



Office of the City Manager

22

CONSENT CALENDAR
October 28, 2025

To: Honorable Mayor and Members of the City Council
From: Paul Buddenhagen, City Manager
Submitted by: Terrance Davis, Director, Public Works Department
Subject: Contract No. 32300085 Amendment: Abbe & Associates, Integrated Zero Waste Management Strategic Plan

RECOMMENDATION

Adopt a Resolution authorizing the City Manager to amend Contract No. 32300085 with Abbe & Associates, to support completion of the Integrated Zero Waste Management Strategic Plan by increasing the contract by \$221,400 resulting in a total contract amount not to exceed \$721,400 and extending the term through October 31, 2027.

FISCAL IMPACTS OF RECOMMENDATION

Funding is available in the FY2026 Adopted budget in Zero Waste Fund 601.

CURRENT SITUATION AND ITS EFFECTS

This contract amendment expands the consultant's scope of work in managing the Integrated Zero Waste Strategic Plan (Plan) to include a comprehensive financial analysis that will be inclusive of five years of recommended rate calculations. This body of work will include:

- Rate Survey & Comparison;
- Financial Analysis & Projections;
- Rate Calculations & Recommendations;
- Community Engagement Public Workshops;
- Prop 218 Design & Support; and
- Transfer Station Funding Alternative and Investigation & Data Collection.

These recommendations are designed to ensure adequate revenue to cover operating expenses, maintain appropriate fund reserves, support the implementation of new diversion programs, and fund infrastructure investments necessary to meet the City's Zero Waste goals.

The Plan identifies the policies, programs, and infrastructure needed to increase the City's diversion rate to 93 percent over the 10-year planning period. Reaching this level of diversion is essential to advancing the City's Zero Waste goals and meeting state-

mandated waste reduction requirements. Increasing diversion reduces the volume of material sent to landfill, helping the City reduce escalating disposal costs, comply with state regulations such as Senate Bill 1383, and achieve its Climate Action Plan goals. Without continued investment in new programs, diversion strategies, and infrastructure, the City may fall short of regulatory compliance, facing financial penalties, and missing critical milestones in its long-term Zero Waste objectives.

The Plan describes:

- The stakeholder-driven planning process which included a citywide survey, listening sessions, interviews and focus groups, in-person and online workshops, and meetings with the City's Zero Waste Commission and Environment and Climate Commission,
- Goals and guiding principles developed through the stakeholder process,
- The results of the comprehensive Materials Characterization Study conducted and prepared for the plan,
- A description of the 33 Zero Waste initiatives to be implemented in the short-term (1-3 years), medium-term (4-7 years), and long-term (8-10 years),
- Updated information about Transfer Station Feasibility Study (2019), including estimated costs for rebuilding the Transfer Station, and the financing plan for the Transfer Station, and
- Costs for implementing the policies, programs and infrastructure identified in the plan and the potential impact on collection rates.

In addition to the Zero Waste Division's stated programmatic and policy goals, there is a critical need to conduct a comprehensive rate study for both the collection operation and the Transfer Station. This analysis will determine the full staffing and equipment cost of service for collection and disposal, as well as evaluate the financial impacts of new programs and infrastructure needed to achieve the City's Zero Waste objectives. The Zero Waste Division is currently in the third year of a five-year Proposition 218 Rate Schedule, which was approved by City Council on June 27, 2023. Since adoption, the fund balance has been depleted at a faster pace than anticipated, creating the need to return to City Council in FY 2027 one year earlier than planned to establish a new five-year Proposition 218 Rate Schedule. Past rate studies did not include unanticipated expenses, such as state mandated fleet electrification, 14.5% labor salary increases and emergency repairs to the Transfer Station Tipping Floor.

BACKGROUND

The City has a long history of local, state and nationwide environmental leadership. The City and its community members have implemented many environmentally focused policies, initiatives, and programs, including establishing one of the first municipal recycling programs in the nation.

Public Works is responsible for implementing the City's solid waste and recycling programs. Staff drive the collection trucks and transfer trucks, operate the Solid Waste and Recycling Transfer Station and provide customer service, accounting, and financial management. City staff also provide outreach, education and customer technical assistance as well as performing customer audits for compliance with mandatory state recycling and organics regulations. Together, 110 employees are responsible for providing services for 28,000 residential and commercial customers throughout the City and 130,000 self-haul customers per year at the Transfer Station.

The City Auditor's Report, "Underfunded Mandate: Resources, Strategic Plan, and Communication Needed to Continue Progress Toward the Year 2020 Zero Waste Goal," issued on July 1, 2014, concluded that a comprehensive, written strategic plan that clearly defines roles and responsibilities and assigns sufficient resources is needed to guide the City and its Zero Waste Division towards the goal of achieving zero waste. Important components to developing an Integrated Zero Waste Management Strategic Plan are the identification of a target percentage for a Zero Waste Goal, determining the potential costs to achieve a set goal, and reevaluating and proposing a revised target year.

On July 24, 2017, the Zero Waste Commission passed a motion recommending the City move forward immediately to: 1) redefine the City's Zero Waste Goal and 2) issue the RFP for a Zero Waste Management Strategic Plan.

The current contract to be amended with Abbe & Associates is a result of a City RFP process. On April 28, 2022, the City released a Request for Proposal (RFP), Specification No. 22-11477-C, seeking qualified firms for the development and completion of an Integrated Zero Waste Management Strategic Plan (Plan) to provide methodologies and guidance for the City's Zero Waste Division's operation, personnel, program and financial requirements to meet the City's Climate Action Plan and Zero Waste goals.

On June 23, 2022, the City received two proposals from professional consulting firms, which were evaluated by a panel of City staff using a set of RFP criteria that included the City of Berkeley's local vendor preference policy and the Alameda CTC Local Business Contract Equity (LBCE) program. Both firms demonstrated extensive relevant capabilities and experience in their proposals. The selection panel determined Abbe & Associates LLC to be the highest-ranking firm based on their proposal.

The City's Solid Waste Management Plan (1995 and 2000), the Source Reduction and Recycling Element (1992) and the Climate Action Plan (2009) are the most recent documents guiding the City's efforts toward eliminating Berkeley's materials sent to landfills to achieve its goal of zero waste. Although proposed, the City's most recent Solid Waste Management Plan Update (2005) was not formerly adopted by the City.

The 2005 update was designed to achieve a 2010 goal of reaching 75% diversion of all materials being disposed.

ENVIRONMENTAL SUSTAINABILITY AND CLIMATE IMPACTS

An Integrated Zero Waste Management Strategic Plan will enhance the environmental sustainability of our community through waste reduction, material reuse and recycling,

RATIONALE FOR RECOMMENDATION

An Integrated Zero Waste Management Strategic Plan that incorporates and reflects public, City staff, and City Council input and recommendations are necessary to ensure the City has the committed resources, staffing, and guidelines to meet its Zero Waste Goal.

ALTERNATIVE ACTIONS CONSIDERED

The alternative would be to issue an RFP for the comprehensive financial analysis that will develop five years of recommended rate calculations, which would require a delay in the rate setting process, a duplication of effort and additional cost with two distinct consultants working on the same rate setting process. Amending the existing contract not to exceed amount is the most cost effective, expeditious and efficient route to complete this process.

CONTACT PERSON

Leticia Jaurequi, Solid Waste & Recycling Manager, (510) 981-6362
1: Resolution

RESOLUTION NO. ##,### - N.S.

CONTRACT NO. 32300085 AMENDMENT ABBE & ASSOCIATES, INTEGRATED
ZERO WASTE MANAGEMENT STRATEGIC PLAN

WHEREAS, the City's Solid Waste Management Plan (1995 and 2000), the Source Reduction and Recycling Element (1992), and the Climate Action Plan (2009) are the most recent documents guiding the city's efforts toward eliminating Berkeley's materials sent to landfills to achieve its goal of zero waste; and

WHEREAS, the City's most recent Solid Waste Management Plan Update (2005) was designed to achieve a 2010 goal of reaching 75% diversion of all materials being disposed, it was not formerly adopted by the City Council; and

WHEREAS, on October 11, 2022, by Resolution no. 70,563- N.S., City Council authorized contract no. 32300085 to conduct an Integrated Zero Waste Management Plan; and

WHEREAS, on June 27, 2023, City Council adopted a Proposition 218 5-year rate schedule; and

WHEREAS, since these rates were adopted, fund balance has been depleted at a faster rate anticipated, resulting in the need to return to City Council in FY 2027, 1 year earlier than expected, resulting in the need to bring forward a new 5-year Proposition 218 rate schedule; and

WHEREAS, funding for this contract is available in the FY 2026 adopted budget in Zero Waste Fund 601.

NOW THEREFORE, BE IT RESOLVED by the Council of the City of Berkeley that the City Manager, or designee, is authorized to amend Contract No. 32300085 with Abbe & Associates, to support completion of the Integrated Zero Waste Management Strategic Plan by increasing the contract by \$221,400 resulting in a total contract amount not to exceed \$721,400 and extending the term through October 31, 2027. A recorded signature copy of the said contract and any amendments is to be on file in the City Clerk department.

