

**HB858\_MDSierraClub\_fav\_5March2025.pdf**

Uploaded by: Carolyn Parsa

Position: FAV

**Committee: Environment and Transportation**

**Testimony on: HB 858 “Environment – Office of Recycling – Mattress Stewardship Program – Establishment”**

**Position: Support**

**Hearing Date: March 5, 2025**

The Maryland Chapter of the Sierra Club strongly supports HB 858. This bill would create a Maryland Mattress Stewardship Program in which the manufacturers of mattresses and box springs sold in the state would take responsibility for the collection, processing, renovation, recycling, and ultimate disposal of all used mattresses, in conformance with a plan submitted to the Maryland Department of the Environment (MDE) by July 1, 2027. The organization representing mattress manufacturers would be required to implement the program within a year after MDE approval of the plan. The program would be funded by an assessment added to the price of mattresses paid at the time of purchase that can only be used to finance the stewardship program. The bill would also ban the landfilling and incineration of mattresses and box springs as of January 1, 2031.

An estimated 15-20 million mattresses are discarded annually in the United States, or more than 50,000 per day.<sup>1</sup> They are discarded by households, hotels, dormitories, hospitals, prisons, and other institutions. These bulky and springy large items cannot be compressed and result in inefficient use of costly landfill space. The use of incineration as a disposal method results in air pollution and contributes to climate change. An unknown number are illegally dumped in the environment. In most states, including Maryland, the costs of disposal and cleanup of dumped mattresses are borne by local government and financed by taxpayers. As of early 2025, only 5 percent of discarded mattresses were actually recycled.<sup>2</sup>

The disposal of so many used mattresses is not only costly to taxpayers, it is also a waste of valuable resources. More than 75 percent of a mattress can be recycled when it is broken down into its components.<sup>3</sup> Steel springs are a recyclable metal resource. Foam can be recovered and made into carpet padding. Wood can be broken up and made into mulch or animal bedding. Cotton and other fabric fibers can be made into insulation or industrial filters. The process is labor-intensive, so increased mattress recycling creates jobs.

Under this program, all manufacturers selling mattresses in Maryland individually or through another entity must participate in a stewardship plan in which they take responsibility for the end-of-life management of used mattresses. The program’s objectives, goals, operations, management, budget, calculation of the assessment, and other details would be elaborated in a Plan that must be approved by MDE. Additional public accountability is provided by independent audits and annual reports. The Plan must be reevaluated by the Department every five years, which provides an opportunity to update and improve the program.

Successful mattress stewardship programs are already operational in Connecticut (since 2015), California (2016), and Rhode Island (2016) and Oregon (2025). These programs provide a dramatic increase in availability and convenience of drop-off and collection sites, as well as public education and engagement with local mattress recycling and repurposing businesses.

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<sup>1</sup>Mattress Recycling Council (MRC) website, accessed 2/27/2025, <https://mattressrecyclingcouncil.org>

<sup>2</sup>TheRoundup.org (<https://theroundup.org/mattress-industry-statistics/>), accessed March 1, 2025.

<sup>3</sup>MRC website, *op. cit.*

Collectively, the programs in these states have recycled more than 15 million mattresses since their inception, saving 14.9 million cubic yards of landfill space and recovering over 500 million pounds of material for use in new items.<sup>4</sup> The 2023 annual reports for these programs, run by the nonprofit Mattress Recycling Council in each state, report a mattress recycling rate of 68% in Rhode Island, 76.9% in California, and 68% in Connecticut. The programs have reduced the responsibilities of local government and their financial burden for disposal, conserved landfill space, and reduced incineration.

HB 858 acts on one of the recommendations of Maryland's 2014 Zero Waste Plan to establish extended producer responsibility programs for mattresses and other difficult-to-manage materials.<sup>5</sup> A well-run Maryland Stewardship Program would potentially divert 70-85% of mattresses from landfills and incinerators by increasing recycling and convenience to customers, while creating new jobs and saving local governments and taxpayers the cost of end-of-life management of used mattresses. We respectfully request a favorable report on HB 858.

Carolyn Parsa  
Chapter Zero Waste Team  
Carolyn.Parsa@MDSierra.org

Josh Tulkin  
Chapter Director  
Josh.Tulkin@MDSierra.org

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<sup>4</sup>MRC website, *op. cit.*

<sup>5</sup> Maryland Department of the Environment. 2014. *Zero Waste Maryland*, Recommendation 4.3, p. 3: 'Establish EPR programs for mattresses and other difficult-to-manage materials.'

**HB0858\_FAV\_NWRA\_Mattress Stewardship Prog. - Est..**

Uploaded by: Drew Vetter

Position: FAV

Collect  
Recycle  
Innovate



**National Waste  
& Recycling Association**<sup>SM</sup>

House Environment and Transportation Committee  
House Economic Matters Committee  
March 5, 2025  
House Bill 858 – *Mattress Stewardship Program – Establishment*  
**POSITION: SUPPORT**

The Maryland Chapter of the National Waste and Recycling Association (NWRA-MD) represents Maryland's private solid waste industry, including hauling and collection companies, recycling facilities, transfer stations, and disposal sites. NWRA-MD and its members strongly support House Bill 858, establishing the Mattress Stewardship Program, a statewide initiative to reduce mattress waste in landfills and incinerators through recycling and responsible disposal.

NWRA broadly supports stewardship or extended producer responsibility models for hard-to-manage items in the waste stream. Mattresses are particularly challenging to dispose of properly, taking up excessive landfill space and posing fire and groundwater contamination risks. Their bulky size and difficulty in transport also make them one of the most commonly dumped roadside waste items, straining local governments and waste management systems.

To fund the program, mattress manufacturers will be required to implement a stewardship assessment fee on mattress sales. This fee will cover the costs of collection, transportation, and recycling. Consumers will receive educational materials on recycling options, and local governments will receive technical and financial assistance to help establish mattress collection sites. The Maryland Department of the Environment, in collaboration with the Mattress Stewardship Advisory Board, will oversee the program, ensuring compliance, effectiveness, and annual reporting from manufacturers.

House Bill 858 continues Maryland's commitment to expanding recycling programs and promoting sustainable materials management. By recycling mattresses, valuable materials like steel, foam, and cotton can be reused, reducing the need for new raw materials. Additionally, diverting mattresses from landfills and incinerators will bring long-term environmental benefits. We strongly urge a favorable report on House Bill 858.

**For more information:**

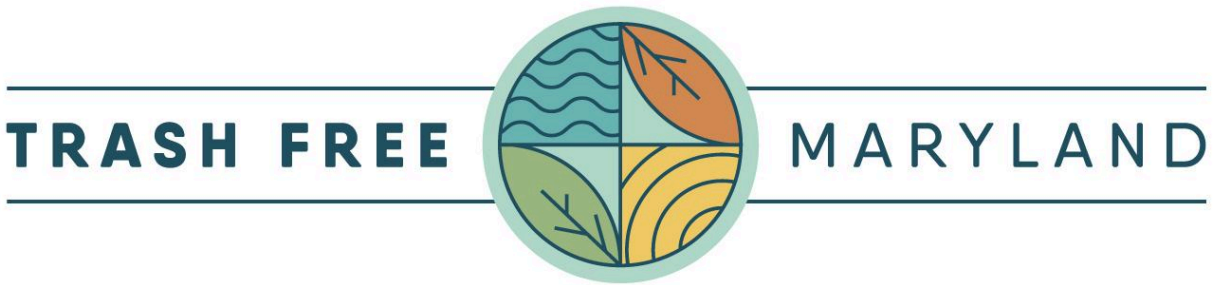
Andrew G. Vetter  
J. Steven Wise  
Danna L. Kauffman  
410-244-7000

Visit our website [www.wasterecycling.org](http://www.wasterecycling.org)

# **HB858\_FAV\_TrashFreeMaryland\_Signon.pdf**

Uploaded by: Kelly Doordan

Position: FAV



## **HB 858 Mattress Stewardship Program - Establishment**

**Date:** March 5, 2025

**Position:** Support

Dear Chair Korman, Vice-Chair Boyce, and Members of the Committees:

HB 858 would establish a mattress stewardship program in Maryland to ensure safe management and recycling of mattresses sold throughout the state. Currently an unknown number of mattresses are dumped illegally. Bulky dumped mattresses are difficult to manage when encountered during community cleanups and they can become an eyesore that attracts further dumping activity. Mattresses in the waste stream or dumped are also costly for local governments to collect and manage due to their relative bulk and shape and the space they take up in trucks or disposal points.

We enthusiastically support stewardship models with public oversight for difficult-to-manage or problematic materials like mattresses. This model can alleviate the financial burden of waste management currently borne by local governments and free up local resources for other programs. This program is designed to minimize public sector financial responsibility for the management of mattress disposal while ensuring more Marylanders have convenient access to collection and drop-off points for mattress recycling. The program is also intended to support downstream market development for mattress components to increase recycling and decrease disposal.

Four other states already have mattress stewardship programs; Maryland should be the next state to use this approach to sustainably fund and increase mattress recycling.

We commend and thank Delegate Hill for leadership on this issue and respectfully urge a favorable report on HB858.

Contact:

Kelly Doordan, Executive Director, Trash Free Maryland  
[kelly@trashfreemaryland.org](mailto:kelly@trashfreemaryland.org)

# **HB 858 Mattress Bill\_TurboHaul Oral Testimony\_0305**

Uploaded by: Kevin Daly

Position: FAV





Good afternoon. I'm Kevin Daly, President of TurboHaul Mattress Recycling in support of HB 858.

My company operates the largest mattress recycling facility in the Mid-Atlantic out of Baltimore, MD. We have been successfully recycling mattresses for over six years.

During that time, we have recycled over 300,000 mattresses and box-springs, resulting in the diversion of approximately 15,000,000 pounds of waste. A recent analysis by the Mattress Recycling Council shows that each mattress recycled saves 500 gallons of water, conserves enough energy to power a house for three days, and reduces greenhouse gas emissions equivalent to driving 60 fewer miles.

In 2023, TurboHaul expanded its operations into a new, 18,000 square foot facility. This year we are seeking an additional 50,000 square feet to accommodate the burgeoning mattress recycling needs in the State of Maryland.

At our facility, mattresses are cut open and broken down into their various components. Polyurethane foam is baled for use in carpet padding, insulation, sound proofing, and furniture manufacturing. Steel springs are processed for scrap metal. Wood waste is separated that can be used for mulch, animal bedding, and soil amendments. Shoddy felt pads are reclaimed for use as protective blankets and industrial absorbent pads. And natural cotton and coconut fiber recovered for composting.

As you can imagine, mattress recycling is a very difficult process, requiring well trained and compensated employees, large amounts of warehouse space, and expensive machinery. TurboHaul has invested significantly to support Maryland in its mattress recycling efforts and to provide good jobs, paying well above the minimum wage, with full benefits.

For mattress recycling to succeed in Maryland, it is critical that we ensure a stable and adequate supply of mattresses for recycling markets; and that cities and counties trailblazing the way do not carry an unfair burden of the cost.

That is what HB 858 can provide – equity in the financial support for this necessary program, good paying jobs, and a healthy environment for all Marylanders. Thank you.

# **HB 858 Mattress Bill\_TurboHaul Written Testimony\_0**

Uploaded by: Kevin Daly

Position: FAV



March 5, 2025

**To: Maryland House Environment and Transportation Committee**

**Re: HB 858 Mattress Stewardship Program – Establishment**

**Favorable**

I'm Kevin Daly, President of TurboHaul mattress recycling. I am writing in support of HB 858.

According to figures provided by the Mattress Recycling Council, the State of Maryland discards over 370,000 mattress every year.

To put that number into perspective, it is enough volume in mattresses to fill the Washington Commander's stadium...to the top. Or lay that number of mattresses end-to-end and you could walk on a very springy road all the way to Boston, Massachusetts.

These are sobering calculations when considering the environmental impact mattress can have on our beautiful state.

However, I'm very pleased to let you know that Maryland is recycling mattresses!

My company, TurboHaul, operates the largest mattress recycling facility in the Mid-Atlantic out of Baltimore, MD. We have been successfully recycling mattresses for over six years.

During that time, we have recycled over 300,000 mattresses and box-springs, resulting in the diversion of approximately 15,000,000 pounds of waste. A recent analysis by the Mattress Recycling Council shows that each mattress recycled saves 500 gallons of water, conserves enough energy to power a house for three days, and reduces greenhouse gas emissions equivalent to driving 60 fewer miles.

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For mattress recycling to succeed in Maryland, it is critical that we ensure a stable and adequate supply of mattresses for recycling markets; and that cities and counties trailblazing the way do not carry an unfair burden of the cost.

I'd like to thank Delegate Hill for her determined leadership on this bill, and for all others who have joined in sponsorship.

By creating a robust mattress recycling industry in Maryland, this bill will support diversion, increased landfill life, reduced costs, a healthy environment, and well-paying jobs.

I lend my full support and expertise to the furtherance of this bill and look forward to working together with other stakeholders towards a successful mattress recycling program for the great State of Maryland.

Thank you,



Kevin Daly, President  
301-604-8090 office  
301-674-1245 cell



## ATTACHMENT

### Cost Considerations for Mattress Recycling

Many times, when analyzing the cost of recycling mattresses, a comparison is drawn between the recycling fees versus the current cost per ton of landfilling or incinerating the material. Unfortunately, this sort of comparison does not begin to account for the many ancillary costs associated with the dumping or burning of mattresses. These include:

- Increased collection and transportation costs due to bulky mattresses preventing the maximization of payloads.
- An inordinate amount of cell space consumed by mattresses in landfills due to their inability to compact at the same ratio as other waste. Garbage compacts to 1600 pounds per cubic yard. Mattresses compact to only 360 pounds per cubic yard.
- The destabilization of the landfill edges and sides due to the lack of compaction and 'float' of mattresses causing collapse hazards for landfill personnel and leakage of gas.
- The creation of air pockets within the landfill that disrupt the proper flow and capture of methane gas, and create fire hazards.
- The leaching of toxic, fire retardant chemicals from the mattresses into ground water.
- The severe damage to trucks and heavy equipment at the landfill caused by wire wrap – a phenomena that occurs when mattress springs get caught up in the drive shaft, transaxle, rear differential and/or hubs as mattresses are driven over for dumping and compaction.

The damage caused to specialized landfill equipment by mattresses can easily run into the 10s of thousands of dollars and cost 10s of thousands more in downtime. The issue has become so prevalent in the industry that last year Republic Services, the 2<sup>nd</sup> largest waste company in the nation, decided to impose fees for mattresses entering their landfills of \$250 per unit. Almost all privately owned transfer stations and landfills in the Mid-Atlantic region have followed suit and imposed significant surcharges on mattresses brought to their facilities.

Private enterprise has learned what we must. That tipping fees don't tell the full story. And that the TRUE cost of landfilling mattresses far outweighs the cost of diverting and recycling.

Further to this point, we are currently employed by many privately owned waste facilities in the region who pay us far more than their regular tipping fee to properly recycle their mattresses. They know that recycling actually saves them money, and it's the right thing to do.



# **Maryland Recycling Network- Favorable - HB858 Matt**

Uploaded by: Kitty McIlroy

Position: FAV



March 5, 2025

**To: Maryland House Environment and Transportation Committee**

**Re: HB 858 Mattress Stewardship Program – Establishment**

**Favorable**

As current President of Maryland Recycling Network (MRN), I am writing to provide favorable support of HB 858. I bring my experience managing mattress and box spring recycling contracts at the Northeast Maryland Waste Disposal Authority. I am not speaking on behalf of the Authority.

Maryland Recycling Network members include public recycling managers, private sector and non-profit recyclers and individuals who support recycling. We promote sustainable reduction, reuse and recycling (the 3 "R's") of materials otherwise destined for disposal and the purchase of products made with recycled material content. We achieve these goals through education programs, advocacy activities to affect public policy, technical assistance efforts, and the development of markets to purchase recycled materials and manufacture products with recycled content.

We have direct experience operating recycling and composting programs in the private sector and municipal government level. We know the ins and outs of recycling in Maryland. Our experience informs our comments.

We thank Delegate Hill and others for sponsoring this bill.

I would first like to highlight the early adopters, including the jurisdictions of Baltimore City, Frederick County, Howard County, Montgomery County, Washington County, and most recently Charles County, who have implemented municipal mattress recycling programs in our state. MRN congratulates them on their leadership in this movement, as it is not easy starting up operations for a new program such as this. These programs are successful and give us hope that mattress recycling can be replicated across the entire state.

However, many of them are struggling to keep up with the costs. Since January 2022, five Maryland jurisdictions have spent over \$1,000,000 on these recycling programs, while diverting over 4.2 million pounds of mattresses and box springs from disposal.

Mattress and box spring recycling is a manual labor-intensive process, that also requires costly equipment to further dismantle, process and bale its components. Costs associated with the collection of whole units, demanufacturing, marketing and further downstream transportation and processing, are not fully offset by marginal revenues received from the broken-down commodities. Thus, there will likely always be a net cost associated with mattress and box spring recycling.

**Maryland Recycling Network**  
c/o Mariner Management • PO Box 1640 • Columbia, MD 21044  
Phone: (443) 741-8740 • [www.MarylandRecyclingNetwork.org](http://www.MarylandRecyclingNetwork.org)

Bulky material such as mattresses and box springs are safety and fire hazards and “pose several challenges for landfills...They don’t compact well, take up a lot of space, create flammable air pockets, and the springs tend to get tangled in [expensive] ...bulldozer compacting equipment, often damaging it,” delaying solid waste operating activities due to costly repairs [[Cascade Alliance, The State of the Mattress Recycling Industry, Third Edition, February 2017](#)].

[Now, Maryland has 21 years left of landfill capacity. There is an urgent need to ramp up recycling.](#)

HB 858 is critical to supporting mattress recycling programs by taking this financial burden off local government and the public. It will allow jurisdictions to divert much needed tax revenues to other public sector services. It will eliminate fees at collection sites and disincentivize these materials from ending up illegally dumped or in the disposal stream (which is currently the least expensive solid waste management choice for many, if not all entities, commercial and residential sectors included).

This funding will grow local jobs and support current mattress recycling contracts run by local jurisdictions, while also supporting the expansion of new contracts for local jurisdictions that have had no funding available to kickstart this specific recycling program, especially in rural and underserved areas.

According to the Mattress Recycling Council, a [recent analysis](#) of the California program’s environmental footprint from collection to recycling shows that “every mattress recycled saves 500 gallons of water, enough energy to power the average household for three days and reduces greenhouse gas emissions by an amount equivalent to driving 60 fewer miles.”

Existing commodity markets in Maryland for mattress and box spring components include those for metal, foam and quilted ticking, about 85% of materials from all end-of-life units. [According to the Mattress Recycling Council](#), “steel mattress springs are sold as scrap metal...and mattress foam is mostly recycled into carpet padding.” This bill would support the ability for recyclers to scale up and build stable downstream recycling markets for other mattress commodities such as wood, cotton, fabrics, felt and coconut fiber materials.

The steel springs from our mattresses could very well contribute to the reconstruction of the former Francis Scott Key Bridge.

Maryland already has a consumer fee for tire and paint recycling. This bill complements those programs, ensuring difficult material is responsibly managed.

We thank you for your consideration and ask for a favorable report on HB 858 Mattress Stewardship Program.



Sincerely,



Kitty McIlroy  
President  
Maryland Recycling Network

The Maryland Recycling Network stands ready to serve as a sounding board and resource for legislators and others interested in pursuing our mission. Please do not hesitate to contact MRN via email [phoustle@marylandrecyclingnetwork.org](mailto:phoustle@marylandrecyclingnetwork.org), phone 301-725-2508 or mail - MRN, PO Box 1640, Columbia MD 21044 if you have any questions or would like additional information regarding the above.

# Attachment

<b>Mattress and Box Spring Recycling Pounds</b>				
	CY 2022	CY 2023	CY 2024	Total
Baltimore City <sup>^</sup>	N/A	N/A	20,600	<b>20,600</b>
Frederick County*	N/A	139,460	299,580	<b>439,040</b>
Howard County**	433,760	198,000	171,280	<b>803,040</b>
Montgomery County***	N/A	500,440	1,965,320	<b>2,465,760</b>
Washington County****	47,600	234,640	254,300	<b>536,540</b>
<b>Total</b>	<b>481,360</b>	<b>1,072,540</b>	<b>2,711,080</b>	<b>4,264,980</b>
Sources: Local Jurisdiction and Northeast Maryland Waste Disposal Authority Data				
*Frederick County's program initiated in July 2023				
**Howard County's program performed all of CY 2022 and CY 2023				
***Montgomery County's program initiated in May 2023				
****Washington County's program initiated in November 2022				
<sup>^</sup> Baltimore City's program initiated in July 2024 (July and September 2024 pounds recycled are unknown).				
Baltimore City's program is still scaling up.				

<b>Mattress and Box Spring Recycling Costs to Jurisdictions</b>				
	CY 2022	CY 2023	CY 2024	Total
Baltimore City <sup>^</sup>	N/A	N/A	\$18,900.00	<b>\$18,900.00</b>
Frederick County*	N/A	\$52,297.50	\$112,342.50	<b>\$164,640.00</b>
Howard County**	\$26,500.00	\$16,000.00	\$13,500.00	<b>\$56,000.00</b>
Montgomery County***	N/A	\$149,865.30	\$464,536.80	<b>\$614,402.10</b>
Washington County****	\$19,813.92	\$98,944.56	\$109,032.20	<b>\$227,790.68</b>
<b>Total</b>	<b>\$46,313.92</b>	<b>\$317,107.36</b>	<b>\$718,311.50</b>	<b>\$1,081,732.78</b>
Sources: Local Jurisdiction and Northeast Maryland Waste Disposal Authority Data				
*Frederick County's program initiated in July 2023				
**Howard County's program performed all of CY 2022 and CY 2023				
***Montgomery County's program initiated in May 2023				
****Washington County's program initiated in November 2022				
<sup>^</sup> Baltimore City's program initiated in July 2024 and is still scaling up.				

**HB858.Support Letter1.2025.pdf**

Uploaded by: Nancy Meyer

Position: FAV

Nancy J. Meyer  
Chair  
Prince George's County  
Solid Waste Advisory Commission c/o  
Kevin Roy Serrona  
3500 Brown Station Road  
Upper Marlboro, MD 20772

Honorable Marc Korman  
Chair  
Environment and Transportation Committee  
Maryland House of Delegates  
Room 251  
House Office Building  
Annapolis, Maryland 21401

March 3, 2025

Dear Delegate Korman and Committee Members:

I am writing on behalf of the Prince George's County Solid Waste Advisory Committee (PGCSWAC) which was established "to provide community input, guidance and advice to the County Executive and County Council on matters relating to solid waste management in the County". The powers and duties of the PGCSWAC include providing review, recommendations, and impacts of various plans, reports, operations, budgets and impacts of County actions related to solid waste management and resource recovery. We also seek and support input from citizens, business and industries throughout the County.

PGCSWAC's powers and duties includes recommending local and state legislation necessary to accomplish effective solid waste management. The PGCSWAC is made up of concerned local citizens, advocates, and professionals in fields relating to solid waste management, resource recovery and environmental stewardship.

Our concern today is the critical necessity of passing and implementing House Bill 858, “Environment – Office of Recycling – Mattress Stewardship Program – Establishment” bill which would create a program to recycle, reuse, and effectively divert mattresses from our landfills and incinerators.

PGCSWAC supports HB858 in order to address the proliferation of discarded mattresses filling our waste disposal facilities. Many are illegally discarded and dumped in our communities. Mattresses are large and bulky take up valuable space in landfills and tend to capture methane in their large air spaces as they and materials around them decompose.

In Prince George’s County, we are spending precious public funds to build more landfill capacity. Taking mattresses out of the waste stream would extend the life of the facility and preserve valuable materials. More than 75 percent of a mattresses can be recycled when they are broken down into the constituent components. Since the process of reclaiming materials is labor intensive, new jobs and opportunities are created.

Programs operating in other states demonstrate the viability and the environmental benefits of mattress recycling and reuse. Successful programs already exist in Connecticut (since 2015), California (2016), Rhode Island (2016) and Oregon (to begin in 2024). These programs have collectively recycled more than 12 million mattresses since their inception, saving 11.9 million cubic yards of landfill space and recovering more than 450 million pounds of material for reuse. The rates of recycling in these states are from 60 percent to almost 77 percent.

These programs have REDUCED the responsibilities of local government and the related financial and operational burden for disposal, conserved landfill space, reduced incineration, and created new jobs.

This bill supports one of the recommendations of Maryland’s 2014 Zero Waste Plan to establish extended producer responsibility programs for mattresses and other difficult to manage materials. This program in Maryland would potentially divert 70 – 85 percent of mattresses from our waste disposal system, conserve resources, save

public funds and help create another opportunity structure for a circular, reuse economy in Maryland. We request your support of HB 858.

Sincerely yours,



Nancy J. Meyer

CC: Honorable Eric Olson, Councilmember, District 3  
Prince George's County Council  
Kenneth Battle, Committee Chair  
Transport, infrastructure, Energy and Environment  
Prince George's County Council  
Marilyn E. Naumann, Associate Director  
Resource Recovery Division, Dept. of Environment  
Barbara Sollner-Webb, Vice-Chair,  
Prince George's County Solid Waste Advisory Commission  
Na'ilah Dawkins, Commissioner  
Prince George's County Solid Waste Advisory Commission  
Charles L. Renninger, Commissioner  
Prince George's County Solid Waste Advisory Commission  
David C. Brosch, Commissioner  
Prince George's County Solid Waste Advisory Commission  
Mouhaman S. Kola, Commissioner  
Prince George's County Solid Waste Advisory Commission  
William L. Walmsley, Jr, Commissioner  
Prince George's County Solid Waste Advisory Commission  
Jonathan Madago, Commissioner  
Prince George's County Solid Waste Advisory Commission  
Luisa Rubles, Commissioner  
Prince George's County Solid Waste Advisory Commission



**HB0858-ET-FAV.pdf**

Uploaded by: Nina Themelis

Position: FAV





BRANDON M. SCOTT  
MAYOR

*Office of Government Relations  
88 State Circle  
Annapolis, Maryland 21401*

**HB 858**

March 05, 2025

**TO:** Members of the House Environment and Transportation Committee  
**FROM:** Nina Themelis, Director of Mayor's Office of Government Relations  
**RE:** House Bill 858 - Environment and Transportation - Mattress Stewardship Program - Establishment

**POSITION: SUPPORT**

Chair Korman, Vice Chair Boyce, and Members of the Committee, please be advised the Baltimore City Administration (BCA) **supports** for House Bill (HB) 858.

HB 858 aims to establish a Mattress Stewardship Program to manage mattress disposal and recycling. The bill requires mattress producers, or their representative organizations, to submit a plan to the Department of the Environment detailing the establishment of a Mattress Stewardship Program. The program would outline methods for mattress collection, transportation, recycling, and disposal, ensuring environmentally sound management practices. The bill also prohibits disposing of mattresses in landfills or incinerators, with certain exceptions.

The Baltimore City Department of Public Works (DPW) has been facing significant challenges related to mattress disposal at the Quarantine Road Landfill (QRL). The improper disposal of mattresses has led to persistent leachate issues, requiring extensive remediation efforts that cost the City approximately \$70,000 in 2023 alone. Additionally, due to their low weight-to-volume ratio, mattresses fail to generate sufficient revenue through tipping fees, further straining landfill operations.

Currently, the City bears the financial burden of collecting and disposing of mattresses, which is a significant part of the waste collected by our Solid Waste crews. Posing an eyesore in our alleys and sidewalks, impacting the quality of life of our residents, illegal mattress dumping is also a widespread issue, requiring time and labor from both DPW and the Department of Housing and Community Development. While DPW has implemented measures to limit commercial mattress disposal at QRL and launched a mattress recycling pilot program, these efforts come at a high cost to taxpayers—\$21,600 to date, with an anticipated three-year cost exceeding \$650,886. The landfill has an estimated three to five years of operational life remaining, and every effort to divert mattresses from disposal helps preserve this critical space.

HB 858 would support and expand local efforts by creating a producer responsibility stewardship program that ensures mattress recycling while alleviating the financial burden on the City and other jurisdictions. The City believes that a Mattress Stewardship Program could be the opportunity to significantly advance recycling efforts and place the cost for end-of-life mattress disposal with manufacturers and retailers.

It is for these reasons that the Baltimore City Administration requests a **favorable** report on HB 858.

**2025.03.03\_PSI Support\_MD\_HB858\_Mattresses.pdf**

Uploaded by: Scott Cassel

Position: FAV



Scott Cassel  
Chief Executive Officer/Founder

**Board of Directors**

Abby Boudouris – **President**  
OR Dept. of Environmental Quality

Tom Metzner – **Vice President**  
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Environmental Protection

Jennifer Semrau – **Treasurer**  
WI Dept. of Natural Resources

Christina Seibert - **Clerk**  
Solid Waste Agency of Northern Cook  
County, IL

Seth Hackman  
New Jersey Department of  
Environmental Protection, NJ

Jennifer Heaton-Jones  
Housatonic Resources Recovery  
Authority, CT

Jennifer Holliday  
Chittenden Solid Waste District, VT

Mallory Anderson  
Hennepin County, MN

Mia Roethlein  
VT Dept. of Environmental  
Conservation

Patrick Riley  
OK Dept. of Environmental Quality

**Honorary Director**

Walter Willis  
Solid Waste Agency of Lake County, IL

Scott Klag  
Retired, formerly Metro, OR

Racheal Ajayi  
Formerly MO Dept. of Natural  
Resources

March 3, 2025

Delegate Marc Korman, Chair  
Delegate Regina T. Boyce, Vice Chair  
House Environmental and Transportation Committee  
House Office Building, Room 250  
6 Bladen St.  
Annapolis, MD 21401

**RE: Support for HB 858, Maryland’s Mattress Stewardship Program**

Dear Chair Korman, Vice Chair Boyce, and Members of the Committee:

Thank you for the opportunity to submit testimony in support of HB 858, which will create a statewide mattress extended producer responsibility (EPR) program for Maryland. We also offer **recommendations** to strengthen the bill.

**HB 858 contains best practices in all successful U.S. stewardship laws, including the following:**

- Plan developed by producers that provides them with program flexibility;
- Plan reevaluation and revision requirement to improve the program based on lessons learned and if performance goals are not being met;
- Minimum convenience standards to increase collection;
- Performance goals that increase recycling and help drive program effectiveness;
- Funding for the state to oversee and enforce the law;
- Financial compensation to collection sites to cover their costs;
- Education and outreach that is accessible in multiple languages to raise awareness of the program;
- Annual reporting and financial transparency;
- Penalties for noncompliance with the law;
- An advisory board to provide multi-stakeholder input into the program; and
- Market development and job creation initiatives.

**PSI recommends the following change to strengthen the bill:**

- Require that the stewardship assessment per mattress be differentiated based on the actual cost to the recycling system, rather than giving a choice to the stewardship organization whether it wants to propose in the stewardship plan a uniform fee on all mattresses or one that is differentiated. A uniform fee unfairly requires those whose mattress is smaller and with less complicated circuitry to subsidize those whose mattresses cost more to recycle.

Fewer than five percent of mattresses in the U.S. are recycled annually even though up to 90 percent of mattress components can be recycled and used to make steel, carpet padding, animal bedding, and mulch. Unfortunately, much of this bulky waste currently ends up in landfills or is illegally dumped, imposing significant management costs on local governments and taxpayers. HB 858 will improve collection convenience, increase the number of mattresses recycled, create jobs (including for those with barriers to employment), and reduce the financial burden on local governments, which currently manage these materials in the absence of a stewardship program.

California, Connecticut, and Rhode Island have reaped the benefits of their mattress stewardship laws, which were enacted in 2013 as a result of the Product Stewardship Institute's (PSI) facilitation of a model EPR bill with input from government and industry stakeholders. PSI has since helped develop next generation mattress stewardship legislation in Oregon, which was enacted into law in 2022 and is fully operational as of January 1, 2025.

Since the first program launched in 2015, the three original state programs have recycled more than 15 million mattresses collected from hundreds of cities and towns, including at solid waste facilities and other entities such as retailers, hotels, and universities. Legislated stewardship programs provide a continuous flow of high-quality material to mattress renovators, recyclers, and manufacturing operations, allowing long-term investments in local recycling and manufacturing facilities that use the components of recycled mattresses as feedstock for new product manufacturing.

**In the first year of its program, Connecticut achieved the following results:**

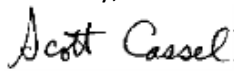
- Recycled 63.5 percent of the state's discarded mattresses, an increase from only 8.7 percent recycled in the prior year.
- Recycled 2,800 tons of steel, foam, and other materials.
- Saved 1.7 million cubic feet of landfill space.
- Reduced greenhouse gas (GHG) emissions equivalent to the annual emissions of 875 passenger vehicles.

Given Maryland's larger population (twice the size) and waste stream, the potential impact could be even greater if an EPR law for mattresses is enacted.

The Product Stewardship Institute (PSI) is a national policy expert and consulting nonprofit that pioneered product stewardship in the United States along with our members – a coalition of hundreds of state and local government officials, including those in Maryland. Since 2000, PSI's facilitated dialogues, research, pilot programs, policy models, and expert testimony have shaped most of the 141 EPR laws enacted for 20 industry sectors, including Maryland's EPR laws.

I urge you to support HB 858 for the financial and environmental health of Maryland's economy. If you have any questions, please feel free to contact me at (617) 513-3954, or [Scott@ProductStewardship.US](mailto:Scott@ProductStewardship.US).

Sincerely,



Scott Cassel

Chief Executive Officer/Founder

# **Mattress Testimony.pdf**

Uploaded by: Terri Hill

Position: FAV

**TERRI L. HILL, M.D.**

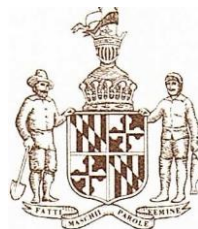
Legislative District 12A

Howard County

**Health and Government Operations  
Committee**

**Subcommittees**

Government Operations and  
Health Facilities  
Public Health and Minority  
Health Disparities



**THE MARYLAND HOUSE OF  
DELEGATES**

ANNAPOLIS, MARYLAND 21401

**The Maryland House of  
Delegates**

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[Teri.Hill@house.state.m](mailto:Teri.Hill@house.state.m)

March 5, 2025

**SUPPORT**

**HB858 - Environment – Office of Recycling – Mattress Stewardship Program – Establishment**

Chair Korman, Chair Wilson, Vice Chair Boyce, Vice Chair Crosby, and Members of the Environment and Transportation and the Economic Matters Committees,

**HB858** seeks to establish a Mattress Stewardship Program in Maryland. This program will address the pressing issue of mattress disposal in our state and pave the way for a more sustainable and environmentally friendly approach to waste management. Every year, millions of mattresses end up in landfills or incinerators, posing significant environmental and health hazards. These mattresses take up valuable landfill space, contribute to air and water pollution, and contain harmful chemicals that can leach into our ecosystem. Moreover, the inefficient disposal of mattresses creates logistical challenges and adds to the financial burden of waste management. By emphasizing disassembly, reuse, and recycling the legislation is in line with industry supported and environmentally sustainable solutions that successfully implemented in other states over the past 10 years. It will

1. Reduce landfill congestion and extend existing disposal capacity.
2. The available capacity of landfill space is 49,222,941 tons with 2,283,852 tons being disposed of in CY22 which equates to over 21 years of available landfill capacity in Maryland.
3. Minimize air and water pollution associated with mattress disposal.
4. Promote the recycling of valuable materials found in mattresses, such as steel, foam, cotton, and wood.
5. Support the growth of local recycling industries and create job opportunities in waste management and recycling sectors.
6. Align with Maryland's commitment to sustainable materials management and environmental stewardship.

, **HB858** would:

- Prohibit the disposal of mattresses in landfills and incinerators, with certain exceptions.
- Require producers of mattresses sold in Maryland to submit a plan for a Mattress Stewardship Program to the Department of the Environment.
- Establish an assessment on mattresses sold in the state to cover program costs.
- Require retailers to provide consumers with information about the Mattress Stewardship Program.
- Mandate the Office of Recycling to review and approve program plans and annual reports.
- Require producers and retailers to add the assessment to the cost of mattresses sold in Maryland.
- Implement the Mattress Stewardship Program within a specified timeframe after plan approval.
- Prohibit the sale of certain mattresses under specified circumstances after plan approval.

- Establish the Mattress Stewardship Advisory Board.
- Authorize cooperation with other states to further program objectives.
- Direct the Department of the Environment to adopt measures for equitable recycling and waste management, promoting environmental justice.

In conclusion, **HB858** presents a comprehensive producer responsibility solution to Maryland's mattress waste stream management. The implementation dates area pushed out to allow for enactment of other priority waste management legislation in this session with sequential, rather than simultaneous implementation.

I urge a favorable report of **HB858**.

A handwritten signature in black ink, appearing to be "D. P. ...", written in a cursive style.

# **HB858 - Written Testimony in Support of Mattress S**

Uploaded by: Tom Taylor

Position: FAV



## **Written Testimony in Support of HB858: Mattress Stewardship Program – Establishment**

March 3, 2025

To: Environment and Transportation Committee

Subject: HB858 – Mattress Stewardship Program Establishment

Position: **Favorable**

Dear Chair Korman, Vice Chair Boyce, and Members of the Environment and Transportation Committee:

I am submitting testimony in support HB858. This bill would establish a Mattress Stewardship Program in Maryland to address the current negative environmental and economic impacts of mattress disposal. As an active volunteer in zero waste and other environmental efforts, I see responsible mattress stewardship as a significant step in meeting Maryland's zero waste and environmental sustainability goals.

This legislation prohibits the disposal of mattresses in landfills and incinerators, with limited exceptions for contaminated mattresses. It requires mattress producers or their representative organizations to develop and implement a comprehensive recycling and waste management program for mattresses.

The bill also mandates the creation of convenient and accessible mattress collection sites throughout the state. In addition, it encourages partnerships with minority-owned, women-owned, and veteran-owned businesses, thereby advancing job creation in underserved communities.

The Mattress Recycling Council reports that an estimated 15-20 million mattresses are discarded annually in the United States, or more than 50,000 per day. They are discarded by households and large institutions such as hotels, dormitories, hospitals, and prisons. These bulky and large items cannot be compressed and result in inefficient use of limited landfill space. The use of incineration as a disposal method results in emission of polluting substances and contributes to climate change. Illegal dumping also is an issue.

As of 2022, only 5 percent of discarded mattresses were recycled. The disposal of such a large amount of used mattresses is a waste of valuable resources, as more than 75 percent of a mattress can be recycled when broken down into components, according to the Mattress Recycling Council.

Successful mattress stewardship programs are already operating in Connecticut, California, and Rhode Island. These programs substantially increase the availability and convenience of drop-off and collection sites. Maryland can join these states and be a national leader in mattress recycling.

It makes good sense to have a stewardship plan that reduces landfilling and illegal dumping, and encourages recycling. This legislation supports Maryland's environmental goals, reduces landfill waste, supports economic growth through recycling initiatives, and advances environmental justice.

I strongly urge a favorable report on HB858.

Sincerely,

Tom Taylor  
11-G Laurel Hill Road  
Greenbelt, MD 20770  
301-513-9524



# **Final Testimony HB 858.pdf**

Uploaded by: Alex Austin

Position: FWA

The Hon. Marc Korman  
Chair, House Environment and Transportation Committee  
250 Taylor House Office Building  
Annapolis, MD 21401

**RE: HB858 – Mattress Stewardship Program – Establishment;  
FWA**

Dear Chair Korman and Committee Members,

The International Sleep Products Association (ISPA) represents mattress manufacturers and suppliers of components and services to the mattress industry. The mattress industry is a \$10 Billion industry and employs over 25,000 people throughout the United States. ISPA supports with amendments MD HB 858. The bill would establish an industry-led mattress recycling in the Commonwealth, which is a concept ISPA has long supported. However, we urge the Committee to make several changes to HB 858 to address problems that we have identified based on our experience in operating existing successful mattress recycling programs in other states.

ISPA has been a leader in mattress recycling. As the primary association representing the mattress industry in the U.S., ISPA works to assist our members in not only improving the environmental sustainability of their operations, but also their products. To further this goal, ISPA created the Mattress Recycling Council (MRC) to operate mattress recycling programs in states that adopt mattress recycling program laws. MRC currently operates in California, Oregon, Rhode Island, and Connecticut. In the 10 years the MRC program has been operating, it has successfully recycled over 15 million mattresses and boxsprings and is now processing over 2 million mattresses annually.

Based on MRC's experience operating these successful programs, ISPA has engaged with Delegate Hill to seek amendments to HB 858. A solid legislative framework is vital for the success of a statewide mattress recycling program in Maryland.

Based on ISPA's review of HB 858 and the mattress industry's experience in implementing other statewide recycling programs, our concerns and suggested changes to the bill are as follows:

### 1. Clarify the fee language

We recommend changes to the fee language, including:

- A. The provisions regarding phasing of the assessment depending on the profitability of the program must be eliminated from the bill as they are confusing and inconsistent with the non-profit nature of the program. The program is mandated by the legislation to be non-profit; the program facilitates the recycling of mattresses; however, the program does not operate the recycling system and would not own any recycled materials to profit from the sale of such. Thus, the language suggesting the phase in and out of the assessment based on profitability of the program is not applicable and cannot be complied with.
- B. The fee should cover but not exceed the costs of operating and administering the program and should maintain a financial reserve sufficient to operate the program over a multi-year period. This provides for a stable and functioning program that serves residents, underlines the non-profit nature of that program and should not be confused with profitability.
- C. Clarify that the fee should be remitted at the point of sale by the mattress retailer. MRC's experience with the fee remitted by the retailer rather than others in the supply chain is simpler, thus reducing costs, and allows for uniformity for retailers operating in Maryland.

### 2. Reasonable performance standards and reporting requirements

ISPA recognizes and advocates for performance standards generally, however HB 858 contains reporting requirements that would hamper the success of a mattress recycling program. For example, requiring the stewardship organization to report data on and set goals related to the number of illegally dumped units may prove impossible as municipalities do not routinely collect

this data. Likewise, performance standards for the stewardship organization related to renovation rates assume the stewardship organization can control the business activity of an independent mattress renovator, which it cannot. Similarly, it is unclear what a closed-loop recycling goal is intended to cover. In addition, many states prohibit a new mattress from containing any used components. Thus, ISPA urges reconsideration of the performance standards to allow for successful implementation of the bill and ensure the stewardship organization is set up for success.

### **3. Reasonable convenience criteria**

ISPA urges the Committee to reconsider the convenience criteria proposed in HB 858 and to confirm whether that standard is appropriate for collecting and recycling used mattresses in Maryland. We understand this standard was adopted from the paint stewardship bill. Although this standard may be appropriate for collecting paint, it may not be for mattresses, given that paint and mattresses are very different products. ISPA prefers that convenience criteria be based on geographic modeling and a state-wide assessment of needs and costs and placed into the plan for final approval by the Maryland Department of Environment. This allows for the criteria to be specific to the state and updated, when necessary, without further legislation.

### **4. Strong Antitrust language**

Strong antitrust language is essential for mattress producers to successfully administer and implement the program. The current antitrust language only covers state antitrust law and must be expanded to include federal law. This is commonly referred to as the State Action doctrine. States cannot be less stringent than the federal law, which the current language purports to do. This is an easy fix, and without such, producers seeking to set up a mattress recycling program to serve Maryland consumers could be held liable for working to operationalize it.

### **5. Regional Cooperation and Cross Border Concerns**

Maryland borders four other states and the District of Columbia. Several large urban areas are located in these other jurisdictions close to Maryland's border. As a result, any recycling program funded by a fee on retail mattress sales will run two significant risks:

- that consumers will leave Maryland to buy their mattresses, and
- that waste haulers outside of Maryland will attempt to discard the mattresses they collect in Maryland.

As a result, the program could become both underfunded and overwhelmed with volume. Language that clarifies that this program is for Maryland residents and entities only should be inserted into HB 858. The more consistent HB 858 is with the existing mattress recycling programs, the more cost savings and efficiencies we would expect to see in any mattress recycling program in Maryland. A similar bill was introduced in Virginia and D.C. is also interesting.

In conclusion, Maryland could greatly benefit from an efficient statewide mattress recycling program. Mattresses are bulky waste, occupying large amounts of precious landfill space and are often illegally dumped, creating hazards and eyesores. Moreover, it may cost a municipality or consumer upwards of \$50 to \$75 to discard a mattress. By contrast, a small fee collected when the consumer buys a new mattress funds MRC's existing programs in other states and allows for discarded mattress to be collected at no-cost to the consumer or municipality. Establishing an effective mattress recycling program in Maryland can save municipalities and residents a significant amount of money. This is compounded by the current interest in mattress recycling programs in neighboring states, which could provide for further economies of scale.

We look forward to working with Delegate Hill, the Committee, retailers, the Department of Environment, and other stakeholders to implement a workable and sustainable solution to this pressing challenge with a few amendments to this bill. ISPA and the mattress industry want to establish an efficient, proven mattress recycling program in Maryland.

Therefore, we respectfully urge you to amend HB 858 to bring it in line with other statewide mattress recycling laws in the United States.

Sincerely,

**Grant Johnson**

Government Affairs Manager

International Sleep Products Association

**HB858\_MRA\_UNF.pdf**

Uploaded by: Sarah Price

Position: UNF



# MARYLAND RETAILERS ALLIANCE

*The Voice of Retailing in Maryland*



## **HB858 Mattress Stewardship Program - Establishment Environment and Transportation Committee March 5<sup>th</sup>, 2025**

**Position:** Unfavorable

**Background:** HB858 would require sellers of mattresses in Maryland to establish and implement a mattress disposal program which includes adding a fee to the sale of all mattresses in the state.

**Comments:** The Maryland Retailers Alliance continues to have many concerns with the establishment of product stewardship programs. These programs set a dangerous precedent for adding additional fees onto the cost of any items that are deemed difficult to dispose of or potentially hazardous in any way. Our concerns with stewardship programs and with the mattress stewardship proposal are as follows:

1. The Product Stewardship Institute (PSI) acts as the umbrella organization for a coalition of nonprofit entities that seek to establish stewardship programs for a long list of everyday items including batteries, textiles, and “junk mail”. This stewardship approach to reducing waste, if ultimately expanded to apply to full list of items that are targeted by PSI’s partners, will have a direct financial impact on all consumers in Maryland.
2. Most jurisdictions in Maryland already have collections or drop-off options for unusual trash items or hazardous waste, funded through taxpayer dollars. Though proponents of stewardship programs claim that local waste management costs will decrease over time as more jurisdictions participate in the program, it is unlikely that Marylanders will see a corresponding decrease in their local taxes and waste disposal prices. This will ultimately mean increased household costs across the state as citizens must pay new assessments on particular items in addition to their local taxes and fees.
3. Just as we saw with other stewardship programs considered by this Committee, the proposed mattress program has serious ethical implications regarding gatekeeping the market on items that are deemed difficult to dispose of. Stewardship programs in other states have been supported by manufacturers who would see that such programs eliminate their competition in stores by banning manufacturers who do not participate in the program. Such behavior is unethical, and retailers across the country who operate in jurisdictions that have passed similar proposals have confirmed that the programs make it difficult for companies to remain competitive.

For these reasons, we must urge an unfavorable report on HB858. Thank you for your consideration.

**MDE HB858 INF.pdf**

Uploaded by: Jeremy D Baker

Position: INFO



**The Maryland Department of the Environment  
Secretary Serena McIlwain**

***House Bill 858  
Mattress Stewardship Program - Establishment***

**Position:** Informational  
**Committee:** Environment and Transportation  
**Date:** March 5, 2025  
**From:** Leslie Gray, Government Relations Officer

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The Maryland Department of the Environment (MDE) offers the following **INFORMATIONAL** testimony on HB 858.

**Bill Summary**

HB 858 would address the collection and end-of-life management of mattresses and would be planned and implemented by producers of mattresses or a representative organization acting on a producer's behalf. Under the bill, a retailer would be prohibited from selling a mattress unless its producer is a member of an approved program. The bill would also prohibit a person from disposing of a mattress in an incinerator or landfill on or after January 1, 2031, except for certain situations.

**Key Points**

Generally, diverting mattresses from landfills would help Maryland meet its waste diversion goals, and MDE estimates that there are between 22 and 35 years of remaining permitted landfill space in the State. HB 858 would establish programmatic responsibilities for MDE relating to mattress recycling and reuse, including requiring MDE's Office of Recycling to review and approve plans and reports submitted by the program, providing information to local communities on local and national programs for recycling and reuse of mattresses, and providing examples of mattress recycling programs that create jobs. MDE would need additional resources to meet the requirements in HB 858, including further staff to adhere to complete regulation development, plan review, and compliance oversight and enforcement.

Accordingly, MDE respectfully requests the Committee consider this information during its deliberation.