generation pursuant to clause (v).

(viii) A description of how the actions taken pursuant to clause (vii) will ensure that covered products are reused or recycled and have responsible and economically viable persons or entities serving as end markets.

PRC section [42984.17\(j\)](#): A PRO shall annually submit to the department, in the form and manner and by the date determined by the department, an annual report and make that report publicly available on the PRO's internet website. The report shall include at

minimum, all of the following information for the preceding calendar year unless otherwise specified:

...

(j) A list of each authorized sorter, authorized repair business, and covered product recycling facility used by the PRO, including both of the following:

(1) Name and location.

(2) Total weight of covered products handled by each location.

PRC section [42984.17\(n\)](#): A description of methods used to collect, transport, repair, and recycle covered products by the PRO, including a description of all of the following:

(1) How the PRO handled and managed covered products according to the waste hierarchy as defined in Section 40051.

(2) How the PRO maximized reuse and recycling of all covered products.

(3) How the PRO minimized disposal of all covered products collected by the PRO.

(4) Results of the PRO's assessment of the efficacy of the collection, sorting, and transportation process.

PRC section [42984.17\(r\)](#): A PRO shall annually submit to the department, in the form and manner and by the date determined by the department, an annual report and make that report publicly available on the PRO's internet website. The report shall include at minimum, all of the following information for the preceding calendar year unless otherwise specified:

...

(r) A report on activities the PRO has undertaken to prioritize the use of sorting and recycling facilities located closer to the point of generation to minimize transportation emissions and increase accountability for the ultimate disposition of collected covered products.

Regulatory Concept

Although the statute requires PROs to track and report on covered materials from collection to ultimate disposition, it does not clearly differentiate between intermediate entities in the supply chain and facilities responsible for the ultimate disposition of collected covered products. Facilities may perform a combination of sorting, preprocessing, aggregation, and partial conversion, making classification challenging. Clarifying these processes by defining or specifying the term "intermediate supply chain entity" will help ensure consistent reporting and accurate tracking of material flows.

CalRecycle is considering regulations defining "intermediate supply chain entities." These regulations may include:

1. Clarifying that any facility or operation, excluding collectors and the person or entity serving as an end market, that receives materials from covered products and conducts processing or receives materials after any processing has occurred is an intermediate supply chain entity.
2. Specifying that facilities or operations are intermediate supply chain entities and not persons or entities serving as end markets with respect to materials they transfer off-site for further processing or disposal.
3. Recognizing that facilities may function as an intermediate supply chain entity for some materials and a person or entity serving as an end market or ultimate disposition for materials they fully process.

Proposed Regulatory Definition

“Intermediate supply chain entity” means any facility or operation, excluding the person or entity serving as an end market, that receives materials from covered products after they have been collected. A facility or operation owned by the person that collected the covered products is also considered an intermediate supply chain entity if it conducts processing or if it receives the materials after any processing of the covered products has occurred. A facility or operation is an intermediate supply chain entity, not a person or entity serving as an end market, with respect to covered products or material from covered products that it transfers off-site for further processing or disposal, regardless of whether it is a person or entity serving as an end market with respect to other materials.

Request for Feedback on Intermediate Supply Chain Entities

- 1) What criteria should be used to clearly distinguish intermediate supply chain entities from persons or entities serving as end markets and other facilities responsible for ultimate disposition of covered products?
- 2) How should regulations account for facilities that serve dual roles, functioning as intermediate supply chain entities for materials they transfer off-site, while acting as persons or entities serving as end markets or ultimate disposition for materials they fully process?
- 3) What reporting requirements are necessary to ensure accurate tracking of material flows through intermediate supply chain entities, including weights, processing steps, and downstream destinations?

Topic 3: Ultimate Disposition

Statute Sections: PRC sections [42984.10](#) and [42984.17](#)

Statutory Background

PRC section [42984.10\(f\)\(1\)\(B\)\(v\)](#): A plan for covered products shall be designed to accept and manage all postconsumer covered products and shall include all of the following:

...

(v) A description of how the PRO will prioritize, to the extent feasible, the use and development of sorting, repair, and recycling facilities located closer to the point of collection to minimize transportation-related emissions and increase accountability for the **ultimate disposition** of the covered products.

PRC section [42984.17\(l\)](#) and [\(r\)](#): A PRO shall annually submit to the department, in the form and manner and by the date determined by the department, an annual report and make that report publicly available on the PRO's internet website. The report shall include at minimum, all of the following information for the preceding calendar year unless otherwise specified:

...

(l) A complete accounting of the **ultimate disposition** of all covered products collected by the PRO, including the total weight of covered products that were repaired and recycled.

...

(r) A report on activities the PRO has undertaken to prioritize the use of sorting and recycling facilities located closer to the point of generation to minimize transportation emissions and increase accountability for the **ultimate disposition** of collected covered products.

Regulatory Concept

The statute emphasizes accountability for the ultimate disposition of covered products, requiring PROs to account for how covered products are managed. While the law requires responsible management of covered products, it does not define or specify how different types of disposition should be classified or distinguished.

CalRecycle is considering regulations defining "ultimate disposition" as an overarching concept that encompasses all waste management strategies for covered products and clarifies how PROs must account for them. These regulations may include:

1. Defining "ultimate disposition" in a manner that includes all final destinations and conversion pathways.
2. Criteria for qualifying as an ultimate disposition, including completion of conversion into usable products, feedstock, usable component materials, or any other end point for covered products.
3. Differentiating between ultimate disposition and intermediate supply chain entities.
4. Reporting requirements for covered product weights, conversion outcomes, and other metrics related to each ultimate disposition type.
5. Standards ensuring that all ultimate disposition pathways, including disposal, are transparently reported and managed consistently.

Request for Feedback on Ultimate Disposition

- 1) How should “ultimate disposition” be defined to capture all final destinations of covered products while maintaining clarity between repair, reuse, recycling, and disposal?
- 2) What criteria should be used to distinguish an ultimate disposition from an intermediate supply chain entity, particularly in cases where materials undergo multiple stages of processing before reaching their end point?
- 3) What reporting (e.g., weights, conversion outcomes, environmental impacts) is necessary for PROs to demonstrate accountability for the ultimate disposition of covered products?
- 4) What regulatory standards or verification mechanisms are needed to support accurate tracking of where materials ultimately end up, especially when covered products undergo processing by multiple facilities?

Topic 4: Reuse and Repair

Statute Sections: PRC sections [42984.3](#) and [42984.17](#)

1. Recycle and Reuse

Statutory Background

PRC section [42984.3\(v\)](#): “Recycle” or “recycling” has the same meaning as set forth in paragraphs (1), (2), and (3) of subdivision (aa) of Section 42041. To be considered recycled, covered products shall be recycled into new, **reused**, or reconstituted products.

PRC section [42984.3\(z\)](#): “**Reuse**” means the resale of a collected covered product to a consumer for its original intended use with or without repair.

Regulatory Concept

Statute employs the term “reuse” in two distinct contexts, with apparently different meanings. PRC section 42984.3(z) defines reuse as the resale of a collected covered product for its original intended use with or without repair. Section 42984.3(v) employs “reused” in the definition of recycling. Regulatory clarification is needed to ensure consistent interpretation and reporting. Without specified distinctions, regulated entities may conflate recycling and reuse, making it difficult to consistently determine how covered products are managed.

CalRecycle is considering regulations to clarify the term “reuse.” These regulations may include:

1. Distinguishing reuse of covered products from recycling into reused products.
2. Establishing separate reporting requirements for each form of reuse.

3. Identifying criteria to help PROs determine whether a reused product originated from recycling or direct resale pathways.

2. Resale

Statutory Background

PRC section [42984.3\(z\)](#): Reuse means the **resale** of a collected covered product to a consumer for its original intended use with or without repair.

Regulatory Concept

The statute specifies that reuse requires resale, but it does not distinguish between commercial resale and informal private sales (such as yard sales or person-to-person transactions). Without clarification, PROs may face uncertainty determining which transactions qualify as reuse under the Act and which fall outside the scope of regulated reuse activities. Defining resale will help ensure consistency and allow PROs to verify compliance.

CalRecycle is evaluating whether to promulgate regulations to define “resale.” Regulations under evaluation may include:

1. Clarifying that “resale” refers to commercial sale of covered products through registered business entities.
2. Distinguishing commercial resale from informal private sales that fall outside the scope of regulated reuse.
3. Identifying documentation or business registration requirements necessary to demonstrate a resale activity qualifies as reuse.

Proposed Regulatory Definition

“Resale” for the purposes of the Act means the commercial sale of covered products placed on secondhand markets by or through a registered business filed with the California Secretary of State or on secondhand markets that are a business registered with the California Secretary of State.

3. Authorized Repair Business

Statutory Background

PRC section [42984.3\(d\)](#): “Authorized repair business” means a person or entity that has **entered into an agreement** with a PRO to repair covered products for resale after collection by an authorized collector or after sorting by an authorized sorter.

PRC section [42984.17\(j\)](#): A list of each authorized sorter, **authorized repair business**, and covered product recycling facility used by the PRO, including both of the following:

- (1) Name and location.
- (2) Total weight of covered products handled by each location.

Regulatory Concept

While statute defines “authorized repair business” and requires PROs to report the name, location, and total weight handled by each location, it does not specify what operational expectations they must meet.

The statute also limits reporting to three elements, name, location, and weight handled, which may not provide sufficient information to identify which practices count as “repair,” or evaluate repair practices, safety measures, or compliance with applicable laws. Regulatory clarification may be necessary to establish consistent statewide standards for authorization, reporting, recordkeeping, and oversight of authorized repair businesses participating in the stewardship program.

CalRecycle is considering regulations specifying expectations for authorized repair businesses. Regulations under evaluation may include:

1. Operational criteria that authorized repair businesses must meet, including repair practices, safety standards, and quality controls.
2. Requiring the PRO to identify applicable rules, conditions, and standards for authorized repair businesses in its plan.
3. Identifying reporting requirements such as describing repair methods, the covered products repaired, and documenting safety standards.
4. Requirements for authorized repair businesses to maintain documentation demonstrating resale of repaired covered products and compliance with applicable health, safety, and environmental laws.
5. Requirements for PROs to verify the performance and compliance of authorized repair businesses through audits, monitoring, or periodic review.

4. Redesigning and Repurposing

Statutory Background

PRC section [42984.3\(w\)](#): “Repair” means any alteration or improvement of a damaged covered product deemed worth the cost of repair by criteria established by the plan, including but not limited to:

- (1) **Redesigning and repurposing.**
- (2) Mending rips, holes, seams, and hems.
- (3) Removing and repairing surface damage, such as pilling, stain removal, or abrasion.
- (4) Securing and reattaching buttons and other fastenings.
- (5) Dyeing, redyeing, over dyeing, or printing of images on covered products.
- (6) Preparation for reuse and resale.

Regulatory Concept

Although the statute lists “redesigning and repurposing” as a repair activity, it does not specify what types of transformations fall within this category to differentiate repair, a necessary step in some reuses, from other kinds of recycling. Without specificity in regulations, PROs may face difficulty determining whether a product remains a repaired covered product or was recycled into a new product.

CalRecycle is considering regulations to clarify the phrase “redesigning and repurposing.” Regulations under evaluation may include:

1. Clarifying that redesigning and repurposing refers to transforming collected covered products into new products, items, or covered products regardless of whether they are prepared for reuse, meaning the resale of a collected covered product to a consumer for its original intended use with or without repair.
2. Identifying when transformation into a usable covered product constitutes repair versus when the activity meets the definition of recycling (i.e., final material conversion into a product placed back on the market).
3. Distinguishing redesigning and repurposing from reuse and recycling to support accurate categorization in PRO reporting and oversight.

Proposed Regulatory Definition

“Redesigning and repurposing” means a collected covered product is altered or reconfigured to change its appearance, fit, durability, embellishments, or style, while retaining the original intended use of the covered product.

Request for Feedback on Repair

- 1) What criteria should be used to distinguish reuse that occurs as an outcome of recycling from direct resale of collected covered products, and what indicators best demonstrate which pathway was used?
- 2) What types of documentation (e.g., product descriptions, secondary-market listings, sales records, processing records) should be required to verify reuse activities?
- 3) What characteristics or indicators best demonstrate that a product is being resold for its original intended use, and in which product categories might determining original intended use be most challenging?
- 4) What criteria should be used to differentiate resale of collected covered products by established businesses (which qualifies as reuse) from informal person-to-person transactions?
- 5) What documentation requirements or verification practices should entities meet to demonstrate compliance with reuse requirements?
- 6) What operational, safety, or quality-control standards should authorized repair businesses be required to meet, and what documentation should they maintain to demonstrate compliance with applicable laws?
- 7) What additional reporting elements beyond name, location, and weight handled would help the PRO and CalRecycle evaluate repair activities, including repair methods, worker-safety protections, and the ultimate disposition of repaired products?
- 8) What criteria should be used to distinguish repair that involves redesigning and repurposing from recycling and reuse?
- 9) What are the typical resale markets for repaired covered products?
- 10) Is the meaning of “original intended use” clear? If not, how should the term be further clarified in regulations?

Part II: Convenient Collection System

In Part II, CalRecycle provides an overview of proposed regulatory concepts intended to clarify statutory requirements applicable to the convenient collection system implemented under the Act.

Topic 1: Convenience

Statute Section: PRC section [42984.10](#)

Statutory Background

PRC section [42984.10\(d\)](#): A plan for covered products shall be designed to accept and manage all postconsumer covered products and shall include all of the following:

...

(d) A description of how the PRO will provide for a **free and convenient dropoff or collection system** for covered products, **which shall include permanent collection sites and may include temporary collection sites and mail-back options**, in each county of the state that meets both of the following requirements:

(1) Provides for a minimum of 10 permanent collection sites or one permanent collection site per 25,000 people, whichever is greater, except as provided below:

(A) A county with a population of 18,000 and under shall have a minimum of three collection locations.

(B) A county with a population between 18,001 and 50,000 shall have a minimum of four collection locations.

(C) A county with a population between 50,001 and 100,000 shall have a minimum of eight collection locations.

(2) Provides for a reasonable geographic spread of permanent collection sites and an explanation for that geographic spread.

1. Minimum Expectations

Regulatory Concept

The statute requires PROs to plan to meet minimum convenience standards through a free and convenient collection system. The collection system must include permanent collection sites but statute does not specify how temporary collection sites, mail-back, or direct pick-up options can support convenience. Regulatory clarification is needed to ensure PROs adhere to clear and enforceable convenience standards.

CalRecycle is evaluating whether to promulgate regulations to clarify convenience standards for statewide collection systems. Regulations under evaluation may include:

1. Allowing the minimum convenience standard in counties with a population of 100,000 and under to be met through a combination of collection locations, which may include temporary collection sites that collectively provide convenience comparable to the specified minimum number of permanent collection sites.
2. Identifying how temporary collection sites, mail-back, and direct pick-up may supplement convenience once minimum standards are met.
3. Specifying that a collection bin can count as a permanent collection site if they are operated by an authorized collector and meets minimum criteria for operational days and hours and minimal downtime.
4. Establishing expectations for the PRO when it does not meet the minimum convenience standard within a county.

2. Signage

Statutory Background

PRC section [42984.10\(e\)\(2\)](#): A plan for covered products shall be designed to accept and manage all postconsumer covered products and shall include all of the following:

...

(2) A description of how the PRO will provide to collection sites at no cost the appropriate containers for covered products, training, **signage**, safety guidance, and educational materials.

Regulatory Concept

While statute requires PROs to plan to provide signage for collection sites, it does not specify that collection sites must display signage or identify what information must be included on such signage. Without clear signage standards, consumers may receive inconsistent or unclear information about how and where to drop off covered products.

CalRecycle is evaluating whether to promulgate regulations establishing specific signage requirements for collection sites. Regulations under evaluation may include:

1. Obligating authorized collectors to display signage provided by the PRO at collection sites.
2. Identifying minimum information that must appear on signage (service provider name, contact information, hours of operation, instructions for use).
3. Requirements to ensure signage is prominently displayed, easily visible, and placed in appropriate locations at each site.

Request for Feedback on Convenience

- 1) What criteria should CalRecycle use to determine whether the PRO sufficiently meets minimum convenience standards?
- 2) Should temporary collection sites and mail-back options count toward convenience only after permanent site minimums are met, and what conditions should apply when they are used as supplemental options?
- 3) What documentation, verification, or monitoring mechanisms are necessary to ensure PROs consistently apply convenience standards and accurately report steps taken to meet minimum collection requirements in each county?
- 4) What operational criteria should CalRecycle use to determine whether a collection site qualifies as a permanent location, including minimum operating hours, weeks of operation, and acceptance of all covered products?
- 5) What minimum signage content requirements are needed to ensure consistency, readability, accessibility, and clear consumer instruction across all statewide collection sites?
- 6) What standards should CalRecycle consider in meeting the collection systems for small counties pursuant to PRC section 42984.10(d)?
- 7) How could non-permanent collection sites, such as temporary sites, pickup services, collection events, or mail-back programs, collectively or individually count toward meeting a small county's minimum collection location requirement?

Part III: Producer Identification and Exemptions

In Part III, CalRecycle will provide an overview of the proposed regulatory concepts related to producer identification, product exclusion, and additional lists.

Section 1: Producer Identification

Topic 1: Identification and Registration Process

Statute Sections: PRC sections [42984.3](#) and [42984.4](#)

Statutory Background

PRC section [42984.3\(s\)\(1\)](#): “Producer” means a person who manufactures a covered product and who owns or is the licensee of the brand or trademark under which that covered product is sold, offered for sale, or distributed for sale in or into the state.

PRC section [42984.3\(s\)\(2\)](#): If there is no person in the state who is the producer for purposes of paragraph (1), the producer of the covered product is the owner of a brand or trademark or, if the owner is not in the state, the exclusive licensee of a brand or trademark under which the covered product is sold, imported for sale, offered for sale, or distributed for sale in or into the state, regardless of whether the trademark is registered. For purposes of this subdivision, an exclusive licensee is a person holding

the exclusive right to use a trademark or brand in the state in connection with the manufacture, sale, or distribution for sale in or into the state of the covered product.

PRC section [42984.3\(s\)\(3\)](#): If there is no person in the state who is the producer for purposes of paragraph (1) or (2), then the producer of the covered product is the person that imports the covered product into the state for sale or distribution.

PRC section [42984.3\(s\)\(4\)](#): If there is no other person in the state who is the producer for purposes of paragraphs (1), (2), or (3), the producer of the covered product is the distributor, retailer, or wholesaler who sells the product in or into the state.

PRC section [42984.4\(b\)](#): Each producer covered under a PRO shall register with that PRO in accordance with the procedures and requirements established by that PRO and shall comply with those procedures and requirements.

Regulatory Concept

The statute lays a foundation for determining whether a person or entity is a producer but lacks specificity regarding the process for making that determination. Establishing a uniform process applicable to all potentially regulated entities will result in consistent producer identification and greater clarity for establishing and enforcing the compliance list requirements (see PRC sections [42984.5](#) and [42984.20\(a\)](#)). A standardized registration process also reduces disputes about which entity bears responsibility for a given covered product.

CalRecycle is considering regulations specifying that the PRO shall be responsible for a process to map a regulated entity within the producer hierarchy. A regulatory framework may specify that the PRO is responsible for:

1. A registration portal, required forms, documentation, the registration process, and assignment of a producer registration number.
2. Collection and storage of records on brand ownership and licensing, importer-of record, and distributor and retailer details.
3. Maintenance of current inventory of producer registrations.
4. Submission of the registration inventory to CalRecycle at a defined interval.
5. Management of registration updates, including annual updates and those required within 30 days of changes to producer status.

Request for Feedback on Criteria for Identification and Registration Process

- 1) What challenges might be anticipated with the registration process or portal?
- 2) What documentation would best allow for identification of a business as a brand owner, licensee, manufacturer, distributor, importer, and/or wholesaler of covered products?

Topic 2: “In or into the State”

Statute Section: PRC section [42984.3](#)

Statutory Background

PRC section [42984.3\(s\)\(1\)](#): “Producer” means a person who manufactures a covered product and who owns or is the licensee of the brand or trademark under which that covered product is sold, offered for sale, or distributed for sale **in or into the state**.

PRC section [42984.3\(s\)\(5\)](#): For the purposes of this chapter, the sale of a covered product shall be deemed to occur in the state if the covered product is delivered to the consumer in the state.

Regulatory Concept

The statute defines the term “producer” of a covered product to include a producer of covered products sold, offered for sale, or distributed for sale in or into the state, the phrase “in or into the state” is not further defined. Clarifying the term in regulation is necessary because “in or into the state” could be interpreted in various ways, depending on the context.

CalRecycle is considering regulations to clarify the meaning of “in or into the state.” A regulatory framework may include:

1. The criteria for determining that a person or entity is subject to the Act as:
 - a) The person or entity is subject to the jurisdiction of California courts and/or;
 - b) The person or entity has voluntarily assumed responsibility under the Act.

Topic 3: Duty Assumption

Statute Sections: PRC sections [42984.3](#) and [42984.4](#)

Statutory Background

PRC section [42984.3\(r\)](#): “Person” has the same meaning as set forth in Section 40170.

PRC section [40170](#): “Person” includes an individual, firm, limited liability company, association, partnership, political subdivision, government agency, municipality, industry, public or private corporation, or any other entity whatsoever.

PRC section [42984.3\(s\)\(6\)](#): This chapter does not prohibit a person who manufactures, distributes, imports, offers for sale, or sells the covered product from assuming some or all of the duties and liabilities of the producer of the covered product and relieving from those duties and liabilities any other person who manufactures, distributes, imports, offers for sale, or sells the covered product.

PRC section [42984.4\(b\)](#): Each producer covered under a PRO shall register with that PRO in accordance with the procedures and requirements established by that PRO and shall comply with those procedures and requirements.

Regulatory Concept

The statute expressly allows a “person,” under the Act, who manufactures, distributes, imports, offers for sale, or sells the covered product to assume the duties and liabilities of the producer for that covered product from any other person who manufactures, distributes, imports, offers for sale, or sells the covered product. Statute does not specify the process, documentation, notice, or compliance-list handling requirements. Concise agreement elements, filing, and verification records will ensure clear accountability, prevent brand orphaning, and support audits/enforcement while preserving program continuity when an assumption of duties and liabilities takes place.

CalRecycle is considering regulations to specify how a person or entity may assume the duties and liabilities of a producer. A regulatory framework may specify that:

1. The PRO shall include in its producer responsibility plan a standardized duty assumption agreement form to be used between a producer and a person assuming some or all of the obligations of the producer under PRC section [42984.3\(s\)\(6\)](#).
2. Entities involved in a duty assumption agreement shall register with the PRO and be in compliance with the Act prior to entering into the agreement.
3. A duty assumption agreement must be submitted to the PRO and must include the following:
 - a) Both entities' PRO registration numbers
 - b) All products/brands/SKUs covered
 - c) Effective/termination dates
 - d) Fee/payment responsibility information
 - e) A records access clause
 - f) The specific duties to be assigned and liabilities to be relieved
 - g) The circumstances under which repeated compliance breaches may result in the termination of the agreement.
4. A producer may be required to maintain and provide records to CalRecycle to verify the status of a duty assumption agreement including, but not limited to, the duty assumption agreement, brand owner authorization, a list of all affected brands/SKUs, and other records.

5. The terms under which a duty assumption agreement may be considered null and void may include, but are not limited to, the assuming party ceases to exist, dissolves, is insolvent, or is unresponsive to the PRO or CalRecycle.
6. A producer and its products, brands, or SKUs covered are compliant only after the PRO approves the agreement as compliant and confirms the assuming entity is already compliant with its own obligations under the Act and with any obligations assumed under the Act.
7. An assuming entity must be in the state with respect to the Act.
8. A duty assumption agreement shall specify the duties to be assumed and obligations to be relieved.

Request for Feedback on duty assumption

- 1) What additional information should be included in a duty assumption agreement?
- 2) What restrictions should be placed in a duty assumption agreement?
- 3) What types of duties should be assumed?
- 4) How does failure to comply under the agreement affect the publication of compliance lists under PRC section 42984.20(a)?

Topic 4: Small Seller Exemption Process

Statute Sections: PRC sections [42984.3](#) and [42984.4](#)

Statutory Background

PRC section [42984.3\(s\)\(8\)](#): “Producer” does not include a seller with less than one million dollars (\$1,000,000) in annual aggregate global turnover adjusted annually pursuant to the California Consumer Price Index for All Urban Consumers for all items, as determined by the Department of Industrial Relations. The aggregate global turnover of a producer within the meaning of this chapter shall be calculated by adding together the respective turnovers of all of the following: ...

Regulatory Concept

The statute establishes the small seller exclusion and sets aggregation and Consumer Price Index requirements, but does not specify eligibility, records, or process requirements. Defining a clear, uniform process for submitting proof of small seller status with standardized forms, timelines, and requirements will reduce ambiguity, streamline enforcement, and help manage expectations.

CalRecycle is considering regulations to specify the process by which an entity acquires small seller status. A regulatory framework may specify that:

1. The PRO shall include in its plan a framework for a standardized small seller exemption process, including standardized forms.
2. The PRO shall maintain supporting records and provide them to CalRecycle upon request.
3. The PRO shall notify CalRecycle of new small seller registrations and supply CalRecycle with the full registration information within a defined timeframe.
4. The process shall require annual renewal by small sellers.
5. The PRO shall notify CalRecycle of any small seller status changes, including, but not limited to, any entity additions or removals within a defined timeframe.

Request for Feedback for Small Seller Exemption Process

- 1) What information and/or documentation is necessary to verify status as a small seller under the Act?
- 2) How often should a Small Seller List be updated?

Section 2: Product Exclusion

Topic 1: “Secondhand Covered Product”

Statute Section: PRC section [42984.3](#)

Statutory Background

PRC section [42984.3\(aa\)](#): “Secondhand covered product” means any covered product that has been previously owned by a consumer.

Regulatory Concept

The statute defines a secondhand covered product as one previously owned by a consumer, and “consumer” expressly includes businesses, nonprofits, and governmental entities. Without guardrails, transfers among related or affiliated entities could mischaracterize a covered product as secondhand.

CalRecycle is considering regulations to clarify the definition of secondhand covered product and specify the scope of how secondhand covered products may be acquired. A regulatory framework may specify that:

1. If a covered product moves between entities under common control or significant influence, that transfer alone does not cause the covered product to be considered a secondhand covered product.
2. A covered product shall only be considered a secondhand covered product when it is sold by a secondhand market.

Request for Feedback on “Secondhand Covered Product”

- 1) How can an entity provide proof that a covered product was previously owned by a consumer other than itself or its related parties?

Topic 2: Personal Protective Equipment Exclusion Process

Statute Sections: PRC sections [42984.3](#) and [42984.4](#)

Statutory Background

PRC section [42984.3\(a\)\(2\)](#): “Apparel” does not include any of the following:

PRC section [42984.3\(a\)\(2\)\(A\)](#): Personal protective equipment or clothing items for use by the United States military.

PRC section [42984.3\(a\)\(2\)\(B\)](#): Personal protective equipment worn to protect the wearer from health or environmental hazards.

PRC section [42984.4\(b\)](#): Each producer covered under a PRO shall register with that PRO in accordance with the procedures and requirements established by that PRO and shall comply with those procedures and requirements.

Regulatory Concept

The statute expressly excludes personal protective equipment and military clothing items; however, there is little specificity regarding the process for an entity to acquire an exclusion or for eligibility, records, or other process requirements. Defining a clear, uniform process with standardized forms, timelines, and requirements will reduce ambiguity, streamline enforcement, and help manage expectations. Additionally, concise inclusionary criteria and records requirements will minimize misclassification and ensure consistent application of the exclusions.

CalRecycle is considering regulations to specify the process by which an entity acquires an exclusion for personal protective equipment. A regulatory framework may specify:

1. That the PRO shall include in its plan a standardized process by which an entity acquires an exclusion for an item that qualifies as personal protective equipment under the Act.
2. The process shall use standardized forms and store supporting records.
3. The process shall require annual renewal by the entity that holds the exclusion.

Request for Feedback on Personal Protective Equipment Exclusion Process

- 1) How often should a Personal Protective Equipment List be updated?
- 2) Does audience have suggestions for standardized criteria that qualifies something as personal protective equipment?

Section 3: Additional Lists

Topic 1: List Types

Statute Sections: PRC sections [42984.3](#), [42984.7](#), and [42984.10](#)

Statutory Background

PRC section [42984.3\(a\)\(2\)\(A\)](#): Personal protective equipment or clothing items for use by the United States military.

PRC section [42984.3\(a\)\(2\)\(B\)](#): Personal protective equipment worn to protect the wearer from health or environmental hazards.

PRC section [42984.3\(s\)\(8\)](#): “Producer” does not include a seller with less than one million dollars (\$1,000,000) in annual aggregate global turnover adjusted annually pursuant to the California Consumer Price Index for All Urban Consumers for all items, as determined by the Department of Industrial Relations.

PRC section [42984.5\(a\)](#): No later than 30 days after the effective date of the regulations implementing this chapter, individual producers or the PRO shall provide to the department, in a form and manner established by the department, a list of brands of covered products that each producer sells, distributes for sale, imports for sale, or offers for sale in or into the state.

Regulatory Concept

The statute identifies the small seller producer exemption and specific product exclusions from the program, but does not specify methods to disseminate and make publicly available up-to-date information about either. PRO-curated lists create a standardized, transparent way to identify excluded products, accelerate enforcement, and improve clarity for the public.

CalRecycle is considering regulations to require the PRO to provide CalRecycle with specified information in the below lists and publish each list on the PRO website. A regulatory framework may specify requirements and required information to be included for:

1. A Small Seller List.
2. A Personal Protective Equipment List that includes the brand and/or trademark and specific PPE product that is exempt.

Request for Feedback on List Types

- 1) Are there other statutory areas where requiring a list could enhance clarity?
- 2) At what frequency should additional list types be updated?
- 3) What specific information should be included in each list?
- 4) What is the most efficient or transparent mechanism for communicating this information to support compliance and enforcement?
- 5) What risks might arise from making these lists, and how can those risks be mitigated?

Topic 2: Process to add a list entry

Statute Section: PRC section [42984.4](#)

Statutory Background

PRC section [42984.4\(b\)](#): Each producer covered under a PRO shall register with that PRO in accordance with the procedures and requirements established by that PRO and shall comply with those procedures and requirements.

PRC section [42984.5\(a\)](#): No later than 30 days after the effective date of the regulations implementing this chapter, individual producers or the PRO shall provide to the department, in a form and manner established by the department, a list of brands of covered products that each producer sells, distributes for sale, imports for sale, or offers for sale in or into the state.

PRC section [42984.5\(b\)](#): A producer or PRO shall update the list described in subdivision (a) and provide the updated list to the department on or before January 15 of each year or upon request of the department.

Regulatory Concept

The statute does not specify the processes for updating information related to producers or brands. Ensuring that PRO-curated lists are updated following a defined process that includes specific requirements will further improve transparency, enforcement efforts, and clarity relating to the Act.

CalRecycle is considering regulations to require the PRO to maintain additional lists. A regulatory framework may specify:

1. That the PRO shall curate and maintain additional lists, including, but not limited to, a Small Seller List and Personal Protective Equipment List.
2. Standardized fields for each list including, but not limited to, entity name, product name, and effective date.
3. The minimum evidence required to support inclusion (e.g., declarations, standardized hazard certifications).

4. That addition, update, and removal procedures and timelines conform with Part III: PRO Submittals - Topic 3: Producer and Brands Lists from the CalRecycle workshop held on August 13, 2026.

Request for Feedback for Process to add a list entry

- 1) Are there any other supporting documents or information that should be requested to verify the inclusion of a product or producer to any of the proposed lists?
- 2) How can duplication be avoided for information already collected through registration, reporting, or audits?
- 3) Are there situations where publishing these lists could create concerns regarding confidentiality or proprietary information, and how can that be managed?

Process for Submitting Written Feedback

CalRecycle has developed a process for requesting written feedback from interested parties. While this process is not a specific requirement, CalRecycle requests all written feedback and questions to be submitted using the specified format below, for the purposes of maintaining consistency in the way in which the information is received, and to aid with expedited review and processing. All written feedback may be submitted after the workshop to Textiles@CalRecycle.ca.gov with the subject line: September 2026 Textile Stewardship Informal Regulatory Concepts Workshop or CalRecycle's public comment portal: Textile Stewardship Informal Regulatory Concepts Workshop Public Comment Period. CalRecycle requests all feedback specific to concepts and language associated with the September 29, 2026 workshop is submitted **no later than October 13, 2026**. Preferred formats include e-mail, .docx, and PDF.

Requested Feedback on Specific Regulation Concepts:

When providing feedback or asking questions on a specific regulation concept, please include (1) the Part Number and Topic Number [i.e., Part 1, Topic 1; Part 1, Topic 2, or Part 1, Topic 3], including the specific title, (2) feedback or questions related to that regulation concept. For example, when providing feedback on Part 1, Topic 1: Covered Products, the preferred format would be:

Part 1, Topic 1: Covered Products – “Knitted and Woven Accessories”
Specific feedback related to this item...

This process can be repeated for each regulation concept a person wants to address. All feedback and questions can be included in the same email or document.

Questions or Feedback for Specific Sections of Statute or Regulations:

When providing feedback or asking questions on a specific section in the statute or

regulations, please include (1) the full section number, including any subsections associated with it, (2) feedback or questions related to that section. For example:

PRC section 42984.4(a)(1)

Specific feedback or question related to this section...

This process can be repeated for each section a person wants to address. All feedback and questions can be included in the same email or document.

General Questions or Comments:

When asking general questions or providing general comments on topics related to this workshop that do not focus on a specific regulation concept or specific statutory section, please list each question and comment in numerical order:

Question 1: General question on this discussion document

Question 2: General question on this discussion document

Comment 1: General comment on this discussion document

Comment 2: General comment on this discussion document