



June 24, 2026

Washington Department of Ecology
Solid Waste Management Program
300 Desmond Drive SE
Lacey, WA 98503

Re: Comments on Draft Chapter 173-950 WAC — Recycling Reform Act Rulemaking

Dear Department of Ecology:

The Window & Door Manufacturers Association (WDMA) appreciates the opportunity to submit comments on the Washington Department of Ecology's draft rule language for Chapter 173-950 WAC, implementing the Recycling Reform Act.

WDMA represents leading manufacturers and suppliers of windows, doors, skylights, and related fenestration products across North America, including companies that operate in and serve the Washington market. Our members are committed to responsible manufacturing, environmental stewardship, and compliance with evolving packaging, recycling, and product stewardship requirements. WDMA supports efforts by state lawmakers and regulators to protect human health and the environment through effective and pragmatic policy solutions.

In the final rule, WDMA urges the Department to clarify that packaging used to ship, handle, store, unitize, and protect windows, doors, skylights, and related fenestration products in business-to-business (B2B) construction supply chains is not consumer-market packaging and should qualify for the statutory exemption for packaging used for bulk construction materials.

I. The rule should remain focused on consumer packaging and residential recycling.

The Recycling Reform Act's consumer-market focus should guide the scope of the final rule. Packaging used to ship, handle, and protect windows, doors, and skylights in construction supply chains serves a specialized building-product function and should be distinguished from consumer packaging entering Washington's residential recycling system. It is construction supply-chain packaging used to prevent breakage, water intrusion, finish damage, dimensional distortion, and other product failures before installation.

II. The rule should clarify that the statutory exemption for packaging used for bulk construction materials includes windows, doors, and skylights.

RCW 70A.208.020 identifies "packaging used for bulk construction materials" as an exempt material. The statute also separately excludes "paper for use in building construction" from covered paper products. However, the statute and draft rule do not define "bulk construction

materials” in sufficient detail for manufacturers of windows, doors, skylights, and other durable building products.

WDMA urges the Department to interpret and implement this exemption in a practical manner that reflects modern construction supply chains. Fenestration products are often custom-sized, project-specific, and require specialized protection during transport and handling. To this end, the Department should clarify that the statutory exemption for bulk construction materials includes packaging for windows, doors, and skylights.

III. Protective packaging prevents product damage and avoids greater waste.

Windows, doors, and skylights are highly engineered building-envelope products essential to energy efficiency, weather resistance, structural performance, safety, and code compliance. Their packaging is necessary to ensure that products arrive intact and perform as designed.

Inadequate packaging can cause product damage, project delays, replacement shipments, and additional waste. For many fenestration products, the environmental and economic cost of damage is far greater than the packaging avoided. The Department should avoid interpretations that discourage necessary protective packaging or penalize manufacturers for using packaging needed to protect fragile, custom, oversized, or high-performance building products.

IV. The rule should avoid unnecessary costs that could affect housing affordability.

Like much of the country, Washington faces significant housing supply and affordability challenges. Windows, doors, and skylights are essential to construction, renovation, and energy-efficiency projects. Unnecessary fees, reporting burdens, or compliance costs on construction packaging would be passed through the supply chain, increasing costs for businesses and customers involved in construction projects.

Additional costs on building products can affect project feasibility, construction timelines, and housing affordability. This is especially important for affordable housing projects, where even modest cost increases can make limited public funding less effective. The Department should avoid interpreting the Recycling Reform Act in a way that adds costs to housing construction and retrofit markets where the packaging at issue is not part of the residential recycling system.

V. Reporting and compliance requirements should be practical and aligned across states.

For any covered packaging, the Department should ensure that reporting is practical, weight-based, and aligned with other state EPR programs where possible. Many manufacturers do not maintain component-level data for each order or protective material, and that burden is especially difficult for custom products with packaging that varies by size, project, and distribution channel.

WDMA supports reasonable data collection, but the Department should avoid requirements that impose significant administrative costs without corresponding environmental benefit. The draft rule's allowance for prorated national data where state-specific data is unavailable or infeasible is important and should be preserved. The Department should also clarify that manufacturers may rely on reasonable business records and should not be required to track downstream installation locations where products move through independent dealers, distributors, builders, or contractors.

VI. Requested clarifications.

WDMA respectfully requests that the Department revise the draft rule to:

1. Clarify that the statutory exemption for bulk construction materials includes packaging for windows, doors, and skylights.
2. Establish a practical documentation safe harbor based on ordinary business records.
3. Preserve flexible, weight-based reporting for any remaining covered packaging and allow prorated national data where Washington-specific data is not feasible.
4. Avoid imposing fees or eco-modulation penalties on protective packaging necessary to prevent damage to fragile, custom, oversized, or high-performance building products.

Conclusion

WDMA appreciates the Department's work to implement the Recycling Reform Act and supports clear, practical rules that advance recycling and waste-reduction goals. As outlined above, WDMA urges the Department to clarify that the statutory exemption for bulk construction materials includes packaging for windows, doors, and skylights.

If you have any further questions, please contact Alex McIntyre at amcintyre@wdma.com.

Respectfully,

A handwritten signature in black ink, reading "John H. Crosby IV". The signature is fluid and cursive, with the first name "John" and last name "Crosby" being more prominent, and "H." and "IV" in smaller script.

John Crosby
President and CEO