

DEPARTMENT OF
PUBLIC WORKS

SOLID WASTE DIVISION

July 7, 1987
SW:87152:KR:LG

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CALIFORNIA

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JOHN F. BOSS
SOLID WASTE
DIVISION MANAGER

Budget & Finance/
Transportation & Community Development Committee

Honorable Members in Session:

SUBJECT: The Union Pacific Sacramento Shops Area Remedial Investigation -
Community Relations Plan

SUMMARY

Sacramento City Councilmember Joe Serna has requested a report on the remedial investigation at Union Pacific's Sacramento Shops Area. The focus of the meeting will be the community relations plan developed for this project.

BACKGROUND

The Union Pacific railroad's (UP) Sacramento Shops property is located at 3675 Western Pacific Avenue, Sacramento, California. A preliminary investigation at the site by the California Department of Health Services (DHS) Toxic Substances Control Division indicated that arsenic, barium, lead, zinc, cadmium, petroleum products, and asbestos were present at the site. DHS determined that "the possibility of past, present, or potential migration of hazardous substances from the site into the air, soil, surface water, and ground water constitutes an actual or threatened 'release' as defined in Health and Safety Code Section 25320". (Health and Safety Code Section 25320, defines "release" as, "any spilling, leaking, pumping, pouring, emitting, emptying, discharging, injecting, escaping, leaching, dumping, or disposing into the environment".)

On March 26, 1987, DHS and UP entered into an Enforceable Agreement. Section 5.2 of the agreement provides for a Remedial Investigation (RI) and Feasibility Study (FS) to be conducted by UP, and defines the scope of the RI/FS. UP has contracted Dames and Moore to conduct the RI/FS on their behalf.

Attachment A is the Community Relations and Notification Plan for the RI at the UP Sacramento Shops Area. The plan includes a site description, a s history, a discussion of future use(s), a chronological history of the toxic investigation up to this point, a description of neighborhood areas which might be impacted by the project, and a review of how UP plans on meeting the informational needs of each of these areas.

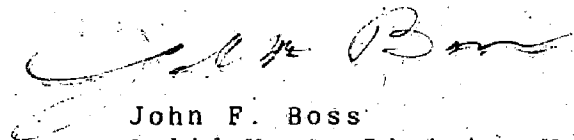
FINANCIAL DATA

There is no financial data for this project at this time.

RECOMMENDATION

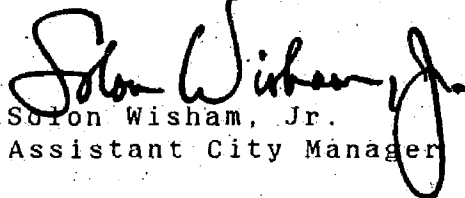
This report is presented for committee information. Representatives from the local area, DHS, and UP will be available to address the committee and respond to questions.

RESPECTFULLY SUBMITTED,



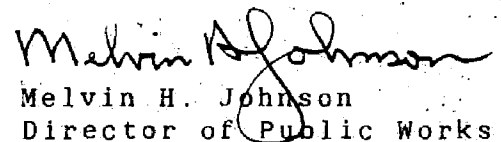
John F. Boss
Solid Waste Division Manager

COMMITTEE INFORMATION:



Solon Wisham, Jr.
Assistant City Manager

APPROVED:



Melvin H. Johnson
Director of Public Works

July 7, 1987

District 5

KR:lg(4)

4.0 COMMUNITY RELATIONS AND NOTIFICATION

Union Pacific has prepared a project Community Relations Plan based on EPA guidance on community relations at Superfund sites, California Health and Safety Code Section 25356.1(d) on remedial action plans, review of community relations plans developed for other sites in California, and conversations with DHS personnel. This Plan is included as Appendix H to this Workplan. The Plan addresses the purpose and objectives of the community relations programs, background information, and specific techniques to be used to provide for public involvement in the overall investigation/remediation process.

APPENDIX H

COMMUNITY RELATIONS AND
NOTIFICATION PLAN

COMMUNITY RELATIONS PLAN

I. Introduction

This Community Relations Plan presents the community relations program that will be conducted by the California Department of Health Services (DHS) and the Union Pacific Railroad Company (UP) during the investigation and remediation, if necessary, of hazardous waste which may be present at the Western Pacific Railroad Company's Sacramento Yard in Sacramento, California. This plan may be updated and revised as circumstances and the evaluation of public concerns change.

This Community Relations Plan was developed by the office of the General Solicitor of the Union Pacific Railroad Company in Sacramento. The program was developed considering the guidelines contained within the Environmental Protection Agency's Community Relations in Superfund: A Handbook (Interim Version) September 1983. Development of this specific plan is aimed at preserving ongoing contact with members of DHS's technical and community relations staff, members of the community, and the media.

II. Background

A. Site Description.

The Western Pacific Railroad Company's Sacramento Yard (also known as the "24th Street Yard", the "Sacramento Shops" and the "Jeffrey Shops") is located in the City of Sacramento, Sacramento County, off Sutterville Road, east of State Highway 99. The portion of the property considered a potential hazardous waste site has been fenced and posted pursuant to an agreement between DHS and UP.

The approximately 80 acre site is unimproved. There is some rubble remaining from the demolition of a concrete and steel structure used for locomotive repairs. Vegetation is limited to field weeds and brush. Drainage structures exist, although their exact locations have not been identified.

B. Ownership

Western Pacific obtained title to the major portion of the site on January 30, 1909 from P.C. Drescher. P.C. Drescher was chairman of a citizen's committee which purchased the subject property for the purpose of locating Western Pacific's yard and shops in Sacramento. The portion of the site not subject to the "Drescher deed" is owned in fee by Western Pacific.

In 1982, The Western Pacific Railroad Company became a wholly-owned subsidiary of Pacific Subsidiary, Inc., a wholly-owned subsidiary of Union Pacific Railroad Company. In December of 1982, the Interstate Commerce Commission authorized Union Pacific and Western Pacific to operate as one railroad system. The site remains the property of The Western Pacific Railroad Company.

C. Responsible Party

Union Pacific has agreed to be a responsible party and to comply with the terms of the Enforceable Agreement between DHS and UP, dated March 26, 1987.

D. Site History.

From 1909 to approximately 1983, the site was used as a railroad maintenance and switching yard. Specific uses included a locomotive repair shop, a coach repair works, a TOFC (trailer on flat car) facility, a freight car repair shop, a lumber sawmill, a company store, signal shops and an office building.

The maintenance and operating functions of the yard were gradually moved to other locations. In the spring of 1986, demolition of the last remaining building, the locomotive repair shop, commenced.

E. Future Use of the Site

The City of Sacramento claims that Western Pacific's title to the site is clouded by the terms of the 1909 Drescher deed. Western Pacific disputes this position.

In 1983, the City of Sacramento and the railroad entered into negotiations to resolve the title dispute. A tentative agreement was reached to jointly own and develop property which includes the subject site. Further discussions are being held in abeyance pending a determination of the toxics issue. A final agreement between the City and UP has not been reached.

F. Toxic Investigation

1. November 6, 1980. DHS took soil samples from the site. DHS subsequently informed Western Pacific that laboratory analysis reflected trace levels of certain materials and that no further action was necessary.

2. February, 1983. UP conducted a summary site evaluation to determine whether toxic problems exist at the site. This evaluation was limited in scope. UP concluded that a more thorough analysis of the site should be conducted. The City of Sacramento and DHS have been provided copies of this report.

3. August 25, 1986. DHS conducted a perimeter survey of the site in preparation for a sampling investigation.

4. August 27, 1986. DHS conducted a sampling investigation. Analysis of samples reflected elevated levels of arsenic, barium, lead, cadmium, zinc, petroleum products and asbestos.

5. September 23, 1986. DHS suggested that UP cease removing demolition debris from the site. UP immediately ordered its independent contractor to cease debris removal.

6. October 9, 1986. The Sacramento County Air Pollution Control Board claimed jurisdiction over the demolition site regarding asbestos and air contaminating products. Board personnel conducted an on-site investigation, reporting a possible finding of asbestos in the area of the demolition site to DHS.

7. November 5, 1986. Samples of demolition debris and underground sumps were taken by Union Pacific's consultants. With the exception of fluid in the underground sumps which will be addressed as hazardous waste, no significant contamination was found.

8. January 21, 1987. Four containers and two bags of material containing asbestos were removed from the site by UP's consultants under the direction of DHS. Test samples taken that date indicated that asbestos remains at the removal area.

9. February 11, 1987. Soil samples were taken from 24 locations throughout the site to determine if widespread asbestos contamination exists. The test showed no detectable asbestos in the twenty-four locations. An additional 14 samples were taken to confirm the extent of asbestos at the known asbestos location.

10. February 5, 1987. Construction of fencing and posting of the site began.

11. February 25 and 27, 1987. Air monitoring to determine the existence of asbestos was conducted. Air quality was found to be within established guidelines.

12. March 26, 1987. DHS executed the Enforceable Agreement previously signed by UP.

G. Health Complaints

No complaints of adverse health conditions resulting from toxic conditions at the site have been received.

H. Areas of Potential Impact

1. Sacramento City College. Sacramento City College lies west of the site, bordered by Sutterville Road to the south, Freeport Boulevard to the east, 12th Avenue to the north and the

Western Pacific tracks to the east. The City College campus houses Hughes Stadium, an outdoor stadium for football and athletic events.

2. Sierra-Curtis Neighborhood. The Sierra-Curtis or Curtis Park neighborhood lies to the north and east of the site, bordered by Sutterville Road on the south and Freeport Boulevard on the west. The northerly and easterly boundaries are not defined. This residential area is fairly homogenous, providing residences for young professionals, including many involved in state and local governmental and political processes, as well as long-time residents of the area.

The Sierra-Curtis Neighborhood Association (SCNA) is composed of residents of this area. This group was formed to preserve the Sierra School (Sierra II) as a center for the community and the arts. A highly organized body, SCNA has railroad and toxic subcommittees and publishes a newspaper entitled Sierra Viewpoint. SCNA has been apprised of negotiations between UP and the City of Sacramento for the joint development of the site.

3. West Side Properties. For lack of a better name, the triangular-shaped neighborhood west of the site and north of Sacramento City College is described as "West Side Properties".

This property is bordered by Freeport Boulevard on the west, City College on the south and the railroad on the east, with the apex of the triangle being the crossing of Freeport Boulevard and Western

Pacific's main line. The area is primarily residential. There are light commercial businesses (auto and bicycle repair, coin-op car wash) and fast-food establishments (McDonald's, Wendy's, Baskin-Robbins) on Freeport Boulevard.

4. South Yard Properties. The property south of the site is insulated by Sutterville Road, a major four-lane arterial street which bridges the rail yard. The area immediately south of the site is constituted of light industrial property. There are pockets of residential housing to the east, which include the Sacramento Children's Home.

I. Summary of Public Concern and Involvement

The prospect of a joint venture between the railroad and the City has accentuated the community's interest in the site. An undeveloped 80 acre site located in a developed, established area presents a unique challenge for land use purposes. The future use of the property may have a substantial impact on the area. Surrounding residents, and particularly SCNA, are very concerned about the potential development of the site. The extent to which any toxic problems or remedial efforts may restrict or delay future development of the site is a primary concern.

While findings indicate potential health hazards, none have been identified to date with the exception of asbestos. Consequently,

there has been no focus on any specific health concerns. There is limited concern about asbestos and comments have been made about the amount of dust emanating from the site.

The procedures for the site evaluation and any remedial action are a concern. The community wants a thorough site analysis. Failure to identify a potential health hazard is a major concern. The Toxic Substance Subcommittee of SCNA, in particular, has expressed an interest in monitoring the project to ensure that DHS is competently overseeing the testing program.

The site has received considerable media attention. In general, the community feels media coverage has been inflammatory. A preference to receive information prior to its release to the media has been stated.

The concerns of the particular areas are as follows:

1. Sacramento City College. Sacramento City College's primary concern regarding the site is the manner in which future land use will affect the school and plans for expansion. The Dean of Administration indicated that possible contamination of the site has not been a matter of concern. The college, however, will evaluate the situation, and any particular concerns will be addressed as they are identified.

2. Sierra-Curtis Neighborhood. The Toxic Substance Subcommittee of SCNA is representing the Sierra-Curtis neighborhood for purposes of addressing the toxics issues at the site. The views of the Toxic Substance Subcommittee, and the views of individuals of the Subcommittee, do not necessarily represent the views of the entire neighborhood. Nevertheless, the committee provides an excellent mechanism for the interchange of ideas and information.

Generally, the concerns of SCNA are twofold. First, it wants to be apprised of activities at the yard. Second, it would like the opportunity to comment on significant documents in a timely manner. At a January 29, 1987 meeting held for the development of this Community Relations Plan, specific concerns of SCNA were prioritized as follows:

a. Safeguarding the health and welfare of the community from present releases, from releases during testing and cleanup, and from exposure to anything missed during the cleanup process.

b. The extent to which the remedial action affects future land use options.

c. Future development of the property.

d. The opportunity to contribute SCNA's expertise to the project.

SCNA believes it has the ability to disseminate information to the entire neighborhood and prefers that information be directed to the Toxic Substance Subcommittee. While informal meetings are considered beneficial, SCNA views large public meetings as an ineffective means of communication.

3. West Side Properties. The geography and heterogeneous nature of the West Side Properties make it difficult to approach from a community relations standpoint. No single street runs parallel to the rail yard to create a continuity of neighbors residing in proximity to the site. Furthermore, there is not a park, school or community center to create a commonality of interests.

Expression of interest in the site from residents of the West Side Properties has been nominal. Whether this is a reflection of a lack of interest in the community or a lack of organization is uncertain. To UP's knowledge, only one individual from this area, Ms. Janis Heple, has expressed concern over the site. Ms. Heple, a member of the City of Sacramento's Toxic Substance Commission, has attended meetings with SCNA. Ms. Heple has expressed frustration over raising the level of concern in her neighborhood. While Ms. Heple has indicated that other commitments will not permit her to be a community contact, she will identify several individuals who have expressed interest to her.

Individuals identified will be interviewed to determine their concerns and identify other interested citizens. If a community

group to disseminate information does not materialize, interested individuals will be placed on the mailing list and addressed independently.

4. South Yard Properties. The South Yard Properties are geographically and conceptually isolated from the site. There has been no indication of concern from businesses in this area nor is there reason to believe they will be affected by developments at the site. At this time there is no apparent need to direct community relations efforts to this area.

IV Plan

A. Objectives

The objectives of the Community Relations Plan are:

1. Accurate and Timely Information. Provide community members with timely, detailed information to eliminate unnecessary concern and anxiety, especially in light of inflammatory media coverage. Information is to be presented in an understandable and useful manner to keep the community up-to-date about work progress and schedules and to provide explanations of significant developments or changes.

2. Community Dialogue. Provide community members opportunities to state their concerns and informational needs, ask questions and make suggestions.

3. Community Impact in DHS Decision Making Process. Provide opportunities for community members to make comments and suggestions on issues which they may perceive could affect their health.

4. Monitor Community Relations Program. Review the community relations program throughout site activities and revise it as necessary to respond to changing community concerns and informational needs.

B. Plan Implementation

1. Information Dissemination.

A. Document Repository. DHS has established Document Repositories at the library of Sacramento City College and at Sacramento City Hall. DHS shall place all submittals and other documents DHS deems appropriate with the Document Repositories.

B. SCNA. The Enforceable Agreements provides that SCNA (through Genevieve Shiroma) shall receive copies of all submittals. SCNA has indicated that it has the ability to, and will,

disseminate information to residents of the Sierra-Curtis Neighborhood.

C. Status Reports. UP shall release status reports, approved by DHS, summarizing recent activities, significant findings and future work plans. The status reports shall be prepared on a quarterly basis unless circumstances dictate otherwise. The status reports shall be forwarded to parties on the mailing list.

D. Media. DHS and UP shall continue to respond to media inquiries and prepare press releases for significant events.

E. Mailing List. A mailing list of interested parties is attached.

2. Public Comment; Notification. DHS shall make available the following documents for public comment:

- a. Work plan;
- b. Remedial Investigation Report;
- c. Feasibility Study Report; and
- d. Draft Remedial Action Plan.

The public comment period shall be 30 days for the Draft Remedial Action Plan and 20 days for the other documents. DHS shall notice the public comment period and the availability of the documents for review at the Document Repositories by placing a notice in a newspaper of general circulation (preferably the "Neighbors" section of The Sacramento Bee) and by direct notice to parties on the mailing list.

3. Public Meetings and Dialogue.

A. Public Meetings. Public meetings shall be held to consider the Draft Remedial Action Plan as well as after the completion of the Remedial Action Plan. These meetings shall be noticed and held by DHS. UP shall attend the meetings and respond to community inquiries as appropriate.

B. Informal Meetings. Union Pacific is willing to participate in informal meetings. Meetings can be scheduled by contacting the Community Relations Coordinator.

C. Community Relations Coordinators. Community Relations Coordinators for UP and DHS, respectively, are:

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The Honorable Phil Isenberg
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