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U.S. DEPARTMENT OF AGRICULTURE

TRFDATE: Aug. 17TOTAL PAGES: 9TO: Pam McElwail
OSPTelephone Number 456-6224Fax Machine Number 456-2710FROM: Allison Biggs

Office of the Assistant Secretary for
Natural Resources and Environment
Room 217-E, Administration Building
14th and Independence Avenue, S.W.
Washington, D.C. 20250

Telephone Number 720-7173Fax Machine Number 720-4732

REMARKS:

These responses are working their
way through our clearance process but
I thought they could be useful to you.
Please call me if you want to discuss or
need more info.

DRAFT



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20250

Honorable Walter J. Hickel
Governor
State of Alaska
Post Office Box 110001
Juneau, Alaska 99811-0001

Dear Governor Hickel:

Thank you for your letter asking for our participation in finding solutions to lessen socio-economic impacts resulting from the suspension of ^{operations of} Alaska Pulp Corporation's (APC) pulp mill in Sitka. I assure you that the Forest Service will do everything possible, within the terms of the contract and all pertinent natural resource laws and policies, to help the people of Southeast Alaska during these uncertain times.

Alaska Pulp Corporation's announcement to suspend its pulp mill operation was unexpected by Forest Service personnel. However, they began meeting immediately with APC and local government officials to discuss alternative products that would satisfy the current contract requirements for the Sitka pulp facility. Specifically, Forest Service employees representing the Tongass National Forest, State and Private Forestry-Rural Development, and the Forest Products Laboratory^{laboratory} in Madison, Wisconsin, are working in cooperation with APC to evaluate the possibility of producing medium-density fiberboard (MDF). Production of MDF would utilize the existing APC facility.

I wholeheartedly agree with you that the community of Sitka deserves the energetic and creative efforts of Federal and State officials and private citizens. My understanding is that the State and Private Forestry branch of the Forest Service has already identified funds to be re-directed in assisting the Sitka community in a variety of ways. Additionally, Forest Service personnel are continuing to work closely with your State's Rural Development Council. The strategy for community assistance in the Pacific Northwest is to re-direct dollars and re-prioritize programs in a joint effort by local, State, and Federal governments.

I appreciate the anxiety you and the Sitka community must be feeling about this situation. I will encourage Forest

Service personnel to continue to work closely with community leaders, APC officials, and your State's Rural Development Council to find solutions that will lessen the socio-economic effects on your community.

Thank you for the invitation to visit Alaska. Although I regrettably must decline this summer, I will keep your invitation in mind for future opportunities.

Sincerely,

MIKE ESPY

Secretary

DRAFT:FS:NFS:AnneHuebner:pes:08-10-93:205-0942:35-3033392

JAMES C. OVERBAY
 Acting Chief

**FOREST SERVICE REVIEW
 DRAFT REVIEW**

Subject Matter Specialist
 Staff Director
 Deputy Office
 Chief's Office
 CC Officer
 Other

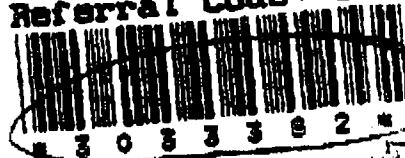
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STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

July 21, 1993

The Honorable Mike Espy
Secretary of Agriculture
Department of Agriculture
14th and Independence Avenue SW
Washington, DC 20250

Action Office: fs
Referral Code: 35



Dear Mr. Secretary:

I am writing to you about an extremely serious economic situation which we are facing in Southeast Alaska--the closure of the Alaska Pulp Corporation (APC) mill in Sitka. This closure will have a profound negative impact on the economy of Southeast Alaska, unless the federal government and the State of Alaska work cooperatively to provide opportunities for training and capital investment, and reexamine the contract conditions under which APC was operating. The process must begin immediately.

APC, in its June 30, 1993, letter to Regional Forester Mike Barton, wrote that the mill cannot be reopened given the Forest Service's interpretation of APC's contract, the economic impacts of the Tongass timber reform legislation, and the continued outlook for world pulp markets.

We want to explore with your department the possibilities of other forms of manufacture, utilizing the resources that are so abundant in the Tongass. I believe that we must retain the long-term contract in order to secure the financing and customer support for any new product which could be made from pulp, utility logs, and residual materials, and that the Forest Service should consider modifications to APC's contract to allow these materials to be produced and sold.

We would also like to discuss the possibility of receiving federal assistance, similar to that proposed for the Pacific Northwest, to help our communities and citizens adjust to this situation. I have just returned from a visit to Sitka, and while I am heartened by the spirit and resilience of the community, the people of Sitka recognize they face a difficult future.

The Honorable Mike Espy
July 21, 1993
Page 2

I am raising these issues with you because the problems which these communities now face are due, in large part, to federal policies in the Tongass. More importantly, they demand the immediate energetic and creative efforts of both federal and state officials and private citizens.

I would also like to personally invite you to visit Alaska this summer. The lifestyle, communities, and resources of the Tongass are unique and, I believe, require a visit to be truly understood. I hope that you will be able to find time in your schedule to visit and meet with us here. My staff will be available to facilitate any arrangements.

I look forward to working with you on this issue.

With best regards.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Wally', with a stylized flourish at the end.

Walter J. Hickel
Governor

DRAFT

Honorable Dan Keck
Mayor
City and Borough of Sitka
Sitka, Alaska 99835

Dear Mayor Keck:

Thank you for your July 15 letter to President Clinton requesting assistance in restoring the economic viability of the Federal timber contract with Sitka's largest employer, the Alaska Pulp Corporation (APC). I have reviewed the two resolutions you enclosed with your letter and hope to speak directly to your concerns.

APC's announcement to suspend its pulp mill operation was unexpected by Forest Service personnel. The fact that APC has termed this action an "indefinite suspension" indicates that they may be considering alternative ways of fulfilling the intent of their contract with the Federal Government. Alaska

Regional Forester Mike Barton has met with APC to discuss alternative products that would satisfy the current contract requirements for the Sitka pulp facility. I assure you that the agency will do everything possible, within the terms of the contract and all pertinent natural resource laws and policies, to help the people of Southeast Alaska during these uncertain times.

We are aware that mill operating costs are a concern for APC, especially given the decrease in prices paid for dissolving pulp in the past ² two years. While logging costs have been increasing at a rate of approximately 5 percent per year, pulp manufacturing costs are rising at twice that rate. ✓

For the past year, the United States General Accounting Office has been conducting an audit of the Forest Service interpretation and implementation of the Tongass Timber Reform Act (TTRA), but the results of this audit are not yet complete. The TTRA requires long-term contract holders to pay a price for timber comparable to the price paid by independent purchasers. This involves a two-step process. First, the advertised rate is determined using standard Forest Service appraisal methods. That rate is then adjusted to prices comparable with those paid by independent purchasers. ✓

2

Honorable Dan Keck

Timber sale contracts in the Alaska Region contain limited provisions for lowering contract prices when market values change. The Forest Service is continuing to evaluate methods for improving pricing procedures. As you may be aware, all boroughs in Southeast Alaska receive 25 percent of revenues received from the sale or use of Tongass natural resources.

In reference to the volume of timber offered to APC, Forest Service officials report that they have historically met the volume requirements of the contract. Projections based on existing data indicate that the agency can continue to meet the Federal Government's contractual obligations to APC.

I appreciate the anxiety you and the citizens of Sitka must be feeling about this situation. I have asked the Forest Service to continue working closely with community leaders and APC officials to find solutions that will minimize the socio-economic effects on your community.

Thank you again for writing.

Sincerely,

WHITE HOUSE OFFICE ON ENVIRONMENTAL POLICY

TO:

Allison Biggs

FROM:

Pam McElwee

DATE:

8-16

FAX:

720-4732

Number of pages including cover:

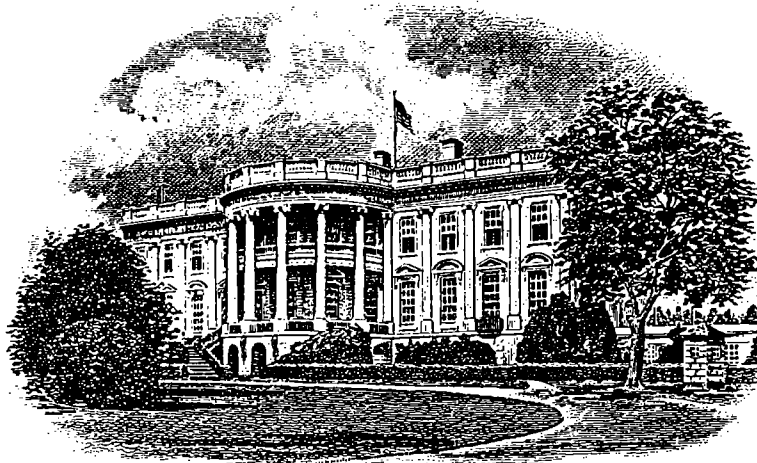
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Letter
came in -
in your
box

COMMENTS:

Could I get your help in
responding to Hichel. Thanks!

Pam



PHONE - (202) 456-6224 FAX - (202) 456-2710
OLD EXECUTIVE OFFICE BUILDING, ROOM 360
WASHINGTON, DC 20501

[illegible]

**REPORT OF THE FEDERAL RECYCLING COORDINATOR
TO
THE OFFICE OF MANAGEMENT AND BUDGET**

FEDERAL AGENCIES' COMPLIANCE WITH E. O. 12780



September 9, 1992

**List of Agencies Providing Information
for Federal Recycling Coordinator's Report to OMB**

Action
Agency for International Development
Agriculture, Department of
Arms Control and Disarmament Agency
Central Intelligence Agency
Commerce, Department of
Commodity Futures Trading Commission
Consumer Product Safety Commission
Defense, Department of
Education, Department of
Energy, Department of
Environmental Protection Agency
Equal Employment Opportunity Commission
Executive Office of the President
Farm Credit Administration
Federal Communications Commission
Federal Emergency Management Agency
Federal Labor Relations Authority
Federal Trade Commission
General Services Administration
Health & Human Services Department
Housing and Urban Development, Department of
Interior, Department of
International Broadcasting, Board for
International Trade Commission
Interstate Commerce Commission
Justice, Department of
Labor, Department of
Merit Systems Protection Board

National Aeronautics and Space Administration

National Labor Relations Board

National Endowment for the Arts

National Security Agency

National Science Foundation

Nuclear Regulatory Commission

Panama Canal Commission

Peace Corps

Personnel Management, Office of

Postal Service

Railroad Retirement Board

Securities and Exchange Commission

Selective Service System

Small Business Administration

Smithsonian Institution

State, Department of

Tennessee Valley Authority

Transportation, Department of

Treasury, Department of

United States Information Agency

Veterans Affairs, Department of

REPORT OF THE FEDERAL RECYCLING COORDINATOR

TO

THE OFFICE OF MANAGEMENT AND BUDGET

Federal Agencies' Compliance with E.O. 12780

I. EXECUTIVE SUMMARY

This is the first annual report of the Federal Recycling Coordinator on the actions taken by Federal agencies to comply with the requirements of Executive Order 12780, Federal Agency Recycling and the Council on Federal Recycling and Procurement Policy.

In its first year, the Recycling Executive Order has been responsible for a great deal of progress in the Federal government. While there are a number of issues to resolve and barriers to surmount, waste reduction, recycling and Affirmative Procurement Programs are alive and well in the Federal agencies.

The Federal Recycling Coordinator set the pace for implementation by establishing an office, initiating an outreach effort, and forming an interagency Council. A network of 50 Federal Agency Recycling Coordinators was created which spurred the development of programs in the various agencies. Last year at this time, only two agencies with programs to buy products with recycled content were identified. Today, the Executive Order has yielded information detailing the scope of these programs in 50 agencies. In addition, all agencies have strengthened their recycling and waste reduction programs with many exemplary programs. Finally, the new Council on Federal Recycling and Procurement Policy provided leadership for the first Government Buy Recycled Products Trade Fair and Showcase to help turn the tide on Federal Affirmative Procurement Programs. After studying the landscape of issues and problems facing Federal agencies in this area, this Council is poised to begin developing ways of overcoming barriers to Executive Order implementation.

II. BACKGROUND

On October 31, 1991, President George Bush signed Executive Order 12780 requiring each Federal agency that had not already done so to initiate cost-effective programs to promote waste reduction and recycling in all of its operations and facilities.

The Order also requires agencies to adopt a program to procure items made from recycled materials in accordance with the Resource Conservation and Recovery Act (RCRA).

The Executive Order required the Environmental Protection Agency (EPA) to designate a senior staff member as Federal Recycling Coordinator to guide and assist the Federal agencies in carrying out the order's objectives. The order required each agency to designate an employee to serve as the Agency Recycling Coordinator and established a Council on Federal Recycling and Procurement Policy, chaired by the Federal Recycling Coordinator, to guide and assist the agencies with implementation. Members of the Council include the Chairman of the Council on Environmental Quality (CEQ); the Administrator of the Office of Federal Procurement Policy (OFPP) in the Office of Management and Budget (OMB); and the Agency Recycling Coordinator and Procurement Executive from the following agencies: Environmental Protection Agency, Department of Defense, the General Services Administration (GSA), the National Aeronautics and Space Administration (NASA), the Department of Energy, the Department of Commerce, and the Department of Interior.

In addition to reporting requirements contained in RCRA, the order establishes three new reporting requirements in this area. Within the first year, each Federal agency was required to report to EPA regarding the agency's adoption of an Affirmative Procurement Program, and EPA, in turn, was required to report to the President regarding the compliance of each Federal agency with this requirement. During the five year life of the Executive Order, each Federal agency is required to provide to both EPA and OMB an annual report on the effectiveness of its Affirmative Procurement Program. Annually, for five years, the Federal Recycling Coordinator is required to provide a report to the OMB on the actions taken by the agencies to comply with the requirements of the order.

III. FEDERAL RECYCLING COORDINATOR SETS THE PACE

The Environmental Protection Agency permanently staffed the Office of the Federal Recycling Coordinator with an office director, a deputy director, secretarial support, and a summer intern. With the support of EPA's Office of Solid Waste, which is detailed in Appendix A, the Federal Recycling Coordinator carried out the following activities:

1. Communications: Worked with the White House on a communications strategy which involved sending an information packet on the Executive Order from the White House to each department and agency head. This packet included the Executive Order, letters from the Office of Cabinet Affairs and EPA Administrator William Reilly, the President's Earth Day

proclamation, and information on the Government Buy Recycled Products Trade Fair and Showcase.

Gave keynote speeches at a number of recycling and procurement conferences and at openings for new recycling-related businesses.

2. Liaison with Agency Recycling Coordinators: Contacted each Federal agency regarding the requirement to appoint an Agency Recycling Coordinator, and discussed implementation issues with these appointees in a series of meetings.

Prepared information packages and fact sheets for the Agency Recycling Coordinators dealing with the applicability of the Executive Order, the assistance available from the Office of the Federal Recycling Coordinator, and the concept of waste reduction.

Provided day-to-day assistance to the Agency Recycling Coordinators on various aspects of Executive Order implementation, including step-by-step instructions in setting up or expanding their programs.

Planned an informational seminar series for the Agency Recycling Coordinators to be kicked off in September 1992 which will provide coordinators and key staff in their respective agencies with information on strengthening their waste reduction, recycling and Affirmative Procurement Programs, activities of the Council on Federal Recycling and Procurement Policy, and exemplary agency programs.

3. Federal agency support: Provided agencies with guidance and a format for reporting on their Executive Order implementation activities. The agencies were queried about problems they encountered in putting their programs in place so that the Federal Recycling Coordinator and EPA could tailor their Federal sector programs accordingly. In some cases, these problems will be addressed by the Council.

Facilitated a roundtable discussion between EPA's Office of Solid Waste, selected Council agencies and OMB's Office of Procurement Policy (OFPP) to outline a model program for use by the agencies.

4. Worked with OMB's Office of Federal Procurement Policy: Worked with OFPP in planning approaches to bring positive change in the area of Affirmative Procurement Programs. One effort involved developing revisions to the OMB Circular on Voluntary Standards.

5. Trade Fair support: Co-chaired with Defense the Government Buy Recycled Products Trade Fair and Showcase. This two-day event and the Council's first initiative featured over 200 vendors and attracted over 3,000 registrants. The Trade Fair made the point to industry and business that the government is becoming more fully engaged in the recycling initiative. It demonstrated that the Federal government is serious and gave the signal to industry to invest in producing products made with recycled content because there will be buyers. It succeeded in demonstrating to the government acquisition or purchasing community the diversity and quality of products made with recycled content.

The Trade Fair also featured workshops to educate vendors and government employees on buying and selling recycled products where they were encouraged to articulate their successes and problems. A final report on the Trade Fair sought to capture these discussions for the benefit of the Council.

To convey the excitement of the Trade Fair, the Office of the Federal Recycling Coordinator is producing three large displays of products shown at the Trade Fair. These will be loaned to the agencies for use in their promotional activities.

6. Vendor assistance: Provided assistance to vendors who were seeking to do business with the Federal agencies. Referred these vendors to appropriate individuals in the various Federal agencies and helped them in planning their Federal marketing strategies.

IV. THE COUNCIL ON FEDERAL RECYCLING AND PROCUREMENT POLICY

1. Council established: All agencies named to the Council have designated members who have participated in one or more of the Council's meetings.

2. Council meetings: Three Council meetings have been held since March 31, 1992. The first meeting was a brainstorming session on barriers to Executive Order implementation and resulted in a decision to take a leadership role in organizing the Government Buy Recycled Products Trade Fair and Showcase; the second meeting focused on methods of promoting the Trade Fair; and the third meeting was devoted to crafting the Council's vision statement.

The fourth meeting of the Council is scheduled for September 10, 1992. The Office of the Federal Recycling Coordinator has drafted operating principles for the Council and a planning document to be used in setting its Fiscal Year 1993 and 1994 agendas. The Council's planning document was drawn from the Executive Order's charter, Council discussions, problems

identified by the Federal agencies in their Affirmative Procurement Program status reports and from issues, barriers and opportunities that were identified in the Trade Fair's workshop sessions.

Many non-Council agencies have expressed interest in and support for the Council.

V. WHAT THE AGENCIES HAVE DONE TO COMPLY WITH THE PROVISIONS OF THE EXECUTIVE ORDER

1. Naming the Federal and Agency Coordinators:

In December 1991, as required by the Executive Order, EPA Administrator William Reilly appointed a senior member of his staff, Ms. Gail Miller Wray, to serve as Federal Recycling Coordinator and Chair of the new Council on Federal Recycling and Procurement Policy. Ms. Wray came to EPA with 20 years of state and local experience in recycling in both professional and volunteer capacities and served for three years as EPA's Agency Recycling Coordinator.

Over 50 agencies have named Agency Recycling Coordinators to assist in carrying out agency-wide waste reduction, recycling and Affirmative Procurement Programs. These 50 agencies include the largest agencies in the Federal community, ranging in size from Defense with 3 million employees (civilian and military) to Action with 400 employees. A list of Agency Recycling Coordinators is provided in Appendix B.

2. Providing status reports on Affirmative Procurement:

The Executive Order's directive to the agencies to immediately adopt an Affirmative Procurement Program and to report to EPA on its status has yielded 50 reports. This represents a considerable improvement over last year when Senators Levin and Cohen, in preparing for hearings on this topic, were only able to find two agencies with ongoing programs. There is diversity in the quality of these reports, but we are comfortable with the fact that there is a lot more activity going on in this area now. The Office of the Federal Recycling Coordinator is working with the agencies to improve the quality of their programs and has facilitated a roundtable between EPA's Office of Solid Waste, OMB's OFPP and selected Council agencies to discuss ways of improving Affirmative Procurement Program implementation.

The Federal Recycling Coordinator, working with EPA's Office of Solid Waste, has a "two-pronged" strategy for affecting positive change in agency programs. The first effort involves production of a seminar series to give Agency Recycling

Coordinators and their key staff a solid background in the programs they are responsible for developing. The centerpiece of this seminar series will be a number of informative programs dealing with how to implement an effective Affirmative Procurement Program. The second effort involves reporting agency problems to the Council on Federal Recycling and Procurement Policy for consideration and appropriate action.

Among the success stories in the buy-recycled movement are the following:

- o The General Services Administration establishes millions of dollars worth of contracts each year for recycled content products. GSA's policy is to make available large quantities of recycled goods to stimulate the recycling industry. To assist the Federal agencies in buying recycled products, GSA has produced a supply catalog which uses color codes to identify products that contain recycled materials.

In addition to the recycled products catalog, recycled products are advertised in various GSA publications. These include: GSA Alert Bulletin, GSA's Recycled Products Guide, Market Tips and CustomerGRAM. To date, over 700 products with recycled content are available for Federal customers and the sales these publications have generated is encouraging.

- o The Government Buy Recycled Products Trade Fair and Showcase was highly effective in getting the attention of the Federal agencies and making them aware of the quality and availability of recycled-content products and in helping manufacturers to market these products to the government. The Trade Fair sponsoring agencies were Defense, Interior, Agriculture, Energy, OMB, GSA, EPA, CEQ and the Tennessee Valley Authority (TVA).
- o The Environmental Protection Agency procures 6,000,000 pounds of paper from the Government Printing Office. It requests recycled paper for all print jobs. On a case-by-case basis, the Agency uses Joint Committee on Printing specifications that include 50% post-consumer wastepaper.
- o The Executive Order now has Federal agencies buying unprecedented amounts of retread tires and recycled-content paper. GSA is continuing to test and qualify retread tires for government purchase and GSA has increased the number of its solicitations for recycled paper products with high levels of post-consumer content.

- o After an initial period of client resistance, GSA New York Regional Administrator William Diamond reports that his effort to promote a broad range of recycled products through CustomerGrams, has yielded a 300% increase in the sales rate for copier paper with recycled content. The New York Region's successful program is being shared within GSA.
- o At the Department of Housing and Urban Development (HUD), to rave reviews, carpet and padding made from recycled materials were installed in the headquarters print shop and administrative support staff office space.
- o Agriculture operates a major duplicating center in its Washington D.C. complex. Recycled paper is used for 90 percent of the work performed for the 9,000 employee downtown headquarters complex.
- o Agriculture's Forest Service is testing 40 recycled-content plastic picnic tables in a national forest in Oklahoma.
- o The Postal Service is setting up pilot programs to test recycled products and to explore the scope of recycled content products that the Postal Service could purchase.
- o Defense, which accounts for 70% of the Federal acquisition budget, is putting policies in place for the purchase of guideline items.
- o The procurement of recovered materials is included in a comprehensive policy directive issued by the Secretary of Energy to ensure that this program is addressed within the department.
- o The Small Business Administration is emphasizing the award of contracts to those vendors who use recycled items. The Agency is also working on establishing a requirement for small business set-asides to give preference to those businesses that recycle.

3. Establishing Waste Reduction Programs: The Federal Recycling Coordinator and EPA's Office of Solid Waste have collaborated in producing waste reduction guidance material for the agencies (a fact sheet on waste reduction and a forthcoming "how to" guide), and will work together in producing several waste reduction presentations for the Fiscal Year 1993 seminar series for Agency Recycling Coordinators. The Federal Recycling

Coordinator's seminar series will allow for information sharing in this area and the showcasing of exemplary agency programs.

A. WASTE REDUCTION PRACTICES: The waste reduction practices currently in place in the agencies range from simple double-sided copying and reuse of laser printer cartridges in most agencies to recycling ships, tanks and airplanes. Most agencies have a number of waste reduction practices in place in the office setting and these practices are summarized below:

- o Double-sided copying
- o Using old drafts for scrap or notepads or in laser printers.
- o Electronic transfer of information, including:
 - . voice mail
 - . on-screen messages via PCs
 - . automated recordkeeping and forms
 - . access to agency information via automated systems in which interested parties can scroll to desired information and print.
- o Reuse of laser printer cartridges and printer ribbons
- o Using "Post-it" Fax transmittals instead of cover sheets
- o Refurbishing old furniture
- o Reuse of cardboard boxes
- o Asking on site vendors to reduce the price of a cup of coffee where Federal employees bring reusable cups
- o Use of new toilet paper holder which eliminate premature disposal of rolls not totally used up
- o Donating old books
- o Return of used supplies for reuse
- o Reformatting used diskettes
- o Saving and reusing signage
- o Purchase and use of rechargeable rather than disposable batteries
- o Promoting copy circulation instead of photocopying
- o Preventive maintenance on copiers
- o Computerized forms
- o Use of old letterhead and envelopes
- o Half-page memos
- o Posting notices instead of distributing them to individual employees
- o Use of "just-in-time" method of ordering to avoid over-ordering
- o Procuring durable instead of disposable items
- o Procuring items that can be recycled
- o Specifying in orders that efficient packaging must be used

Other ways in which the agencies are implementing waste reduction include the following:

The Central Intelligence Agency's (CIA) in-house cafeteria serves meals on china, with metal utensils; and the agency produces mulch from tree and grass trimmings on the Headquarters compound.

Agriculture uses soy ink for 100% of its black ink printing jobs.

Many agencies are using electronic data transfer to streamline their operations and to reduce paper use. The General Services Administration, in particular, is aggressively expanding the use of advanced computer technology. Agriculture is a recognized leader in electronic contracting. Its automated data transfer program will be a government leader in paperless processing within three years.

The Environmental Protection Agency's Agency Recycling Coordinator has had meetings with EPA's new building design team to make sure waste reduction techniques are incorporated into the design process (and that building specifications incorporate requirements to use fly-ash in cement and recovered insulation materials).

Interior has an ongoing effort to develop pollution prevention fact sheets on specific work processes and programs. These fact sheets detail how facilities can incorporate pollution prevention and waste reduction actions into specific work processes. Some examples of topics that have been developed include: woodworking, metalworking, composting, firing ranges, office recycling, photoprocessing and micrographic facilities, chemical laboratories, and warehousing and inventory control.

Energy is considering several pilot projects for implementation in FY 93 that will encourage waste reduction by employees, contractors and suppliers.

B. CONDUCTING WASTE AUDITS: About half of the agencies have either completed audits or have plans to do them in the next fiscal year or two. Several agencies have asked the Office of the Federal Recycling Coordinator to assist them in planning their waste audits.

The Bureau of Prisons at Justice is involved in a pilot waste reduction/procurement program with EPA that will include a waste audit.

C. SETTING WASTE REDUCTION GOALS: Quite a few agencies, mostly the larger ones, provided information on goal-setting in this area, as follows:

Housing and Urban Development has recently established a 40% waste reduction goal.

The Postal Service has set a waste reduction goal of 25% in 1992 and an additional 25% in 1993.

While Treasury continues to address goal-setting, its Customs Service has set a goal to process 75% of its import transactions and collections in the paperless mode by the year 2000.

The National Aeronautics and Space Administration's facilities are developing different strategies to meet the requirements of the Executive Order. Some have set numeric goals and dates as targets while others feel that a commitment to continuous improvement is the only way to achieve the intent of the Executive Order.

Defense anticipates developing solid waste reduction goals next year and a special committee with representation by each of the military services and the Defense Logistics Agency is meeting to address this specific issue.

Energy is in the process of developing consistency in goal setting in order to measure the success of its pollution prevention activities. The current agency-wide waste reduction programs are externally driven by commitments to achieve reductions in the use and release of toxics and include goals set at individual sites for a particular waste stream.

The Environmental Protection Agency, with data gained through its new waste stream analysis and the work of its newly formed Waste Reduction and Recycling Committee, will establish a Fiscal Year 1993 waste reduction plan, which will include goal-setting. The Agency has set a 25% recycling goal.

The Small Business Administration has established a "Green Team" and one of its tasks is to set waste reduction goals for the agency.

Although the Office of Personnel Management (OPM) has not yet identified specific goals, it is committed to a broad-based program of waste reduction throughout the agency.

D. CALCULATING SAVINGS: Several agencies have been able to calculate their savings from waste reduction and recycling activities, as follows:

At HUD, a survey was conducted to determine the waste avoidance factor by installing a pressure gauge in a compactor to determine the disposal frequency. A 43% savings has been realized through July 1992 (reflecting an annual savings of

\$18,000). Following the survey, plans were made to remove the compactor just three times per week.

In August 1989, EPA introduced a two-sided copying policy to reduce photocopying costs. At that time, the Agency was producing over 300 million photographic copies each year translating to over two million dollars for paper costs alone. Having double-sided copying capability has saved the Agency approximately 10% of the Agency's total copying costs.

Interior's recycling efforts in Washington, D.C. have resulted in a savings of \$30,000 annually in disposal costs.

At the heart of Energy's internal waste minimization program is the process waste assessment, a systematic analysis of the waste stream used to identify opportunities and requirements for subsequent reduction activities. One hundred and seventy four process waste assessments have been completed at 13 defense program sites, and the resulting actions have provided a 1991 cost savings of almost \$57 million due to recycling and reuse activities.

At Transportation's headquarters, its double-sided copying policy is estimated to have saved \$25,000 on an annual basis.

4. Establishing Recycling Collection Programs:

Prior to October 31, 1991, when the Executive Order was signed, 38 states plus the District of Columbia had passed recycling laws, the focus of which was collection of materials from the waste stream. These laws and GSA's recycling program provided the impetus for some recycling at Federal agencies. For the most part, however, recycling within the Federal community was a low priority and was carried out mainly on a volunteer basis. Executive Order 12780 required agencies to set policies, assign staff and develop programs. As recycling programs were institutionalized, they were also expanded to include more materials.

There are many types of collection programs in the Federal agencies. They are described below with examples in each area:

A. **Basic office programs:** These include white paper and beverage containers. All federal agencies have some part of a basic office collection program in place in one or more locations. White paper includes white ledger such as bond, copier and computer paper. Beverage containers include aluminum and/or glass.

- o Energy's Los Alamos National Laboratory set a goal to recycle 50% of its waste stream which it exceeded by collecting 75% in its white paper program alone.

- o GSA initiated recycling programs in 345 government owned buildings. It collected 22,000 tons of recycled materials, generating \$500,000 in sales and achieved a cost avoidance through tipping fee reduction of \$1 million.
- B. Expanded office programs: Many agencies have expanded their basic programs to include colored and other grades of paper, newspaper, cardboard, shredded paper; other metals, computer equipment and various plastics such as polystyrene. This is becoming more common with GSA's expansion of its services to incorporate these other materials as well. Some examples of expanded office recycling programs include:
 - o The Nuclear Regulatory Commission (NRC) recycles books, magazines and glossy paper in its mixed paper collection program. In addition, classified and sensitive documents are collected separately and removed under special security and taken to a mill where the paper is processed into pulp for new products.
 - o The Postal Service and TVA recycle undelivered business mail. In the Postal Service's Long Island area, with only 32 offices participating, Marcal Paper Company removes yearly 17,000 tons of this material, saving the Postal Service \$500,000 in disposal fees.
 - o The National Security Agency (NSA) pulps its paper and sends it directly to manufacturers to use as raw material for pizza boxes.
 - o Interior, CIA, TVA and EPA have set up telephone book recycling programs. When the new books are distributed, some of these agencies work with the telephone companies to take back the old books.
 - o Periodically, EPA and TVA sponsor agency-wide office cleanups and collect office materials for recycling.
 - o The Executive Office of the President expanded its pilot program so that all buildings in the complex collect mixed, shredded and colored paper in addition to newspaper, aluminum and glass containers.
 - o Agriculture has a steel can recycling program.
 - o The Agency for International Development (AID), Interior, and the Railroad Retirement Board have plastic recycling programs, and CIA has a program for aluminum plates/computer disks.

C. Facilities and Installations Programs. In addition to collecting office materials, many agencies have established recycling efforts which encompass other operational activities such as cafeterias, laboratories and warehouses. These activities collect or compost the following materials:

- o Containers, utensils, etc.: Almost all agencies have glass, metal and/or plastic container collections in some of their facilities and installations. State, Agriculture, Labor, Energy, Veteran Affairs, GSA, and CIA have polystyrene collections in their cafeterias. Interior has many collection programs for these products in the National Parks. They joined forces with DOW Chemical to set up these programs and market the recyclables. Defense minimizes the dumping of plastics into the ocean and recycles them on-shore. Some installations use the plastic to make park benches.
- o Food wastes and fats: Agriculture's Forest Service collected three large barrels of cooking fat during a six day fire camp at Willamette forest. Treasury collects kitchen grease and recycles it for animal food. Defense provides leftover food scraps from their mess hall to hog farmers and also provides ready-to-eat meals to victims of natural disasters.
- o Metals: Defense, NASA, Treasury, and the Postal Service reported collecting the largest variety of metals: copper, brass, lead and stainless steel. Energy and Defense collect goldplated materials, lead and other metals. Interior, Energy, TVA, Agriculture, and CIA collect silver from film and photo processing equipment and from other sources. Commerce, Health and Human Services (HHS), TVA and Veteran Affairs also collect metals.
- o Carpet and ceiling tile: GSA is recycling in one of its Atlanta, Georgia, buildings.
- o Wood and pallets: Defense, NASA, the Postal Service, Veteran Affairs, and NSA collect these for recycling.
- o Construction and demolition debris: the Postal Service has a program at some locations;
- o Compost: Defense, Interior, Energy, Agriculture, GSA, and EPA compost in some of their locations.
- o Oil, tires and batteries: The agencies which are collecting some of these products are CIA, Interior, Defense, NASA, TVA, Energy, Agriculture, GSA, Postal

Service and Commerce. The Forest Service collected 55,000 batteries of various sizes at the Willamette forest fire camp.

- o Freon, halon and anti-freeze: Defense, GSA, and Energy reported collecting these products; Defense not only collects these at its industrial facilities but also at the auto repair shops for privately owned employee vehicles.
- o Paints: At one of the Postal Service's vehicle maintenance facilities, 439 gallons a year are recycled; Defense also reuses and recycles paint. GSA has been working with local county officials to recycle paint and make it available to Federal agencies.
- o Printing inks and compounds: Treasury has a extensive program; EPA also collect these products.
- o Solvents: Defense, Interior, Energy, EPA, and the Postal Service collect solvents at some of their locations and labs.
- o Specific unique items: Energy has a program for recycling parachutes. Defense has a program for recycling brass artillery shells.

Defense, because of its unique size and mission, is being treated separately:

Defense is making great strides in their effort to reduce, reuse and recycle. Nearly all installations have begun recycling programs as a part of their solid waste management plans. The Department has recycled since the earliest days of our country's founding. Whether this was the collection of artillery shells for reloading, or the collection of fabric scraps for blankets, Defense has shown initiative in the area of recycling. Many will remember the scrap tin and aluminum drives from World War II and the collection of silk stockings for its parachutes. Defense is now looking to increase recycling effort as it did after the end of the War. This includes the recycling of old ships, tanks, planes and buildings that cannot be sold or donated.

Unlike other Federal agencies that return their proceeds to the treasury, Defense received special authorization in 1982, Public Law 97-214, allowing for the return of proceeds to the installations that collected, segregated and turned in recyclable materials. In 1991, Defense recouped some \$35 million in proceeds from materials turned in for recycling. This does not include the ferrous metals turned in for scrap yielding \$45 million or materials directly sold by installations.

To make recycling work, Federal agencies have produced educational materials and special programs. The General Services Administration and EPA have many materials to share with the other agencies. The Federal Recycling Coordinator's office also has educational materials from Federal agencies to share.

Examples of conferences and programs are the following:

- o The Department of Agriculture responded energetically to the Executive Order holding the first agency-wide recycling conference for its recycling coordinators. Its Forest Service organized the first service-wide conference for its coordinators.
- o Defense has an annual recycling workshop held in conjunction with the National Recycling Coalition's annual Congress.
- o The Bureau of Prisons and the Postal Service also held conferences.
- o The Small Business Administration has encouraged all small businesses to implement recycling programs.

Many Federal agencies have established internal awards programs and several have been recognized at the national, state and local levels:

- o The Environmental Protection Agency's Administrator's Awards Program was established for recycling programs in 1991. It had a category for Federal agencies which Defense won.
- o Interior's "Take Pride in America" Award has been received by many Federal agency programs.
- o The Secretary of the Navy's Morale, Welfare and Recreation Resources, Recovery and Recycling Awards Program was established in 1990. It rewards Navy programs that meet certain criteria of excellence.
- o The Nuclear Regulatory Commission received the Montgomery County, MD "Waste Away" Award.
- o Defense's Bangor Naval Submarine Base was awarded a "Keep America Beautiful" Award.

5. Compliance with Executive Order Section 103 "Waste-to-Energy" Provision. Section 103 of the Executive Order directs agencies that generate energy from fossil fuel in systems that have the technical capacity of using energy or fuels derived from

solid waste as a primary or supplementary fuel to use such capability to the maximum extent practicable. Ten agencies have advised EPA that Section 103 of the Executive Order applies to their operations. These agencies are Defense, Energy, Interior, Veteran Affairs, NASA, GSA, TVA, HHS, NSA and CIA.

6. Compliance at Contractor-Operated Facilities, (Section 302): Section 302 of the Executive Order requires agencies entering into contracts for the operation of government-owned or leased facilities, to include provisions that obligate the contractor to institute recycling programs. In agencies where Section 302 applies, individual compliance efforts are described below.

- o National Aeronautics and Space Administration: A draft Management Instruction (NMI) directs responsible parties to meet the requirements of Section 302.
- o Department of Interior: Several of Interior's bureaus (principally Fish and Wildlife Service and the National Park Service) have facilities that are operated by contractors. Examples of contractor operated facilities include food service operations, hotels, gas stations and convenience stores. The bureaus' contracting and concessions offices have been notified of the Executive Order 12780 requirements. These will be relayed to contractors in all future agreements and contracts.
- o Tennessee Valley Authority: Currently, TVA is preparing standard language to be included in all contracts for contractor-operated facilities that will ensure consistent compliance for these facilities.
- o Department of Energy: Specific language will be included in new contracts during negotiations. Until legally acceptable language is developed, new contracts will include a "placeholder" clause which will require contractor compliance.
- o Treasury Department: Where Section 302 applies, appropriate language is being included in the contract requiring contractors to be responsible for facility waste reduction and recycling programs.
- o Postal Service: The Postal Service's policy on environmental issues, including recycling, applies to its contractors and vendors. Contractor-operated facilities are few at the present and where they develop, they will be covered by the nationwide recycling policy.

- o General Services Administration: The General Services Administration interprets "contractor-operated leased facilities" to include only those leased facilities where the Government provides operation of the facility through contractors and that lessor-operated facilities are excluded. Based on this interpretation, in leased buildings operated by the Government or Government contractors, GSA will establish recycling programs as it is doing in Government-owned buildings. In non-Government operated leased facilities, GSA is implementing the broadest interpretation of the Executive Order by seeking to implement recycling programs in leased facilities with 100 or more employees, where markets exist, and the lessor is willing to participate. GSA has established a 1992 goal to implement office paper recycling programs in all such facilities. It has inventoried all of its leased space and where local law requires recycling, GSA is notifying lessors that they are expected to comply and that the Government tenants will cooperate with their efforts. Any non-compliance by the lessor will be reported. If local law does not require recycling, the lessor will be offered encouragement through education and technical advice in implementing a recycling program.

The current status of GSA's voluntary recycling program in leased buildings is as follows:

<u>Category</u>	<u>No. of Buildings</u>
Planned Programs	150
Declined	114
No Markets	156
With Programs	<u>390</u>
	810

- o Defense Department: Defense issued a memorandum requiring departmental compliance with the provisions of the Executive Order, including compliance by government-operated/contractor-operated (GOCO) facilities.

VI. CONCLUSIONS AND FUTURE DIRECTIONS.

Over the past eight months, there has been an impressive amount of effort put to the task of implementing the Executive Order. As Federal Recycling Coordinator, my goal over the next year will be to continue to assist Federal agencies in strengthening their waste reduction, recycling and Affirmative Procurement Programs and to help them find ways of measuring the

success of these programs. I will also use my leadership role as Chair of the Council on Federal Recycling and Procurement Policy to these ends. As the Council supports the Federal agencies in keeping up the pace of positive change in fulfilling their Executive Order and RCRA responsibilities, it is the Council's challenge to take account of past failed implementation efforts and to figure out how to do it better this time.

I am proud that the Federal government is showing a strong initiative in this direction and proud to be a part of it. My thanks go to the Agency Recycling Coordinators and my fellow Council members who are my partners in this venture.

Gail Miller Wray
Gail Miller Wray
Federal Recycling Coordinator

September 9, 1992
Date

APPENDIX A

EPA EFFORTS TO SUPPORT FEDERAL AFFIRMATIVE PROCUREMENT AND EXECUTIVE ORDER 12780 IMPLEMENTATION

Presented here is a summary of the efforts by the Environmental Protection Agency that support the Federal Recycling Coordinator and the agencies in fulfilling their Executive Order and RCRA responsibilities. Some of these efforts may in part predate the October 1991 signing of the Executive Order, but they are included here to provide a fuller awareness of the scope of the program.

1. EPA took steps to establish a model waste reduction, recycling and Affirmative Procurement Program: To support implementation of the Executive Order, EPA Administrator William Reilly directed his staff to implement model programs that could be used to guide Federal agencies in putting their own programs in place.
2. EPA was instrumental in fostering responsible environmental labelling: EPA, the Federal Trade Commission and the U.S. Office of Consumer Affairs have been working closely together on a task force on labeling and environmental marketing claims. This effort was necessary because of the inconsistency in and confusion over the symbols and terms being used on products in the marketplace that purport to have environmental attributes. Recently, voluntary guidelines that companies can follow when marketing their products were published in the Federal Register.
3. EPA's Office of Solid Waste initiated additional guidelines: The Resource Conservation and Recovery Act established requirements for solid waste management and the procurement of products containing recovered materials. Under RCRA, EPA is required to identify products that can be made with recovered materials and to designate products for the Federal procurement program. Once EPA designates items, agencies must purchase them composed of the highest level of recovered materials practicable. The Agency has published five guidelines for the following products: paper and paper products; re-refined lubricating oils (engine oil, hydraulic fluids and gear oil); retread tires; building insulation; and cement and concrete (containing fly ash). EPA is in the process of developing up to five additional guidelines. These include structural fiberboard made from recycled paper products, hydraulic mulch made from old newspaper, geotextiles made from recycled plastic, and drain and sewer pipe made from recycled plastic. Also, the previously published guideline for paper and paper products is being

revised. Feasibility studies are underway for organic compost and for asphalt pavement using recycled rubber from waste tires.

4. EPA made a major effort to help the agencies comply with Executive Order 12780: During FY 92, EPA's Office of Solid Waste supported the Office of the Federal Recycling Coordinator in aiding federal agencies in complying with the provisions of the Executive Order.

- o EPA continued to produce manuals for recycling programs. In addition, hands-on assistance was provided to the agencies in establishing and maintaining comprehensive recycling programs.
- o EPA continued to develop guidance in the area of Affirmative Procurement.
- o A fact sheet introducing the concept of waste reduction to the Federal agencies was prepared. A "how to" guidebook is under development and will be available in late winter.

5. EPA's Offices of Solid Waste and Administration and Resource Management co-sponsored with GSA two Federal Agency Recycling Conferences: These conferences were held to educate and motivate senior managers and staff to initiate programs to recycle and buy recycled content products.

6. EPA's Office of Solid Waste-sponsored EPA Regional procurement workshops: These workshops have been held in every region to educate and share information on buying recycled products. Participants included state, local and Federal procuring agencies, vendors and manufacturers.

7. EPA's hotline: EPA's Office of Solid Waste established its Recycled Products Information Clearinghouse to assist vendors, government agencies, manufacturers and the general public in procuring products that comply with EPA's guideline items.

8. Streamlining reporting requirements: EPA worked with the OMB's Office of Federal Procurement Policy to improve agency reporting procedures to meet the requirements of the Resource Conservation and Recovery Act and the Executive Order.