

Testimony in Opposition  
to  
House Bill 2960  
in the  
Oregon House Committee On Climate, Energy, and Environment

March 20, 2025

Dear Chair Lively, Vice-Chairs Gamba and Levy, and Members of the House Committee On Climate, Energy, and Environment,

The Flexible Packaging Association (FPA) appreciates the opportunity to submit testimony on House Bill 2960 (Gamba), which would ban advanced recycling in the State of Oregon and prohibit Oregon's government from investing in advanced recycling technologies.

**I. Background on FPA and Flexible Packaging**

FPA represents flexible packaging manufacturers and suppliers to the industry in the United States. Flexible packaging represents \$42.9 billion in annual sales; is the second largest, and fastest-growing segment of the packaging industry; and employs approximately 85,000 workers in the United States. Flexible packaging is produced from paper, plastic, film, aluminum foil, or any combination of these materials, and includes bags, pouches, labels, liners, wraps, rollstock, and other flexible products.

These are products that you and I use every day—including hermetically sealed food and beverage products such as cereal, bread, frozen meals, infant formula, and juice, as well as sterile health and beauty items and pharmaceuticals, such as aspirin, shampoo, feminine hygiene products, and disinfecting wipes. Even packaging for pet food uses flexible packaging to deliver fresh and healthy meals to a variety of animals. Flexible packaging is also used for medical device packaging to ensure that the products packaged, like diagnostic tests, IV solutions and sets, syringes, catheters, intubation tubes, isolation gowns, and other personal protective equipment maintain their sterility and efficacy at the time of use. Trash and medical waste receptacles use can liners to

manage business, institutional, medical, and household waste. Carry-out and take-out food containers and e-commerce delivery, which became increasingly important during the pandemic, are also heavily supported by the flexible packaging industry.

Thus, FPA and its members are particularly interested in and deeply committed to solving the plastic waste issue and increasing the recycling of all packaging. FPA is deeply troubled by the efforts to ban advanced recycling in the State of Oregon, which would stymie the circularity efforts for modern packaging manufacturers that have had to contend with our nation's out-of-date recycling system.

Flexible packaging is in a unique situation as it is one of the most environmentally sustainable packaging types from water and energy consumption, product-to-package ratio, transportation efficiency, food waste, and greenhouse gas emissions reduction standpoints. But circularity options for flexible packaging are currently limited. There is no single solution that can be applied to all communities when it comes to the best way to collect, sort, and process flexible packaging. Viability is influenced by existing equipment and infrastructure; material collection methods and rates; volume and mix; and demand for the recovered material. Single-material flexible packaging, which is approximately half of the flexible packaging waste generated, can be mechanically recycled primarily through store drop-off programs; however, end markets are scarce. The other half can be used to generate new feedstock, through advanced recycling technologies like pyrolysis and gasification.

Developing end-of-life solutions for flexible packaging is a work in progress, and FPA is partnering with manufacturers, recyclers, retailers, waste management companies, brand owners, and other organizations to continue making strides toward total packaging recovery. Some examples include The Recycling Partnership (TRP); the Materials Recovery for the Future (MRFF) project; the Hefty® ReNew® Program; the Consortium for Waste Circularity; and the Flexible Film Recycling Alliance (FFRA). All these programs are seeking to increase the collection and recycling of flexible packaging. Also, increasing the recycled content of new products, including packaging, will not only create markets for the products, but will also serve as a policy driver for the creation of a new collection, sortation, and processing infrastructure for the valuable materials that make up flexible packaging.

It is FPA's position that a suite of options is needed to address the lack of infrastructure for non-readily recyclable packaging materials, and promotion and support of market development for recycled packaging is an important lever to build that infrastructure. FPA also supports well-crafted EPR that can be used to promote this needed shift in recycling in the U.S. FPA continues to engage with the Oregon EPR program to ensure fees on packaging are properly directed to infrastructure for that packaging material. It is with this background that FPA provides this testimony against HB 2960.

## **II. What is Advanced Recycling?**

Common advanced recycling technologies like pyrolysis, gasification, and depolymerization convert used plastics that would be considered waste into high-value materials using methods that are regularly deployed in other industries. Despite being a nascent industry compared to other materials that have had centuries to figure out how to design for a circular economy, our industry has voluntarily invested over \$7 billion which has led to a massive 21 billion pounds of plastic waste being diverted from landfills across the nation each year.<sup>1</sup> In time, we are confident that engineers and chemists will be able to definitively make the case for a circular plastics economy.

A common myth that our Association constantly must dispel is that advanced recycling is just burning plastic waste through incineration, when in reality, this type of recycling relies on cutting-edge technologies that purposefully operate with little to no oxygen (allowing for the recovery of material). Furthermore, advanced recycling produces emissions equal to or lower than similar facilities in other industries with the added benefit of no measurable lead or dioxin emissions.<sup>2</sup> All advanced recycling facilities are subject to the same Clean Air Act standards as mechanical recycling and often outcompete those facilities on environmental indicators.

## **III. Constituents Believe in the Science of Advanced Recycling**

In compiling evidence for the FTC's Green Guides, which are developed to ensure truth in advertising, the American Chemistry Council's plastics division partnered with Heart + Mind

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<sup>1</sup> Ross Eisenberg & Craig Cookson, *Advanced Recycling: Remaking Plastics to Meet Sustainability Goals* (Washington D.C.: American Chemistry Council, 2023), 2-3.

<sup>2</sup> Eisenberg & Cookson, 3.

Strategies to field an independent nationally representative survey that showed a staggering 88% of Americans consider advanced recycling to be recycling.<sup>3</sup> Our members know that consumers view advanced recycling as an important part of fixing our nation's woefully inadequate recycling system and have been proactively developing the technologies to address the resulting waste.

According to The Recycling Partnership's 2024 State of Recycling Report, there are no material recovery facilities in Oregon that accept film and flexibles. Any ban on advanced recycling will result in more plastic in the environment, destroy valuable feedstock for our industry, create inflationary pressure on consumers, and go against prevailing consumer sentiment. The Flexible Packaging Association believes this confounds the legislative intent of this bill.

#### **IV. Conclusion & Next Steps**

For these reasons, FPA and its members request that you reject HB 2960. Thank you for your consideration. We are happy to discuss any of these issues with you and your staff before your vote. If we can provide further information or answer any questions in advance of your decision, please do not hesitate to contact me at (410) 694-0824 or [jrichard@flexpack.org](mailto:jrichard@flexpack.org).

Respectfully,



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Flexible Packaging Association

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<sup>3</sup> Matthew Kastner, *Advanced Recycling Is Recycling, 88% of Americans Say in Survey* (Washington D.C.: American Chemistry Council, 2023).