

## J. PUBLIC SERVICES, UTILITIES AND RECREATION

This section analyzes the proposed project's potential impacts on public services and utilities including: fire protection, police services, schools, open space and recreation facilities, water, wastewater, solid waste, telecommunications, and electricity and natural gas. Potential impacts on public services and utilities that could result from the proposed project are identified, and mitigation measures are recommended, as appropriate. The related topic of storm drainage is evaluated in Section V.E, Hydrology and Water Quality.

### 1. Setting

This section provides current service locations, capacities, and expansion possibilities relating to public services and utilities.

**a. Fire Protection.** The Foster City Fire Department (FCFD) provides fire suppression, life-safety, and hazardous material response and containment services for Foster City. The FCFD participates in joint dispatching with other fire agencies in San Mateo County, in which the closest uncommitted unit responds to emergency calls, regardless of jurisdiction. The FCFD also has an Automatic Aid agreement with the City of Hayward Fire Department for the San Mateo Bridge. In addition, the FCFD participates in the Master Mutual Aid System for the State of California, which provides staff and mechanical assistance throughout the State. FCFD staffing, facilities, equipment, and response times are described below.

**(1) Staffing.** The FCFD has a current authorized staff of 36 firefighters, including the Fire Chief, Fire Marshal, Assistant Fire Marshal, three Battalion Chiefs, nine Fire Captains, and 21 firefighters. There is one open firefighter paramedic position available, which is in the process of being filled. Three firefighter and one assistant fire chief positions were frozen by the City Council in the 2003-2004 fiscal year, and those positions will remain frozen until the budget can support full staffing. The Fire Administration/Fire Prevention division also employs three sworn and two full time and two part-time civilian clerical positions. Each shift has one battalion chief, three captains, and seven firefighters assigned, for a minimum of 10 total personnel working each day. All engine companies are staffed with EMT-level services and one paramedic is on duty at all times.<sup>1</sup>

**(2) Facilities and Equipment.** Foster City Fire Station 28 is located at 1040 E. Hillsdale Boulevard. It is the closest fire station to the project site, and is located approximately 0.7 miles from the site. In-service equipment housed at the fire station includes one fire truck, one command unit vehicle, two fire engines, and one 14-foot water rescue boat. Reserve fire equipment includes one command vehicle (used to tow the rescue boat), two reserve fire engines, and one reserve fire truck. There are currently no planned improvements at this fire station, and there are no plans for the construction of new fire stations in the area.<sup>2</sup>

The second closest station to the project site is Station 26 at 1500 Marina Court in San Mateo, which is staffed by the City of San Mateo Fire Department. This station is equipped with one fire engine and

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<sup>1</sup> Mapes, John, 2008. Fire Marshal, Foster City Fire Department. Written communication with LSA Associates, Inc. July 31.

<sup>2</sup> Ibid.

has one fire captain and two firefighters present at all times. Three fire personnel are assigned to the station per day. This station is equipped with one fire engine, a pick-up truck for towing, and a confined space trailer with equipment.

**(3) Response Times.** FCFD's average response time goal within the City limits is 3.5 to 4 minutes, and FCFD is currently meeting that goal. By contract, Foster City fire engines must arrive at the scene of a medical call in less than 7 minutes. The average response time to the project site under current conditions is 3 to 4 minutes.<sup>3</sup>

FCFD's current Insurance Service Office (ISO) rating is Class 2 (1 being the highest and 10 being the lowest), upgraded from Class 3 in 2000. This rating considers a community's fire defense capacity versus fire potential, and then uses the score to set property insurance premiums for homeowners and commercial property owners.<sup>4</sup> The Insurance Service Office is a private organization that surveys fire departments in cities and towns across the United States.

**b. Police Services.** The Foster City Police Department (FCPD) is located at 1030 E. Hillsdale Boulevard, approximately 0.3 miles from the project site. The FCPD has a current staff of 39 sworn and 17 non-sworn personnel, and the projected 2008/2009 budget anticipates hiring two additional officers. The FCPD also has an additional staff of nineteen volunteers.<sup>5</sup>

As with all police departments in California, the FCPD staffing goal is to achieve the industry standard of 1.5 officers per thousand residents. The industry standard does not take into account a nonresident daytime population. Generally, police departments in cities with uses such as universities, large sports stadiums, and large business parks use the officer/residents industry standard ratio as a baseline, and then add more officers as needed to address the demand placed on the department by the nonresident population. However, the FCPD has not identified a service standard that takes into account a nonresident daytime population.<sup>6</sup> The current police officer to resident ratio in Foster City is approximately 1.3 sworn officers per 1,000 residents, which would increase to 1.36 if two additional officers are hired.<sup>7</sup>

The average response time for emergency calls in the City is 5 minutes, while non-emergency calls have a response time of 6 to 8 minutes.<sup>8</sup>

**c. Schools.** School services in Foster City are provided by the San Mateo-Foster City School District (SMFCSD) and the San Mateo Union High School District (SMUHSD). School services, enrollment, and standards for each of these school districts are discussed below.

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<sup>3</sup> Reaves, Tom, 2008. Fire Chief, Foster City Fire Department. Written communication with LSA Associates, Inc. August 13.

<sup>4</sup> This assumes an estimated 2005 population of 29,900.

<sup>5</sup> Martell, Matthew, 2008a. Captain, Foster City Police Department. Written communication with LSA Associates, Inc. August 7.

<sup>6</sup> Martell, Matthew, 2008b. Captain, Foster City Police Department. Written communication with LSA Associates, Inc. September 25.

<sup>7</sup> Ibid.

<sup>8</sup> Ibid.

**(1) San Mateo-Foster City School District.**

The SMFCSD operates 20 schools serving the communities of San Mateo and Foster City, including 16 elementary and four middle schools. Projected District-wide enrollment for the 2008-2009 school year was 10,337 students.<sup>9</sup> SMFCSD operates three elementary schools and one middle school in Foster City. These schools, along with current enrollment numbers, are listed in Table V.J-1. Enrollment within Foster City schools represents approximately 28 percent of District-wide enrollment.

**Table V.J-1: SMFCSD Projected Enrollment Within Foster City**

School	2008-2009 School Year
Audubon Elementary	612
Foster City Elementary	781
Brewer Island Elementary	640
Bowditch Middle	938
<b>Total</b>	<b>2,971</b>

Source: Rosas, Joan, 2008.

While there are elementary schools assigned to each neighborhood, students are allowed to transfer to non-assigned schools. All the schools operated in Foster City are currently over capacity. Five additional portable units were added to Audubon Elementary and Brewer Island Elementary in fall, 2008. In addition, Foster City Elementary is utilizing portables that are designated for removal in the 2008/2009 school year.<sup>10</sup> The SMFCSD has found that new facilities are needed to accommodate growth already planned for Foster City.

New development is required to provide necessary funding and/or capital facilities for the school system, as determined by applicable State-mandated development impact fees. The proposed project would be subject to a developer mitigation fee of \$0.28 per square foot of commercial or industrial development, and is estimated that the project applicant would be required to pay approximately \$159,971 to the SMFCSD.

**(2) San Mateo Union High School District.**

The SMUHSD provides high school education to the communities of Burlingame, Foster City, Hillsborough, Millbrae, San Mateo, and San Bruno. The SMUHSD operates six high schools, one continuation high school, one alternative education school, and one adult school. Projected district-wide enrollment for the 2008-2009 school year was 8,527. SMUHSD operates three high schools in San Mateo (and none in Foster City): Aragon High School, Hillsdale High School, and San Mateo High School. While new employees generated by the proposed Master Plan would not necessarily live within the boundaries of the SMUHSD, high school-aged children who move to Foster City with households including employees of Gilead Sciences would likely go to one of these three schools. The projected enrollment for the current school year (2008-2009) of these high schools is shown in Table V.J-2. Aragon High School is currently over capacity, while Hillsdale High School and San Mateo High are operating at

**Table V.J-2: SMUHSD Projected Enrollment of Schools Serving Foster City**

School	2008-2009 School Year
Aragon High School	1,605
Hillsdale High School	1,138
San Mateo High School	1,442
<b>Total</b>	<b>4,185</b>

Source: McManus, Elizabeth, 2008.

<sup>9</sup> California Department of Education, Educational Demographics Unit, 2008. *Dataquest*. Website: [dq.cde.ca.gov/dataquest/](http://dq.cde.ca.gov/dataquest/). August 6.

<sup>10</sup> Rosas, Joan, 2008. Assistant Superintendent, San Mateo-Foster City School District. Written communication with LSA Associates, Inc. September 24.

approximately 81 percent and 96 percent capacity, respectively. The District is in the process of implementing a modernization project at all six high schools operated by the District.<sup>11</sup>

Similar to SMFCSD, the SMUHSD requires new development to provide necessary funding and/or capital facilities for the school system, as determined by applicable State-mandated development impact fees. SMUHSD currently charges a commercial development fee of \$0.17 per square foot.<sup>12</sup> As such, it is estimated that the project applicant would be required to pay approximately \$97,125 to the SMUHSD.

**d. Open Space and Recreation.** The City of Foster City has 21 open space facilities within the 4 square miles comprising the City. These open space areas range in size from 0.12 acres to 23.9 acres, and total approximately 115 acres.<sup>13</sup> In addition, the City has 212 acres of recreational waterways. Almost all residents live within walking distance, or ¼-mile, of open space or a private recreational facility. All of those who do not live within ¼-mile of open space generally live within ¼-mile of the waterfront. The closest Foster City open space to the project site is the 20.75-acre Leo J. Ryan Memorial Park. The open space area is located a little less than 1 mile southeast of the project site. A shoreline access point in Foster City is located approximately ¼-mile north of the site. In addition, there are two open space areas operated and maintained by the City of San Mateo that are located in the vicinity of the Master Plan area. The 15.3-acre Tidelands Park and Mariners Island Park are both located within ¼-mile of the project site. In addition, the Foster City Community Center and the William E. Walker Recreation Center are also located approximately 1 mile from the project site, at 1000 E. Hillsdale Boulevard and 650 Shell Boulevard, respectively.

The City of Foster City uses a 5 acres per 1,000 residents standard as a threshold to measure how well its citizens are provided with access to open space and recreational facilities. With a 2005 population of 29,900 it is estimated that the City currently provides 3.8 acres of open space per 1,000 residents.

**e. Water Services.** The Estero Municipal Improvement District (EMID) manages the distribution, operation, and maintenance of Foster City's water supply system. Information in this section is based on EMID's *2005 Urban Water Management Plan*,<sup>14</sup> unless otherwise noted. The City's sources of water, water treatment facilities, and water distribution system are described below.

**(1) Water Sources.** EMID obtains potable water from the City and County of San Francisco's regional system, operated by the San Francisco Public Utilities Commission (SFPUC). This supply is predominantly from the Sierra Nevada Mountains, delivered through the Hetch Hetchy aqueducts, but also includes small amounts of treated water produced by the SFPUC from its local watersheds and facilities in Alameda and San Mateo Counties. As a water retailer, EMID has no direct control over its water supply. The following discussion of water supply and demand is based on

<sup>11</sup> McManus, Elizabeth, 2008. Deputy Superintendent Business Services, San Mateo Union High School District. Written communication with LSA Associates, Inc. September 22.

<sup>12</sup> SMUHSD is allotted 40 percent, or \$0.17 per square foot, of the total commercial development fee of \$0.42 per square foot. Once SMUHSD adopts the new commercial rate of \$0.47 per square foot as approved by the State Allocation Board in January 2008, the commercial development fee for SMUHSD will be \$0.19 per square foot.

<sup>13</sup> Foster City, 2008. Foster City Park Guide. Website: [www.fostercity.org/Services/recreation/ParkGrid.cfm](http://www.fostercity.org/Services/recreation/ParkGrid.cfm). August.

<sup>14</sup> Estero Municipal Improvement District, 2005. *Final Urban Water Management Plan*.

the *Water Supply Assessment Report: Gilead Sciences Corporate Campus Project, Mirabella San Francisco Bay/Parkview Plaza Project, and Chess/Hatch Drive Office Project*, published by EMID in October 2008 (and included as Appendix E to this EIR).

In 1984 EMID, along with 29 other Bay Area water suppliers represented by the Bay Area Water Supply and Conservation Agency (BAWSCA), signed a Settlement Agreement and Master Water Sales Contract (Master Contract) with the SFPUC, supplemented by an individual Water Supply Contract. These contracts, which expire in June 2009, provide for a 184 million gallon per day (mgd) “Supply Assurance” to the SFPUC’s wholesale customers. Over the last 5 years, EMID has purchased an average of 6,016 acre-feet per year of water from SFPUC. The Master Contract is governed by the Master Sales Agreement, which will expire in 2009. Currently, BAWSCA and its member agencies are in contract negotiations with SFPUC and it is expected that the contract will be extended or renewed. Even though the Master Sales Agreement expires in June 2009, the supply assurance is in perpetuity.<sup>15</sup>

Projected water supply and demand during a normal year for EMID’s service area is shown in Table V.J-3. The SFPUC can meet the demands of its retail and wholesale customers in years of average and above-average precipitation. The Master Contract allows the SFPUC to reduce water deliveries during droughts, emergencies, and for scheduled maintenance activities. The SFPUC and all wholesale customers adopted an Interim Water Shortage Allocation Plan in 2000 to address the allocation of water between San Francisco and wholesale customers in aggregate and among individual wholesale customers during water shortages of up to 20 percent of system-wide use. Projected water deliveries to EMID for a single critical dry year would be 6,250 acre feet per year, as shown in table V.J-4, while water deliveries for multiple dry years would decrease to 6,250 acre feet per year for the first and second years and 5,556 acre feet per year for the third and fourth years. The SFPUC would require 10 percent reductions in water supplies for the first two consecutive dry years, and 20 percent reductions for the remaining consecutive years. The current water demand for Gilead Sciences is 12,281,412 gallons a year, or 38 acre feet.<sup>16</sup>

**Table V.J-3: Current and Planned Water Supply and Demand (af/year)**

	2010	2015	2020	2025	2030
Normal Year Supply	6,945	7,057	7,281	7,505	7,616
EMID Water Demand	6,178	6,339	6,478	6,523	6,569
Annual Difference	767	718	803	982	1,047

Source: Foster City, City of, Estero Municipal Improvement District, 2008.

**Table V.J-4: Projected EMID Deliveries For Three Multiple Dry Years (af/year)**

	2010	One Critical Dry Year	Year 2	Year 3	Year 4
Supply	6,945	6,250	6,250	5,556	5,556
% Reduction	--	10 %	10%	20%	20%

Source: Foster City, City of, Estero Municipal Improvement District, 2008.

<sup>15</sup> Foster City, City of, Estero Municipal Improvement District, 2008. *Water Supply Assessment Report: Gilead Sciences Corporate Campus Project; Mirabella San Francisco Bay/Parkview Plaza Project; Chess/Hatch Drive Office Project*. October.

<sup>16</sup> Ibid.

In addition, EMID has a 12-inch connection to the California Water Service Company, which serves the City of San Mateo, and a 12-inch connection to the Mid-Peninsula Water Agency, which serves the cities of Belmont, San Carlos, and portions of Redwood City. EMID has transfer/exchange agreements with both agencies that allow EMID to use these connections during emergency situations.

**(2) Water Treatment, Distribution, and Storage Facilities.** As discussed above, the majority of the SFPUC's water supply originates in the upper Tuolumne River watershed, high in the Sierra Nevada Mountains, remote from human development. Hetch Hetchy water is protected in pipes and tunnels as it is conveyed to the Bay Area, requiring only primary disinfection and pH adjustment to control corrosion in the pipelines. Small amounts of local water may be blended with Hetch Hetchy water. Water from the Alameda watershed is treated at the Sunol Valley Water Treatment Plant in Sunol, while water from the Peninsula Watershed is treated at the Harry Tracy Water Treatment Plant in San Bruno.

Potable water from the SFPUC flows through a 54-inch line located in the City of San Mateo on Crystal Springs Road (Crystal Springs No. 2). EMID's 24-inch main water line connects to this line and potable water flows by pressure from this connection point throughout the EMID distribution system.<sup>17</sup>

EMID currently owns and operates four water storage tanks for emergencies and peak demand, three of which have 4 million gallons of storage capacity each and one with 8 million gallons of storage capacity, for a total of 20 million gallons of treated water storage capacity. A booster pump station is used to pump water from the storage tanks into the distribution system.

Water distribution lines within the vicinity of the Master Plan area include a 12-inch water main located in Lakeside Drive that provides water to the project site from both the Reef Drive and Vintage Park Drive directions. Various 8-inch water lines extend from the 12-inch line in Lakeside Drive to serve each building on the campus. All of the water lines currently serving the campus were built in approximately 1986.<sup>18</sup> Additionally, there is a 12-inch redundant loop system located in the project boundary area that serves the Home Depot store.<sup>19</sup>

**f. Wastewater (Sanitary Sewer) System.** The wastewater collection and treatment system serving the project site is owned by EMID and operated by the Sewer Division of the Foster City Public Works Department. The existing collection system and wastewater treatment facilities serving the City are described below.

**(1) Collection System.** The Sewer Division of the Foster City Public Works Department operates and maintains approximately 66 miles of sanitary sewer lines,<sup>20</sup> more than 8.5 miles of sewer

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<sup>17</sup> Towne, Ray, 2008. Public Works Director, Foster City Public Works Department. Personal communication with LSA Associates, Inc. August 13.

<sup>18</sup> Foster City, 2008. *Underground Utility Map*. August 14.

<sup>19</sup> Chan, Brian, 2008. op. cit.

<sup>20</sup> Towne, Ray, 2008. op. cit.

force mains, 49 pumping stations, 15 permanent standby generators, and four portable generators to ensure that the approximately 3 million gallons of wastewater that Foster City homes and businesses generate each day is pumped to the jointly owned San Mateo Water Quality Treatment Control Plant (SMWQCP) in San Mateo.<sup>21</sup> Wastewater pipes within Foster City range in age from approximately 17 years old to 45 years old.<sup>22</sup> The system is maintained and upgraded on an as-needed basis.

Infrastructure in the vicinity of the project site consists of an 8-inch sewer line located beneath Lakeside Drive that runs from the intersection of Lakeside Drive to Vintage Park Drive to the existing Building 335. At this point, several 8-inch sewer lines run from Lakeside Drive to the various buildings on this portion of the campus. These pipes were constructed around 1986. There is a sanitary lift station (Lift Station 27) located on Lakeside Drive that collects wastewater from the project area and pumps flows into a force main system. Downstream from Lift Station 27, Lift Stations 28 and 15 also pump into the force main system that conveys these flows to the EMID main pump station, Lift Station 59, located at the City/EMID Corporation Yard.<sup>23</sup> All City/EMID wastewater is then pumped from Lift Station 59 to the San Mateo Wastewater Treatment Plant (WWTP) located off East Third Avenue in San Mateo, where it is reclaimed and then discharged into San Francisco Bay, or is used for non-potable purposes, such as landscape irrigation.

**(2) Wastewater Treatment Facilities.** Wastewater treatment is provided by the San Mateo WWTP, which is jointly owned by Foster City and the City of San Mateo. Foster City owns 25 percent of the treatment plant's capacity, or approximately 4.3 million gallons per day (mgd). The treatment plant's 1 hour peak hydraulic capacity is 60 mgd, its maximum dry wet weather capacity is 22 mgd, and its dry weather design capacity is 15.7 mgd. The average daily wastewater flow in 2007 up to July 31 was 12.39 mgd, with 3.14 mgd of wastewater flows attributed to Foster City generators.<sup>24</sup>

**g. Solid Waste.** The following section describes Foster City's non-hazardous and hazardous waste disposal services and capacity, as well as applicable solid waste regulations, including source reduction and recycling regulations.

**(1) Non-Hazardous Solid Waste.** Foster City is a member agency of the South Bayside Waste Management Authority (SBWMA), a joint powers authority created in 1982 to facilitate waste management programs for its member agencies. The SBWMA contracts with private companies for hauling and disposal of solid waste. Franchised solid waste collection, disposal, and recycling services in Foster City are provided by Allied Waste Industries. Non-hazardous solid waste is taken to the San Carlos Transfer Station in San Carlos. The Transfer Station has a maximum allowable capacity of 3,000 tons of waste per day through the year 2010.<sup>25</sup> Currently, the Transfer Station

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<sup>21</sup> Zammit, Cathi, 2007. Senior Engineer, City of San Mateo Public Works Department. Personal communication with LSA Associates, Inc. August 8.

<sup>22</sup> Towne, Ray, 2008. op. cit.

<sup>23</sup> Chan, Brian, 2008. op. cit.

<sup>24</sup> Zammit, Cathi, 2007. op. cit.

<sup>25</sup> Wilson, Chad, 2007. General Manager, San Carlos Transfer Station. Personal communication with LSA Associates, Inc. June 27.

processes approximately 1,200 tons of waste per day.<sup>26</sup> After undergoing processing, waste from the Transfer Station is delivered to the Ox Mountain Sanitary Landfill in Half Moon Bay. The landfill handles construction, demolition, and mixed municipal waste. The landfill has a capacity of 37,900,000 cubic yards. In the year 2000, the total estimated capacity used was 6,746,148 cubic yards, or 17.8 percent. The landfill has a permitted throughput of 3,598 tons per day<sup>27</sup> and is anticipated to have sufficient capacity to operate until approximately 2024.<sup>28</sup> Currently, the landfill does not have a closure plan and it is not known at this time where future solid waste generated in Foster City will be disposed after 2024.<sup>29</sup> The California Integrated Waste Management Board estimates an average waste generation rate of 3.0 pounds per individual per day for employees and residents of Foster City.<sup>30</sup>

**(2) Hazardous Solid Waste.** Foster City's hazardous wastes are disposed of at the Kettleman Hills Facility, Landfill B-18, which is operated by Chemical Waste Management, Inc (CWM). The Kettleman Hills Facility is located in the San Joaquin Valley along Interstate 5, approximately midway between San Francisco and Los Angeles.<sup>31</sup> The facility is approved under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) and permitted under the Toxic Substances Control Act (TSCA) and the Resource Conservation and Recovery Act (RCRA) to manage hazardous waste materials. The Kettleman Hills Landfill B-18 encompasses 53 acres and has a total capacity of 10,700,000 cubic yards, of which 7,300,300 cubic yards (68 percent) are remaining.<sup>32</sup> According to the California Integrated Waste Management Board, no closure date has been identified for the landfill.

**(3) Regulatory Context.** The following section describes: the solid waste regulatory context in Foster City; including State-wide mandates; and local General Plan and Municipal Code requirements.

The California Integrated Waste Management Act of 1989 (AB 939) requires local cities and counties to adopt an Integrated Waste Management Plan (IWMP) to establish objectives, policies, and programs relative to waste disposal, management, source reduction, and recycling. AB 939 mandates that each jurisdiction adopt a Source Reduction and Recycling Element (SRRE) to specify how the community would meet the 50 percent waste diversion goal. Each jurisdiction is also required to take measures to reduce solid waste generation and to provide for the safe disposal of special and hazardous wastes. Certain special and hazardous wastes are included within the purview of the SRRE, but communities are also required to adopt a separate Household Hazardous Waste Element (HHWE)

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<sup>26</sup> Ibid.

<sup>27</sup> Permitted throughput is the maximum permitted amount of waste a landfill can handle and dispose of in one day. This figure is established in the current solid waste facilities permit issued by the Integrated Waste Management Board.

<sup>28</sup> Gan, Hillary, 2008. Facility Operations Contract Manager, South Bayside Waste Management Authority. Written communication with LSA Associates, Inc. October 31.

<sup>29</sup> Ibid.

<sup>30</sup> Integrated Waste Management Board, 2008. *Estimated Jurisdiction Profile for City of Foster City*. Website: [www.ciwmb.ca.gov](http://www.ciwmb.ca.gov). August 6.

<sup>31</sup> Waste Management, Inc., 2008. Kettleman Hills Landfill. Website: <http://www.wmdisposal.com/facilities/results.asp?state=CA>. August 6.

<sup>32</sup> California Environmental Protection Agency Department of Toxic Substances Control, 2007. Hazardous Waste Facility Permit, Permit Number 02-SAC-03. September 21.

to address hazardous wastes generated by households. The City adopted a SRRE and HHWE in 1994 and 1996. The City of Foster City reached the 50 percent or greater diversion rate in 1997, 1998, and 2006 when it achieved a 54 percent, 50 percent, and 50 percent waste diversion rate, respectively.<sup>33</sup> As of October 2008, 2007 diversion data have not been published. In the event that a city is not able to meet waste diversion goals, the California Integrated Waste Management Board would work with the local jurisdiction to develop new solutions that would enable the jurisdiction to achieve the mandate.<sup>34</sup> There is no clearly-defined penalty for agencies that do not meet the mandated diversion rate.<sup>35</sup>

Since 1989, the County of San Mateo and its cities have implemented a variety of programs to address solid waste, including curbside recycling, commercial recycling programs, organics collection, backyard composting, electronics recycling, construction and demolition recycling ordinances and green building programs. Foster City requires that at least 50 percent of all demolition and construction debris be diverted from the landfill by using recycling, reuse, salvage, and other diversion programs.<sup>36</sup> In addition, project applicants are required to prepare a Waste Management Plan which accurately estimates the tonnage of demolition and construction debris generated by applicable projects. Plans for diverting these materials must be described by the applicant and approved by the City.

**h. Telecommunications.** A number of telecommunications providers currently provide service to residents and businesses in Foster City. AT&T (formerly SBC/Pacific Bell) is the primary telephone provider (or Incumbent Local Exchange Carrier – ILEC). Other carriers such as Qwest, Williams Communications, MCI/Worldcom, and Sprint have started providing services to commercial accounts in Foster City. Other providers provide DSL-type services to the residential market, but most are reliant upon AT&T's infrastructure. In April of 2006, the City Council approved an agreement with MetroFi Inc., which now uses street light poles to provide low-cost or free wireless internet in all outdoor locations in Foster City. This service is currently available. The City also has a non-exclusive Franchise Agreement with the Comcast Corporation, which is currently the sole cable television and broadband internet provider. The City regulates Comcast services as provided under federal law. All of these service providers are privately owned and operated and recover the costs of operation, maintenance, and capital improvement through connection and user fees, which are collected from all customers. These services are currently available at the project site.

The California Public Utilities Commission, which regulates California's telecommunication industry, requires that local phone service providers anticipate and serve new growth. To meet this requirement, local phone service providers continually upgrade their facilities and infrastructure, adding new facilities and technology to remain in conformance with California Public Utilities Commission tariffs and regulations and to serve customer demand in the City.

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<sup>33</sup> California Integrated Waste Management Board, 2008. Waste Flows, Jurisdiction Profile for City of Foster City. Website: [www.ciwmb.ca.gov/Profiles/Juris/Default.asp](http://www.ciwmb.ca.gov/Profiles/Juris/Default.asp). August 6.

<sup>34</sup> California Integrated Waste Management Board, 2008. CIWMP Enforcement Part I: Plan Adequacy; Disapproval Process. Website: [www.ciwmb.ca.gov/LgLibrary/Policy/CIWMPEnforce/Part1/Disapprv.htm#deficient](http://www.ciwmb.ca.gov/LgLibrary/Policy/CIWMPEnforce/Part1/Disapprv.htm#deficient). November 17.

<sup>35</sup> Shirikian, Kohar, 2008. Assistant Planner, City of Foster City. Personal communication with LSA Associates, Inc. November 25.

<sup>36</sup> City of Foster City, 2005. Ordinance No. 523: Recycling and Salvaging of Construction and Demolition Debris. November 21.

**i. Electricity and Gas.** The Pacific Gas & Electric Company (PG&E) provides electricity and natural gas service to customers in Foster City. PG&E charges connection and user fees for all new development in addition to sliding rates for electrical and natural gas service based on use. Electrical services are currently available at the project site.

Title 24, California's Energy Efficiency Standards for Residential and Nonresidential Buildings, details requirements to achieve the minimum energy efficiency standards of the State of California. The standards apply to new construction of both residential and nonresidential buildings, and regulate energy consumed for heating, cooling, ventilation, water heating and lighting. Compliance with these standards is verified and enforced through the local building permit process.

## 2. General Plan Policies

The Foster City General Plan includes the following policies and programs related to public services and utilities.

### Land Use and Circulation Element

- *Goal LUC-F: Provide Adequate Services and Facilities.* Ensure that new and existing developments can be adequately served by municipal services and facilities.
- *Policy LUC-65: Adequacy of Public Infrastructure and Services.* New projects which require construction or expansion of public improvements shall pay their pro rata fair share of the costs necessary to improve or expand infrastructure necessary to serve them, including streets and street improvements, parks, water storage tanks, sewer and water service, and other public services. The City has established several assessment districts to pay for needed municipal improvements. Facilities benefiting a specific development must be provided by the developer of that project.

### Parks, Open Space and Conservation Element

- *Goal PC-F: Provide Adequate Open Space to Serve Existing and New Development.* Assure the provision of adequate open space to serve existing and new development and preserve existing open spaces with public access easements within private commercial developments.
- *Policy PC-21: Use of Planned Development Zoning.* Encourage the use of the Planned Development (PD) District in residential, commercial and industrial districts to create open space within private developments.
- *Policy PC-26: Water Resources.* Conserve water resources in existing and new development.
- *Policy PC-30: Solid Waste.* Reduce the generation of solid waste through recycling and other methods.
- *Program PC-x: Water Saving Landscaping and Irrigation.* Promote the use of low-water-use landscaping and irrigation devices in parks, and during review of new projects and modifications to existing developments.
- *Program PC-y: Property Owner Water Saving Techniques.* Encourage all property owners to implement the following conservation techniques: utilize drought tolerant plant materials, limit turf areas to 25 percent of landscaping, limit hours of the day for watering, retrofit with water-conserving fixtures, retrofit existing bathrooms and install new bathrooms with ultra low-flow toilets and water-conserving shower heads.
- *Program PC-ll: Title 24.* Construct new buildings and additions to energy efficiency standards according to Title 24 of the California State Model Code.
- *Program PC-mm: Solar Heating and Cooling.* Encourage installation of solar panels for heating and cooling with solar energy.
- *Program PC-qq: Source Reduction and Recycling Element.* Implement the Source Reduction and Recycling Element in accordance with State regulations.

### Safety Element

- *Policy S-6: Minimize Loss of Life, Injuries, and Property Damage Due to Fires.* The City will minimize loss of life injuries, and property damage due to fires through review of development proposals, public education, and maintenance of well-trained fire suppression personnel.
- *Policy S-10: Water Supply.* The City will provide an adequate supply of water for daily use and emergency situations.
- *Policy S-11: Police Services.* The City will provide police services necessary to maintain community order and public safety.
- *Program S-j: Development Review for Fire Safety.* The City will review proposals for new and modified buildings to ensure that fire safety provisions are included as required by the most current uniform codes and local regulations.
- *Program S-m: Water Supply and Delivery.* The City will maintain a water supply and delivery system that can meet potential fire fighting demands through annual exercising of fire hydrants and periodic review of storage needs.
- *Program S-v: Police Services.* The City will provide adequate personnel, training, and equipment to support the provision of police services.
- *Program S-x: Development Review for Crime Prevention.* The City will review proposals for new and modified buildings for compliance with crime prevention requirements.

### 3. Impacts and Mitigation Measures

This section discusses public service, utility, and recreation impacts that could result from the proposed Master Plan. The section begins with the significance criteria, which establish the thresholds used to determine whether an impact is significant. The latter part of this section presents the impacts associated with the proposed project and identifies mitigation measures, if appropriate. Less-than-significant impacts are discussed first, followed by significant impacts.

**a. Significance Criteria.** The project would have a significant impact on the environment related to public services and utilities if it would:

- Result in substantial adverse physical impacts associated with the provision of or 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 of the following public services:
  - Fire protection;
  - Police protection;
  - Schools; or
  - Other public facilities.
- Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated;
- Create a shortage of parks facilities for new residents, because total park acreage does not meet the Government Code standard of 5 acres per 1,000 population (Foster City Municipal Code Section 16.36);
- Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment;
- Exceed wastewater treatment requirements of the San Francisco Bay Regional Water Quality Control Board;

- Require or result in construction of new wastewater facilities, or expansion of existing facilities, construction of which could cause significant environmental effects;
- Require or result in construction of new water facilities, or expansion of existing facilities, construction of which could cause significant environmental effects;
- Cause there to be insufficient water supplies to serve the project from existing entitlements and resources, requiring new and expanded entitlements; or
- Violate applicable federal, State, and local statutes and regulations related to solid waste.

**b. Less-than-Significant Public Services and Utilities Impacts.** Implementation of the proposed Master Plan would result in the following less-than-significant impacts to public services and utilities.

**(1) Fire Protection.** As described above, the FCFD's average response time goal within City limits is 3.5 to 4 minutes, and it is currently meeting that goal. Increased development at the project site would not reduce the ability of the FCFD to meet existing performance standards or exceed the capabilities of the existing or planned staffing levels.<sup>37</sup>

In addition, the proposed project would be required to meet all FCFD and Fire Code requirements for sprinkler systems, alarms, fire flow, access, and fire hydrant spacing. For example, the underground fire water pipe connection would require a flex joint in a vault where it transitions to a building.<sup>38</sup>

Site specific design plans are required by the Fire Code to be submitted to and reviewed by the Fire Chief prior to the issuance of any building permits.<sup>39</sup> The project would not be required to pay development impact fees to the FCFD. As such, development of the proposed project would result in a less-than-significant impact to fire and emergency medical services within the City.

**(2) Police Services.** The proposed project would increase the number of employees on the campus by 1,900, which could increase the demand for police services on the project site. As noted in the setting section, there is no industry-wide standard to determine the ratio of police officers needed to serve a non-resident daytime population. The project could lead to an increased demand in police services. However, Gilead would continue to maintain a high level of security on the campus, through the use of security measures described below; therefore, it is likely that calls for police services would only increase slightly after implementation of the Master Plan.<sup>40</sup> According to e-mail correspondence with the FCPD, "Police Department interaction at the Gilead facility hasn't indicated that the proposed expansion of their facility alone would inherently dictate an increase in police staffing," although other variables could affect demand for police officers at the site, including "controversial developments in their product line and long term interest groups' organized responses to them."<sup>41</sup>

<sup>37</sup> Tom Reaves, 2008. op. cit.

<sup>38</sup> Ibid.

<sup>39</sup> Foster City, City of, 2008. *Municipal Code, Chapter 15.24, Fire Code.*

<sup>40</sup> Matthew Martell, 2008b. op. cit.

<sup>41</sup> City of Foster City, 2008. Personal communication with LSA Associates, Inc. November 18.

The project applicant would increase the security of the buildings from Reef Drive to Vintage Park Drive through the privatization of Lakeside Drive. Security measures may include the following: increasing the number of security cameras on the buildings; increasing roving security guard patrols; and the potential addition of a perimeter fence around the site that would help regulate pedestrian and automobile access. The increased security measures on the campus would help to reduce the demand for police services. As such, the security measures proposed as part of the Master Plan would help to reduce additional calls for police services.

However, the FCPD has indicated that there will need to be increased police patrols around the construction site during the evening hours to deter theft on the project site.<sup>42</sup> In addition, the proposed Master Plan would likely require additional police resources during the operational phase of the project, which may, in conjunction with other development projects in this portion of the City, require additional staffing to help maintain service levels. If increased staffing is needed, the FCPD will address the issue through an annual budgeting process during which City-wide priorities are established and service levels monitored, allowing adjustments where needed. Any added personnel would be funded through the City's General Fund. Additional officers needed to meet FCPD's desired staffing level would be accommodated by existing facilities. No new police facilities would need to be constructed, and as such, the proposed project would not result in any physical impacts related to the need for new or altered police facilities.

**(3) School Services.** As discussed in Section IV.B, Population, Employment and Housing, while the addition of 1,900 jobs on the project site would not directly increase the population of Foster City, it could indirectly induce some population growth. A modest number of new school enrollees in Foster City could be generated by the Master Plan, and would increase demand for local schools. As previously described, SMFCSD schools within Foster City are already operating over capacity. However, there is additional capacity available at other schools within the SMFCSD, but located outside of Foster City, in San Mateo. Although school attendance outside of Foster City may be an undesirable option for new residents, the SMFCSD has the capacity to serve new students indirectly generated by the proposed project, and no new school facilities would be required due to the proposed project.<sup>43</sup>

Additional high school students generated by the buildout of the Master Plan would indirectly increase demand on the SMUHSD. However, there is room available both within the San Mateo high schools and District-wide to accommodate additional high school students generated by the proposed project.<sup>44</sup> No new high school facilities would be required as a result of the proposed project. In addition, the proposed project would be required to pay developer mitigation fees to both school districts to fund capital improvements to local schools. As such, development of the proposed project would have a less-than-significant impact on school facilities.

**(4) Open Space and Recreation.** Buildout of the Master Plan, which would generate 1,900 jobs, could indirectly induce population growth within Foster City and surrounding communities. In addition, the new employees themselves might use local open space and recreational facilities before work, at lunch, and after work. New residents indirectly generated by the project could increase the

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<sup>42</sup> Matthew Martell, 2008b. op. cit.

<sup>43</sup> Rosas, Joan, 2008. op. cit.

<sup>44</sup> McManus, Elizabeth, 2008. op. cit.

demand for existing neighborhood and regional open space, and recreational facilities. As previously described, the City of Foster City uses the 5 acres per 1,000 residents standard as a threshold to measure how well its citizens are provided with access to open space and recreational facilities. With a 2005 population of 29,900 it is estimated that the City currently does not meet this standard, and only provides 3.8 acres of open space per 1,000 residents.

The proposed project would increase the amount of open space within the project site that would serve the employees of the Gilead campus. These open space areas would be located around Vintage Lake and in between campus buildings. The open space areas proposed by the Master Plan would not include the construction of recreational facilities. The Master Plan would not contribute to the shortage of open space facilities within the City and implementation of the Master Plan would not require the construction of recreational facilities, the construction of which would cause environmental impacts.

The proposed project would also likely indirectly add residents to the City, which could increase the use of recreation facilities in the City. Any impacts on open space and recreational facilities resulting from increased population would be addressed through payment of fees and/or dedication of land in connection with new residential developments. These fees and land dedication would ensure that existing parks and recreational facilities would not experience substantial physical deterioration due to residential population increases associated with the proposed project.

**(5) Water Supply.** Buildout of the proposed project would result in a net increase of up to approximately 571,326 square feet of new office and research and development uses on the project site and approximately 8.08 acres of pervious surfaces, which may require irrigation. According to a Water Supply Assessment Report conducted for the proposed Master Plan and two other major projects in Foster City (included in Appendix E), based on EMID water records for the

**Table V.J-5: EMID Water Supply and Demand Projections Plus Project (af/year)**

	2010	2015	2020	2030
Normal Year Supply	6,945	7,057	7,281	7,505
EMID Demand	6,178	6,339	6,478	6,523
Proposed Project Demand	44	44	44	44
Remaining Supply <sup>a</sup>	723	674	759	938

<sup>a</sup> A portion of the remaining water supply would be used by planned projects in Foster City, as discussed in Chapter VII, CEQA-Required Assessment Conclusions.

Source: Foster City, City of, Estero Municipal Improvement District, 2008.

existing Gilead campus for the year 2007, the proposed project would result in approximately 44 acre-feet of additional water demand per year.<sup>45</sup> Table V.J-5 shows normal year water supply, EMID demand, and the additional demand generated by the proposed project.

As previously described, EMID purchased 6,250 acre feet of water from the SFPUC in 2005, and is guaranteed a supply of 6,945 acre-feet for the year 2010. The increased demand from the proposed project would represent less than 1 percent of the supply available to the City for the year 2010. As shown in the table, EMID would have an adequate water supply available to meet the demand generated from the proposed project for the foreseeable future. This conclusion would also apply when other foreseeable development in Foster City is taken into account, including development of the Chess-Hatch and Mirabella projects (see the Water Supply Assessment Report in Appendix E for

<sup>45</sup> Foster City, City of, Estero Municipal Improvement District, 2008. Op cit,

additional detail).<sup>46</sup> The Water Supply Assessment Report also concludes that water demand associated with all foreseeable development could be accommodated during multiple dry years, assuming implementation of the mandatory demand reduction outlined in the EMID Water Shortage Contingency Plan.

As indicated in the *Urban Water Management Plan*, system-wide reductions may be required during single and multiple dry years. Development projects in Foster City are required to efficiently use water resources by utilizing water saving plumbing fixtures and devices.

**(6) Wastewater Treatment.** As described above, the Wastewater Treatment Plant's dry weather capacity is 15.7 mgd. The WWTP's average daily flow is approximately 12 mgd (76.4 percent of total plant capacity). Foster City is allocated 25 percent of the WWTP's total capacity, or 3.92 mgd. The City's average dry weather daily flow as of 2007 was 3.14 mgd (80 percent of allocated plant capacity). The proposed project would generate approximately 0.15 mgd of wastewater,<sup>47</sup> increasing the City's daily flow to 3.29 mgd (84 percent of allocated plant capacity) and the WWTP's total average daily flow to 12.15 mgd (77.4 percent of total plant capacity). Because the proposed project would allow the City to remain well below its allocated dry weather capacity at the WWTP, it would result in a less-than-significant impact on wastewater treatment and disposal (no new wastewater facilities would be required to serve the project).

**(7) Solid Waste.** The proposed project would be served by landfills with the capacity to handle solid waste generated by the demolition and operational phases of the proposed project. Demolition wastes from existing structures, paved asphalt areas, and utilities would be collected and hauled to the San Carlos Transfer Station for landfill diversion and recycling. According to the project sponsor, demolition activities on the site would generate approximately 2,021 tons of waste.

As required by AB939, the California Integrated Waste Management Act, a minimum of 50 percent of the City's waste must be recycled. Per the City's construction and demolition debris ordinance, the construction contractor would be required to recycle a minimum of half of all demolition and construction debris to meet City requirements. Chapter 15.44 (Ordinance 593) of the Foster City Municipal Code also requires construction contractors to take their construction and demolition debris to a facility that processes construction and demolition materials for recycling. According to the project sponsor, demolition activities on the site would generate approximately 2,021 tons of construction waste, approximately 84 percent of which would consist of concrete debris, including slabs on grade, wall footings, pile caps, and tilt-up exterior walls. The remaining demolition debris would consist of a variety of materials, including roof materials, windows, doors, light fixtures, ceiling materials, partitions, and steel columns. Per Foster City Municipal Code Chapter 15.44, at least 50 percent (1,011 tons) of the debris would be diverted from the landfill and the remaining 1,011 tons of debris would be taken to the Ox Mountain Sanitary Landfill. Solid waste generated by the demolition and construction phases of the proposed project would be spread over a 10-year period and would not substantially shorten the life of the landfill.

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<sup>46</sup> Ibid.

<sup>47</sup> Assumes a wastewater generation rate of 0.27 gallons per day per every square foot of office and laboratory uses, found in: City of Foster City, 1999. *Civic Center Master Plan Study*. March.

The proposed project would also generate solid waste during the operation phase of the project. As previously described, the CIWMB estimates an average waste generation rate of 3.6 pounds per employee per day. The 1,900 new employees resulting from buildout of the proposed Master Plan would generate up to approximately 6,840 additional pounds (approximately 3.4 tons) per day of solid waste. This represents approximately 0.1 and 0.09 percent of the total daily permitted throughput for the San Carlos Transfer Station and the Ox Mountain Sanitary Landfill, respectively. The landfill has a remaining capacity of 31,153,852 cubic yards. Since the project would represent less than 0.1 percent of the daily permitted throughput, the amount of solid waste generated by operation of the proposed project would not exceed the capacity of the landfill or substantially shorten its useful life.

In addition, Allied Waste Management currently provides recycling services to the project site. These services contribute to a reduction in solid waste generated by proposed development. The design and location of on-site recycling bins serving new development would be subject to City review and approval prior to issuance of building permits.

The Kettleman Hills Landfill, which accepts hazardous wastes, has a total capacity of 10,700,000 cubic yards, of which 7,300,300 cubic yards (68 percent) are remaining.<sup>48</sup> The proposed project would be expected to contribute relatively small volumes of waste to this landfill; this small contribution of hazardous wastes would not compromise the long-term capacity of the landfill (which has a substantial amount of remaining storage).

**(8) Electricity, Gas, and Telecommunications.** In the year 2007, the total electrical usage for the entire campus was 20,690 megawatt hours of electricity and natural gas consumption was 861,000 therms. Development of the proposed project would occur in a location that currently has electricity, gas, telephone, cable, and internet services. Electricity and natural gas supplies to serve the project are expected to be adequate. As such, the proposed project would have a less-than-significant impact on electricity, gas, telecommunications, cable, and internet services.

**c. Significant Impacts to Public Services and Utilities.** The proposed project would result in no significant impacts to public services.

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<sup>48</sup> California Environmental Protection Agency Department of Toxic Substances Control, 2007. Hazardous Waste Facility Permit, Permit Number 02-SAC-03. September 21.