

119TH CONGRESS  
1ST SESSION

# H. R. 597

To amend the Federal Food, Drug, and Cosmetic Act to clarify and update the authority of the Food and Drug Administration to ensure national uniformity in the regulation of the labels, labeling, and advertising of companion animal pet food, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

JANUARY 21, 2025

Mr. WOMACK (for himself, Mr. VALADAO, Mr. SMITH of Nebraska, Mr. HARDER of California, and Mr. SCHMIDT) introduced the following bill; which was referred to the Committee on Energy and Commerce

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## A BILL

To amend the Federal Food, Drug, and Cosmetic Act to clarify and update the authority of the Food and Drug Administration to ensure national uniformity in the regulation of the labels, labeling, and advertising of companion animal pet food, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

4 (a) SHORT TITLE.—This Act may be cited as the  
5 “Pet Food Uniform Regulatory Reform Act of 2025” or  
6 the “PURR Act of 2025”.

1 (b) TABLE OF CONTENTS.—The table of contents for  
2 this Act is as follows:

Sec. 1. Short title; table of contents.

Sec. 2. Findings.

Sec. 3. Pet food regulation.

Sec. 4. Responsibilities.

Sec. 5. Regulations.

3 **SEC. 2. FINDINGS.**

4 Congress finds the following:

5 (1) The pet food industry is a growing sector  
6 in the United States. Pet food exports have in-  
7 creased by double digits over the last few years.

8 (2) United States pet food manufacturers con-  
9 tribute to the national economy by buying nearly  
10 \$7,000,000,000 worth of agricultural products from  
11 farmers, ranchers, and farm-product processors  
12 every year.

13 (3) Pet ownership has consistently grown in the  
14 United States, resulting in an increase in pet food  
15 sales and an accompanying increase in the interest  
16 by pet owners in how their companion animals' food  
17 is regulated and produced.

18 (4) Historically, pet food and livestock feed  
19 have been regulated under the same framework.  
20 However, as pet owners' relationships with their pets  
21 have changed, so too has their understanding of  
22 pets' nutritional needs and preferences. Pet food is  
23 specifically formulated to ensure complete nutrition

1 for the long and healthy lives of companion animals.  
2 Owning a companion animal provides profound men-  
3 tal, social, and physical health benefits for pet own-  
4 ers such as reduced blood pressure and stress levels,  
5 and research indicates that companion animals can  
6 play a role in managing depression. Before the en-  
7 actment of this Act, the regulatory framework that  
8 was originally created for livestock feed no longer  
9 met the needs of pets or their owners.

10 (5) Before the enactment of this Act, the regu-  
11 latory framework governing pet food manufacture  
12 and sale, from ingredient approvals to labeling re-  
13 quirements, was multifaceted and wildly incon-  
14 sistent. Regulatory regimes varied by State, were de-  
15 veloped in part by a combination of nongovern-  
16 mental entities and State government agencies, and  
17 were overseen by the Food and Drug Administra-  
18 tion's Center for Veterinary Medicine.

19 (6) Creating a more streamlined Federal regu-  
20 latory process for new pet food ingredients allows for  
21 expedited advances for nutrition, greater innovation,  
22 and more functionality in a more predictable regu-  
23 latory environment.

24 (7) Replacing the patchwork of regulation of  
25 pet food with a uniform Federal regulatory frame-

1 work improves marketplace certainty, allows for  
2 more consistent and predictable ingredient review  
3 and market introductions, and enhances companion  
4 animal nutrition.

5 (8) The nationwide availability of nutritious,  
6 safe, and affordable pet food is substantially im-  
7 proved through a unified comprehensive Federal sys-  
8 tem of oversight of the manufacture and sale of pet  
9 food.

10 (9) The manufacture of pet food and its mar-  
11 keting and sale is undertaken throughout the United  
12 States and its territories and is interstate commerce.

13 **SEC. 3. PET FOOD REGULATION.**

14 Chapter IV of the Federal Food, Drug, and Cosmetic  
15 Act (21 U.S.C. 341 et seq.) is amended by adding at the  
16 end the following:

17 **“SEC. 425. PET FOOD.**

18 “(a) DEFINITIONS.—In this section:

19 “(1) The term ‘companion animal’ means a do-  
20 mesticated canine or feline.

21 “(2) The terms ‘generally recognized as safe’  
22 and ‘GRAS’ mean generally recognized as safe under  
23 section 201(s).

24 “(3) The term ‘pet food’ means any food manu-  
25 factured and distributed for consumption by com-

1 panion animals, including treats, nutritional supple-  
2 ments, and pet food ingredients.

3 “(4) The term ‘pet food ingredient’ means an  
4 ingredient intended for use in pet food.

5 “(5) The term ‘pet food ingredient submission’  
6 means a submission to the Food and Drug Adminis-  
7 tration for a pet food ingredient that is a petition  
8 under section 409 for any food additive, a petition  
9 under section 721 for a color additive, or a GRAS  
10 ingredient notification under subpart E of part 570  
11 of subchapter E of chapter I of title 21, Code of  
12 Federal Regulations (or successor regulations).

13 “(b) PREEMPTION.—

14 “(1) IN GENERAL.—No State or a political sub-  
15 division of a State may directly or indirectly estab-  
16 lish, maintain, implement, or enforce any authority  
17 or requirement relating to the labels, labeling, and  
18 advertising of pet food.

19 “(2) RULE OF CONSTRUCTION.—Nothing in  
20 this section shall be construed to restrict State food  
21 safety oversight activities, including any such activi-  
22 ties relating to implementation of the FDA Food  
23 Safety Modernization Act, outbreak investigations,  
24 surveillance sampling, or investigations of consumer  
25 complaints.

1 “(c) GRAS INGREDIENTS.—

2 “(1) INGREDIENTS DEEMED GRAS.—Ingredi-  
3 ents that are intended for use in pet food, and are  
4 not specifically authorized for such use by the Food  
5 and Drug Administration as a food additive, a color  
6 additive, or otherwise as of the date of enactment of  
7 the PURR Act of 2025, are deemed to be GRAS  
8 if—

9 “(A) such ingredients are identified in  
10 chapter 6 of the 2024 edition of the ‘AAFCO  
11 Official Publication’ (or any subsequent amend-  
12 ments thereto or editions thereof) as acceptable  
13 for use in pet food (whether specifically for use  
14 in dog or cat food, or for use in animal food  
15 without restriction to species); and

16 “(B) there is no finding by the Food and  
17 Drug Administration that such ingredients are  
18 not GRAS.

19 “(2) VOLUNTARY NOTIFICATION.—A pet food  
20 manufacturer is not required to notify the Food and  
21 Drug Administration of GRAS ingredients used in  
22 pet food, but may voluntarily notify the Food and  
23 Drug Administration of such GRAS ingredients that  
24 have not previously been recognized by the Food and  
25 Drug Administration as GRAS for use in pet food.

1       “(d) **TIMELY REVIEW.**—Not later than 90 days after  
2 receipt of a pet food ingredient submission, the Secretary  
3 shall review such submission and issue an action letter  
4 that—

5           “(1) approves such submission or, in the case  
6 of a GRAS ingredient notification, does not object to  
7 use; or

8           “(2) sets forth—

9           “(A) the specific deficiencies in such sub-  
10 mission; and

11           “(B) where appropriate, the actions nec-  
12 essary—

13           “(i) for such submission to be ap-  
14 proved; or

15           “(ii) in the case of a GRAS ingredient  
16 notification, to resolve any concerns of the  
17 Secretary.

18       “(e) **INGREDIENTS SOMETIMES PRESENT.**—

19           “(1) **IN GENERAL.**—Pet food shall not be treat-  
20 ed as misbranded by reason of stating in the pet  
21 food ingredient list on the product label that an in-  
22 gredient of a type described in paragraph (2) is  
23 sometimes, but not always, present in the pet food.

1           “(2) TYPES OF INGREDIENTS.—Paragraph (1)  
2 applies with respect to the following types of ingredi-  
3 ents:

4           “(A) Fat or oil ingredients.

5           “(B) Flavor ingredients.

6           “(C) Grain ingredients (including grain  
7 protein ingredients).

8           “(3) LANGUAGE TO BE USED.—For an ingre-  
9 dient in pet food to be labeled as sometimes present  
10 for purposes of paragraph (1), such ingredient shall  
11 be identified by—

12           “(A) words such as ‘or’, ‘and/or’, or ‘con-  
13 tains one or more of the following:’; or

14           “(B) other words indicating that the ingre-  
15 dient may not be present.

16           “(f) ORDER OF INGREDIENT LISTING.—

17           “(1) IN GENERAL.—Pet food shall be treated as  
18 misbranded unless the ingredients required to be de-  
19 clared on the labeling of a pet food are listed by  
20 common or usual name in descending order of pre-  
21 dominance by weight.

22           “(2) EXCEPTION.—If an ingredient in pet food  
23 is present in amounts of 2 percent or less by weight,  
24 then instead of identifying the ingredient in the  
25 order required by paragraph (1), the ingredient may



1 be placed at the end of the pet food ingredient list  
2 following an appropriate quantifying statement, such  
3 as ‘Contains \_\_\_\_ percent or less of \_\_\_\_\_’,  
4 or ‘Less than \_\_\_\_ percent of \_\_\_\_\_’, with  
5 the blank percentage filled in with a threshold level  
6 of 2 percent, or, if desired, 1.5 percent, 1.0 percent,  
7 or 0.5 percent, as applicable.

8 “(g) PERMISSIBLE MARKETING CLAIMS.—Pet food  
9 shall not be treated as misbranded by reason of the fol-  
10 lowing claims on labels and labeling and in advertising for  
11 pet food, without premarket approval of such claims by  
12 the Food and Drug Administration, if truthful, nonmis-  
13 leading, and adequately substantiated:

14 “(1) Claims regarding hairball control.

15 “(2) Claims regarding tartar control, plaque re-  
16 moval, and bad breath odor.

17 “(3) Claims regarding the ability of pet food to  
18 support general urinary tract health.

19 “(4) ‘Human grade’ claims for finished pet food  
20 (not for individual ingredients) if all of the following  
21 circumstances are met:

22 “(A) Every ingredient in the pet food and  
23 the finished product is—

24 “(i) stored, handled, processed, and  
25 transported in accordance with—

1                   “(I) section 117 of title 21, Code  
2                   of Federal Regulations (or successor  
3                   regulations); and

4                   “(II) the laws applicable to food  
5                   for human consumption, including  
6                   such laws relating to ingredients,  
7                   process, or facility type; and

8                   “(ii) manufactured in accordance with  
9                   section 507 of title 21, Code of Federal  
10                  Regulations (or successor regulations).

11                  “(B) Each facility that manufactures the  
12                  finished pet food or an ingredient in the fin-  
13                  ished pet food is registered pursuant to section  
14                  415 as a human food facility.

15                  “(C) The ‘human grade’ claims clearly in-  
16                  dicate that the food is pet food, such as by stat-  
17                  ing ‘dog food’ or ‘cat treats’.

18                  “(5) ‘Natural’ claims if all of the following cir-  
19                  cumstances are met:

20                  “(A) Subject to subparagraph (C), the  
21                  term ‘natural’ refers to a food or ingredient de-  
22                  rived solely from plant, animal, or mined  
23                  sources—

24                  “(i) in its unprocessed state; or

1           “(ii) having been subject to physical  
2           processing, heat processing, rendering, pu-  
3           rification,           extraction,           hydrolysis,  
4           enzymolysis, or fermentation, but not hav-  
5           ing been produced by or subject to a  
6           chemically synthetic process and not con-  
7           taining any additives or processing aids  
8           that are chemically synthetic except in  
9           amounts as might occur unavoidably in  
10          good manufacturing practices.

11          “(B) The term ‘natural’ is only used to  
12          reference the product as a whole when all of the  
13          ingredients and components of ingredients meet  
14          the description in subparagraph (A).

15          “(C) If the food or ingredient contains  
16          chemically synthesized vitamins, minerals, or  
17          other trace nutrients used as ingredients in pet  
18          food, a disclaimer—

19                 “(i) discloses the addition of such vi-  
20                 tamins, minerals, and other trace nutrients  
21                 by name or category;

22                 “(ii) is juxtaposed with the term ‘nat-  
23                 ural’; and

24                 “(iii) appears with the largest or most  
25                 prominent use of the term ‘natural’ on

1           each panel of the label on which the term  
2           appears, in the same style and color print  
3           and at least one-half the size of the term  
4           natural.

5           “(D) A disclaimer under subparagraph (C)  
6           is not required when the term ‘natural’ is used  
7           in reference to one ingredient and is not refer-  
8           ring to the whole product.

9           “(h) GUIDANCE ON CERTAIN TOPICS.—

10           “(1) IN GENERAL.—The Secretary shall issue  
11           guidance with respect to pet food addressing each of  
12           the following topics:

13           “(A) Methods for substantiating nutri-  
14           tional adequacy of pet foods.

15           “(B) Pet food metabolizable energy proto-  
16           cols.

17           “(C) Affidavits for pet food testing pro-  
18           tocol completion.

19           “(D) Data to support a calorie content  
20           claim.

21           “(E) Analytical variations (Avs).

22           “(F) Recommendations for use of mena-  
23           dione sodium bisulfite complex (MSBC) in ani-  
24           mal feed.

25           “(2) INITIAL GUIDANCE.—

1           “(A) TIMING.—Not later than 18 months  
2           after the date of enactment of the PURR Act  
3           of 2025, the Secretary shall issue initial guid-  
4           ance under this subsection.

5           “(B) BASIS.—The initial guidance under  
6           subparagraph (A) shall be based on the guid-  
7           ance contained in the 2024 edition of the  
8           ‘AAFCO Official Publication’.”.

9   **SEC. 4. RESPONSIBILITIES.**

10          Title X of the Federal Food, Drug, and Cosmetic Act  
11   (21 U.S.C. 391 et seq.) is amended by adding at the end  
12   the following:

13   **“SEC. 1015. RESPONSIBILITIES FOR PET FOOD REGULA-**  
14                                   **TION.**

15          “(a) DELEGATION OF RESPONSIBILITY.—The Sec-  
16   retary shall delegate to the Director of the Center for Vet-  
17   erinary Medicine responsibility for carrying out section  
18   425 and, as appropriate, other responsibilities and au-  
19   thorities of the Food and Drug Administration with re-  
20   spect to pet food.

21          “(b) DUTIES.—The responsibilities of the Director of  
22   the Center for Veterinary Medicine shall include—

23                 “(1) conducting and coordinating science-based  
24                 reviews of pet food ingredient submissions;

1           “(2) submitting an annual report to the Con-  
2           gress on performance metrics, including performance  
3           on—

4                   “(A) the review of submissions and  
5           issuance of action letters under section 425(d);

6                   “(B) the issuance of initial guidance under  
7           section 425(h) and any subsequent revisions to  
8           such guidance; and

9                   “(C) the proposal and finalization of initial  
10          regulations under section 5 of the PURR Act of  
11          2025 and any subsequent revisions to such reg-  
12          ulations;

13                  “(3) educating pet owners, veterinarians, and  
14          the companion animal industry about pet food;

15                  “(4) communicating and educating consumers  
16          on the safety of pet food; and

17                  “(5) carrying out research to support and im-  
18          prove policies and regulatory decisions regarding pet  
19          food.

20                  “(c) DEFINITIONS.—In this section, the terms ‘com-  
21          panion animal’, ‘pet food’, and ‘pet food ingredient sub-  
22          mission’ have the meanings given to those terms in section  
23          425.”.

1 **SEC. 5. REGULATIONS.**

2 (a) IN GENERAL.—The Secretary of Health and  
3 Human Services, acting through the Commissioner of  
4 Food and Drugs, shall—

5 (1) not later than one year after the date of en-  
6 actment of this Act, issue proposed regulations to  
7 implement the amendments made by this Act; and

8 (2) not later than two years after the date of  
9 enactment of this Act, finalize such regulations.

10 (b) CONTENTS.—The initial regulations promulgated  
11 to implement the amendments made by this Act shall in-  
12 clude PF 1 through PF 12 of the “Model Regulations for  
13 Pet Food and Specialty Pet Food Under the Model Bill”  
14 in chapter 4 of the 2024 edition of the “AAFCO Official  
15 Publication”.

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