



DATE: October 1, 2015

TO: Planning & Organization Committee/Recycling Board

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SUBJECT: Recycled Product Procurement Programs Update

BACKGROUND

This report lays out the history and provides an update of our work in the area of recycled content and environmentally preferable purchasing, in partnership with the County GSA's office (responsible for County purchasing) and our member agencies, as well as a discussion of tracking recycled content purchasing. At the October 8th, Recycling Board meeting, StopWaste and County staff will provide a presentation on the implementation of recycled content and environmentally preferable purchasing (EPP) programs. Three cities who will be present for a municipal panel presentation will also provide brief remarks on their respective experience in implementing EPP programs.

Measure D Requirements

The Alameda County Charter specifies that 5% of Measure D revenues be made available to the County of Alameda for implementation of a delineated Recycled Product Purchase Preference Program (RPPP program). Of this 5%, County GSA receives 85% for programmatic expenses to implement their EPP program and StopWaste receives 15% of these funds for programmatic administration costs and for consulting services to support jurisdictions in the implementation of their EPP programs.

An MOU signed by the Recycling Board and the County's GSA in 1994 and updated in 2012 set up the responsibilities of the GSA and our Agency with respect to implementing this part of Measure D. Since recycled content products are frequently priced competitively with non-recycled products, the need for funds to purchase recycled content products has declined considerably since the passage of Measure D. The staff time to implement environmentally preferred purchasing, however, has grown given the increasing complexities of considering multiple environmental criteria. To reflect changing conditions related to buying recycled content and environmentally preferable purchasing, and to take advantage of the expertise

that County GSA has developed in this area, the revised 2012 MOU requires the County to dedicate 10% of the total Measure D RPPP funding received toward helping the member agencies implement EPP efforts. These efforts will be described in more detail in the County Programmatic Approach section of this memo.

HISTORY

The remainder of this memo provides an update on efforts in the area of environmentally preferable purchasing by StopWaste, the member agencies, the County and the state.

StopWaste EPP Programmatic Approach, Member Agency Support, Tracking

Over the years, the Agency has developed a variety of resources for our member agencies including several EPP fact sheets, a model EPP policy and implementation guidelines, a green maintenance guide and extensive EPP resources. These are all available on our website at www.StopWaste.org/EPP. Over time, the Agency's approach to this issue shifted from a focus on recycled content products to a focus on products with multiple environmental benefits, including recycled content. This "multiple benefits" approach is used in many Agency projects and helps our member agencies to address their multiple environmental goals. Additionally, the Agency has provided consulting assistance for the last 15 years to the member agencies on adopting and implementing an EPP policy and with developing technical specifications for buying recycled content or environmentally preferable products.

Our Agency does not purchase many of the product categories being tracked through the State Agency Buy Recycled Campaign (SABRC), but follows the adopted EPP policy and buys recycled content products whenever possible including paper, janitorial paper, office supplies, trash and recycling bins, compost and mulch for our small garden, and furniture and building maintenance supplies, such as carpet tiles. Our Agency received a U.S. Green Building Council LEED for Existing Buildings Platinum designation (version 4), the first in the world, which requires a commitment to environmentally preferable purchasing, including buying recycled content products whenever possible. For LEED EB certification, we tracked our purchases for 4 months to ensure we were buying recycled content products consistently.

Our Agency specifies recycled content where available, but does not regularly track the amount of purchases or dollars spent on recycled content purchases. In many cases this is not necessary, since, for example, all of our copy paper contains 100% post consumer recycled content. Despite the fact that the Agency uses recycled paper for its print jobs, stating that on our materials has become inconsistent. To address this, the Agency has adopted a policy to require that the statement "Printed on a Minimum of 30% Post-Consumer Recycled Content Paper" be used on all printed materials.

Additionally, Agency staff work on prominent green purchasing standards (namely state and national building construction codes and green building rating systems) in order to promote recycled content as a preferable material choice for buildings. Many of these rating systems and codes are moving towards "multi-attribute" criteria within which recycled content is getting buried or even avoided. Staff is working in these arenas to ensure that recycled content

is maintained as an important criterion within these systems.

County GSA Programmatic Approach, Member Agency Support, Tracking

The County has over 10 years of dedicated staff experience in implementing EPP programs. This work has evolved from promoting recycled content, to adopting EPP requirements in specific contracts, supporting GSA and agency staff in making operational transitions, working to institutionalize green practices by imbedding environmental criteria into design standards, and developing a comprehensive EPP Policy which was adopted unanimously by the Board of Supervisors. Incorporating a strategic leadership role, the County has taken part in national standards setting and worked to build a strong connection of recycled content products to current pressing environmental issues such as climate change. The County will share key accomplishments and challenges on this front at the October 8th meeting.

Alameda County GSA staff is also working to support the cities in their EPP efforts by sharing on-the-ground learnings that have been gained by developing and implementing programs across County agencies and within GSA operations. This support takes the form of providing technical bid specifications and resources, creating opportunities for piggybacking on County contracts, hosting the green purchasing roundtables on topics of interest, providing one-on-one support to interested cities, and leading efforts to establish industry standards for green products to make buying green easier for everyone.

Performing the in-depth research to create a technical specification for products that both perform and is cost effective takes a significant effort. The County makes available all of the green technical specifications that it develops. The value of this support is that when other jurisdictions have the need to conduct a procurement, they can access this resource and insert the technical specifications directly into their bid documents. The County has created and made available specifications for: office supplies, office paper, janitorial papers, janitorial chemicals, print services, jail food services, leases of multi-function devices, vehicles, and fuel (renewable diesel, recycled motor oil) to name a few. Those resources are publically available at: www.acgov.org/sustain/what/purchasing.

Additionally, the County has provided the legal structure such that jurisdictions can piggyback off of County contracts thereby leveraging the County's competitive procurement process to avoid conducting their own bid process. This allows the jurisdictions to move directly into negotiation with County vendors to establish their own contracts using the County's high-volume competitive pricing.

The County has also hosted a series of green purchasing roundtable events. These roundtables focus on product areas of interest to the jurisdictions and often include a panel of technical experts to present the latest product information. Ten workshops have been held to date including topics such as: piggybacking opportunities, office supplies, computers and multi-function devices, green cleaning (chemicals and janitorial paper products), tire derived products such as rubberized asphalt, playground surfaces, maintenance products, and carpet. These workshops provide an interactive learning environment where jurisdictions can ask questions and receive valuable information.

The County also offers one-on-one technical assistance to cities in order to share some of the key learnings on implementing EPP products. Facilitating the operational transition to green products within an organization can be a significant challenge. The County is able to share its experience with the jurisdictions as they travel the same road.

Robust third party standards for green products are one of the most effective mechanisms for environmental purchasing. This is why a focus on providing regional leadership in multi-stakeholders efforts has been a priority. Most jurisdictions do not have the time or resources to perform the technical research or to verify claims of product manufacturers. Third party certified products can offer an easy pathway to implementing EPP, which is why the County is playing a leadership role in these forums. Efforts the County has participated in include: EPEAT (or the Electronic Product Environmental Assessment Tool) and carpet standards, and the EPA-convened West Coast Climate and Materials Management Forum, and the Sustainable Purchasing Leadership Council.

The county uses a variety of strategies for measuring and tracking results, with varying success. For many contracts, the County simply establishes the product minimum standards to include a specific threshold of recycled content, such as for office paper and janitorial papers. For other contracts, they rely on vendor tracking reports to help establish success and identify opportunities. Vendor reporting, however, has a set of challenges including lack of standardization of data, inconsistent field codes and lack of vendor responsiveness. Additionally, there are many product categories where they do not have contracts in place, so data is not readily available. The existing accounting systems do not provide the detail needed to extract the relevant information on recycled content purchasing, so that is not an option.

Jurisdictional efforts on Recycled Content Purchasing and Tracking

Thirteen of our 17 member agencies have adopted environmentally preferable purchasing policies or guidelines which prioritize purchasing recycled content products where available. Attachment 1 shows which jurisdictions have an adopted EPP policy. Our member agencies have made considerable progress in the area of recycled content purchasing since adopting their policies and many buy recycled paper, recycled janitorial paper, recycled content lubricating oils, compost and mulch, and recycled content plastic products. Those cities without policies also buy a range of products with recycled content. Although many of our agencies buy recycled content products and can identify which product categories have recycled content, decentralized purchasing has made it difficult to track the specific amount purchased and dollars spent on these products or any products. Attachment 2 provides a list showing which products, commonly available with recycled content, our member agencies are purchasing. It is also the same list of products that state agencies are required to purchase and report on through the State Agency Buy Recycled Campaign (SABRC) requirements.

State efforts on Recycled Content Purchasing and Tracking

State law, via the State Agency Buy Recycled Campaign (SABRC) requires state agencies to buy specified product categories (11) with recycled content and to report annually on the amount

they purchased with and without recycled content and dollars spent. The last available report appears to be from 2013-14.

Promoting state procurement of post consumer recycled content products is one of the state's 5 priority strategies included in CalRecycle's recently released plan to achieve a 75% statewide diversion goal. The new report recognizes the importance of increasing recycled content purchasing to help improve markets for recyclables collected and also to contribute to the state's greenhouse gas reduction goals.

Despite years of effort on tracking recycled content purchases, the state is still unsure how much is purchased, by whom, and in what volumes. They stated that the challenges to optimizing recycled content purchases and tracking success in this area are not insurmountable, but they are real and numerous. Many of the same challenges experienced at the state level, also exist at the local level including a majority of cities with decentralized purchasing. Various departments have budgets for purchasing items, but many cities have no central system that tracks quantities purchased for specific types of products.

Improving Recycled Content Purchasing and Addressing Tracking

Despite the challenges associated with tracking recycled content purchasing, it is critical to continue to make substantive progress in the area of recycled content purchasing. This will allow us to take advantage of the multiple environmental benefits associated with buying recycled, including supporting markets for materials collected, green jobs, and reduced greenhouse gases. Increasing the purchase of several recycled content material types countywide, including sustainable building materials and compost, are key parts of the Agency's strategic plan, as part of our Product Decisions "targets" work. Other related work that the Agency has engaged in this year, includes a contract with the Healthy Buildings Network to conduct research on the benefits and potential health concerns related to specific recycled content building materials. The soon to be published report includes ways to increase recycled content purchasing while also considering standards, processes and criteria to help ensure that those products are healthy for those handling, living or working with them.

Due to the many challenges of tracking the purchase of recycled content products, the County and the cities have taken a more qualitative approach by looking for opportunities to green contracts as they come up for renewal and adding environmental criteria at that time. The state has systematically been updating their contracts in the same way. Board member Stein requested that information on green products currently available through state and County contracts, be made more readily available to our member agencies. To do this, StopWaste staff will provide links to these contracts available at a future member agency TAC meeting. These resources will also be provided to public agency staff at future green purchasing roundtable events, and links provided on our website. GSA staff will continue to provide technical assistance and periodic roundtables to the member agencies on environmentally preferable purchasing including ideas for contract language as needed, and as developed. GSA will continue to update and share the new greened bids and contracts that they develop with the member agencies.

RECOMMENDATION

It is recommended that the Board receive this update and hear the report from staff on Agency activities in this area and from the County GSA on ways in which they incorporate recycled content into their purchasing, as well as ways in which they are providing technical assistance to the member agencies, and their methods of tracking success.

Attachment 1

EPP Policy Adoptions Status - As of July 2015

Adopting Jurisdictions and Agencies:

All jurisdictions and agencies' policies are based in whole, or in part, on StopWaste's Model EPP Policy and Implementation Guidance.

Jurisdiction/Institution	Policy Adopted	Date Adopted	Date Effective
San Leandro	EPP Policy	October 4, 2004	October 4, 2004
Berkeley	EPP Policy	October 19, 2004	October 19, 2004
Castro Valley Sanitary District	EPP Policy	November 1, 2004	November 1, 2004
Dublin	Operational Guidelines for Green Practices (<i>based on Model EPP Policy</i>)	June 21, 2005	July 19, 2005
Fremont	Administrative Regulation (<i>waste reduction, recycled content, toxics and pollution reduction</i>)	2006	2006
Oakland	EPP Policy	July 17, 2007	July 17, 2007
Albany	EPP Policy	July 2, 2007	August 1, 2007
Union City	EPP Policy	July 8, 2008	July 8, 2008
Hayward	Administrative Rule (<i>Environmentally Preferred Purchasing Policy</i>)	March 18, 2010	March 18, 2010
Newark	EPP Chapter, Finance Operating Manual (<i>Environmentally Preferable Purchasing Policy Handbook</i>)	July 1, 2010	July 1, 2010
Alameda County	EPP Policy	April 12, 2011	April 12, 2011
Pleasanton	EPP Policy (<i>Green Purchasing Policy</i>)	September 26, 2011	September 19, 2011
Piedmont	EPP Policy	November 7, 2011	November 7, 2011
East Bay Regional Park District	EPP Policy	March 4, 2008	April 1, 2008
StopWaste	EPP Policy	July 23, 2003	Sept 1, 2003

Status of Jurisdictions and Agencies without Adopted Policy:

Jurisdiction/Institution	Policy Consideration Status	Next Steps
Alameda	City of Alameda staff has requested assistance updating their existing Administrative Instruction.	Submitted customized draft EPP Policy. Develop work plan/schedule for Policy consideration and adoption.
Emeryville	Draft EPP Policy prepared and submitted in July 2012, but not adopted formally.	Continue to keep in contact with City of Emeryville staff to check in on status and next steps.
Livermore	Draft EPP Policy prepared; adoption assistance provided. No interest expressed as of FY11-12 RPPP Report (last report submitted).	No further action unless requested.
Oro Loma Sanitary District	No interest expressed as of FY14-15 RPPP Report (last report submitted).	No further action unless requested.

Attachment 2

Post-Consumer Recycled Content Products Purchased By Member Agencies as Reported in Most Recently Submitted Recycled Product Purchase Preference (RPPP) Report

Compiled 7-24-15

<i>Jurisdiction</i>	<i>Copy Paper</i>	<i>Paper Office Products</i>	<i>Janitorial Paper</i>	<i>Lubricating Oils</i>	<i>Antifreeze</i>	<i>Compost/ Mulch</i>	<i>Paint</i>	<i>Tire-Derived Products</i>	<i>Glass Products</i>	<i>Plastic Products</i>	<i>Date of Referenced RPPP Report</i>	<i>Adopted EPP Policy</i>
<i>Alameda</i>	Yes		No	Yes	Yes	Yes	No	Yes	No	Yes	FY 11-12	No
<i>Albany</i>	Yes	No	Yes	Yes	No	No	No	No	No	No	FY 13-14	Yes
<i>Berkeley</i>	Yes		Yes	No	No	Yes	No		No	Yes	FY 13-14	Yes
<i>Castro Valley SD</i>	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	FY 14-15	Yes
<i>Dublin</i>	Yes		Yes	No	No	Yes	No	Yes	No	Yes	FY 11-12	Yes
<i>Emeryville</i>	Yes		Yes	No	No	Yes	No	No	No	No	FY 10-11	No
<i>Fremont</i>	Yes	Yes	Yes							Yes	FY 13-14	Yes
<i>Hayward</i>	Yes		No	Yes	No	Yes	No	No	No	Yes	FY 14-15	Yes
<i>Livermore</i>	Yes		Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	FY 11-12	No
<i>Newark</i>												Yes
<i>Oakland</i>	Yes	Yes	Yes	No	No	Yes	Yes	Yes	Yes	Yes	FY 14-15	Yes
<i>Oro Loma SD</i>	Yes		Yes	No	No	No	No	Yes	No	Yes	FY 14-15	No
<i>Piedmont</i>	Yes	Yes	Yes	No	No	Yes	No	No	No	Yes	FY 11-12	Yes
<i>Pleasanton</i>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	FY 12-13	Yes
<i>San Leandro</i>	Yes		Yes	Yes	No	Yes	Yes	No	Yes	Yes	FY 10-11	Yes
<i>Union City</i>												Yes
<i>Alameda County</i>	Yes	Yes	Yes	Yes	No	Yes	No	Yes	No	Yes	n/a	Yes
<i>StopWaste</i>	Yes	Yes	Yes	n/a	n/a	Yes	Yes	n/a	Yes	Yes	n/a	Yes

Notes:

- Blanks mean there was no answer.
- RPPP Reports ask for current purchases made since the previous FY. For example, the FY 14-15 Report asks for purchases made since July 2013.
- Product Categories track with State Agency Buy Recycled Campaign (SABRC) categories with the exception of Metal Products. StopWaste does not allow RPPP funds to be used for purchasing metal products because they are historically produced with recycled content.
- Limited RPPP funds were given to Fremont, Newark or Union City so data is limited.