

Letters of Opposition Index

1. Kelly Mariotti, Juvenile Products Manufacturers Association, Inc
2. Dan Moyer, Consumer Technology Association
3. Ryan Trainer, International Sleep Products Association
4. Tim Shestek, American Chemistry Council

From: Andy Hackman <AHackman@serlinhaley.com>

Sent: Thursday, January 23, 2020 4:19 AM

To: Rep. John Lincoln <Rep.John.Lincoln@akleg.gov>; Rep. Geran Tarr <Rep.Geran.Tarr@akleg.gov>; Rep. Grier Hopkins <Rep.Grier.Hopkins@akleg.gov>; Rep. Sara Hannan <Rep.Sara.Hannan@akleg.gov>; Rep. Chris Tuck <Rep.Chris.Tuck@akleg.gov>; Rep. Ivy Spohnholz <Rep.Ivy.Spohnholz@akleg.gov>; Rep. David Talerico <Rep.David.Talerico@akleg.gov>; Rep. George Rauscher <Rep.George.Rauscher@akleg.gov>; Rep. Sara Rasmussen <Rep.Sara.Rasmussen@akleg.gov>

Cc: 'Kelly Mariotti' <kmariotti@ahint.com>; Karla Hart <Karla.Hart@akleg.gov>

Subject: JPMA's Continuing Concerns HB 27

Dear Representatives Lincoln, Tarr and members of the House Resources Committee,

Attached, please find comments from the Juvenile Products Manufacturers Association (JPMA) on House Bill 27 to restrict children's products with flame retardant chemicals.

JPMA's comments highlight critical concerns with **continued deviations with the Anchorage City** approach that would have negative impacts on internal and inaccessible electronic and electrical components and car seats (Child-Restraint Systems or CRS). These inconsistencies remain with the presented Committee amendment and have dramatic impacts for these products.

Please feel free to contact me directly with any questions on the attached letter or JPMA's concerns.

Respectfully Submitted,

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January 23, 2020

Chairwoman Tarr
Chairman Lincoln
House Resources Committee
State Capitol Room 128
Juneau AK, 99801

Re: Concerns with House Bill 27 & Inconsistency with Anchorage

Dear Representatives Lincoln, Tarr and members of the House Resources Committee,

The Juvenile Products Manufacturers Association (JPMA) is writing to comment on House Bill 27 to restrict children's products with flame retardant chemicals. JPMA's comments highlight critical concerns with continued deviations with the Anchorage City approach that would have negative impacts on internal and inaccessible electronic and electrical components and car seats (Child-Restraint Systems or CRS). These inconsistencies remain with the presented Committee amendment and have dramatic impacts for these products.

The Juvenile Products Manufacturers Association is a national not-for-profit trade organization representing 95% of the prenatal to preschool industry including the producers, importers, or distributors of a broad range of childcare articles that provides protection to infants and assistance to their caregivers. JPMA collaborates with government officials, consumer groups, and industry leaders on programs to educate consumers on the safe selection and use of juvenile products. We have also previously supported efforts to **reduce required use of flame-retardants** in polymeric upholstery materials in juvenile products where feasible. However, we must oppose duplicative and unnecessary blanket flame-retardant bans, like House Bill 27, that lack a reasonable de minimis threshold and lack consistency with other jurisdictions and states that have taken action on this issue.

Full Consistency with Anchorage Alaska Still Needed

Despite amendments posted for the Committee's consideration, it should be noted, that the City of Anchorage's Assembly version that passed AO-2019-15(S), on March 19, 2019 is **not** consistent with the current draft of this bill.

JPMA worked with the City and various Assembly members on this ordinance, and while not perfect, it is a reasonable approach for juvenile products. We appreciate that this ordinance does exempt CRS, electronic components and does not have a labeling provision for juvenile products. **If the Legislature is going to move forward with legislation, it must be further amended to be fully consistent with Anchorage's approach.**

JUVENILE PRODUCTS MANUFACTURERS ASSOCIATION, INC.

1120 Route 73, Suite 200 • Mt. Laurel, NJ 08054
TEL: 856.638.0420 • FAX: 856.439.0525
jpma@jpma.org • www.jpma.org

Ongoing Work to Eliminate Flame Retardants

JPMA is committed to safety and has worked with the U.S. Consumer Product Safety Commission (CPSC), the State of California and other states to achieve regulations that benefit consumers and ensure and advance product safety. For example, in the development and implementation of the revised California Technical Bulletin 117-2013, JPMA was actively engaged in the regulatory process and worked collaboratively with the California Bureau of Electronic and Appliance Repair, Home Furnishings and Thermal Insulation (BEARHFTI), consumer groups, and environmental advocates.

The result was an agreement that juvenile products would be exempted from California's strict flammability standard. These exemptions provided manufacturers with the relief necessary to reduce or eliminate the required use of certain restricted flame retardant chemicals in many juvenile products, while affording consumers a wider choice of products to aid in the protection and care of their children. Since the implementation of TB117-2013, our manufacturers have moved away from the use of certain flame-retardants identified as potentially hazardous in California since they are no longer required by law to meet California's flammability standard.

Duplication with Federal Rulemaking

It also should be noted that potentially preemptive federal action is moving forward at the federal level, that JPMA is engaged in, and would specifically be duplicative of House Bill 27. In September 2017, the Consumer Product Safety Commission (CPSC) voted to grant a petition to prohibit the use of additive organohalogen flame-retardants in: children's products; upholstered residential furniture; mattresses; and the external casings of electronics devices. The Commission's action does not immediately ban these chemicals, but it directs the CPSC staff to begin drafting a regulation under the Federal Hazardous Substances Act (FHSA) and to convene a Chronic Hazard Advisory Panel (CHAP). This is a group of experts charged with sifting through scientific evidence to inform the process. The result of this process is likely to be comprehensive preemptive federal safety regulation that addresses the same issues as considered in HB 27.

Unintended Consequences of Bans for Car Seats & Electronics

While removal and avoidance of flame-retardants is feasible in some circumstances - it is not in others and if House bill 27 is passed, there would be broad bans on life-saving juvenile products that require flame retardants to meet safety and performance standards. Specifically, child restraint systems (CRS), or car seats, are an example of a product where every component must meet stringent FMVSS 302 flammability standards administered by the U.S. National Highway Traffic Safety Administration.

Additionally, electronic components in nursery monitors that help check baby's movement and respiration – particularly for newborns and premature births – rely on electronic components that must meet stringent UL flammability requirements. Even if no flame retardant is used in any other parts of the product – and the component does not have any exposure to a child – these products would likely be banned under this legislation.

Finally, electrical components are often sourced from third-party suppliers specializing in the manufacture of such components, such as integrated circuit boards and sensors purchased contingent on the components meeting all applicable UL standards. Juvenile products manufacturers rely on technology producers to ensure that these components are safe for use in products that are manufactured specifically for infants, toddlers and their caregivers

Every state that has passed flame retardant restrictions impacting juvenile products have exempted electronic components and child-restraint systems (car seats), including: Minnesota, Washington, Maine and Vermont and even the city of San Francisco and Anchorage, Alaska.

Conclusion

Product safety is the top priority for JPMA and our members and we understand and support preventing exposure to dangerous chemicals. We appreciate the opportunity to discuss House Bill 27 and our industry's role in ensuring safety for juvenile products. However, JPMA respectfully requests that the Committee consider the negative consequences and unnecessary nature of this legislation, not recommend its passage and consider necessary amendments to make it fully consistent with Anchorage - if the bill is to move forward.

Thank you for your consideration in this matter and we would welcome a discussion of these critical issues. Please feel free to contact Andrew Hackman, our Principal Lobbyist, at Serlin Haley, LLP at ahackman@serlinhaley.com with any immediate questions on these issues.

Respectfully Submitted,

A handwritten signature in black ink, appearing to read "Kelly Mariotti".

Kelly Mariotti, JD, CPA, CAE
Executive Director

January 23, 2020

Representative John Lincoln
Co-Chair, House Resources Committee
State Capitol Room 102
Juneau, AK 99801

Representative Geran Tarr
Co-Chair, House Resources Committee
State Capitol Room 128
Juneau, AK 99801

Re: CTA Opposition to HB 27

Dear Co-Chairs Lincoln and Tarr and Members of the House Resources Committee:

The Consumer Technology Association (CTA) respectfully submits these comments to voice our concerns and opposition to HB 27. While CTA supports the intent behind this legislation to protect the health and wellbeing of children, this measure could have significant unintended consequences for electronic products as well as products which contain electronic components.

CTA is the trade association representing the U.S. consumer technology industry. Eighty percent of CTA's more than 2,200 member companies are small businesses and startups; others are among the world's best known manufacturing and retail brands. Our member companies have long been recognized for their commitment and leadership in innovation and sustainability, often taking measures to exceed regulatory requirements on environmental design, energy efficiency, and product stewardship.

HB 27 proposes to restrict antimony and organohalogen flame retardants in all products used in the home primarily by someone under the age of 12 or by the parent of someone under the age of 12. This definition would cover a wide range of consumer electronic products which are used by children and parents including televisions, video games consoles, and mobile devices. It would also cover products with electronic components like toys, infant swings, baby monitors, and others which all contain components like circuit boards and motors. The definition of consumer product also includes all upholstered furniture which would cover products like massage chairs, home theater seating, and gaming chairs all of which have electronic components.

In order to meet stringent fire safety standards, such as UL 94, these products with electrical and electronic components will often contain the chemicals listed in this bill. These

chemicals are needed for printed circuit boards, component casings, and numerous other electronic parts that either carry or are near parts that carry currents and pose a fire risk. When it comes to internal components in toys and furniture, these chemicals are used in inaccessible internal components that do not come into contact with the consumer during normal use. If HB 27 were to pass, all the products discussed here would be banned from sale in the state.

Last year, the City of Anchorage examined this same issue and explicitly exempted electronic products, electronic components of covered products, and any associated casings for electronic products. Many states have laws which cover chemicals in children's products and furniture, and all states with such laws have exemptions for electronics. California's 2018 law¹ prohibiting the use of flame retardants in children's products and upholstered furniture clearly excludes electronic components from the scope of covered products. Minnesota passed its flame retardants in children's products law in 2015², and the statute explicitly excludes "consumer electronics products and electronic components."³ We respectfully ask that Alaska align with other states and not create a patchwork of standards.

For these reasons, we respectfully ask that you oppose HB 27. If full opposition is not feasible, we specifically request that consumer electronics and electronic components be excluded from the scope of this bill. Thank you for the opportunity to provide these comments, and if you have any questions please do not hesitate to contact me at dmoyer@cta.tech.

Sincerely,

Dan Moyer
Sr. Manager, Environmental Law & Policy
Consumer Technology Association

¹ Section 19711(d) carves out consumer electronics and Section 19101(c) excludes electronic components. https://leginfo.legislature.ca.gov/faces/codes_displayText.xhtml?lawCode=BPC&division=8.&title=&part=&chapter=3.&article=5.5.

² Section 325F.071 Flame-Retardant Chemicals; Prohibition <https://www.revisor.mn.gov/statutes/cite/325F.071>

³ <https://www.revisor.mn.gov/statutes/cite/116.9405>

January 23, 2020

The Honorable John Lincoln, Co-Chair
The Honorable Geran Tarr, Co-Chair
Alaska House Resources Committee
State Capitol
120 4th Street
Juneau, AK 99801-1182

RE: ISPA Opposition to HB 27 (proposed committee substitute)

Dear Co-Chairs Lincoln and Tarr and Members of the Committee:

The International Sleep Products Association (ISPA) represents companies that manufacture and sell mattresses, and those that provide components and services to mattress companies. On behalf of our members, I am writing to respectfully urge you to vote no on HB 27 or amend it to address major flaws that exist with the bill. Among other things, this bill would prohibit the use of antimony trioxide, an important ingredient in some materials used in mattresses that helps mattress manufacturers meet federal mattress flammability standards.

Specifically, ISPA asks you to vote no or amend HB 27 because:

- Banning the use antimony trioxide limits mattress manufacturers' ability to meet federal flammability standards that are specifically intended to reduce the risk of deadly residential fires. Research has shown that low-income households are especially vulnerable to mattress fires.
- The inclusion of antimony trioxide among the chemicals to be banned by HB 27 is not based on sound science. An exhaustive scientific review conducted by the U.S. Consumer Protection Safety Commission (CPSC) found that antimony trioxide used in mattresses to meet federal safety standards is safe for the consumer that uses the mattress, the worker that assembles it and the environment when the mattress is discarded.

Fiber Containing Antimony Trioxide Can Be Safely Used to Meet Federal Flammability Standards

All mattresses sold in the United States must comply with flammability standards set and administered by the CPSC that are intended to address ignition risks posed by smoldering cigarettes and open-flame heat sources (like matches, lighters and candles).¹ These are codified at 16 CFR Parts 1632 and 1633, and are commonly referred to as the Part 1632 and Part 1633 standards, respectively. The industry meets the Part 1633 requirements by using a variety of fire barriers made from fabrics and fiber materials that protect the interior materials in mattresses from igniting when exposed to a match, lighter or candle.

¹ 16 CFR Part 1632 Standard for the Flammability of Mattresses and Mattress Pads; and 16 CFR 1633 Standard for the Flammability (Open Flame) of Mattress Sets.

The same fabrics and fibers used in our fire barriers have been used safely for decades in a variety of applications, including in fire fighter gear, race car driver garments and building materials.

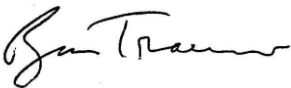
ISPA estimates that approximately 25% of mattresses sold in the United States meet the CPSC's federal flammability standards by using fire barriers that contain antimony trioxide. The fiber made with this chemical is highly durable and the antimony trioxide is firmly bound into the polymer matrix of the fiber itself. Attached is a list of scientific papers documenting extensive testing which confirms that consumers that sleep on mattresses containing this type of fiber are NOT exposed to the antimony trioxide (see Attachment A).

In addition, when the CPSC promulgated its most recent mattress flammability standard in 2005, it considered whether this chemical posed toxicity risks for humans – the CPSC found antimony trioxide to be safe for the workers that make the mattress, the consumer that sleeps on it and the environment when the mattress is worn out and discarded.² HB 27 would limit the industry's ability to meet the requirements of Part 1633 by using a material that the relevant federal safety officials have concluded does not expose consumers, workers or the environment to safety risks.

* * *

We urge you to vote no on HB 27 because (1) it is an important material used in mattresses that is effective in improving residential fire safety, and (2) does not pose a toxicity or other health risk to consumers when used in a mattress. Alternatively, ISPA requests that you amend the bill to (1) strike the reference to antimony trioxide, and (2) exclude from its scope products that must meet 16 CFR Part 1633 (the open-flame mattress standard administered by the CPSC).

Sincerely,



Ryan Trainer
President
International Sleep Products Association

² 71 Fed. Reg. 13,471, 13,479 (2006) ("In the view of the CPSC staff, there are inherently flame resistant materials and FR chemicals available that can be used to meet the standard and that are not likely to present a hazard to consumers, workers, or the environment. The CPSC and Environmental Protection Agency (EPA) staffs will continue to evaluate the potential effects of FR treatments to ensure that they do not present a hazard to consumers, workers, or the environment.").

Attachment A

1. Real-Time Monitoring and Assessment of Thermal and Toxicological Risk Associated with Fire Retardant Textiles in a Full-Size Simulation of an Engulfment Flash Fire (examines off-gassing issues associated with antimony trioxide (ATO) incorporated into the modacrylic polymer matrix):

<http://link.springer.com/article/10.1007/s10694-015-0456-3>

2. Assessment of dermal hazard from acid burns with fire retardant garments in a full-size simulation of an engulfment flash fire (risk assessment of dermal exposure issues associated with ATO incorporated into the modacrylic polymer matrix):

[http://www.burnsjournal.com/article/S0305-4179\(16\)30075-4/abstract](http://www.burnsjournal.com/article/S0305-4179(16)30075-4/abstract)

3. ATSDR Toxicological Profile for Antimony:

<https://www.atsdr.cdc.gov/toxprofiles/tp.asp?id=332&tid=58>

4. Screening Assessment for the Challenge, Antimony trioxide (Antimony oxide), Chemical Abstracts Service Registry Number 1309-64-4, Environment Canada Health Canada (Sept. 2010)

https://www.ec.gc.ca/ese-ees/9889ABB5-3396-435B-8428-F270074EA2A7/batch9_1309-64-4_en.pdf



January 23, 2020

The Honorable John Lincoln, Co-Chair
The Honorable Geran Tarr, Co-Chair
Alaska House Resources Committee
State Capitol
120 4th Street
Juneau, AK 99801-1182

RE: HB 27 (proposed committee substitute) – OPPOSE

Dear Co-Chairs Lincoln and Tarr:

The American Chemistry Council (ACC) must respectfully oppose the proposed committee substitute for HB 27, legislation that would restrict a host of chemistries that could potentially be used as flame retardants in various consumer products.

Safety is a top priority for our member companies and we believe consumers deserve to have confidence that the products they buy are safe for their intended uses. Our members invest significant resources in product and environmental stewardship and share a common commitment to advancing the safe and secure management of the products we produce and sell. Despite the proposed amendments, we continue to have the following concerns:

- A presumption that the presence of an identified flame retardant as used in a consumer product means the product is somehow harmful;
- The definition of “covered product” remains so broad that it could include almost any consumer product sold in the State of Alaska; and
- The bill does not recognize the important role certain chemistries play in protecting consumers from a variety of hazards, including the risk from fire.

The Importance of Science in Chemical Regulation --- Presence Does Not Equal Harm

The bill undercuts the integrated nature of hazard and exposure by presuming that the mere presence of a chemical indicates that when it is used or disposed it will likely result in a level of exposure sufficient to cause harm. Presence of a chemical in a product cannot be a surrogate for “exposure” without any notion of whether or to what extent there may be an actual exposure at a level sufficient to cause harm.

A consumer product that contains a flame retardant chemical does not necessarily mean that the product is harmful to human health or the environment. Risks associated with a chemical in a product are dependent upon the structure of the chemical and the magnitude, duration and frequency of exposure to the chemical.

HB 27 falls short of this scientific standard by presuming that these flame retardant chemistries cannot, under any circumstance be safely used in consumer product applications.



Fire Safety Should Not Be Overlooked

The definition of “covered product” in the proposed committee substitute could be interpreted so broadly as to essentially include any product contained in one’s home, including some products that could pose a potential fire hazard. The reality is that the changing nature of our homes and consumer products has increased the fire risk of many products. Our homes and offices have more synthetic materials than they did 30 years ago. On their own, many of these synthetic materials can be quite fast burning. This has changed the nature of fire risk by increasing the potential flammability of products. It is worth noting that in recent years there have been upwards of 7,000 product recalls of consumer products due to fire hazards.

While we have made great gains over the years, fires are still a real threat to life and property, and they need to be considered in the evaluation of product safety. The National Fire Protection Association (NFPA) reports that fire fighters responded to nearly 1.35 million fires in 2015, which resulted in 3,280 civilian fire fatalities, 15,700 civilian fire injuries and an estimated \$14.3 billion in property loss.

NFPA also reports that young children and people over 65 face the highest risk of fire death. Fires and burns are the third leading cause of unintentional death among children 14 and under.¹ According to the NFPA, children under five years old are 10% more likely to die in a home fire as the average person.² In 2015, adults age 65 or older represented 15 percent of the United States population but suffered 50 percent of all fire deaths.³

Older adults are more vulnerable in a fire than the general population due to a combination of factors including mental and physical frailties, greater use of medications, and elevated likelihood of living in a poverty situation.⁴ Flame retardants are an important fire safety tool that help save lives, reduce fires and limit property damage.

USEPA Review of Chemicals in Commerce

While we appreciate the intent of this legislation, we urge the Alaska Legislature to consider on-going and recently announced efforts⁵ underway at the US Environmental Protection Agency to review chemicals in commerce under the agency’s expanded rulemaking authority.

On March 20, 2019, US EPA published “a list of 40 chemicals to begin the prioritization process – the initial step in a new process of reviewing chemicals currently in commerce under the amended Toxic Substances Control Act (TSCA)” and on December 20, 2019 US EPA further identified 20 high priority substances, including some flame retardants that will undergo risk evaluation.⁶ At a minimum, any decision regarding a state-based chemical regulatory policy should be informed by this rigorous scientific assessment process.

For these reasons, we remain opposed to HB 27. Should you have any questions or comments, please do not hesitate to contact me at 916-448-2581 or tim_shestek@americanchemistry.com. Thank you for the opportunity to share these comments.

Sincerely,



Tim Shestek
Senior Director, State Affairs

¹ ESFI, Holiday Data and Statistics, available at <http://www.esfi.org/resource/holiday-data-and-statistics-359#InjuryAndFatalityStatistics> (accessed Jan. 4, 2016).

² NFPA. *Characteristics of Home Fire Victims*. March 2014. Available at <https://www.nfpa.org/News-and-Research/Fire-statistics-and-reports/Fire-statistics/Demographics-and-victim-patterns/Characteristics-of-home-fire-victims> (accessed Jan. 17, 2018).

³ U.S. Fire Administration 2017. Fire safety outreach materials for older adults. Available at https://www.usfa.fema.gov/prevention/outreach/older_adults.html (accessed Jan. 17, 2018)

⁴ U.S. Fire Administration National Fire Data Center. Fire Risk to Older Adults in 2010. Topical Fire Report Series Vol. 14, no. 9. August 2013. Available at <https://www.usfa.fema.gov/downloads/pdf/statistics/v14i9.pdf> (accessed Jan. 17, 2018).

⁵ <https://www.epa.gov/newsreleases/reaching-another-tsca-milestone-epa-identifies-40-chemicals-prioritize-risk-evaluation>

⁶ <https://www.epa.gov/newsreleases/epa-finalizes-list-next-20-chemicals-undergo-risk-evaluation-under-tsca>