

K. UTILITIES AND SERVICE SYSTEMS

This section describes the major utilities serving the project site and evaluates the effects of the proposed project on utilities and service systems.

SETTING

The project site is within an urban area that is served by existing utility service systems including wastewater and stormwater collection and treatment, water, and solid waste collection and disposal. The existing conditions for these services are described below.

SEWER AND WASTEWATER TREATMENT PLANT CAPACITY

The project site is served by San Francisco's combined sewer system, which handles both sewage and storm water runoff. The San Francisco Public Utilities Commission (SFPUC) owns and operates three wastewater treatment facilities for the City and County of San Francisco: the Oceanside Treatment Plant, the Southeast Treatment Plant, and the North Point Wet Weather Facility. These wastewater facilities can collect and treat up to 500 million gallons per day of combined wastewater and stormwater runoff.¹ The Fairmont Hotel complex's wastewater flows are transported via the Bayside Transport System to the Southeast Wastewater Plant, located on Phelps Street near Third and Evans streets in the Bayview District.

WATER

The SFPUC Regional Water System (RWS) currently provides an average of approximately 265 million gallons per day (mgd) of water to 2.4 million users in San Francisco, Tuolumne, Alameda, Santa Clara, and San Mateo counties.² Approximately 85 percent of the water delivered by the SFPUC comes from the Hetch Hetchy Reservoir in Yosemite National Park. Water from the Hetch Hetchy Reservoir travels through the Hetch Hetchy Water and Power Project and represents the majority of the water supply available to San Francisco.³ During a drought, the water received from the Hetch Hetchy Water and Power Project can amount to over 93 percent of the total water delivered.⁴ The remaining 15 percent of the water for the SFPUC RWS is obtained from Bay Area reservoirs. These local watershed facilities are

¹ San Francisco Public Utilities Commission (SFPUC), 2009, *Combined Sewers*, Available at: http://sfwater.org/mto_main.cfm/MC_ID/14/MSC_ID/117/MTO_ID/544, Accessed: March 31, 2009.

² SFPUC, 2005, 2005 Urban Water Management Plan for the City and County of San Francisco, December, p.5.

³ Ibid, p. 9.

⁴ Ibid, p. 9.

IV. Environmental Setting, Impacts, and Mitigation
K. Utilities and Service Systems

operated to conserve local runoff for delivery.⁵ The Fairmont Hotel complex is currently served by adequate water infrastructure.

SOLID WASTE

Sunset Scavenger Company and Golden Gate Disposal, subsidiaries of Norcal Waste Systems, Inc. (Norcal), provide solid waste collection services for residential and commercial garbage and recycling in San Francisco. These companies transport solid waste that is not recycled to a transfer station in the southeast sector of San Francisco operated by SF Recycling and Disposal, another subsidiary of Norcal. Non-recyclable solid waste is then taken to Altamont Landfill in Alameda County where the disposal is subject to federal, state, and local solid waste regulations. The Altamont Landfill handles mixed municipal waste, construction/demolition materials, asbestos, ash, contaminated soil, industrial, green materials, and tires. The Altamont Landfill has a permitted maximum disposal of 11,500 tons per day and received approximately 1.3 million tons of waste in 2007.⁶ The total permitted capacity of the landfill is 62 million cubic yards. The remaining estimated capacity is approximately 45.7 million cubic yards and the landfill is estimated to close in 2029.⁷

According to the California State Integrated Waste Management Act of 1989 (AB 939), San Francisco is required to adopt an integrated waste management plan, implement a program to reduce the amount of waste disposed, and have its waste diversion performance periodically reviewed by the Integrated Waste Management Board. The City is required by AB 939 to divert 50 percent of its waste stream from landfill disposal by 2000. San Francisco's target year was adjusted from 2000 to 2003.⁸ San Francisco met the 50 percent diversion rate threshold in 2003, diverting 67 percent of its solid waste stream.⁹ The City's rate stayed at 67 percent in 2004, and increased to 69 and 70 percent in 2005 and 2006, respectively.¹⁰ San Francisco's organic waste stream is transported to a composting facility in Solano County operated by Norcal Waste Systems. The composting facility underwent expansion in recent years and has capacity to accept San Francisco's organic wastes.

⁵ SFPUC, 2005, p. 11.

⁶ California Integrated Waste Management Board (CIWMB), 2009a, *Active Landfills Profile for Altamont Landfill & Resource Recovery (01-AA-0009)*, Available at: <http://www.ciwmb.ca.gov/Profiles/Facility/>, Accessed: March 31, 2009.

⁷ Ibid.

⁸ CIWMB, 2009b, *Jurisdiction Profile for City of San Francisco*, Available at: <http://www.ciwmb.ca.gov/Profiles/Juris/>, Accessed: March 31, 2009.

⁹ Ibid.

¹⁰ Ibid.

REGULATORY SETTING

Section III.E, Plans and Policies, describes the San Francisco utilities, service systems and energy regulatory framework relevant to the proposed project, including the *Sustainability Plan for the City and County of San Francisco*, the *Climate Action Plan*, and the Environmental Protection Element of the *San Francisco General Plan*.

The Sustainability Plan for the City and County of San Francisco establishes sustainable development as a fundamental goal of municipal public policy, and approving the goals and objectives set out in the plan as ends that the City will strive to attain. The proposed new residential tower, mid-rise residential component, and podium structure would be constructed in compliance with the City's Green Building Design Requirements for Construction Projects¹¹ and would achieve LEED Gold certification. Other sustainable elements of the proposed project include bicycle parking stalls and car-share parking spaces.

San Francisco adopted the *Climate Action Plan* in 2002, committing the City to reducing greenhouse gas emissions by 20 percent below 1990 levels by 2012. The plan outlines actions the City can take to meet this goal. The Environmental Protection Element of San Francisco's *General Plan* addresses the impact of urbanization, including the use of oil and gas resources and hazardous waste on the natural environment.

The proposed project would be generally consistent with applicable plans and policies. The proposed project would comply with the standards of the Bay Area Air Quality Management District as analyzed in Section IV.G, Air Quality, and would comply with transportation noise policies, as analyzed in Section IV.F, Noise. Section IV.Q, Minerals and Energy Resources provides a qualitative discussion about energy use for the proposed project.

IMPACTS

SIGNIFICANCE THRESHOLDS

The thresholds for determining the significance of impacts in this analysis are consistent with the environmental checklist in Appendix G of the State *CEQA Guidelines*, which has been adopted and modified by the San Francisco Planning Department. For the purpose of this analysis, the following applicable thresholds were used to determine whether implementing the project would result in a

¹¹ San Francisco, City and County of, 2003. Municipal Code, Chapter 7: Resource Efficiency Requirements, SEC. 707, Green Building Design Requirements for Construction Projects. Originally adopted July 3, 2007. Reflects changes through July 3, 2007.

IV. Environmental Setting, Impacts, and Mitigation

K. Utilities and Service Systems

significant impact to utilities and service systems. The proposed project would have a significant adverse impact to utilities and service systems if it would:

- K.a Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board;
- K.b Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects;
- K.c Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects;
- K.d Have insufficient water supply available to serve the project from existing entitlements and resources, or require new or expanded water supply resources or entitlements;
- K.e Result in a determination by the wastewater treatment provider that it has inadequate capacity to serve the project's projected demand in addition to the provider's existing commitments;
- K.f Be served by a landfill with insufficient permitted capacity to accommodate the project's solid waste disposal needs; or
- K.g Not comply with federal, state, and local statutes and regulations related to solid waste.

PROPOSED PROJECT

The project sponsor proposes to demolish the existing Fairmont Hotel tower and podium structure and construct a 26-story residential tower and a five-story mid-rise residential component, both above a five-story podium structure. The proposed development would include four levels of below-grade parking. The proposed project would result in a net loss of 226 to 286 hotel rooms from the demolition of the hotel tower and podium, and potential consolidation of rooms in the historic 1906 Fairmont Hotel. The number of hotel guests at the site would decrease by 191 to 303. The proposed residential tower and mid-rise residential component would have up to 160 dwelling units and would introduce approximately 283 to 368 residents to the project site.¹²

IMPACT EVALUATION

Impact UT-1 The proposed project would not exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board. (Less than Significant) [Criterion K.a]

Project-related wastewater and stormwater would flow to the city's combined stormwater and sewer system and would be treated to standards contained in the City's National Pollutant Discharge

¹² The range of 283 to 368 is derived by using the average household size of 1.77 [for Census Tract 112] and the City's average household size in of 2.30 [per 2000 U.S. Census], multiplied by the 160 proposed new units).

Elimination System Permit for the Southeast Wastewater Treatment Plant, prior to discharge into the Bay. The project would meet wastewater pre-treatment requirements of the SFPUC, as required by the San Francisco Industrial Waste Ordinance.¹³ Because the project site is currently fully covered with impervious surfaces, the proposed project would have little effect on the total storm water volume discharged through the combined sewer system. Storm water runoff (as opposed to sewage) comprises the majority of the total flow treated by the city's combined sewer system. While the sewage generated by the project's estimated 283 to 368 permanent residents would increase the volume of sewage generated by the site; this wouldn't be substantial compared to the overall sewage generated by the city's existing inhabitants and not in excess of amounts projected by agencies responsible for management of this service. The increase in wastewater generation due to the permanent residents would be offset by the reduction in wastewater flows resulting from a reduction in the number of hotel guests. The project site is already served by existing facilities and no new major sewer construction would be needed to serve the proposed project. Extension of a sewer trunk line with capacity to serve new development beyond the proposed project would not be required. The proposed project would not result in a substantial increase in demand for wastewater treatment and sewerage would not include new substances making necessary any change in treatment processes. As a result, no change to the City's wastewater treatment system would be required and thus currently permitted facilities would be expected to continue to meet water quality requirements; therefore, this impact would be less than significant.

Impact UT-2 The proposed project would not require or result in the construction of new water or wastewater treatment facilities or new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects. (Less than Significant) [Criteria K.b and K.c]

The proposed project consists of a reduction of between 226 and 286 hotel rooms (reduction of approximately 191 to 303 hotel guests) and the addition of up to 160 residential units (with approximately 283 to 368 permanent occupants) on the site. The proposed project would have a net reduction of approximately 2,040 gsf of hotel function space, 1,841 gsf of hotel restaurants, 6,855 gsf of retail, and 40,562 gsf of hotel BOH compared to existing conditions. There would be a net increase of 2,872 gsf of recreation/fitness/spa and 11,672 gsf of residential BOH, storage, and function space. The project's daily volume of water use and wastewater generation would generally be unchanged from current conditions, based on the net reduction of existing hotel uses. Likewise, the amount of impermeable surface area that receives rain would remain unchanged with project development. Thus, there would thus be no substantial

¹³ City and County of San Francisco, San Francisco Municipal Code (Public Works), Ordinance No. 19-29, Part II, Chapter X, Article 4.1 (amended), January 13, 1992.

IV. Environmental Setting, Impacts, and Mitigation
K. Utilities and Service Systems

change in the amount of storm water runoff. Storm water would continue to be handled by the City's combined sewer collection system, with no net change in storm water volume as a result of the project. The proposed project would not require construction of new water or wastewater treatment facilities or expansion of existing ones; therefore, the proposed project would result in a less-than-significant impact.

Impact UT-3 Sufficient water supply is available to serve the project from existing entitlements and resources. (Less than Significant) [Criterion K.d]

As described in Impact UT-2 above, the proposed project's water use would generally be unchanged from current conditions. In addition, the new construction would be designed to incorporate water-conserving measures, such as low-flush toilets, as required by the California State Building Code Section 402.0(c). In December 2005, the SFPUC adopted a resolution finding that the SFPUC's Urban Water Management Plan (UWMP) adequately fulfills the requirements of the water assessment for water quality and wastewater treatment and capacity.¹⁴ The proposed project is covered by the demand projections identified in the UWMP¹⁵, which includes all known or expected development projects and projected development in San Francisco through 2025. The proposed project would not require new or expanded water supply resources or entitlements. The project site is within a developed urban area and is zoned for residential use. The project would replace existing hotel use with residential use, as well as incorporate water conserving features in its design such as low flow toilets and shower heads, as required by the California State Building Code section 402.0(c). Therefore, the proposed project would not exceed the UWMP's water supply projections through 2025. No additional water supply infrastructure would be required to serve the project site. The proposed project would have sufficient water supply available from existing entitlements and therefore it would result in a less-than-significant impact on water supply.

Impact UT-4 The proposed project would not result in a determination by the wastewater treatment provider that it has inadequate capacity to serve the project's projected demand in addition to the provider's existing commitments. (Less than Significant) [Criterion K.e]

The proposed project would remove between 226 and 286 hotel rooms to be replaced with approximately 160 residential units. As discussed in Impact UT-1 above, the project site is currently covered with impervious surfaces, and the proposed project would have little effect on the total storm water volume discharged through the combined sewer system. Consequently there would be no substantial change in the

¹⁴ San Francisco Public Utilities Commission, 2005, *2005 Urban Water Management Plan for the City and County of San Francisco*, December, Appendix B.

¹⁵ Kehoe, Paula, Director of Water Resources, SFPUC. December 4, 2009. Letter to Devyani Jain, San Francisco Planning Department.

amount of storm water runoff from the project site. Storm water would continue to be handled by the City's combined sewer collection system, with essentially no net change in stormwater volume as a result of this project; therefore resulting in a less-than-significant impact on wastewater treatment capacity. As noted in Impact UT-3, the project is within the total waste water projection of the UWMP, and thus does not result in an increase of treatment capacity.

Impact UT-5 The proposed project would comply with solid waste regulations and would be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs. (Less than Significant) [Criteria K.f and K.g]

Sunset Scavenger Company and Golden Gate Disposal currently provide solid waste collection services to the existing hotel tower and the historic 1906 Fairmont Hotel and would continue to serve the project site. Non-recycled waste from project demolition and long-term waste would be disposed at the Altamont Landfill. Although the proposed project would incrementally increase total waste generation in the city, recycling, composting, and waste reduction efforts are expected to increasingly divert waste from the Altamont Landfill. The Altamont Landfill is expected to remain operational for approximately 20 more years. In addition, San Francisco Ordinance No. 27-06 requires that a minimum of 65 percent of all construction and demolition debris be recycled and diverted from landfills. Given the increase in recycling efforts and the long-term capacity available at the Altamont Landfill, the solid waste generated by project construction and operation would not result in the landfill exceeding its permitted capacity, and the project would result in less-than-significant impacts on solid waste facilities.

Sunset Scavenger Company and Golden Gate Disposal, subsidiaries of Norcal Waste Systems, Inc., provide solid waste collection services for residential and commercial garbage and recycling in San Francisco, including the project site. Assuming future contracts with the City, these companies would transport solid waste that is not recyclable to a transfer station in the southeast sector of San Francisco that is operated by SF Recycling and Disposal, another subsidiary of Norcal. Non-recyclable solid waste is then taken to Altamont Landfill in Alameda County. The Altamont Landfill is required to meet federal, state and local solid waste regulations relevant to solid waste; therefore, project impacts related to solid waste would be less than significant.

CUMULATIVE IMPACTS

As described in Section IV.A, Land Use, the proposed project and other cumulative projects in the project site vicinity would provide a total of approximately 223 units in the future. The 63 units proposed by other cumulative projects such as the 23 dwelling units at 850 Bush Street, 23 dwelling units at

IV. Environmental Setting, Impacts, and Mitigation
K. Utilities and Service Systems

851 California Street, 15 dwelling units at 1001 California Street, and 2 dwelling units at 915 Jackson Street would result in a population increase of approximately 111 to 145 people in the project area.¹⁶ Cumulative projects could increase the demand for utilities in the project vicinity and would add to cumulative water and energy consumption, but not in excess of amounts already projected by agencies responsible for management of those services and utilities. Therefore, no significant impact on utilities would occur. The proposed project and cumulative projects would not substantially alter the amount of impermeable surface area and thus wouldn't adversely impact storm water run-off conditions; therefore the project would not contribute considerably to cumulative storm water impacts. The proposed project would not substantially impact water supply, wastewater facilities, or solid waste services. Existing service provision plans address anticipated growth in the region. The proposed project and cumulative projects would not exceed growth projections for the area and therefore would not have a cumulative considerable effect on utilities and service systems. For the reasons discussed above, utilities and service systems would not be adversely affected by the project, either individually or cumulatively, and therefore impacts on utilities and service systems would be less than significant.

MITIGATION AND IMPROVEMENT MEASURES

The development of the proposed project would not substantially impact utilities and service systems. Therefore, the proposed project would have a less-than-significant impact on utilities and service systems. No mitigation or improvement measures would be required.

¹⁶ The range of residents is derived by using the average household size of 1.77 (Census Tract 112) and the 2000 U.S. Census average household size of 2.30 for the City and County of San Francisco multiplied by the 63 units.