# L. PUBLIC SERVICES

This section analyzes the proposed project's potential impacts to public services including fire protection, police services, and public schools.

### **SETTING**

### **FIRE PROTECTION**

The San Francisco Fire Department (SFFD) provides fire suppression services and emergency medical services to the City and County of San Francisco. The SFFD has a current staff of 1,533 uniformed members and 127 civilians. The daily operational strength is approximately 295 (minimum) staff members citywide. The SFFD operates 48 stations throughout the city. The department's resources include 42 engine companies, 19 truck companies, multiple ambulances, two heavy rescue squads, two fireboats, and multiple special purpose units. The SFFD has three divisions: the Airport Division (serving the San Francisco International Airport) and Divisions 2 and 3 (serving the rest of San Francisco). Division 2 is divided into four battalions, and Division 3 is divided into five battalions. The project site is located within the Division 2 service area, which comprises an area extending from the downtown and financial districts to the northwestern boundaries of the city.

The Fairmont Hotel complex is in the First Alarm<sup>2</sup> area for Station 41 (Battalion 1), located at 1325 Leavenworth Street, 0.38 mile west of the Fairmont Hotel. Station 41 houses one fire engine and is staffed with one officer (lieutenant or captain) and three firefighters. There are currently no planned improvements at Station 41, nor are there plans for building new fire stations in the area. Station 13 (Battalion 1), located at 530 Sansome Street, 0.67 mile east of the Fairmont Hotel, is the second responder to the site. This station houses one fire engine, which is staffed by one officer and four firefighters, and an aerial ladder truck, which is staffed by one officer and three firefighters. Station 13 is also staffed with one rescue captain who responds in an SUV and carries advanced life support equipment. Station 3 (Battalion 2), located at 1067 Post Street, 0.87 mile southwest of the site, is the third responder to the

Boughn, Rhab, 2009, Public Records Officer, San Francisco Fire Department, Personal Communication with AECOM on November 18, 2009.

<sup>&</sup>lt;sup>2</sup> The First Alarm area is the geographic area in which a station is responsible for arriving first in the case of an emergency.

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Fairmont Hotel site. This station houses an aerial ladder truck, which is staffed by one officer and three firefighters and one fire engine which is staffed be one officer and four firefighters.<sup>3</sup>

SFFD's average response time inside the First Alarm area for all stations in the city is 3 minutes and 23 seconds for an emergency call (Code 3).<sup>4</sup> For 90 percent of calls (inside and outside of First Alarm areas), the response time is currently 4 minutes and 53 seconds. SFFD's average response time for non-emergency calls is 8 minutes and 54 seconds. For 90 percent of these non-emergency calls, the response time is currently 15 minutes and 39 seconds.<sup>5</sup>

### **POLICE SERVICES**

The San Francisco Police Department (SFPD) provides police protection services in the City and County of San Francisco. The SFPD is headquartered at 850 Bryant Street, 2.1 miles south of the project site. The SFPD currently has approximately 1,900 sworn officers out of a total of approximately 2,100 authorized sworn positions (including airport officers). The SFPD strives to maintain an average emergency response time of less than two minutes and an average non-emergency response time of less than six minutes.

The SFPD divides the City into two areas – Metro and Golden Gate – each of which is divided into five districts. The project site is located within the Central Police District, which is part of the Metro area, and consists of the Financial District, Chinatown, North Beach, Fisherman's Wharf, Telegraph Hill, Nob Hill, and Russian Hill. The district station which serves this central region of the city is the Central Police Station, located at 766 Vallejo Street, 0.54 mile north of the project site. The Central Police Station is staffed 24 hours per day.

According to the SFPD Crime Maps, the most reported crimes in the area around the Fairmont Hotel complex are larceny and burglary. Other frequently reported crimes in the area include vehicle theft and assault. These crime data statistics are based on reports taken from a 90-day time period from November 13, 2008 through February 10, 2009.<sup>6</sup>

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Talmadge, Mindy, 2009, Public Information Officer, San Francisco Fire Department, Personal communication with AECOM on February 13, 2009.

<sup>&</sup>lt;sup>4</sup> Boughn, Rhab, 2009, Public Records Officer, San Francisco Fire Department, Personal Communication with AECOM on November 18, 2009.

<sup>&</sup>lt;sup>5</sup> Boughn, Rhab, 2009, Public Records Officer, San Francisco Fire Department, Personal Communication with AECOM on November 18, 2009.

<sup>&</sup>lt;sup>6</sup> CrimeMAPS, 2009, Available at: http://gispubweb.sfgov.org/website/san\_francisco\_community/wizard.asp.

### **SCHOOLS**

The San Francisco Unified School District (SFUSD) provides public primary and secondary education in San Francisco. The District is comprised of 64 elementary schools, 15 middle schools, and 19 high schools. There are three elementary schools and one child development center within one-half mile of the project site, at the intersection of Sacramento and Powell streets. The closest public school to the project site is the Gordon J. Lau Elementary School, approximately two blocks northeast at 950 Clay Street. Two more elementary schools within one-half mile of the site are the Jean Parker Elementary School, approximately six blocks north at 840 Broadway, and the Chinese Education Center, approximately four blocks east at 657 Merchant Street. The Commodore Stockton Child Development Center, at 949 Washington Street, is approximately two blocks north of the project site.<sup>7</sup>

While some schools are at or above capacity, overall student enrollment in the SFUSD has steadily decreased over the past decade. Current enrollment is approximately 55,800 students<sup>8</sup>, which represents a 10 percent decrease from the estimated 1994–1995 year enrollment of approximately 62,300 students.<sup>9</sup> As a result, the district has excess capacity at many schools, and several schools were closed in 2006. Many schools in the SFUSD need to be modernized, retrofitted, or improved in some way; as a result, City voters approved a \$295 million bond in November 2003 for improvements at 30 schools, and a \$450 million bond in November 2006 that included 64 projects at 59 additional schools.

#### **LIBRARIES**

The San Francisco Public Library (SFPL) operates the Main Library at San Francisco's Civic Center and 28 neighborhood branches distributed throughout the City, providing information in books, other print and non-print formats, or electronic form. The SFPL is dedicated to providing —free and equal access to information, knowledge, independent learning, and the jobs of reading for San Francisco. During the 2008/2009 fiscal year, the Main Library's collection size was 5,987,607 items, and all other branch

San Francisco Unified School District, 2007, Available at: http://portal.sfusd.edu/template/default.cfm?page=home

<sup>&</sup>lt;sup>8</sup> San Francisco Unified School District, 2009, *School Site List and* Summary, Available at http://sfportal.sfusd.edu/sites/research\_public/rpa\_docs/, Accessed November 18, 2009.

<sup>&</sup>lt;sup>9</sup> San Francisco Planning Department, 2008, San Francisco General Hospital Seismic Compliance, Hospital Replacement Program Final EIR, June.

<sup>&</sup>lt;sup>10</sup> San Francisco Public Library, 2010, Available at http://www.sfgov.org/site/frame.asp?u=http://www.sfpl.org/, Accessed March 1, 2010.

<sup>&</sup>lt;sup>11</sup> Includes government documents, bound periodical volumes, and microfilm/fiche holdings.

libraries had a collection of 1,239,925 items combined, for an SFPL total of 7,227,532 items. 12 Community based branch libraries, as well as the Main Library, provide reading rooms, book lending, information services, access to technology, and library-sponsored public programs. Most branches offer an event almost every day, often for pre-school and elementary school children: story-time, crafts, and videos.

Programs for youth include reading and computer-oriented clubs. All SFPL branch libraries offer books at adult, teen, and children's reading levels. Basic collections consist of fiction, nonfiction, and reference books, magazines, newspapers, audio books, CDs, and DVDS. If specific materials are not available at an SFPL branch, items may be obtained through the library's request system, "Link+", or interlibrary loan. Link+ allows SFPL library patrons to borrow items from participating libraries throughout California. Items typically arrive within four days and may be returned to any SFPL branch. <sup>13</sup> Inter-library Loan involves loaning items from various libraries and institutions in North America that agree to loan items to one another, which may include local universities, such as University of California Berkeley, San Francisco State University, or Stanford University. <sup>14</sup> Most of SFPL's collection of electronic resources is accessible from all branch locations and online 24 hours a day at the SFPL website.

There are four library branches within a 2-mile radius of the Fairmont Hotel complex: the Chinatown branch, the North Beach branch, the Main Library, and the Marina branch. The Chinatown branch is the only library located in the immediate project vicinity, approximately 3 blocks to the north of the project site on Powell Street between Washington and Jackson Streets. In addition to collections in English, the Chinatown branch offers books and other materials, including magazines, newspapers, audiobooks, CDs and DVDs in Chinese, as well as a medium size collection of Vietnamese language materials. The large Asian Interest collection in English specifically focuses on China, Chinese culture and the Chinese in the United States. An extensive file is also maintained of pamphlets, newspaper and magazine articles on Chinatown's history and issues of concern to the Chinese and Asian-American community.

In 1994, San Francisco voters passed Proposition E, a charter amendment that created the Library Preservation Fund. This measure established a dedicated fund to be used to provide library services and materials, as well as to operate library facilities. Proposition E established a 15-year mandate that requires

<sup>&</sup>lt;sup>12</sup> San Francisco Public Library, 2009, *FY 2008-2009 Statistics System-Wide*, Available at http://sfpl.org/pdf/about/administration/statistics-reports/statistics\_systemwide0809.pdf, Accessed March 1, 2010.

<sup>&</sup>lt;sup>13</sup> San Francisco Public Library, 2010, *Link*+, Available at http://sfpl.org/sfplonline/linkplus.htm, Accessed March 1, 2010.

<sup>&</sup>lt;sup>14</sup> San Francisco Public Library, *Interlibrary Loan Frequently Asked Questions*, Available at http://www.sfpl.org/index.php?pg=2000032501, Accessed March 1, 2010.

the City to maintain funding for the SFPL at a level no lower than what it spent during the 1992 and 1993 fiscal year. Voters renewed the Library Preservation Fund in November 2007 (Proposition D).

### **Branch Library Improvement Program**

The Branch Library Improvement Program (BLIP) was launched as a result of a bond measure passed in November 2000 to provide \$106 million in funding to upgrade San Francisco's branch library system, and Proposition D, which passed in November 2007, authorizing additional funding to improve the branches. The BLIP is intended to provide the public with seismically safe, accessible, technologically updated, and code-compliant City-owned branch libraries in every neighborhood. In Improvements to be made at each branch were determined through the preparation of a Community Needs Assessment for each branch, with public meetings, community surveys, and outreach to neighborhood organizations. Design options, such as public meeting rooms, more computers, separate teen facilities, child and adult reading areas, and other library services, were considered. Choices about each branch reflect its budget (which is fixed) input from staff, and input from the neighborhood, in part through community meetings to discuss services and architectural plans. The SFPL has implemented a number of interim programs to serve the public while branches are closed for renovation or replacement. These include increasing hours at nearby branches, holding programs at neighborhood schools and community centers, and offering bookmobile services.

### REGULATORY SETTING

Section III.E, Plans and Policies, describes the San Francisco public services regulatory framework relevant to the proposed project, including the Community Facilities Element of the San Francisco General Plan. The purpose of the Police Facilities Section of the Community Facilities Element is to establish objectives, policies, and criteria for meeting San Francisco's long-range police facility requirements. The objectives address broad goals as they relate to the distribution, location, design and use of police facilities. Policies are courses of action which are supportive of the objectives and, together with criteria, provide a continuing guide and directive for public decisions.

The Fire Facilities Section of the Community Facilities Element is intended to serve as a guide to the greatest degree possible for the development of a system of firehouses which will meet the operating requirements of the Fire Department in providing fire protection services and which will be in harmony with related public service facilities and with all other features and facilities of land development and

<sup>&</sup>lt;sup>15</sup> San Francisco Public Library, 2009, *Branch Library Improvement Program—Frequently Asked Questions*, Available at http://www.sfgov.org/site/frame.asp?u=http://www.sfpl.org/, Accessed March 1, 2010.

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transportation provided for other sections of the *General Plan*. The Educational Facilities Section of the Community Facilities Element is intended to ensure that public school facilities are distributed and located in a manner that will enhance their efficient and effective use.

The proposed project would be consistent with the applicable objectives and policies of the Community Safety Element because the project sponsor would construct a residential tower and podium structure compliant with the most recent seismic design and response requirement and compliant with the current Fire Code. Portions of the building, including the Grand Ballroom, would be replaced and brought to current Building Code standards as part of this project. The proposed project would provide the infrastructure and support functions to meet current market standards to accommodate future hotel guests, the new residents, and visitors. This section analyzes impacts related to public services and emergency responses.

# **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 significant impact to public services. Implementation of the proposed project would have a significant effect on public services if it would:

L.a Result in substantial adverse physical impacts associated with the provision of, or the need for, new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any public services such as fire protection, police protection, schools, parks or other services.

Please refer to Section IV.J, Recreation for analysis related to parks.

#### 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.

As described in Section IV.C, Population and Housing, p. IV.C-5, the proposed project would introduce 283 to 368 residents to the project site. In addition, there would a be a net decrease of between 191 to 303 hotel guests at the site as a result of the demolition of the hotel tower and possible consolidation of rooms in the historic 1906 Fairmont Hotel.<sup>16</sup>

### IMPACT EVALUATION

Impact PS-1 The proposed project would not result in substantial adverse physical impacts associated with the provision of, or the need for, new or physically altered governmental facilities, the construction of which would cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any public services such as fire protection, police protection, schools, or other services. (Less than Significant) [Criterion L.a]

## **Fire Protection and Emergency Services**

The proposed residential tower, mid-rise residential component and podium structure and partial renovation and configuration of hotel rooms of the historic 1906 Fairmont Hotel building would be required to conform to State and local fire codes, including the 2007 California Building and Fire Codes. Requirements for water volume and pressure needed for fire suppression on site, the physical spacing and locations of hydrants, and the fire flow volume and duration vary depending on the specific areas of the project site. The project sponsor would work with the SFFD to determine project construction and operation phases utility and access requirements for fire protection and emergency services for the proposed project. Emergency services are coordinated by the Mayor's Office of Emergency Services. Under this Office, the City maintains an Emergency Operations Plan. The Emergency Operations Plan describes specific response actions that will be taken by the emergency response agencies, and other City departments in their support, in the aftermath of a disaster, and provides for a coordinated response. The SFFD does not anticipate that the proposed project would degrade service levels below adopted performance objectives, nor would it require new fire protection service facilities. Therefore, the proposed project would result in a less-than-significant impact on fire protection and emergency services.

<sup>&</sup>lt;sup>16</sup> Number of hotel guests at single and double occupancy, calculated at an average occupancy of 67 percent.

<sup>&</sup>lt;sup>17</sup> City and County of San Francisco, 1997, *San Francisco General Plan, Community Safety Element*, Available at: http://www.sfgov.org/site/planning\_index.asp?id=41420, Accessed November 18, 2009.

<sup>&</sup>lt;sup>18</sup> Talmadge, Mindy, 2009, Public Information Officer, San Francisco Fire Department. Personal communication with AECOM on February 13, 2009.

### **Police Protection Services**

The proposed project would be located in the Central Police District service area, which is within the Metro area. With project implementation, an additional 283 to 368 permanent residents would live at the project site. As a result, the proposed project may cause an incremental increase in the demand for police services due to the new residents on the site. Given the high existing population density of the project area, the project is not expected to contribute substantially to the number of residents and households relative to the tract in which the site is located. The proposed project would introduce 283 to 368 residents to the project site. <sup>19</sup> This would represent a 7.6 to 9.9 percent increase in the resident population for Census Tract 112 compared to the 2000 Census population data (3,700 people). The potential consolidation and reduction in the total number of hotel rooms, and consequently hotel guests, some of whom have required police response services, would off-set some of the potential need for additional police personnel. According to the SFPD, current staffing levels are adequate to meet the needs of the proposed project, including the potential for a slight increase in demand for police services. <sup>20</sup> The project would not require construction of new police facilities nor would the project affect the SFPD's ability to meet its response time goals. Therefore, the proposed project would result in a less-than-significant impact on police services.

#### **Public Schools**

The proposed project would introduce new residential uses to the project site and would add an estimated 283 to 368 permanent residents, some of whom could be school-age children. The new residents associated with the project could therefore result in an increase in students attending SFUSD schools. However, in the last decade, overall SFUSD enrollment has gradually declined. The decline stopped in the fall of 2008, when kindergarten enrollments began to increase, reflecting a growth in birth rates five years earlier. SFUSD projections indicate that elementary enrollment will continue to grow. The number of elementary school students will eventually rise from 25,000 students in 2008 to 27,600 in 2013, representing an 11 percent increase in five years. After a slight decline in 2009 and 2010, middle school enrollment will increase again. However, in 2013 it will still stand below current enrollment (at 11,640 compared with 11,816 in 2008). High school enrollment will experience a continuous decline over the

<sup>&</sup>lt;sup>19</sup> 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 of 2.30 [per the 2000 U.S. Census], multiplied by the 160 proposed new units).

<sup>&</sup>lt;sup>20</sup> Talmadge, Mindy, 2009, Public Information Officer, San Francisco Fire Department. Personal communication with AECOM on February 13, 2009.

<sup>&</sup>lt;sup>21</sup> San Francisco Unified School District, 2009, *Capital Plan FY 2010-2019*, September, Available at http://portal.sfusd.edu/data/facilities/FINAL%20APPROVED%20CAPITAL%20PLAN%202010-2019%20Oct%2027%202009.pdf, Accessed February 11, 2010.

next five years, from 19,696 students in 2008 to 18,396 in 2013. District-wide enrollment as of Fall 2008 was 55,272. The District currently maintains a property and building portfolio that has a student capacity for over 90,000 students.<sup>22</sup> Thus, even with increasing enrollment, facilities throughout the City and County are underutilized. An increase in students associated with the proposed project would not substantially change the demand for schools, and no new facilities are expected to be needed to accommodate the students. The proposed project would thus result in a less-than-significant impact on schools.

### Libraries

While current uses of library services related to the Fairmont Hotel complex are not known, it is likely that use of the services overall is low, given the existing transient tourist use at the site. Residents are more likely to use library services than visitors. The proposed project would introduce new residential uses to the project site and would add an estimated 283 to 368 permanent residents. The project sponsor does not anticipate any net new employees over the current approximately 430 full-time-equivalent employees with the proposed project.<sup>23</sup> Thus, only a small increase in library patrons would be expected. Although the proposed project would result in population increase within the Nob Hill neighborhood, library branches serving the project site, including the Chinatown branch, North Beach branch, Marina branch, and the Main Library, would continue to meet the demands of the community. If materials are not available at a specific branch, materials can be made available in a matter of days through the SFPL's delivery system, which provides for the delivery of materials from one branch to another branch, utilizes Link+ system to access books at participating libraries in California, or request a loan from the Interlibrary Loan system, which involves loaning items from various libraries and institutions in North America. As such, materials available to library patrons are not limited to those housed at their neighborhood library, making the number of volumes at each branch location not a valid measure to evaluate library services. In the event that additional services are needed in any neighborhood, the SFPL dispatches a bookmobile to address immediate needs and the SFPL's current Strategic Plan would provide guidance as to how to address increased demands resulting from population growth in consideration of the branch's fixed budget.

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<sup>&</sup>lt;sup>22</sup> San Francisco Unified School District, 2009, *S.F.U.S.D. School Profiles* 2008–2009, Available at: http://orb.sfusd.edu/profile/prfl-100.htm, Accessed February 11, 2010.

<sup>&</sup>lt;sup>23</sup> Isaacson, Glenn, 2009. Conversion Management Associates, Personal Communication with AECOM on July 10, 2009.

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The existing library branches within the project vicinity would accommodate increased demand from the proposed project. No additional library facilities would be required to accommodate development of the proposed project. Impacts to libraries would be less than significant, and no mitigation is required.

# **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 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. This would increase demand for public services. However, the proposed project and the other cumulative projects would not exceed growth projections for the area and as such, would be accommodated in the cumulative demand for services. Therefore, cumulative public services impacts related to the project and foreseeable future development in the City would be less than significant.

# **MITIGATION AND IMPROVEMENT MEASURES**

The development of the proposed project would not have substantial effects on public services. Therefore, the proposed project would have a less-than-significant impact on public services. No mitigation or improvement measures would be required.

<sup>&</sup>lt;sup>24</sup> 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 and

<sup>&</sup>lt;sup>25</sup> Kehoe, Paula, Director of Water Resources, SFPUC. December 4, 2009. Letter to Devyani Jain, San Francisco Planning Department.