

**STATE OF CALIFORNIA**  
**Budget Change Proposal - Cover Sheet**  
 DF-46 (REV 10/20)

<b>Fiscal Year</b> 2023-24	<b>Business Unit</b> 3970	<b>Department</b> Department of Resources Recycling & Recovery	<b>Priority No.</b> Click or tap here to enter text.
<b>Budget Request Name</b> 3970-017-BCP-2023-GB		<b>Program</b> 3700 – Waste Reduction and Management 3715 – Beverage Container Recycling and Litter Reduction	<b>Subprogram</b> Click or tap here to enter text.

**Budget Request Description**

Development of a Statewide Zero Waste Plan

**Budget Request Summary**

California has successfully recycled 445 billion beverage containers, 264 million tires, 2.2 billion gallons of used oil, 2.5 billion pounds of electronic waste, 15.6 million gallons of paint, 850 million mattresses, 250,000 tons of carpet and has composted 6 million tons of organic waste since the inception of our recovery, recycling and product stewardship programs. California has invested \$1.27 billion in grants and loans to build these circular systems. Despite California's leadership and decades of successes, California in 2021 recycled 40 percent of the materials in the waste stream and disposed of 41 million tons in landfills. To reach California's environmental and climate goals, capture lost resources, and capitalize on the potential of creating new jobs and attracting new industry, California requires a cohesive plan that builds on the successes of the past while identifying and addressing challenges and barriers to closing loops in the circular economy.

The Department of Resources Recycling & Recovery (CalRecycle) requests \$2 million in contract funding in 2023-24, and 2 permanent positions with ongoing costs of \$301,000 from multiple funds to conduct analyses—including new data collection, workshops, and assessments to develop the findings needed for: 1) a report of recommendations for zero waste, and 2) a statewide zero waste plan. The analyses will identify opportunities to build on and streamline existing waste reduction and recycling strategies and programs and may identify existing gaps to address.

<b>Requires Legislation</b> <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<b>Code Section(s) to be Added/Amended/Repealed</b> Click or tap here to enter text.	
<b>Does this BCP contain information technology (IT) components?</b> <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <i>If yes, departmental Chief Information Officer must sign.</i>	<b>Department CIO</b> Click or tap here to enter text.	<b>Date</b> Click or tap to enter a date.

**For IT requests, specify the project number, the most recent project approval document (FSR, SPR, S1BA, S2AA, S3SD, S4PRA), and the approval date.**

**Project No.** Click or tap here to enter text. **Project Approval Document:** Click or tap here to enter text.

**Approval Date:** Click or tap to enter a date.

**If proposal affects another department, does other department concur with proposal?**  Yes  No  
*Attach comments of affected department, signed and dated by the department director or designee.*

<b>Prepared By</b> Sue Vang	<b>Date</b> Click or tap to enter a date.	<b>Reviewed By</b> Robert Chester	<b>Date</b> Click or tap to enter a date.
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<b>Department Director</b> Rachel Machi Wagoner	<b>Date</b> Click or tap to enter a date.	<b>Agency Secretary</b> Yana Garcia	<b>Date</b> Click or tap to enter a date.
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**Department of Finance Use Only**

**Additional Review:**  Capital Outlay  ITCU  FSCU  OSAE  Dept. of Technology

<b>PPBA</b> Christian Beltran	<b>Date submitted to the Legislature</b> 1/10/2023
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## **A. Budget Request Summary**

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The Department of Resources Recycling and Recovery (CalRecycle) requests \$2 million in contract funding in 2023-24, and 2 permanent positions with ongoing costs of \$301,000 from multiple funds to conduct analyses—including new data collection, workshops, and assessments to develop the findings needed for: 1) a report of recommendations for zero waste, and 2) a statewide zero waste plan (Plan). The analyses will identify opportunities to build on and streamline existing waste reduction and recycling strategies and programs and may identify existing gaps that need to be addressed. The Plan is a pivotal next step for California to combat the climate crisis effectively, map out the transition away from a disposable economy to a circular economy, and meet California's ambitious waste reduction and recycling goals; at the same time, the Plan will continue CalRecycle's focus on, and commitment to, critical issues of equity and environmental justice.

The waste stream includes but is not limited to the following material types: paper, glass, metal, electronics, plastic, organic materials (e.g. food, leaves, grass), inert materials, household hazardous waste, special waste and mixed residue. Based on the material types, CalRecycle is requesting to utilize the below funds for the contract funding and staff costs necessary to implement the plan.

• California Used Oil Recycling Fund	\$29,000
• California Tire Recycling Management Fund	\$52,000
• Integrated Waste Management Account	\$67,000
• Electronic Waste Recovery and Recycling Account	\$105,000
• Carpet Stewardship Account	\$23,000
• Architectural Paint Stewardship Account	\$23,000
• Beverage Container Recycling Fund	\$2,000,000

## **B. Background/History**

### Mitigating the Negative Impacts of Our Materials and Waste

To combat the climate crisis and build a circular economy, California must take action to mitigate the negative impacts associated with the materials we produce, use, and eventually discard.

Wasting these materials generates greenhouse gas emissions and results in other negative environmental and human health impacts, including toxic pollution and hazards, such as fires. Notably, in California, landfills are one of the largest sources of methane, a short-lived climate pollutant.

The environmental impacts of our materials extend beyond their disposal – to the entire lifecycle of the items we use every day. A 2009 report from the U.S. EPA estimated that 42 percent of greenhouse gases in the United States were associated with the production, transportation, use, and discard of food and products.

The continued increases in waste generation and disposal in California over the last several years highlight the need to reduce waste at its source. In 2020, the recycling rate increased for the first time since it peaked at 50 percent in 2014. However, the rate has remained well below this peak level, demonstrating the need to also increase reduction, reuse and recycling efforts.

This proposal would result in a unified statewide vision for achieving zero waste that addresses some of the major waste challenges such as increasing disposal and a stagnant recycling rate. The Plan will complement existing state laws (e.g. SB 54, SB 1383; also see Goals and Mandates section) and programs to highlight strategies that are higher on the waste management hierarchy, including source reduction and reuse, and ensure resource consistency for program implementation as the state moves towards zero waste.

Actions must be taken at all stages of the supply chain to significantly reduce the impacts of our materials and waste, or the consequences of inaction will heighten the existing climate crisis and impact other critical environmental and human health issues, such as microplastics, harmful chemicals, and other emerging concerns. Additionally, communities already vulnerable to environmental justice issues will be likely more impacted, thus exacerbating issues of equity in California.

In addition to the environmental impacts, there are potential economic impacts if this proposal is not approved. Some local governments have implemented zero waste plans with success, while others have only made minimal impact towards their goals. Additionally, a major challenge for local governments and businesses is the cost of adding or modifying infrastructure or implementing programs to encourage more recycling, composting, and waste reduction to meet existing goals and mandates. There is a critical need for a statewide analysis to identify ways that reduce the barriers and lower the costs at that local level, in addition to state level coordination to ensure that costs to local governments and taxpayers result in meaningful outcomes.

Without a unifying Plan for California, some local governments and regions will continue siloed efforts to achieve zero waste, while others in more rural areas or those with fewer opportunities for economic growth and local recycling markets will struggle and fail to meet their goals. This could have a negative impact on overall statewide efforts to achieve waste goals, resulting in more landfilled waste and higher costs for governments and ratepayers. The Plan will examine current efforts such as local assistance and incentives programs for impact and improvement, in addition to identifying strategies that provide the best economic returns to help make zero waste programs profitable.

### Goals and Mandates

California has a history of leading the nation in environmental goals and legislation, and this extends to waste and recycling related mandates.

AB 341 (Chesbro, Chapter 476, Statutes of 2011) set an overarching statewide goal that not less than 75 percent of solid waste generated be source reduced, recycled, or composted by 2020. Since 2011, when AB 341 was passed, statewide landfill disposal increased from about 30 million tons to about 40 million tons in 2020. In 2020, the statewide recycling rate was 42 percent, falling short of the statewide goal. California must take much larger strides and make much more rapid progress to achieve zero waste and build a circular economy.

This proposal is consistent with AB 341 since the statewide Plan would provide a roadmap for meeting and exceeding the statewide goal set in statute. Furthermore, the department is currently expending resources and developing programs to implement many statutes that are aimed at moving the state towards zero waste and a circular economy, including SB 1383 for organics and SB 54 for packaging. This Plan would integrate these goals into a cohesive strategic plan for the department. Other departments are also working on efforts with similar goals. For example, the Department of Toxic Substances Control is actively developing a Hazardous Waste Management Plan with a focus on “cradle to grave” management.

In chronological order, key diversion and recycling laws in California include:

- To reduce litter and clean streams of recyclables, the Beverage Container Recycling and Litter Reduction Act of 1986 (AB 2020, Margolin, Chapter 1290, Statutes of 1986) established a goal of an 80 percent recycling rate for all aluminum, glass, plastic, and bimetal beverage containers sold in California. In 2021, more than 18.5 billion bottles and cans were recycled.

- To combat a looming landfill capacity crisis, California established a 50 percent diversion mandate for local jurisdictions in the California Integrated Waste Management Act of 1989 (AB 939, Sher, Chapter 1095, Statutes of 1989).
- To increase electronic waste recycling, the Electronic Waste Recycling Act (SB 20, Sher, Chapter 526, Statutes of 2003) established a funding system for the collection and recycling of certain electronic wastes.
- To increase carpet recycling, AB 2398 (Perez, Chapter 681, Statutes of 2010) and amended by AB 1158 (Chu, Chapter 794, Statutes of 2017) and AB 729 (Chu, Chapter 680, Statutes of 2019), established a carpet extended producer responsibility program. Carpet America Recovery Effort (CARE), the carpet manufacturers stewardship organization, reported 67.6 million pounds of recycled output, resulting in a 27.9 percent recycled output rate.
- To increase paint recycling, the California Paint Stewardship Law (AB 1343, Huffman, Chapter 420, Statutes of 2010) created an extended producer responsibility (EPR) program for paint to reduce its generation, promote its reuse, and properly manage unwanted leftover paint. PaintCare is the certified stewardship organization responsible for developing, implementing and administering the program with oversight from CalRecycle. PaintCare reported that about 4 million gallons of architectural paint were processed in 2020-21. 3.5 million gallons of latex paint was processed, of which 69 percent was recycled back into latex paint, and six percent was reused.
- To reduce the illegal disposal of mattresses, the California Used Mattress Recovery and Recycling Act (SB 254, Hancock, Chapter 388, Statutes of 2013) established an extended producer responsibility program to increase recycling and reduce public agency costs for end of use management of used mattresses. The manufacturers stewardship program, the Mattress Recycling Council, collected 1.6 million mattresses in 2021 and 76.9 percent was recycled, reused, or sent to biomass facilities.
- To increase recycling, AB 341 (Chesbro, Chapter 476, Statutes of 2011) established the statewide goal of 75 percent source reduction, recycling, and composting by 2020 and the Mandatory Commercial Recycling (MCR) program to reduce waste from California's businesses.
- To reduce organic wastes and their associated GHG emissions from California businesses, AB 1826 (Chesbro, Chapter 727, Statutes of 2014) established the Mandatory Commercial Organics Recycling (MORE) program.
- To reduce green material used for alternative daily cover (ADC) at landfills, AB 1594 (Williams, Chapter 719, Statutes of 2014) was passed to no longer count this material as diversion and instead consider it disposal, effective January 1, 2020. Beginning in the third quarter of 2019, CalRecycle started collecting data through the Recycling and Disposal Reporting System on the use of green material ADC at landfills. The amount of green material used for ADC for half of 2019 was almost double the amount used in all of 2020. In 2021, California landfills used even fewer tons of green material ADC than in 2020, decreasing by about 33,000 tons.
- To increase our understanding of the flow of materials in our state, [AB 901](#) (Gordon, Chapter 746, Statutes of 2015) changed how organics, recyclable material, and solid waste flows are reported to CalRecycle. The Recycling and Disposal Reporting System (RDRS) started collecting information in the third quarter of 2019.
- To reduce the number of single-use plastic bags in California, [SB 270](#) (Padilla, Chapter 850, Statutes of 2014) changed the requirements for providing single-use carryout bags. In 2016, California voters approved Proposition 67, the Single-Use Carryout Bag Ban, upholding SB 270. Grocery and some retail stores can no longer provide single-use plastic carryout bags. Reusable grocery bags or paper bags can be sold for 10 cents each.
- To reduce emissions of short-lived climate pollutants (SLCP) that are even more potent than carbon dioxide, [SB 1383](#) (Lara, Chapter 395, Statutes of 2016) requires a 50 percent reduction in the level of the statewide disposal of organic waste by 2020 and a 75 percent reduction by 2025. It also requires not less than 20 percent of currently disposed edible food be recovered for human consumption by 2025. CalRecycle's ongoing implementation of this bill will rapidly increase the recycling of organic materials which make up over two-thirds of the waste stream.

- To increase the end-of-life management of products through extended producer responsibility, California established a 24 percent recycling goal for postconsumer carpet by 2020 ([AB 1158](#), Chu, Chapter 794, Statutes of 2017).
- To reduce the amount of packaging waste generated by state-owned facilities, the Sustainable Packaging for the State of California Act of 2018 ([SB 1335](#), Allen, Chapter 610, Statutes of 2018) requires a food service facility located in a state-owned facility or on a state-owned property to only use approved types of food service packaging. This food service packaging must be reusable, recyclable, or compostable as determined by CalRecycle through adopted regulations.
- To reduce single-use plastic straw litter in California, [AB 1884](#) (Calderon, Chapter 576, Statutes of 2018) prohibits a full-service restaurant from providing single-use plastic straws to consumers unless requested.
- To reduce improperly disposed pharmaceutical and sharps waste and the related dangers, SB 212 (Jackson, Chapter 1004, Statutes of 2018) required covered entities to implement stewardship programs for the collection and proper disposal of drugs and home-generated sharps waste.
- To increase recycling and organics collection in commercial locations, AB 827 (McCarty, Chapter 441, Statutes of 2019) required commercial waste and organic waste generators to provide recycling and organic waste bins to customers and required CalRecycle to develop model signage by July 1, 2020.
- To increase beverage container recycling efforts, AB 54 (Ting, Chapter 793, Statutes of 2019) required CalRecycle to [report](#) on options to expand convenience zones, authorized \$5 million for supplemental payments to recycling centers, and provided \$5 million for the Beverage Container Recycling Pilot program.
- AB 793 (Ting & Irwin, Chapter 115, Statutes of 2020), required beverage manufacturers to use minimum percentages of post-consumer recycled plastic for all plastic beverage containers subject to the Beverage Container Recycling Program (BCRP), increasing from 15 percent by 2022, 25 percent by 2025, and 50 percent by 2030.
- To reduce unnecessary waste from single-use packaging and single-use plastic food ware, SB 54 (Allen, Chapter 75, Statutes of 2022) requires producers of covered material to join a Producer Responsibility Organization, and plastic covered material must meet specific recycling rates (30 percent by 2028, 40 percent by 2030, and 65 percent by 2032) and source reduction goals (10 percent by 2027, 20 percent by 2030, and 25 percent by 2032).
- To expand the BCRP, SB 1013 (Atkins, Chapter 610, Statutes of 2022) revised the definition of "beverage" to include distilled spirits and wine, established dealer cooperatives to provide increased access and convenience for consumers, added quality incentive funding for glass, and established grant programs for glass processing, recycling, and transportation.
- To expand the Electronic Waste Recycling Act of 2003, SB 1215 (Newman, Chapter 370, Statutes of 2022) added battery-embedded products that contain batteries that are not intended to be easily removed to the program (unless exempted), including but not limited to cell phones, toys, greeting cards, and electronic toothbrushes.
- To address the needs of disadvantaged communities, low-income communities, California Native American tribes, and farmworkers, AB 649 (Bennett, Chapter 492, Statutes of 2022) established the Office of Environmental Justice and Tribal Relations at CalRecycle.
- To increase safe collection and recycling of batteries, the Responsible Battery Recycling Act (AB 2440, Irwin, Chapter 351, Statutes of 2022) created a producer responsibility program for battery producers. CalRecycle provides oversight for the program in coordination with the Department of Toxic Substances Control.

While new statutes will continue to move California towards a circular economy, they only address a portion of the waste stream and are often implemented in a piecemeal fashion. Significant changes and infrastructure development will be required to meet zero waste. Unless efforts are made to consider how these programs fit together in a comprehensive fashion and identify existing gaps and materials that continue to have high disposal rates, California is unlikely to achieve zero waste in time to meet its environmental and climate goals.

## Continuing Challenges and the Waste and Recycling Streams

Despite the implementation of these diversion and recycling laws and their demonstrated successes,

California has struggled to meet its waste goals. Based on the 2021 Waste Characterization Study, the organic materials category continues to comprise the largest portion of waste reaching landfills, making up 28 percent of the disposed waste stream and including over 4.4 million tons of food waste. Additionally, in 2021, over 5.4 million tons of plastic (14 percent of the disposed waste stream) were trashed, not including multi-material products such as aseptic packaging and diapers. Further, over 1 million tons of textiles (3 percent) and over 1.6 million tons of cardboard (4 percent) were also sent to landfill.

A wide range of challenges that will be addressed in the Plan have resulted in increasing disposal and low recycling rates, including:

- An increasingly complex waste stream resulting from a disconnect between end-of-life processing and product/packaging design, with most items not being widely recyclable or compostable.
- The cost of disposal remains low compared to the costs to recycle and compost, with costs largely paid by consumers and local government.
- Fires and other hazards at recycling and other waste facilities caused by contaminants, including batteries and propane cylinders, are an emerging concern resulting in increasing costs to facilities and risk to workers and surrounding communities.
- Significant investment in infrastructure is needed to meet statewide goals, which requires time for planning, permitting, environmental review/CEQA analysis, and construction. For example, to meet the organics recycling goals established by SB 1383, it is estimated that California needs 50-100 new or expanded facilities. Both local governments and industry (e.g., recycling or solid waste facilities) would be impacted by the costs and time associated with development.
- Historically, exports of recyclable materials have accounted for a significant portion of what is considered recycled in California; however, import restrictions abroad have resulted in a decrease in scrap materials being sent overseas. Recyclable material exports sent overseas decreased from a peak of 22.4 million tons in 2011 to 13.2 million tons in 2020. Remaining markets have also become more stringent on contamination levels in recyclables, which can occur through improperly sorted materials. Countries, such as China, have imposed contamination standards on imports of recyclable material (e.g., plastic, mixed paper), influencing California's export market for recyclable materials, and further highlighting the demand for higher quality recyclable materials.
- At the same time, disposal rates increased domestically, in part due to a lack of markets for various commodities that was precipitated by the changes in overseas markets, from almost 30 million tons landfilled in 2011 to about 40 million tons in 2020.

As previously noted, waste and recycling programs and mandates have made marked improvements and achievements. However, the 2021 Waste Characterization Study showed an increase in plastic waste generated compared to 2018, despite statewide disposal remaining consistent for both studies at around 40 million tons. Thus, while these program accomplishments are to be celebrated, there is more work to be done. Programs are stunted in growth because the state does not have a comprehensive plan to change the culture of consumerism and manufacturing of products.

The Zero Waste Plan will take new and existing information, such as the Waste Characterization Study and data collected through the Recycling and Disposal Reporting System, to come up with a comprehensive plan of action. Holistically considering existing state laws and programs, in contrast to considering them as isolated programs, is needed to get California to zero waste, while maximizing economic, social, and environmental benefits. With a Zero Waste Plan, California can leverage current mechanisms and resources, identify synergies between programs, determine the gaps and conflicts that need to be addressed, and begin to change our culture of consumerism.

## Building a Circular Economy

The Administration has prioritized the building of a circular economy in California. A circular economy is a systematic framework that leverages recycling to reduce waste and dependence on raw materials while serving as a road map to a zero-waste future. Zero waste builds upon previous movements, like integrated waste management, by setting ambitious goals to shift away from a linear, throwaway society. Traditionally, zero waste has measured success through disposal and waste tonnages. It is time to move to more holistic metrics that look higher on the waste management hierarchy to prioritize source reduction and reuse above recycling and composting and include other facets, such as social justice and climate impacts. Zero waste and a circular economy should both look at the larger system and move away from the limitations of how materials are currently managed.

By recognizing waste as a resource and bolstering the state's focus on reducing, reusing, and recycling materials that would otherwise be thrown away or exported, and prioritizing environmental justice (more in the Equity and Environmental Justice section below), California can build a more resilient and renewable economy. Building a circular economy for all materials, including packaging, food, fibers, wood, and biosolids, is a critical component to achieving the state's waste goals.

Building infrastructure and establishing sustainable end markets for materials will be critical to achieving zero waste and a circular economy. The state recognizes this need through the resources it has invested in Recycling Market Development Zone (RMDZ) loans, which are available for projects that support statewide goals and initiatives. Circular recycling programs are prioritized in the selection process, and eligible projects include waste prevention and reuse in addition to recycling and composting projects.

California must invest in protecting facilities from fire, sea-level rise, and other emerging concerns that destroy valuable infrastructure, increase the cost of recycling, and could lead to more intense hazards (e.g., larger fires). This investment includes reducing contamination of the waste stream by common hazardous materials, including single-use propane cylinders and lithium batteries, which are increasingly embedded in a variety of consumer products.

There is no resource or workload history because there is no precedent for this type of study.

### **C. State Level Consideration**

When materials are disposed, the embedded value of the material is landfilled and ultimately lost, and at the same time the waste can generate methane and contribute to greenhouse gas emissions. In 2020, California's overall waste generation was about 77.4 million tons and of that, 44.9 million tons went to disposal. By achieving zero waste in California, we can move away from that linear path by using the waste as a resource, fighting climate change, and achieving our waste diversion goals. At the same time, we are contributing to a healthier environment, creating green jobs, and building a circular economy.

Many of California's relevant waste reduction and recycling programs and mandates have been designed and implemented to address one segment of the waste stream without an overarching and holistic vision for how they work together to contribute to meeting the state's climate and waste goals. Additionally, decisions made by upstream actors, such as producers and manufacturers, significantly limit a consumer's ability to reduce, reuse, recycle, or compost, in a convenient manner; thus, limiting the ability to reduce the negative impacts of the things we use every day. The Plan will address these challenges to build on the programs that are demonstrating success but need harmonization and modernization to achieve zero waste in California.

#### Equity and Environmental Justice

Zero waste policies and programs provide an opportunity not only to mitigate the negative impacts of waste for disadvantaged communities but also maximize positive benefits, including the creation of green jobs. The Plan will accordingly include protections against saddling already overburdened

communities with additional financial and environmental burdens and identify opportunities to

further benefit those communities.

As was highlighted in the U.S. EPA's recently released National Recycling Strategy, low-income communities and communities of color are disproportionately impacted by pollution and other environmental and health burdens, including living near solid waste facilities. The Plan will also address emerging concerns such as microplastics and PFAS.

#### **D. Justification**

Since AB 939 (Sher, Chapter 1095, Statutes of 1989), California has led the nation in implementation of innovative waste reduction and recycling policy, including SB 1383 and SB 343. Additional bills, such as AB 1201 (Ting, Chapter 504, Statutes of 2021) for Truth in Labeling for recyclables and compostables, help strengthen these efforts. However, these foundational policies are not sufficient to achieve zero waste, highlighting the need for: (1) A systems approach to unify sometimes piecemeal policies for maximum impact, including cross-sectoral collaboration and sustainable funding mechanisms; (2) Reuse and source reduction, or reducing the amount, complexity, and impact of materials generated in the state; and (3) New or improved metrics and indicators beyond end-of-life measurement to identify opportunities for source reduction and innovation by upstream actors (e.g., producers).

The department proposes a two-phase process over two years culminating in a Plan which will define a unified vision and create a ten-year roadmap for reaching zero waste by 2035. As a complement to the newly passed SB 54, the Plan will align existing and anticipated reuse, reduction, and recycling efforts under one cohesive strategy, identify the knowledge and infrastructure gaps for a comprehensive and informed plan of action, and determine what is needed to achieve zero waste in California.

To successfully develop an effective Plan, CalRecycle will need the following permanent positions and funding:

- 1 Senior Environmental Scientist (Specialist)
- 1 Environmental Scientist
- \$2,000,000 to fund contract work related to the data collection, analysis, and outreach portions of the proposal.

#### **2023-25 – Plan Research and Development**

The two positions will develop and execute a contract to conduct the analysis and outreach tasks, including the development of a report with the findings from phase one of the project. The two positions will also lead internal coordination during the entire project and be tasked with drafting the Plan in collaboration with internal and external stakeholders.

#### **2025-35 – Plan Implementation and Coordination**

After the Plan is released, the two positions will be transitioned to ongoing coordination and implementing items in the Plan that are within existing authority, as well as tracking and communicating progress towards zero waste. The two positions will provide a continuous and centralized resource for local zero waste plans that highlights the Plan as a template. In addition, the framing and communication of statewide zero waste implementation efforts will require ongoing strategic work with OPA and the Executive team, among others. To monitor progress, they will need to work closely with various department units as well as external stakeholders such as solid waste facilities, recyclers, manufacturers, and local governments. The two positions will also lead on tracking and sharing results internally to ensure that outward facing communications about implementation are cohesive and effective.

#### Overview of Phased Approach to Developing a Plan

##### **Phase One**

The department proposes an initial phase of research, data collection, stakeholder engagement, and analysis culminating in a report of evidence-based recommendations for California to achieve zero waste. Current data management can occur in separate units within the

department, and a third party can review the data, conduct new data collection, and review the process and analysis for accuracy and comprehensiveness. This phase would include at least the following:

- Overarching analysis of existing data collected by and reported to the department, including waste characterization studies, minimum content data for plastic beverage containers, data reported to the Recycling and Disposal Reporting System (RDRS), and the SB 54 Needs Assessment, as well as a comprehensive literature review of existing published information to identify areas for improvement, existing challenges, and gaps;
- Collection of new data through surveys, targeted interviews, focus groups, or other cost-effective data collection method to fill existing data gaps critical to understanding the scope of the problem;
- A gap analysis through the lens of zero waste to map and comprehensively evaluate the existing and relevant state of policies and programs to specifically understand how far existing programs have helped achieve zero waste and circular economy goals and how inefficiencies or deficiencies can be leveraged. This analysis includes distilling successes of individual program goals (i.e., recycling rates, compliance thresholds), program components (incentives, penalties, implementation) and challenges (e.g., emerging issues due to problem products, climate change, landfill sites) to identify strategies for cohesion, address overlap between programs, and improve overall successes (e.g., by examining materials that could be diverted through existing programs but are still ending up in the landfill);
- Identification of areas where source reduction and reuse can be elevated within existing and new programs to align with California solid waste management hierarchy;
- Development of new indicators and metrics to track progress toward zero waste and circular economy, including for source reduction;
- Identification of tools or strategies to influence behavioral change for consumers, producers, and other important actors, including Community Based Social Marketing;
- Identification of emerging technologies and how these can be leveraged in support of a comprehensive zero waste strategy;
- Ongoing stakeholder engagement throughout the process, including public workshops, focus groups, periods for public comment on major deliverables, and meetings with stakeholders, including industry (e.g., recycling manufacturers, processors, haulers), environmental justice organizations, and community representatives; and
- Publication of a report with findings from the data collection, analysis, and stakeholder engagement that includes a set of evidence-based recommendations for achieving zero waste.

### **Phase Two**

The second phase of the proposed project would result in a Plan. The findings from the first phase would be used to inform the Plan, including:

- Establishing goals, by sector if applicable, to reach zero waste in California by 2035;
- Prioritization of recommendations from the phase one report developed through engagement with other state agencies and external stakeholders;
- Publication of a Plan that provides a holistic roadmap for how California can reach zero waste by 2035 that incorporates the following:
  - Harmonizing existing waste laws and programs to avoid duplication of work in achieving zero waste, and recognizing that new laws are becoming more comprehensive and may capture materials that are already covered in existing law,
  - Acknowledging that a precautionary principle approach must be used to develop tools for manufacturers and other stakeholders to address new and emerging waste issues, and
  - Where applicable and feasible, focusing higher on the solid waste management hierarchy to reduce and reuse through strategies such as universal standards and right-to-repair.

## Estimating the Climate Impacts of Zero Waste

Reducing waste and its related impacts will benefit the entire state, from decreased dependence on raw materials for production to lower greenhouse gas emissions. We were not able to reasonably estimate the potential GHG emissions reductions from reaching zero waste (or zero landfill disposal) in California given data and other limitations. To illustrate the potential magnitude of reductions, we estimated GHG emissions reductions from recycling and composting the portion of the currently disposed waste stream for which there is data using the U.S. EPA's lifecycle analysis tool for waste (Waste Reduction Model).

Using this back-of-the-envelope method, we estimated that recycling or composting about 27 million tons of the almost 40 million tons of waste disposed in 2021 would result in reductions of about 30 million metric tons of CO<sub>2</sub>e. This is the same as removing almost 6.4 million gasoline-powered passenger vehicles from the road for a year.

Notably, if we estimate that instead of recycling or composting that material, that we reduce 25 percent of the material and recycle/compost the rest (75 percent), it would result in an estimated reduction of about 9 million more metric tons of CO<sub>2</sub>e (or 2 million cars off the road for a year) than recycling and composting alone, illustrating the potential for source reduction.

## Meaningful Engagement with Equity and Environmental Justice

The department will center equity at all stages of the Plan process, from initial scoping and development through implementation. Any findings and recommendations will be screened through an equity lens, with the explicit intent of not simply avoiding disproportionate impacts to overburdened communities, but also uplifting communities that have been historically disenfranchised and excluded from the policy process in an intentional effort to alleviate disproportionate pollution burdens in impacted communities.

## Rationale for Prioritization and Consistency with Funding Sources

Achieving zero waste would include the environmental benefits of reduced waste generation and disposal. There are human health benefits associated with mitigating climate change and reducing exposure to toxic or hazardous materials including PFAS and microplastics. The economic benefits include job creation from reuse, recycling, and composting compared to landfilling materials; decreased costs to recyclers and composters by targeting hard-to-recycle and hazardous materials that increase contamination and pose risks as well as right-sizing new infrastructure needed to first reduce waste generation. For every 1,000 tons of recyclables collected and recycled, 1.17 jobs, \$65,230 wages and \$9,420 tax revenues are created or generated. A recent report also estimated that recycling creates around 60 times as many jobs as landfilling, and reuse has even more potential, creating almost 200 times as many jobs as landfilling. We also have social benefits from reducing impacts of new and expanded infrastructure through source reduction or reducing the amount of waste that needs to be managed.

The initial work will require time from existing staff in all divisions and teams in the department, given the wide range of subject matter experts on varying topics and issues. Management and guidance over the project will be initiated using existing employees in the Policy Development & Analysis Office and will transition to the new staff when available. Given the recent realignment of staff for SB 1383, in addition to increases in mandated responsibilities, redirecting work from existing employees for the staff leadership roles of the project is not sustainable as current employees are working on mission critical efforts for the organization. Staff will not be able to take on many of the critical tasks without more resources, including mapping out initial information for the contractors to analyze, as well as overseeing the actual preparation of the Plan.

In addition to providing additional resources to complete the development of the Plan, a contractor will provide a comprehensive and critical view of the multilateral waste efforts both at CalRecycle and through other departments and stakeholders that is best achieved through a third-party analysis. The research requires a significant amount of work with specialized knowledge in various technical disciplines and wide-ranging outreach, in a critically short period of time of two years. If temporary staff were hired and trained for these short-term research and

analysis instead of contractors, it would require a more significant investment in resources. Moreover, contractors, under the guidance of staff, would be able to conduct analyses, collect information, and provide recommendations for a Plan in a manner that is transparent and independent, and thus can be viewed and received by stakeholders with a potentially higher level of confidence than something that originated from within the department.

### Other Government Entity Actions

Reaching zero waste and achieving a circular economy will require addressing issues outside of traditional waste management programs focused on recycling and disposal, including collaboration across sectors and the supply chain. Additionally, in planning for zero waste, it is important to consider how the policies and programs could either positively or negatively impact our air, water, economy, and other important resources and systems. This will require the department to collaborate with other BDOs on cross-sectoral issues, to resolve conflicts between various goals, and to ensure a systems approach is being considered.

CalRecycle will engage the relevant BDOs throughout the research and plan development processes, based on major cross-cutting issues, including: (1) Education (Department of Education); (2) Climate Change (CARB); (3) Agriculture (CDFA); (4) Organic Materials (CARB, Water Board, CDFA); (5) Health and Safety (DTSC, OEHHA).

### Examples from Other States or Institutions

Governments have been working towards developing and implementing zero waste strategies. However, most zero waste strategies have been developed and implemented at local levels, including dozens of communities in California. Summarized here are a few examples with varying results.

San Francisco, California - The City of San Francisco adopted a goal of 75 percent diversion by 2010, with a long-term goal of zero waste in 2002. It achieved the first goal by 2008, and eventually exceeded an 80 percent diversion rate through policies and programs such as the three-stream collection program for compost, recycling, and landfill. In 2018, the city updated its goals to reduce waste generation by 15 percent and reduce waste to landfill or incineration by 50 percent by 2030.

Alameda County, California – The County's 1990 75 percent waste diversion goal by 2008 was expanded to 89 percent by 2020. The County surpassed their 75 percent goal and is working towards its 89 percent goal through diverse strategies including targeting commercial and multi-family sectors, and focusing on food recovery and C&D recycling.

Los Angeles County, California - In 2014, LA County adopted a Roadmap to a Sustainable Waste Management Future, which established a 95%+ diversion from landfill by 2045. LA County achieved a diversion rate of 60 percent in 2012. It is currently updating the Roadmap, which will then become its Zero Waste Plan. The Zero Waste Plan is expected to be approved by late 2022.

## **E. Outcomes and Accountability**

The development and implementation of a Plan will unify the waste reduction and recycling efforts across the state, addressing gaps in the current infrastructure and programs, using a precautionary approach to deal with new and upcoming waste issues, and facilitating the achievement of the state's recycling and greenhouse gas reduction goals.

The two positions will work closely with contractors to ensure appropriate use of funding and that the quality of work projects outlined in the scope of work meet expectations. Once the Plan is implemented, the positions will also monitor and report progress on an annual basis for the duration of the project, which will be submitted to the Director.

As California works towards achieving its goals to reduce disposal of organic waste by 75 percent by 2025 and to achieve a 65 percent recycling rate and 25 percent source reduction for specific plastic packaging by 2032, CalRecycle will be able to measure the recycling rates and reduction in greenhouse gas emissions resulting from these efforts. Improvements in reduction, reuse, and recycling through a holistic Plan would also be measured in those recycling rates and related characterization studies. In addition to using traditional methods to measure improvement in

material weight and equivalent greenhouse gas reductions, new measures will also be identified for other less traditionally measured components.

### Methodology for Tracking Impacts

Systems of accountability to track progress towards goals and to ensure the department meets the proposed objectives will be set up for: (1) the two-phase process for developing the Plan; and (2) the implementation of the Plan to track progress towards achieving a circular economy.

The primary objective of the analysis and research phase is to develop a Plan that will provide an economic, equitable, and sustainable path to reaching zero waste. Within the main objective, there are sub-objectives that will be utilized to track progress: (1) Meaningful engagement and collaboration with internal and external stakeholders throughout the process; (2) Recommendations are made based on sound science (see Workload Measures table below for more detail).

In order to track progress towards these sub-objectives, the department will track the number and type of stakeholders that are engaged with throughout the process, including through public meetings, stakeholder interviews, focus groups, and the public comment process. Additionally, drafts of the main reports and publications will be published for review and public comment prior to finalization. The department will also keep track of the various data sources, both existing and new, that are used to inform the recommendations in the Plan.

The primary objective of the implementation of the Plan is to reach zero waste by 2035, which includes reduced disposal and greenhouse gas emissions, mitigated impact of materials and waste across communities, as well as the development of new domestic infrastructure and end markets. In order to measure the impact of the plan, traditional waste management metrics of tons disposed and estimated greenhouse gas emissions reductions will be calculated at least every year, or as appropriate. Additionally, the research phase of the project will include developing new appropriate and effective ways to measure progress towards zero waste beyond traditional waste management metrics. Tracking methodologies have traditionally been used to measure waste metrics for disposal and recycling through waste generation numbers and recycling rates as determined in mandatory reporting, Waste Characterization Studies, and other ongoing work, but new methodologies need to be developed to more critically capture and examine metrics for objectives that are not covered by current methodologies, such as those for source reduction, reuse, engagement or progress in regards to environmental justice, and market development. These new measures and indicators of zero waste will be developed during phase one of the project for tracking of progress. Whenever feasible, the impacts will be translated to other terms such as greenhouse gas emissions reductions.

### Projected Outcomes

<b>Workload Measure</b>	<b>2022-23</b>	<b>2023-24</b>	<b>2024-25</b>	<b>2025-26</b>	<b>2026-27</b>	<b>2027-28</b>	<b>BY +5-10</b>
Departmental coordination to guide development of Plan	Creation of internal zero waste working group	Mapping and review of existing state policies and programs	Ongoing meetings of working group	Transition group to focus on implementation of Plan	Ongoing meetings of working group	Ongoing meetings of working group	Ongoing meetings of working group
Coordination and collaboration with other state agencies		Begin cross-agency coordination	Meetings of group, as necessary	Continue interagency coordination on implementation of Plan	Meetings of group, as necessary	Meetings of group, as necessary	Meetings of group, as necessary
Stakeholder engagement through public workshops, public comments, and other mechanisms		Ongoing stakeholder engagement	Ongoing stakeholder engagement  Publish findings	Ongoing stakeholder engagement	Ongoing stakeholder engagement	Ongoing stakeholder engagement	Ongoing stakeholder engagement
Collection of new data to fill data gaps; literature review; data analysis; and other research and outreach	Develop RFP for contracted services	Execute contract	Most contractual work performed				
Development of new measures of progress towards zero waste		Host public workshops and accept public comments	Publish findings				

Analysis of Problem

Identify opportunities for source reduction and reuse		Host public workshops and accept public comments	Publish findings				
Development of Plan		Development of methodology for prioritizing recommendations from report	Publish draft & final versions of Plan	Transition to implementation of recommendations in Plan			
Implementation of Plan				At direction of the Director, select which recommendations to implement within existing resources and authority	Ongoing	Ongoing	Ongoing
Progress Monitoring and Reports					First annual progress report to Director	Second annual progress report to Director	Annual progress reports to Director
Tons of waste diverted from landfill							
GHG emissions reductions (MTCO <sub>2</sub> e)							
Tracking other indicators of progress as workload develops							

## **F. Analysis of All Feasible Alternatives**

Alternative 1: Implement the proposal as requested.

Pro: This alternative will allow CalRecycle to chart a path towards a Plan to meet the ambitious waste goals and align existing programs with statewide uniformity. It will not require the redirection of existing staff working on other critical programs and priorities.

Con: Increases costs to various special fund and existing authorized staffing level.

Alternative 2: Implement the proposal with reduced funding and staff (1 Senior Environmental Scientist (Specialist) and \$1,000,000 in contract funding).

Pro: This alternative would require a lower level of funding and smaller authorized staffing level than Alternative 1 while allowing CalRecycle to begin some initial analysis for a Plan.

Con: This alternative would provide limited resources for CalRecycle for work towards a Plan, which might not be sufficient for an in-depth understanding of the data collection and analysis recommendations, and for adequate drafting, finalizing, and implementation of the Plan.

Alternative 3: No new positions or funding for contract work.

Pro: There will be no additional state expenditures.

Con: No support provided to conduct analyses for a Plan could lead to regional and local efforts and strategies on waste that lack collaboration and uniformity, and have reduced effectiveness. This could result in increased waste in landfills and generate a continued challenge for the state to meet its climate and waste reduction and diversion goals.

## **G. Implementation Plan**

In order to publish a Plan during 2025, the department will begin some preliminary tasks prior to receiving funding in 2023-24 in order to expedite the execution of the contract and complete phase one by January 1, 2025. Specifically, the department will convene the internal zero waste working group to develop the RFP for the contracted services in phase one as well as develop the duty statements and other logistics to hire the new positions as soon as is feasible after the monies are available. Staffing and coordination prior to hiring the new positions will be managed by current CalRecycle staff.

As the next step of phase one, the department will hire the Senior Environmental Scientist (specialist) and Environmental Scientist. The internal zero waste working group will start on additional tasks CalRecycle will complete, including planning out initial stakeholder engagement and mapping and evaluating existing state programs. Once the two positions are hired, they will take over leadership of the internal working group, get trained in contract management in order to execute the contract for phase one of the project, and identify contacts for other agencies.

Relevant stakeholders from other state departments will be consulted during the research and development process. While this is expected to take up some staff time from their other duties, meetings are expected to be minimal and infrequent and should not have a significant impact. BDOs may include but are not limited to CARB, SWRCB, CDFA, DTSC, and OEHHA. During phase one of the project, most of the data collection, analysis, and outreach will be conducted by the contractor, including the literature review, new data collection, workshop facilitation, and other outreach and research. CalRecycle staff will guide the successful completion of the contract, culminating in a report submitted to CalRecycle with recommendations for achieving zero waste in California by 2035. The recommendations will be based on the findings of the data collection and analysis phase.

During phase two, CalRecycle staff will lead the development of the draft and final versions of the Plan, based on the recommendations published at the end of phase one. In coordination with the internal working group, the department will create criteria for prioritizing the recommendations, which may entail prioritization based on existing authority, available resources, and by projected impacts, including benefits for overburdened communities.

## Phase One – Research & Analysis

<b>Task Name</b>	<b>Proposed Implementation Date</b>
Convene internal CalRecycle zero waste working group	Early 2023
Develop RFP for contract including conducting market research	July 2023
Hire positions	Fall 2023
Hire contractors	Early 2024
Contract Work – Research/Analysis/Data collection	Spring 2024- early 2025
Public workshops and meetings	Fall 2023-ongoing
Publication of findings and recommendations from contracted work	January 2025

## Phase Two –Plan Development

<b>Task Name</b>	<b>Proposed Implementation Date</b>
Criteria development for prioritizing recommendations in Plan	Winter 2024
Drafting, reviewing, and finalizing Plan	Fall 2025
Public workshops and meetings	2025

## Implementation and Coordination of Plan

<b>Task Name</b>	<b>Proposed Implementation Date</b>
Coordination and implementation of Plan	2025-2035
Tracking and communicating progress	2025-2035

## H. Supplemental Information

n/a

## I. Recommendation

Alternative 1: CalRecycle recommends approving Alternative 1. This is the only option that allows CalRecycle to effectively assess work needed for a Plan to help the state reach its waste and climate goals. If not approved, progress towards these goals and policies will be less accelerated despite the urgency of the issue, due to the ongoing challenges related to the patchwork of waste reduction and recycling programs and efforts across the state.

# BCP Fiscal Detail Sheet

BCP Title: Development of a Statewide Zero Waste Plan

BR Name: 3970-017-BCP-2023-GB

Budget Request Summary

## Personal Services

Personal Services	FY23 Current Year	FY23 Budget Year	FY23 BY+1	FY23 BY+2	FY23 BY+3	FY23 BY+4
Positions - Permanent	0.0	2.0	2.0	2.0	2.0	2.0
<b>Total Positions</b>	<b>0.0</b>	<b>2.0</b>	<b>2.0</b>	<b>2.0</b>	<b>2.0</b>	<b>2.0</b>
Salaries and Wages Earnings - Permanent	0	171	171	171	171	171
<b>Total Salaries and Wages</b>	<b>\$0</b>	<b>\$171</b>	<b>\$171</b>	<b>\$171</b>	<b>\$171</b>	<b>\$171</b>
Total Staff Benefits	0	90	90	90	90	90
<b>Total Personal Services</b>	<b>\$0</b>	<b>\$261</b>	<b>\$261</b>	<b>\$261</b>	<b>\$261</b>	<b>\$261</b>

## Operating Expenses and Equipment

Operating Expenses and Equipment	FY23 Current Year	FY23 Budget Year	FY23 BY+1	FY23 BY+2	FY23 BY+3	FY23 BY+4
5301 - General Expense	0	4	4	4	4	4
5304 - Communications	0	1	1	1	1	1
5306 - Postage	0	1	1	1	1	1
5320 - Travel: In-State	0	4	4	4	4	4
5322 - Training	0	1	1	1	1	1
5324 - Facilities Operation	0	17	17	17	17	17
5340 - Consulting and Professional Services - External	0	2,000	0	0	0	0
5344 - Consolidated Data Centers	0	2	2	2	2	2
5346 - Information Technology	0	6	6	6	6	6
5368 - Non-Capital Asset Purchases - Equipment	0	4	4	4	4	4
<b>Total Operating Expenses and Equipment</b>	<b>\$0</b>	<b>\$2,040</b>	<b>\$40</b>	<b>\$40</b>	<b>\$40</b>	<b>\$40</b>

## Total Budget Request

Total Budget Request	FY23 Current Year	FY23 Budget Year	FY23 BY+1	FY23 BY+2	FY23 BY+3	FY23 BY+4
<b>Total Budget Request</b>	<b>\$0</b>	<b>\$2,301</b>	<b>\$301</b>	<b>\$301</b>	<b>\$301</b>	<b>\$301</b>

## Fund Summary

### Fund Source

Fund Source	FY23 Current Year	FY23 Budget Year	FY23 BY+1	FY23 BY+2	FY23 BY+3	FY23 BY+4
State Operations - 0100 - California Used Oil Recycling Fund	0	29	3	3	3	3
State Operations - 0133 - California Beverage Container Recycling Fund	0	2,002	266	266	266	266
State Operations - 0226 - California Tire Recycling Management Fund	0	52	6	6	6	6
State Operations - 0387 - Integrated Waste Management Account, Integrated Waste Management Fund	0	68	8	8	8	8
State Operations - 3065 - Electronic Waste Recovery and Recycling Account, Integrated Waste Management Fund	0	104	12	12	12	12
State Operations - 3195 - Carpet Stewardship Account, Integrated Waste Management Fund	0	23	3	3	3	3
State Operations - 3202 - Architectural Paint Stewardship Account, Integrated Waste Management Fund	0	23	3	3	3	3
<b>Total State Operations Expenditures</b>	<b>\$0</b>	<b>\$2,301</b>	<b>\$301</b>	<b>\$301</b>	<b>\$301</b>	<b>\$301</b>
<b>Total All Funds</b>	<b>\$0</b>	<b>\$2,301</b>	<b>\$301</b>	<b>\$301</b>	<b>\$301</b>	<b>\$301</b>

## Program Summary

### Program Funding

Program Funding	FY23 Current Year	FY23 Budget Year	FY23 BY+1	FY23 BY+2	FY23 BY+3	FY23 BY+4
3700 - Waste Reduction and Management	0	299	35	35	35	35
3715 - Beverage Container Recycling and Litter Reduction	0	2,002	266	266	266	266
<b>Total All Programs</b>	<b>\$0</b>	<b>\$2,301</b>	<b>\$301</b>	<b>\$301</b>	<b>\$301</b>	<b>\$301</b>

## Personal Services Details

### Positions

Positions	FY23 Current Year	FY23 Budget Year	FY23 BY+1	FY23 BY+2	FY23 BY+3	FY23 BY+4
0762 - Environmental Scientist	0.0	1.0	1.0	1.0	1.0	1.0
0765 - Sr Envirnal Scientist (Spec)	0.0	1.0	1.0	1.0	1.0	1.0
<b>Total Positions</b>	<b>0.0</b>	<b>2.0</b>	<b>2.0</b>	<b>2.0</b>	<b>2.0</b>	<b>2.0</b>

### Salaries and Wages

Salaries and Wages	FY23 Current Year	FY23 Budget Year	FY23 BY+1	FY23 BY+2	FY23 BY+3	FY23 BY+4
0762 - Environmental Scientist	0	72	72	72	72	72
0765 - Sr Envirnal Scientist (Spec)	0	99	99	99	99	99
<b>Total Salaries and Wages</b>	<b>\$0</b>	<b>\$171</b>	<b>\$171</b>	<b>\$171</b>	<b>\$171</b>	<b>\$171</b>

### Staff Benefits

Staff Benefits	FY23 Current Year	FY23 Budget Year	FY23 BY+1	FY23 BY+2	FY23 BY+3	FY23 BY+4
5150350 - Health Insurance	0	26	26	26	26	26
5150450 - Medicare Taxation	0	2	2	2	2	2
5150500 - OASDI	0	11	11	11	11	11
5150600 - Retirement - General	0	51	51	51	51	51
<b>Total Staff Benefits</b>	<b>\$0</b>	<b>\$90</b>	<b>\$90</b>	<b>\$90</b>	<b>\$90</b>	<b>\$90</b>

### Total Personal Services

Total Personal Services	FY23 Current Year	FY23 Budget Year	FY23 BY+1	FY23 BY+2	FY23 BY+3	FY23 BY+4
<b>Total Personal Services</b>	<b>\$0</b>	<b>\$261</b>	<b>\$261</b>	<b>\$261</b>	<b>\$261</b>	<b>\$261</b>

# Policy Development and Analysis Office

