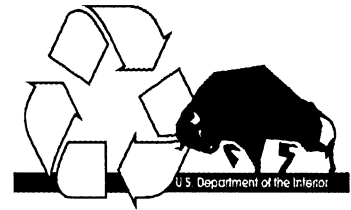




Strategic Plan for Greening the Department of the Interior Through Waste Prevention, Recycling and Federal Acquisition



VISION

The Department of the Interior's mission is to protect and provide access to our Nation's natural and cultural heritage and honor our trust responsibilities to Indian Tribes and our commitments to Island communities. The Department will be an innovative leader in "greening" the Federal government by actively and systematically protecting the natural processes that sustain life on Earth. To fulfill this vision, Interior will, in its own operations, minimize solid waste, prevent pollution, save energy and other resources, reduce greenhouse gas emissions, and encourage public support and participation.

EXECUTIVE SUMMARY

This Strategic Plan outlines goals, implementing strategies, and management controls to satisfy the requirements of Executive Order 13101, "Greening the Government Through Waste Prevention, Recycling and Federal Acquisition," and to further and focus efforts to make DOI facilities more sustainable (both in design and operation). The goals establish DOI targets for diversion of waste through recycling at 40%, 45%, and 50% for the years 2000, 2005, and 2010. Goals for green purchasing and property management focus on the use of nine recycled content, environmentally preferable, and/or biobased products in all DOI facilities, which will be tracked as indicators of broader program adoption. Strategies are outlined to institute policies and practices which will promote the incorporation of environmental considerations into all levels of procurement, from credit card purchasing to large acquisitions. Other strategies approach this issue through facility and property management activities. Implementation is overseen by the Interior Management Council and Interior's Agency Environmental Executive, as supported by an interbureau workgroup.

PURPOSE

The Strategic Plan for Greening the Department of the Interior (Strategic Plan) provides a vision and road map for future waste prevention, recycling, and federal acquisition across DOI, as required by Executive Order (EO) 13101 - "Greening the Government Through Waste Prevention, Recycling and Federal Acquisition" and Section 6002 entitled "Federal Procurement" of the Resource Conservation and Recovery Act (RCRA).

While this Strategic Plan addresses the requirements of EO 13101, there are additional EOs related to *Greening the Government* including Executive Order 13123, "Greening the Government Through Energy Efficient Management." Environmental leadership and transportation are topics of draft EOs

under consideration. The Department and bureaus intend to continue to work together to synthesize goals and implement strategies for these additional requirements into a single, comprehensive *Strategic Plan for Greening the Department of the Interior*.

BACKGROUND

Scope

The scope of EO 13101 includes waste prevention, recycling, and "green" procurement activities at federal facilities. The EO directs federal agencies to enhance recycling activities and give preference in purchasing recycled content products (RCPs), environmentally preferable products (EPPs), and biobased content products (BCPs). Through implementation of EO 13101, DOI will continue to be a leader in the area of sustainability.

Building on Accomplishments

Over the past three decades, DOI bureaus have established successful waste prevention and recycling programs and projects, and green acquisition initiatives around the country. The bureaus continue to take steps to prevent pollution and promote the acquisition and use of environmentally preferable products and services in their activities. These projects, often which are undertaken through partnerships with other agencies, state and local governments, and non-governmental organizations, have contributed significantly to DOI greening efforts and have brought the Department and its employees much recognition.

While our efforts to fulfill executive environmental mandates have been significant, we can and must do more. DOI manages and operates hundreds of facilities that provide significant venues for promoting and showcasing the government's commitment to incorporating waste prevention and recycling in its daily operations and use of products made from recovered materials or with less adverse impact on the environment. Furthermore, these efforts help educate the public and foster understanding of and support for these initiatives in our broader society. This educational component connects well with the overall DOI mission of protecting our Nation's natural and cultural resources, and interpreting the significance of those resources for all Americans.

Through its commitment to the vision, goals, and implementation strategies of this Strategic Plan, DOI will not only meet, but surpass the goals and requirements of EO 13101. By doing this, the Department of the Interior will demonstrate that it is the premier environmental and conservation agency within the government.

Opportunities

Each product and service purchased by DOI is a discrete opportunity to move

toward more environmentally-sensitive and sustainable facility design and operations. Across DOI, nearly \$500 million was spent in fiscal year 1999 on the procurement of supplies, equipment, and facilities maintenance. This represents approximately nine percent of the DOI operations budgets (for the land management bureaus, the amount is as much as 15 percent). The DOI budget for line-item construction (almost \$500 million in fiscal year 1999) also represents opportunities for waste prevention and greater utilization of green products. The magnitude of budget in these areas (nearly \$1 billion) reflects the volume and scope of activities to be influenced through implementing the strategies discussed below.

OUR GOALS

Waste Prevention and Recycling Goals

DOI will endeavor to minimize the creation of solid waste through waste prevention, and recycling. DOI is committed to creating a culture of waste awareness in all DOI employees who then are motivated to take actions to avoid the generation of waste. Waste not generated is difficult to measure, and, thus, is not included in the goals below. The Department seeks to capture associated benefits from these activities, including: reduced use of landfill space; lower landfill tipping expenses; reuse of valuable commodities; reduced energy consumption; and reduced greenhouse-gas emissions. Specifically, DOI will:

- Divert solid waste from disposal in landfills through recycling at the rate of 40% by the year 2000, 45% by year 2005, and 50% by year 2010. Individual bureau facilities goals must meet applicable state requirements, summarized in Appendix B, if higher. (Note: No base year is required for diversion rate calculation, see Tracking Goals section below.)

- Recycle the following commodities at all facilities unless significant barriers exist (e.g., lack of markets, cost): white paper; mixed paper/newspaper; cardboard; aluminum; plastic (#1 PET and #2 HDPE); glass; pallets; scrap metal; toner cartridges; and, consistent with applicable hazardous waste regulations, fluorescent lamps and ballasts; batteries; used oil, antifreeze, and tires.

DOI Green Procurement and Property Management Goals

The DOI goal is to purchase products that have the highest percentage of recovered materials practicable, considering product price, availability, and performance. DOI will focus this effort particularly on products designated by the Environmental Protection Agency (EPA) in the Comprehensive Procurement Guideline (CPG), summarized in Appendix C. The DOI goal also is to purchase environmentally preferable products and biobased products.

Targeting products and services purchased routinely, DOI commits to reach one-hundred percent compliance with the following goals, and to improve by at least 30% each year until these goals are achieved (FY 2000 becomes baseline):

- Operate all DOI-managed fleet vehicles (including owned and leased) using re-refined oil, retread tires (when replacing tires), and reclaimed engine coolant. (Note: Certain vehicle types will be targeted for retread use when replacing tires as clarified in forthcoming Department guidance.)
- Utilize in the operation of all DOI facilities (including owned and leased space) recycled-content bathroom tissue, paper towels, and plastic trash bags.
- All copy paper used by DOI will contain at least 30% postconsumer material.

- At all DOI facilities, utilize copy paper, bathroom tissue, and paper towels that have been manufactured without the use of chlorine in deinking and bleaching.
- Utilize either recycled content carpet (face fiber or backing) or factory-refurbishable carpet for all new installations in DOI facilities.
- On a pilot basis, utilize biobased, biodegradable lubricating and hydraulic oils in equipment where spillage to the environment might occur (e.g., chain saws, marine outboards, lawn mowers, and snow mobiles).

Factors Affecting Goal Achievement

There are certain factors that may affect achievement of our goals. These factors pose challenges to implementation of the program and are, therefore, appropriate to address in the implementing strategies and action plan. These factors include:

- **Resource availability:** Funding and other resources will be required for implementation activities, such as guidance-document development, web site enhancement, pilot projects, and training.
- **GSA:** Assistance and cooperation from GSA will be needed to modify the current maintenance practices applied to vehicles that the Department leases through GSA, and to modify the terms of new and existing building-space leases.
- **Commercial vehicle services:** To streamline operations and as a pollution prevention strategy, many bureaus have turned to private enterprises to obtain vehicle maintenance services, rather than retain mechanics on staff. When DOI vehicles are serviced by a commercial source, it will be necessary to specify or

otherwise arrange for the use of re-refined oil and reclaimed engine coolant. The cooperation of these service providers will be critical in achieving vehicle-product goals.

- **Retread tires:** Departmental guidance is needed regarding which vehicle types are appropriate applications for retread tires.
- **Training and Awareness:** Consistent with acquisition streamlining, more than twenty-thousand credit cards have been issued to DOI purchasers. Achieving the DOI goals for purchasing green products will require comprehensive initiatives to orient credit-card users to these purchasing preferences and provide resources to help them find the preferable products. It is also particularly important to address misperceptions about recycled-content and environmentally-preferable products that may be based on experiences with products early in their development before adequate quality and performance levels were attained.
- **Lack of product availability, timely delivery, unreasonable pricing, and poor performance:** These are factors external to DOI that may limit DOI's ability to meet established goals.
- **Contracting cycles.** Where possible, DOI will approach its contractors and concessioners who operate under existing contracts and request that appropriate modifications be made. This may not always be possible or successful. As these contracts expire, clauses will be added to these contracts, consistent with this Strategic Plan and the mandates of EO 13101.

Tracking Progress to Meet Waste Prevention and Recycling Goals

The Agency Environmental Executive (AEE) will track progress made by bureaus

toward the achievement of established goals. A Departmental memorandum from the Office of Environmental Policy and Compliance (OEPC) will be sent to bureau heads at the beginning of each fiscal year outlining how tracking data will be collected. A second memorandum will be sent at the end of the fiscal year calling for annual reporting. The OEPC website will be enhanced to allow field sites to report their data more easily via the Internet.

Note: Diversion rate (in tons)
(requires no base year)

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Materials Recovered Through Recycling (tons)
Total Waste (landfilled, incinerated, recycled, composted)

Tracking Efforts to Achieve Green Procurement and Property Management Goals

The Office of Acquisition and Property Management (PAM), in cooperation with the Property Management Partnership Group and the Acquisition Management Partnership Group, will develop for FY2000 (revise annually thereafter) and promulgate a survey tool to gather information annually from all bureau facilities. PAM will request that bureaus provide survey data at the end of the fiscal year to determine compliance with the green procurement goals, including: vehicle-related goals (re-refined oil, retread tires, and reclaimed engine coolant); facilities-operations-related goals (bathroom tissue, paper towels, trash bags, copy paper, carpeting, and biobased lubricating oil); and any other purchases of CPG products, EPP, or BP.

Survey data will be validated by information obtained from vendor sources and through the bureau environmental auditing programs. General Services Administration (GSA) and the Government Printing Office (GPO) will be contacted for information regarding paper purchasing. The Defense Logistics Agency will report on

the DOI purchases of re-refined oil. The auditing program is discussed further below.

Bureau Goals

Bureaus are encouraged to augment the DOI goals by adopting additional, more-ambitious goals than those contained in this Strategic Plan.

Future Goal Development

The *Strategic Plan* will be updated periodically when it is appropriate to set new goals due to advances in product performance, improved product pricing, and/or as tracking/reporting systems improve and make it easier to track purchasing (e.g., via credit-card statements).

IMPLEMENTATION STRATEGIES AND ACTION PLAN

The seventeen implementation strategies outlined below frame a coherent program that will lead DOI to further the vision and achieve the Waste Prevention and Recycling Goals and the Green Procurement and Property Management Goals of this *Strategic Plan*. These strategies are consistent with the executive directives in EO 13101.

With oversight and support from the *Interior Management Council*, the *Greening the Interior Partnership Group* shall produce an *Action Plan for Greening the Department of the Interior* for the purpose of planning and coordinating specific activities that expand upon these identified strategies. The *Action Plan* will be updated annually.

Waste Prevention and Recycling Strategies

1. Develop bureau and facility Waste Prevention and Recycling Programs. (per Section 705(a)(1) in EO 13101)
2. Designate bureau and facility Waste Prevention and Recycling Coordinators. (per Section 705 (a)(2) in EO13101)
3. Initiate cooperative efforts to recycle among bureau facilities and with other State and local entities within geographical clusters. (per Section 705 (b) in EO13101)
4. Allocate to waste prevention and green procurement projects the revenues generated by recycling managed by the General Services Administration, in accordance with Part 3 of the Departmental Manual (515 DM3).

Green Procurement and Property Management Strategies

5. Develop policy and guidance on the consideration of environmental factors in acquisition planning. (per Section 401 in EO 13101)
6. Update the DOI's Affirmative Procurement Program policy, and develop bureau Affirmative Procurement Programs and activities. (per Section 402 in EO 13101)
7. Develop model contract language for services and goods routinely used throughout the Department which incorporate and specify waste prevention and green procurement.
8. Target projected contracts over \$100,000 for incorporation of revised language to implement waste prevention and green procurement. (per Section 501 in EO 13101)
9. Develop and disseminate green procurement training materials. (per Section 801 in EO 13101)
10. Partner with procurement sources to ensure the products that are sold to DOI comply with RCRA and EO 13101, and support DOI goals.

11. Execute pilot projects to evaluate products for efficacy, environmental benefits, and cost of use.
(per Section 503(b) in EO 13101)

General Program Strategies

12. Establish goal tracking and auditing protocols.
13. Establish benchmarks for recognition of facilities showing leadership in DOI by comprehensive adoption of these initiatives.
14. Develop model facilities within each bureau, including the Main Interior Building (MIB), which exemplify sustainable design principles and utilize green construction products.
(per Section 704 in EO 13101)
15. Ensure that building space leased by DOI (or for DOI by GSA) incorporates sustainable design, green products and services, recycling, energy management, and water conservation in building development and operation.
(per Section 702 in EO 13101)
16. Recognize outstanding efforts within the Department to promote mandates of EO 13101.
(per Section 802 in EO 13101)
17. Host "Greening the Interior" work shops to further discourse and understanding of sustainability as it applies to DOI operations.

MANAGEMENT CONTROLS

The *Strategic Plan* and implementation *Action Plan* will be realized through the dedication of staff and resources to undertake, coordinate, oversee, track, and report on these efforts.

Interior Management Council

The *Interior Management Council* (IMC) will track implementation of the *Strategic Plan* in all bureaus, in conjunction with the Agency Environmental Executive.

Budget Guidance

The Department's guidance for submission of bureau budgets and five-year budget plans will be amended to instruct bureaus to indicate what funding needs exist to support the activities of this *Strategic Plan*.

Greening the Interior Partnership Group

The Greening the Interior Partnership Group, an intra-bureau group, will coordinate the development and execution of a two-year *Action Plan*. The Partnership Group will consist of representatives having expertise in property, procurement, facility management, environmental management, and legal affairs. The Director of the Office of Acquisition and Property Management and the Director of the Office of Environmental Policy and Compliance will oversee this group. Following approval of this *Strategic Plan*, the Greening the Interior Partnership Group will develop a charter for IMC approval; this charter will direct the Partnership Group to expand this *Strategic Plan* to encompass additional *Greening the Government* initiatives and goals.

The Greening the Interior Partnership Group will work with the Acquisition Management Partnership Group and the *Property Management Partnership Group*. These Partnership Groups are professional organizations made up of Departmental (Office of Acquisition and Property Management) and bureau officials responsible for the management of acquisition systems and of real, personal, and museum property.

Environmental Audit Program

Bureau environmental auditing programs developed pursuant to Departmental Manual Part 515 Chapter 2 (515 DM 2) will develop protocols to evaluate DOI facilities

for compliance with Section 6002 of RCRA and for consistency with the Department and bureau goals for recycled-content purchasing, environmentally preferable purchasing, biobased product utilization, and waste prevention. Auditing will particularly focus on recycled content products that EPA has chosen for emphasize in its federal facility enforcement program.

Department and Bureau GPRA Plans

The Department will highlight the *Strategic Plan* goals in the Department Government Performance and Results Act (GPRA) Strategic Plan.

Reporting to the Federal Environmental Executive

The Department's Agency Environmental Executive will report annually to the Federal Environmental Executive on progress made in implementation of EO 13101 and toward attainment of goals. The Federal Environmental Executive will report biannually to Congress on the progress made by federal agencies.

AUTHORITIES AND GUIDANCE

In the Resource Conservation and Recovery Act, agencies that purchase products designated by the U.S. Environmental Protection Agency (EPA) are directed to procure such items composed of the highest percentage of recovered materials practicable (unless a decision to not do so is based on a determination that the product is not available within a reasonable period of time, or that the product fails to meet applicable performance standards, or that the product is only available at an unreasonable price).

Under EO 13101, agencies are encouraged to consider purchasing environmentally preferable and biobased products. In addition, Executive Order 13134,

"Developing and Promoting Biobased Products and Bioenergy," also encourages agencies to procure biobased products designated by the U.S. Department of Agriculture (USDA). The citations for the applicable statute, codifying regulations, and guidance follow:

- Section 6002, Resource Conservation and Recovery Act (RCRA), "Federal Procurement"
- Code of Federal Regulations (CFR) Part 40 Section 247, "Comprehensive Procurement Guideline for Products Containing Recovered Materials" (*Appendix C lists the designated products*)
- Federal Acquisition Regulation (FAR) Part 23.4 "Use of Recovered Materials" Part 23.7 "Contracting for Environmentally Preferable and Energy-Efficient Products and Services" Part 23.8 "Ozone-depleting Substances"
- "Strategic Plan to Implement Executive Order 13101, *Greening the Government Through Waste Prevention, Recycling, and Federal Acquisition.*" White House Task Force on Recycling, March 13, 1999
- "Final Guidance for Environmentally Preferable Purchasing," August 20, 1999 (*Appendix D summarizes the Guiding Principles and EPP product attributes*)
- "Procedures for Submission of Biobased Products for Listing by USDA," August 13, 1999 (*Appendix E lists the proposed product categories*)
- "Guidance on Conducting Inspections of Federal Facilities for Compliance with Section 6002 of the Resource Conservation and Recovery Act," U.S. Environmental Protection Agency, May 12, 1999.

A P E N D I C E S

- Appendix A: Definitions
- Appendix B : Summary of State Waste Diversion Requirements
- Appendix C: Recovered Material Content Products Designated by EPA within the Comprehensive Procurement Guideline

Appendix D: Summary of EPA's Guiding Principles For Environmentally Preferable Purchasing and EPP Product Attributes

Appendix E: USDA's Proposed List of Biobased Product Categories

APPROVALS



Ken Smith
Deputy Chief of Staff

John Seery
Assistant Secretary
Policy, Management and Budget

CONCURRENCES

William R. Taylor
Office of Environmental Policy and Compliance

Debra E. Anderson
Office of Acquisition and Property Management

Timothy W. Kelly
National Business Center

Kevin J. ...
Assistant Secretary
Indian Affairs



Solida A. Manuel
Indian Affairs

Suzanna V. Bacon
ACTING Assistant Secretary
Lands and Minerals Management



Tom ...
Bureau of Land Management



W. Rosenbush
Minerals Management Service



Kathy Fayson
Office of Surface Mining Reclamation and Enforcement

Assistant Secretary
Acting Water and Science



U.S. Geological Survey



Bureau of Reclamation

Assistant Secretary
Fish and Wildlife and Parks



U.S. Fish and Wildlife Service



National Park Service