

Project Name:	Alta Bates Summit Medical Center- Summit Campus Seismic Upgrade and Master Plan
Location:	20-acre campus generally between Telegraph and Webster, and between 30 th Street and 34 th Street
Proposal:	The ABSMC Seismic Upgrade and Master Plan is intended to provide a long-term vision for the campus in order to meet hospital and community needs, as well as to comply with state seismic safety requirements of SB 1953. Phase 1 of the Master Plan includes demolition of the Merritt Classroom and other small buildings, and construction of a new 230,000 sq. ft. (11-story) acute care hospital, plus a new 1,090-space (7-story) parking garage. Future phases include longer-term campus-wide improvements including new medical office buildings, classrooms and closure of a portion of Summit Street as a new campus plaza.
Applicant:	Alta Bates Summit Medical Center, an affiliate of Sutter Health Shahrokh Sayadi, Project Director
Phone:	415-203-6345
Owner:	Alta Bates Summit Medical Center and Sutter Health
Case File Number:	ER09-0001
Planning Permits Required:	Planned Unit Development (Prelim. Dev Plan for Master Plan, Final Dev. Plan for Phase 1); Design Review for Phase 1; Lot Line Adjustments/ Lot Merger
General Plan:	Institutional
Zoning:	S-1: Medical Center
Historic Status:	The presence of historic resources on the project site, and potential effects on those resources will be studied in the EIR
Environmental Determination:	Staff has determined that an EIR will be required for the project. The Notice of Preparation for the EIR was distributed on January 23, 2009 and the public comment period on the NOP will close on February 23, 2009.
City Council District:	3
Date Filed:	January 16, 2009
Action to be Taken:	Receive public and Commission comments about what information and analysis should be included in the Environmental Impact Report
Finality of Decision:	No decision requested – public EIR scoping hearing only
For Further Information:	Contact: Scott Gregory , contract planner to the City at 510-535-6690, or by email at sgregory@lamphier-gregory.com

SUMMARY

This staff report provides information regarding the proposed Alta Bates Summit Medical Center Master Plan and forthcoming Environmental Impact Report (EIR). Alta Bates Summit Medical Center, which is an affiliate of the non-profit health care provider Sutter Health, is the applicant for this project and has submitted an application to the City for Environmental Review of their proposed Master Plan. City staff has reviewed their application and has determined that an EIR is the appropriate environmental document for that review. A Notice of Preparation (NOP) for that EIR was distributed on January 23, 2009 (see **Attachment A**). Preparation of the EIR is underway, and a Draft EIR is expected to be prepared for public review over the next several months.

This Scoping Session is being held to solicit public, Commission and Responsible Agency comments on what information and analysis should be contained in the EIR. In addition to these comments, written comments will be accepted until February 23, 2009. Written comments are encouraged in order to provide an accurate record. Written comments should be submitted to:

Scott Gregory, Contract Planner
c/o Gary Patton, Deputy Director of Planning and Zoning
City of Oakland, Community and Economic Development Agency
250 Frank H. Ogawa Plaza, Suite 3330, Oakland, CA 94612
(fax) 510-535-6699; or
e-mailed to: sgregory@lamphier-gregory.com.

A City web site for this project has been established at the following link. The NOP can be found at this site, and as new information on the project is known it will be posted at this site as well.

<http://www.oaklandnet.com/government/ceda/revised/planningzoning/MajorProjectsSection/AltaBatesSummitMedicalCenter%20.html>

BACKGROUND

The existing Alta Bates Summit campus (Project area) is generally located in the Central Oakland planning sub-area, south of I-580 in an area known as “Pill Hill”. The approximately 20-acre campus is bounded between Telegraph Avenue and Webster Street, and between 30th Street and 34th Street. The campus has several identifiable sub-areas, including:

- Merritt Pavilion (east of Hawthorne Street and north of Webster Street) – this sub-area contains an existing acute care hospital and emergency services
- Providence Pavilion (west of Hawthorne Street and north of Webster Street)
- Summit Street (west of Hawthorne Street and north of Summit Street)
- Peralta Pavilion (west of Hawthorne Street and south of Telegraph Avenue), and
- Health Education Center (east of Hawthorne Street and south of Elm Street).

The campus currently contains approximately 1.4 million square feet of medical-related building space, including the 345-bed acute care hospital within the existing Merritt Pavilion. There are approximately 2,190 parking spaces located throughout the campus, primarily in three existing parking garages. Alta

Bates Summit campus has approximately 2,430 employees (full time equivalent), with a peak employment of approximately 1,730 employees during the peak weekday shift.

According to ABSMC, the proposed Seismic Upgrade and Master Plan (the project) is designed to provide a long-term cohesive vision for the campus to ensure that it continues to meet both hospital and community needs well into the future. The proposed Master Plan is also designed to bring the acute care patient facilities into compliance with current state law (SB 1953), which imposes seismic requirements that are to be implemented at the Alta Bates Summit campus by January of 2013.

General Plan

The General Plan land use designation for the Project Area is Institutional. The Institutional designation is intended to create, maintain and preserve areas appropriate for education facilities, cultural and institutional uses, health services and medical uses. The project's proposed land uses are consistent with the Institutional land use designation of the General Plan. Following a more detailed analysis of the proposed project, staff will provide an assessment of the project's consistency with specific General Plan policies.

Zoning

The current zoning of the Project area is S-1: Medical Center. This zoning is intended to create, preserve and enhance areas devoted primarily to medical facilities and auxiliary uses, and is typically appropriate to compact areas around large hospitals. The project's proposed land uses are consistent with the S-1: Medical Center zoning district. Following a more detailed analysis of the proposed project, staff will provide an assessment of the project's consistency with specific zoning regulations regarding such issues as height, setbacks, etc. Staff will schedule a future public hearing with the Planning Commission where an in depth analysis of the project and the S-1 zoning district will be provided.

Environmental Determination

The City has determined that an Environmental Impact Report (EIR) is required for the project. The EIR's purpose, generally, will be to inform governmental decision-makers and the public about the potentially significant environmental effects of proposed activities and to identify ways that such effects can be reduced or avoided. All environmental impact categories will be reviewed as part of the EIR, as detailed below.

PROJECT DESCRIPTION

The proposed Seismic Upgrade and Master Plan for the Alta Bates Summit Medical Center is a multi-phased plan, with Phase 1 being near-term projects (to be completed prior to year 2013), and future phases being longer-term campus-wide improvements (estimated to be completed prior to year 2030).

Phase 1

Generally, Phase 1 of the Master Plan includes two major new projects; a new acute care tower adjacent to the existing Merritt Pavilion, and a new parking garage within the Peralta Pavilion sub-area closely adjacent to the new acute care tower. These projects are more specifically described below.

New Acute Care Tower / Patient Care Pavilion

ABSMC intends to begin vacating the existing Samuel Merritt College Building at the southeast corner of Hawthorne Avenue and Summit Street in the near future. This building currently contains classroom space and dormitories for the College, and minor administrative functions. The classroom and administrative functions will be relocated to currently vacant or underutilized space within other existing buildings on campus. Such relocation will occur within the walls of existing buildings and no additions or new space will be created. As such, no City discretionary permits or approvals will be necessary for this relocation, only those ministerial building permits necessary for interior alterations. This relocation of functions within the campus will have no environmental effects, and no environmental review of this relocation is required.

Following certification of the EIR and assuming all necessary permits and approvals have been issued, the existing 6-story, 69,700 square foot Samuel Merritt College building will be demolished and the site cleared to make ready for construction of a new acute care facility. This proposed new Acute Care Patient Pavilion is proposed to be 11 stories tall, containing approximately 230,000 square feet of building space. It will have a new entry off of Hawthorne Avenue just north of Webster Street. Once constructed, all of the existing acute care facilities currently in the Merritt Pavilion will be relocated to this new Acute Care Patient Pavilion. The Emergency Department will also be relocated into other existing space within the current Merritt Pavilion.

Phase 1 Parking Garage

Another portion of the Phase 1 project includes demolition of two smaller buildings on Hawthorne Avenue at the southwest corner of Elm Street (28,400 square feet in total) and the removal of 240 existing surface parking spaces. These sites will be cleared to make ready for construction of a new parking garage with a new driveway entrance off of Hawthorne Avenue across from Elm Street. The proposed parking garage will be 7 stories high and approximately 385,000 square feet in size, accommodating approximately 1,090 parking spaces.

Phase 1 Summary

In total, the Phase 1 projects will include demolition of approximately 98,100 square feet of building space and removal of 240 parking spaces. New construction will include approximately 230,000 square feet for the acute care tower and approximately 1,090 new parking spaces within the new garage. The change on the campus will be a net increase of approximately 132,000 square feet of new building space and a net increase of approximately 846 parking spaces. A site plan for Phase 1 improvements is shown on Figure 1 of the attached NOP.

The acute care functions which currently occupy approximately 109,100 square feet of space within the Merritt Pavilion will be relocated to the new acute care pavilion. Although the new Acute Care Patient Pavilion will have approximately 230,000 square feet of space (or more than double the area that these functions currently occupy), ABSMC has indicated that the medical programs and acute care functions to be relocated to this new space are not anticipated to increase – actually the number of patient beds are planned to decrease from 345 beds to 309 beds. The additional space within the new Acute Care patient Pavilion will allow more space for newer, modern technology as well as a switch from older and smaller 2-bed patient rooms, to larger 1-bed patient rooms. As such, although the new Acute Care patient Pavilion represents a substantial increase in space, it does not represent an increase in employment, patient visits or health care programs. For EIR purposes, this new building will be considered as a relocation of the current acute care uses, with no net increase in function. The approximately 109,000 square feet of

vacated space in the existing Merritt Pavilion will be backfilled with other, non-acute care medical-related use and this backfill of space will be addressed as “new” use to be evaluated in the EIR.

Future Phases

The program for future phases includes several new buildings, changes to the campus circulation system and a new courtyard, as further described below.

Elm Street MOB / Classroom

Two small buildings located on Elm Street (each 1-story, a total of 9,900 square feet of space) will be demolished to make room for construction of a new Medical Office Building (MOB) and classroom space. This new building is proposed to be 4 stories in height and approximately 72,000 square feet in size.

Summit Street MOB

Three medical office buildings currently located on Summit and 30th Street (17,000 square feet in total) will be demolished, and approximately 40 surface parking spaces removed to accommodate construction of a new Medical Office Building on Summit Street. This new MOB is proposed as a 5-story building approximately 175,000 square feet in size. Internally, approximately 165,000 square feet will accommodate medical office space, and approximately 10,000 square feet of space at the ground level along current Summit Street would be for convenience retail uses (coffee shops, food sales, etc.).

Summit Street Closure / Pedestrian Plaza

A 1-block section of Summit Street, from 30th Street to Hawthorne Avenue, is proposed to be closed to through traffic and landscaped to create a new, internal plaza space as a central gathering point for the campus. To accommodate traffic flow patterns, Hawthorne Avenue will be slightly realigned and new driveway entrance to the Peralta Pavilion, the Providence parking garage and the Phase 1 parking garage will be constructed.

Summary of Future Phases

In total, the future phases of the project will include demolition of approximately 27,300 square feet of building space and removal of 40 parking spaces. New construction will include approximately 230,000 square feet of new medical office space. A site plan for these future phase improvements is shown on Figure 2 of the attached NOP.

ENVIRONMENTAL REVIEW PROCESS

As indicated above, staff has already determined that an EIR is required for the project, and a Notice of Preparation (NOP) was published on January 23, 2009. The Notice of Preparation indicates that the EIR will address potential environmental effects for each of the environmental topics outlined by the California Environmental Quality Act (CEQA); therefore no Initial Study has been prepared. Staff expects the Draft EIR will be available in the summer of 2009. Once the Draft EIR is published, staff will continue to work with the project sponsor to refine their project, respond to the information and analysis contained in the Draft EIR, and move toward consideration of the project once the Final EIR is certified. As with previous projects and as permitted by CEQA (Section 15004), the EIR process and project review is anticipated to be coordinated and run concurrently, to the maximum extent feasible.

Issues to be Addressed in the EIR

The main purpose of this scoping session is to solicit comments from both the Commission and the public on what types of information and analysis should be considered in the EIR. Comments about the issues that should be considered, the types of information that should be included, and the range of alternatives to the project that should be assessed are all appropriate comments. Staff and our EIR consultants have identified the following preliminary list of environmental and project issues that will be addressed in the EIR and during the review of the project:

Aesthetics

- view corridors and impacts on public views from short- and long-range vantage points
- publicly accessible scenic vistas or resources, visual character or quality, or adverse effects due to increased light or glare
- shadows cast by the new tower on public green spaces

Air Quality

- construction generated dust
- contributions to regional emissions of ozone precursors, particulate matter and increased local carbon monoxide concentrations, largely through the generation of motor vehicle trips
- cumulative effects of the project relative to other development in Oakland and surrounding communities and the relationship between area-wide growth and the regional *Bay Area 2005 Ozone Strategy*
- potential effects, considerations and potential measures related to climate change (greenhouse gasses)

Biological Resources:

- assessment of vegetation and wildlife habitat
- potential impacts to threatened or endangered species, including native nesting birds

Cultural and Historic Resources

- site survey to assess the presence of, and potential impacts to historic structures
- cultural records search to determine the potential presence of prehistoric or archaeological sites, including contact with the Native American Heritage Commission

Geology, Soils and Seismic Safety

- seismic shaking, and the applicant's proposed plans to ensure compliance with state seismic safety requirements
- potential engineering constraints related on the soils present on the site

Hydrology, Drainage and Water Quality

- alteration in the quantity or quality of stormwater runoff from the site during construction

- water quality impacts related to operational issues, including post-construction best management practices for managing the quality of stormwater runoff

Land Use Plans and Policies

- displacement and relocation of existing uses on the project site, including the current college dormitories
- relationship of the proposed project to applicable City plans and policies

Noise

- noise levels generated by the operation of construction equipment
- noise generated by various elements of the project including any on-site stationary sources, and project-generated motor vehicle traffic
- conflicts with established noise compatibility guidelines

Population, Jobs and Housing

- employment growth as it relates to new housing requirements
- loss of student housing on site

Public Health and Hazardous Materials

- potential presence of asbestos and lead-based paint which may require special abatement activities during demolition and construction
- use and handling of hospital-related hazardous materials and medical waste

Public Services

- increased need for fire and police protection
- increased use of, and impacts to public parks

Traffic, Transportation, Circulation and Parking

- operations of freeway merge, diverge, and weaving sections to which project trips are assigned
- traffic impacts measured by the change in levels of service at affected study intersection during weekday am and pm peak hours, adding project traffic to existing conditions, year 2015 conditions and year 2035 cumulative conditions
- site access and interface with the current roadway network, emergency vehicle access and vehicular circulation
- access to shuttle, bus and rail transit service from the project site, identifying any necessary pedestrian improvements to facilitate this access
- proposed on-site parking supply will be evaluated against the expected parking demand, even though this issue is not required by CEQA
- potential conflicts with the City of Oakland Pedestrian Master Plan and Bicycle Master Plan, and the pedestrian and bicycle-related policies included in the LUTE

- assessment of proposed truck delivery access and loading operations
- review of the adequacy of proposed passenger loading zones
- potential impacts to roadways, intersections, pedestrians, and bicycles during the construction period

Utilities

- Increased demands on water, sewer, solid waste disposal, gas, electricity and communication services

Alternatives

- the No Project Alternative, which will consider the condition under which no new project is approved and the existing conditions remain
- an alternative or alternatives that may be capable of reducing or avoiding adverse environmental effects resulting from the project as proposed, as may be identified in the EIR
- The feasibility of an off-site alternative will also be considered and evaluated

Public Comment Opportunity

This public scoping session is the first City-sponsored opportunity for the public to comment on the EIR, on the project or on the anticipated planning process for this project. The comment period for the NOP will continue through February 23, 2009 during which time comments on the scope of the EIR are invited.

Under the City's Planning Code, Environmental Review regulations and state CEQA Guidelines, several opportunities for public comment on the Project and on the environmental review of the Project are provided. These opportunities include the 30-day comment period on the Notice of Preparation; this public Scoping Session before the Planning Commission; a 45-day public review period on the Draft EIR; a public hearing(s) before the Planning Commission to receive comments on Draft EIR; and public hearing(s) before the Planning Commission (may include Committees) to consider certification of the EIR.

In addition, there will be opportunities to comment on the project itself, including future public hearings before the Design Review Committee and the Planning Commission to review and comment on the Preliminary Development Plan, the Final Development Plan for Phase 1, and the architectural design (Design Review) of Phase 1 buildings.

Medical Center's Community Outreach

The Alta Bates Summit Medical Center held a public meeting on January 28th to begin dialogue with the community regarding their anticipated plans for the site. Invitations were mailed to a large geographic area surrounding the Medical Center. The meeting included general information about the proposed project including a question-and-answer opportunity, and a discussion of how subsequent information and community input into the Medical Center's own planning process could best be accomplished. A copy of the community meeting presentation is included as **Attachment B**. Additional community meetings are anticipated, but not yet scheduled.

OTHER REQUIRED PERMITS AND APPROVALS

In addition to certification of the EIR, the following actions and approvals are anticipated in order to approve the Project:

- Planning Commission approval of a Planned Development (PD) permit, including a Preliminary Development Plan (PDP) for entirety of the Master Plan and a Final Development Plan (FDP) for Phase 1
- Design Review Committee review and Planning Commission approval of Design Review for Phase 1 construction
- Lot Line Adjustments and/or Lot Merger
- Office of Statewide Health Planning and Development (OSHPD) approval of a building permit for the new Acute Care Patient Pavilion
- City building, grading and potentially tree removal permits for new construction

Both the Planned Development permit and Design Review approvals are City discretionary actions that will require additional public hearings before the Design Review Committee and the full Planning Commission.

RECOMMENDATIONS:

- 1) Open the hearing, take public testimony on the scope of the EIR
- 2) Provide direction to staff and the EIR consultant as to the scope of the EIR

Prepared by:

Scott Gregory

Scott Gregory, Contract Planner

Approved for forwarding to the

City Planning Commission:

GARY PATTON
Deputy Director of Planning and Zoning

Attachments:

- A: Notice of Preparation (including Exhibits)
- B: Alta Bates Summit Medical Center, January 28th community meeting presentation