

SENT TO COUNCIL:

Distributed on:

OCT - 1 2010



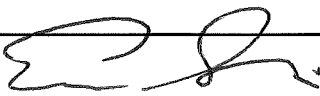
by City Manager's Office
Memorandum

TO: HONORABLE MAYOR
AND CITY COUNCIL

FROM: John Stufflebean

SUBJECT: SEE BELOW

DATE: 09-28-10

Approved  Date *10/1/10*

**SUBJECT: PLANT MASTER PLAN OUTREACH UPDATE AND PUBLIC INPUT
SUMMARY ON LAND USE ALTERNATIVES**

INFORMATION

The purpose of this information memo is to update the City Council on the public outreach and stakeholder engagement efforts related to the San Jose/Santa Clara Water Pollution Control Plant Master Plan (Plant Master Plan) since May 2010 and to provide the summary of public input on three land use alternatives.

Background

In November 2007, the Environmental Services Department (ESD) embarked on a three-year process to develop a long range master plan for the Plant. The Plant treats wastewater from 1.4 million residents and roughly 17,000 main commercial/industrial sewer connections across San José, Santa Clara, Milpitas, Cupertino, Campbell, Los Gatos, Monte Sereno, and Saratoga. Using principles of sustainability, the master plan will chart a course for the next 30 years to continue the Plant's success in protecting our public health, bay, and economy. It will address the significant infrastructure needs of the 53-year old facility--identified to be as much as \$1.5 billion in asset replacement and rehabilitation--as well as odor control, flood protection, new regulations, and possible new land uses for portions of the Plant's 2,600-acre site. The Plant Master Plan process encompasses:

- a technical evaluation that considers new operational technologies and how to best rebuild the Plant and enhance its capacity to produce renewable energy while minimizing environmental impacts;
- a land use evaluation that places priority on operational needs while considering possible economic, environmental, and social land uses that could benefit the region; and
- a public engagement process that seeks to obtain and use community and stakeholder input on the development of the final master plan.

For the land use evaluation, the Plant Master Plan is unfolding in three phases:

- *Phase 1 – Public values input and concept development* - During the first phase, from the project's launch through April 2010, staff collected public and stakeholder values to help develop three alternatives that balance operational, economic, environmental, and social land uses.
- *Phase 2 – Public input on draft alternatives* - During the second and current phase, from May to December 2010, staff has been compiling input from the public, stakeholders, and regulators on the three land use alternatives. This input will be used to develop a draft final alternative representing the balance of uses.
- *Phase 3 – Public input on final alternatives* - During the third and final phase, commencing in December 2010, staff will present the draft final balanced use alternative options to the San José and Santa Clara city councils (representing the two cities that co-own the Plant). Council review and action will drive the timing of this final phase; the sequence of events is anticipated as a third round of public review in late January 2011, with this input used to shape a final recommended alternative for council consideration in April 2011. If council approval of that final alternative occurs, then an environmental review process would commence upon that approval.

Public Input Summary on Land Use Alternatives

As part of the current Phase 2, staff compiled the input received on the three land use alternatives (Back to the Bay, Riparian Corridor, and Necklace of Lakes) through community workshops held in May 2010, the Community Advisory Group (CAG), the project website, stakeholder and regulatory meetings, and comment letters and proposals received. This input will be used to develop a draft final alternative representing the balance of land uses.

Respondents at the workshops and on the website showed a preference for environmental uses and a connection to the Bay, as well as support for recreational uses such as a regional park and improvements to the region's trail network. Land uses compatible with the wastewater facility, such as energy generation (e.g., solar) and waste-to-energy projects also received strong support. Attachment A provides a summary of the input. A comprehensive public input summary of both Phases 1 and 2 will accompany the presentation to councils in December 2010.

Additional Public Outreach

In addition to gathering public input on land use alternatives, staff has been engaging the public in other ways:

Community Advisory Group: CAG members have provided vital input and helped shape the Plant Master Plan since 2009 through a series of public meetings on various issues affecting the Plant's future. The 20-member group includes representatives from the Plant's service area and will continue to meet regularly until April 2011.

Plant Tours: Since 2008, the Plant has offered a free public tour program each year from May through November. The tours raise public awareness of the Plant's importance in our daily lives, its value to ratepayers, and the need to rebuild it. So far in the 2010 season, 1,335 people have toured the Plant, bringing the total number of tour attendees since 2008 to roughly 7,700. Plant visitors include residents, business groups, college students and participants in career programs, elected representatives from the Plant's tributary agencies, and interested engineers and government officials from other wastewater treatment plants and from other countries. Tours can be scheduled at rebuildtheplant.org or by calling 408-975-2556.

Media Coverage: In advance of the May community workshops, ESD Director John Stufflebean and communications staff met with local editorial boards to raise media awareness of the Plant Master Plan. The meetings resulted in robust coverage of the community workshops in the *San Jose Mercury News*, *Silicon Valley/San Jose Business Journal*, *Silicon Valley Community Newspapers*, and *The Milpitas Post*. Director Stufflebean also discussed the project with Rosy Chu on *Bay Area People*, which aired on KTVU and KICU in May 2010. All Plant Master Plan media coverage is available at rebuildtheplant.org.

Awareness Campaign and Midpoint Public Opinion Survey: During June and July 2010, staff ran an educational campaign to enhance public awareness of the Plant and the need to rebuild it. Ads ran in English and Spanish on radio ("indoor water goes to the bay—aren't you glad we clean it first?"), as pre-movie slides in local theaters, on buses and transit shelters, in restrooms of restaurants and pubs, and in online venues such as MercuryNews.com and Facebook. Two main images used were a yellow rubber duck by a tub drain and a toddler by a toilet. The latter was developed as a large cardboard cutout and placed in public areas with high foot traffic such as malls, community centers, the San José Giants stadium, the Tech, and city halls (some of these cutouts remain in place).

A midpoint public opinion survey--a random digital phone survey of 1,200 residents across the Plant's eight-city service area--was conducted in late July 2010. The survey repeated questions used in the August 2008 baseline survey that measured public awareness of the Plant's role and sentiments on the level of sewer fees as well as public values for potential uses for the Plant lands. Questions were added to the midpoint survey to also help measure the impact of the awareness campaign. A consultant's report of the midpoint survey findings compared to the baseline is currently being developed; the results will be shared in the next Plant Master Plan status report.

Website: The project website, rebuildtheplant.org, is a venue for public engagement and learning about the Plant and the master plan. Between February and July 2010, the website received 8,092 visits with 26,148 page views. In addition to publicizing opportunities for public involvement, the site was used to collect input on the three land use alternatives.

Next Steps

Building on the above activities, the next steps in the Plant Master Plan process include:

- **Community Advisory Group Continues.** The Community Advisory Group will continue to publicly meet, discuss, and give input on the development of the final master plan.
- **Final Technical Alternatives Development.** Staff will finalize the technical alternatives for the future treatment technology at the Plant and obtain a final technical review by the Technical Advisory Group in fall 2010.
- **Final Land Use Alternatives Development.** Staff will use public and stakeholder input to develop a recommended final alternative by December for review by San José and Santa Clara councils. This review commences Phase 3 of the Plant Master Plan. Community workshops are anticipated in early 2011, depending on direction from the two councils.
- **Environmental Review.** The proposed final alternative(s) for the Plant Master Plan will require a programmatic Environmental Impact Report (EIR)/Environmental Impact Statement (EIS) to be prepared in accordance with the California Environmental Quality Act (CEQA) and National Environmental Protection Act (NEPA). The contract for environmental review consultant services was approved by Council on September 14, 2010. Staff from both the Environmental Services and Planning Departments is coordinating this effort. If steps outlined for Phase 3 proceed as described above, the environmental review process could potentially begin in late April 2011.

/s/

JOHN STUFFLEBEAN

Director, Environmental Services

For questions, please contact Bhavani Yerrapotu, Division Manager, Technical Services, at 945-5321, or Jennifer Garnett, Communications Manager, at 535-8554.

Attachment A: Public Input Summary



Plant Master Plan Public Input Summary on the Three Land Use Alternatives August 23, 2010

OVERVIEW

The Plant Master Plan is a three-year collaborative effort to determine how to best rebuild the San Jose/Santa Clara Water Pollution Control Plant (Plant) and how to best use its 2,600-acre site. Since the launch of the project in 2008, the project team has been engaging with residents, an appointed Community Advisory Group (CAG), stakeholders, partners, and resource agencies to shape a project that reflects community values, addresses stakeholder concerns, and accounts for existing and future regulatory issues. The CAG has had a unique role in shaping the alternatives through monthly meetings focused on specific aspects of the Plant Master Plan, which included parks and trails, habitat on the Plant lands, and economic development.

The project team, led by City of San José Environmental Services Department staff, has also solicited the expertise of other department staff as well as the project Steering Committee, which includes representatives from all cities and sanitation districts served by the Plant.

Feedback via a 2009 public values survey influenced the development of three land use alternatives, which was released for public comment in early 2010. Input on the three land use alternatives was collected via a land use questionnaire, which includes the findings summarized in this document and will continue to be gathered in upcoming meetings with stakeholders and resource agencies. The land use alternatives input to-date is summarized in this document and will be used to develop a recommended final land use alternative. The schedule for next steps, including this step and transition to the CEQA process and a final plan, is as follows:

Sep-Nov 2010: Staff and consultants prepare the recommended final alternative and a complete land use alternatives public opinion summary (input from all groups between May and December 2010).

Dec-Jan 2011: San José and Santa Clara city councils review the recommended final alternative and public opinion summary.

Jan-Feb 2011: Public workshops and stakeholder meetings held on recommended final alternative.

Feb-Mar 2011: Staff and consultants use public input to refine the final alternative.

Apr-May 2011: San José and Santa Clara city councils review the final alternative and updated public opinion summary. Upon council approval, begin CEQA process.

PUBLIC INPUT SUMMARY ON THE THREE LAND USE ALTERNATIVES (May – August 2010)

The following summarizes the input and proposals received on the three land use alternatives through the community workshops, project website, comment letters, and stakeholder meeting:

1. Land Use Questionnaire (workshops and website)

In May 2010, five community workshops were held to discuss and gather public input on three Plant Master Plan land use alternatives – *Back to the Bay*, *Riparian Corridor*, and *Necklace of Lakes*. At the workshops, a workbook consisting of 16 multiple choice questions, categorized within the four Plant Master Plan goals (economic, environmental, social, and operational), was used to collect input. Each question provided space for qualitative comments.

For greater public participation, the workbooks were converted into an online questionnaire on the project website, rebuildtheplant.org. A number of workshop attendees kept their workbooks and chose to give input via the online questionnaire. A subtotal of 117 workbooks was collected from the five community workshops and one CAG meeting in May. A subtotal of 213 questionnaires was completed online during May and June. Altogether, a total of 330 responses were received from the public and CAG.

The key findings from the public input collected are as follows. The specific percentages of responses to each question are attached as an appendix to this document. The qualitative responses corresponding to the questions are available as a downloadable data set on the project website.

- ▶ **Back to the Bay is the most popular alternative.** Responders tended to show a preference towards more environmental uses and closest connection to the Bay.
- ▶ **Clean Tech Institute ranks highest among development options.** The idea of a Clean Tech Institute received very strong support at the workshops. Comments also supported land use development that served to protect the natural environment and create jobs.
- ▶ **Regional park ranks high.** A larger 60-acre park was supported by a majority of responders (compared to alternatives with a smaller 30-acre park).
- ▶ **Size is more important than location.** For all uses, qualitative responses indicated that size was a more important consideration than the location on Plant lands.
- ▶ **Uses compatible with wastewater facility rank high.** Energy projects such as solar arrays and waste-to-energy uses, which could potentially integrate with the wastewater facility operations, received a high percentage of support.
- ▶ **More information possibly affected input.** Respondents who attended the workshops heard a presentation and spoke with staff during four break-out sessions. This additional information possibly explains the difference in responses between web and workshop responders on some of the questions. For example, with respect to odor control and biosolids, workshop participants heard more information about the costs and operational considerations which may explain why a majority of them favored phasing in these new approaches gradually, while web respondents favored changing the biosolids and implementing odor control to allow for alternative land uses.

- ▶ **Support for addressing odors to allow for alternative land uses.** Majority of the respondents were supportive of addressing odors and changes to odor causing operations (i.e. open air-drying of biosolids) to allow for alternative land uses.

While the findings from the CAG, the workshops, and website indicate a preference for open space and recreation, the development schemes shown in the Plant Master Plan land use alternatives were developed not only to achieve the four goals of the Plant Master Plan based around the sustainability principle of the triple-bottom line, but also to be consistent with the General Plan Envision 2040 process. This multi-year process provided critical input to the land use alternatives, particularly with respect to creation of jobs in this area of North San Jose. Workbooks for specific input into the Plant Master Plan project were provided to the General Plan Task Force and the Parks Commission members.

2. Stakeholder Letters

In addition to the land use input collected from the May community workshops and through the project website, staff received land use comment letters from the following entities:

- City of San José Parks and Recreation Commission supporting a larger park and trail development.
- A group of ten environmental non-governmental organizations (NGOs) advocating for a fourth “environment, ecology and water alternative” that would not include development.
- The Silicon Valley Bicycle Coalition and Association of Bay Area Governments Bay Trail Program supporting trail development
- The U.S. Fish and Wildlife Service Don Edwards San Francisco Bay National Wildlife Refuge providing a number of considerations for final plan development

Staff has met with these stakeholders to address the letters, including the Refuge and the environmental NGOs. Staff also received a number of comment letters from individuals, which will be included in a collective public opinion summary to be submitted in December to Council.

3. Stakeholder Meetings

Staff has also met with the following groups to collect land use input:

- The South Bay Salt Pond Restoration Project to obtain input and receive update on surrounding projects
- The Friends of the Estuary Board – a nonprofit that includes agencies and NGOs interested in implementation of the Comprehensive Conservation and Management Plan for the San Francisco Bay and will provide input into the ideas for the Plant’s interface with the Bay

Staff is scheduling additional meetings with regulatory and resource agencies, such as the US Environmental Protection Agency, US Fish and Wildlife Service, US Army Corps of Engineers, San Francisco Bay Regional Water Quality Control Board, California Department of Fish and Game, and the San Francisco Bay Conservation and Development Commission to gather input on the three alternatives.

Business Interests Input

Staff provided Plant tours to the Silicon Valley Chamber of Commerce and presented a project update to the Silicon Valley Leadership Group. Additional meetings with members of these groups are planned for August and September. Staff will also seek input from clean tech experts to better understand the possibilities for clean tech development and the institute at the Plant site.

Agencies and Partners Input

Staff presented at the Santa Clara Valley Water District (SCVWD) Board meeting on July 27 and received land use input from Board members. Staff has also coordinates with SCVWD staff on issues of mutual interest such as flood control levees, habitat areas, and the Advanced Water Treatment (AWT) facility.

4. Land Use Proposals

A number of written proposals related to possible social and environmental activities on the Plant lands were submitted during the public input process.

Social Uses:

- Electric Motorbike Park
- Radio Control Airplanes
- Model Airplane Gliders
- Windsurfing
- Golf Course

Environmental Uses:

- Wildlife Rehabilitation Facility

Responses to these written proposals are being coordinated by the City's Parks and Recreation Department. The Plant Master Plan process at this time is focused on general land uses; the detailed proposals may be considered during implementation of the plan.



**Plant Master Plan
Land Use Questionnaire: Workbooks and the Website results
August 23, 2010**

Overall Comments:

The workbook surveys (N=117) were collected over 5 workshops and one CAG meeting in May 2010. The web surveys (N=213) were completed on rebuildtheplant.org throughout May and June of 2010. A total of 330 responses were received.

The workbooks and surveys had both quantitative feedback (multiple choice answers) as well as room for qualitative answers (why?) to support the multiple choice answer.

Question 1: How much retail would you like to see at the site?

No Answer	22	7%
Less than 35 acres	188	57%
About 35 acres	98	30%
More than 35 acres	22	7%

Questions 2: Which alternative would you prefer for light industrial at this site? (e.g., size, location)

No Answer	33	10%
Back to the Bay – 215 acres	191	58%
Necklace of Lakes – 290 acres	59	18%
Riparian Corridor – 320 acres	47	14%

Question 3: Which alternative would you prefer for office/research and development at this site? (e.g., size, location)

No Answer	41	12%
Back to the Bay – 50 acres	185	56%
Necklace of Lakes – 75 acres	55	17%
Riparian Corridor – 100 acres	49	15%

Question 4: Would you like to see an institute at this site?

No Answer	29	9%
No	122	37%
Yes	179	54%

Question 5: Which alternative would you prefer for wetlands creation?

No Answer	32	10%
Back to the Bay – 750 acres	196	59%
Necklace of Lakes – 550 acres	55	17%
Riparian Corridor – 440 acres	47	14%

Question 6: Which alternative would you prefer for riparian creation?

No Answer	36	11%
Back to the Bay – 0 acres	96	29%
Necklace of Lakes – 120 acres	91	28%
Riparian Corridor – 175 acres	107	32%

Question 7: Which alternative would you prefer for lakes/effluent pond creation?

No Answer	39	12%
Back to the Bay – 40 acres	159	48%
Necklace of Lakes – 0 acres	80	24%
Riparian Corridor – 0 acres	52	16%

Question 8: Which alternative would you prefer for upland/owl habitat creation?

No Answer	44	13%
Back to the Bay – 240 acres upland, 90 owl	110	33%
Necklace of Lakes – 295 acres upland, 155 owl	134	41%
Riparian Corridor – 270 acres upland, 105 owl	42	13%

Question 9: Which alternative would you prefer for the development of a community park?

No Answer	25	8%
Back to the Bay	176	53%
Necklace of Lakes	80	24%
Riparian Corridor	49	15%

Question 10: Which alternative would you prefer for trails?

No Answer	48	15%
Back to the Bay	130	39%
Necklace of Lakes	101	31%
Riparian Corridor	51	15%

Question 11: Which alternative would you prefer for education center/nature museum?

No Answer	68	21%
Back to the Bay	144	44%
Necklace of Lakes	66	20%
Riparian Corridor	52	16%

Question 12: Which alternative would you think represents the best overall look and feel for the site?

No Answer	54	16%
Back to the Bay	159	48%
Necklace of Lakes	77	23%
Riparian Corridor	40	12%

Question 13: Each alternative has about 60 acres for renewable energy. 60 acres of solar panels could provide enough energy to power the Plant. What are your thoughts about renewable energy fields?

No Answer	50	15%
60 Acres seems about right	161	49%
60 Acres seems like too much for this location	26	8%
More than 60 acres should be considered	93	28%

Question 14: What are your thoughts about developing waste-to-energy facilities on the site?

No Answer	31	9%
Good idea	189	57%
Need more information	74	22%
Have concerns	36	11%

Questions 15: To allow alternative land uses sooner, would you be willing to pay more to phase out the existing open air biosolids process before required by regulations?

No Answer	37	11%
Yes , close the drying beds as soon as possible	130	39%
Begin developing new biosolids management options	116	35%
No, renovate the existing drying beds	47	14%

Question 16: To allow alternative land uses sooner, would you be willing to pay more to reduce the level of odors from the Plant's operational area before required by regulations?

No Answer	37	11%
Yes , maximize odor control measures as soon as possible	139	42%
Begin pursuing only the most cost-effective options	114	35%
No, let regulations dictate the timeframe	40	12%