

**P&A Committee Members**

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Matthew Jorgens, City of Newark

Ken Houston, City of Oakland

Matt Gaidos, City of Pleasanton

Lance Nishihira, City of Union City

Timothy Burroughs, Executive Director

**AGENDA**

**MEETING OF THE  
PROGRAMS AND ADMINISTRATION  
COMMITTEE (P&A)**

**THURSDAY, MARCH 12, 2026**

**9:00 A.M.**

***IN PERSON MEETING LOCATION:*  
STOPWASTE BOARD ROOM  
1537 WEBSTER STREET, OAKLAND, CA**

This meeting will be conducted in a hybrid model with participation both in-person and via teleconference:

Teleconference location #1	3300 Capitol Avenue, Building A, Fremont, CA
Teleconference location #2	806 Pierce Street, Albany, CA
Teleconference location #3	City of Dublin, 100 Civic Plaza, Dublin, CA
Teleconference location #4	2928 Linden Avenue, Berkeley, CA
Teleconference location #5	123 Main Street, Pleasanton, CA
Teleconference location #6	Newark City Hall, 37101 Newark Blvd. Conf Rm #1, Newark, CA
Teleconference location #7	30065 Skylark Court, Hayward, CA
Teleconference location #8	21195 Center Street, Castro Valley, CA
Teleconference location #9	34009 Alvarado Niles Road, Union City, CA
Teleconference location #10	Scott Haggerty Heritage House, 4501 Pleasanton Ave., Pleasanton, CA
Teleconference location #11	1 Frank H. Ogawa Plaza, Oakland, CA
Teleconference location #12	115 Dale Ave, Piedmont, CA

Members of the public may attend in person at the addresses listed above or by:

1. Calling US+1 669 900 6833 and using the Webinar ID 879 0098 8705
2. Using the [Zoom](#) website or App and entering meeting code 879 0098 8705

During the meeting the chair will explain the process for members of the public to be recognized to offer public comment. The process will be described on the StopWaste website at <http://www.stopwaste.org/virtual-meetings> no later than noon, Wednesday, March 11, 2026.

The public may also comment by sending an e-mail to [publiccomment@stopwaste.org](mailto:publiccomment@stopwaste.org). Written public comments will be accepted until 3:00 p.m. on the day prior to the scheduled meeting. Copies of all written comments submitted by the deadline above will be provided to each Board Member and will be added to the official record. Comments will not be read into the record.

In accordance with the Americans with Disabilities Act, if you need assistance to participate in this meeting due to a disability, please contact the Clerk of the Board at (510) 891-6517. Notification 24 hours prior to the meeting will enable the agency to make reasonable arrangements to ensure accessibility to this meeting.

## AGENDA

### I. CONVENE MEETING

### II. ROLL CALL OF ATTENDANCE

### III. PUBLIC COMMENTS

Open public discussion from the floor is provided for any member of the public wishing to speak on any matter within the jurisdiction of the Programs & Administration Committee but not listed on the agenda.

### Page IV. CONSENT CALENDAR

- 1 1. **Approval of the Draft P&A Minutes February 12, 2026**

### V. REGULAR CALENDAR

- 3 1. **Multi-Year Fiscal Forecast (Justin Lehrer)**

This item is for information only.

- 11 2. **Mapping Alameda County's Food Recovery System (Cassie Bartholomew & Hugo Grégoire)**

This item is for information only.

### VI. MEMBER COMMENTS

### VII. ADJOURNMENT – TO P&A MEETING – APRIL 9, 2026 AT 9:00 A.M.

**DRAFT**

**MINUTES OF THE ALAMEDA COUNTY WASTE  
MANAGEMENT AUTHORITY MEETING  
OF THE  
PROGRAMS AND ADMINISTRATION COMMITTEE**

**THURSDAY, FEBRUARY 12, 2026**

**9:00 A.M.**

***IN PERSON MEETING LOCATION:*  
STOPWASTE BOARD ROOM  
1537 WEBSTER STREET, OAKLAND, CA**

**Members Present**

County of Alameda	David Haubert
City of Albany	Jennifer Hansen-Romero
City of Berkeley	Mark Humbert
Castro Valley Sanitary District	Dave Sadoff
City of Dublin	Jean Josey, Chair
City of Fremont	Yang Shao
City of Hayward	Daniel Goldstein
City of Newark	Matthew Jorgens
City of Oakland	Ken Houston
City of Piedmont	Lorrel Plimier
City of Pleasanton	Matt Gaidos
Union City	Lance Nishihira

**Staff Present**

Timothy Burroughs, Executive Director  
Alma Freeman, Communications Manager  
Justin Lehrer, Administrative Services Director  
Else Lebsack, Program Manager  
Arliss Dunn, Clerk of the Board

**Others Present**

Mitesh Desai, Badawi and Associates  
Ahmed Zaghoul, Badawi and Associates

**I. Convene Meeting**

Chair Josey called the meeting to order at 9:00 a.m. Timothy Burroughs explained the process that would be utilized during the meeting. A link to the process is available here: [Virtual-Meetings-Instructions](#).

**II. Public Comments**

There were none.

**III. CONSENT CALENDAR**

**1. Approval of the Draft Minutes of January 8, 2025**

There were no public comments for the Consent Calendar. Board member Hansen-Romero moved for approval of the Consent Calendar. Board member Goldstein seconded, and the motion carried 11-0. The Clerk called the roll.

## DRAFT

(Ayes: Gaidos, Goldstein, Hansen-Romero Haubert, Humbert, Jorgens, Josey, Nishihira Plimier, Sadoff, Shao. Nays: None. Absent: Houston. Abstain: None)

### IV. REGULAR CALENDAR

#### 1. Implementation of the Reusable Bag Ordinance (Ordinance 2025-1) (Elese Lebsack)

This item is for information only.

Timothy Burroughs introduced the item. Elesé Lebsack provided an overview of the staff report and presented a PowerPoint presentation. A link to the report and the presentation is available here: [RBO-Update-Memo.pdf](#). Ms. Lebsack informed the Board that over the last eight months, staff conducted outreach for implementation of the updated Reusable Bag Ordinance (RBO) and continued to gather annual data about customer bag use and bag purchasing by stores. Ms. Lebsack provided an overview of the bag rules, current implementation activities, and annual bag use and purchasing data.

Additional time was provided to the Board for discussion and for clarifying questions. An audio link to the discussion is available here: [RBO-Update-Discussion](#). There were no public comments on this item. Chair Josey thanked Ms. Lebsack for a very informative report and robust discussion.

### V. MEMBER COMMENTS

There were none.

### VI. ADJOURNMENT – TO P&A MEETING – March 12, 2026 AT 9:00 A.M.

The meeting was adjourned at 9:25 a.m.



**DATE:** March 12, 2026  
**TO:** Programs & Administration Committee  
Planning Committee/Recycling Board  
**FROM:** Justin Lehrer, Administrative Services Director  
**SUBJECT:** Multi-Year Fiscal Forecast

**SUMMARY**

Each year, as part of the Agency’s budget development process, staff conduct an analysis of the organization’s fiscal forecast, current fund balance, and reserves. This review helps identify adjustments needed to ensure sufficient resources to continue to deliver impactful programs that advance the Agency’s goals while also maintaining adequate contingency funds for the future. This year’s analysis reflects the addition of a newly adopted regulatory fee and its impact on the Agency’s long-term financial outlook. At the March 12 Programs & Administration and Recycling Board meetings, staff will present an overview of the updated forecast and key findings.

**DISCUSSION**

Central to the Agency’s mission is to accelerate progress toward a thriving circular economy, including advancing a healthy local food system, supporting circularity in organic and inorganic waste streams, and driving innovation and minimizing waste in the Bay Area construction sector. Consistent with this mission and other broader economic factors, solid waste disposal and the associated tonnage fee revenue have declined over time. Landfill tonnage-based fee revenue represents 90% of the Agency’s discretionary budget (i.e., General Fund). As landfill-based revenue has declined and operating costs and state-mandated regulatory programs have increased, the Agency has for several years faced a long-term structural deficit. In response, staff and the Board have implemented cost-containment measures over the past three years, including holding expenditures flat by carefully managing vacancies and reducing non-personnel costs, engaging in strategic planning to prioritize core initiatives, and pursuing revenue diversification and regulatory cost recovery. We have also strategically drawn down fund balances as needed to support continued work on strategic priorities.

**FORECAST SCENARIOS**

Utilizing a forecasting model originally developed with assistance from the consulting firm Crowe, LLP, staff update the Agency’s revenue projections each year. The model includes seven scenarios to help determine a range of possible funding trends and associated fiscal measures that support the Agency’s operations and mission.

The scenarios described in the table below cover a range of potential circumstances that could occur in the future and the potential impact of these scenarios on the Agency’s reserves and fund balance.

Scenario A represents the best case from a revenue perspective, descending to Scenario G, which forecasts the lowest revenues. Scenarios A, B, C, and F are based on historical trends such as disposal changes over a specific timeframe and/or impacts from the 2007-2009 recession. The basis for Scenarios D, E, and G is "goal-based," meaning that the forecasted trends reflect longer-term declines in tonnage based on state and local policy goals, such as those articulated in the [Recycling Plan](#) adopted by the Agency's Recycling Board.

The Agency's revenue has closely tracked Scenario C since inception of the model in 2022, representing an approximate 2% annual decline in tonnage revenue per year.

Scenario	Brief Description of Tonnage Trend	Tonnage Change	Basis
<b>A. Status Quo with Growth</b>	Slight growth based on most recent five years	Increase	Historical
<b>B. Status Quo</b>	Tonnage stays flat	No Change	Historical
<b>C. Economic Cycle</b>	Declines based on most recent 15 years	Decrease	Historical
<b>D. Organics Reduction</b>	Achieve 75% reduction in landfilled organics using a FY 2022 baseline (SB 1383 <sup>1</sup> ), then tonnage stays flat	Decrease	Goal-based
<b>E. Organics and Recyclables Reduction</b>	Achieve 75% reduction in landfilled organics using a FY 2022 baseline (SB 1383), then 75% reduction in recyclables by FY 2030	Decrease	Goal-based
<b>F. Recession</b>	Tonnage declines similar to 2008 recession to its recovery	Decrease	Historical
<b>G. Recycling Plan</b>	Achieve Recycling Plan goal of 100% diversion by 2045	Decrease	Goal-based

## NEW REGULATORY FEE IMPACTS FORECAST

Because landfill tonnage fee-based revenues are projected to continue declining as landfill disposal declines, the Agency has relied on its fund balance and reserves as a temporary bridge while exploring revenue diversification and cost recovery options. However, absent additional revenue or significant reduction in the programs we provide, all the forecast scenarios included in earlier fund balance analyses showed a risk of exhausting the Agency's funding contingency by FY 2031.

In early 2025, following Board direction and an evaluation of potential revenue options, staff engaged R3 Consulting Group, Inc. to conduct a regulatory fee study. State mandates, including SB 1383 and the statewide ban on single-use plastic bags, were adopted after the Agency's primary discretionary funding sources were established. Under Proposition 26, the Agency may recover the costs of administering and enforcing regulations implementing these mandates through a regulatory fee. R3's study evaluated options to recover those regulatory costs on behalf of the Agency's member jurisdictions.

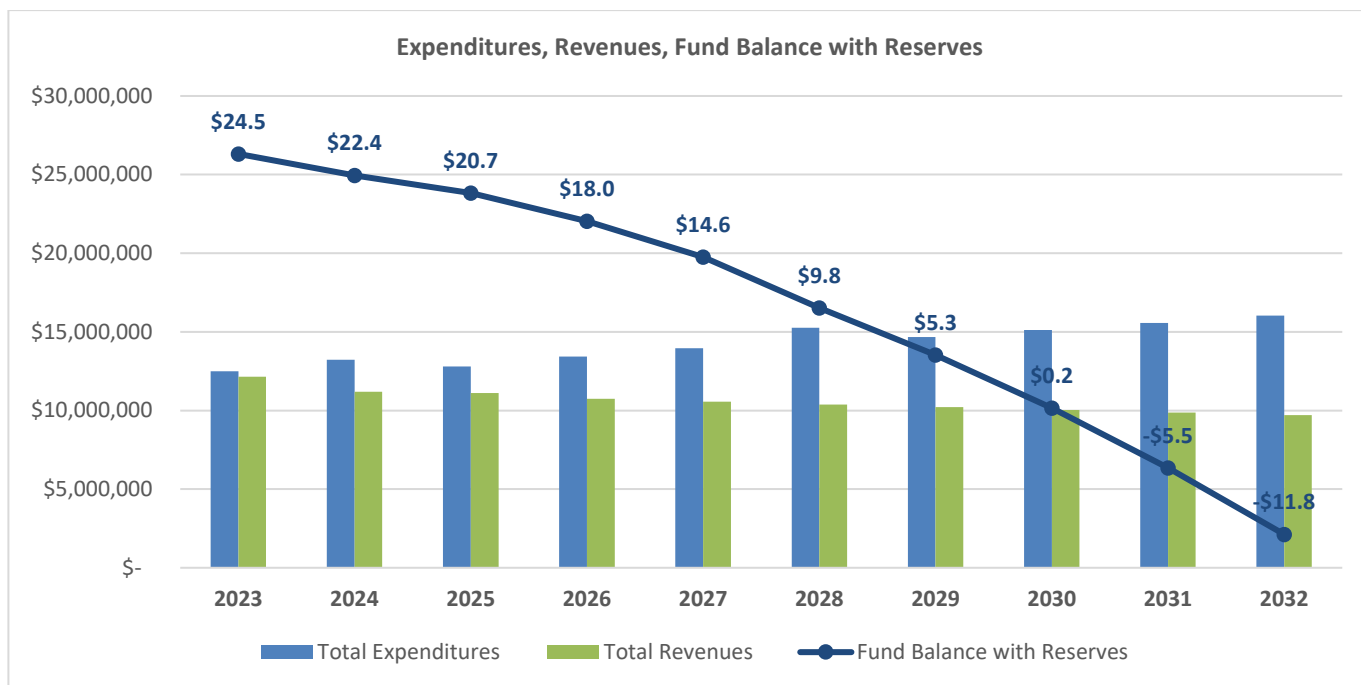
R3 evaluated collection mechanisms and estimated FY 2027 regulatory costs at approximately \$4.3 million, recommending recovery through a fee on residential and commercial solid waste bills. The study was presented to the WMA Board in September 2025, at which time the Board directed staff to develop a Regulatory Fee Ordinance. On February 25, 2026, the Board adopted Ordinance 2026-01,

<sup>1</sup> Senate Bill 1383 Short-lived climate pollutants. Section 39730.6. Sets a statewide goal to reach a 75% reduction in organics landfilled by 2025. StopWaste is using a FY 2022 baseline for the purposes of the projection.

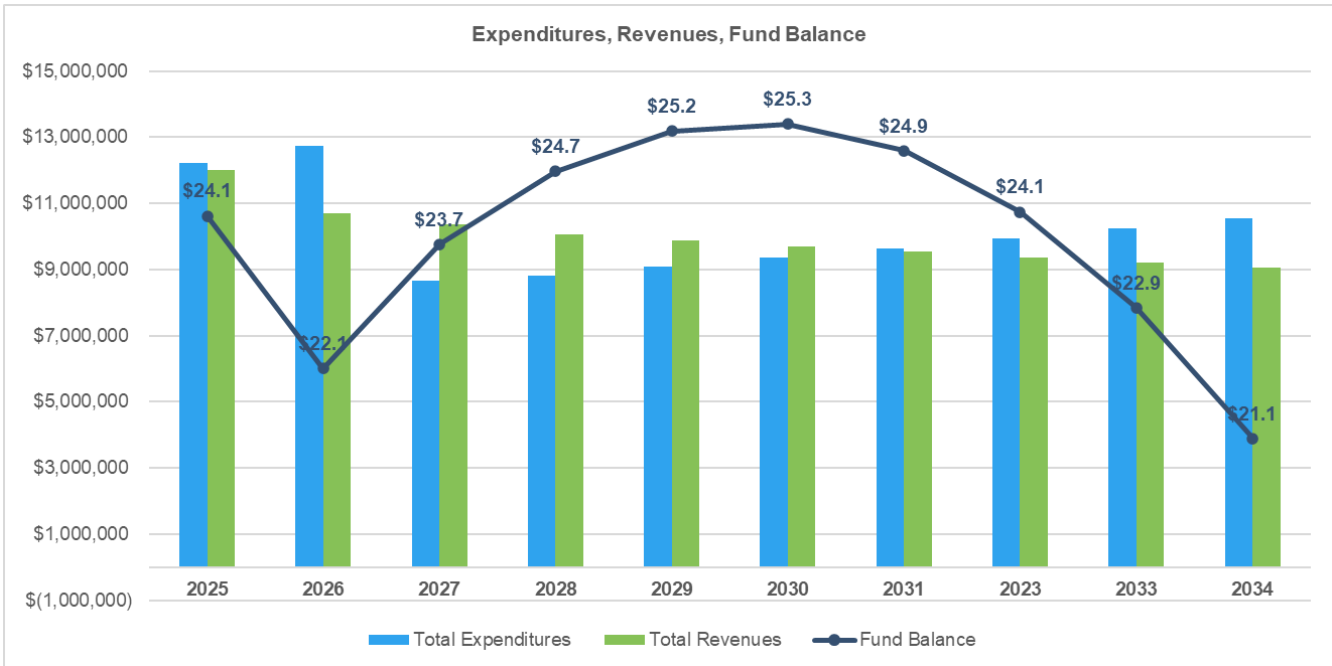
establishing a regulatory fee projected to generate approximately \$4.1 million annually beginning in FY 2027. This new revenue category is now incorporated into the updated fiscal forecast.

With the adoption of the regulatory fee, which enables StopWaste to recover a significant portion of its regulatory costs, the Agency’s financial projections have materially improved. The additional revenue will recover up to 95% of the Agency’s regulatory expenses, including compliance monitoring, enforcement efforts, and additional activities necessary to support implementation of SB 1383 and the Reusable Bag Ordinance on behalf of our member agencies. **With the regulatory fee in place, there is reduced pressure on the overextended general fund, and revenues are projected to exceed expenditures through FY 2031, restoring structural balance in the medium term.**

Figure 1 below shows the Agency’s projected expenditures, revenues, and fund balances through 2032 as presented to the Board in March 2025. Figure 2 updates the projection through 2034 to include both the new regulatory fee revenue and a revised actual fund balance for FY 2025. Both figures include approximately \$9 million in reserve funds for purposes of comparison. Figure 1 shows a negative fund balance by FY 2031 and Figure 2 shows a balance of \$24.9 million in FY 2031, reflecting the impact of the projected additional regulatory fee revenue over time.

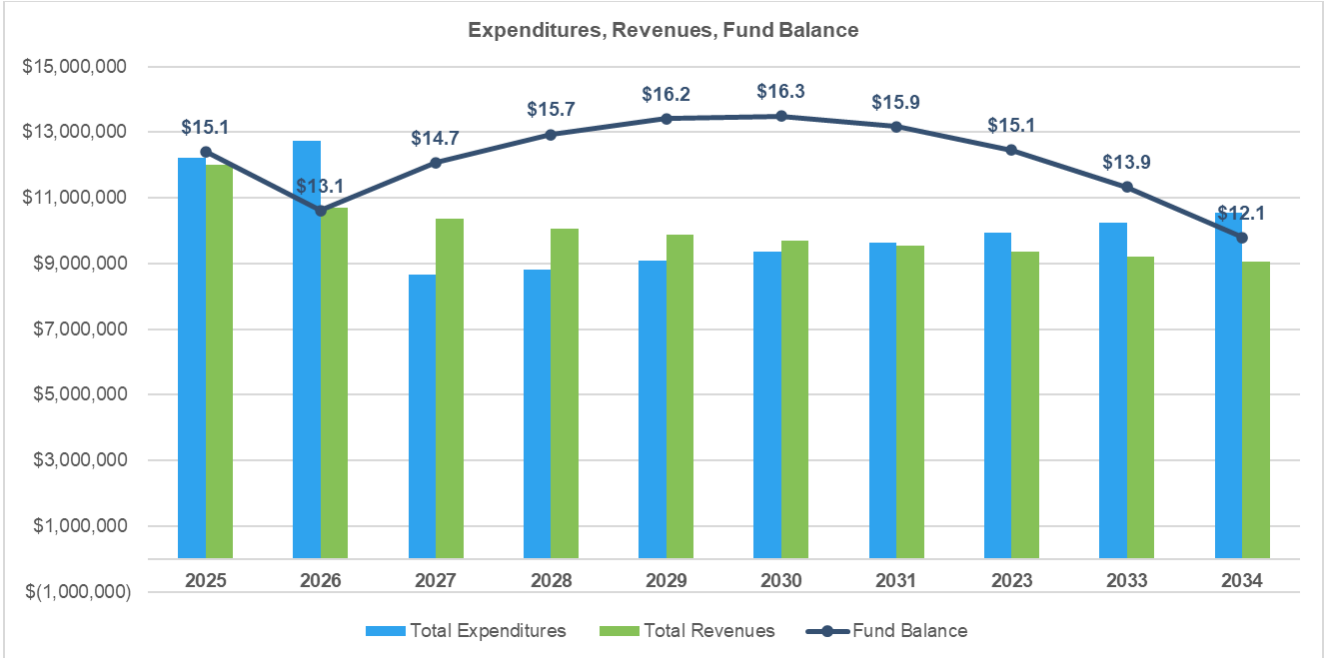


**Figure 1:** Expenditures, Revenues, and Fund Balance Forecast including reserves; March 2025



**Figure 2:** Expenditures, Revenues, and Fund Balance Forecast including reserves, March 2026

Given that reserves are allocated for specific needs and not intended for use as the Agency’s general fund, they are excluded from subsequent forecast charts below. Figure 3 shows the Agency’s projected fund balance excluding reserves. Starting with implementation of the regulatory fee in FY 2027, which, again, is projected to recover approximately 95% of the Agency’s regulatory costs, discretionary revenues will exceed expenditures until FY 2031 at which point the rising costs of operations due to inflation may once again exceed revenue. At that time the Agency projects a \$16.3 million fund balance plus \$9 million in dedicated reserves, providing a sufficient horizon to implement changes that address any fiscal structural imbalance that exists at that time.



**Figure 3:** Expenditures, Revenues, and Fund Balance Forecast, excluding reserves

## KEY FINDINGS FROM THE SCENARIO ANALYSIS

Staff updated the projection models for this fiscal forecast to include actual figures for last fiscal year (FY 2025) and budgeted figures for the current fiscal year. Here are the key findings from the Agency's current fiscal forecast analysis:

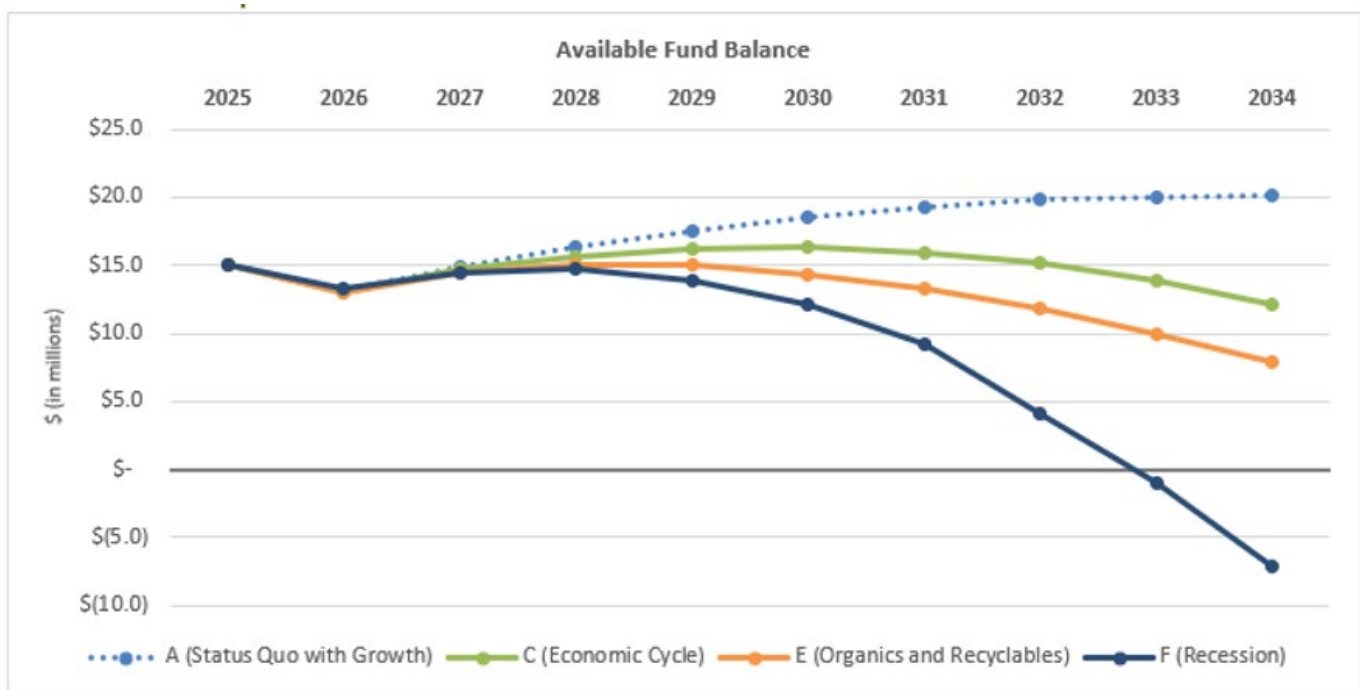
- Based on actual figures and revenues to date, the Agency's fiscal trend continues to closely match Scenario C, reflecting a 2% annual decline in tonnage-based revenue.
- The new regulatory fee is projected to recover approximately 95% of the Agency's regulatory program costs (over \$4 million annually).
- By the end of FY 2027, after implementation of the regulatory fee, the Agency will have accumulated a fund balance, excluding dedicated reserves, totaling approximately \$14.7 million. This is up from \$13.1 million in FY 2026 and provides a sufficient basis for the Agency to continue to deliver impactful programs that advance our mission while maintaining adequate contingency funds for the future.
- Over the next five years, revenues are projected to exceed expenditures. However, rising operating costs and the declining, non-inflation-adjusted nature of landfill and other fee revenues may create renewed structural pressure by FY 2031 absent program or staffing adjustments. At that time, fund balance and reserves are projected to total approximately \$25 million, providing a sufficient horizon to address any emerging structural imbalance.
- Over the longer term (through FY 2034), the forecast shows a decline in fund balances and reserves, with only the worst case scenarios showing the Agency exhausting all fund balances and reserves by FY 2031.
- The Agency's unique circumstances related to revenue generation and the complexity of adjusting the fees that generate revenue continue to expose the Agency to financial risk in the longer term, which warrants maintaining a higher fund balance than other area waste management authorities that have different, more nimble fee structures.

## LONGER TERM FORECASTS

While financial forecasting is a valuable tool, the forecasts are estimates that become less accurate the further out data are projected. However, extending the scenarios through FY 2034 still provides insight as shown in Figures 4 and 5 on the next page. The table and chart below reflect estimated fund balance trends without interventions such as expenditure reductions or diversification of revenues.

Scenario	Base Year	Year 3	Year 6	Year 9
	2025	2028	2031	2034
A (Status Quo with Growth)	15.08	16.37	19.29	20.16
B (Status Quo)	15.08	16.96	20.05	20.54
C (Economic Cycle)	15.08	15.67	15.94	12.14
D (Organics)	15.08	15.63	13.94	9.23
E (Organics and Recyclables)	15.08	15.06	13.25	7.89
F (Recession)	15.08	14.70	9.24	(7.16)
G (Recycling Plan)	15.08	4.47	(28.60)	(86.24)

**Figure 4:** Projected Ending Fund Balance (in millions), excluding reserves – Years 3, 6, and 9



**Figure 5:** Projected Fund Balance (in millions), excluding reserves

Over the longer term, fund balances decline under all but the best-case scenario as inflation and continued tonnage reductions outpace revenue growth. While the Agency will take steps to minimize the risk of these longer-term forecasts, they do highlight the need to continue to regularly update the forecasting models to help identify trends and to address this fiscal imbalance.

**BUDGET IMPACTS FOR FY 2027**

Medium-term forecasts indicate that with the regulatory fee revenue in place, the Agency is in a stable financial position for the next several years. This is helpful in preparing for the upcoming budget in that

the Agency has the flexibility to make additional strategic investment in our programs that further our mission without relying on the funding contingency.

## RESERVES

In addition to discretionary funds, the Agency maintains reserves that are set aside for specific purposes. At the end of FY 2026, Agency reserves will total approximately \$9.2 million. While the total amount of the reserves has not changed significantly, based on recent analyses the reserve categories and the funding allocated to each reserve category are shown below. Reserve funds are not included in the discretionary fund balance because they are dedicated to specific purposes; however, they provide an additional cushion in the event of unexpected revenue declines.

Reserve	Balance	Purpose
Building Maintenance	\$ 1,420,000	Cover capital costs related to Agency buildings and property.
Fiscal	\$2,600,706	Offset unanticipated decline in revenue that could occur during the year – represents the difference between Scenario C and Scenario F (Recession).
Pension	\$4,000,000	Ensures sufficient funding to achieve a 100% funded status for both CalPERS unfunded accrued liability (UAL) and Other Post-Employment Benefits (OPEB).
Disaster Recovery	\$500,000	Cover costs related to data recovery, restoring essential systems, and implementing enhanced security measures after a cybersecurity attack or natural disaster.
Regulatory	\$200,000	Cover additional regulatory expenses not reimbursed by revenue collected through the regulatory fee.
Five Year Audit	\$81,876	Pay for periodic Recycling Board five-year audit.
Waste Characterization Study (Regulatory)	\$200,000	Covers costs for periodic Waste Characterization Studies.
Contingency	\$220,485	To be used as needed for one-time projects
<b>Total</b>	<b>\$9,223,067</b>	

## PLANNING FOR THE FUTURE

The Agency will continue taking proactive measures regarding expenditures, such as carefully managing vacancies, and will continue its practice of monitoring unfunded liabilities and making strategic discretionary payments when feasible to both ensure the adequacy of the pension and post-retirement benefits (OPEB) and reduce annual operating expenses.

The Agency will also continue to use forecasting tools to inform its budgetary and policy decision-making going forward. Active monitoring of the fund balance allows the Agency to proactively manage potential surpluses or deficits.

Staff is in the process of preparing the FY 2027 budget, which will be presented at the joint session of the Boards and the Energy Council on April 22, 2026. While fiscal prudence remains essential, this analysis provides particularly useful information as staff plan initiatives that support the Agency’s broader interests in advancing a healthy local food system, a thriving circular economy, and innovation

in the Bay Area construction sector.

**RECOMMENDATION**

This item is for information only. Staff will continue to prepare and present annual fiscal forecasts and advise the Boards of any changes in disposal trends which would require significant changes to Agency expenditures and/or revenues.



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**DATE:** March 12, 2026

**TO:** Programs and Administration Committee  
Planning Committee/Recycling Board

**FROM:** Cassie Bartholomew, Senior Program Manager  
Hugo Grégoire, Management Analyst

**SUBJECT:** Mapping Alameda County's Food Recovery System

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## SUMMARY

One of StopWaste's main goals is to help build a healthy, equitable food system that minimizes waste. A key part of that work is food waste prevention and improving edible food recovery, including convening the Alameda County Food Recovery Network (ACFRN), a countywide collaborative of food recovery organizations, faith-based groups, and community partners working to strengthen food recovery efforts and implement SB 1383 edible food recovery requirements.

To support that work, StopWaste recently developed the **Alameda County Food Recovery System Map**, an internal tool that provides a comprehensive overview of commercial food generators, food recipient organizations, and food system organizations working across the county to ensure that edible surplus food is redirected to food insecure communities. At the February 12 board meetings, staff will present an overview of the tool and how it benefits food recovery work.

## DISCUSSION

StopWaste partnered with Food Works Group to develop a pilot map of the Alameda County food system and food recovery activities. This map serves as a practical coordination tool for the network and for the broader ecosystem of food system organizations, including urban farms and food recipient organizations.

Through stakeholder interviews and follow-up surveys, the project engaged more than 30 food system stakeholders across 21 organizations. This collaborative effort produced tools to enhance understanding of the local food recovery system, identify service gaps, and support more strategic coordination among partners. Overall, the project strengthens the county's food recovery infrastructure by mapping the organizations that comprise Alameda County's food recovery system, while also supporting compliance with California's SB 1383 edible food recovery requirements.

Users can filter data by organization type, location, and operational characteristics to identify potential collaborators or service providers throughout the county. A companion user guide and video tutorial were developed to support use of the map and provide definitions for organization types displayed.

Alameda County Food Recovery Map

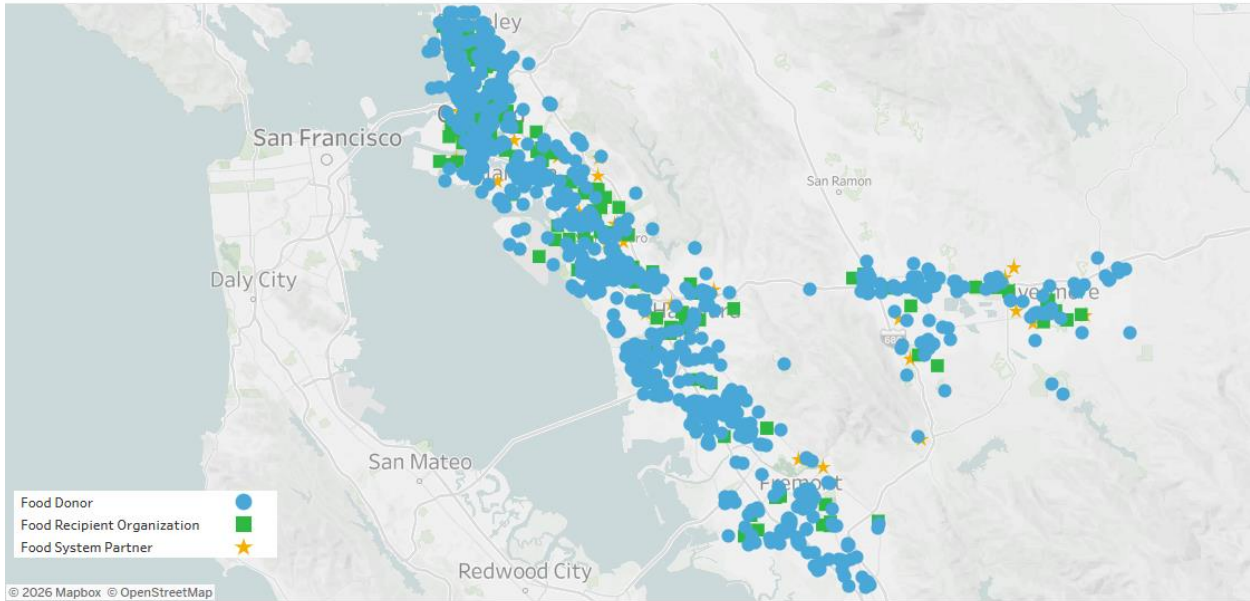


Figure 1. Alameda County Food Recovery System Map showing food donors alongside food recipient organizations and food system partners.

**RECOMMENDATION**

This item is for information only