



Northwest Product Stewardship Council

To: The Honorable Dave Upthegrove, Chair; The Honorable Steve Tharinger, Vice-Chair; The Honorable Shelly Short, Ranking Minority Member; The Honorable Paul Harris, Assistant Ranking Minority Member; and Honorable Members of the Washington State House of Representatives Environment Committee

Re: September 19, 2012 Work Session: "End of Life-Cycle Management of Consumer Products"

September 12, 2012

Thank you for convening this work session. The following comments are submitted on behalf of the Washington Local Government Steering Committee Members of the Northwest Product Stewardship Council (NWPS).

The product stewardship approaches that you will be addressing at the Environment Committee's September 19th work session need not conflict with existing collection systems and may add business for service providers by increasing the overall volume of material being transported and processed. Product stewardship policies can significantly improve solid waste management in Washington by:

- Keeping toxic materials out of garbage and landfills;
- Increasing recycling and the quantities of recyclable materials that can be used in new products;
- Lowering waste management costs for local governments, thereby benefiting rate payers;
- Providing equitable distribution of convenient collection services throughout the state to benefit all users of the waste management system;
- Adding jobs in our state's waste management and recycling industries.

In this letter, we describe the current system for managing toxic and hard to handle products, and our reasons for supporting product stewardship policies as a sustainable solution to increase recycling and proper disposal of hazardous materials in ways that can complement our existing collection system.

Local governments are required to plan for solid and hazardous waste management.

Local governments are responsible for managing solid waste including hazardous waste from households and small-quantity generators. We implement approved solid/hazardous waste management plans¹ through public-private partnerships with solid waste and recycling collection companies, retailers, processors, recyclers, and other businesses. We also participate in product stewardship programs when available. Half of Washington's counties now refer to or advocate for product stewardship in their plans (see Enclosure 1).

The materials approved for curbside recycling are typically identified in our local solid waste management plans, and by local county and city "service level ordinances", or through contract terms when cities contract for services. Solid waste and recycling services in Washington are provided as follows:

- A small number of cities operate their own municipal services, examples include: Enumclaw, Oak Harbor, Olympia, Skykomish, Spokane, and Tacoma;
- About 195 of Washington's 281 cities and towns contract for services provided by private materials management companies. Of these about 105 contract for curbside recycling service and 58 also contract for multi-family recycling;

¹ Local comprehensive solid waste plans are required under RCW 70.95.080. Local hazardous waste plans are required under 70.105.220.

- The remaining cities and towns have services provided by G-certificated solid waste collection companies that are regulated by the Washington Utilities and Transportation Commission (WUTC). Some of these services include residential curbside collection and multi-family recycling;
- All 39 counties have curbside garbage service provided exclusively by G-certificated solid waste collection companies, as state law does not allow counties to contract for curbside garbage collection. One county, Clark County, contracts for residential curbside recycling as allowed under RCW 36.58.040². All other counties with curbside recycling services in their unincorporated areas have those services exclusively provided by G-certificated solid waste collection companies as required by state law.

The current system for managing toxic and hard to handle products is fragmented and inconvenient.

Curbside recycling collection programs are cornerstone to effectively collecting recyclable materials such as paper, plastics, food and beverage cans, metals, glass, and compostables. They typically do not collect toxic and hard to handle materials. Of the curbside recycling services described above, only thirteen include small electronics, five pick up mercury lighting, four pick up batteries and none collect paint, to our knowledge (see Enclosure 4). Some of these programs also charge an extra fee to the resident. These materials are more difficult to collect curbside because they are toxic (such as mercury in fragile lights), bulky (televisions, which also contain toxics), or have some other problematic attribute (such as computers holding personal information, or spillable paint in rusty paint cans or with lids that can pop open).

The recycling/disposal services for toxic and hard to handle products from residents are most often provided at publicly owned or contracted “moderate risk waste”³ or solid waste facilities, usually separate from standard curbside garbage and recycling collection. These programs are often limited due to the high cost of handling these products, and expansion of services requires a rate hike or increased tax revenue.

There are some exceptions whereby the private sector has provided convenient and effective “stewardship” collection systems such as the rechargeable battery industry’s collection program, Call2Recycle, which has more than 400 retail locations to collect rechargeable batteries throughout the state. Other examples include the highly successful law⁴ that requires those selling vehicle batteries to take them back (now achieving a 97% recycle rate). In addition, many auto supply stores provide collection for used motor oil and some also accept antifreeze and oil filters. Now Washington has a manufacturer-provided product stewardship system for specific electronic products with 330 collection sites across the state.

Product stewardship programs can work with and expand upon existing collection and processing infrastructure.

Providing diverse recycling options and increased convenience for residents and consumers are perhaps the most effective ways to increase the safe handling of toxic products. Multiple collection options

² RCW 36.58 – Solid Waste Disposal - includes section 36.58.040 (1) which allows a county to contract for residential recycling services.

³ “Moderate risk waste” (MRW) is a class of solid waste that covers Household Hazardous Waste and Conditionally Exempt Small Quantity Generator Waste. “Moderate Risk” does not mean that the material is moderately hazardous. Rather it is generated in small volumes and is not regulated in the same way as larger volume hazardous waste from businesses. A more descriptive term for MRW is “Small Volume Hazardous Wastes”.

⁴ RCW 70.95.630 Requirements for accepting used batteries by retailers of vehicle batteries.

increase effectiveness because there is no “one size fits all” for every product, or for every community. Product stewardship programs can build on Washington’s existing recycling infrastructure to increase collection and recycling – resulting in growth for a variety of collector types and processors.

The range of collection options in product stewardship systems can include:

- Increased curbside collection where provided by G-certificated and contracted collection companies or by municipalities through innovations in safe handling of toxic products;
- Government-operated household hazardous waste (MRW) facilities;
- Consumer drop-off at retail stores, with transport to central locations or processors;
- Product take-back at thrift and reuse stores;
- Resident drop off at existing solid waste transfer stations and private recycling centers.

Washington State has established two product stewardship laws, one for specific electronic products and one for mercury lighting⁵. Both laws contain provisions to encourage the use of the local recycling infrastructure, including curbside collection (see Enclosure 2). The electronics law includes a provision that premium services, such as curbside collection and at home pick up, must be compensated by the stewardship program in an amount similar to the amount paid to collectors providing drop off services. Costs above and beyond that payment would be paid through fees to the customer using the premium service.

Both laws include language that reaffirms the authority of the WUTC to regulate curbside collection services and the authority of local governments to provide services:

“Nothing in this chapter changes or limits the authority of the Washington utilities and transportation commission to regulate collection of solid waste in the state of Washington, including curbside collection of residential recyclable materials, nor does this chapter change or limit the authority of a city or town to provide such service itself or by contract pursuant to RCW 81.77.020.”

Product stewardship can finance increased recycling of toxic and other products.

Collecting and managing toxic and hard to handle products is expensive. Local governments face customer resistance to raising rates. Many jurisdictions rely on state grants and risk service cuts if state grant funds decline.

A new and increased financing mechanism is needed. NWPSC members believe the most fair and equitable financing internalizes the cost of the recycling service into the price of the product. A consumer who purchases, uses and gains benefit from the product also purchases and gains benefit from the end-of-life service. Those costs aren’t passed on to the general ratepayer who may never buy the product.

Manufacturer financing and engagement in the end-of-life management of products is expected to provide incentives for reducing management costs by reducing waste, increasing recyclability, and reducing toxicity.

Product stewardship creates jobs.

Washington’s electronics product stewardship program (see Enclosure 3) has stimulated business expansion by creating approximately 80 new processing jobs here. There are 330 diverse collection sites

⁵ RCW 70.95N Electronic Product Recycling and RCW 70.275 Mercury-containing lights–proper disposal.

throughout the state including public and private transfer stations, waste handling companies, charity and for-profit thrift stores, electronics retailers, and private recycling centers.

The electronics program in Washington is just one example of a product stewardship program that stimulated job growth. The carpet stewardship organization, CARE, reported an increase of 12 new collectors/processors entering the business and approximately 50 new jobs since the passage of 2010 California carpet stewardship legislation. Due to the creation of the Oregon Paint Product Stewardship Pilot Program, approximately 12 jobs were created in collection and handling, bulking, paint recycling and program management.

Product stewardship policies can support growth of public and private local infrastructure.

A number of policies can be included in product stewardship legislation to stimulate and ensure expansion of local infrastructure:

- Clearly define the responsibilities and create a level playing field for the product producers and service providers, including collectors, transporters, and processors;
- Require fair compensation by product manufacturers for collectors, transporters and other service providers;
- Consider approaches that support diverse and competitive services, but that also protect against a “race to the bottom” for cheapest options that might not support family-wage jobs;
- Include performance standards. Especially important are defined levels of convenience that ensure good access to recycling services throughout the state, as well as defined collection and recycling goals or other indicators that measure levels of performance. This allows for different collection methods to compete for effectiveness, while ensuring that all areas of the state have good service;
- Include standards to ensure that toxic products are handled properly to protect residents, workers, and our environment;
- Allow and encourage collection strategies that are effective for the specific product and for different communities across our state;
- Include language that reaffirms the authority of the WUTC to regulate curbside collection services and those of local authorities to provide services (see Enclosure 2).

The NWPSC is committed to working for systems that will best serve all of the state’s residents and communities. We look forward to working with you, your colleagues in the Legislature, and all stakeholders in developing policy to further improve our existing waste and recycling infrastructure.

Sincerely,



Coordinator, Northwest Product Stewardship Council

On behalf of the Washington Local Government Steering Committee Members:

City of Seattle, City of Spokane, City of Tacoma, King County Department of Natural Resources and Parks, Local Hazardous Waste Management Program in King County, Kitsap County Solid Waste Division, Snohomish County Solid Waste Division, Thurston County Public Health and Social Services Department, Thurston County Solid Waste, and Yakima County Public Services.

www.productstewardship.net info@productstewardship.net

Enclosures:

Enclosure 1 – Counties in Washington with Product Stewardship Support Statements in their Solid Waste or Hazardous Waste Management Plans.

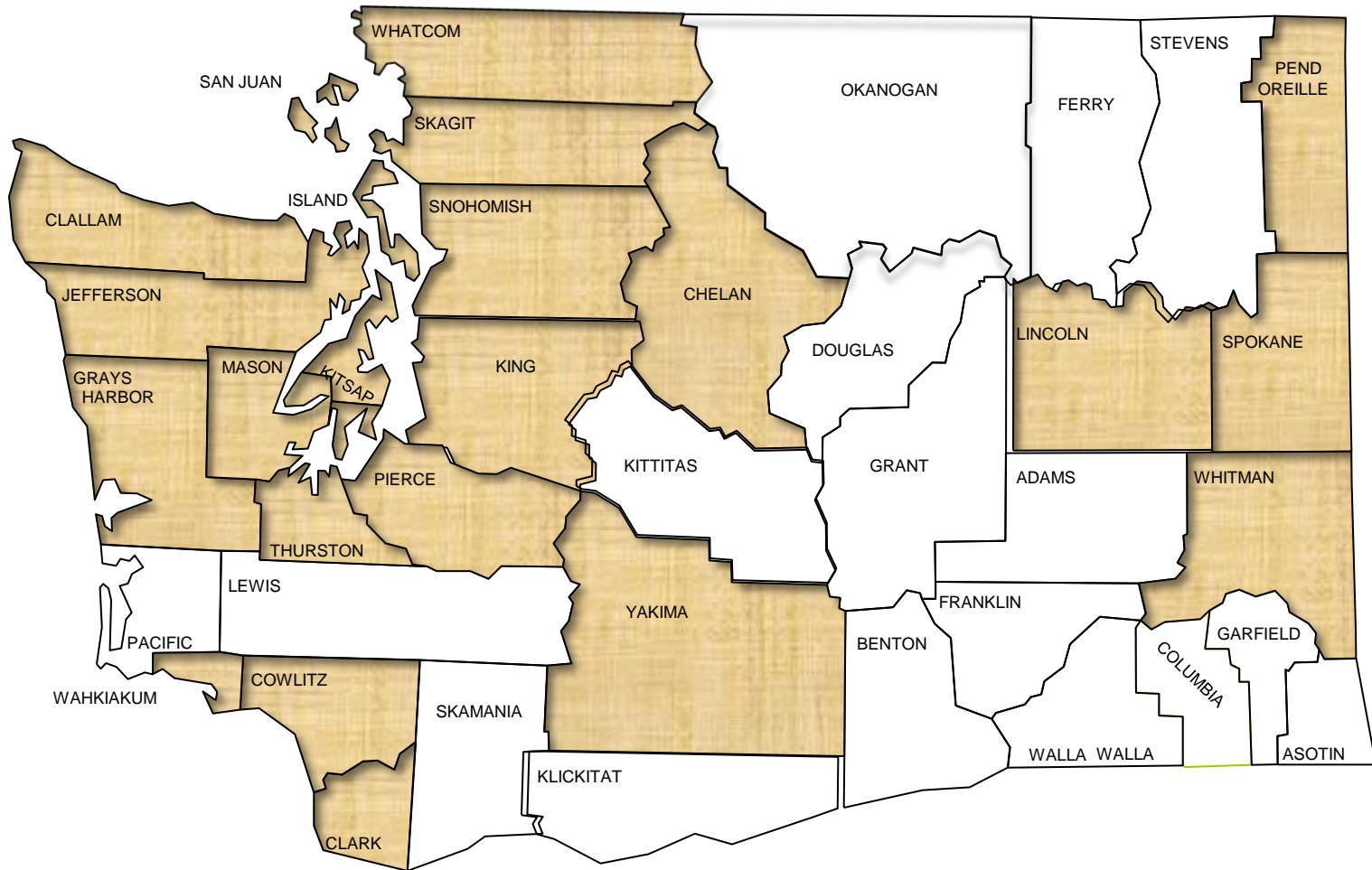
Enclosure 2 – Excerpts from WA Product Stewardship Laws: Provisions on Integration with Existing Residential Collection/Recycling Infrastructure.

Enclosure 3 – Benefits of Product Stewardship Programs

Enclosure 4 – Overview of Curbside Services in WA that Collect Toxic and Hard-to-Handle Items.

Enclosure 1:

Counties in Washington with Product Stewardship Support Statements in their Solid Waste or Hazardous Waste Management Plans



 Product Stewardship included in County Waste Management Plan

Plans currently in draft form: Clallam, Cowlitz, Grays Harbor, Island, King, San Juan, Snohomish, and Thurston.

Excerpts from WA Product Stewardship Laws: Provisions on Integration with Existing Residential Collection/Recycling Infrastructure		
Provision	Electronics Recycling Law, RCW 70.95N (2006)	Mercury Lighting Recycling Law RCW 70.275 (2010)
Findings		<p>The legislature finds that:</p> <p>(3) The purpose of chapter 130, Laws of 2010 is to achieve a statewide goal of recycling all end-of-life mercury-containing lights by 2020 through expanded public education, a uniform statewide requirement to recycle all mercury-containing lights, and the development of a comprehensive, safe, and convenient collection system that includes use of residential curbside collection programs, mail-back containers, increased support for household hazardous waste facilities, and a network of additional collection locations;</p>
Definitions	<p>(4) "Collector" means an entity licensed to do business in the state that gathers unwanted covered electronic products from households, small businesses, school districts, small governments, and charities for the purpose of recycling and meets minimum standards that may be developed by the department....</p> <p>(8) "Curbside service" means a collection service providing regularly scheduled pickup of covered electronic products from households or other covered entities in quantities generated from households....</p> <p>(19) "Premium service" means services such as at-location system upgrade services provided to covered entities and at-home pickup services offered to households. "Premium service" does not include curbside service.</p>	<p>(2) "Collection" or "collect" means, except for persons involved in mail-back programs:</p> <p>(a) The activity of accumulating any amount of mercury-containing lights at a location other than the location where the lights are used by covered entities, and includes curbside collection activities, household hazardous waste facilities, and other registered drop-off locations; and....</p> <p>(3) "Covered entities" means:...</p> <p>(b) A single-family or a multifamily household generator and persons that utilize a registered residential curbside collection program or a mail-back program for collection of mercury-containing lights and that discards no more than fifteen mercury-containing lights into those programs during a ninety-day period.</p> <p>(7) "Mail-back program" means the use of a prepaid postage container with mercury vapor barrier packaging that is used for the collection and recycling of mercury-containing lights from covered entities as part of a product stewardship program and is transported by the United States postal service or a common carrier.</p>

Excerpts from WA Product Stewardship Laws: Provisions on Integration with Existing Residential Collection/Recycling Infrastructure		
Provision	Electronics Recycling Law, RCW 70.95N (2006)	Mercury Lighting Recycling Law RCW 70.275 (2010)
Requirement to consider/use existing infrastructure	<p>(5) An independent plan and the standard plan must contain the following elements:...</p> <p>(b) A description of the collection, transportation, and recycling systems and service providers used, including a description of how the authority or authorized party will:</p> <p>(i) Seek to use businesses within the state, including retailers, charities, processors, and collection and transportation services;...</p> <p>(6) The standard plan shall address how it will incorporate and fairly compensate registered collectors providing curbside or premium services such that they are not compensated at a lower rate for collection costs than the compensation offered other collectors providing drop-off collection sites in that geographic area.</p>	<p>(2) The department shall establish rules for plan content. Plans must include but are not limited to:...</p> <p>(c) The identity of collection, transportation, and processing service providers, including a description of the consideration given to existing residential curbside collection infrastructure and mail-back systems as an appropriate collection mechanism;</p> <p>(d) How the product stewardship program will seek to use businesses within the state, including transportation services, retailers, collection sites and services, existing curbside collection services, existing mail-back services, and processing facilities;...</p>
Requirement to consider/use existing infrastructure (continued)	<p>(6) The authority shall accept into the standard program covered electronic products from any registered collector who meets the requirements of this chapter. The authority shall compensate registered collectors for the reasonable costs associated with collection, but is not required to compensate nor restricted from compensating the additional collection costs resulting from the additional convenience offered to customers through premium and curbside services.</p> <p>(7) The authority shall accept and utilize in the standard program any registered processor meeting the requirements of this chapter and any requirements described in the authority's operating plan or through contractual arrangements. Processors utilized by the standard plan shall provide documentation to the authority at least annually regarding how they are meeting the requirements in RCW 70.95N.250 and *section 26 of this act, including enough detail to allow the standard plan to meet its reporting requirements in RCW 70.95N.140(2) (c) and (d), and must submit to audits conducted by or for the authority. The authority shall compensate such processors for the reasonable costs, as determined by the authority, associated with processing unwanted electronic products. Such processors must demonstrate that the unwanted electronic products have been received from registered collectors or transporters, and provide other documentation as may be required by the authority.</p>	

Excerpts from WA Product Stewardship Laws: Provisions on Integration with Existing Residential Collection/Recycling Infrastructure		
Provision	Electronics Recycling Law, RCW 70.95N (2006)	Mercury Lighting Recycling Law RCW 70.275 (2010)
Collection system requirements	<p>(3) The manufacturers participating in an approved plan are responsible for covering all administrative and operational costs associated with the collection, transportation, and recycling of their plan's equivalent share of covered electronic products. If costs are passed on to consumers, it must be done without any fees at the time the unwanted electronic product is delivered or collected for recycling. However, this does not prohibit collectors providing premium or curbside services from charging customers a fee for the additional collection cost of providing this service, when funding for collection provided by an independent plan or the standard plan does not fully cover the cost of that service....</p> <p>(5) Manufacturers are encouraged to collaborate with electronic product retailers, certificated waste haulers, processors, recyclers, charities, and local governments within the state in the development and implementation of their plans.</p>	<p>(3) A producer, group of producers, or product stewardship organization funded by producers must pay all administrative and operational costs associated with their program or programs, except for the collection costs associated with curbside and mail-back collection programs. For curbside and mail-back programs, a producer, group of producers, or product stewardship organization shall finance the costs of transporting mercury-containing lights from accumulation points and for processing mercury-containing lights collected by curbside and mail-back programs. For collection locations, including household hazardous waste facilities, charities, retailers, government recycling sites, or other suitable locations, a producer, group of producers, or product stewardship organization shall finance the costs of collection, transportation, and processing of mercury-containing lights collected at the collection locations.</p>
Collection System Requirements (continued)	<p>(b) Collection sites may include electronics recyclers and repair shops, recyclers of other commodities, reuse organizations, charities, retailers, government recycling sites, or other suitable locations....</p> <p>(3) A program may provide collection services in forms different than collection sites, such as curbside services, if those alternate services provide equal or better convenience to citizens and equal or increased recovery of unwanted covered electronic products.</p> <p>(4) For rural areas without commercial centers or areas with widely dispersed population, a program may provide collection at the nearest commercial centers or solid waste sites, collection events, mail-back systems, or a combination of these options.</p>	<p>(1) All mercury-containing lights collected in the state by product stewardship programs or other collection programs must be recycled and any process residuals must be managed in compliance with applicable laws.</p>
Collection system requirements (continued)		<p>(2) A person who operates a curbside collection program or owns or operates a mail-back business participating in a product stewardship program for mercury-containing lights and uses the United States postal service or a common carrier for transport must register with the department and use mercury vapor barrier packaging for curbside collection and mail-back containers.</p>

Excerpts from WA Product Stewardship Laws: Provisions on Integration with Existing Residential Collection/Recycling Infrastructure		
Provision	Electronics Recycling Law, RCW 70.95N (2006)	Mercury Lighting Recycling Law RCW 70.275 (2010)
Collection system requirements (continued)		(3) No mercury-containing lights may knowingly be placed in a container for mixed recyclables unless there is a separate location or compartment for the mercury-containing lights that complies with local government collection standards or guidelines. (4) No owner or operator of a solid waste facility may be found in violation of this section if the facility has posted in a conspicuous location a sign stating that mercury-containing lights must be recycled and are not accepted for disposal. (5) No solid waste collector may be found in violation of this section for mercury-containing lights placed in a disposal container by the generator of the mercury-containing light.
Ongoing evaluation of program	(1) By December 31, 2012, the department shall provide a report to the appropriate committees of the legislature that includes the following information:... (e) Comments received from local governments and local communities regarding satisfaction with the program, including accessibility and convenience of services provided by the plans;	(4) Beginning October 1, 2014, the department shall annually invite comments from local governments, communities, and citizens to report their satisfaction with services provided by product stewardship programs. This information must be used by the department to determine if the plan operator is meeting convenience requirements and in reviewing proposed updates or changes to product stewardship plans.
Application of chapter to the Washington utilities and transportation commission	(4) Nothing in this chapter changes or limits the authority of the Washington utilities and transportation commission to regulate collection of solid waste in the state of Washington, including curbside collection of residential recyclable materials, nor does this chapter change or limit the authority of a city or town to provide such service itself or by contract pursuant to RCW 81.77.020.	Nothing in this chapter changes or limits the authority of the Washington utilities and transportation commission to regulate collection of solid waste, including curbside collection of residential recyclable materials, nor does this chapter change or limit the authority of a city or town to provide such service itself or by contract under RCW 81.77.020.

Enclosure 3: Benefits of Product Stewardship Programs

Electronics

E-Cycle Washington (<http://www.ecyclewashington.org/>) has created program efficiencies, reduced costs, and greatly increased the number of electronics being collected for recycling.

Prior to E-Cycle Washington, local governments used ratepayer funds (disposal fees) and state grants to provide sporadic collection events, many of which also charged a fee per electronic item. They were frequently overwhelmed by the amount of electronics at these events. Local charities, such as Goodwill, were often burdened with paying for disposal of out-of-date or broken electronics dropped off as donations. A few retailers provided drop-off or mail-back services for electronics, often for a fee. The amount of electronics in use was increasing exponentially, and many electronics were disposed in the garbage can or via self-haul trips to transfer stations or landfills.

Now with E-Cycle Washington in operation for almost four years, we have seen the following successes:

Cost savings to local governments and system-wide efficiency gains

- **System-wide net savings total \$14.5 million since 2009.**¹ The E-Cycle Washington program operator – called the Washington Material Management and Financing Authority (WMMFA) - pays approximately \$0.25/lb to recycle electronics, well below the average of \$0.35/lb incurred by local governments for electronics recycling prior to E-Cycle implementation.²

Increased convenience

- There are now 330 collection sites throughout the state including thrift, reuse and retail stores, government-operated household hazardous waste facilities, public and private transfer stations, and recycling centers.
- There is at least one collection site in every county in the state. Even Ferry County, with a population of 7,689, has three collection sites.
- 90 percent of Washington residents have access to collection sites within 10 miles of their home.

Lower costs for residents

- Before, residents paid between \$10 and \$50 to recycle computers, monitors, and TVs. **Through E-Cycle Washington, there are no fees when the product is returned.** Instead, the cost of recycling is covered by the sale price of new products.³
- **E-Cycle Washington has not increased the price of consumer electronics.** Average prices for televisions and personal computers have fallen steadily since 2005, even though almost half of the states in the U.S. now have take-back programs funded by electronics manufacturers.⁴

New private sector jobs

- E-Cycle Washington has stimulated business expansion and created approximately **80 new processing jobs.**⁵

Better environmental outcomes

- Product stewardship for electronics has kept **6.9 million pounds of lead** out of Washington's landfills and incinerators.⁶

Enclosure 3: Benefits of Product Stewardship Programs

Paint

The U.S. EPA estimates that about 10 percent of all paint purchased in the U.S. goes unused each year. Leftover oil-based paint is a flammable and toxic material that must be managed as a hazardous waste. Latex paint, when in liquid form, also poses problems and should not be disposed of at landfills.

Local governments in Washington currently play the primary role in collecting leftover paint from households and small businesses. Government-financed household hazardous waste (HHW) facilities collect 88 percent of leftover paint from residents, and the remaining 12 percent is captured through collection events, also largely paid for by local governments.

In the face of increasingly limited resources, local governments are struggling to manage the quantity of leftover paint collected from residents. At the same time, nearly two-thirds of leftover paint still goes uncollected, and some local governments have stopped providing the service due to high costs. Lack of convenient collection options for residents potentially leads to improper disposal, causing harm to the environment and human health.

The paint industry is conducting a pilot stewardship program in Oregon to develop a model system that will relieve burdens on local governments, as well as increase collection and improve environmentally responsible management of leftover paint. A paint product stewardship bill was introduced in Washington in 2012, and similar legislation has been recently enacted in California, Connecticut, and Rhode Island. Creation of a paint stewardship system could provide Washington's local governments and residents with benefits similar to those seen in Oregon:

Cost savings to local governments

- Local governments in Washington currently spend **\$7.56 per gallon** on average to collect and manage leftover paint, adding up to millions of dollars in costs to ratepayers and taxpayers each year.⁷ Under product stewardship, the paint industry would pay a large portion of these costs, resulting in millions of dollars in direct cost savings. **Through the PaintCare stewardship program, local governments in Oregon have saved \$4.4 million dollars in paint management costs.**⁸

Increased convenience

- Prior to the PaintCare stewardship program, residents in 17 of Oregon's 36 counties had no permanent paint collection service. Today, only 2 counties lack a permanent site, and are now served by collection events. 96 percent of residents in incorporated areas in Oregon live within 15 miles of a permanent collection site.⁹

New private sector jobs

- In Oregon, the paint product stewardship system has resulted in approximately 12 new private sector jobs. These jobs are related to collection and handling of leftover paint brought to the 80 paint retail stores and other locations that have begun collecting paint under the product stewardship program.¹⁰

Better environmental outcomes

- Since the start of the Oregon PaintCare program in July 2010, **the total quantity of leftover paint collected has increased by more than 30 percent and latex paint collection has increased by more than 50 percent.**¹¹ Reuse and recycling of latex paint has also increased, keeping it out of the landfill and directing it to a higher and better use.

Enclosure 3: Benefits of Product Stewardship Programs

Rechargeable Batteries

Call2Recycle is a voluntary product stewardship program established in 1994 to provide industry-sponsored collection and recycling of rechargeable batteries. Today, Call2Recycle is funded by almost 200 battery and product manufacturers dedicated to ensuring the proper end-of-life disposal of their products.

With a widespread network of collection locations and partnerships with local governments across the country, Call2Recycle is one of the nation's most successful voluntary product stewardship programs. However, the product stewardship program is struggling with "free-riders" or manufacturers who do not pay into the program yet whose rechargeable batteries are collected and recycled via the program. Legislation was introduced in Washington in 2012 to require manufacturers of rechargeable batteries to join and pay into a stewardship program to safely manage spent rechargeable batteries so that all manufacturers are equally obligated to participate.

Cost savings to local governments

- In 2011, Call2Recycle paid for the recycling of more than 31,000 pounds of rechargeable batteries collected by local governments from the public, saving \$25,000 in costs to local governments. Call2Recycle paid an additional \$48,800 in recycling costs for batteries collected from the public via their retail collection sites and other partners.¹²

Increased convenience

- Through partnerships with 54 local jurisdictions (city and county governments) and hundreds of retailers, Call2Recycle has established nearly 500 active rechargeable battery collection sites around the state that are accessible to the public at no charge.

Call2Recycle Active Public Collection Sites in Washington (as of June 30, 2012):

Collection Site Type	# of sites	Lbs collected 7/1/11-6/30/12
Government	74	31,136
Retail	412	61,090
<i>All Public Sites</i>	<i>486</i>	<i>92,226</i>

Better environmental outcomes

- Rechargeable batteries contain significant amounts of heavy metals, such as nickel, cadmium, lead, and iron—materials that can be toxic to humans and that pollute the soil, air, and water if improperly managed. By recycling rechargeable batteries, Call2Recycle has diverted thousands of pounds of heavy metals from Washington's landfills and incinerators. Materials recovered from used batteries are used to create new batteries and stainless steel products.¹³

Enclosure 3: Benefits of Product Stewardship Programs

Endnotes

- ¹ According to the Washington Department of Ecology, E-Cycle has collected 145 million pounds of e-waste as of August 2012. Net savings are \$0.10/lb, or \$14.5 million since the start of the program in 2009.
- ² Northwest Product Stewardship Council, "Preliminary Analysis of E-Cycle Programs in Washington and Oregon." March 2010. Available online at: <http://www.productstewardship.net/PDFs/productsElectronicsEcycleWAORReport.pdf>
- ³ Based on information from Washington Materials Management and Financing Authority (John Friedrich, Executive Director, WMMFA, personal communication, April 2011).
- ⁴ Bureau of Labor Statistics, U.S. Department of Labor. Consumer Price Index - U.S. City Average for Televisions (January 1996-March 2011) and Personal Computers and Peripherals (January 2005-March 2011). <http://data.bls.gov/pdq/querytool.jsp?survey=cu> (accessed May 2011).
- ⁵ Northwest Product Stewardship Council, "Preliminary Analysis of E-Cycle Programs in Washington and Oregon." March 2010. Available online at: <http://www.productstewardship.net/PDFs/productsElectronicsEcycleWAORReport.pdf>
- ⁶ Amount of lead safely collected is based on the assumption that 90% of monitors and TVs have cathode ray tubes containing 4 lbs of lead each. Conversion rates for TVs = 60 lbs/unit, monitors = 35 lbs/unit. (J. Friedrich, Personal communication). Tonnage from "WMMFA CEP lbs collected by type and by county for 2009 - 2011." Data available online at: <http://www.ecy.wa.gov/programs/swfa/eproductrecycle/>.
- ⁷ Based on surveys of the paint management costs of 20 Moderate Risk Waste programs in Washington State conducted by the Cascadia Consulting Group, for the report "Leftover Paint Management in Washington: Summary of the Existing System." prepared for the Northwest Product Stewardship Council. (Report in preparation for 2012 release.)
- ⁸ PaintCare paid \$2,389,721 for transportation and processing of paint collected through the program in Year 1, 67 percent of which was collected by local governments; in Year 2, PaintCare paid \$2,831,356 for transportation and processing of paint, 53 percent of which was collected by local governments. Estimated government savings are derived by allocating costs based on these percentages. For more detail on program costs, see the PaintCare Oregon Paint Stewardship Pilot Program Annual Reports for 2011 and 2012. Reports available online at: <http://www.paintcare.org/oregon/index.php>.
- ⁹ PaintCare, "Oregon Paint Stewardship Pilot Program: 2011 Annual Report." September 1, 2011. Available online at: <http://www.paintcare.org/oregon/PaintProdStewardshipPilotPlanAnnualReportAppendicies.pdf>
- ¹⁰ Jobs estimates based on informal interviews of industry representatives in Oregon conducted by the DSM Environmental and Cascadia Consulting Group, for the report "Leftover Paint Management in Washington: Summary of the Existing System," prepared for the Northwest Product Stewardship Council. (Report in preparation for 2012 release.)
- ¹¹ Pre-program collection data from PaintCare, "Oregon Paint Stewardship Pilot Program: 2011 Annual Report – Appendices." September 1, 2011, using a conversion factor of 10 lbs/gallon for comparison purposes. Current collection data comes from PaintCare, "Oregon Paint Stewardship Pilot Program: 2012 Annual Report." Reports available online at: <http://www.paintcare.org/oregon/index.php>.
- ¹² Based on Call2Recycle collection data, local governments collected 31,136 pounds of rechargeable batteries in FY2012, and retail stores collected 61,090 pounds (Sean Burchill, Call2Recycle, personal communication, August 2012). Based on Washington State Contracts for handling rechargeable batteries, recycling costs local governments in Washington approximately \$0.80 per pound. <https://fortress.wa.gov/ga/apps/ContractSearch/ContractSummary.aspx?c=09108> and <https://fortress.wa.gov/ga/apps/ContractSearch/ContractSummary.aspx?c=03505>
- ¹³ From Call2Recycle website: <http://www.call2recycle.org/how-program-works/>

Overview of Curbside Services in WA that Collect Toxic and Hard-to-Handle Items

Few curbside programs collect toxic products for recycling or special disposal.

Of the several hundred residential curbside garbage and recycling collection programs across the state, we have been able to identify about fifteen that collect toxic products, such as small electronics, batteries or mercury lights. In all but one instance, these services are provided through contract arrangements with a city. In addition, several cities provide curbside collection of some of these materials using city workers.

These curbside programs include:

- 0 programs collect paint.
- 2 programs collect empty paint cans, but not including the paint. (CleanScapes under contract.)
- 4 programs collect household batteries (CleanScapes and Waste Connections under contract. Tacoma municipally provided.)
- 5 programs collect mercury-containing lighting. (CleanScapes, Republic and Waste Management under contract)
- 7 programs collect oil or antifreeze (CleanScapes, Republic, Waste Connections under contract. Sanitary Services throughout service area, Oak Harbor municipally provided.)
- 13 programs collecting small electronics or small appliances. 3 of these charge an additional fee. (CleanScapes, Republic, Waste Management under contract. Sanitary Services throughout service area for a fee.)

Some curbside programs collect hard to handle products for recycling or special disposal for a fee.

Some contracted or certificated solid waste collection companies offer a special “bulky item” pick up service for an additional fee. Such services require separate truck service from normal curbside collection and might be utilized by customers willing to pay the fee to recycle/dispose of larger electronics, appliances, furniture or carpet (within size restrictions).

Curbside programs may not be available to multi-family residents in every area that they are offered to single family residences.

Background

Materials approved for curbside recycling are typically identified in local government solid waste management plans, and by local county and city “service level ordinances”, and through contract terms, when cities contract for services. The services in Washington are provided as follows:

- A small number of cities operate their own municipal services. Examples include Enumclaw, Oak Harbor, Olympia, Skykomish, Spokane, and Tacoma.
- Of Washington’s 281 cities and towns, about 195 contract for services provided by private materials management companies. Of these about 105 contract for curbside recycling service and 58 also contract for multi-family recycling.
- The remaining cities and towns have services provided by G-certificated solid waste collection companies that are regulated by the Washington Utilities and Transportation Commission (WUTC)¹. Some of these services include residential curbside collection and multifamily recycling.
- All of Washington’s 39 counties have curbside garbage service exclusively provided by G-certificated solid waste collection companies, as state law does not allow counties to contract for curbside garbage collection. One county, Clark County, contracts for curbside recycling service as allowed under RCW 36.58.040². All other counties with curbside recycling services in their unincorporated areas have those services exclusively provided by G-certificated solid waste collection companies as required by state law.

Overview of Curbside Services in WA that Collect Toxic and Hard-to-Handle Items

About 40 companies provide residential curbside collection services via contract or WUTC G-certificate.

A small number of curbside collection programs in Washington provide services for toxic and hard-to-handle products, such as small electronics, used motor oil, and carpet. Some of these programs charge residents an additional fee for specific items. These products are generated less frequently than standard garbage and recycling, cannot be placed into standard recycle bins and cannot or should not go into the garbage can. Collection businesses may need to modify their garbage or recycling trucks to be able to place these toxic or hard-to-handle products in separate containers or areas of the truck. Some programs dispatch a separate collection truck for certain items when the resident schedules a pick-up. Consumers may need to be instructed to package some products to reduce toxic releases before placing the item at curbside, such as placing mercury-containing lights in plastic bags before setting them out at curbside.

These considerations often make curbside collection of toxic and hard-to-handle products less feasible and economically viable than drop-off programs. Most instances of curbside collection for toxic and hard-to-handle products occur in densely populated areas where the large customer base supports the additional costs of special waste handling and the services are provided via a contract with the city. Sustainable financing through product stewardship systems may increase opportunities for curbside handling services across the state where safe and appropriate.

¹ Chapter 296 of the Laws of 1961, added solid waste collection to the list of activities regulated by the Washington Utilities and Transportation Commission (WUTC). Solid waste companies in operation on July 1, 1961, were granted certificates of Public Necessity and Convenience (G-Certificates) for their service territory. These G-Certificates are property rights, granting authority to provide service within specific areas. In exchange for a G-Certificate, the companies are subject to comprehensive state regulation of every component of their services and rates under the regulatory auspices of the WUTC, much like other regulated utilities. The purpose of the 1961 statute was to guarantee safe and affordable solid waste collection to all areas of the state, in particular those rural areas that historically had not received reliable, affordable, or any service. Source: Ecology Publication #04-07-024 "Solid Waste Management in Washington", online at <https://fortress.wa.gov/ecy/publications/publications/0407024.pdf>.

² RCW 35.58 – Metropolitan Municipal Corporations - includes section 35.58.040 which defines provisions for a county to function as a "single metropolitan municipal corporation".