

City of Brisbane

Agenda Report

TO: Honorable Mayor and City Council

FROM: Community Development Director via City Manager

SUBJECT: Proposed Contract Modification-Baylands Specific Plan Environmental Impact Report

DATE: Meeting of July 5, 2011

City Council Goals:

To provide for effective and efficient delivery of City services (Goal#1).

Purpose:

To approve a contract modification with ESA Associates Inc. to evaluate the Recology Expansion variant in the Environmental Impact Report (EIR) for the Baylands Specific Plan.

Recommendation:

The City Council authorize the City Manager to execute the attached contract modification with ESA Associates.

Background/Discussion:

The Notice of Preparation (NOP) for the Baylands Specific Plan EIR released in December 2010 identified a variant to the Community Preferred Plan to be evaluated in the EIR which included the potential expansion of the existing Recology facility.

The existing EIR scope of work approved July 2010 does not contemplate evaluation of the Recology variant, as this variant had not been developed when the work scope was finalized. As indicated in the attached scope of work for the contract modification, there will be additional analysis required to evaluate the potential impacts of this variant.

Fiscal Impact:

There will be no fiscal impact to the City as a result of the requested contract modification. Recology is bearing the cost of the EIR contract modification, which is \$138,450.

Measures of Success:

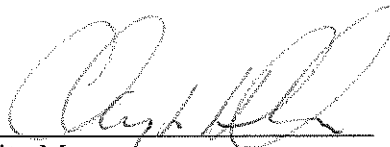
Completion of a Draft EIR which provides a thorough analysis of all alternatives under consideration.

Attachments:

Proposed ESA Contract Modification



Community Development Director



City Manager



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March 22, 2011

John Swiecki, AICP
Community Development Director
City of Brisbane
50 Park Place
Brisbane, CA 94005

Subject: Scope and Budget for Recology Expansion Variant, Brisbane Baylands Specific Plan EIR

Dear John:

Pursuant to your request, ESA is pleased to provide this scope and budget for the Recology Expansion Variant as part of the analysis for the Community Preferred Plan in the Brisbane Baylands Specific Plan Environmental Impact Report project.

The Recology Variant on the Community Preferred Plan (CPP) would allow for the expansion of the existing Recology facility within the northeast portion of the Baylands site, replacing the land uses in this area otherwise identified in the CPP. The current 49-acre site would expand to 73 acres, and would consolidate offsite recycling and corporation yard facilities in one location. The square footage of the developed areas on the Recology site would increase from the existing 259,000 square feet to 1,011,000 square feet. Site facilities include administrative/office space, operations, maintenance, and parking areas for customers, employees, and truck/facility vehicles. In addition, roads, utilities, and other infrastructure would be reconfigured or newly constructed. In general, the land uses remain as proposed in the CPP north of Geneva Avenue and south of the existing Recology site. This variant will be compared to baseline conditions and not to the main CPP.

Scope

As part of the Community Preferred Plan for the Brisbane Baylands Specific Plan EIR, ESA will evaluate the following topics for impacts associated with the proposed Recology expansion¹:

- **Aesthetic Resources:** the analysis will discuss the impacts of new development in terms of impacts on a scenic vista, height and massing, views from surrounding areas and the potential for increased light and glare.
- **Air Quality:** the analysis will discuss the local and regional air quality impacts from project-related construction and demolition, and impacts from new development and traffic, including truck traffic. Impacts on existing and proposed sensitive receptors will also be analyzed, along with potential odor impacts. Micro-impacts of the project in altering existing air movement patterns (i.e., the creation of “wind tunnels” or similar conditions) shall also be evaluated. A Health Risk Assessment is also proposed due to the anticipated increase in truck traffic that would occur with this variant.
- **Biological Resources:** the analysis will discuss the impacts of construction and demolition activities on nesting birds, the general potential for removal of mature trees, and the potential for new development to result in direct, indirect and/or cumulative impacts on botanical and wildlife habitat.

¹ Some of these topics will have little difference from the CPP evaluation and others will have more significant differences.

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- **Cultural Resources:** the analysis will discuss impacts on known or potential historic buildings and sites, and the potential for construction and demolition activities to disturb archaeological and cultural resources.
- **Geology, Soils, and Seismicity:** the analysis will discuss the potential for construction and demolition activities to expose soils to erosion, and the potential for site development to expose structures and people to factors including but not limited to seismic risk, liquefaction, and differential settlement.
- **Greenhouse Gas Emissions:** the analysis will discuss the Greenhouse Gas Emissions impacts from project-related construction and demolition, and impacts from new development and traffic, including truck traffic. It will further address potential impacts related to climate change adaptation such as sea level rise related to other topics such as hydrology, utilities and biological resources.
- **Hazards and Utilities:** as noted in the Revised NOP of December 2010, the Recology Variant will require reconfiguration of roads, utilities, and other infrastructure in addition to administrative/office space, operations, maintenance, and parking areas. The utilities section of the EIR will address water supply, wastewater collection, wastewater treatment, solid waste disposal, stormwater, emergency services, energy, and communications. The hazardous waste section will address hazardous materials management, soil and groundwater contamination, and soil gas, and will focus on the risk to human health and environment from residual contamination that may be left in place considering the future planned use for the property. Construction impacts to construction workers, public, and the environment will be evaluated in addition to the long-term operations.

Per the discussion during ESA's kick-off meeting on January 5, 2011, a separate analysis and additional write-up specific to the Recology facility variant is required for the EIR. For budgeting, it has been assumed that each section will include one to two graphics and will require approximately 49 hours of staff time for each section including staff preparation of an internal draft, senior review, revisions, graphics, and word processing. Hours have been assumed for the project manager to actively communicate with ESA on sources of information and guidance on the presentation of information.

- **Water Supply Assessment:** CDM prepared a scope and budget for the additional work needed to complete the WSA with the inclusion of the Recology expansion variant. It is assumed that inclusion of the Recology facility into the WSA will only require identification of the facility's water demands. The water supply portion of the WSA will address the future water supply sources and commitments necessary to serve the total Baylands development, in which the water demands associated with Recology would be included in the total demands. Assuming that the water demand information needs identified in CDM's memo to ESA (dated March 1, 2011) can be fully addressed and resolved such that a complete and accurate spreadsheet can be developed to delineate the water demands specific to each land use type under each of the four development scenarios, CDM's additional work to incorporate Recology would only involve development of water demand estimates for the existing Recology, as it would continue into the future, and the expanded Recology facility in the future. Those estimates would be entered into the spreadsheet to account for the resource recovery uses within the overall CPP and CPP-Recology Variant. No separate or additional write-up specific to the Recology facility is assumed to be necessary.

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The costs for incorporating Recology into the WSA are highly dependent on the cooperation of the owner/operator of the existing Recology facility and the quality of the information that they can provide. CDM has scoped the following two options based on the potential level of cooperation from the Recology owner/operator:

Option 1 – Recology Owner/Operator Develops Water Demand Estimate: Under Option 1, CDM would coordinate directly with, and rely upon, the owner/operator of the existing Recology facility to develop an estimate of current water use in gallons per day (gpd), and an estimate of the anticipated future water demands associated with the expanded facility. Under this approach, it is assumed that the owner/operator has ready access to current water use information (i.e., water bills or other records over the past year delineating monthly water use volumes, assuming that the existing facility has its own water meter[s]) and would provide CDM with a reasonable estimate of average daily water consumption in gpd. CDM would also request the owner/operator to indicate whether any changes in equipment and/or operations at the existing facility are anticipated in the reasonably foreseeable future such that the daily water consumption 20 years hence would be materially different from the current consumption, and, if so, by how much. Next, CDM would consult with the owner/operator regarding the potential expansion of the existing facility, as reflected in Figure 7 of the Revised NOP, including a delineation of any existing facilities and activities that will be removed/replaced as part of the future expansion.

Understanding that the owner/operator is in a better position than CDM to evaluate how the water use characteristics of each component of such a future facility would differ from that of the existing facility, CDM would rely on the owner/operator to provide a reasonable estimate of the total daily water demands associated with the expanded facility. CDM would then enter into the overall water demands spreadsheet for Baylands the estimates of daily water demand associated with the two future scenarios for Recology. Under this approach, CDM's work would be limited to general coordination and consultation with the owner/operator and review of the water demand estimates provided by the owner/operator.

Option 2 – CDM Develops Water Demand Estimate: Under this option CDM would have very limited, or no, communication with the owner/operator of the existing Recology, and CDM is primarily responsible for development of the water demand estimates for the two sizes of facilities contemplated in the CPP and variant. CDM would conduct a site visit to meet with the owner/operator and tour the existing facility to observe the existing operations and associated water use. Based on site observations, water use information provided by owner/operator, and water use data for resource recovery facilities within CDM's reference library, CDM would develop an estimate of existing daily water use. CDM will assume that the existing water use characteristics will not change materially in the future (i.e., at buildout of Baylands), unless the owner/operator indicates otherwise and provides supporting details. CDM will then consult with the owner/operator to assess how the existing Recology facility would be modified in conjunction with future expansion, and will develop assumptions regarding changes in water demands.

In the event that consultation with the owner/operator is not possible, CDM will delineate assumed changes based on experience with similar resource recovery facilities. Based on the above, CDM will develop an estimate of the future water demand associated with an expanded Recology facility.

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- **Hydrology and Water Quality:** the analysis will discuss the potential impacts of the project in regard to stormwater drainage systems, compliance with water quality standards or waste discharge requirements, groundwater, along with the impacts of potential development within the 100-year flood zone.
- **Land Use and Planning Policy:** the analysis will discuss the potential for this variant to divide an existing community, alter community character, or conflict with applicable land use policy and plans, including the City of Brisbane General Plan and regional land use initiatives, such as the Sustainable Communities Strategy (SCS) administered by Association of Bay Area Governments (ABAG) and Metropolitan Transportation Commission (MTC).
- **Noise:** the analysis will discuss the impacts of noise and vibration from construction and demolition activities as well as increased employee and truck traffic, and the potential noise impacts of new activities generated by site development, and impacts of existing noise sources from the resource recovery facility on proposed CPP land uses.
- **Population and Housing:** the analysis will discuss the potential of this variant to directly and/or indirectly induce substantial population growth and related impacts.
- **Public Services:** the analysis will discuss the potential increase in demand for public services, and infrastructure such as, fire and police protection, schools, solid waste, energy, water supply, and wastewater disposal services.
- **Recreation:** the analysis will discuss the potential increase in the use of existing recreational facilities to the detriment of those facilities, the need to create new recreational facilities, and impacts on existing recreational resources.
- **Sustainability:** the analysis shall identify project elements and mitigation measures which contribute to the project's environmental sustainability.
- **Transportation, Circulation and Parking:** the analysis will discuss the impacts of construction traffic and the potential for new development, including increased vehicular traffic resulting from additional employees at the site and increased truck traffic that could increase traffic load and capacity on the street system and result in inadequate emergency access. Fehr & Peers will evaluate the new project alternative (a variant of the CPP) which involves the expansion of the Recology facility into the Brisbane Baylands site. The evaluation will consist of a quantitative Level of Service analysis of critical project intersections/freeway segments and an assessment of other analysis components analyzed in the CPP (e.g., site access or transit service speed and reliability). The analysis will draw upon quantitative data developed for the CPP as a basis of this analysis. It is assumed that no new freeway interchanges will be introduced as a part of this alternative. However, Fehr & Peers is prepared to consider rerouting of traffic due to a variance in roadway connections and will coordinate with City staff to determine the appropriateness of these assumptions. Such variations may necessitate the need for travel time calculations for transit routes. These calculations have been included as part of this task.

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The analysis will also examine impacts on pedestrian/bicycle activity and transit service. Although parking is no longer a CEQA issue,² parking will still be analyzed for this variant due to the proposed parking requirements (800 employee vehicles, 600 trucks, and an area for customer parking).

- **Project Management/Coordination and Integration into the Draft EIR:** Additional project management time and coordination of staff and subconsultants will be required to integrate the analysis into the Administrative Draft EIR as part of the CPP. This task also includes conference call meetings with staff, agency, and/or project team members of less than one hour duration. It is not anticipated that there will be in-person meetings solely devoted to this variant only. If such a meeting or meetings are warranted, attendance will be based on a time-and-materials basis.

The Recology Expansion Variant will be analyzed at a project level, and assumes that the Recology Project Sponsor would provide the necessary project details required to prepare a project level analysis.

Budget

The estimated budget to include the Recology Expansion Variant on the Community Preferred Plan is **\$138,450 (with WSA Option 1) or \$150,011 (with WSA Option 2)**. As was done with Contract Modification No. 2, the totals shown include a 10 percent contingency to facilitate approval of necessary, but unforeseen costs associated with analysis of the Recology Variant. Written authorization of any contingency amount would be required from the City before those funds are accessed. Any future out of scope tasks identified by the City will be addressed in a separate request for modification of the scope of work and budget.

A summary of the estimated costs is shown in **Attachment A**. The costs are based on ESA's current billing rates, which is consistent with the rates for the EIR project. ESA reserves the right to make periodic adjustments to our billing rates, but adjustments would not occur more than once within a two-year period. Given the complexity of the Specific Plan EIR project and the anticipated intense scrutiny of the EIR by the community, we believe this to be a realistic budget and have considered all the required tasks carefully. We have worked closely with our staff and subconsultants to reduce the costs they originally proposed but please know it may be possible to do further reductions in scope and budget if necessary.

² The Court of Appeal has held that parking is not part of the permanent physical environment, that parking conditions change over time as people change their travel patterns, and that unmet parking demand created by a project need not be considered a significant environmental impact under CEQA unless it would cause significant secondary effects. Similarly, the December 2009 amendments to the State CEQA Guidelines (which become effective March 18, 2010) removed parking from the State's Environmental Checklist (Appendix G of the State CEQA Guidelines) as an environmental factor to be considered under CEQA.



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We thank you for the opportunity to provide this cost estimate to the City. Please call me if you would like to discuss this contract modification in further detail. I can be reached at (510) 839-5066, ext. 702.

Sincerely,

Joan Douglas-Fry, AICP
Senior Managing Associate

Amy Skewes-Cox, AICP
Project Director

Attachment A: Cost Estimate

ACCEPTED: City of Brisbane

Name

Date

City of Brisbane City Manager

Title



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ATTACHMENT A
COST ESTIMATE

