



Minnesota Pollution Control Agency



State Resource Recovery Program Recommendations Report

The state of Minnesota as a leader in waste and toxicity reduction, reuse, recycling, promotion of environmentally preferable products, and resource conservation

August 2006

Authors and Contributors

Minnesota Pollution Control Agency

Sheryl Corrigan, Commissioner

Gary Pulford, Section Manager

Paul Smith, Supervisor

Angela Bourdaghs, Project Manager

Richard Andre

Ginny Black

Wendy Gardner-Pritchard

Wayne Gjerde

Colleen Hetzel

Glenn Krocheski-Meyer

Tina Patton

Mark Rust

Department of Commerce

Glenn Wilson, Commissioner

Bruce Nelson

Mike Taylor

Department of Administration

Brenda Willard

Carla Newman

Jeff Anderson

Tim Morse

The total cost of preparing this report, including staff time, writing, editing, and printing, was \$650.

MPCA reports are printed on 100 percent post-consumer recycled content paper manufactured without chlorine or chlorine derivatives.

August 2006

Minnesota Pollution Control Agency
520 Lafayette Rd N
St. Paul, MN 55155-4194



Minnesota Pollution Control Agency

www.pca.state.mn.us • 651-296-6300 • 800-657-3864

Introduction

In this report required by Minn. Stat. § 115A.15, (www.revisor.leg.state.mn.us/stats/115A/15.html), the Pollution Control Agency (PCA) and the Department of Commerce (DOC) offer recommendations to the state's Resource Recovery Program and will show stakeholders that the State of Minnesota is willing to examine its record as:

- a waste manager, a recycler, reducer, and reuser of discarded materials
- an environmental manager through its environmentally preferable procurement practices
- a resource and energy consumer and a generator of various types of waste
- a role model for compliance with resource recovery laws, policies, and guidelines

The State of Minnesota holds itself accountable for its resource recovery activities through the Department of Administration and continues to work on and seek out options for improvement or enhancement of those activities.

Organization and purpose of report

This report covers two major topics, which align with the responsibilities of the Department of Administration's Resource Recovery Program and Materials Management Division (MMD):

- reduction, reuse, recycling, and organics recovery
- procurement and end-of-life management

In addition to the requirements set forth in Minn. Stat. § 115A.15, the PCA and DOC offer recommendations in the following topic areas:

- energy conservation
- alternative fuel vehicles and fuel procurement.

We continue to encourage the Department of Administration to implement several recommendations that appeared in previous reports. These recommendations are noted as *ongoing*. New recommendations that have not appeared in previous reports are noted as *new*. Staff from the PCA and DOC are available to assist the Department of Administration in implementation of the recommendations contained in this report.

Waste and Toxicity Reduction, Reuse, Recycling, and Organics Recovery

This section discusses promoting the reduction of waste and toxins generated by state agencies, separating and recovering reusable commodities, separating and recovering recyclable commodities and surplus property, and recovery of organic material.

The Resource Recovery Program continually strives to increase recycling rates across state agencies in the Metro area. In FY 2006, they audited the State Capitol Complex for recycling and waste management practices. They conducted employee and patron surveys; looked at placement, availability, and proper usage of bins; and increased recycling education. It is hoped that this successful approach could be modeled in other state agencies in order to increase recycling in all state agencies.

State agencies in the Capitol Complex maintained a steady recycling rate of 64 percent by weight of their discarded materials in FY 2005. Within the seven-county metropolitan area, 62 percent was recycled by state agencies, down from 74 percent in 2004, according to the 2005 Recycling Rate Progress Report compiled by the Department of Administration. The statutory recycling goal for state agencies under Minn. Stat. § 115A.15, subd. 9, is 60 percent. While the 62 percent rate exceeds the state requirement, on

average, we recognize that several state agencies are well below this level. The PCA is willing to work with the Department of Administration, and to involve other parties, to target state agencies with a high potential to increase their recycling by January 2007. We would recommend that the Department of Administration, along with the PCA, work to identify the agencies that employ a large amount of people with correspondingly low recycling rates, and then to work with them to increase recycling in those agencies. Over FY 2007, we would recommend that the Resource Recovery Program, along with assistance from the PCA, could focus efforts on the Metropolitan Sports Facility Commission and Minneapolis/Hastings Veterans Home.

Waste and toxicity reduction recommendations

The Department of Administration should:

- encourage building owners and occupants to use environmentally preferable products. *–ongoing*
- encourage mailings to be sent out via e-mail and be available online, and instead of printing reports and/or other information, put them on the agency web site for people to read or reference. *–ongoing*
- post or provide Request for Proposals (RFP's) electronically for downloading by vendors to bidders whenever possible and encourage bidders to send responses to RFPs electronically. *–ongoing*
- use the materials developed by the PCA (www.reduce.org) to educate employees on the benefits of reducing paper waste. *–ongoing*.
- promote surplus supplies from the Resource Recovery Program and Materials Management Division Surplus Service that are available for state agencies to use. *–ongoing*

Enhancing current efforts to reduce waste and toxicity

The Department of Administration should:

- continue to make available to state agencies refillable pens and pencils rather than disposables. *–ongoing*
- continue to encourage the use of soy inks, wherever feasible. *–ongoing*
- continue to stockpile and promote the reuse of envelopes, especially envelopes that are sent internally. *–ongoing*
- promote the use of the new online Stocked Product catalog and First Choice catalog to reduce paper waste. *–new*
- promote the purchase of recycled content products available on these catalogs by creating a list of those products for government purchasers. *–new*
- continue to work to increase waste reduction by providing state agencies with online tips for conducting green meetings, with assistance from the PCA. *–new*
- encourage toxicity reduction by promoting the purchase of flat screen monitors in all state buildings. *–new*

Reuse of materials

The Department of Administration should:

- encourage vendors to use reusable transport packaging (RTP) and use RTP where possible in the state system. (An RTP directory is available online at www.moea.state.mn.us/transport.) *–ongoing*
- require any person or entity that receives a surplus or used state computer or other electronics product to properly dispose of it, if not already included under the state disposal contract. *–ongoing*
- expand the reuse of surplus state government property by creating an online surplus exchange program or using an existing one (e.g., the Minnesota Materials Exchange Alliance: www.mnexchange.org). Agencies could advertise their surplus property on the web site as well as post a “materials needed” request. *–ongoing*

Recycling

The Department of Administration should:

- continue to offer consulting services from the PCA to state offices that have not met the statutory recycling goal of 60 percent. The PCA could work with the Resource Recovery Program to perform a “recycling and waste audit” of the offices and provide recommendations for increasing recycling. – *ongoing*
- continue to utilize existing resources to remind employees of state recycling efforts and provide agencies with management support pieces that can be e-mailed to employees on how to reduce, reuse, and recycle at state facilities. – *ongoing*
- continue to establish requirements in state construction contract RFPs that recyclable material such as corrugated cardboard, steel, aluminum, and carpet be recovered from building/remodeling projects and recycled. – *ongoing*
- continue to require recycling containers be conveniently placed in all state offices. – *ongoing*
- work with the PCA to create a contact list for individuals to manage their waste in order to promote its proper disposal. – *new*
- actively educate and promote the use of Resource Recovery Program educational materials. – *new*
- continue to enhance recycling efforts by implementing the recommendations from the Phase 1 (2002) and Phase 2 (2003) operational assessments of the recycling program. – *ongoing*

Organics recovery

The Department of Administration should:

- promote waste reduction by increasing recovery efforts for organic materials from the Department of Natural Resources, Department of Health and Human Services, Labor and Commerce building, and the Capitol Complex area. – *ongoing*
- develop purchasing contracts for biodegradable products, such as plates, cups and flatware, to be used in cafeterias where organics collection programs have been implemented. – *ongoing*

Procurement and End-of-Life Management

Procuring recyclable commodities and procuring commodities containing recycled materials and other environmentally preferable products is an important part of the state’s resource recovery efforts. In addition to procurement issues, this section discusses more sustainable green building techniques in construction and remodeling, and conserving natural resources through energy-related efforts.

The Materials Management Division continues to strive to offer environmentally preferable products on contract whenever possible. In FY 2005 and 2006, MMD added to state contracts more recycled-content carpet and low-VOC carpet glues, compostable dinnerware, and computers that will meet the new national environmental certification, called the Electronic Product Environmental Assessment Tool (EPEAT).

In 2004, the Materials Management Division of the Department of Administration offered \$263,361,791 worth of environmentally preferable products and services on state contract to state agencies and Cooperative Purchasing Venture (CPV) members. MMD now offers the document, *Environmentally Preferable Goods and Services Available from State Contracts*, on a bi-annual basis. Current figures will be available in the Department of Administration’s Resource Recovery Recommendations Report to the Legislature in December 2006. With the new “Drive to Excellence” implemented recently by the Pawlenty Administration, MMD has been tasked with increasing the efficiency of the bid system while reducing the number of vendors on contract and getting the best price for good and services. Despite the reduction in choice, MMD will continue to offer environmentally preferable products on state contract whenever possible.

Recommendations for incorporating environmental criteria into state contracts

The Department of Administration should:

- continue to report to the Legislature on the status of agency environmentally preferable purchasing. – *ongoing*
- continue to implement, whenever possible, the environmentally preferable purchasing processes that provide a statutorily allowable preference (Minn. Stat. § 16B.121) within each bid and proposal, which is based on the post-consumer recycled content of the products under consideration. For example, products that contain 100 percent post-consumer content will receive the full 10 percent preference allowed. Products that contain 50 percent post-consumer content will receive a 5 percent preference. MMD should communicate this enhancement to agency staff with delegated authority and include the process in all training for delegated purchasing authority. –*ongoing*
- continue to encourage default purchasing for items with environmentally preferable attributes without additional cost. –*ongoing*
- continue to follow the Public Entities Law (Minn. Stat. § 115A.471), which requires state facilities to include a provision in waste management contracts for waste to be processed through waste-to-energy or MSW composting or in a manner consistent with local solid waste planning. –*ongoing*
- continue to work with the PCA to develop appropriate statements indicating that the state encourages corporate environmental responsibility, if appropriate. –*ongoing*
- advocate the availability of recycled content and other environmentally preferable products through state contract on Office Supply Connection’s online newsletter. –*new*

Enhancing current efforts to incorporate environmental criteria into state contracts

The Department of Administration should continue to:

- promote the purchase of environmentally preferable products through the use of the Department of Administration’s Environmental Codes system. –*ongoing*
- promote the use of, and state a preference for, recycled content products, in accordance with state statute (Minn. Stat. § 116B.122). –*ongoing*
- incorporate questions regarding mercury content into its contract solicitation documents. This information should be used to enable buyers to make informed decisions when there are multiple awards, MMD should also include mercury content information on the contract release. –*ongoing*
- require post-consumer recycled paper content to be at least 30 percent in all printed material. –*ongoing*
- announce all contracts that that are scheduled to expire within 7 months in order to allow the PCA, other state agencies, CPV members, and the public (vendors, environmental groups, and other interested individuals) to comment on the contracts. –*ongoing*

Environmentally preferable purchasing training

The Department of Administration should:

- continue to increase purchasers’ awareness of the availability of environmentally preferable products and services at trainings and trade shows, with assistance from the PCA. –*ongoing*
- continue to update the environmentally responsible purchasing section of the Authority of Local Purchasing training manual that is provided to state employees and provide training in environmentally preferable purchasing as part of state certification classes, with assistance from the PCA. –*ongoing*
- continue to promote environmentally preferable contracts to state agencies and local units of government, with assistance from the PCA. –*ongoing*

- continue to use Office Supply Connection’s e-catalog to help decrease the number of catalogs printed, continue to make the MMD Office Supply Connection newsletters and price lists available online, and continue to use fax broadcast messages and the MMD web site to educate agencies and CPV members on environmental topics and environmentally preferable state contracts. *–ongoing*
- encourage the use of the online Authority for Local Purchasing training manual to reduce paper waste. *–new*
- work in partnership with the Procurement Coordinators Group to educate agency staff to increase purchases of more environmentally preferable products and to create an environmentally preferable purchasing subgroup of this committee that would work with the PCA and other state agencies to incorporate environmental specifications on state contracts. *–new*
- promote the Environmentally Preferable Purchasing Guide (www.swmcb.org/EPPG) to state agencies and others with which the Department of Administration has regular contact and provide a link to the EPP Guide on the MMD’s environmental purchasing website. *–new*

Tracking and evaluation of environmentally preferable purchasing

The Department of Administration should continue to:

- continue to use the valuable information obtained by tracking environmentally preferable purchases to structure future specifications so contracts will have goods and services that are more environmentally preferable. *–ongoing*
- continue to report the findings from the newly developed electronic tracking mechanism for E85 fuel use in state agency fleets to agencies, in order to increase the use of E85 in state vehicles. *–ongoing*
- continue to implement and enhance measures for tracking environmentally preferable purchases, such as requiring buyers to code each purchase order with an environmental code on Minnesota Accounting and Procurement System (MAPS). *–ongoing*
- continue to maintain and keep current every two years the list of environmentally responsible products and services available through state contracts and Office Supply Connection. *–ongoing*
- encourage the reporting of purchases from contract vendors on purchases from local governments. *–new*

Energy Conservation and Alternative Fuels

Energy efficiency is the least-cost method of managing energy costs for government and society as a whole. Two state initiatives are underway to pursue the goal of improving energy efficiency in state buildings:

1. energy performance benchmarking for existing buildings and energy design guidelines for new buildings have been established in accordance with Minnesota Session Laws 2001, Chapter 212, Section 3 known as Buildings Benchmarking and Beyond, or simply B3.
2. the Governor’s Executive Order 05-16 calls for all state agencies to take measures to reduce energy usage in state owned buildings by at least 10% over the next calendar year.

Minnesota has put significant resources and efforts toward developing the nation’s largest E85 (85% ethanol) transportation network—almost 240 stations used by over 125,000 E85 vehicles. E85 uses a Minnesota-made product that is competitively priced and reduces tailpipe emissions. State governments manage about 1,500 E85 vehicles and can play an important part in appropriate vehicle procurement and fueling choices.

Energy conservation in state-owned and wholly state-leased buildings

The Department of Administration should:

- continue the B3 benchmarking project assessments showing the relative energy performance of all state buildings. The benchmarking process will enable the state to prioritize energy conservation activities, so that the poorest performing buildings will be addressed first, resulting in the most cost-effective expenditure of budget dollars. *–ongoing*
- aggressively implement energy saving strategies in buildings which are indicated by their B3 benchmarking scores as having a high potential for cost effective energy savings. The Department should consider retro commissioning these buildings as a first step and predecessor to implementing more capitol intensive equipment replacement and renovation projects. *–new*
- closely monitor projects using the B3 energy design guidelines so that recommendations to improve the guidelines can be made. *–new*
- continue to work with all state agencies to implement energy-efficient government purchasing practices, including working with state hospitals and other facilities with laundry service to adjust their specifications to require ENERGY STAR labeled clothes washing machines for all replacement equipment. *–ongoing*
- incorporate ENERGY STAR specifications into government procurement policies, RFP's and legislation. As part of a comprehensive strategy to reduce energy usage, the U.S. Environmental Protection Agency and the Department of Energy have developed tools, such as a Government Purchasing Tool Kit (www.energystar.gov), to streamline government purchase of ENERGY STAR labeled and Federal Energy Management Program recommended products for office buildings, schools, and public housing. *–ongoing*
- evaluate the effectiveness of Governor's Executive Order 05-16 and consider extending the goal of saving at least 10 percent for a minimum of 2 more years using 2005 as the base year. *–new*

Alternative fuel vehicles and fuel procurement

The Department of Administration should continue chairing the SmartFleet committee, in accordance with Minnesota Statute 16C.137, and implementing the goals and actions as defined in statute, including but not limited to:

1. Using 2005 as a baseline, the state of Minnesota shall reduce the use of gasoline by on-road vehicles owned by state departments by 25 percent by 2010 and by 50 percent by 2015, and the use of petroleum-based diesel fuel in diesel-fueled vehicles by ten percent by 2010 and 25 percent by 2015.
2. To meet the goals established in paragraph one (1.), each state department must, whenever legally, technically, and economically feasible, subject to the specific needs of the department and responsible management of agency finances:
 - a. ensure that all new on-road vehicles purchased, excluding emergency and law enforcement vehicles:
 - i. use "cleaner fuels" as that term is defined in section 16C.135, subdivision 1, clauses (1), (3), and (4); or
 - ii. have fuel efficiency ratings that exceed 30 miles per gallon for city usage or 35 miles per gallon for highway usage, including but not limited to hybrid electric cars and hydrogen-powered vehicles;
 - b. increase its use of renewable transportation fuels, including ethanol, biodiesel, and hydrogen from agricultural products; and
 - c. increase its use of Web-based applications and other electronic information technologies to enhance the access to and delivery of government information and services to the public, and reduce the reliance on the department's fleet for the delivery of such information and services.

Specific action items

The Department of Administration should:

- continue to implement vehicle labeling and identification of new vehicles purchased –*ongoing*
- continue developing guidelines for fuel choice, based on relative distance to an E85 fuel site, based on the Governor’s new Executive Order 06-03 –*ongoing*
- continue offering driver incentive programs for using E85 in state vehicles –*ongoing*
- continue to investigate the development of an online state agency carpool/matching program for conferences, workshops, and events that employees from the same or different agencies might frequently attend –*ongoing*
- report the findings from the E85 fuel tracking system to target education of vehicle users –*new*
- work with the American Lung Association to distribute informational materials –*new*
- promote teleconferencing as an alternative to driving long distances –*new*
- incorporate higher miles per gallon standards into contract specifications –*new*

Conclusion

The recommendations contained in this report are meant to build and improve on the success of the State Resource Recovery Program and enhance interagency communication and networking, as well as assist the Department of Administration in achieving its resource recovery goals. The PCA and DOC are looking forward to a continued relationship with the Department of Administration in the areas of waste management, procurement, energy conservation, and alternative fuels.