BOARD of SUPERVISORS



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MEMORANDUM

TO: Deborah Raphael, Director, Department of the Environment

FROM: John Carroll, Assistant Clerk, Public Safety and Neighborhood Services

Committee, Board of Supervisors

DATE: August 2, 2017

SUBJECT: LEGISLATION INTRODUCED

The Board of Supervisors' Public Safety and Neighborhood Services Committee has received the following proposed legislation, introduced by Supervisor Farrell on July 25, 2017:

File No. 170861

Ordinance amending the Environment Code to ban the sale in San Francisco of upholstered furniture and juvenile products made with or containing an added flame retardant chemical.

If you have any comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

c: Guillermo Rodriguez, Department of the Environment

NOTE:

[Environment Code - Flame Retardant Chemicals in Upholstered Furniture and Juvenile Products]

Ordinance amending the Environment Code to ban the sale in San Francisco of upholstered furniture and juvenile products made with or containing an added flame retardant chemical.

Unchanged Code text and uncodified text are in plain Arial font.

Additions to Codes are in single-underline italics Times New Roman font.

Deletions to Codes are in strikethrough italics Times New Roman font.

Board amendment additions are in double-underlined Arial font.

Board amendment deletions are in strikethrough Arial font.

Asterisks (* * * *) indicate the omission of unchanged Code subsections or parts of tables.

Be it ordained by the People of the City and County of San Francisco:

Section 1. Findings.

- (a) The San Francisco Precautionary Principle Policy Statement in Chapter 1 of the Environment Code seeks to minimize harm by using the best available science to make policy choices that take into account the least environmentally harmful alternatives. A precautionary approach does not merely ask whether a chemical is safe, it also asks whether its use serves any beneficial purpose in the first place.
- (b) The California Bureau of Electronic and Appliance Repair, Home Furnishings and Thermal Insulation (BEARHFTI) is charged with developing state flammability standards for adoption via regulation. Since the development and adoption of California Technical Bulletin 117 (TB 117) in 1975 setting forth flammability standards, flame retardant chemicals have been routinely used in upholstered furniture and certain juvenile products to meet TB 117's open-flame standard. This standard has been revised in recent years.

- (c) Scientists have found that several brominated, organohalogen, and organophosphorous flame retardant chemicals deemed beneficial for fire safety exhibit one or more of the key characteristics of a class of synthetic organic compounds commonly referred to as Persistent Organic Pollutants (POPs), in that they are bio-accumulative, persistent, capable of long range transport, and/or toxic.
- (d) A study led by Duke University published in 2012 of residential couches purchased in the United States between 1985 and 2010 revealed that the foam inside 85% of couches tested contained flame retardant chemicals.
- (e) Another Duke University-led study published in 2011 revealed that foam in 80% of tested baby products contained toxic or potentially harmful flame retardant chemicals, and that the most commonly occurring flame retardant in these products was tris(1,3-dichlorisopropyl) phosphate (TDCPP). Furthermore, testing by the Washington Department of Ecology published in the Department's report to the Washington State legislature and most recently updated in 2015 uncovered a variety of flame retardants in children's products and upholstered furniture, including six halogenated flame retardants: tris(1,3-dichloro-2propyl)phosphate (TDCPP); tris(2-chloroethyl) phosphate (TCEP); tris(1-chloro-2propyl)phosphate (TCPP); 2,2-bis(chloromethyl)-propane-1,3-diyltetrakis(2-chloroethyl) bisphosphate (V6); 2,3,4,5-tetrabromo-ethylhexylbenzoate (TBB); bis(2-ethylhexyl)-2,3,4,5-tetrabromophthalate (TBPH) and two phosphate-based chemicals, triphenyl Isopropylated triphenyl phosphate (IPTPP) and phosphate (TPP).
- (f) Most flame retardant chemicals are semi-volatile, and are released over time from the consumer products that contain them. Inhalation and ingestion of indoor dust is a common route of human exposure to flame retardant chemicals. Studies have shown that indoor dust contains anywhere from 1.5 to 50 times greater concentration of flame retardant

chemicals than the outdoor environment. Given that humans spend 80% of their time indoors, human exposure to flame retardants can be significant.

- (g) A 2010 National Health and Nutrition Examination Survey conducted by the National Center for Health Statistics detected polybrominated diphenyl ether (PBDE) flame retardants in the blood of 97% of those surveyed. Children living in California have some of the highest documented blood PBDE concentrations of any population studied.
- (h) Scientists recognize the urgency to reduce the exposure of vulnerable populations, particularly young children, to flame retardant chemicals. A consensus statement issued by the Project Targeting Environmental Neurodevelopmental Risks (Project TENDR) found that PBDEs are associated with neurodevelopmental disorders in children, and that the effects of non-PBDE replacements with similar chemical structures have not been adequately tested.
- (i) 1,3-dichloro-2 propyl phosphate (TDCPP) has been linked to cancer, as well as repercussions on both reproductive health and embryo development.
- (j) In 2006, the federal Consumer Product Safety Commission (CPSC) released a risk assessment of flame retardant chemicals in upholstered furniture foam concluding that "upholstered furniture manufactured with TDCPP treated foam might present a hazard to consumers based on both cancer and non-cancer endpoints."
- (k) Effective July 1, 2017, California's Department of Toxics Substances Control identified children's foam-padded sleeping products containing TDCPP or TCEP as priority products for evaluation in connection with health hazards. In addition, TDCPP is listed on California's Proposition 65 list of chemicals known to cause cancer, birth defects, or other reproductive harm.
- (I) Firefighters are at particular risk for exposure to flame retardants via inhalation and ingestion of smoke, dust, and debris from household products and insulation containing flame retardants. Elevated rates of cancer have been reported among firefighters; and studies have

found firefighters' PBDE blood levels to be three times higher than levels in other Americans, and twice as high as levels among California residents.

- (m) At least one study has demonstrated a correlation between household dust containing flame retardants and elevated levels of flame retardants in house cats' blood. These elevated levels of flame retardants have also been linked to higher incidence of feline hyperthyroidism.
- (n) Flame retardant chemicals have been detected in the atmosphere, seawater, freshwater, sediments, and a variety of wildlife. Because they resist degradation and are capable of being transported long distances, flame retardant chemicals have been found in remote regions such as the Arctic and in deep sea life.
- (o) Consumer products containing flame retardants may be discarded at landfills at the end of their useful lives. Flame retardants in landfills have been shown to contaminate landfill leachate and biosolids, and levels of flame retardants are higher in people and wildlife living near landfills.
- (p) The federal government has failed to adequately regulate the use of flame retardant chemicals. In 2016, Congress passed the Frank R. Lautenberg Chemical Safety for the 21st Century Act, which adds to the responsibilities of the United States Environmental Protection Agency (EPA) under the federal Toxic Substances Control Act, codified in the United States Code at Title 15, Chapter 53, to assess and regulate chemicals. As required by the new law, in December 2016, the EPA identified the first ten chemicals it will evaluate for potential harm to human health and the environment. Among the ten, the EPA only included a single flame retardant chemical, Cyclic Aliphatic Bromides Cluster (HBCD cluster), for risk evaluation.
- (q) In the absence of federal action, California and other states have taken steps to limit or ban the use of certain flame retardant chemicals.

- (r) The California Legislature in Health and Safety Code Section 108922 banned the commercial manufacture and distribution of products on or after June 1, 2006 that contain over a tenth of a percent of either of two brominated flame retardant chemicals, octa- and penta-brominated diphenyl ethers. However, other flame retardant chemicals, such as known carcinogens TCEP and TDCPP, and highly persistent HBCD, remain in use.
- (s) In 2013, BEARHFTI updated its 1975 flammability standard in TB 117 such that it is no longer necessary to use flame retardant chemicals to meet California's updated standard for certain products, as set forth in TB 117-2013.
- (t) A CPSC study found that there was no significant difference between foams with added flame retardants formulated to pass TB 117, and foams not containing any flame retardants.
- (u) Effective January 2014, BEARHFTI exempted 15 juvenile products from meeting the TB 117-2013 flammability standard, bringing the total to 18 juvenile products: bassinets, highchair pads, nursing pads, booster seats, infant bouncers, nursing pillows, car seats, infant carriers, playpen side pads, changing pads, infant seats, playards, floor play mats, infant swings, portable hook-on chairs, highchairs, infant walkers, strollers.
- (v) TB 117-2013 does not ban or restrict the use of flame retardant chemicals. Some product manufacturers thus still use flame retardant chemicals in upholstered furniture and juvenile products, even though these chemicals are no longer necessary to meet the flammability standard.
- (w) In 2014, California enacted Senate Bill 1019, requiring manufacturers of product items covered by TB 117-2013 to affix a label to each item disclosing whether the item contains or does not contain flame retardant chemical(s).
- (x) Since 2015, the Department of the Environment has conducted outreach and provided technical assistance to retailers of upholstered furniture, encouraging them to sell

furniture that is labeled as not containing chemical flame retardants. Approximately 50 retailers in San Francisco now sell a range of upholstered furniture items that are free of flame retardant chemicals at a variety of price points.

- (y) Pursuant to San Francisco's Environmentally Preferable Purchasing Ordinance in Chapter 2 of the Environment Code, some City contracts now limit the City from purchasing furniture containing flame retardant chemicals.
- (z) San Francisco can play a pivotal role in mitigating exposure to flame retardants and their adverse effects on people and animals in the City.

Section 2. The Environment Code is hereby amended by adding Chapter 28, consisting of Sections 2801 through 2807, to read as follows:

CHAPTER 28: FLAME RETARDANT CHEMICALS IN UPHOLSTERED FURNITURE AND JUVENILE PRODUCTS

SEC. 2801. TITLE.

This Chapter 28 may be known as the "Flame Retardant Chemicals in Upholstered Furniture and Juvenile Products Ordinance."

SEC. 2802. DEFINITIONS.

For the purposes of this Chapter 28, the following terms have the following meanings:

"Covered Product" includes the following: Upholstered Furniture, Reupholstered Furniture, flexible polyurethane foam Sold and/or used for reupholstering residential furniture, and Juvenile

Products.

"Director" means the Director of the Department of the Environment.

"Establishment" means any store, stand, booth, concession, or any other business enterprise
that engages in the Sale of Covered Products in San Francisco, and/or in the business of reupholstering

furniture in San Francisco. Establishment shall not include organizations with tax exempt status under 26 United States Code Section 501(c)(3) or 501(c)(4).

"Flame Retardant Chemical" means any chemical or chemical compound for which a functional use is to resist or inhibit the spread of fire. Flame Retardant Chemicals include, but are not limited to, halogenated, phosphorous based, nitrogen based, and nanoscale flame retardants; flame retardant chemicals listed as "designated chemicals" pursuant to Section 105440 of the California Health and Safety Code, as amended; and any chemical or chemical compound for which "flame retardant" appears on the substance Safety Data Sheet ("SDS") pursuant to Section 1910.1200(g) of Title 29 of the Code of Federal Regulations, as amended.

"Juvenile Product" means a new, not previously owned product subject to the Home

Furnishings and Thermal Insulation Act (Cal. Business and Professions Code Sec. 19000 et seq.) and

designed for residential use by infants and children under 12 years of age, including but not limited to

a bassinet, booster seat, changing pad, floor play mat, highchair, highchair pad, infant bouncer, infant

carrier, infant seat, infant swing, infant walker, nursing pad, nursing pillow, playpen side pad, playard,

portable hook-on chair, stroller, and children's nap mat. Juvenile Products do not include:

- (a) products that are not primarily intended for use in the home, such as products or components for motor vehicles, watercraft, aircraft, or other vehicles;
- (b) products subject to Title 49, Part 571 of the Code of Federal Regulations regarding parts and products used in vehicles and aircraft;
- (c) products required to meet federal flammability standards in Title 16, Parts 1632 or 1633 of the Code of Federal Regulations regarding mattress products; and
- (d) products required to meet State flammability standards in California Technical

 Bulletin 133, entitled "Flammability Test Procedure for Seating Furniture for Use in Public Occupancies."
- "Reupholstered Furniture" means furniture for Sale by an Establishment whose original foam padding has been replaced with new polyurethane foam, and has not been Sold since the time of such

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24 25 replacement. Reupholstered Furniture shall not include products required to meet California Technical Bulletin 133.

"Sale," or any of its variants, means any of the following, or combination thereof, undertaken by an Establishment: sell, offer for sale, transfer possession for compensation, trade, rent, consign, lease, deliver, or otherwise give or distribute, and/or an intent to conduct any of these activities.

"Upholstered Furniture" means new, not previously owned seating covered with soft materials, including but not limited to fabric, padding, and/or foam, for residential indoor use in a home or other dwelling intended for residential occupancy, that contains flexible polyurethane foam and is required to meet the flammability standards set forth in California Technical Bulletin 117-2013 entitled "Requirements, Test Procedure and Apparatus for Testing the Smolder Resistance of Materials Used in <u>Upholstered Furniture</u>." <u>Upholstered Furniture shall not include products required to meet California</u> Technical Bulletin 133.

SEC. 2803. PROHIBITING THE SALE OF UPHOLSTERED FURNITURE AND JUVENILE PRODUCTS CONTAINING FLAME RETARDANT CHEMICALS.

- (a) Beginning one year from the effective date of this Chapter 28, no Establishment may Sell any product that the Establishment knows or should know is a Covered Product, any component of which has been made with or contains a Flame Retardant Chemical at a level above 1,000 parts per million. This prohibition shall not apply to (1) used or second-hand furniture that is not Reupholstered Furniture and (2) used or second-hand Juvenile Products.
- (b) Beginning one year from the effective date of this Chapter 28, no Establishment in San Francisco engaged in reupholstering furniture may sell and/or use flexible polyurethane foam containing above 1,000 parts per million of any Flame Retardant Chemical, for the purpose of replacing the foam in any piece of Upholstered Furniture.
- (c) Notwithstanding subsections (a) and (b), an Establishment subject to the restrictions in this Chapter 28 may petition the Director of the Department of the Environment to receive additional time

for compliance with this Chapter, where the Establishment can demonstrate that timely compliance shall cause severe hardship or is otherwise infeasible. Such petitions must be submitted in writing, and shall be evaluated and granted or denied, in whole or part, on a case-by-case basis at the discretion of the Director or his/her designee. A petition that does not receive a response from the Department within 90 days from when it was received by the Department shall be deemed granted.

- (d) The Director of the Department of the Environment shall, after a public hearing, develop and from time to time amend a list of Flame Retardant Chemical(s) deemed non-harmful based on scientific evidence, establish criteria all chemicals on this list must meet, and publish both the list and criteria on its website. Sales of Covered Products that contain only Flame Retardant Chemical(s) appearing on that list shall be exempt from the requirements of this Chapter 28.
- (e) Five years from this Chapter 28's effective date and once every two years thereafter, the

 Director of the Department of the Environment shall evaluate the efficacy of this Chapter in reducing

 San Franciscans' exposure to flame retardant chemicals, and shall submit a written report based on

 the evaluation to the Mayor and the Board of Supervisors, with recommendations, if any, for changes in

 City laws or programs to achieve greater reduction in San Franciscans' exposure to flame retardant

 chemicals.

SEC. 2804. IMPLEMENTATION AND ENFORCEMENT.

- (a) The Director of the Department of the Environment may issue rules and regulations necessary or appropriate for the implementation and enforcement of this Chapter 28.
- (b) If the Director determines that any person has violated this Chapter 28, or a regulation adopted pursuant to this Chapter 28, the Director shall send a written warning, as well as a copy of this Chapter 28 and any regulations adopted pursuant to it, to the person who violated the Chapter or regulation. The person shall have 30 days after receipt of the warning to correct the violation.
- (c) If the person in violation fails to correct the violation, the Director may impose an administrative fine for the violation. Administrative Code Chapter 100, "Procedures Governing the

Imposition of Administrative Fines," as amended from time to time, is hereby incorporated in its entirety and shall govern the imposition, enforcement, collection, and review of administrative citations issued to enforce this Chapter 28 or any rule or regulation adopted pursuant to this Chapter. Each Covered Product item Sold or for Sale on each day shall constitute a separate violation for these purposes.

- (d) The City Attorney or any organization with tax exempt status under 26 United States Code

 Section 501(c)(3) or 501(c)(4) and with a primary mission of protecting human health and/or the

 environment in the San Francisco Bay Area may bring a civil action to enjoin a violation of or compel

 compliance with any requirement of this Chapter 28 or any rule or regulation adopted pursuant to this

 Chapter 28, as well as for payment of civil penalties and any other appropriate remedy. The court

 shall award reasonable attorney fees and costs to the City Attorney or nonprofit organization that is the

 prevailing party in a civil action brought under this Chapter 28. A nonprofit organization may institute

 a civil action under this subsection (e) only if:
 - (1) The nonprofit organization has filed a complaint with the Director;
 - (2) 90 days have passed since the filing of the complaint;
- (3) After such 90-day period, the nonprofit organization provides written notice to the Director and the City Attorney's Office of its intent to initiate civil proceedings;
- (4) The Director has not issued a determination that there has been no violation of any requirement of this Chapter 28; and
- (5) The City Attorney's Office has not provided written notice to the nonprofit organization of the City's intent to initiate civil proceedings within 30 days of receipt of the written notice from the nonprofit organization referenced in subsection (d)(3).
- (e) Any person in violation of this Chapter 28 or any rule or regulation adopted pursuant to this Chapter 28 shall be liable to the City for a civil penalty in an amount not to exceed \$1,000 per day per violation. Each day on which the violation continues shall constitute a separate violation; and each

Covered Product item for Sale shall also constitute a separate violation. Civil penalties shall not be assessed pursuant to this Chapter 28 for the same violation for which the Director has assessed an administrative penalty pursuant to this Chapter 28.

(f) In determining the appropriate civil or administrative penalty, the court or the Director shall consider the extent of harm caused by the violation, the nature and persistence of the violation, the frequency of past violations, any action taken to mitigate the violation, and the financial burden to the violator.

(g) No criminal, civil, or administrative action under this Chapter 28 may be brought more than four years after the date of the alleged violation.

SEC. 2805. UNDERTAKING FOR THE GENERAL WELFARE.

In adopting this Chapter 28, the City is assuming an undertaking only to promote the general welfare. It is not assuming, nor is it imposing on its officers and employees, an obligation for breach of which it is liable in money damages to any person who claims that such breach proximately caused injury.

SEC. 2806. NO CONFLICT WITH FEDERAL OR STATE LAW.

This Chapter 28 shall be construed so as not to conflict with applicable federal or State laws.

rules, or regulations. Nothing in this Chapter 28 shall authorize any City agency or department to

impose any duties or obligations in conflict with limitations on municipal authority established by State

or federal law at the time such agency or department action is taken. The City shall suspend

enforcement of this Chapter 28 to the extent that said enforcement would conflict with any preemptive

State or federal legislation subsequently adopted.

SEC. 2807. SEVERABILITY.

If any of the provisions of this Chapter 28 or the application thereof to any person or circumstance is held invalid, the remainder of those provisions, including the application of such part or provisions to persons or circumstances other than those to which it is held invalid, shall not be

affected thereby and shall continue in full force and effect. To this end, the provisions of this Chapter 28 are severable.

Section 3. Effective Date. This ordinance shall become effective 30 days after enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board of Supervisors overrides the Mayor's veto of the ordinance.

APPROVED AS TO FORM:

DENNIS J. HERRERA, City Attorney

By:

NEHA GUPTA
Deputy City Attorney

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LEGISLATIVE DIGEST

[Environment Code - Flame Retardant Chemicals in Upholstered Furniture and Juvenile Products]

Ordinance amending the Environment Code to ban the sale in San Francisco of upholstered furniture and juvenile products made with or containing an added flame retardant chemical.

Existing Law

San Francisco law does not currently address the sale in the City of products containing flame retardant chemicals.

Amendments to Current Law

This proposal would add a new Chapter 28 to the Environment Code that would ban business enterprises from selling new upholstered furniture, reupholstered furniture, or juvenile products (collectively, covered products) containing added flame retardants at a level above 1,000 parts per million in San Francisco. It would also prohibit business enterprises in San Francisco engaged in reupholstering furniture from selling and/or using flexible polyurethane foam containing above 1,000 parts per million of any flame retardant chemical for the purpose of replacing the foam in any piece of upholstered furniture. These provisions would go into effect one year from the ordinance's effective date.

The proposal would direct the Director of the Department of the Environment to develop, based on scientific evidence, a list of non-harmful harmful flame retardant chemicals. The sale of covered products containing only chemicals on that list would be exempt from the restrictions in the proposal. The proposal provides for enforcement against violations via administrative notice and fines as imposed by the Director pursuant to Administrative Code Chapter 100. It also enables the City Attorney and certain non-profit organizations to bring suit for violations subject to certain conditions and provides for civil penalties as well as attorney fees and costs.

The proposal defines "flame retardant chemical" to include any chemical or chemical compound for which a functional use is to resist or inhibit the spread of fire.

It defines "upholstered furniture" as new, not previously owned seating covered with soft materials, including but not limited to fabric, padding, and/or foam, for residential indoor use in a home or other dwelling intended for residential occupancy, that contains flexible polyurethane foam and is required to meet the flammability standards set forth in California Technical Bulletin 117-2013 entitled "Requirements, Test Procedure and Apparatus for Testing the Smolder Resistance of Materials Used in Upholstered Furniture." The proposal defines "reupholstered furniture" as furniture for sale by a business, whose original foam

padding has been replaced with new polyurethane foam, and has not been sold since the time of such replacement. The proposal excludes used furniture that is not reupholstered furniture, as defined. It also excludes furniture subject to California Technical Bulletin 133 regarding flammability standards for upholstered furniture in public occupancies.

The proposal defines "juvenile product" to include new products for residential use by infants and children under 12 years of age, including but not limited to a bassinet, booster seat, changing pad, floor play mat, highchair, highchair pad, infant bouncer, infant carrier, infant seat, infant swing, infant walker, nursing pad, nursing pillow, playpen side pad, playard, portable hook-on chair, stroller, and children's nap mat. This definition encompasses products for the use of babies and children primarily in the home, and excludes products or components for motor vehicles, aircraft, and other transportation vehicles. It excludes used products, as well as products subject to California Technical Bulletin 133. It furthermore excludes mattresses and mattress pads subject to federal flammability standards for such products.

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Print Form

Introduction Form

RECEIVED BOARD OF SUPERVISORS SAM FRANCISCO

By a Member of the Board of Supervisors or Mayor

2017 JUL 25 PM 4: 39
Time stamp

| I hereby submit the following item for introduction (select only one): | ting date |
|--|-----------------|
| | |
| 1. For reference to Committee. (An Ordinance, Resolution, Motion or Charter Amendment). | - |
| 2. Request for next printed agenda Without Reference to Committee. | |
| 3. Request for hearing on a subject matter at Committee. | |
| 4. Request for letter beginning: "Supervisor | inquiries" |
| 5. City Attorney Request. | |
| 6. Call File No. from Committee. | |
| 7. Budget Analyst request (attached written motion). | |
| 8. Substitute Legislation File No. | |
| 9. Reactivate File No. | |
| 10. Question(s) submitted for Mayoral Appearance before the BOS on | |
| | |
| Please check the appropriate boxes. The proposed legislation should be forwarded to the following | : |
| Small Business Commission Youth Commission Ethics Commis | sion |
| Planning Commission Building Inspection Commission | |
| Note: For the Imperative Agenda (a resolution not on the printed agenda), use the Imperative I | Form. |
| Sponsor(s): | |
| Supervisor Farrell, Peskin, Sheehy | |
| Subject: | |
| Environment Code - Flame Retardant Chemicals in Upholstered Furniture and Juvenile Products | |
| The text is listed: | |
| Ordinance amending the Environment Code to ban the sale in San Francisco of Upholstered Furnitus Products made with or containing an added Flame Retardant Chemical. | re and Juvenile |
| Signature of Sponsoring Supervisor: | 1 |
| For Clerk's Use Only | V |