

METRO LARGE ITEM REUSE STUDY



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Prepared by
Start Consulting Group
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EXECUTIVE SUMMARY

BUILDING A STRONGER CIRCULAR ECONOMY THROUGH REUSE

DEFINING TERMS IN THIS STUDY

Bulky Waste

A commonly used - but infrequently understood - term used in the garbage and recycling industry for large items, including for those that are reusable and repairable. This Study instead uses the term “large item” (defined below) to reframe the approach to these materials and acknowledge their durable value.

Circular Economy

“The circular economy is based on three principles: eliminate waste and pollution, circulate products and materials (at their highest value), and regenerate nature.”

[The Ellen MacArthur Foundation](#)

Large Item

Items used in or around a household such as furniture, mattresses, appliances, large electronic devices, garden and patio items, toys, and rugs.

Reuse

For this Study, “reuse” refers to the return of commodities into the economic stream for use in the same kind of application as before without change to their identity.

Reuse and Repair Economy

For this Study, the “reuse and repair economy” refers to the formal economy wherein used items are obtained, sold, distributed, or repaired by businesses or nonprofit organizations.

Shared prosperity

For this Study, “shared prosperity” is when all people have equitable access to the benefits of the garbage, recycling, reuse, and repair economies.

Greater Portland continues to advance a more robust circular economy through reuse and repair programs that provide access to usable items while keeping them out of the garbage and recycling system. Much of this work is done by local nonprofit reuse and repair organizations and businesses that provide services for people to donate items and purchase used goods, many at affordable costs.

The focus of the *Metro Large Item Reuse Study* (this Study) is on large items that can be a challenge for people to transport away from their home or to find avenues for reuse or repair. Start Consulting Group assessed options and markets for reuse and repair of these items, including nonprofits and businesses, and identified residential service gaps and opportunities for expansion in greater Portland.

Findings from this Study will support implementation of reuse and equity goals and actions of the [2030 Regional Waste Plan](#). This Study is also providing inputs for other Metro and Oregon statewide legislative and policy work, including garbage and recycling system planning and state product stewardship legislation and rulemaking.

ENGAGEMENT AND RESEARCH FINDINGS

Start Consulting Group engaged reuse organizations through interviews and surveys. These organizations keep usable large items out of the waste stream and distribute them to those who need or want them. They provided insights into gaps and solutions to improve the reuse and repair system, in addition to providing data that shows the impact they provide to build a stronger reuse and repair economy.

Improving the reuse and repair economy will require more convenient, affordable, accessible, and scalable options for residents to repair, donate and obtain used items. Participating organizations identified significant gaps in resources and services that will need to be addressed to better fulfill the reuse needs of residents and greater Portland.

The main gaps faced by participating organizations are:

- Funding for reuse services
- Space for storage, processing, repair, and retail
- Collection and delivery services
- Access to reusable items in the “waste” stream
- Marketing and visibility

Many reuse and repair options are located within the city of Portland which creates a barrier for people in Clackamas and Washington Counties to access these services. Even when services are located close to residents, limited capacity can impact reuse organizations' ability to accept items. With rising inflation, staffing costs, and rental prices, several of the surveyed organizations have had to raise their prices, impacting affordability and accessibility to people.

Despite these and other gaps in the local reuse and repair economy that are identified in this Study, the surveyed organizations, and the communities they serve, collectively reused and prevented the disposal of an estimated 14,000 tons of large items in 2021. An estimated \$19 million in sales of large items were generated, and 1,600 people were employed by these organizations in their overall reuse operations. Four out of the eight organizations surveyed plan to increase capacity for large items in the future, and they report there is a high demand for them. However, without progress made to address the key gaps identified above, a significant increase in capacity will be unattainable.

KEY GOALS OF THIS STUDY

Identify opportunities for expanding the reuse and repair economy for large items in greater Portland with a focus on improving service equity and economic well-being for historically marginalized groups including communities of color, people living in apartments and people with lower incomes.

Strengthen relationships between Metro and local reuse and repair organizations and businesses.

RECOMMENDATIONS

Metro and local governments can work with and invest in community organizations and haulers (both regulated and third-party) to implement solutions for handling large items for reuse and repair while making the system more accessible. This would require a shift in investment, policy, and focus by Metro and local governments. Existing collection systems, funding mechanisms, and communications have been built to focus on the management of garbage, recycling, and compost, yet there is a shared vision and policy direction to grow a more vibrant reuse and repair economy in greater Portland. The following are key recommendations to Metro and local governments for achieving this vision.

1. Prioritize reuse and repair messaging in marketing and communications

- a. Adjust communications to prioritize reuse and repair.
- b. Use existing communications channels to create awareness of reuse and repair organizations, businesses, and services.

2. Engage community in implementation of system improvements

- a. Conduct a residential reuse generation study.
- b. Engage community members who have been historically marginalized and who currently experience barriers to participation in the reuse economy.
- c. Continue to engage locally based organizations, communities of faith, and businesses who deliver services in the reuse and repair economy.
- d. Include third-party haulers already working with reuse organizations and those interested in helping inform collection options development.
- e. Continue to engage regulated haulers to identify opportunities to integrate reuse.
- f. Create a Metro reuse liaison position to provide reuse coordination and leadership.

3. Support and invest in collection for reuse, operations, and workforce

- a. Include reuse options at large item collection events.

- b. Continue Metro’s Investment and Innovation grant program and other funding mechanisms with priority focus on reuse.
- c. Expand on successful bulky waste/large item collection models that maximize reuse, especially for multifamily communities.
- d. Update Metro’s Find a Recycler tool or develop a web-based service to connect donors and third-party haulers to reuse entities who need specific item types.
- e. Support and incentivize collection of large items for reuse by third-party haulers and donations by residents.
- f. Integrate reuse options into bulky waste/large item collection service.
- g. Create a Metro or local government-funded truck share program for affordable donation pickups and purchase deliveries.
- h. Fund and support reuse and repair operations and workforce development.

4. Invest in facilities for reuse and repair

- a. Establish reuse drop-off spaces at Metro transfer stations.
- b. Support and invest in storage, processing, retail and distribution facilities.
- c. Support and invest in reuse and repair collaboration hubs to co-locate organizations and reuse economy functions.

5. Advance EPR and other policies to fund and increase reuse and repair

- a. Advocate for reuse, repair, and Extended Producer Responsibility (EPR) policies to fund local reuse system improvements and shift product design.

CONCLUSION

A collaborative system with Metro, local governments, reuse and repair nonprofits and businesses, third-party haulers, regulated haulers, producers, the informal waste sector, and other community services creates a strong opportunity to divert useable large items back into the community.

A systems approach requires looking at the underlying patterns, structures and thinking that created the problem of reuse, repair and donation being under-supported and marginalized. Reuse and repair of items is a crucial part of the garbage and recycling system and more broadly of a circular economy. However, historical and current state and local policies and practices, including Metro and local government codes and rules and associated franchises, certificates, licenses and authorizations, show a preference for recycling and disposal of items over reuse and repair. Investment, engagement, policy, and communications are needed to address this need for change. There is strong interest in partnerships and collaboration that could be facilitated by Metro and local governments.

“Organizations are missing connective tissue. The vision for reuse, repair, and share in Portland is a long-term, cohesive community¹.” Start Consulting Group believes that Metro can be the connective tissue to build a sustainable circular economy in greater Portland by bringing these communities, interested parties and system elements together and providing investments to bridge the gaps in the reuse and repair economy.



¹ [Reuse, Repair and Share Needs Assessment Report](#), quote from Portland Repair Finder.

OVERVIEW OF THE STUDY

Metro contracted with Start Consulting Group to conduct this Study and identify gaps and opportunities to expand the reuse and repair of large items in greater Portland. As the regional solid waste authority, Metro is responsible for ensuring that all solid waste generated in greater Portland is managed in a way that protects public health and safety and safeguards the environment. Reuse is an important part of the garbage and recycling system as it has a great potential to reduce environmental and climate impacts and benefit local communities.

This Study gathers new economic data on the nonprofit reuse sector in the region, confirms and expands upon known gaps and barriers to the reuse of large items experienced by both people living in the region and reuse organizations.

ENGAGEMENT IS AT THE CENTER OF THIS STUDY

To fully understand how to create a robust reuse and repair economy, engagement with organizations and people who specialize in this area is central to this work. The voices throughout this Study are experts from reuse and repair organizations that have deep knowledge of operations and understand the gaps and needs in the reuse and repair economy. They have a pulse on what resources people need to donate large items for reuse and what items people can use and reuse. Many of the organizations that provided input for this Study engage regularly with people who are under resourced and overburdened and use reuse and repair to give support. Additional engagement with people who want to get rid of unwanted large items or can use these items is needed to center community in a strong reuse and repair economy.

Scope of This Study

The primary scope of this Study is the formal reuse and repair of large items from homes that can be collected, sold, distributed, or repaired by nonprofit organizations and businesses in greater Portland. This Study does not address:

- exchanges between residents such as through online platforms or garage sales (though significant and valuable, there is inadequate data to assess this informal sector),
- the sharing economy associated with tool libraries or the vehicle-share industry,
- the recycling or transformation of goods through creative upcycling,
- waste characterization to estimate quantities and types of large items generated by residents,
- assessment of specific environmental impacts avoided by reusing various categories of large items, nor
- impacts of “[fast furniture](#)”² or low-quality large items on the reuse and repair economy.

Surveys and Interviews

Nonprofits and businesses were invited to participate in this Study. Participating organizations completed a quantitative survey ([Attachment A](#)) and were interviewed for qualitative information ([Attachment B](#)). Twenty-four groups, mostly nonprofits, were invited to participate. Eight nonprofit groups participated in the full study and two groups participated solely in the interview process. Full participant organizations received stipends of \$300 and interview-only organizations received stipend payments of \$100.

² <https://www.nytimes.com/2022/10/31/realestate/fast-furniture-clogged-landfills.html>

PARTICIPATING ORGANIZATIONS

[Community Warehouse](#) uses a community distribution model funded through two retail stores.

[Habitat for Humanity Portland Region ReStore](#) supports its mission through their stores in Beaverton, Gresham, and Portland and accepts many large items.

[Goodwill Industries of the Columbia Willamette](#) is a well-known resource to donate large items with 33 locations in greater Portland.

[PACS Thrift Store](#) keeps items affordable while providing dignity with proceeds benefitting their other community services.

[ReBuilding Center](#) is an environmental justice organization that makes reuse and repair affordable and accessible. They focus on building material but accept large appliances that are five years old or newer.

[ReClaim It](#) salvages most items from the Metro Central transfer station, mainly from self-haul loads. They recently started accepting pre-approved donations at their retail store.

[ReDeploy](#) was founded by the owners of G.I. Junk Removal to prevent usable items from going to the transfer station with the goal to “redeploy” items for reuse to those in need, with a focus on veterans.

[Trash for Peace](#)’s vision is a world without waste and with environmental justice. They lead conversations around bulky waste and are piloting bulky waste collections at multifamily properties with a focus on diversion for reuse.

INTERVIEW-ONLY PARTICIPANTS

[Love INC-TTS](#) connects people with needed resources. They do not have the capacity to store large items for distribution but work to match people with these resources when requested.

[Repair PDX](#) aims to spread repair culture through ongoing Repair Cafes. Its new location is focused on fixing small appliances for distribution to people and organizations.

(Websites provided in [Attachment D](#))

A challenge in identifying participants was the limited scope of reuse and repair of large items for this Study. There are no organizations solely focused on the reuse of large items and many of these groups are limited by space, funding, transportation, and capacity, as the interview and survey process revealed. Other issues identified in limited participation include invitees’ lack of time and capacity.

Most interviews that were conducted with full participants took about an hour and a half and the survey was estimated to take an hour to complete. Each organization was represented by their respective executive directors, managers, or founders. Some questions were not applicable to all participants given their varying levels of acceptance of large items for reuse. Data was provided through a survey link and followed by an interview process which allowed participants to provide more candid responses and allowed them to share additional information outside of the survey questions.

This report does not include direct input from people working in the informal waste sector who are involved in the reuse and repair of large items nor third-party haulers who provide collection services for large items. Start Consulting Group recommends conducting additional interviews with people working in the informal waste sector following this report and engagement with third-party haulers who are already partnering with reuse organizations or who are interested in the reuse of large items they collect.

Participating Organizations

This Study’s participants represent a cross-section of large and small organizations, most of which have some form of human services in their mission. Several of them, like the Rebuilding Center, Trash for Peace, and Community Warehouse, stand out as locally based groups actively working to center racial equity, diversity, inclusion, and community leadership in their missions and operations. It is important to note this because a key outcome of this work, as guided by the *2030 Regional Waste Plan*, is to build shared prosperity starting with the local communities who have been denied it historically and who experience barriers currently, including: communities of color, people who live in multifamily homes, people with lower incomes, and people with disabilities. The recommendations that emerged through this Study include and reflect voices from these organizations as well as those of the full list of participating organizations. Additional work will be needed to directly engage community members while ensuring reuse and repair system improvements advance shared prosperity and racial equity goals.

Geographic Data Analysis

Service and facility location data collected before and during the survey of participating organizations was assessed for geographic service gaps. Survey design support, survey instrument development, geographic analysis and map making was provided by the Metro Research Center and coordinated with the Garbage and Recycling System Facilities Plan project managers.

Web Research

Web research ([Attachment C](#)) was conducted to identify reuse and repair service gaps faced by residents, policy and planning context and other components of this Study.

REUSE ORGANIZATIONS FACE MANY GAPS AND BARRIERS

Nonprofit reuse organizations continue to serve greater Portland while navigating gaps and barriers in the local reuse and repair system. Although these organizations have found creative solutions to bridge gaps like funding and storage over the years, spotlighting the gaps and barriers they face will put greater Portland on a path to provide much needed resources to overcome the challenges.

- ***Consistent funding for services provided.*** Reuse and repair organizations collect and process materials that would otherwise end up at a transfer station and be managed by Metro and other local governments. They provide low to no-cost options for people to get rid of unwanted large items and access to affordable household items. Nonprofits that reuse large items depend on earned income, grants, and other fundraising mechanisms to fund reuse options. To grow a more robust reuse and repair economy, organizations need investment and consistent funding from Metro and local governments to support the services they provide to the region.
- ***More space is needed for storage, processing, repair, and retail/distribution.*** As commercial and business space costs continue to increase, reuse and repair organizations are facing increased lease costs and struggling to find additional space to provide more services to people in the area. To see an increase in large item reuse and repair, a lot more space is needed to accommodate collection, processing, cleaning, and repair of collected items as well larger spaces for distribution and retail sales of the large items.
- ***Limited collection and delivery services constrain the reuse of large items.*** Some organizations offer collection and limited delivery, but with rising staff, vehicle, and fuel costs, it is a challenge to meet the demand for these services to collect more large items. Additionally, organizations struggle to sell or distribute large items without delivery options.
- ***Access to reusable items in the waste stream.*** Many people who need to get rid of unwanted large items do not know about reuse options in the region and believe that disposal is their only option. While nonprofits value the engagement and relationship building with people who donate, there are still many reusable large items that end up at transfer stations that can be reclaimed.
- ***Marketing and visibility are limited by few resources.*** Reuse and repair organizations have limited reach in the region to let people know that they can donate or purchase large items from them. They do a great job using resources like social media, word of mouth, and promoting each other. However, there is an opportunity for Metro and local governments to amplify these organizations with greater reach through their websites, broader social media presence, newsletters, and other engagement methods.

NONPROFIT REUSE SECTOR PREVENTS WASTE, CREATES JOBS

Reuse organizations play a key role in the local circular economy by creating value from discarded large items while creating jobs. Reuse and repair organizations are an integral part of greater Portland's circular economy by collecting otherwise discarded large items for reuse. They add and elevate the

value of the items through cleaning, organizing, and sometimes repairing these items before they are sold or distributed to people in the region. Based on data from this Study's participating organizations, over \$19 million in nonprofit reuse sales are from large items in greater Portland. These organizations work to keep items affordable to all while using funds to sustain their respective missions. Additionally, they reported over 1,600 jobs that are focused on reuse in the region.

EXISTING POLICY AND PLANNING CALLS FOR REUSE AND REPAIR

This Study supports the implementation of policies and plans of the state of Oregon, Metro and local governments in greater Portland while building upon a body of reuse and repair research and engagement. The key research, policy, and planning initiatives that form the context of and that call for the work in this Study are briefly described below.

Metro's 2030 Regional Waste Plan ([2019](#)) serves as greater Portland's blueprint for investing in the region's garbage, recycling, and reuse system, reducing the environmental and health impacts of products that end up in this system, and advancing progress towards Metro's racial equity objectives. Responsibility for implementing the plan is shared by Metro and city and county governments in the region. This Study is primarily focused on: Regional Waste Plan Goal 8, to "increase the reuse, repair and donation of materials and consumer products;" action 8.4 to partner with reuse and repair organizations on collection for reuse; and action 8.5 to invest in neighborhood-scale reuse and repair services and infrastructure. This Study also helps inform implementation of action 10.5, to "provide regularly occurring bulky waste collection service with particular emphasis on multifamily communities and lower-income households."

Metro's Bulky Waste Policy Project is implementing action 10.5 of the *2030 Regional Waste Plan* by developing new standards for local governments to establish regularly occurring bulky waste collection service that is convenient, accessible, and consistent across the region by the July 1, 2025, deadline outlined in Metro Administrative Rules. This Study provides data to inform reuse considerations in the development of collection options by the Bulky Waste Policy Project.

[Metro's Garbage and Recycling System Facilities Plan](#) is assessing current public, private and nonprofit garbage, recycling, and reuse infrastructure, identifying gaps, and recommending options for future investment in facilities needed to meet *2030 Regional Waste Plan* goals. This Study provides data on gaps and options for large item reuse facilities and services to be considered in the Garbage and Recycling System Facilities Plan.

Materials Management in Oregon 2050 Vision and Framework for Action ([2012](#)) is the blueprint for Oregon's materials management policies for implementing the 2015 update to the *Opportunity to Recycle Act* (SB 263) which set statewide statutory waste generation goals that reuse can help Oregon meet. It envisions a future where producers make products sustainably and materials have the most useful life possible before and after being discarded. The *2050 Vision* identifies barriers to reuse including planned obsolescence, toxic chemicals and mixed materials in products, and a lack of reuse infrastructure.

Strategic Plan for Reuse, Repair, and Extending the Lifespan of Products in Oregon ([2016](#)) was a research effort of the Oregon Department of Environmental Quality (DEQ) that was called for in the *Materials Management for Oregon 2050 Vision and Framework for Action*. Furniture was identified as a potential priority material for the strategic plan in preliminary research because of its high absolute environmental and climate impacts and high potential for reusability. This Study builds upon DEQ's reuse research.

Extended Producer Responsibility (EPR), Right to Repair, and related legislation is on the rise nationally and internationally and has the potential to provide funding for reuse and repair of large items, remove barriers to

repair and to require or incent higher reusability and repairability standards. Oregon passed the [Mattress Stewardship Act](#) (SB 1576) in 2022. A Right to Repair bill is under consideration in Oregon’s 2023 legislative session. France established [EPR for furniture](#) in 2009 that includes targets for reuse.

The Reuse, Repair and Share Needs Assessment Report (2019) conducted by Start Consulting Group for the city of Portland evaluated the needs of the reuse, repair and share economy in Portland. The key findings in that assessment are confirmed and are expanded upon by This Study through inclusion of additional organizations from inside and outside of Portland, collection of new market data and a deeper focus on large items.

PEOPLE FACE MANY REUSE GAPS AND BARRIERS

People in greater Portland rely on nonprofits and businesses that provide ongoing donations, consignment, and purchase options for large items. However, just like the organizations themselves, people who want to donate or purchase items for reuse face barriers like traveling long distances to donate, lack a vehicle to transport large items, or no support to move heavy items. There are sometimes cost and transportation barriers for people who want to purchase reused items. Messaging of resources about reuse opportunities is not readily available to many people and these options remain unknown. Getting rid of large items is already a challenge, and the reuse of these items has barriers that are compounded by a system that has lacked policy and investment in reuse and collection for reuse. Overall, reuse and disposal of large items continues to be a challenge for people in the region.

Existing Collection Services Focus on Disposal

Current residential collection options for large items favor disposal over reuse. To understand the gaps in the system to reuse and repair large items, current options for getting rid of large items were assessed through a review of city, county, and collection company websites ([Attachment A](#)). Start Consulting Group found disposal options with regulated haulers listed as the main option for people to get rid of unwanted large items. Reuse options were absent or difficult to find. Through interviews and informal discussions, it was found that collection events rarely offer reuse options and regulated haulers do not have the capacity to include reuse.

Regulated haulers provide pickup service for large items for an additional fee on waste bills. These items are taken directly to transfer stations. Item quality is devalued during collection since garbage haulers are meeting their franchise requirements for collecting items for disposal, not reuse, and the items have limited, if any, reuse potential after transport. Additionally, some people living in multifamily homes only have the option of leaving items in property garbage enclosures, issues with this method include blocking the enclosure, overfilling the area before pickup, and a challenge for the collection driver to load large items and empty containers. Start Consulting Group’s research spotlighted the additional barriers that people [who earn a low-income](#)³ or live in multifamily homes experience with the cost of removal fees or limited-service options available in the various jurisdictions.

OPTIONS FOR SINGLE-FAMILY HOMES

- Contact local hauler for bulky waste collection service with no reuse option.
- Eight jurisdictions offer one-day collection events or one curbside pickup per year and do

OPTIONS FOR MULTIFAMILY HOMES

- Leave items in multifamily property garbage enclosure when space allows, although this is generally not included in property garbage collection service. If accessible and usable, neighbors may choose to reuse the large item.

³ <https://www.portlandoregon.gov/phb/article/731546>

- not always include reuse options and can require proof of garbage bill.
- Attend a collection event if transportation of items from home to event is accessible. Reuse options are not always provided, and some require proof of residency or a garbage bill.
- Third-party haulers (sometimes referred to as junk haulers) can be hired to remove large items from homes but cannot collect items at the curb in most jurisdictions. Regulated haulers have contracts for collection of any large items at the curb and do not include reuse diversion options.
- Some nonprofit reuse organizations offer fee based pickup services.
- Attend a collection event if transportation of items from home to event is accessible. Reuse options are not always provided, and some require proof of residency or a garbage bill.
- Third-party haulers (sometimes referred to as junk haulers) can be hired to remove large items from homes or people must contact their property manager.
- Some nonprofit reuse organizations offer fee based pickup services.

Barriers to and Opportunities for Shared Prosperity

One of the greatest challenges for shared prosperity is lack of access to reuse and repair systems. One reuse organization called out the unchecked gentrification that has driven people with low incomes far away from the inner neighborhoods where they used to live, making it difficult to access reuse and repair services. The reuse and repair economy can contribute to shared prosperity by making items affordable and accessible, saving people money, and sometimes providing opportunities to generate income. This can be done by prioritizing people who have been left out of the reuse and repair system and addressing their needs by: including them in listening sessions, interviews, community co-design, and policy making. An example would be to continue investment in the supportive collection and diversion of large items from multifamily communities and additionally, supporting organizations that give large items to people who need them at no or low cost such as Community Warehouse.

Key Barriers Include Transportation, Cost, and Convenience

Barriers for both single-family and multifamily homes create challenges for reuse and repair of large items. While there are services that exist for reuse and repair of large items, barriers like information access, transportation fees, and the complicated steps to get items to an organization that can use them, can cause hardships to many people, especially when they are in the process of moving from their homes. Barriers identified include:

- Challenge of moving and transporting large objects. Many large items are difficult to move and transport, especially for people with assistive needs. Some people may not be able to load items and need to use a paid service for collection or delivery. People with physical limitations are not able to move items to meet some nonprofit pickup requirements or to move items to curb for a regulated hauler to collect. Additionally, the weight of many large items creates limitations for moving these items for many people. Transportation of large items for reuse can be a challenge due to small vehicles, gas costs, or inconvenient locations.
- Cost of collection for reuse, and the cost of reused items – especially when compared to the low cost of new items that are not made to last. Pickup fees and scheduling can be a barrier since many organizations use online scheduling options which is a challenge to people who are not comfortable with or do not have access to technology. Additionally, the quality of some large items inhibits reusability and reparability.
- Many collection events do not include opportunities for reuse. Sporadic bulky waste collection events and limited reuse and repair opportunities create challenges for people to make their unwanted large items available for others to reuse. Many collection events are only available to people living in single-family homes with one collector requiring a waste bill, which excludes people living in multifamily homes or house renters.

- Time is a factor for donating large items for reuse. People are often under time constraints to get rid of large items and cannot wait for a collection event or research reuse options. People living in multifamily homes are sometimes tied to end of the month moveouts, adding additional pressure to existing time constraint barriers that exist with reuse options for unneeded large items.

Gaps in Donation Drop-off Locations

People in greater Portland have limited options for drop-off locations that accept items for reuse, redistribution, and repair. Many of the organizations with the most capacity to take these items are centralized in the city of Portland and are not easily accessible for everyone in greater Portland. Start Consulting Group believes that if options are easily accessible, most people will opt to donate their items for reuse.

Although there are many large item reuse locations shown on the map (Figure 1), not all of them accept all large items for reuse. Organizations that accept many large items for reuse are limited by storage capacity and must turn away potentially reusable large item donations. Another reason that organizations would turn away large items is if they do not fall under their acceptance standards. Reuse organizations accept specific large items, and there are few options for the reuse of mattresses and appliances. If someone has multiple items to donate, they may need to visit multiple drop-off locations if one organization cannot accept all the items.

There are only 3 drop-off locations that accept mattresses for reuse (Figure 2) and only 5 drop-off locations that accept appliances for reuse (Figure 3). Most options for these two items are recycling although there is a great need in the community to have access to these items at low to no cost.

LARGE ITEMS DONATION DROP-OFF LOCATIONS

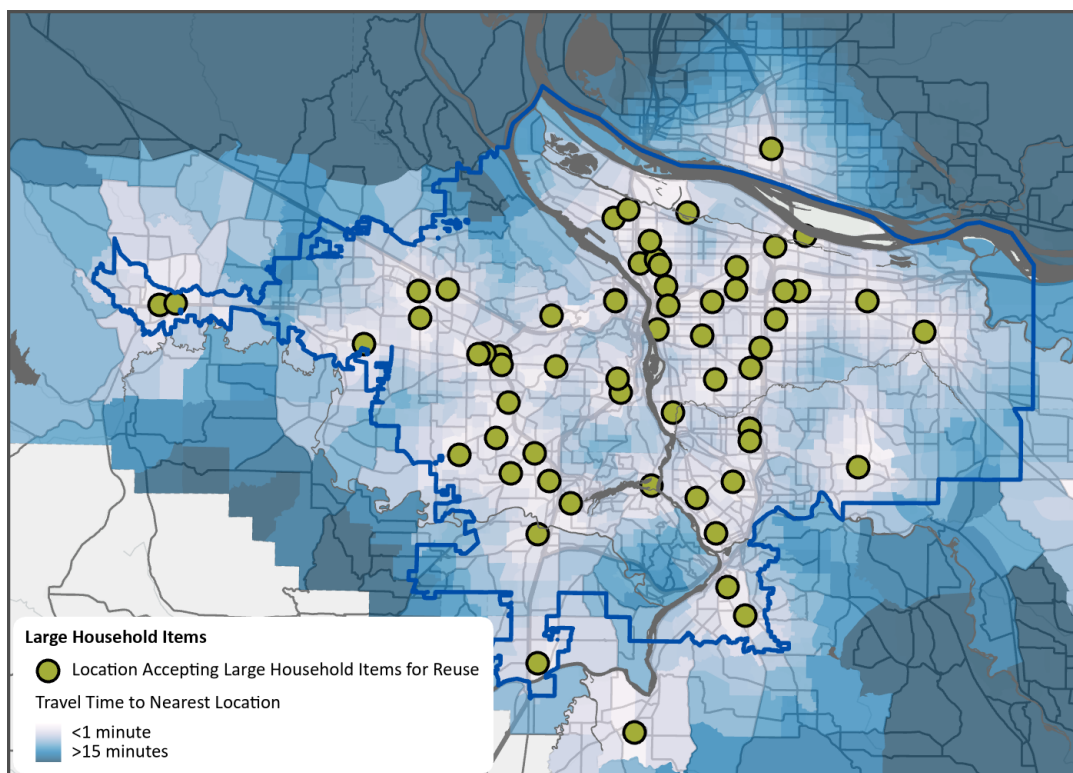


Figure 1: Large item donation drop-off locations
See Attachment E for list of locations

MATTRESS DONATION DROP-OFF LOCATIONS

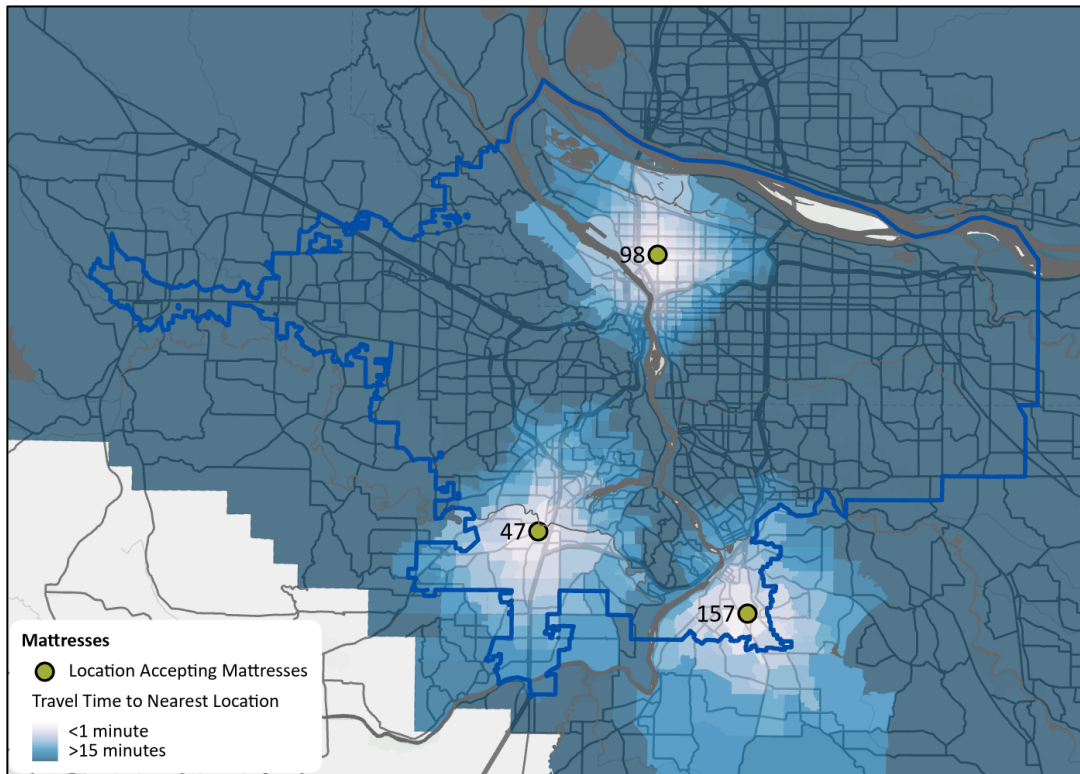


Figure 2: Mattress donation drop-off locations
See Attachment E for list of locations

APPLIANCE DONATION DROP-OFF LOCATIONS

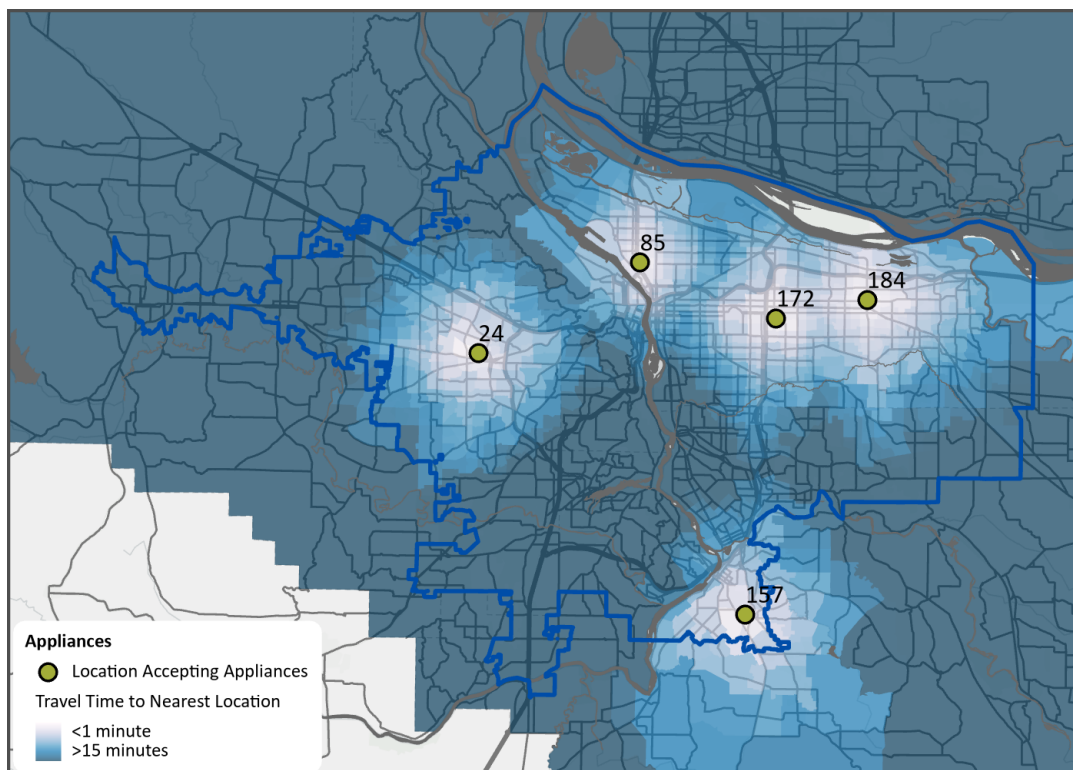


Figure 3: Appliance donation drop-off locations
See Attachment E for list of locations

ENGAGEMENT FINDINGS

To support effective and impactful engagement, most participants were invited to complete a survey and were interviewed for qualitative information regarding large item reuse opportunities in greater Portland. Two organizations that do not have collection systems but have an impact on the reuse of large items only participated in the interview process. Organizations provided valuable feedback through the survey and interview processes to spotlight their needs to increase capacity for the reuse of large items and to support their work to build a stronger reuse and repair economy in the region. Many are already forming partnerships with similar organizations and third-party haulers to support their work.

DATA SHOWS NONPROFITS' IMPACTS ON LOCAL REUSE ECONOMY

Organizations provided quantitative information through the survey link ([Attachment C](#)) provided as part of the study. Participants shared data on large items collected for reuse, reuse sales, number of employees, estimated reparability of items, and amounts of items donated that are disposed. Data that was relevant to interview discussions is provided in those sections. Key data is provided in this section.

2021 TONNAGE*, SALES, AND EMPLOYMENT DATA

Organization	# of Locations	Total Reuse Tons	Large Item Tons	Large Item Sales	Reuse Employees
Community Warehouse	2	**	**	\$390,000	17
Goodwill	33	107,000	10,700	\$16,900,000	1,500
Habitat for Humanity ReStore	3	9,278	2,783	\$1,516,329	48
PACS Thrift Store	1	**	**	\$294,000	20
ReBuilding Center	1	1,500	150	\$130,000	10
ReClaim It	1	40	20	\$110,000	4
ReDeploy	N/A	50	15	\$300***	2
Trash for Peace	N/A	2.5	2	N/A	10
TOTAL	40	117,871 tons	13,670 tons	\$19,340,629	1,611 jobs

Figure 4. 2021 tonnage, sales, and employment data provided by participants.

**Data is provided in tons although most participating organizations track quantities by pounds or item count. Although weights are lower than collection for recycling or garbage, reuse of large items is more labor and operations intensive and generally has greater environmental and community benefits.*

***Community Warehouse and PACS Thrift Store track large items by count rather than tonnage. In 2021, Community Warehouse collected a total of 43,176 items and 12,835 large items for reuse and PACS Thrift Store collected a total of 1,100 items and 220 large items for reuse.*

****ReDeploy sales represent new nonprofit online sales.*

Comparison of Large Versus Other Item Reuse Within Organizations

LARGE ITEMS COLLECTED IN 2021 BY WEIGHT (TONS) AND ITEM (COUNT) BY ORGANIZATION

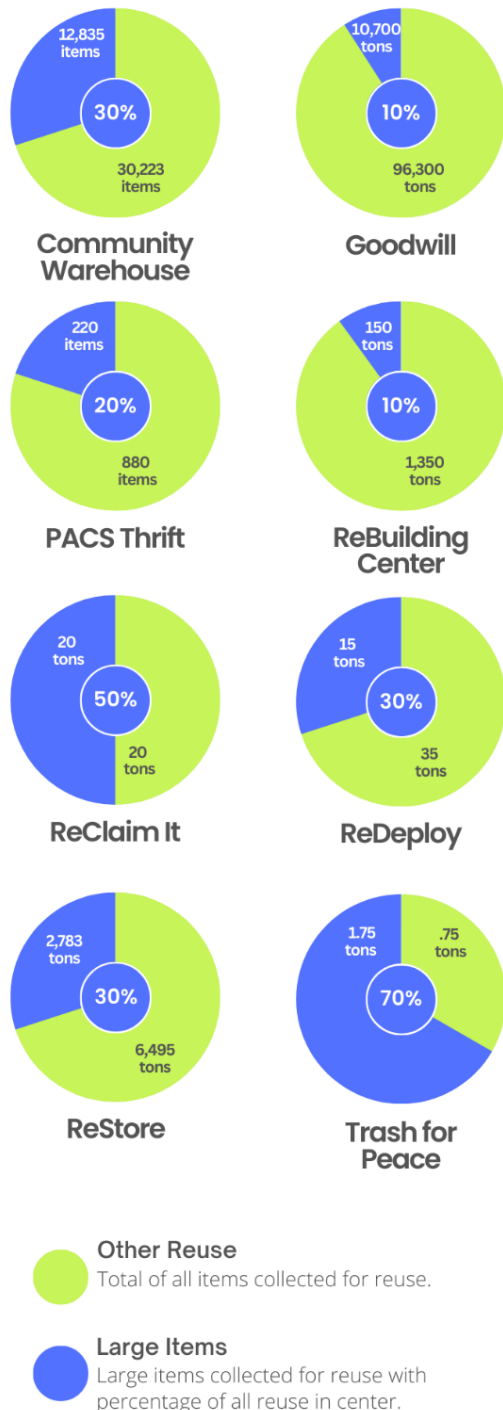


Figure 4. Large item reuse vs. other reuse by organization.

Organizations provided data about all items collected for reuse and these were compared to large items collected for distribution or sale. Overall, large items comprise less than 12 percent of all items collected for reuse. Some organizations have greater scale and collect more large items for reuse by weight, but some local organizations collect more large items as a percentage of their total.

This data supports the feedback from organizations about the need for space to process, store, distribute/sell large items. Based on this data, the assumption is made that other items collected for reuse are easier to process, store, and make available for reuse.

Two organizations, Community Warehouse and PACS Thrift Stores track data by item counts, not weight, so their data is not provided by weight. Any funding mechanism that Metro may provide to these organizations to fund collection of these items, should include a uniform data collection system to track reuse in greater Portland.

TOTAL LARGE ITEMS VS. OTHER ITEMS COLLECTED AND DISTRIBUTED FOR REUSE IN 2021 (TONS)

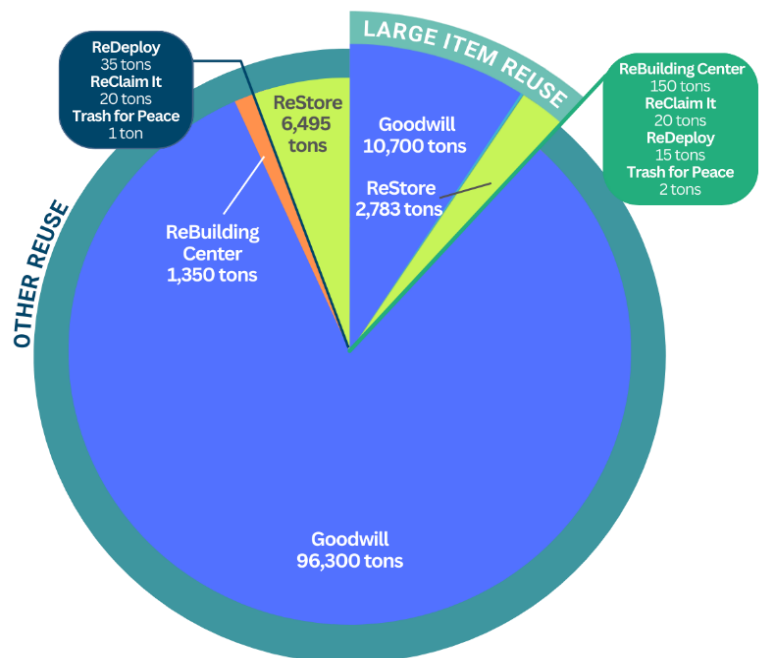


Figure 5. Chart showing total large item reuse vs. other reuse.

INTERVIEWS REVEALED BARRIERS AND OPPORTUNITIES IN DEPTH

Through an interview process, participants of this Study provided qualitative and more in-depth feedback than through the survey. Additionally, interviewers were able to ask follow-up questions and glean additional information that the slated questions ([Attachment B](#)) did not cover. Insights from this Study's participants are shared throughout the document, with most of the responses concentrated in this section.

Need for Affordable Collection and Delivery Services

Lack of transportation options impact reuse organizations and customers. Organizations expressed the need to increase the collection of large items and would benefit from additional support and infrastructure. Current operations are strained due to limited vehicles and drivers causing long wait times for collection from donors resulting in less inventory for clients or customers and some organizations do not have access to vehicles or need to rent trucks to transport large items. Staff that can drive collection and delivery vehicles, as well as move large items, which are often heavy and oversized, are also an important part of a successful reuse collection and delivery model.



"HUGE BARRIER FOR
SOMEONE ON BIKE, BUS, OR
SMALL CAR."

Goodwill Industries of the
Columbia-Willamette

Some organizations are supplementing the cost of pickup of large items for reuse through fundraising, grants, and other funding mechanisms. For example, Community Warehouse offers a pickup program that costs them \$120 per pick up but only charges \$80 which only some donors can pay, and ReBuilding Center has built most of the cost of pickups into their internal budget and charges people \$20 or sliding scale on what they can afford.

Transportation fees can be a barrier to customers, clients, and potential partnering organizations. Nonprofits are aware their fees are a barrier for many, and some have concerns about losing donors if they increase fees to cover their costs, whereas others intentionally budget to supplement the cost of pickup of large items. Organizations like ReBuilding Center continue to explore transportation

solutions but struggle to find intervention points because collection systems are regulated. Some reuse organizations have partnerships with local third-party haulers that bring large items for reuse. Additionally, organizations noted transportation difficulties for their customers to purchase or access large items.

Collection and pickup options that are affordable and accessible are important to creating a strong reuse economy for large items. Additionally, to close the loop of reuse, most of the organizations need support with delivery of items purchased or distributed to customers and clients. If transport systems are only focused on collection of items for reuse and not distribution, many of these organizations will continue to struggle with lack of capacity to collect more large items.

Limited Facilities for Storage, Retail and Processing

Inadequacies of facilities limit capacity to reuse large items. Sometimes organizations must turn away usable large items such as couches and dressers due to lack of retail, storage, and processing space, while the need in the community for these items grows rapidly. Community Warehouse has seen a 150 percent increase in demand, and they expected to see a 250 percent increase in demand by the end of 2022. Half the survey responses showed storage and processing space as a need to increase capacity. Additionally, three of the eight responses noted that distribution or retail space would also increase their capacity.

Both large and small nonprofit organizations struggle with the high cost of retail space in locations that are easily accessible. Expanding retail space will help make items immediately available to customers or clients. Storage for large items on or offsite is also needed to expand inventory and allow organizations to accept large quantities of items at one time from business donors or reuse collection events. For reuse, large flexible space to process, clean, or even repair large items is needed due to unpredictable inventory.

Limited Access to Transfer Stations

Expanding access to transfer stations could increase collection and the convenience of the donation process. Some organizations noted that an expansion of reuse programs at transfer stations is needed to collect more items. A space or building to unload reusable large items would offer convenience to donors and encourage additional reuse to those who may not consider reuse as an option. Organizations have learned that their donors want a one-stop service for donating their items. One organization suggested that Metro expand space for reuse at transfer stations beyond the small access that ReClaim It has at the Metro Central Transfer Station. This could be a separate building or area where customers and haulers could unload usable items that would need to be vetted by reuse organization representatives onsite. Additionally, ReClaim It noted that they could salvage more items if they were allowed additional hours and access to Metro Central Transfer Station on Saturdays, one of the busiest self-haul drop off days.

It was suggested that both of Metro's transfer stations could offer a lower tipping fee for customers to separate items for reuse. A solid example of this is [Urban Ore in Berkeley, CA](#), which is located near a transfer station that allows haulers and residents to drop off usable goods at a rate lower than the neighboring transfer station fees. This program is supported by the City of Berkeley. [Metro household hazardous waste](#) staff provides similar service at Metro's transfer stations at an onsite building that diverts household items from the waste stream and donates usable items to nonprofits.

Sanitation and Safety Concerns

There are potential sanitation and safety concerns with handling large items for reuse. Organizations expressed collective concern for employee safety with potential injury when processing and moving large items. Additionally, these items can be a hazard to customers or clients if not stored properly in a retail or distribution setting.

Specific concern with mattresses and upholstered items shared by all is mold and bed bugs, causing most organizations to opt out of accepting them all together, although there is a high demand for these items from people served by the organizations, and the organizations have a desire for capacity to clean and repair these items. Continued investment in innovative ideas for repair, reuse, and recycling, such as de-bugging mattresses, cleaning, and textile recycling is needed to prioritize diversion and reuse. Other issues include weather or other damage if items are left outside by a dumpster or the curb. This should be a consideration as Metro and local governments look for opportunities for collection of large items.

Organizations were asked about concerns around flame retardants and other chemicals used on upholstered furniture. This was not a going consideration as furniture is only accepted that is not torn or stained, reducing the chances of exposure to flame retardants and other chemicals of concern more common in older furniture.

Collaboration Identified as Key Strategy to Expand Reuse

Organizations form partnerships within the reuse community and strive for collaboration with third-party haulers. Organizations discussed: a desire to work with haulers (especially third-party haulers), a need for transportation support, and that additional physical space is needed to create valuable partnerships in repair. By testing out one-off partnerships with third-party haulers, some organizations have found mixed results and inconsistencies, but there is a shared interest in creating more formal and productive partnerships to increase collection of large items.

Many organizations have developed strong partnerships within the reuse community and meet monthly as the Reuse Collective. They continue to seek more opportunities to expand reuse and repair through collaborations while making services more affordable and equitable. To process additional large items through partnerships with regulated and third-party haulers, Metro, or other organizations, a need identified is access to space and trucks as well as an investment in workforce development, specifically for repair. For example, many organizations partner with Repair PDX or would like to partner with them in the future for their expertise in training, however this work is not scalable without additional support.

Trash for Peace held bulky waste pilot events in May and June of 2022 and partnered with third-party haulers, Junk-It and Frog & Toad Hauling, City of Roses Disposal and Recycling (COR), as well as community-based organizations Home Forward and Human Solutions. Through this collaboration, much of the material was able to be reused or recycled.

“The program was designed to be collaborative and flexible, created with input from hauling partners and multifamily community members. It was based on the idea that consistent bulky waste collection would be a strategic way to minimize bulky items piling up and causing issues near enclosures on multifamily housing sites. It was also meant to prioritize supporting vulnerable members of the community without easy access to dispose of unwanted items for financial and logistical reasons. Therefore, a hybrid approach of consistent, monthly collection for all unwanted items left in a designated location, partnered with a RSVP service where residents could request moving support was created and implemented. Trash for Peace had a dispatch team that would receive calls and then communicate those requests to the hauling partners. We also included an extra ‘blow-back’ service, where a third hauler was contracted to drive through each property after the collection days to collect any additional left behind items, in order to not create undue burden for property managers.”⁴

Marketing Support Needed to Increase Donations and Sales

Building a stronger reuse economy through existing communication channels. Organizations shared the need for increased awareness and visibility of reuse through marketing. They noted that there needs to be clear intention in pushing reuse to the forefront of people's decision making and not just as an afterthought. Metro and local governments can continue to create and expand visibility for reuse and repair through their communications and marketing channels. Some of the ideas provided included specific funding for marketing, Metro and other local

⁴ [Trash for Peace](#), *Bulky Waste Pilot Final Report*, May - July 2022.

governments using their social media and websites to promote these organizations, using jurisdictional newsletters to spotlight reuse, and mail inserts in garbage or other municipal billing.

Disposal Fee Burden

Organizations bear the cost of disposal of unusable items from some donors. Nonprofit organizations that accept items for reuse from the public are burdened with the cost of disposal when unusable items are donated. Most organizations stated that 10-20 percent of items received are unusable and need to go to the landfill. While there are factors that could contribute to waste, such as donor pressure or guilt to take an item, understaffing to check donation quality, or illegal dumping, all situations lead to the organization being obligated to pay for disposal of unusable large items.

Disposal costs place a financial strain on organizations and there is a need for support in covering these costs. Some opt to spend thousands of dollars more each month on disposal costs because their donors want a one stop donation experience, causing organizations to dispose of more tons of items each month on behalf of people who donate items. Some organizations have recognized that to get donors to bring good quality items means they also must accept their lower quality items, but in doing so, organizations fear becoming a catch all for both reusable items and items that need to be landfilled. Additionally, partnerships with third-party haulers need to be carefully structured to ensure only useable/saleable items are collected.

Participating organizations pay \$1,400 to \$250,000 each month to dispose of these unusable items. Metro has offered waivers for disposal in the past, but this required that organizations transport the residential large item waste to one of Metro's transfer stations, which still has the cost of transportation and staff time. These organizations have the burden of disposal of unusable large items while working to provide a beneficial service to greater Portland. Without ongoing government funding and support, or contracts like regulated waste collectors have through local governments. These organizations need to fundraise or budget these costs, taking away capacity for additional staffing or other reuse operations.

ReDeploy estimates that 50 percent of the items collected through their business arm, G.I. Junk Removal, are unusable. However, as both a collector and nonprofit, the disposal costs are built into the collection fees. Trash for Peace works with their collection partners to ensure that, when possible, unusable items are recycled before disposal. Since ReClaim It salvages most of their items from the transfer station, they have greater control over disposal costs. One organization indicated that in the past, some national companies have attempted to take unusable items to their organization to avoid disposal costs.

Donation Acceptance Standards Serve Several Functions

Standards are needed to ensure quality and to limit donations to a quantity that matches capacity. Limited resources force organizations to restrict the number of large items they accept. Working within their current limited capacity, reuse organizations have donation guidelines to regulate the quantity, size, and condition of items they accept. These guidelines include, but are not limited to:

- Weight limitations (e.g., "can be lifted by one person")
- Size limitations (e.g., "couches less than 8 feet," "fit in a Subaru-sized vehicle")
- Condition limitations (e.g., clean, and free of tears or other damage)
- Specific item limitations (e.g., no mattresses or appliances)

Staff and Volunteers Crucial to Expanding Capacity

Organizations create jobs for greater Portland and build relationships with volunteers through reuse. There are over 1,600 full and part-time employees that work to strengthen the reuse economy and close to 100,000 volunteer hours donated annually within the eight surveyed organizations. Goodwill and Trash for Peace provide jobs and workforce development opportunities through the reuse of items. Other organizations do not have workforce

development opportunities; however, they partner with other organizations like [Easter Seals](#) or [SE Works](#) to provide opportunities for those workforce development programs, which provide opportunities for groups that would otherwise be excluded from reuse work opportunities.

Based on the employee count and tons collected by these organizations, there are 133 jobs for every 10,000 tons of items that are reused versus the national statistic that landfilling creates one job for every 10,000 tons⁵.

Staffing remains a key issue in creating a robust reuse economy and most organizations noted that they would see an increase in capacity to collect and distribute more large items for reuse if there was fiscal support for the services that they provide to people.

While reuse is a great avenue for job creation, many of these organizations are dependent on volunteer labor to support reuse. Donated volunteer time for these organizations equates to 48 full-time staff members each year, although they would benefit from more volunteer support. As discussed at the Garbage & Recycling System Facilities Plan Reuse and Repair Roundtable, organizations would value additional support from Metro in finding and retaining volunteers, such as expanding the [Master Recycler program](#) to allow for volunteer work at reuse organizations to be included in service hours.



Figure 6. Information on jobs and volunteer opportunities created by surveyed organizations in 2021.

⁵ <https://portal.ct.gov/DEEP/Reduce-Reuse-Recycle/Jobs/Recycling-Means-Jobs>

Opportunities for Growth in the Repair Economy

An increase in repair options can increase reuse of large items. Most organizations do not accept large items that need repair. Organizations like Community Warehouse and ReClaim It do minor repairs and are looking at additional repair opportunities with organizations like Repair PDX. If items are donated or collected that need repair, the organization will seek alternative recycling options, otherwise, these items are disposed. Additional challenges to repair services happen when furniture and other large items are manufactured with low quality materials, reducing the reusability and repairability of these items.

Repair PDX has led the repair movement in greater Portland for a decade and was interviewed as part of this Study. They hold ongoing events and are now in a permanent location at a maker space and warehouse, called ADX, which allows them to store tools, supplies, and items in need of repair. Their focus is on smaller appliances since repairing larger items, such as tables, is a challenge due to space and volunteer constraints. With maker space partners like ADX or Alder Commons that have woodworking tools, organizations have more capacity to repair larger items. Repair PDX partners with other reuse organizations and there is an opportunity to expand their work to include large items.

Most organizations provided estimated percentage of incoming large items that needed to be repaired to be useable. Estimates are based on percentages and total collection information provided by organizations.

ESTIMATED LARGE ITEMS DISPOSED AND REPAIR POTENTIAL

Organization	Estimated Tons Disposed	% Potentially Repairable Items Disposed	Estimated Tons of Repair Potential
Goodwill	21,400 tons	30%	6,420 tons
Habitat for Humanity ReStore	1,856 tons	10%	186 tons
ReBuilding Center	300 tons	50%	150 tons
ReClaim It	4 tons	10%	.4 tons
ReDeploy	25 tons	50%	12.5 tons
Trash for Peace	.5 tons	50%	.25 tons
Total	23,585 tons		6,769 tons

Organization	Estimated Items Disposed	% Potentially Repairable Items Disposed	Estimated items repair potential
Community Warehouse	4,318 items	40%	1,727 items
PACS Thrift Store	220 items	20%	44 items
Total	4,538 items		1,771 items

Figure 7. Estimated tons and items that could be reused if repair options provided.

A Metro investment in repair and training by providing resources, along with unrestricted funding, would support these organizations to scale up the repair work they are already doing. These resources would be an investment in the community and would allow for additional reuse of large items. Funding should be ongoing and go beyond grants and pilot programs.

Growth in the Reuse Economy Requires Greater Demand, Systems Approach

Investments in: end markets, distribution to end users, and closing key gaps are needed to strengthen the regional system of reuse and repair. To see growth in the reuse economy, a systems approach is needed to fill the gaps and close the loops between producers, community members, collectors, reuse organizations and businesses, work forces, fleets, and facilities.

A systems approach requires looking at the underlying patterns, structures and thinking that created the problem of reuse, repair and donation being under-supported and marginalized. Reuse and repair of items is a crucial part of the garbage and recycling system and more broadly of a circular economy. However, historical and current state and local policies and practices, including Metro and local government codes and rules and associated franchises, certificates, licenses, and authorizations, show a preference for recycling and disposal of items over reuse and repair. Investment, engagement, policy, and communications are needed to address this need for change. Organizations like ReBuilding Center are strong advocates for local policy and organizational support. Reuse and repair organizations interviewed are also interested in partnerships and collaboration that could be facilitated by Metro and local governments.

One idea proposed to increase demand for used items is creating a centralized list that connects people with items they need at an individual level that is more streamlined than informal reuse options like virtual Buy Nothing groups. Love INC-TSS and other community-based organizations provide this service on a small scale but often struggle to find items that their clients need. Trash for Peace suggested a phone app concept that would facilitate this type of reuse. Improving Metro's Find a Recycler tool was identified as one way to address the need for a regional tool to foster residential, nonprofit and business to business reuse connections. National companies like [Rheaply](#) and [Repurposed Materials, Inc.](#) already provide materials exchange facilitation at the organizational scale. This could potentially serve businesses and organizations that have a distribution model of community donation or resale.

Additionally, Metro and local governments have an opportunity to show their commitment to reuse and repair by creating a reuse liaison position focused on building a stronger reuse and repair economy. This role could provide ongoing engagement with reuse and repair organizations and facilitate additional opportunities for resource sharing and distribution of large items.

A strong reuse economy is beneficial to many people, however, there are key issues with creating an equitable reuse model that benefits everyone and makes reuse and repair options affordable and accessible. Organizations must often sell items at a higher price to cover their operational costs, but this does not allow affordability for many people. Community Warehouse distributes large items to people at no cost, but these services require a referral from a partner agency and recipients must arrange delivery of these items. Organizations like Community Warehouse would benefit from additional fiscal support to allow them to distribute additional items to a broader audience.

RECOMMENDATIONS

These recommendations are a culmination of research and engagement with leading nonprofit reuse and repair organizations in greater Portland. They present Metro and local governments with opportunities to support the reuse and repair economy by leveraging resources, leading policy development, partnering and liaising with other government agencies, organizations, and businesses while increasing investments. The five themes and recommendations within each of them are organized from easiest to implement to those that will take more effort, intention, time, and funding. Systemic change will require progress in all five areas.

1. Prioritize reuse and repair messaging in marketing and communications

- a. **Adjust communications to prioritize reuse and repair.** Bulky waste disposal options should be preceded by reuse and repair opportunities in local government and Metro websites and communications.
- b. **Use existing communications channels** to create awareness of reuse and repair organizations, businesses and services for donation, sales, purchase, and repair of used goods using culturally relevant communications.

2. Engage community members and other interested parties in implementation of reuse and repair system improvements

- a. **Conduct a residential reuse generation study** to identify quantities and characteristics of reusable and repairable large items and to inform investment recommendations for reuse collection and facilities.
- b. **Engage community members who have been historically marginalized and who currently experience barriers to participation in the reuse and repair economy.** Amplify community voice, vision, intelligence, and resilience to help inform the expansion of regional market capacity for reuse and repair of large items.
- c. **Continue to engage locally based organizations and businesses who deliver services in the reuse and repair economy,** including those that center racial equity, diversity, inclusion, and community leadership, as well as communities of faith. This will build on successes and help ensure that growth in the reuse and repair economy serves community needs and shared prosperity.
- d. **Include third-party haulers already working with reuse organizations and those interested to help inform collection options development.**
- e. **Continue to engage regulated haulers** to identify opportunities for ensuring collection for reuse is integrated and/or complementary to bulky waste collection for disposal and recycling.
- f. **Create a Metro reuse liaison position** to provide coordination and leadership for expanding the regional reuse and repair economy.

3. Support and invest in collection for reuse, operations, and workforce development

- a. **Include reuse options at large item collection events.** Include and compensate reuse organizations for collection event services.
- b. **Continue the Investment and Innovation grant program and other funding** with priority focus on reuse. Offer support to reduce the financial burden of disposal costs for unusable donations.
- c. **Expand on successful bulky waste collection models that maximize reuse, especially for multifamily communities** such as pilot programs funded by local governments in 2022, with Trash for Peace and partnering third-party haulers.

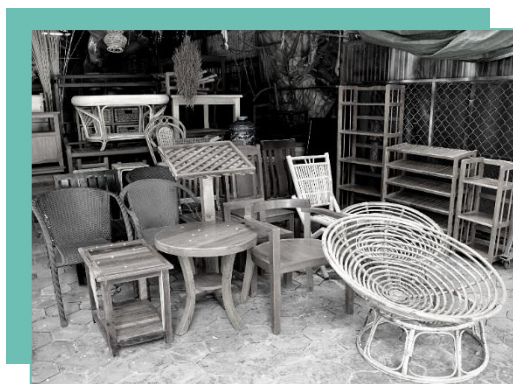
- d. **Update Metro's Find a Recycler tool or develop a web-based service** to connect donors and third-party haulers to reuse entities who need specific item types.
- e. **Support and incentivize collection for reuse by third-party haulers and donations by residents.** Create incentives for delivery of large items to reuse organizations and/or incentives to drop off items for reuse at transfer stations. Provide training to third-party haulers on navigating policies of the local governments.
- f. **Integrate reuse options into bulky waste collection service.** Coordinate the timing of collection for reuse, potentially by regulated haulers or third-party haulers, to precede curbside and multifamily community bulky waste collection by regulated haulers with considerations for inclement weather and reusability built in.
- g. **Create a Metro or local government-funded truck share program for affordable donation pickups and purchase deliveries.** Provide access to vehicles for reuse and repair organizations to borrow or rent and support climate smart fleet use with routing logistics data. Otherwise, direct funding can be provided to organizations for vehicles and staffing.
- h. **Fund and support reuse and repair operations and workforce development** including reuse and repair hub(s) with a shared workforce.

4. Invest in facilities for reuse and repair including collaboration hubs and geographically distributed service locations

- a. **Establish reuse drop-off spaces at Metro transfer stations** for reuse organizations to collect items.
- b. **Support and invest in storage, processing, retail and distribution facilities** for reuse organizations and businesses to increase capacity.
- c. **Support and invest in reuse and repair collaboration hubs to co-locate organizations and reuse economy functions.** Increase efficiency and capacity of organizations through shared resources for workforce development, collection, donation, processing, repair, storage, sales, or distribution. Create a one-stop donation and shopping experience with nearby recycling and disposal options.

5. Advance Extended Producer Responsibility legislation and other state and local policies to fund and increase reuse and repair

- ^{7.} a. **Advocate for reuse, repair, and Extended Producer Responsibility (EPR) policies** to fund local reuse system improvements and shift product design. Advance Oregon mattress stewardship program rulemaking, Right to Repair legislation, possible future EPR for furniture and standards for durability, repairability and reduced use of chemicals of concern.



CONCLUSION

A collaborative system with Metro, local governments, reuse and repair nonprofits and businesses, third-party haulers, regulated haulers, producers, the informal waste sector, and other community services creates a strong opportunity to divert useable large items back into the community. This will also continue to strengthen the local circular economy through reuse and repair. A robust reuse and repair economy benefits people living in greater Portland by making these services and systems accessible and supports nonprofits and businesses to keep reuse and repair affordable.

Metro can support the reuse and repair economy for large items and other items by closing many of the gaps these organizations and businesses face. This can be done by investing resources and providing ongoing funding for this work, including for:

- ongoing operations of reuse organizations,
- creating and advocating for policy that supports reuse and repair,
- collaborating with local governments to leverage the work being done by reuse and repair organizations and businesses,
- investment in reuse collection hubs and other sites to make reuse and repair services available for everyone, and
- a Metro staff position dedicated to reuse and repair systems.

“Organizations are missing connective tissue. The vision for reuse, repair, and share in Portland is a long-term, cohesive community⁶.” Start Consulting Group believes that Metro can be the connective tissue to build a sustainable circular economy in greater Portland by bringing these communities, interested parties and system elements together and providing investments to bridge the gaps in the reuse and repair economy.



⁶ [Reuse, Repair and Share Needs Assessment Report](#), quote from Portland Repair Finder.

ATTACHMENT A

Metro Large Household Item Reuse Quantitative Data – Online Survey

Metro Reuse Quantitative Data - Online Survey

Welcome

Thank you for participating in Metro's Large House Item Reuse Market Study. Your input will help identify opportunities for expanding the capacity of reuse and repair markets for large household items in the region. The information you provide will help Metro better understand what reuse and repair options are currently available and pinpoint opportunities to improve reuse and repair of these items. Due to the nature of reuse and repair, a lot of this data may be a challenge to quantify or track. Feel free to estimate as needed or provide information to the best of your ability.

Organization Information

Business/Organization Name*

Business/Organization Type*

Survey Participant Name*

Participant Phone*

Participant Email*

Reuse Collection Metrics

For this survey, we will use the term 'large household item'. This may mean different things to different organizations. Some examples of large household items are listed below.

Examples of large household items

Large household items includes, but are not limited to: mattresses/box springs; sofas/couches; other upholstered furniture; large appliances; chairs (dining room/office and living room); tables; bookshelves/shelves/entertainment centers; desks; dressers/wardrobes; rugs (not carpet); lawn and garden furniture/décor; wood stoves; exercise and large sports equipment; play structures; baby furniture; bed frames/headboards; pianos/large musical instruments; large holiday décor; BBQs/grills; medical equipment; outdoor/camping gear; luggage/suitcase.

How does your organization/business refer to large household items such as couches, tables, mattresses, etc.? (For example, some communities and groups refer to these items as "bulky waste.")

What is the estimated quantity of all items received for reuse in 2021?

Quantity type (pounds, tons, item count, etc.)

What % of all items received for reuse are large household items?

What are the most common large household items collected, donated or brought to your business/organization?

Which large household items are most commonly requested or purchased?

Reuse Condition/Acceptance

Is your business/organization accepting large household items?

Does your organization/business plan to increase capacity of large household items collected for reuse?

Does your organization/business plan to take other large household items you don't currently accept in the future?

Survey conducted by Start Consulting Group LLC.

startsustainability.com

Please share your organization/business acceptance policies or guidelines for large household items.

What does your organization/business do with items in need of repair?

What estimated % of incoming large household items need to be repaired to be useable?

Does your organization/business offer residential pick-up service of large household items?

Financial Metrics

Annual sales of reused items/product (if applicable)

If available, what is the estimated % of sales of large household items?

Unaccepted/Discarded Large Household Items

What % of items collected are disposed of by your organization/business because they don't meet your standards for distribution/sale?

What level of garbage service do you need to have to discard unacceptable/unusable donations?

(e.g.: 4 yard container collected 2x per week; 20 yard dumpster emptied once a month)

What is the average monthly cost for garbage service?

What recycling/reuse programs or services, if any, does your organization/business use for unusable donated large household items? (Such as metal scrap, other reuse organizations, etc.)

Operations & Distribution

Who does your business/organization distribute or sell to?

What support is needed to sell or distribute more large household items to those in need?

Staffing Info

How many employees in 2021 were focused on reuse?

How many volunteer hours in 2021 were focused on reuse (if applicable)?

How does workforce development factor into your organization/business?

Does your organization/business partner with workforce development organizations or initiatives?

Other Feedback

How can Metro best support your business/organization model to increase reuse/repair and distribution/sale of these materials?

Additional Comments or Feedback

ATTACHMENT B

Metro 2022 Large Household Item Reuse Study – Reuse Organization/Business Interview Questions

Metro 2022 Large Household Item Reuse Study Reuse Organization/Business Interview Questions

Market capacity and scalability of activities

- What local markets (distribution/sales) would need to be developed to increase large household item reuse?
- What kind of facilities or infrastructure (buildings, warehouses, etc.) are needed to support reuse collection and distribution?

Health & Safety

- What are your organization's concerns about processing upholstered furniture that may contain flame retardants and other chemicals?
- If applicable, how does accepting older appliances that are energy inefficient affect your distribution/sales?
- What other safety or health or environmental concerns does your organization/business have with accepting large household items?

Barriers

- What liability concerns are there for your organization/business to accept certain large household items?
- Are there large household items that you do not accept or distribute/sell because of health and safety regulations? If so, what are the regulations?

Staffing & Outreach

- If needed, how would additional staffing increase your capacity to collect more large household items?
- How does your organization/business engage the community to collect items for donation/sale?

Accessibility & Affordability

- How accessible do you think it is for community members to donate large household items?

(Business/earned income nonprofit Model)

- What pricing methodologies do you use to price used/reclaimed items?
- If applicable, what are the parameters your organization/business has set to donate items to the community?

(Community Distribution Model)

- How are large household items distributed to the community?
- What is your funding model to distribute to the community?
- How do you engage the community to distribute large household items for reuse?

Other

- Additional Questions/Comments/Feedback
- Possible Survey Follow up questions
- Would you be interested in potentially supporting Metro in meeting their goals, such as increasing reuse and advancing equity, through additional feedback and surveys if needed?

ATTACHMENT C

Metro Service Area Existing Large Item Options Research by Jurisdiction Website

Metro

Metro's Refresh Fund includes 20 bulky waste projects; however, it is not a long-term solution.

<https://www.oregonmetro.gov/news/metro-s-regional-refresh-fund-sponsors-community-led-cleanup-projects>

Beaverton

Found in rate chart, <https://www.beavertonoregon.gov/764/Residential-Rates>. Per hour rate of \$70 and the regulated hauler applies that as it makes sense for their business.

Clackamas County

Bulky Waste is listed as a *Miscellaneous Service* and residents are encouraged to contact their garbage hauler directly to arrange for paid pick up of items. <https://www.clackamas.us/recycling/garbage/services.html>.

- **Gladstone:** City website directs residents to hauler for general garbage service information. Gladstone Disposal provides limited information that residents need to contact them in advance and large items are referred to as "Extras." <http://www.gladstonedisposalco.com/>
- **Happy Valley:** Hosts an annual "Dumpster Day" for all residents and IDs are checked. Website lists "donations" as an option, but not clear on what is donated. <https://www.happyvalleyor.gov/dumpster-day-2022/>
- **Johnson City:** Comprised of Johnson Mobile Estates – assume service falls under commercial waste.
- **Lake Oswego:** Residents directed to call hauler to dispose of large items and pay a "bulky waste fee." <https://www.clackamas.us/recycling/garbage/services.html>
- **Oregon City:** No information on City website. Oregon City Garbage provides limited information that residents need to contact them in advance and large items are referred to as "Extras." <http://www.oregoncitygarbageco.com/#:~:text=If%20you%20have%20a%20large,on%20your%20next%20regular%20bill>.
- **Milwaukie:** Large items are collected for disposal on the 2nd and 3rd Saturdays every June. The program is only for single-family homes with existing garbage service. <https://www.milwaukieoregon.gov/bulkywaste>
- **Rivergrove:** No information found. Assumed falls under service with Clackamas County.
- **West Linn:** Residents with active residential accounts can call for one personalized pick up per year. <https://westlinnoregon.gov/publicworks/west-linn-refuse-bulky-waste-program#:~:text=Emergency%3A%20503%2D635%2D0238>
- **Wilsonville:** Hosts an annual "Bulky Waste Day" for all residents and IDs are checked. Hosted at Republic Services transfer station. <https://www.ci.wilsonville.or.us/administration/page/bulky-waste-day>

Gresham

Bulky waste pickups are offered on an as needed basis by haulers. Rates are clearly outlined on the city website.

<https://greshamoregon.gov/Haulers-and-Rates/>

Multnomah County

No bulky waste information found on website.

- **Fairview:** No bulky waste information on city or hauler website (Twelve Mile Disposal)
- **Maywood Park:** No information provided on city website. Service provider Heiberg Garbage provides information on their website and refers to these items as "items too big for your garbage container." <https://heiberggarbage.com/residential/maywood-park/>

- **Troutdale:** Hosts annual cleanup event and curbside bulky waste pickup for single-family homes. Only residents who pay a water bill are eligible to participate.
<https://www.troutdaleoregon.gov/publicworks/page/troutdale-cleanup-events>
- **Wood Village:** Hosts annual clean up event with reusable options for furniture.
<https://www.woodvillageor.gov/events/cleanup-day/>

Portland

The website page has the most useful information in greater Portland. Collection events are hosted by neighborhood groups that get funding from Metro. “We are working on developing regularly occurring bulky waste collection for Portland residents, beginning with multifamily communities and lower-income households. This work is happening in close partnership with Metro and neighboring counties and cities as part of the [2030 Regional Waste Plan](#). <https://www.portland.gov/bps/garbage-recycling/home-recycling/bulky-waste-disposal>

Washington County

Provides information and resources for disposal and donation of bulky items.

<https://www.co.washington.or.us/HHS/SWR/#!rc-cpage=306496>

- **Cornelius:** Website has PDF of “Recycling & Bulk Waste Schedule,” but no bulk waste information found. <https://www.corneliustoday.com/wp-content/uploads/2021/05/Cornelius-Recycle-CalendarV2-2020-21.pdf>. No bulky waste info found on service provider’s website:
<http://www.evergreendisposalrecycling.com/cornelius-services.html>
- **Durham:** Annual Bulky Waste Pick-up with Pride Disposal. <https://durham-oregon.us/wp-content/uploads/2022/02/Free-Bulky-Waste-Disposal-Day-2022.pdf>
- **Forest Grove:** Annual collection event. <https://www.forestgrove-or.gov/community/page/garbage-recycling#:~:text=Bulky%20items%20and%20tires%3A%20Saturday,per%20customer%20will%20be%20accepted>
- **Hillsboro:** Information not easily accessible. Drilled down to “additional residential fees to find rate sheet. <https://www.hillsboro-oregon.gov/home/showpublisheddocument/26949/637947104185108854#page=6>
- **King City:** No information on website or web search. Pride Disposal has information: <https://pridedisposal.com/residents/bulk-pickup>
- **Sherwood:** Top web search is to same Pride Disposal page as King City. No information was found on the Sherwood website. <https://pridedisposal.com/residents/bulk-pickup>
- **Tigard:** Website directs residents to contact their haulers directly. <https://www.tigard-or.gov/your-government/departments/public-works/solid-waste-recycling>
- **Tualatin:** Residents can contact Republic Services or directed to take items to the Metro South Transfer Station.

ATTACHMENT D

Websites Provided Throughout the Electronic Document

Page 4:

The Ellen MacArthur Foundation: ellenmacarthurfoundation.org/topics/circular-economy-introduction/overview
Jurisdictions in Greater Portland: oregonmetro.gov/regional-leadership/what-metro/cities-and-counties-region
2030 Regional Waste Plan: oregonmetro.gov/regional-waste-plan

Page 8:

Participants Websites:

Community Warehouse: communitywarehouse.org
Habitat for Humanity Portland Region ReStore: pdxrestore.org
Goodwill Industries of the Columbia Willamette: meetgoodwill.org
PACS Thrift Store: pacsonline.org/thrift
ReBuilding Center: rebuildingcenter.org
ReClaim It: reclaimitpdx.org
ReDeploy/G.I. Junk Removal: gijunknw.com/redeploy
Trash for Peace: trashforpeace.org
Love INC-TTS: loveinc-tts.org
Repair PDX: repairpdx.org

Page 10:

Materials Management in Oregon 2050 Vision and Framework for Action:
oregon.gov/deq/FilterDocs/MManagementOR.pdf
Strategic Plan for Reuse, Repair, and Extending the Lifespan of Products in Oregon:
oregon.gov/deq/FilterDocs/wprStrategicPlan.pdf
Mattress Stewardship Act:
olis.oregonlegislature.gov/liz/2022R1/Downloads/MeasureDocument/SB1576/Introduced
The Reuse, Repair and Share Needs Assessment Report:
portland.gov/sites/default/files/2022/overview-2021-bps-scps-reuse-repair-share-needs-assessment.pdf

Page 18:

Urban Ore: [Urban Ore in Berkeley, CA](https://www.urbanore.com)
Metro Household Hazardous Waste: https://www.oregonmetro.gov/tools-living/garbage-and-recycling?gclid=EAlaIQobChMlnpiS_5SR_wIVewytBh38dQ7CEAAAYASAAEgljCfD_BwE

Page 21:

Easter Seals: easterseals.com/oregon/
SE Works: seworks.org/
Master Recycler Program: masterrecycler.org/

Page 23:

Rheaply: rheaply.com/
Repurposed Materials: repurposedmaterialsinc.com/

ATTACHMENT E

Locations accepting large household items for reuse

Map ID numbers correspond to drop-off locations appearing on the maps on pages 13 and 14 of this Study.

Map ID	Business/Organization	Address	Type
3	Goodwill Industries	2903 Pacific Ave., Forest Grove OR 97116	Retail/Donation NPOs
4	Habitat for Humanity ReStore	3731 Pacific Ave., Forest Grove OR 97116	Building Reuse Materials
12	Goodwill Industries	2920 SW 234th Ave., Hillsboro OR 97007	Retail/Donation NPOs
16	Goodwill Industries	18638 NW Eider Ct., Hillsboro OR 97006	Retail/Donation NPOs
17	Goodwill Industries	775 SW 185th Ave., Beaverton OR 97003	Retail/Donation NPOs
19	Goodwill Industries	16157 NW Cornell Rd., Beaverton OR 97006	Retail/Donation NPOs
21	Hoot-n-Annie Resale Boutique	12345 SW Horizon Blvd, Ste 47, Beaverton OR 97007	Consignment/thrift businesses
24	Habitat for Humanity ReStore	13475 SW Millikan Way, Beaverton OR 97005	Building Reuse Materials
26	Goodwill Industries	12975 SW Westgate Dr., Beaverton OR 97005	Retail/Donation NPOs
31	Love INC T&TS	10900 SW 121st Ave., Tigard OR 97223	Retail/Donation NPOs
32	Assistance League Thrift Shop	4000 SW 117th Ave., Beaverton OR 97005	Retail/Donation NPOs
33	Goodwill Industries	4700 SW Griffith Dr., Beaverton OR 97005	Retail/Donation NPOs
36	Sam's Attic Eclectic Thrift	7901 SW Cirrus Dr, Bldg 27, Beaverton OR 97008	Consignment/thrift businesses
37	Goodwill Industries	13920 SW Pacific Highway, Tigard OR 97224	Retail/Donation NPOs
43	Goodwill Industries	8275 SW Wilsonville Rd., Wilsonville OR 97070	Retail/Donation NPOs
45	Value Village	12060 SW Main St., Tigard OR 97223	Consignment/thrift businesses
47	Community Warehouse	8380 SW Nyberg St., Tualatin OR 97062	Retail/Donation NPOs
52	With Love	14555 SW 74th Ave, Tigard OR 97224	Retail/Donation NPOs
55	Hoot-n-Annie Resale Boutique	7323 SW Barnes Rd, Portland OR 97225	Consignment/thrift businesses
57	Hoot-n-Annie Home	6970 SW Beaverton-Hillsdale Hwy, Portland OR 97225	Consignment/thrift businesses
59	Goodwill Industries	17162 Lower Boones Ferry Road, Lake Oswego OR 97035	Retail/Donation NPOs
68	William Temple House	2230 NW Glisan St, Portland OR 97210	Retail/Donation NPOs
69	William Temple House	2230 NW Glisan St., Portland OR 97210	Retail/Donation NPOs
70	Goodwill Industries	3134 N. Lombard St., Portland OR 97217	Retail/Donation NPOs
71	Hoot-n-Annie Resale Boutique	6308 SW Capitol Hwy, Portland OR 97239	Consignment/thrift businesses
75	Goodwill Industries	7635 SW Barbur Blvd., Portland OR 97219	Retail/Donation NPOs
79	Habitat for Humanity Restore	411 S. Redwood St., Canby OR 97013	Building Reuse Materials
82	Give and Take Resale	8128 N Denver Ave, Portland OR 97217	Consignment/thrift businesses
85	The ReBuilding Center	3625 N. Mississippi Ave., Portland OR 97227	Building Reuse Materials
91	Goodwill Industries	401 S. State St., Lake Oswego OR 97034	Retail/Donation NPOs
93	Cracked Pots - ReClaim It!	1 N. Killingsworth St., Portland OR 97217	Retail/Donation NPOs
98	Community Warehouse	3969 NE Martin Luther King Jr. Blvd., Portland OR 97212	Retail/Donation NPOs
99	Goodwill Industries	1943 SE 6th Ave., Portland OR 97214	Retail/Donation NPOs
101	RERUN	707 NE Fremont, Portland OR 97212	Consignment/thrift businesses

109	Goodwill Industries	1231 NE Broadway, Portland OR 97232	Retail/Donation NPOs
111	Salvage Goods	1506 NE Couch St, Portland OR 97232	Consignment/thrift businesses
116	Goodwill Industries	1740 SE Ochoco St., Milwaukie OR 97222	Retail/Donation NPOs
127	IRCO New Beginnings Market	7911 NE 33rd Drive, Unit 290, Portland OR 97211	Retail/Donation NPOs
130	Goodwill Industries	16255 SE McLoughlin Blvd., Milwaukie OR 97267	Retail/Donation NPOs
135	Village Merchants	4035 SE Division St, Portland OR 97202	Consignment/thrift businesses
143	Insights Teen Parent Janus Youth	4900 NE Glisan St, Portland OR 97213	Retail/Donation NPOs
144	Red White & Blue Thrift Store	19239 SE McLoughlin Blvd., Gladstone OR 97027	Consignment/thrift businesses
145	Goodwill Industries	6125 SE 52nd Ave., Portland OR 97206	Retail/Donation NPOs
146	M Seed Thrift Store	124A Molalla Ave, Oregon City OR 97045	Retail/Donation NPOs
149	Goodwill Industries	14864 SE Webster Rd., Milwaukie OR 97267	Retail/Donation NPOs
153	The ARC of Multnomah County	6929 NE Halsey St., Portland OR 97213	Retail/Donation NPOs
155	RERUN	6940 NE Sandy Blvd, Portland OR 97213	Consignment/thrift businesses
157	ReDeploy	13851 Beavercreek Rd, Ste C107, Oregon City OR 97045	Retail/Donation NPOs
159	Deseret Industries	10330 SE 82nd Ave., Happy Valley OR 97086	Retail/Donation NPOs
160	Goodwill Industries	9999 SE 82nd Ave., Clackamas OR 97086	Retail/Donation NPOs
166	TC Resale & Donation	5050 SE 82nd Ave, Portland OR 97266	Consignment/thrift businesses
170	Goodwill Industries	9015 SE Powell Blvd., Portland OR 97266	Retail/Donation NPOs
171	Habitat for Humanity ReStore	10811 SE 2nd St., Vancouver WA 98664	Building Reuse Materials
172	Habitat for Humanity ReStore	10445 SE Cherry Blossom Drive, Portland OR 97216	Building Reuse Materials
173	Better Bargains Thrift Store	10209 NE Sandy Blvd., Portland OR 97220	Consignment/thrift businesses
175	PACS Thrift Store	11020 NE Halsey St, Portland OR 97220	Retail/Donation NPOs
178	Goodwill Industries	12250 NE Halsey St., Portland OR 97230	Retail/Donation NPOs
179	Goodwill Industries Outlet	5950 NE 122nd Ave., Portland OR 97230	Retail/Donation NPOs
180	Goodwill Industries	17366 SE Sunnyside Road, Happy Valley OR 97086	Retail/Donation NPOs
184	Habitat for Humanity ReStore	610 NE 181st Ave., Gresham OR 97230	Building Reuse Materials
188	Goodwill Industries	413 NE Burnside Rd., Gresham OR 97030	Retail/Donation NPOs
191	Goodwill Industries	37201 Hwy 26, Sandy OR 97055	Retail/Donation NPOs