File No.	166455	Committee Item No	2
		Board Item No	

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee PUBLIC SAFETY		Date	10/18/10
Board of Supervisors Meeting	I	Date	***************************************
Cmte Board			
Motion Resolution Ordinance Legislative Digest Budget Analyst Report Legislative Analyst Re Introduction Form (for Department/Agency Co MOU Grant Information Form Grant Budget Subcontract Budget Contract/Agreement Award Letter Application Public Correspondence	port hearings) over Letter and/o	or Report	
OTHER (Use back side if addit			
Completed by: Gail Johnson Completed by:	Date_ Date_	10)/14/10

An asterisked item represents the cover sheet to a document that exceeds 25 pages. The complete document is in the file.

11

14

21

[San Francisco Safe Drug Disposal Ordinance]

Ordinance amending the San Francisco Environment Code by adding Chapter 22, Sections 2201 through 2210, to require any person who produces a drug offered for sale in San Francisco to participate in an approved drug stewardship program for the collection and disposal of unwanted drugs from residential sources, and to provide for implementation, enforcement, fees, and penalties, and making environmental findings.

NOTE:

Additions are <u>single-underline italics Times New Roman</u>; deletions are <u>strike-through italics Times New Roman</u>. Board amendment additions are <u>double-underlined</u>; Board amendment deletions are <u>strikethrough normal</u>.

Be it ordained by the People of the City and County of San Francisco:

Section 1. Findings.

- (a) Drugs allow us to live longer, healthier, and more productive lives.
- (b) Municipal wastewater treatment plants are not designed to treat complex drugs compounds that end up in the sewer system from being flushed down toilets and sinks. As a result, drugs can pass through wastewater treatment systems and contaminate receiving waters.
- (c) Recent water studies by the US Geological Survey and the San Francisco Estuary Institute detected various common drugs in US and Bay Area water bodies.
- (d) A study released in January 2010 by the Maine Department of Environmental Protection detected the presence of over 40 drug compounds including antibiotics, steroids, antidepressants and pain medications in municipal solid waste landfill leachate (the liquid collected from the bottom of landfills). Landfill leachate is eventually treated by the same sewer treatment plants which are unable to treat the drugs found in wastewater.

- (e) Properly disposing of leftover, expired and unwanted drugs would be a step forward in preventing unintentional poisoning deaths attributable to drugs. A 2004 report by the Centers for Disease Control states that nearly all unintentional poisoning deaths in the US are attributed to drugs, most of which come from the abuse of prescription and illegal drugs. In 2004, 20,950 people died of drug poisoning. The Partnership for a Drug Free America released a report in February 2010 indicating that over 60% of teens are able to obtain prescription painkillers for free through friends or family.
- (f) Extended Producer Responsibility, also called Product Stewardship, is a strategy that places a shared responsibility for end-of-life management of consumer products on the manufacturers of the products, while encouraging product design that minimizes negative impacts on human health and the environment at every stage of the product's lifecycle.
- (g) San Francisco passed a Producer Responsibility Resolution in 2006 to state its support for managing product waste under an Extended Producer Responsibility (EPR) system. Many other local and national government bodies support EPR including CalRecycle (formerly the California Integrated Waste Management Board), the National Association of Counties and the National League of Cities.
- (h) There is no permanent drug collection program in San Francisco, but there is considerable demand for it. In May 2003, San Francisco's Department of the Environment (SFE) and Public Utilities Commission (PUC), in partnership with Walgreens, organized a large-scale drug collection pilot event at 13 Walgreens locations over a 2-day period. More than 500 residents participated, bringing in 1130 pounds of drugs. Due to lack of funding, this program could not be implemented permanently. SFE and PUC annually receive thousands of calls from concerned residents requesting information about proper drug disposal.
- (i) A number of States introduced drug product stewardship bills this legislative year including Maine, Maryland, Minnesota and Washington.

- (j) A number of Canadian provinces and other countries have active, well-established drugs product stewardship programs in place. British Columbia, Canada, has had a manufacturer-funded drug collection program in place since 1996. France, Spain and Portugal, among others, have national, well-established, manufacturer-funded drug collection programs.
- (k) To date, there is no voluntary or mandatory statewide drug stewardship program for unwanted drugs in California, and drug companies have not offered any support for a collection program to date.
- Section 2. The San Francisco Environment Code is hereby amended by adding Chapter 22, Sections 2201 through 2210, to read as follows:

SEC. 2201. TITLE.

This Chapter may be cited as the San Francisco Safe Drug Disposal Ordinance.

SEC. 2202. DEFINITIONS.

For the purposes of this Chapter, the following terms have the meanings given.

- 1. "Covered product" means all prescription drugs and all nonprescription drugs, including both brand name and generic drugs.
 - 2. "Department" means the Department of the Environment.
- 3. "Drug wholesaler" means a business that sells or distributes drugs for resale to an entity other than a consumer.
- 4. "Drugs" means: (1) articles recognized in the official United States pharmacopoeia, the official national formulary, the official homeopathic pharmacopoeia of the United States, or any supplement of the formulary or those pharmacopoeias; (2) substances intended for use in the diagnosis,

cure, mitigation, treatment, or prevention of disease in humans or other animals; (3) substances, other than food, intended to affect the structure or any function of the body of humans or other animals; or (4) substances intended for use as a component of any substances specified in this subdivision, but not including medical devices or their component parts or accessories.

- 5. "Entity" means a person other than an individual.
- 6. "Generic drug" means a drug that is chemically identical or bioequivalent to a brand name drug in dosage form, safety, strength, route of administration, quality, performance characteristics, and intended use, though inactive ingredients may vary.
- 7. "Mail-back program" means a system whereby residential generators of unwanted products obtain prepaid and preaddressed mailing envelopes in which to place unwanted products for shipment to an entity that will dispose of them safely and legally.
 - 8. "Nonprescription drug" means any drug that may be lawfully sold without a prescription.
- 9. "Person" means an individual, firm, sole proprietorship, corporation, limited liability company, general partnership, limited partnership, limited liability partnership, association, cooperative, or other legal entity, however organized.
- 10. "Plan" means a product stewardship plan required under Section 2204 that describes the manner in which a product stewardship program will be provided.
 - 11. "Prescription drug" has the meaning given in section [2.21151.44, paragraph (d)].
- 12. "Producer" means a person who has legal ownership of the brand, brand name, or cobrand of a covered product or manufactures a generic covered product sold in San Francisco.

 "Producer" does not include a retailer who: (a) puts its store label on a covered product; (b) imports a covered product branded or manufactured by a producer who meets the requirements of this subsection and who has no physical presence in the United States; or (c) sells at wholesale a covered product, does not have legal ownership of the brand, and elects to fulfill the responsibilities of the producer for that product.

13. "Product stewardship program" means a program financed and operated b	<u>y producers to</u>
	1
collect, transport, and recycle unwanted products.	

- 14. "Residential generators" means single and multiple family residences and locations where household drugs are unused, unwanted, disposed of, or abandoned, such as hospice services, nursing homes, boarding care homes, schools, foster care, day care, and other locations where people, pets, or both reside on a temporary or permanent basis. "Residential generators" do not include airport security, drug seizures by law enforcement, pharmacy waste, business waste, or any other source identified by the Department as a nonresidential source.
- 15. "Stewardship organization" means an organization designated by a group of producers to act as an agent on behalf of each producer to operate a product stewardship program.
- 16. "Unwanted product" means any covered product no longer wanted by its owner or that has been abandoned, discarded, or is intended to be discarded by its owner.

SEC. 2203. PRODUCT STEWARDSHIP PROGRAM.

- (a) Requirement for sale. On and after August 1, 2011, no producer or drug wholesaler may sell or offer for sale covered products in the City and County of San Francisco unless the producer of the covered products participates in a product stewardship program to collect and dispose of unwanted products from residential generators. Each producer must:
- (1) Operate, individually or jointly with other producers, a product stewardship program approved by the Department; or
- (2) Enter into an agreement with a stewardship organization to operate, on the producer's behalf, a product stewardship program approved by the Department.

(b) Product stewardship program costs.

(1) A producer, group of producers, or stewardship organization must pay all administrative and operational costs associated with their product stewardship program, including the

Supervisor Mirkarimi
BOARD OF SUPERVISORS

(7) A description of how the scope and extent of the stewardship program are consistent
with the scope and extent of the sales of covered products within the City by the producer or group of
producers; and,

(8) A starting date when collection of unwanted products will begin.

(b) Department review and approval; updates.

- (1) No producer, group of producers, or stewardship organization may begin collecting unwanted products until it has received written approval of its product stewardship plan from the Department.
- (2) Product stewardship plans must be submitted to the Department for approval. The initial plans must be submitted by February 1, 2011.
- (3) Within 90 days after receipt of a plan, the Department shall determine whether the plan complies with the requirements of this Chapter and of any regulations adopted pursuant to this Chapter. If the Department approves a plan, it shall notify the applicant of its approval in writing. If the Department rejects a plan, it shall notify the applicant in writing of its reasons for rejecting the plan. An applicant whose plan has been rejected by the Department must submit a revised plan to the Department within 60 days after receiving notice of the rejection.
- (4) At least every three years, a producer, group of producers, or stewardship organization operating a product stewardship program must update its product stewardship plan and submit the updated plan to the Department for review and approval.
- (5) A producer who begins to offer covered products for sale in San Francisco after

 August 1, 2011, must submit a product stewardship plan to the Department or provide evidence of

 having joined an existing approved plan at least 90 days prior to the producer's initial offer of sale of

 covered products.
- (6) Any proposed changes to a product stewardship plan must be approved by the Department in writing.

Supervisor Mirkarimi
BOARD OF SUPERVISORS

SEC. 2205. DISPOSAL OF UNWANTED PRODUCTS.

- (a) Compliance with Applicable Law. Each product stewardship program must comply with all local, state, and federal laws and regulations applicable to its operations, including laws and regulations governing the disposal of medical waste and controlled substances.
- (b) Disposal at hazardous waste facility. Each product stewardship program must dispose of all unwanted products from residential generators at a hazardous waste facility. Unwanted products from residential generators otherwise retain all other generator exemptions for household hazardous waste. The hazardous waste facility must be in possession of all required regulatory permits and licenses.
- (c) Packaging separation. Each product stewardship program is encouraged to separate unwanted products from their original containers, when appropriate, prior to collection or disposal.

SEC. 2206. PRODUCT STEWARDSHIP PROGRAM PROMOTION AND OUTREACH.

- (a) A product stewardship program must promote the program to residential generators,

 pharmacists, retailers of covered products, and health care practitioners as the proper and safe method

 to dispose of unwanted drugs.
- (b) A product stewardship program must prepare education and outreach materials that publicize the location and operation of collection locations in the City and disseminate the materials to health care facilities, pharmacies, and other interested parties. The program must also establish a web site publicizing collection locations and program operations and a toll-free telephone number that residential generators can call to find nearby collection locations and understand how the program works.

SEC. 2207. REPORT.

- (a) On or before November 1, 2012, and in each subsequent year, every producer, group of producers, or stewardship organization operating a product stewardship program must prepare and submit to the Department an annual report describing the program's activities during the previous reporting period. The report must include the following:
 - (1) A list of producers participating in the product stewardship program;
- (2) The amount, by weight, of unwanted products collected from residential generators collected at each drop-off site and in the entire City and the total amount by weight collected by a mail-back program, if applicable;
- (3) A description of the collection system, including the location of each collection site and locations where envelopes for a mail-back program are provided, if applicable;
- (4) The name and location of disposal facilities at which unwanted products were disposed of and the weight of unwanted products collected from residential generators disposed of at each facility;
- (5) If packaging was separated from the unwanted product prior to disposal of the unwanted product, the amount and percentage of packaging recycled and the name and location of the material recovery facility to which it was delivered;
- (6) Whether policies and procedures for collecting, transporting, and disposing of unwanted products, as established in the plan, were followed during the reporting period and a description of any noncompliance;
- (7) Whether any safety or security problems occurred during collection, transportation, or disposal of unwanted products during the reporting period and, if so, what changes have or will be made to policies, procedures, or tracking mechanisms to alleviate the problem and to improve safety and security;

(8) A description of public education and outreach activities implemented during to	<u>he</u>
reporting period, including the methodology used to evaluate the outreach and program activities,	

- (9) How the product stewardship program complied with any other elements in the plan approved by the Department; and
 - (10) Any other information that the Department may reasonably require.
- (b) For the purposes of this section, "reporting period" means the period beginning August 1 and ending July 31 of the same calendar year.

SEC. 2208. DRUG WHOLESALER RESPONSIBILITIES.

- (a) The Department shall provide on its web site a list of all producers participating in product stewardship programs the Department has approved and a list of all producers the Department has identified as noncompliant with this Chapter or any regulations adopted pursuant to this Chapter.
- (b) A drug wholesaler offering covered products for sale in the City is responsible for viewing the Department's web site to determine if a producer of products the wholesaler is offering for sale in the City is in compliance with this Chapter or any regulations adopted pursuant to this Chapter. If a drug wholesaler is unsure of the status of a producer or believes a producer is not in compliance, the drug wholesaler shall contact the Department to determine the producer's status.
- (c) Beginning November 1, 2010, any drug wholesaler offering covered products for sale in the City must provide a list of the producer or producers of those products to the Department. Wholesalers must submit an updated list to the Department by January 15 of each year.

SEC. 2209. REGULATIONS; FEES.

(a) The Director of the Department of the Environment may, after a noticed public hearing, adopt such rules and regulations as necessary to implement, administer, and enforce this Ordinance.

(b) No later than February 1, 2011, the Department shall submit to the Board of Supervisors a proposed schedule of fees to be charged producers and drug wholesalers to cover the City's costs of administering and enforcing this Ordinance, including education and outreach programs.

SEC. 2210. ENFORCEMENT.

- (a) The City Administrator shall, with the cooperation with the Department of the Environment, administer the penalty provisions of this Chapter. The Department shall work-order, or other provide, sufficient funds to the City Administrator to pay for the costs incurred by the City Administrator in administering the penalty provisions.
- (b) Upon receiving a complaint from the Department of a violation of this Chapter or any regulation adopted pursuant to this Chapter, the City Administrator shall send a written warning, as well as a copy of this Chapter and any regulations adopted pursuant to this Chapter, to the producer or drug wholesaler identified by the Department. The producer or drug wholesaler shall have 30 days after receipt of the warning to come into compliance and correct any violations.
- (c) If the producer or drug wholesaler fails to come into compliance or correct any violations, the City Administrator or his or her designee may impose administrative fines for violations of this Chapter or of any regulation adopted pursuant to this Chapter. San Francisco Administrative Code Chapter 100, "Procedures Governing the Imposition of Administrative Fines," as amended, is hereby incorporated in its entirety and shall govern the imposition, enforcement, collection, and review of administrative citations issued to enforce this Chapter and any rule or regulation adopted pursuant to this Chapter. Each day shall constitute a separate violation for these purposes.
- (d) Upon the failure of any person to comply with any requirement of this Chapter and any rule or regulation adopted pursuant to this Chapter, the City Attorney may petition any court having jurisdiction for injunctive relief, payment of civil penalties and any other appropriate remedy, including

- (e) Any person who knowingly and willfully violates the requirements of this Chapter or any rule or regulation adopted pursuant to this Chapter is guilty of a misdemeanor and upon conviction thereof is punishable by a fine of not less than fifty dollars (\$50) and not more than five hundred (\$500) for each day per violation, or by imprisonment in the County Jail for a period not to exceed six (6) months, or by both such fine and imprisonment.
- (f) Any person in violation of this Chapter or any rule or regulation adopted pursuant to this Chapter shall be liable to the City and County of San Francisco for a civil penalty in an amount not to exceed one thousand dollars (\$1,000) per day per violation. Each day in which the violation continues shall constitute a separate and distinct violation. Civil penalties shall not be assessed pursuant to subsection (f) for same violations for which the Department assessed an administrative penalty pursuant to subsection (c).
- (e) In determining the appropriate penalties, the court or the City Administrator shall consider the extent of harm caused by the violation, the nature and persistence of the violation, the frequency of past violations, any action taken to mitigate the violation, and the financial burden to the violator.

Section 3. Additional Provisions.

- (a) **Disclaimer.** In adopting and implementing this Chapter, the City and County of San Francisco is assuming an undertaking only to promote the general welfare. It is not assuming, nor is it imposing on its officers and employees, an obligation for breach of which it is liable in money damages to any person who claims that such breach proximately caused injury.
- (b) Conflict with State or Federal Law. This Chapter shall be construed so as not to conflict with applicable federal or State laws, rules or regulations. Nothing in this Chapter

shall authorize any City agency or department to impose any duties or obligations in conflict with limitations on municipal authority established by State or federal law at the time such agency or department action is taken.

- (c) **Severability.** If any of the provisions of this Chapter or the application thereof to any person or circumstance is held invalid, the remainder of those provisions, including the application of such part or provisions to persons or circumstances other than those to which it is held invalid, shall not be affected thereby and shall continue in full force and effect. To this end, the provisions of this Chapter are severable.
- (d) **Environmental Findings.** The Planning Department has determined that the actions contemplated in this ordinance are in compliance with the California Environmental Quality Act (Cal. Pub. Res. Code §§ 21000 et seq.). Said determination is on file with the Clerk of the Board of Supervisors in File No. 100455 and is incorporated herein by reference.

APPROVED AS TO FORM: DENNIS J. HERRERA, City Attorney

By: frm/(w THOMAS J. OWEN Deputy City Attorney

LEGISLATIVE DIGEST

[San Francisco Safe Drug Disposal Ordinance.]

Ordinance amending the San Francisco Environment Code by adding Chapter 22, Sections 2201 through 2210, to require any person who produces a drug offered for sale in San Francisco to participate in an approved drug stewardship program for the collection and disposal of unwanted drugs from residential sources, and to provide for implementation, enforcement, fees, and penalties, and making environmental findings.

Existing Law

San Francisco does not currently have any law making drug companies responsible for collecting or disposing of unused medications.

Amendments to Current Law

The proposal is an ordinance that would amend the San Francisco Environment Code to require any person who produces a drug offered for sale in San Francisco to participate in an approved drug stewardship program for the collection and disposal of unwanted prescription and non-prescription drugs from residential sources.

Product Stewardship Programs

Beginning August 1, 2011, no drug company (or "producer") would be allowed to sell prescription or non-prescription drugs ("covered products") in the City unless the producer participated in a drug disposal (or "product stewardship") program to collect and dispose of unwanted drugs from residential sources. The producer could operate a stewardship program individually or jointly with other producers, or contract with a private "stewardship organization" to operate a program on behalf of the producer.

The producer would have to pay all administrative and operating costs of the program, including the cost of collecting, transporting, and disposing of unwanted products. Neither the producer nor the program would be allowed to charge a fee for the program when the drugs were sold or collected for disposal.

Product Stewardship Plans

Each stewardship program would be required to submit a product stewardship plan to the Department of the Environment for approval. The plan would have to include, among other things:

- A description of the methods by which unwanted products from residential generators would be collected in the City; and,
- A description of how the unwanted products would be safely and securely tracked and handled from collection through final disposal.

No stewardship program would be allowed to begin collecting unwanted products until it had received written approval of its stewardship plan from the Department. Initial plans would have to be submitted by February 1, 2011.

Disposal Of Unwanted Products

Each stewardship program would be required to comply with all applicable laws and regulations, and to dispose of all unwanted products it collected from residential sources at a hazardous waste facility.

Program Promotion And Outreach

Each stewardship program would have to prepare education and outreach materials listing the location and operation of collection locations in the City and distribute the materials to health care facilities, pharmacies, and other interested parties. The program would also have to set up a web site and a toll-free telephone number to provide similar information.

Enforcement

The ordinance would be enforced by the Department of the Environment and the City Administrator. Violators would first receive a written warning and 30 days to correct their violations. Violators who did not correct their violations within 30 days could be subject to administrative fines. Violators could also be subject to court-ordered civil fines or criminal misdemeanor penalties.

BOARD of SUPERVISORS



Dr. Carlton B. Goodlett Place, Room 244 San Francisco 94102-4689 Tel. No. 554-5184 Fax No. 554-5163 TDD/TTY No. 554-5227

April 26, 2010

File No. 100455

Bill Wycko **Environmental Review Officer** Planning Department 1650 Mission Street, 4th Floor San Francisco, CA 94103

Dear Mr. Wycko:

On April 6, 2010, Supervisor Mirkarimi introduced the following proposed legislation:

File No. 100455 - Ordinance amending the San Francisco Environment Code by adding Chapter 22, Sections 2201 through 2210, to require any person who produces a drug offered for sale in San Francisco to participate in an approved drug stewardship program for the collection and disposal of unwanted drugs from residential sources, and to provide for implementation, enforcement, fees, and penalties, and making environmental findings.

The legislation is being transmitted to you for environmental review, pursuant to Planning Code Section 306.7(c).

Angela Calvillo, Clerk of the Board

By: Andrea Ausberry, Assistant Committee Clerk **Public Safety Committee**

Attachment

cc: Nannie Turrell, Major Environmental Analysis Brett Bollinger, Major Environmental Analysis Exemply from environmental such condelines Sections 15060(c)(3) and Taxing & Swell

Environmental Review Referral