

## ***Council on Recycling***

### **PROCEEDINGS REPORT February 17, March 13, and April 15, 2009**

#### Participants

##### **Council Members Present:**

Greg David  
Jeff Fielkow  
Rick Meyers  
James Cromwell (proxy for Neil Peters-Michaud)  
John Reindl  
Charlotte Zieve

##### **Also attending:**

Steve Brachman - SHWEC  
Sharon Ehrhardt - Jefferson County  
Larry Hagaman - Hilltopper Refuse  
Jennifer Havens - St. Croix County  
Cynthia Moore - DNR  
Eric Uram - Sierra Club  
Brad Wolbert - DNR

##### **Compiled and Facilitated by:**

Steve Grabow, Professor and Community Development Educator  
University of Wisconsin-Extension, Jefferson County Office

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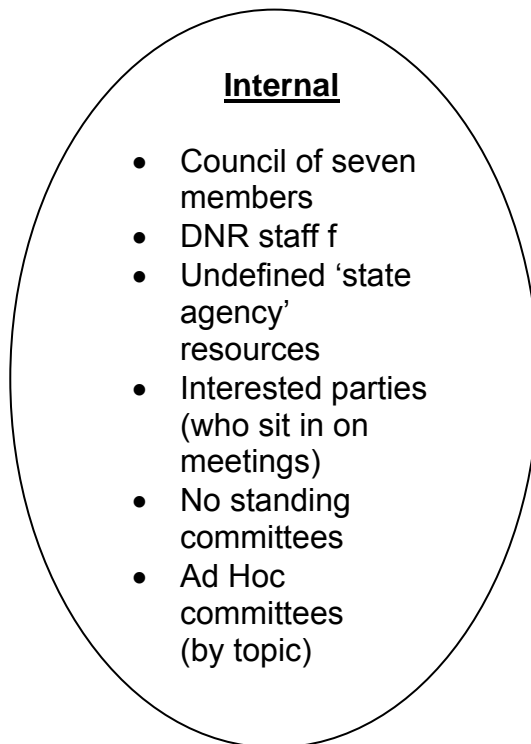
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## Section 1 STAKEHOLDER ANALYSIS

### External

- State legislature/
  - individual legislators, sponsors, champions
  - Governor's office
  - General public
  - Environmental groups: Clean WI, Audubon, Sierra Club
  - DNR
  - Local government
  - RUs
  - Statewide associations
  - Counties
  - Towns
  - Cities
  - University System
- 
- State agencies (other than DNR)
  - DOA
  - DOT
  - Retailers and their associations
  - Best Buy
  - Staples
  - Home improvement stores



- ❖ Manufacturers/resource generators
- ❖ Solid waste industry
- ❖ Haulers/handlers
- ❖ Landfill owners/operators
- ❖ MRF operators
- ❖ Businesses using recyclables
- ❖ Topic-driven stakeholders
- ❖ Mercury
- ❖ Electronics
- ❖ Stickies
- ❖ Ag plastics

- Private consultants
- Separate SW and recycling organizations
- WMC
- CREWE

- Non-human stakeholders:
  - Animals
  - Land
  - Water
  - Air

## **MEASURES OF HOW KEY STAKEHOLDERS JUDGE THE COUNCIL (NOT IN ORDER)**

### **Local government/RU**

- Extent to which the Council demonstrates its existence and is visible
- Extent to which Council 'success stories' are communicated
- Extent to which 'advise' is provided to local government
- Extent to which 'issues of the day' are communicated
- Extent to which key resource info is provided and linked to the Council
- Extent to which purpose/function of Council is shared with local gov't

### **Legislature/legislators**

- Extent to which mission/purpose/function is clarified to them
- Extent to which advice is incorporated into policy
- Extent to which 'their constituency' is benefited
- Extent to which 'public programs' are working, public issues addressed
- Extent to which Council influences/improves policy or provides support for legislative agenda

### **DNR**

- Extent to which attention of certain issues is brought to DNR
- Extent to which the DNR is apprised of issues that should be 'on their radar screen'
- Extent to which issue awareness is brought to DNR and local gov't
- Extent to which action is taken on key issues
- Extent to which Council and Task Forces participate with DNR
- Extent to which Council supports DNR budget requests

### **Governor's office**

- Not sure

(Note: there are over 60 councils/boards/commissions in state)

### **UW System**

- Extent/number of 'research' requests received
- Extent to which Council raises possible or emerging issues
- Extent to which there is sharing or partnering on issues
- Extent to which Council may be a budget advocate for UW-Ex, UW-System, faculty, students, local businesses

### **Recycling businesses**

- Extent in providing assistance and support
- Extent in providing advocacy for legislation, rule-making to assist their waste diversion business

### **Topic-Driven stakeholders**

- Ability to be engaged
- Extent to which the Council identifies need for these topics
- Extent of recognition of robust issues
- Extent we provide 'balance' on topics
- There may be opposing perspectives

### **Solid waste industry**

- Similar to topic driven

### **General public/Env groups**

- Output/activities sustainable
- Extent to which 'big picture' scenario is considered
- Extent to which more 'voices' are brought into decision making
- Extent to which participation is 'easy & affordable'
- Extent that the Council is transparent

## **Section 2 MANDATES**

### **Formal**

#### **Statute:**

- Promote efficient and prompt implementation of state programs related to solid waste reduction, recovery, recycling
- Advise officials (state, county, municipal)
- Advise DNR/UW on education and research
- Advise DNR on plans statewide announcements

#### **Other:**

- Respond to policy directives by governor and/or legislature
- Meeting protocol requirements (at least one meeting per year)
- Bylaws- have them but not readily available
- Working definitions of solid waste, recycling, recyclables in statute

### **Informal**

- Respond to responsible unit (RU) requests
- Respond to issues from various trade groups, etc.
- Council to stay informed on relevant issues of recycling
- To be leaders in 'thought based' knowledge about recycling
- Expect that we keep track of future needs (i.e. scrap wood from emerald ash borer)
- Expectation to be 'visionary'
- Expect that we are open to 'big picture' of environmental matters (e.g. climate change, oil, environmental emissions)
- Expect that we are involved in all matters of 'sustainability'
- Help businesses understand material flow (pollution prevention)
- Meet at least five times each year
- Develop and annual report each year (to keep people informed and to provide a 'road map' of where we've been)
- Have refined/updated definitions
- Maintain a culture that individual members influence the Council to address matters of strong importance to them and their 'prime issues'
- Recognize that the Council has changed and it is changing (e.g. smaller Council size, no longer having legislators on the Council, no marketing board, some burn-out)
- Council may have lost some of its influence as some issues have become institutionalized elsewhere (stakeholders' view of Council's importance may have changed)
- Expect that Council still plays an important role despite stakeholders' changing view of the Council
- Expect this Council to respond to public's enthusiasm/support of recycling
- Expectations that 'success' may mean others doing complementary work (i.e. that some issues have become 'mainstream')

### **Section 3 MISSION**

#### **Mission Statement/Purpose:**

*“To advise the Governor, Legislature and state agencies on solid waste reduction, recovery and recycling policy”*

#### **Observations**

- Also: promote efficient and prompt implementation of programs
- Existing is ‘too restrictive’. We do more- such as co-benefits of energy reduction
- Too limited- we advise DNR local officials, more
- Questioning policy (implementation also important)
- ‘Advise’ is great but we also need to consider ‘implementation of advise’
- Can go beyond what statute outlines in our mission

#### **Alternative 1:**

To advise the state of Wisconsin, its municipalities, its businesses and the public on waste reduction, recycling and recovery programs in Wisconsin

#### **Observations**

- Other ideas considered
- Question limiting it to ‘the state’
- Develop recommendations
- To create a sustainable
- Restorative

Note: Members tentatively OK’d Alternative 1

**Section 4**  
**ASSESSMENTS: STRENGTHS, WEAKNESSES, OPPORTUNITIES  
AND CHALLENGES (S.W.O.C.) ANALYSIS**

**Internal Strengths**

Influence/Diversity/Relevance/Marketing/Awareness/Education

- Knowledge base
- Motivation
- Diversity of opinion
- Known brand
- Members' influential contacts
- History of operations - knowledge

Stakeholders/Partners/Government

- Expertise of state agencies
- Ability to form special committees with state and local expertise

Organizational Structure/Members

- Make up of Council
- Network created by members
- Experienced DNR staff support
- Members' influential contacts

Content/Issues/Topics/Projects

- Tackle hot topics

Purpose/Mission/Mandates

- Mandate to advise decision & opinion makers
- Mandates are not restrictive
- Complete freedom from political pressure

Climate/Change Dynamics/Attitudes/Greening

- Forum/voice for sustainability

## Internal weaknesses

### Influence/Diversity/Relevance/Marketing/Awareness/Education

- Lack of 'teeth'
- Lack of legislators
- Madison/Milwaukee thing (lack of geographical diversity)
- Insufficient branding/marketing
- Perceived lack of relevance
- Lack of scope- needs broadening

### Purpose/Mission/Mandates

- Lack of awareness about mission & existence
- Difficult to maintain enthusiasm since recycling is institutionalized
- Process ambiguity- not clear on steps to implement mandates

### Organizational Structure/Members

- Small size
- Slow pace of membership replacement
- Time needed for educating new members
- Members are volunteers

### Finance/Budget/Revenue

- Lack of budget/staff

### Content/Issues/Topics/Projects

- Lack of ongoing forum for new issues

## External Opportunities

### Climate/Change Dynamics/Attitudes/Greening

- Broad support for recycling
- Political climate favorable
- 'Peak' phenomenon (oil, other resources diminishing)
- Change in business communities to green
- Product life cycling and carbon footprint
- Tight government budgets make folks open to new solutions
- Tremendous interest in our issues
- Shift in public attitudes as government budgets tighten
- Climate change - energy savings connection
- Producer responsibility (electronics) paradigm shift
- TV digital transition

### Purpose/Mission/Mandates

- Council is statutory

### Business Implications/Recycling Markets/Industry Factors

- Markets and job opportunities in industry
- Corporations becoming more accountable due to liability

### Stakeholders/Partners/Government

- Blend between mandates for recycling content
- Framework legislation
- Governors' Task Force recommendations

### Finance/Budget/Revenue

- Proposed EPA increased budget
- Educational opportunities as local budgets get tighter
- Economic stimulus money
- Recycling fund grant notifications

### Content/Issues/Topics/Projects

- Waste to energy = waste as a resource

## External Threats/Challenges

### Influence/Diversity/Relevance/Marketing/Awareness/Education

- Local government costs increasing while budgets tighten- can't keep taking all products
- Public confusion due to lack of markets
- Narrowing perception that recycling is a luxury
- Lack of legislative and gubernatorial support
- Confusion on how statewide organizations fit together
- Lack of organization education/liaison
- Public desire for recycling may lead to undermining recycling programs
- Others don't give us credence

### Business Implications/Recycling Markets/Industry Factors

- Business stressed by need to make a profit
- Fluctuating markets
- Wall St/business cycle- need longer term payback
- Subsidizing virgin materials/energy
- Finding viable markets

### Content/Issues/Topics/Projects

- Burning of materials still occurring (e.g. ag plastics)

### Finance/Budget/Revenue

- Lower recycling revenue
- Lack of full cost accounting (externalizing costs)
- Recycling fund diversions
- Wholesale cancellation of grants in the budget

### Stakeholders/Partners/Government

- Lack of staffing (DNR) and in local government
- Vested interests shortsightedness

### Purpose/Mission/Mandates

- Pressure to do more outside of core mission
- Inability to be more than advisory = confusion in local governments

## Section 5 ISSUES

*Participants organized the S.W.O.C. Analysis into 8 theme areas or preliminary issues. They then framed each theme area as a fundamental challenge stated as a question. The following eight issues emerged.*

### A. Organizational Structure/Members

- How do we enhance our organizational effectiveness and member involvement?

### B. Influence/Relevance/Awareness

- What are ways we can better influence recycling and be more visible?
- How do we make key people aware of the relevance of our organization?

### C. Stakeholders/Partners/Government

- How can we better support and partner with key stakeholders?

### D. Finance/Revenue

- How do we help work for adequate/sufficient State funding for recycling?
- How do we make the “business-case” to assure State continued financial support for recycling? (May be more of a strategy.)

### E. Business Implications/Industry Factors

- How can we best work to help assure better business recycling?
- How can we help assure policy and tools useful for business recycling?

### F. Climate/Change Dynamics

- How do we take advantage of all those “change dynamics”? (See list of opportunities.)

### G. Purpose/Mission

- How do we create internal structure to meet our mission of “advising”? (Note: A, B & G closely related.)

### H. Content/Projects

- How do we identify emerging or continuing projects/topics and take a leadership role?
- How do we appropriately respond to “on-demand” projects as they emerge?
- How do we deal with a core set of ongoing projects/topics and also dealing with on-demand emerging topics? (Note: G & H also related.)

## Determination of Strategic Nature of These Issues

*Participants identified seven criteria that were developed to help determine the strategic nature of each issues.*

### **Criteria**

- Relation or extent to which it meets our mission.
- Extent to which it impacts key stakeholders.
- Extent to which it showed up in S.W.O.C. Analysis (frequent).
- Consequences of not addressing.
- Ability to do something/willing to take a leadership role.
- Your gut tells you something needs to be done.
- Extent to which issue impacts/or relates to other issues.

## Strategic Issue Decision Matrix

*Participants applied ratings for each criterion to each issue. The following empirical ratings were the result.*

<u>Issues</u>	Mission	Consequences of <u>Not</u> Addressing	Ability To Do Something	Gut Factor	Impact Other Issues	Total	Rank
A. Organizational Structure/Members		4	4.5	4		12.5	4
B. Influence/Relevancy/Awareness-Raising		4.5	4	4.8		13.3	3
C. Stakeholders/Partners		3	3.5	3.0		9.5	6
D. Finance/Revenue		5	1.5	5.0		11.5	5
E. Business Implications		4	1	3.2		8.2	8
F. Change dynamics		2	4	3.4		9.4	7
G. Purpose/Mission		4	4.5	5.0		13.5	2
H. Project Topics		5	4.5	5.0		14.5	1

### Scale

- 5 Highest/Most Important
- 1 Lowest/Least Important

**APPENDIX:**

**Agendas for February 17, March 13 and April 15, 2009 Workshops**

Council on Recycling  
Strategic Planning Workshop 1  
February 17, 2009

Agenda

- Call To Order
- Introductions and Announcements
- Minutes
- Updates
- Elections
- Public Comment
- Strategic Planning
  - Mandates:
  - Stakeholder Analysis
  - Measures of How Key Stakeholders Judge the Council
  - Mission Statement/Purpose
- Other Business:
- Adjournment:

Council on Recycling  
Strategic Planning Workshop 2  
March 13, 2009

Agenda

- Call To Order
- Introductions and Announcements
- Minutes
- Strategic Planning
- Public Comment
- Other Business
- Adjournment

Council on Recycling  
Strategic Planning Workshop 3  
April 15, 2009

Agenda

- Review Earlier Steps (9:30 a.m.±)
- Review S.W.O.C. Findings (Organized further by Themes/Preliminary Issues)
- Frame Issues as Questions
- Determine Strategic Issues (Decision Matrix)
- Follow-Up on Strategies/Strategy Direction
  - Council to review at May meeting
  - Follow-up – facilitated with “Strategy Direction” Workshop in June or August
- Adjourn – 12 p.m.