

**REPORT OF THE
DEPARTMENT OF GENERAL SERVICES IN
CONJUNCTION WITH THE VIRGINIA RECYCLING
MARKETS DEVELOPMENT COUNCIL ON**

WAYS TO INCREASE THE STATE PURCHASE OF RECYCLED PRODUCTS

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



HOUSE DOCUMENT NO. 26

**COMMONWEALTH OF VIRGINIA
RICHMOND
1998**



COMMONWEALTH of VIRGINIA

Department of General Services

Donald C. Williams
Director

D. B. Smit
Deputy Director

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December 9, 1997

TO: The Honorable George Allen, Governor of Virginia
Members of the General Assembly:

House Joint Resolution 597, agreed to by the 1997 General Assembly, directed the Virginia Department of General Services in conjunction with the Virginia Recycling Markets Development Council to study ways to increase the state purchase of recycled products and to study the desirability and feasibility of setting a state goal which increases the state purchase of recycled products by one percent per biennium for five biennia.

The requested studies have been completed by the Department of General Services and the Virginia Recycling Markets Development Council and the results are contained within this report.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Donald C. Williams".

Donald C. Williams

PREFACE

MEMBERS OF THE STUDY GROUP

Donald C. Williams	Director, Department of General Services
David H. Driver	Division Director, Division of Purchase and Supply
Linwood J. Spindle	Deputy Director, Division of Purchase and Supply
David G. Greiner	State Procurement Supervisor
Mike Dobson	Chairman, Virginia Recycling Markets Development Council
Diane Jones	Member, Virginia Recycling Markets Development Council
Beth Davis	Legislation Coordinator, Department of General Services

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Executive Summary

The Department of General Services identified the need to know exactly what recycled items state agencies are currently purchasing, the amount and cost of purchased items and the level of satisfaction with these items. A survey was designed to secure this information and mailed to approximately two hundred state agencies. Seventy-five agencies responded.

DGS discovered that it is not currently possible to obtain this information. Because of the lack of standardized record keeping, each agency is keeping different kinds of information on their purchase of recycled materials.

Most agencies reported the purchase of some recycled paper and office products and were recycling office paper and other products. There is some dissatisfaction with the quality of recycled paper because of its poor performance in high speed copiers and laser printers. Agencies that did not report the purchase of recycled products cited the cost of the products or their poor performance as the main reasons for not using them.

Contact was made with other states and nationally known consultants by DGS to determine what they are doing in the area of purchasing recycled materials. We discovered many variances in the quality of programs and their organization. Meetings of the Virginia Recycling Markets Development Council were attended by DGS staff and discussions were held about the availability of products. A subcommittee was formed to continue investigating the issue.

Overall, recycled product availability and quality are improving. Pricing is becoming more competitive. In Virginia the price of copier paper has decreased by approximately fifteen per cent in the past year and over forty per cent since 1995.

DGS already provides recycled products, including a full line of recycled paper and a wide selection of office products, to state agencies and localities through state contract and the Virginia Distribution Center.

Recommendations

DGS recommends the following:

- Expand the established Recycling Coordinator positions to include collecting and reporting on the volume of products being recycled and the use of purchased recycled materials through a standardized reporting system.
- Study successful recycling programs in other states to determine the impact on funding and staffing levels.
- If necessary, revise existing specifications for bids to allow the use of more recycled materials.
- Identify funding sources to cover the cost of increased prices for certain items if purchasing recycled materials is to be strongly encouraged or mandated.
- Develop a plan to address customer satisfaction issues.
- The Virginia Recycling Markets Development Council will assist DEQ in creating and maintaining a home page on the Internet that promotes “buy recycled”.

Appendices

- Appendix A: House Joint Resolution 597
- Appendix B: Packet mailed to all state agencies
- Appendix C: Result of surveys

HOUSE JOINT RESOLUTION NO. 597

Requesting the Department of General Services, in conjunction with the Virginia Recycling Markets Development Council, to study ways to increase the state purchase of recycled products.

Agreed to by the House of Delegates, February 2, 1997

Agreed to by the Senate, February 19, 1997

WHEREAS, the importance of recycling in reducing the amount of waste in our landfills cannot be overestimated; and

WHEREAS, the public's participation in government-sponsored recycling programs has been overwhelming; and

WHEREAS, additional markets need to be developed to find uses for the volume of recycled goods and materials; and

WHEREAS, in 1993, the General Assembly created the Virginia Recycling Markets Development Council to promote and coordinate state agencies' efforts to enhance markets for recycled or recovered materials; and

WHEREAS, the Virginia Public Procurement Act provides a preference for vendors who offer goods with the greatest amount of recycled content; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That the Department of General Services, in conjunction with the Virginia Recycling Markets Development Council, be requested to study ways to increase the state purchase of recycled products. As part of its study, the Department shall evaluate the desirability and feasibility of setting a state goal which increases the state purchase of recycled products by one percent per biennium for five biennia.

All agencies of the Commonwealth shall provide assistance to the Department of General Services for this study, upon request.

The Department of General Services shall complete its work in time to submit its findings and recommendations to the Governor and the 1998 Session of the General Assembly as provided in the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.



COMMONWEALTH of VIRGINIA

Department of General Services

Donald C. Williams
Director

D. B. Smit
Deputy Director

MEMORANDUM

202 North Ninth Street
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TO: Agency Heads and Heads of Institutions

FROM: Donald C. Williams

DATE: July 1, 1997

SUBJECT: House Joint Resolution 597

The 1997 General Assembly passed the enclosed House Joint Resolution to study ways to increase the purchase of recycled materials by the Commonwealth. The Department of General Services has been charged with the responsibility of carrying out the requirements of this Resolution. In order to meet these requirements we are requesting information from all state agencies on their recycling efforts.

For your information, I am enclosing a copy of House Joint Resolution 597, Executive Memorandum 8-94 on purchase of recycled goods, and a memorandum from former Director of the Division of Purchases and Supply, Don Moore, on implementation procedures for this Executive Memorandum.

Listed below is the type of information we are seeking by September 1, 1997:

1. A list of types of recycled products
2. The percentage of recovered materials in each product
3. Price comparisons
4. Total quantity purchased of each item
5. Total spent for each item
6. Agency experience with the products, how did they perform, how did the end user like products, address problems and successes
7. Recommendations for additional products

If you have questions or need assistance please contact Beth Davis, legislation coordinator for DGS, at 786-3312.

Thank you for your help with this matter.

c: The Honorable Michael E. Thomas
Procurement Officers

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COMMONWEALTH of VIRGINIA

Office of the Governor

George Allen
Governor

EXECUTIVE MEMORANDUM 8-94

PURCHASE OF RECYCLED GOODS

Purpose:

This memorandum sets forth statewide policy to increase the use of recycled goods and to implement a purchase program to stimulate the market for recycled goods.

Applicability:

This memorandum applies to all executive branch agencies, institutions, and employees.

Effective Date:

July 1, 1994

General Policy:

Recycling is one of three elements of the Commonwealth's conservation policy. State employees should first seek to reduce the need for purchased goods by eliminating waste. Second, state agencies, institutions, and employees should reuse goods and supplies whenever possible. For example, supplies such as paper clips and file folders can be reused again and again, resulting in cumulative savings. After reduction and reuse, the emphasis must be on recycling.

The Commonwealth seeks to promote the efficient use of our natural resources by promoting the use of recycled goods. By purchasing recycled goods whenever economically feasible, agencies of the Commonwealth will demonstrate a commitment toward effective recycling practices in Virginia.

Executive Memorandum 8-94
Page Two

Requirements:

By virtue of the authority vested in me under the Constitution of Virginia and under the laws of the Commonwealth, including but not limited to Section 2.1-41.1 of the *Code of Virginia*, I hereby direct all state agencies participating in the Virginia Recycling Markets Development Council, and all other state agencies and institutions, to carry out their legally established duties in a manner consistent with the policies set forth in this memorandum as well as those set out in Sections 9-145.47, 10.1-1425.6, 10.1-1425.7, 10.1-1425.8, 11-41.01, 11-47, 11-47.2, and 11-47.01 of the *Code of Virginia*.

I. Responsibility of the Department of Environmental Quality:

With advice from the Virginia Recycling Markets Development Council, the Department of Environmental Quality (DEQ) shall prepare a definition for recycled products, and advise the Department of General Services concerning the designation of these products. DEQ shall endeavor, in cooperation with the Department of General Services, to heighten state agency awareness of the benefits of using recycled products.

II. Responsibilities of the Department of General Services:

The Department of General Services shall:

- A. Ensure the Commonwealth's procurement guidelines for state agencies promote the use of recycled products;
- B. Promote the Commonwealth's interest in the use of recycled products to vendors; and
- C. Make agencies aware of the availability of recycled products, including those which use post-consumer and other recovered material processed by Virginia-based companies.

III. Responsibilities of All State Agencies:

To the greatest extent possible, all state agencies shall adhere to the procurement program guidelines for recycled products to be established by the Department of General Services.

Executive Memorandum 8-94
Page Three

This Executive Memorandum rescinds Executive Memorandum 6-93, issued by Governor Lawrence Douglas Wilder on December 16, 1993.

This Executive Memorandum shall remain in full force and effect unless amended or rescinded by further executive action.


Governor



COMMONWEALTH of VIRGINIA

DEPARTMENT OF GENERAL SERVICES

AUGUST 17, 1994

DIVISION OF PURCHASES AND SUPPLY

805 EAST BROAD STREET
POST OFFICE BOX 1199
RICHMOND, VIRGINIA 23209
(804) 786-3842

MEMORANDUM

TO: Heads, Institutions and Agencies and
Chief Procurement Officers

(804) 786-6152 VOICE/TDD

FROM: Donald F. Moore *DFM*
Director of Purchases and Supply

SUBJECT: Implementation Guidelines
Executive Memorandum 8-94

To the extent practicable, all agencies and institutions shall promote the use of recycled products. Practicable is defined as capable of being consistently used for the intended purpose, available at a reasonable price, within a reasonable period of time and can be competitively obtained.

Programs promoting the use of recycled products should consider the following:

- Specifications shall provide, when practicable, for recycled materials.
- Solicitations shall clearly indicate that recycled products are encouraged and will be considered.
- Bid printing jobs specifying both recycled and non-recycled paper.
- Notify end users that recycled products are available either on state contracts, stocked in the DGS/DPS Distribution Center or on contracts developed by the agency or institution.
- Preferences for recycled paper and paper products may be considered so long as the bid price of the lowest responsive and responsible bidder is not greater than 10% higher than the lowest responsive and responsible bidder offering a non-recycled product.

Note the percentage preference applies only to recycled paper and paper products.

c: Governor's Secretaries
Director, Department of General Services



Consolidated Laboratory Services • Engineering & Buildings • Forensic Science
• Purchases & Supply • Risk Management

HOUSE JOINT RESOLUTION 597

RECYCLED PRODUCTS PURCHASED

- I. Equipment Product
conversion coated aluminum
storage shed
bins for recycled items
- II. Construction Material Products
toilet stall partitioning
steel
angle iron
steel door plates
steel lockers
steel tank
glove box holders
crushed concrete
- III. Landscaping/Gardening Products
hardware mulch
penn mulch
grassy pavers
- IV. Miscellaneous Products
toner cartridges
reinked ribbons
reconditioned alternators, carburetors, batteries, starters
film: clear, transparency, laser
renovated mattresses
name plates
floor mats
pedal exerciser
space tables
aluminum license tags
rags
- V. Paper Products
stationery
pencils
newspapers
magazines
easel pads

index cards
press board binders
gift wrapping paper
accordion files
storage boxes
toilet tissue
multi-fold paper towels
roll paper towels
business cards
paper
envelopes
tyvek envelopes
forms
note pads
file folders
hanging folders
adding machine tapes
index cards
post-it memo pads
report covers
desk pads
note books
binders

VI. Re-refined Oil Products

VII. Plastic Products

measuring cups
punch bowls
chart carts
utility carts
flower pots
plastic bottles
plastic pitchers
trash cans
glove holders
shoe boxes
plastic key rings
lumber

VIII. Recycled/Feedstock Products

IX. Rubber Products

Complaints

recycled paper does not function well in certain office machines
recycled paper is too expensive
recycled writing tablets and filing supplies do not perform as well as those made from virgin materials
toner cartridges smudge or cause printers to malfunction

Items recycled

soda cans
white paper
reused outdated letter head as scratch pads
surplus property
telephone books
tyvek envelopes
newspapers
motor oil
glass
plastic
audio cassettes
corrugated boxes
wooden pallets
antifreeze
metals, ferrous/non-ferrous
tires
batteries

JMU has a Resource Recovery Facility Operating Agreement with Harrisonburg. The city furnishes steam and chilled water for the College of Integrated Science and Technology and provides cogeneration of electricity by burning JMU's refuse.

fluorescent light bulbs
silver from film
wood pallets
steel
compost

Recommendations

modular fabric panels could be reupholstered and reused
put more recycled products on mandatory contracts
Develop a way for agencies to record purchase of recycled products
recycled plastic in lieu of salt treated lumber (used in construction of exterior staircases, handicap access, etc)
outdoor furniture made from recycled plastic or metal
curb stops made from recycled plastic

carpet (using recycled plastic instead of virgin fibers)
state contract items using recycled materials furnished to state agencies
fencing material, posts and boards
exterior building materials
trash containers and mop buckets
lubricants
cafeteria take out containers
copy paper with higher than 20% content, preferably unbleached, at a comparable price
composted materials

