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COUNTY OF LOS ANGELES

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"To Enrich Lives Through Effective and Caring Service"

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October 22, 2014

TO: Each Supervisor

FROM: Gail Farber *Gail Farber*
Director of Public Works

BOARD MOTION OF APRIL 20, 2010, ITEM 44 CONVERSION TECHNOLOGIES IN THE COUNTY OF LOS ANGELES SIX-MONTH STATUS UPDATE: MAY THROUGH OCTOBER 2014

On April 20, 2010, the Board approved Memoranda of Understanding for three conversion technology demonstration projects and awarded a contract for consultant services to assist the Department of Public Works in developing innovative alternatives to landfills within the County. Since that time, Public Works has provided the Board with a biannual update highlighting program milestones and notable legislative and regulatory advancements. The attached update provides a summary for May through October 2014.

Program highlights since the last report in April 2014 include the following:

- The County in partnership with the California State Association of Counties sponsored Senate Bill 498, a biomass conversion technology bill introduced by Senator Ricardo Lara. Thanks to the efforts of Senator Lara, the County's legislative advocates, and numerous supporters, the bill passed both houses of the State Legislature and was signed by Governor Edmund G. Brown on September 28, 2014. Senate Bill 498 will add noncombustion thermal conversion technologies to the definition of biomass conversion, creating a clear permitting pathway for these technologies while providing incentives to divert biomass from landfill disposal.

- Released a Request for Proposals for the Advanced Solid Waste Conversion Technology Services contract. The purpose of this contract is to assist project developers, including the County of Los Angeles, in developing one or more conversion technology projects in the County. This contract would consist of two key components. The first component would focus on stakeholder resources and education while the second component would focus on the planning needed to successfully develop projects in the County. The contract will be submitted to the Board for consideration by the end of the year.
- Continued to monitor funding opportunities for conversion technologies from State and Federal sources. As part of this effort, Public Works coordinated with the County's legislative advocates to provide extensive feedback on proposed legislative and regulatory actions and incentives proposed by CalRecycle in Governor Brown's budget.
- Continued development of the draft Conversion Technology White Paper, which evaluates and compares the environmental impacts of a typical solid waste landfill with an integrated conversion technology facility. The purpose of this White Paper is to quantify the environmental benefits of conversion technologies in comparison to landfilling. This paper will be an important tool in educating decision makers regarding the benefits of conversion technologies. The comments from the peer reviews are being incorporated into the White Paper by the technical consultant, and the finalized document will be reviewed by Public Works before it is released to the public.
- Continued providing technical and planning support and information to the developers of the potential conversion technology projects located in the County as summarized in the attached status update.
- CR&R Waste and Recycling Services broke ground on their anaerobic digestion facility at their material recovery facility and transfer station in Perris, California. Public Works actively assisted CR&R in obtaining funding for the project as well as providing technical assistance to the developers.

Each Supervisor
October 22, 2014
Page 3

- As directed by the Board, Public Works, in collaboration with other departments, developed a Sustainable Waste Management Future Roadmap. The Roadmap was adopted by the Board on October 21, 2014. Conversion technologies are one component of the long-term strategy to meet the disposal reduction targets identified in the Roadmap.

Public Works will continue to support conversion technologies as described in the attached status update. Subsequent conversion technology updates will be submitted to the Board as part of the Roadmap status reports.

CS:dy

P:\Sec\EP-4\CT 6 month report cover memo October 2014

Attach.

cc: Chief Executive Office (Rita Robinson)
County Counsel
Executive Office
Department of Public Health
Department of Regional Planning
Los Angeles County Integrated Waste Management Task Force
Regional Planning Commission
Sanitation Districts of Los Angeles County

County of Los Angeles Department of Public Works

Conversion Technology Program Six-Month Status Update

May 2014 through October 2014



Table of Contents

1	Introduction.....	3
2	Project Background	3
3	Conversion Technology Legislation	4
4	Public Outreach.....	5
5	Grant Opportunities	5
6	Technical and Project Development Consulting Services.....	6
	Figure 1: Potential Conversion Technology Sites in Los Angeles County.....	7
7	Update on Project Development.....	8
	7.1 Perris Materials Recovery Facility, CR&R Incorporated	8
	7.2 Joint Water Pollution Control Plant, County Sanitation District/ Waste Management	8
	7.3 Pebbly Beach Landfill, City of Avalon	9
	7.4 Lancaster Landfill, Waste Management, Inc.	9
	7.5 South Gate MRF, Interior Removal Specialists (IRS Demo)	9
	7.6 Grand Central Recycling and Transfer Station, Valley Vista Services	9
	7.7 Paramount Resource Recycling and Recovery Facility, Calmet Services.....	10
	7.8 Gardena Material Recovery Facility/Transfer Station, Waste Recovery & Recycling.....	10
	7.9 City Terrace Material Recovery Facility, Southland Disposal.....	10
	7.10 Lopez Canyon, Mustang Power	11
	7.11 Green City Development.....	11
	7.12 Pacific Coast Waste & Recycling	12
	7.13 City of Glendale Scholl Canyon Landfill	12
	7.14 City of Carson Public Works Yard or other potential sites	12
8	Integrated Conversion Technology Facility White Paper.....	12
9	Next Steps.....	13

1 Introduction

On April 20, 2010, the County of Los Angeles Board of Supervisors unanimously approved three Memoranda of Understanding to develop demonstration conversion technology projects as part of the Southern California Conversion Technology Program. The purpose of the program is to encourage the development of conversion technologies as alternatives to landfills for the management of residual solid waste in the County. The Board also awarded a contract for consultant services for the program's demonstration and commercial phases and approved a motion instructing the Director of the County of Los Angeles Department of Public Works, in coordination with appropriate stakeholders, to assess the feasibility of developing a conversion technology facility at one or more County landfills and to identify other potential facility sites within the County. The motion further directed Public Works to report to the Board in six months with its findings.

In October 2010 Public Works submitted a Preliminary Siting Assessment to the Board identifying potential project sites proposed by 11 municipalities and 9 private companies and committed to providing the Board with a status report on our efforts every six months. Since that time, Public Works has worked with interested stakeholders to evaluate additional possible project locations within the County.

Subsequently, on September 25, 2012, the Board approved a motion by Supervisor Don Knabe directing Public Works, in conjunction with the Chief Executive Office (CEO), to work with key stakeholders to pursue and support the passage of legislation and regulations to encourage development of conversion technologies, including appropriate incentives for producing renewable energy, reducing landfill disposal, and producing low-carbon fuels.

This report provides a summary of key actions and accomplishments by Public Works, in concert with the CEO and the County's legislative advocates in Sacramento, in response to the above Board actions, for the period of May 2014 through October 2014. Most significant among those actions and accomplishments is continued legislative activity centered around the passage of Senate Bill 498 (SB 498), cosponsored by the County and the California State Association of Counties (CSAC) and authored by Senator Ricardo Lara, as discussed in Section 3 below.

2 Project Background

For over a decade, Public Works has evaluated and promoted the development of conversion technology facilities as an alternative to landfilling of solid waste. In addition to diverting solid waste from landfill disposal, such facilities produce renewable energy (electricity, gaseous, or liquid fuels), reduce environmental impacts, and create local green-collar jobs. Together with technical and public outreach

consultants, and the Alternative Technology Advisory Subcommittee of the Los Angeles County Integrated Waste Management Task Force, Public Works has vetted various noncombustion thermal, biological, chemical, and mechanical conversion technologies; assessed potential project sites; worked with local and State agencies to create a permitting pathway for the technologies; and created a Countywide public outreach plan to educate stakeholders about the benefit of these technologies.

One of the most significant barriers to the development of conversion technologies in California has been inconsistent definitions and other provisions in State laws and regulations, which inhibit the development of conversion technologies. To address this issue, on September 25, 2012, the Board approved a motion directing Public Works, in conjunction with the CEO, to work with the County Sanitation Districts of Los Angeles County (CSD) and other key stakeholders to:

- actively pursue and support the passage of State and Federal legislation and regulations that would establish a clear pathway to encourage the development of conversion technologies, including clarification of the definition of conversion technologies and ensuring they qualify for appropriate incentives for producing renewable energy, reducing landfill disposal, and producing low-carbon fuels.
- support legislation to provide renewable energy status and to continue to provide diversion credits and other incentives for energy production at existing facilities in the County that generate energy from waste.
- outreach to State agencies and other stakeholders to share information on the technical performance and multifaceted benefits of conversion technologies, such as their role in meeting the solid waste management needs of local jurisdictions, producing green fuels, and reducing greenhouse gas emissions.
- work with conversion technology companies to identify potential regulatory changes that are necessary to streamline the permitting process to allow conversion technology facilities to flourish in California while complying with California's strict environmental standards.

3 Conversion Technology Legislation

During this reporting period, Public Works, working in coordination with the County's legislative advocates in Sacramento and CSAC, successfully pursued the passage of SB 498. SB 498, formerly a green chemistry bill, was revised by Senator Ricardo Lara as a second attempt at passing a conversion technology bill similar to Senate Bill 804 (SB 804), which was vetoed by Governor Edmund G. Brown in late 2013. Governor Brown indicated that while he agreed with the intent of SB 804, he found some of the language to be unworkable. The language in SB 498 was developed by the County and CSAC following discussions with the California Department of Resources Recycling and Recovery (CalRecycle) and key Sacramento stakeholders, which reconciled the needs and objectives of these stakeholders while addressing Governor Brown's concerns.

State law formerly defined “biomass conversion” as the controlled combustion of organic materials, such as wood, lawn and garden clippings, agricultural waste, leaves, tree pruning, and non-recyclable paper, when separated from other solid waste and used for producing electricity or heat. SB 498 added “conversion technologies” to the definition of “biomass conversion,” allowing for cleaner and more efficient noncombustion thermal technologies to be used to convert biomass into fuels and products in addition to heat and/or electricity.

This bill was supported by many stakeholders, such as the City of Torrance, City of Vernon, County of Santa Barbara, County of Ventura, Rural County Representatives of California, Anaergia Services, and JFE Engineering America, Inc. As a result, SB 498 was passed by the legislature and signed into law by Governor Brown on September 28, 2014. This is the first successful legislative effort to add the term “conversion technologies” to State statute.

4 Public Outreach

The success of SB 498 is due in large part to Public Works’ and County’s legislative advocates’ outreach to various public and private stakeholders seeking input on SB 498’s language as well as requesting support for the bill as it moved through the State Legislature. Key outreach activities included drafting model support letters, sending out updates through the monthly conversion technology e-newsletter, and conducting meetings with key stakeholders and the County’s legislative advocates.

5 Grant Opportunities

Public Works continually researches State and Federal grant opportunities to support and advance the County’s Conversion Technology Program. Grants would offset facility development and/or operational costs, provide additional resources, and potentially spur project development in the region.

On June 20, 2014, Governor Brown signed the State’s 2014-15 budget which includes \$832 million in cap-and-trade revenue. CalRecycle has received three percent of that allotment to implement their 2014-15 CalRecycle Greenhouse Gas Reduction Grant & Loan Program. This program will provide \$25 million in financial incentives for capital investments that expand the waste management infrastructure in order to reduce greenhouse gas emissions. CalRecycle will be in charge of administering this program.

Grants and loans would be targeted to build or expand organics infrastructure, such as composting and anaerobic digestion or reduce food waste in California. This program will target other activities as well, including new or expanded infrastructure for manufacturing products with recycled content fiber, plastic, or glass.

6 Technical and Project Development Consulting Services

The technical consulting services contract with Alternative Services Incorporated expired in May 2014. This contract provided technical consulting services to Public Works since May 2010.

In May 2014, Public Works released a Request for Proposals from qualified firms to provide environmental consultant services to assist Public Works in developing resources and coordinating activities to further the development of conversion technology facilities in the County. The consulting services would be divided into two parts: 1) stakeholder resources and education and 2) planning elements needed to successfully develop projects in Los Angeles County.

Part I: Resources and Education Tasks

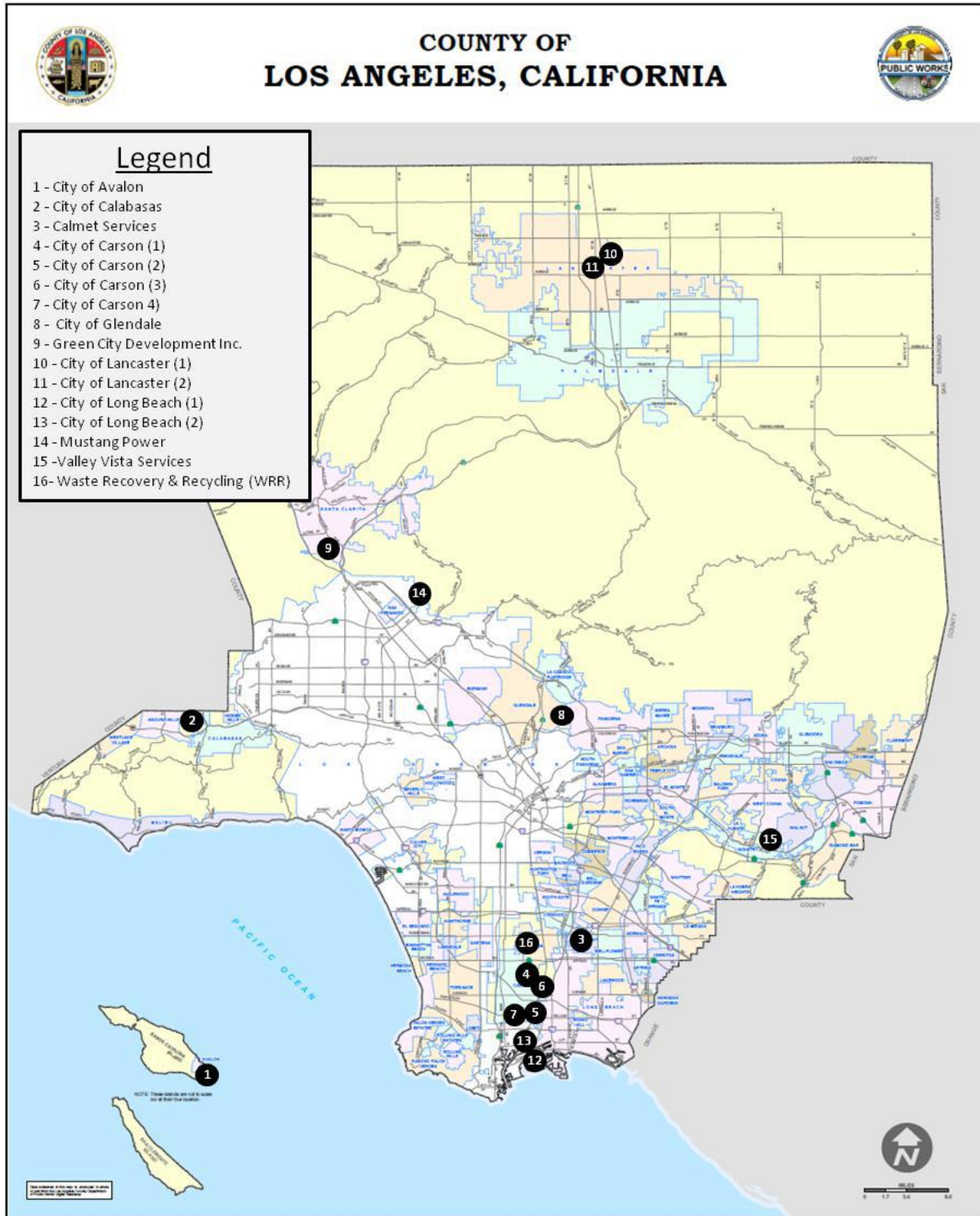
- Coordinate Annual Conversion Technology Conference
- Write position papers, op-eds, and factsheets
- Conduct outreach to decision makers
- Maintain technology vendor and financial firm database
- End product market research

Part II: Project Planning and Implementation Tasks

- Project Planning E-Guide
- Feasibility studies
- Contract assessment

Public Works received four proposals, evaluated the proposals which met the minimum requirements utilizing an informed methodology. The contract award package is currently being prepared. Board consideration is anticipated by November 2014.

Figure 1: Potential Conversion Technology Sites in Los Angeles County



Locations of the 16 proposed conversion technology sites are identified by the markers on the map of Los Angeles County. For more information, contact the County of Los Angeles Department of Public Works at (626) 458-4991.

7 Update on Project Development

Public Works continues to assist stakeholders with developing conversion technology projects within the County. Below is a summary of all the projects that have expressed interest in working with the County through our program:

7.1 Perris Materials Recovery Facility, CR&R Incorporated

CR&R Waste and Recycling Services, a local solid waste management company, began construction of a 150-ton-per-day anaerobic digestion project at their Perris Materials Recovery Facility and Transfer Station in Riverside County, in June 2014. Eisenmann is the project's digester supplier and Greenlane is providing the gas upgrade equipment necessary to beneficially utilize the biogas generated by the project.

Public Works actively assisted CR&R in pursuing funding for the facility. In March 2014 Public Works sent a letter of support to the California Energy Commission on behalf of CR&R requesting supplemental grant funding for the project. In January 2011 the company received \$4.5 million through the Assembly Bill 118 alternative fuel vehicle program. The project has also been successful in obtaining two additional grants from the California Energy Commission and South Coast Air Quality Management District to pay for a portion of the renewable natural gas fueling station that will be located onsite for fueling the company's hauling fleet.

On February 25, 2014, the Costa Mesa Sanitary District Board of Directors approved a six-year "evergreen" contract (i.e., automatically renewed at the end of that period) with CR&R. Green waste and food waste from Costa Mesa residents will be sent to the facility once it is complete. The City's organics program is estimated to cost about \$500,000 a year. While customer rates have not been determined, district officials have approximately a \$4 million reserve fund to pay for the program initially and may choose to implement small and gradual rate hikes to cover the costs.

7.2 Joint Water Pollution Control Plant, County Sanitation District/ Waste Management

Located in the City of Carson, the Joint Water Pollution Control Plant is owned and operated by CSD. This location was proposed by the City of Carson as a potential location for a conversion technology facility in 2010 when Public Works issued an invitation to site owners and operators to participate in the County's program. Since that time, CSD and Waste Management have partnered to roll out a food waste digestion project at the site. The project began as a pilot project utilizing CSD's existing wastewater treatment digesters and 84 tons per day of preconsumer food waste supplied by Waste Management. Following a 2- to 3-year demonstration period, CSD and Waste Management will determine if a continued partnership will be pursued.

7.3 Pebbly Beach Landfill, City of Avalon

The City of Avalon is currently pursuing a major renovation of their wastewater treatment system and secondary water supply system, which currently utilizes seawater. The City is interested in utilizing tertiary treated wastewater in place of seawater, once the retrofit of their existing system is in place. There is an opportunity to incorporate an anaerobic digestion project for organic waste management as a part of this new system, which the City is exploring. The City has yet to make a decision regarding the development of a Request for Proposal for a small conversion technology facility at the Pebbly Beach Landfill on Catalina Island. Public Works remains interested and available to assist the City in securing necessary grant funding for a project or conducting additional feasibility assessments, depending on the City's goals and objectives.

7.4 Lancaster Landfill, Waste Management, Inc.

Condition 101 of Conditional Use Permit 03-170 (5) for the Waste Management owned Lancaster Landfill provides for the development of a conversion technology facility by Waste Management at the Lancaster Landfill.

On July 10, 2013, Waste Management issued an Invitation-Only Request for Proposals for a green waste and food waste processing facility on designated land within the boundaries of Waste Management's Lancaster Landfill located in the unincorporated region of the County near the City of Lancaster. Waste Management has secured initial agreements to move forward with a full-scale composting operation (referred to as the Lancaster Advanced Recycling for Green waste and Organics project aka LARGO). Waste Management has only recently confirmed intent for further development and has not begun permitting or physical construction. However, they are requesting assistance from the conversion technology program with the future permitting of the project.

7.5 South Gate MRF, Interior Removal Specialists (IRS Demo)

Over the past six months, Public Works has met with IRS Demo to identify grant funding to assist in the development of a small-scale thermal conversion technology unit at their construction and demolition recycling facility in South Gate. Public Works has coordinated initial discussions between IRS Demo and several technology vendors listed in the Conversion Technology Online Vendor Database. IRS Demo is currently continuing to evaluate their options and objectives for a project before applying for grant funding.

7.6 Grand Central Recycling and Transfer Station, Valley Vista Services

Grand Central Recycling and Transfer Station is located in the City of Industry and is owned by Valley Vista Services, a solid waste hauler in the County. Over the past year, Valley Vista Services has continued to optimize their 600-ton-per-day mixed waste

Material Recovery Facility for organic feedstock preparation. Onsite Power is the licensee of the UC Davis anaerobic digestion process and has proposed to build a conversion technology project on approximately four acres available at the site. The current focus is on developing a new green waste chipping, grinding, and composting operation. This new facility can provide both feedstock for the proposed anaerobic digestion system and also receive and compost the digestate that comes out of the anaerobic digestion process. The anaerobic digestion portion of the project is still in their future plans but will not be in immediate development.

7.7 Paramount Resource Recycling and Recovery Facility, Calmet Services

Calmet Services, a solid waste hauler in the County, is currently focused on the permitting and development of the Royal Recycling and Transfer Station facility located in Paramount, California. However, they continue to evaluate the feasibility of anaerobic digestion at their existing Paramount Resource Recycling Facility. Royal Recycling and the Paramount Facility are located adjacent to each other and the successful development of the former will provide space within the Paramount Facility campus for the future anaerobic digestion plant. Development of such a project is still likely a few years away while the site continues to make smaller upgrades to comply with new regulations, including making stormwater management improvements. Additionally, Calmet Services would be open to potentially partnering with one of the preferred technologies from the Conversion Technology Online Vendor Database in the future.

7.8 Gardena Material Recovery Facility/Transfer Station, Waste Recovery & Recycling

Waste Resources Inc., a solid waste hauler in the County, is in the process of obtaining permits that would enable them to demonstrate an autoclave, a mechanical conversion technology system, at their existing Material Recovery Facility and Transfer Station in an unincorporated area near Gardena. Installation of the autoclave is expected in 2015. It is anticipated that the facility will be operational for demonstrations and permitting purposes by 2016. Autoclave technology uses high-temperature steam to sterilize and break down the waste, which allows for the separation of clean recyclables and leaves behind the organic fraction of the waste that can be used for anaerobic digestion. The site has the advantage of being co-located with an existing material recovery facility and transfer station facility and can thus make use of the existing infrastructure and processing capability. Once the autoclave is installed and operational, the company will assess the performance and the resultant organic product stream for use in a future back-end conversion technology project.

7.9 City Terrace Material Recovery Facility, Southland Disposal

Southland Disposal is currently in the process of obtaining a Conditional Use Permit for the City Terrace Material Recovery Facility and Transfer Station to increase the amount

of material received from 700 to 1,500 tons per day. When the application was initially submitted in January 2012, the project description contained a small anaerobic digestion facility (15-20 tons per day). However, this component of the project has been put on hold due to space limitations as well as the complexity of the permitting effort. A revised project description was submitted in September 2012 and the initial study is currently being circulated. Once they have accomplished their primary goal of material recovery facility expansion, it is expected that they will reconsider the conversion technology component at the City Terrace Material Recovery Facility.

7.10 Lopez Canyon, Mustang Power

Mustang Power, a conversion technology development company and the selected vendor in Santa Barbara County, has proposed a 36-acre site that it owns for a project. The site is available and is located near the Lopez Canyon Landfill in the unincorporated Los Angeles County. The site is currently being used for storage and as a trailer park. Project planning and development activities could begin in the near term. However, the identification of waste commitments is needed for a project at this location. Mustang Power is meeting with Los Angeles County staff to continue discussions regarding a number of potential opportunities. Mustang Power indicated that they have the time, capacity, and interest to develop a project in Los Angeles County. Additionally, they have been working on other opportunities outside the State, in the Northeast and Canada.

7.11 Green City Development, Inc.

Green City Development, Inc., has previously proposed two sites for the development of a project. One site is in the City of Santa Clarita and one is in Lopez Canyon. Green City is still very interested in developing a project at one of these sites, but does not currently have a technology vendor. The Conversion Technology Online Vendor Database on the County's website was discussed as a means of helping to identify a vendor that may be a good match for the site.

The Santa Clarita property is a former oil drilling site that occupies a total of 115-acres. This brownfield site is accessible from the I-210, SR-14, and I-5 freeways and is not within close proximity to residential neighborhoods. The property owner had been discussing potential project options with a technology vendor for the site. However, the vendor's financing has fallen through and the site is still available.

The second site is a 40-acre parcel of land in Lopez Canyon. Green City's primary concern with this site is the current zoning. The site is zoned A-2, Heavy Agriculture, so a Conditional Use Permit and possibly a zone variance would be required to develop a material recovery facility and conversion technology project on the property. Green City is interested in having the site rezoned as M-2 to facilitate a project.

7.12 Pacific Coast Waste & Recycling

Pacific Coast Waste & Recycling partnered with Organic Energy Corporation to form Ecolution. Ecolution was proposing a two-phase, 4,000-ton-per-day material recovery facility and conversion technology facility in the City of Lancaster. According to Mr. Tim Fuller, the president of Ecolution, the material recovery facility is not ready to move forward. The company came to this conclusion since it was unable to obtain sufficient waste supply agreements to make it profitable. Ecolution is currently focused on developing a project in Texas. The Lancaster project has been removed from the list of potential conversion technology projects.

7.13 City of Glendale Scholl Canyon Landfill

The Scholl Canyon Landfill is located in the City of Glendale on property owned jointly by the City (90 percent) and the County (10 percent). Public Works has provided information and assistance to the City of Glendale for a conversion technology project at the Landfill. The City hired a consultant to assist with site and technology assessments and to conduct procurement and project development activities. Public Works and CSD staff participated in the City's technical review of proposals. Public Works continues to support Glendale's project development efforts on an as-needed basis. The City recently released a Draft Environmental Impact Report (DEIR) for the purpose of expansion of the Scholl Canyon Landfill. However, the DEIR does not include plans for a conversion technology facility. Rather, the alternative analysis of the DEIR includes a discussion of consideration of proposals for an anaerobic digestion project at the landfill that would be separate from the expansion proposal.

7.14 City of Carson Public Works Yard or other potential sites

The City of Carson owns a 14-acre parcel that is currently used to house the City's public works operations. The City intends to relocate these operations, which would make this site available for a possible conversion technology project. This process could take up to 3 years to complete. In addition to this site, the City is in discussions with two large oil refineries in the City, who may be interested in developing an integrated conversion technology project within their complex. The County is currently working with Interstate Waste Technologies to set up meetings with the City of Carson to discuss a potential waste to fuels facility in the City.

8 Integrated Conversion Technology Facility White Paper

Public Works is evaluating comments received during the peer review process for a draft conversion technology White Paper designed to provide policy makers with information regarding the relative impact of managing residual solid waste via typical solid waste landfill disposal compared to an integrated conversion technology facility. The White Paper includes a high-level analysis of the greenhouse gas and other environmental impacts relating to the transport of waste for landfill disposal, in

comparison to managing the residual solid waste onsite using anaerobic digestion and gasification. The preliminary results show significant net environmental benefits associated with managing waste through an integrated conversion technology facility. The comments from the peer reviews are being incorporated into the White Paper by the technical consultant and the finalized document will be reviewed by Public Works before it is released to the public.

9 Next Steps

On April 22, 2014, the Board adopted a motion directing the development of a Roadmap to achieve a Sustainable Waste Management Future for the County unincorporated communities. The Roadmap was adopted by the Board on October 21, 2014. Conversion technologies are one component of the long-term strategy to meet the disposal reduction targets identified in the Roadmap. Public Works will continue to support conversion technologies as described in this status update. Upon adoption of the Roadmap, subsequent updates will be submitted to the Board as part of the Roadmap status reports. To further conversion technologies, Public Works will:

- work in concert with the County's legislative advocates and other stakeholders, actively engage on multiple fronts to implement the Board's directives to advance conversion technology legislation in the State and create a clear pathway for their development, building on the success of SB 498.
- request to award a contract for consultant services for the Advanced Conversion Technology Services Project.
- continue to participate in the stakeholder process for Statewide solid waste plans currently being developed by CalRecycle and the California Air Resources Board.
- continue to research potential State and Federal grant opportunities that support the development of conversion technologies.
- conduct planning efforts as appropriate for the County-based projects as well as monitor the CR&R project.
- expand the online databases to include pre- and post-processing technologies.
- finalize/publicize the Integrated Conversion Technology Facility White Paper.
- continue to work with stakeholders interested in developing projects in the County.