3.13 Station Planning, Land Use, and Development

This section describes the regulatory setting and affected environment for land use, and identifies the potential effects of the project, both beneficial and adverse, on land use associated with the high-speed rail (HSR) Fresno to Bakersfield Locally Generated Alternative (F-B LGA). The National Environmental Policy Act (NEPA) and the California Environmental Quality Act (CEQA) require evaluation of impacts on land use. This analysis focuses on how project construction and operation would affect adjacent land uses and discusses the effects it would have on downtown Bakersfield if the proposed F Street Station is built. This section also addresses whether the F-B LGA would be consistent with regional and local goals and policies.

This Draft Supplemental Environmental Impact Report/Environmental Impact Statement (EIR/EIS) compares the F-B LGA to the complementary portion of the Preferred Alternative that was identified in the *Fresno to Bakersfield Section California High-Speed Train Final Project Environmental Impact Report/Environmental Impact Statement* (Authority and FRA 2014). As discussed in Section 1.1.3 of this Draft Supplemental EIR/EIS, the complementary portion of the Preferred Alternative consists of the portion of the Burlington Northern and Santa Fe Railway (BNSF) Alternative from Poplar Avenue to Hageman Road and the Bakersfield Hybrid from Hageman Road to Oswell Street (further referenced as the "May 2014 Project" in this Draft Supplemental EIR/EIS). The Fresno to Bakersfield Section Final EIR/EIS does not evaluate the May 2014 Project as a discrete subsection of the Fresno to Bakersfield Project (as it did for the Allensworth Bypass, for example). Therefore, the affected environment and impact summary discussion included in this section for the May 2014 Project has been extrapolated from the available information contained in the Fresno to Bakersfield Section Final EIR/EIS.

Similar to the previously considered alternatives, the F-B LGA includes rural and urban areas in unincorporated Kern County and the cities of Shafter and Bakersfield. In urban areas, land uses are primarily industrial, commercial, the Kern River, and parks and recreational. In rural areas, agriculture is the primary land use.

The development of the HSR project involves collaboration with the City of Bakersfield on updates to the Metropolitan Bakersfield General Plan, the development of the Station Area Vision Plan, and changes to land use planning processes in order to establish opportunities for enhanced transit-oriented development (TOD) around the station. TOD is a pattern of dense, diverse, pedestrian-friendly land uses located near transit nodes, which under the right conditions, translates into higher transit patronage (Transit Cooperative Research Program 2004). Please refer to Section 3.13, page 3.13-59, of the Fresno to Bakersfield Section Final EIR/EIS for a discussion of funding for station area planning. The following sections provide additional information related to land use and development:

- Section 3.2, Transportation, provides information regarding parking
- Section 3.12, Socioeconomics and Communities, includes information regarding demographics, property, economic factors, and communities and neighborhoods
- Section 3.14, Agricultural Lands, provides information regarding impacts on agricultural land
- Section 3.15, Parks, Recreation, and Open Space, provides information regarding park impacts
- Section 3.18, Regional Growth, provides information regarding regional growth, construction and operation employment, and the project's potential to induce growth related to population and employment

3.13.1 Regulatory Setting

The following sections outline key regulations for local development and growth, station planning, and land use most relevant to the F-B LGA. As described in pages 3.13-2 and 3.13-3 of Section 3.13 of the Fresno to Bakersfield Section Final EIR/EIS, the project would comply with applicable federal and state laws and regulations regarding land use. This evaluation includes a

consideration of the consistency of the F-B LGA with regional and other plans. NEPA and CEQA requirements for assessment and disclosure of environmental impacts are provided in Section 3.1, Introduction, and are, therefore, not restated for each resource section of the chapter.

3.13.1.1 Federal

Please refer to page 3.12-2 of Chapter 3.13.2.1 of the Fresno to Bakersfield Section Final EIR/EIS for a discussion of applicable federal regulations regarding land use. The project would comply with the Farmland Protection Policy Act, which is the only applicable federal law.

3.13.1.2 State

Please refer to pages 3.12-2 and 3.12-3 of Section 3.13.2.2 of the Fresno to Bakersfield Section Final EIR/EIS for a discussion of the project's compliance with the California Land Conservation Act, the Sustainable Communities and Climate Protection Act, and the California State Planning and Zoning Law regarding land use.

In addition to these plans, the State of California is preparing the 2018 California State Rail Plan that will present a vision and strategies for California's passenger rail network of the future that will guide implementation of an integrated passenger rail network. The Rail Plan will contain a statewide vision for an integrated passenger rail system that describes how different rail services will work together to deliver a comprehensive network that is well connected with the State's multimodal transportation system, a list of improvements, and a description of how these improvements would support and reflect other state, regional, and local planning activities. The Rail Plan is scheduled for release in June 2018 (California Department of Transportation 2015). The State Rail Plan and its applicability to the F-B LGA is discussed further under Impact LU#4 in Section 3.13.4.2 of this Draft Supplemental EIR/EIS.

3.13.1.3 Regional and Local

Regional and local plans and policies were identified and considered in the preparation of this analysis. The HSR project is an undertaking of the California High-Speed Rail Authority (Authority) and the Federal Railroad Administration (FRA), in their capacities as state and federal agencies. As such, it is not required to be consistent with local plans. Regardless, the F-B LGA's consistency with regional and local plans is described in Appendix 3.13-A in order to provide a context for the project.

In addition to these plans, the City of Bakersfield is currently preparing an HSR Station Area Vision Plan that is anticipated to include an urban design strategy for downtown Bakersfield that promotes economic development and sustainability, encourages station area development, and enhances multimodal connectivity. The study area for the Bakersfield HSR Station Area Vision Plan includes the proposed location of the F Street Station evaluated in this Supplemental EIR/EIS and the Truxtun Avenue Station evaluated in pages 3.13-30 through 3.13-32 of the Fresno to Bakersfield Section Final EIR/EIS. The plan is scheduled for completion in March 2018 (Griego 2017). The study area boundaries of the Bakersfield HSR Station Area Vision Plan are anticipated to differ from the study area used for the analysis in this section, which is described in subsection 3.13.2, Methods for Evaluating Impacts.

3.13.2 Methods for Evaluating Impacts

The impact analysis for HSR station planning and land use for the F-B LGA is consistent with the analysis conducted for preparation of the Fresno to Bakersfield Section Final EIR/EIS. It includes a qualitative analysis of (1) this project's compatibility with regional and local land use plans, goals, and policies to identify any related environmental effects (incompatibility by itself is not an environmental effect) and (2) the potential impacts, particularly around the HSR stations. For example, Section 3.13.4.2 in the analysis includes what type of development and redevelopment opportunities are anticipated with the implementation of an HSR station in the downtown Bakersfield area.

Direct impacts occur if the land use would change for the project footprint, either along the alignment or at a facility or station. Indirect impacts occur where land use adjacent to the project footprint would change because of the project, particularly during operation.

This analysis based the compatibility of the F-B LGA on (1) the potential sensitivity of various land uses to the changes that likely would result from project implementation and (2) the potential impact these changes would have on the pattern and intensity of adjacent existing and planned land uses. Geographic information system (GIS) tools and aerial photographs facilitated the assessment of land use compatibility and helped identify and locate sensitive land uses (e.g., single-family residences and schools). The analysts used quantitative analysis and GIS tools to determine direct impacts related to the conversion of land uses to transportation-related use and the required property acquisitions for the project. The analysts also reviewed local plans and zoning to determine indirect impacts.

Data collected from local municipalities include local and regional land use plans and other relevant planning documents. Analysts also collected electronic (GIS) information from local and regional government sources. Land uses for Kern County and the cities of Shafter and Bakersfield were generalized into the dominant land use categories so that the land use could be presented consistently among the areas, to the extent possible.

The study area comprises those areas where the project components, including the alignment, station, and maintenance of infrastructure facility (MOIF), could result in changes or impacts on land use type, density, and patterns of development. For the direct effects on land use, the study area includes the construction footprint for the alignment, the station, and the proposed MOIF site as described in Chapter 2.0. For indirect effects on land use, the study area includes the land outside of the construction footprint. This analysis particularly focuses on the station area, which has the greatest probability of causing changes or impacts on land use type, density, and patterns of development. The proposed station site study area was determined by delineating the perimeter of the station footprint and extending 0.5-mile from the edge of the footprint.

3.13.2.1 Methods for Evaluating Impacts under NEPA

In the Fresno to Bakersfield Section Final EIR/EIS, analysts applied specified thresholds for each resource topic to assess whether the intensity of each impact is negligible, moderate, or substantial for the Build Alternatives, and provided a conclusion of whether the impact was "significant." Since the Fresno to Bakersfield Section Final EIR/EIS does not evaluate the May 2014 Project as a discrete subsection of the Fresno to Bakersfield Project (as it did for the Allensworth Bypass, for example), it does not provide conclusions using intensity thresholds for the May 2014 Project. Therefore, intensity thresholds are not used for the F-B LGA. Instead, the evaluation of impacts under NEPA in this Draft Supplemental EIR/EIS focuses on a comprehensive discussion of the project's potential impacts in terms of context, intensity, and duration and provides agency decision makers and the public with an apples-to-apples comparison between the May 2014 Project and the F-B LGA.

NEPA requires identification of possible conflicts between the proposed action and the objectives of local land use plans and policies, and the possibility of reconciling those conflicts. Table 3.13A-1 in Appendix 3.13-A in the Fresno to Bakersfield Section Final EIR/EIS describes the consistency that the project has with the local plan goals, objectives, and policies and provides direction on how to resolve conflicts.

3.13.2.2 CEQA Significance Criteria

The project would result in a significant impact on land use and development if it would:

- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, the general plan or specific plan) adopted for the purpose of avoiding or mitigating an environmental effect.
- Cause a substantial change in pattern or intensity of land use incompatible with adjacent land uses.

The above describes the model approach to analyzing the significance of land use impacts that is recommended in Appendix G of the State CEQA Guidelines (i.e., "Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project…"). Local land use plans are not applicable because the HSR project is a state and federal government project, and, as such, is not subject to local governments' jurisdictional issues of land use. Consequently, a city or county is not "an agency with jurisdiction over the project" as described in Appendix G. Therefore, although the Draft Supplemental EIR/EIS describes the HSR project's consistency with local plans in order to provide a context for the project (Appendix 3.13-A), inconsistency with such plans is not considered an environmental impact.

With regard to the potential for the project to cause a substantial change in pattern or intensity of land use incompatible with adjacent land uses, a significant impact would occur if the project causes a substantial change in pattern or intensity of adjacent land use incompatible with existing land uses. Therefore, where the HSR would not cause adjacent land to change uses or where the HSR project would cause adjacent land to change uses but those uses would be compatible with existing land uses, impacts would be less than significant.

The impact analysis was divided into construction direct impacts (LU #1), permanent or long-term direct impacts (LU #2), and indirect impacts on adjacent land use (LU #3 and #4).

3.13.3 Affected Environment

3.13.3.1 Summary of the May 2014 Project Affected Environment

The May 2014 Project comprises a portion of the BNSF Alternative (from Poplar Avenue to Hageman Road) and the Bakersfield Hybrid Alternative (from Hageman Road to Oswell Street), as described in the Fresno to Bakersfield Section Final EIR/EIS. The total footprint area for the May 2014 Project is approximately 976 acres. For the May 2014 Project, approximately 41 percent of the land that would be used permanently for the HSR tracks and supporting facilities (e.g., traction power and communication systems) is currently in similar uses (i.e., rights-of-way [ROW] and transportation) or is vacant land; 60 percent is in agricultural uses; and about five percent is in residential, commercial, and industrial uses.

The 24.16-mile alignment would traverse commercial and industrial land in Shafter, and would generally run adjacent to the BNSF railroad through agricultural land as it runs southerly towards Bakersfield. Overall, land use conversion would include approximately 151 acres of land designated for residential uses and 132 acres of commercial land. The alignment would require the conversion of the Bakersfield Homeless Shelter. The Truxtun Avenue Station study area is characterized by commercial, industrial, and community facility uses and is located in the southeast area of downtown Bakersfield at the periphery of the downtown core.

3.13.3.2 Fresno to Bakersfield Locally Generated Alternative Affected Environment

The F-B LGA begins slightly north of Poplar Avenue in northwest Shafter and terminates at Oswell Street in east Bakersfield. The following describes the land uses adjacent to the north-south alignment beginning in Shafter and traveling south to Bakersfield. Approximately 11.2 miles of the proposed alignment would be located adjacent to or on existing railroad property. Approximately 9.6 miles of the F-B LGA would cross land that is primarily in agricultural production or related land uses (e.g., agricultural product processing and storage facilities). Refer to Section 3.14, Agricultural Lands, for information about and the location of agricultural lands.

The F-B LGA through Shafter traverses urban and agricultural environments. Through Shafter, the alignment would be located adjacent to the BNSF Railway (BNSF). Existing land uses along the alignment include transportation facilities, industrial, agriculture, parks, community facilities, and commercial. Some residential uses are located nearby. The alignment diverges from the BNSF south of East Los Angeles Street as it curves to the east.

The alignment crosses orchards, vineyards, and cropland and passes through the northern portion of the North Kern Water Storage District groundwater recharge facility. It also crosses the

Calloway Canal, the Friant-Kern Canal, and the Beardsley Canal. North of Saco, the F-B LGA begins to run adjacent to State Route (SR) 99, and land uses shift to agriculture, oil-related light industrial, and commercial, including two entitled but undeveloped sites: the Gossamer Grove Specific Plan Area, a residential master planned community; and Saco Ranch, a commercial and office project (Cox 2015).

The alignment continues southeast and traverses the western edge of the unincorporated area of Oildale, north of Bakersfield. The pattern of existing uses along the footprint in the Bakersfield city limits is diverse. Much of the corridor is characterized by industrial uses associated with oil-related businesses and rail yards. The alignment crosses SR 99 in the Olive Drive area and traverses vacant and underutilized land, industrial uses, and residential properties. The alignment crosses over the Kern River Parkway, a native riparian area that extends over 30 miles through Bakersfield along the Kern River (City of Bakersfield 2015d). It runs parallel to SR 204/99 Business/Golden State Avenue (SR 204/99B) through industrial, commercial, and residential areas in downtown Bakersfield before connecting to the Bakersfield to Palmdale section of the HSR System.

3.13.3.3 Bakersfield F Street Station Area

The proposed F Street Station would directly connect given the existing street network to the rest of downtown Bakersfield and existing regional transportation networks. The proposed site of the Bakersfield station is located at F Street, Chester Avenue, and Golden State Avenue (SR 204/99B) at the northern edge of downtown Bakersfield, peripheral to the downtown core. SR 204/99B is a main artery through Bakersfield that connects to SR 99 and SR 178. F Street provides direct access to the downtown core to the south. Chester Avenue also provides access to the downtown as well as to industrial, residential, and park uses to the north. East of the proposed station site, 34th Street provides east-west access to the station site.

There are 68 parcels that are currently used as parking lots located near the proposed station site, totaling 30.35 acres. All parking lots are located approximately 0.5 mile or less from the proposed station site (Kern County 2015).

The land in the F Street Station site study area is developed with a mix of low-density commercial, residential, and industrial uses, and includes vacant parcels. The station site study area includes the Kern River, flood plain features, agriculture, open space, storage and warehouse, light industrial, commercial, and residential uses, all of which are shown in Figure 3.13-1. The Metropolitan Recreation Center, a 97.63-acre county park, is located to the north and northeast of the station (Kern County 2010). North of the Union Pacific Railroad (UPRR) tracks, commercial and industrial developments front Chester Avenue and 34th Street. A mix of commercial and multi-family residential uses occurs to the east of the project site. To the south and west are SR 204/99B and a mix of commercial, institutional, and single-family residential uses. The area to the southwest of the proposed F Street Station includes single-family homes, largely located west of F Street and east of the Kern River. Weill Park, the Kern River Parkway, the Kern County Museum, and the Uplands of the Kern River Parkway are also located in the F Street Station Study Area. For a description of parks in the study area, see Section 3.15.3.2, Parks, Recreation, and Open Space, of this Draft Supplemental EIR/EIS.

Figure 3.13-2 shows the zoning for the Bakersfield F Street Station area, which consists of commercial, industrial, residential, community facility, and agricultural zones.

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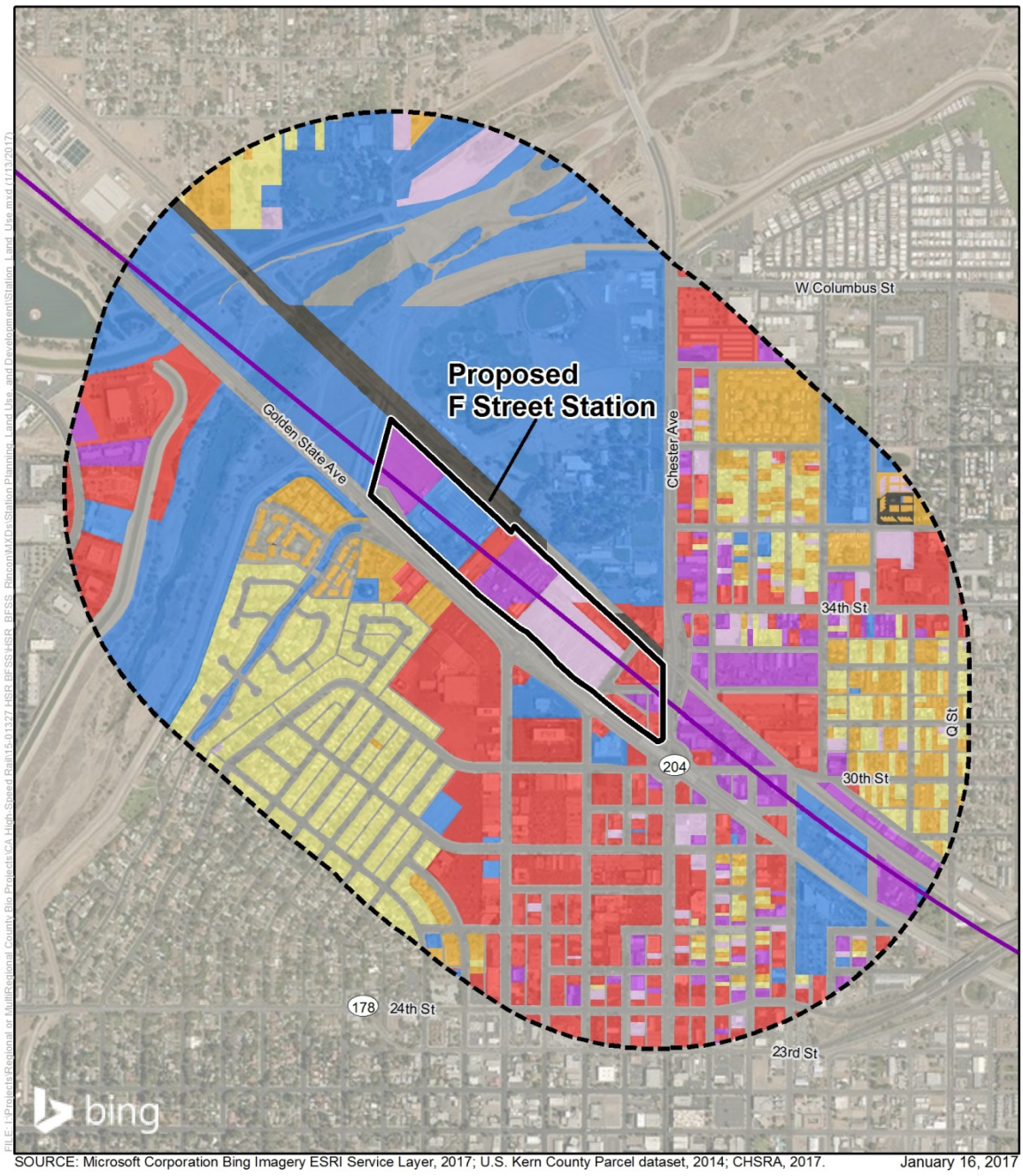

Figure 3.13-1 Existing Land Use—Bakersfield F Street Station

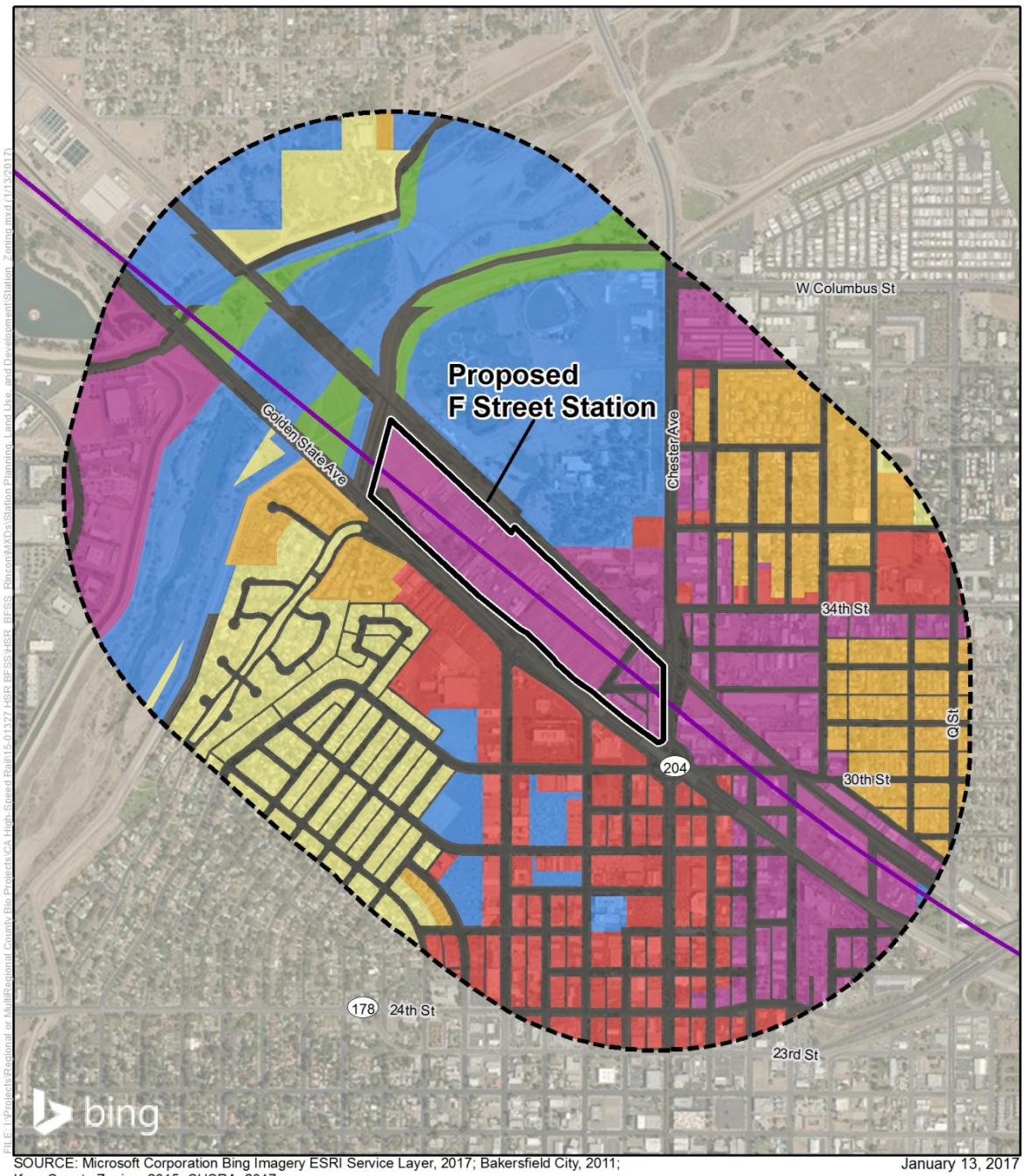

Figure 3.13-2 Current Zoning—Bakersfield F Street Station

Planned Development

In Bakersfield, several developments are proposed within 0.5 mile from the station footprint. The projects are primarily industrial in the Light Manufacturing (M-1) and General Manufacturing (M-2) Zone districts. Table 3.13-1 lists all pending projects in the station site study area. In addition, the City is preparing an HSR Station Area Vision Plan to be adopted in 2018 (Griego 2017).

Table 3.13-1 Planned Development in the F-B LGA Station Site Study Area

Development	Location	Approximate Distance from station footprint (miles)	Zoning
City of Bakersfield			
2,790-sf office building	2531 M Street	0.35	M-1
36,000-sf industrial office and warehouse building	2501 Union Avenue	Adjacent	M-2
2,400-sf storage building	222 Kentucky Street	0.28	M-1
Conversion of a 9,042 sf office and warehouse to a church	1114 Stockton Street	0.34	M-1
Restaurant addition	700 21st Street	0.44	M-1
9,600-sf banquet hall	603 Brown Street	0.46	M-2
14,000-sf retail center	5400 Knudsen Drive	0.50	M-1
499-sf second unit	1311 E. 18th Street	0.47	R-2

Sources: Griego, 2015; City of Bakersfield, 2015b
Numbers may vary slightly due to rounding.

Maintenance of Infrastructure Facility

A MOIF is proposed to be located in Shafter between the northern terminus of the F-B LGA at Poplar Avenue and Fresno Avenue. MOIFs provide equipment, materials, and replacement parts for the HSR System subdivision. For additional information about the proposed MOIF, please see Section 2.3.4.1 of this Draft Supplemental EIR/EIS.

3.13.4 Environmental Consequences

This section describes the impact analysis relating to land use and station planning for the F-B LGA.

3.13.4.1 Summary of Analysis for the May 2014 Project

This section provides a summary of those effects of the May 2014 Project using information from the Fresno to Bakersfield Section Final EIR/EIS. The May 2014 Project would result in both temporary construction period impacts and permanent project impacts, as summarized below. Under CEQA, construction period impacts would be significant if they cause a substantial change in pattern or intensity of land use incompatible with adjacent land uses.

May 2014 Project Construction Period Impacts

Construction of the May 2014 Project would temporarily use up to 679 acres of land outside of the permanent project footprint for construction staging, laydown, and fabrication areas. The identification of land area for temporary staging was based on land availability and may include areas that would not be needed. These lands would be located both in urban and rural areas, and would be leased from willing landowners. Existing commercial and agricultural uses of these temporary construction sites would be suspended during the construction period, which in some cases may be up to five years. The lands would be restored to their pre-construction condition at the end of construction and returned to the landowner, with restored access, utility connections,

and other infrastructure (Authority and FRA 2014). Please refer to pages 3.13-35 through 3.13-37 of Section 3.13-.5.3 of the Fresno to Bakersfield Section Final EIR/EIS for a discussion of temporary land use impacts.

Construction of the May 2014 Project would cause temporary and intermittent disruption of access to some properties, temporarily inconvenience nearby residents, and temporarily change the intensity of agricultural operations on some lands (pages 3.2-67 through 3.2-72 of Section 3.2.5, Transportation, and pages 3.11-26 through 3.11-28 of Section 3.11.5, Safety and Security, in the Fresno to Bakersfield Section Final EIR/EIS). Although this would result in a short-term land use that is incompatible with adjacent land uses, it would not cause adjacent land to change uses, and there would not be a substantial change in the long-term pattern or intensity of land use incompatible with adjacent land uses. For this reason, the impact would be less than significant under CEQA.

May 2014 Project Impacts

High-Speed Rail Alignment

The May 2014 Project would result in permanent conversion of approximately 976 acres of land that are currently in other uses. In Shafter, the alignment would convert commercial and industrial uses adjacent to the BNSF to transportation uses in the project footprint. This would not substantially change the pattern and intensity of the use of the land and would be largely compatible with adjacent land uses and existing plans and policies. The presence of the HSR would not change existing adjacent land uses because the project would not induce development adjacent to the alignment in areas where there is no station (Authority and FRA 2014). Development would be focused around the HSR station and MOIF.

In the rural area from Shafter to Bakersfield, the alignment would be adjacent to the BNSF. It would convert agricultural uses to transportation uses in the footprint. Because the alignment would be adjacent to the existing BNSF, it would not alter the existing character along the rail ROW and would be generally consistent with existing plans and policies. The presence of the HSR would not change existing adjacent land uses (Authority and FRA 2014).

In Bakersfield, the conversion of residential, commercial, and industrial land, including the Bakersfield Homeless Shelter, would substantially change the pattern and intensity of the use of the land and would be incompatible with adjacent land uses as well as existing plans and policies. Therefore, the impact would be significant under CEQA (Authority and FRA 2014).

The indirect land use effects of the May 2014 Project alignment would not change the pattern or intensity of adjacent land uses and there would be no impact under CEQA (Authority and FRA 2014).

Truxtun Avenue Station

The Truxtun Avenue Station would convert commercial, industrial, and community facility uses to transportation uses. The station would not substantially change the pattern and intensity of the use of the land, but it would be incompatible with the adjacent land uses as stated in Section 3.13.5.3 (page 3.13-46) of *the* Fresno to Bakersfield Section Final EIR/EIS (Authority and FRA 2014). These land uses consist of a mix of light industrial, institutional, commercial, and residential. The determination of incompatibility in the Fresno to Bakersfield Section Final EIR/EIS was based on input from the City of Bakersfield, which noted that the Preferred Alternative alignment identified in the Fresno to Bakersfield Section Final EIR/EIS would severely impact the City's facilities, freeway projects, and businesses, including its Municipal Services Corporation Yard, and Rabobank Arena parking, in addition to private residences, businesses, schools, churches, and medical facilities. Based on this, the land use effect of the Truxtun Avenue Station would be significant under CEQA.

The Truxtun Avenue Station could potentially increase land use densities and TOD in downtown Bakersfield because of its urban location. Increased development density in and around the Truxtun Avenue Station would provide public benefits, including increased employment, increased real estate forces, and the potential for increased retail, dining, and entertainment

business opportunities, beyond the access benefits of the system itself. This indirect effect would be consistent with existing urban development and expectations for the types of uses that can be supported in an urban environment. This would also be consistent with the Kern Council of Governments' and the City of Bakersfield's plans and policies encouraging downtown revitalization (City of Bakersfield 2015a).The indirect land use effects of the station would be less than significant under CEQA (Authority and FRA 2014).

Bakersfield ridership and parking demand would result in changes in demand for parking in the transition to the full HSR system. The Truxtun Avenue Station would provide up to 4,500 parking spaces after the station is completed, although the full 2035 parking demand is estimated to be 8,100 spaces (Authority and FRA 2014: page 3.13-49). It is unknown at this time how the additional parking spaces would be provided. The 4,500 spaces would be provided in three or four parking structures. Construction of any new parking garages in most commercial zones would result in land use changes, but would not be incompatible because current zoning allows parking structures.

For a complete discussion of environmental consequences resulting from the May 2014 Project, please refer to pages 3.13-36 through 3.13-64 of Section 3.13.5.3 of the Fresno to Bakersfield Section Final EIR/EIS.

3.13.4.2 Fresno to Bakersfield Locally Generated Alternative

A complete definition of the F-B LGA is provided in Chapter 2 of this Draft Supplemental EIR/EIS.

Construction period impacts are temporary impacts, including increase in noise and pollutants and disruption of access during the construction period. These impacts also include temporary use of land for construction staging that would cease when construction is complete. Project operation impacts are permanent impacts and include acquisition of property, even though that acquisition would occur before construction.

Construction Period Impacts

Construction period impacts for the F-B LGA would be similar to impacts for the May 2014 Project and are discussed below.

Impact LU#1 – Potential for Construction to Alter Land Use Patterns

The F-B LGA would require temporary closure of rural roads to construct overpasses and underpasses across the HSR system (Chapter 2.0, F-B LGA Description, and Section 3.11.5, Safety and Security). Closure durations, timing, and disturbances would be similar to the May 2014 Project. As discussed above in Section 3.13.3.1, project construction would not cause adjacent land to change uses (Section 3.12, Socioeconomics and Communities, Section 3.14, Agricultural Lands, and Chapter 5, Environmental Justice, provide details on the temporary use of land outside of the permanent footprint). Similar to the May 2014 Project, construction impacts would be less than significant under CEQA.

Construction of the F-B LGA would temporarily use approximately 171 acres of land outside of the permanent project footprint for construction staging, laydown, and fabrication areas (Section 3.12, Socioeconomics and Communities, Section 3.14, Agricultural Lands, and Chapter 5, Environmental Justice, offer additional information on temporary construction sites). Similar to the May 2014 Project, lands used for temporary construction would be acquired from willing landowners and restored to their previous condition at the end of the construction period. Long-term land uses and adjacent land uses would not change, and there would not be a substantial change in the long-term pattern or intensity of land use incompatible with adjacent land uses. Therefore, the effect of the temporary use of land for project construction staging, laydown, and fabrication would be less than significant under CEQA.

Project Impacts

Impact LU#2 – Permanent Conversion of Existing Land Uses to Transportation Use

The F-B LGA, including the alignment, MOIF, and station, would result in permanent conversion of approximately 819 acres of land that is currently in other uses to transportation-related uses. Approximately 35 percent of the land that would be permanently used for the HSR tracks and supporting facilities (e.g., traction power and communication systems) is currently in similar uses (i.e., ROW and transportation) or is vacant land. Approximately 39 percent is currently in agricultural uses, nine percent is used for community facilities, and about 16 percent is in residential, commercial, and industrial uses. See Table 3.13-2 for a summary of affected land uses.

Table 3.13-2 Permanent Land Use Impacts (acres)

Land Use (Existing Development)	Acres
Agriculture[1]	323
Commercial	20
Community Facilities[2]	76
Industrial	115
Multi-family	2
Other[3]	281
Single-family	1
Total Acres	819

Source: Kern County, 2009
Acreages are rounded to the nearest whole number.
Includes all project components. Numbers may vary slightly due to rounding up.
1 Agriculture includes mineral and petroleum, resource management areas, and floodplains.
2 Community Facilities includes government and other public and quasi-public agency uses, public parks, and schools.
3 Other includes ROW, transportation, and vacant lands.

Table 3.13-3 summarizes the estimated acreage for each General Plan land use designation that the F-B LGA would convert to transportation-related uses. The estimated acreage was calculated in GIS using the permanent footprint of the F-B LGA. The footprint of the entire F-B LGA, including the station and MOIF, would require approximately 819 acres, or less than 0.00012 percent of the area of Kern County.

Table 3.13-3 General Plan Land Use Designations Permanently Affected by the F-B LGA (acres)

Land Use Designation	Kern County	City of Shafter	City of Bakersfield	Total Acres
Agriculture[1]	168	65	5	239
Commercial	1	48	16	65
Community Facilities[2]	2	31	1	34
Industrial	81	48	68	197
Multi-family	0	0	0	0
Other[3]	86	90	42	218
Single-family	1	5	0	6
Specific Plan	0.3	60	0	60
Total Acres by Jurisdiction	340	347	132	819

Sources: City of Shafter, 2005; City of Bakersfield, 2014
Acreages are rounded to the nearest whole number.
Includes all project components. Numbers may vary slightly due to rounding up.
1 Agriculture includes mineral and petroleum, resource management areas, and floodplains.
2 Community Facilities includes government and other public and quasi-public agency uses, public parks, and schools
3 Other includes ROW, transportation, and vacant lands.

HSR Alignment

Approximately 9.6 miles of the F-B LGA cross lands largely designated and zoned for agricultural use, and 11.6 miles is adjacent to railroad ROW. In Shafter, similar to the May 2014 Project, the alignment would convert commercial and industrial uses adjacent to the BNSF to transportation uses. This would not substantially change the pattern and intensity of the use of the land and would be largely compatible with adjacent land uses and existing plans and policies. The presence of the HSR would not change existing adjacent land uses because the project would not induce development adjacent to the alignment.

About 39 percent of the land that would be converted by the F-B LGA to transportation uses is currently used for agriculture. This area is located between Shafter and Bakersfield. The F-B LGA would substantially increase the intensity of the use of this land, but would not change adjacent land uses such that they would be incompatible with existing land uses. Existing adjacent agricultural land would continue in agricultural use.

In Bakersfield, much of the alignment would be located adjacent to the UPRR tracks. Portions cross lands designated for industrial, commercial, and other (i.e., transportation) uses. The F-B LGA would substantially increase the intensity of the use of this land. Because the alignment would be adjacent to the UPRR tracks, the conversion of industrial and commercial land would not substantially change the pattern and intensity of the use of adjacent land and would be compatible with adjacent land uses. Therefore, the land use impacts would be less than significant under CEQA.

Bakersfield F Street Station

The Bakersfield F Street Station would also result in permanent conversion of approximately 44 acres of land to transportation-related uses. The Bakersfield F Street Station would be located on land zoned for industrial use and is currently developed with 7.5 acres of commercial uses, 8 acres of community facility uses, and 13.8 acres of industrial land. Approximately 15 acres of the station site is vacant land or right of way.

With the conversion of 15 acres of vacant land in the station site and the fact that the land is zoned for industrial use, conversion of the land inside the bounds of the F Street Station site for the development of a transportation use would substantially change the intensity and pattern of land uses.

The station site is bounded by an irrigation canal, the UPRR, Chester Avenue, and Golden State Avenue (SR 204/99B). Because the land uses adjacent to the station site are either transportation-related or a community facility, the station would not cause a substantial change in pattern or intensity of adjacent land use that would be incompatible with existing land uses. The station would not cause an adverse effect on existing adjacent development, nor would it impair the ability to continue to use adjacent property. Therefore, the impact would be less than significant under CEQA.

MOIF

The approximately 51-acre MOIF site would permanently convert approximately 31 acres of agricultural land and 19 acres of industrial land to a transportation-related use. One acre of land in the MOIF footprint is currently used for transportation-related uses or is vacant (Authority 2013). The MOIF site would conflict with City of Shafter General Plan policies adopted to protect agricultural lands and open space. The MOIF would substantially change the intensity of the use of the land, but would generally be compatible with adjacent industrial land uses and would not impede adjacent agricultural operations. Therefore, impact would be less than significant under CEQA.

Impact LU#3 – Land Use Effects of Parking Demand at Station Site

Approximately 68 parcels totaling approximately 30 acres are currently used as parking lots within 0.5 mile from the proposed station location, although some parking spaces in these lots are used on a daily basis and would not be available for HSR parking. Parking demand of 8,100 spaces would be unchanged from the May 2014 Project. Parking at the F Street Station would consist of 11.75 acres of surface and structured parking. Surface parking would be designated on seven acres with a planned parking capacity of 762 vehicles. Six seven-story parking structures would be located on the station site (on approximately 4.7 acres). The parking structures would include one basement level and a roof deck parking level, and would have total parking capacity for 4,438 vehicles. The total parking capacity (surface parking lots and parking structures) for the station site would accommodate parking for 5,200 vehicles. Additional parking areas will be identified in the future in the downtown Bakersfield area to accommodate both passengers and visitors to the station area, and to encourage land uses that would support other development types.

The street network in the Bakersfield F Street Station area provides access to SR 99, SR 204/99B, and SR 178 in Bakersfield. The street network also provides access to arterial and collector streets that would serve the station, making the areas compatible with multimodal development. Pages 3.2-43 through 3.2-49 in Section 3.2.3.2, Transportation, of the Fresno to Bakersfield Section Final EIR/EIS discuss the transportation network around the station location.

Parking for the F Street Station would be located near the station or dispersed throughout the downtown area. Parking development to accommodate demand at the Bakersfield F Street Station would not result in any land use changes and would be consistent with applicable plans because current zoning supports parking development as a common use in urban centers. It would also be compatible with adjacent land uses. It would not acquire land nor change adjacent land uses. It would also be consistent with plans and policies, and would not result in induced growth because parking structures do not foster economic development, population growth, or the construction of additional housing. Because the parking at the station would not cause a substantial change in the pattern or intensity of land use that is incompatible with adjacent existing land uses, the impact would be less than significant under CEQA.

Impact LU#4 – Indirect Effects on Surrounding Land Uses from the High-Speed Rail Alignment, High-Speed Rail Station, and the Maintenance of Infrastructure Facility

High-Speed Rail Alignment

The alignment would be located near or go through agricultural and urban areas. Land used for transportation systems, such as roads, typically causes changes to nearby land uses if there is a direct connection to the system, such as highway on- and off-ramps. This is an indirect effect of the system that results from the economic incentive created by improved access. In the case of

the HSR alignment, although the project would convert land to transportation-related uses, it would be access restricted, and there would be no direct connection to the system. The project would result in access severance to agricultural land and the creation of agricultural remnant parcels. Refer to Section 3.14, Agricultural Lands Impact AG#4 for anan analysis of impacts to agricultural lands resulting from parcel severance and reduced access.

In urban settings, the proposed alignment would not be disruptive enough to force a change in land use patterns. Similarly, while the HSR would be initially disruptive to existing agricultural operations, adjacent land would remain in agricultural production in the long term. Therefore, similar to the May 2014 Project, the F-B LGA would not have an indirect land use impact under CEQA.

Bakersfield F Street Station

As discussed in Section 3.13.4.1 above, an HSR station in downtown Bakersfield would encourage higher-intensity development in the surrounding areas, but this indirect effect would be consistent with existing urban development and expectations for the types of uses that can be supported in an urban environment. This would also be consistent with the City's plans and policies encouraging downtown revitalization. According to the Final Draft 30-Year Phased Development Strategy (City of Bakersfield 2016b), the City intends to substantially increase retail, residential, office, and hotel development in the areas surrounding the HSR station through policies and strategies promoting infill development, and business attraction. The Bakersfield F Street Station would induce desired residential and commercial infill development by providing an economic driver for such development. Section 3.18, Regional Growth, discusses the project's effects on regional growth, including impacts related to induced growth.

As discussed in the Fresno to Bakersfield Section Final EIR/EIS and the *HST Station Area Development Policies* (Authority and FRA 2014, Authority and FRA 2008), the Authority will encourage the City of Bakersfield to facilitate TOD in and around the station. The Kern Council of Governments Metropolitan Bakersfield Transit Center Study (Kern Council of Governments 2015) identified the proposed F Street Station as a possible location for a "Transit Center" in Bakersfield due to anticipated growth and higher demand for transit service. It also identifies the need for connectivity of various existing and future transit service connections. The proposed F Street Station is approximately 1.5 miles from the Bakersfield Amtrak Station and would be designed as a multi-modal transportation hub that would maximize intermodal transportation opportunities, meeting overall project objectives consistent with the voter-approved Proposition 1A. The location of the F Street Station would complement existing public transportation, including local buses, intercity buses, and Amtrak trains.

In addition, the F Street Station would be located in an area where the City of Bakersfield is updating plans to address the potential for infill development, increased densities, and transit improvement and connectivity associated with the HSR station, as shown in Figure 3.13-3. Based on information provided by City of Bakersfield staff (Kitchen 2017), the Station Area Vision Plan is anticipated to contain recommendations for transit improvements including:

- "Graduated" transit service improvements along Chester Avenue and California Avenue, culminating in full Bus Rapid Transit Service (with dedicated bus lanes) at full buildout of the downtown area.
- A circular shuttle down "Q" Street connecting the HSR station to the existing Amtrak station and areas further west and north within plan area.
- Construction of complete streets in the Station Area Vision Plan study area.

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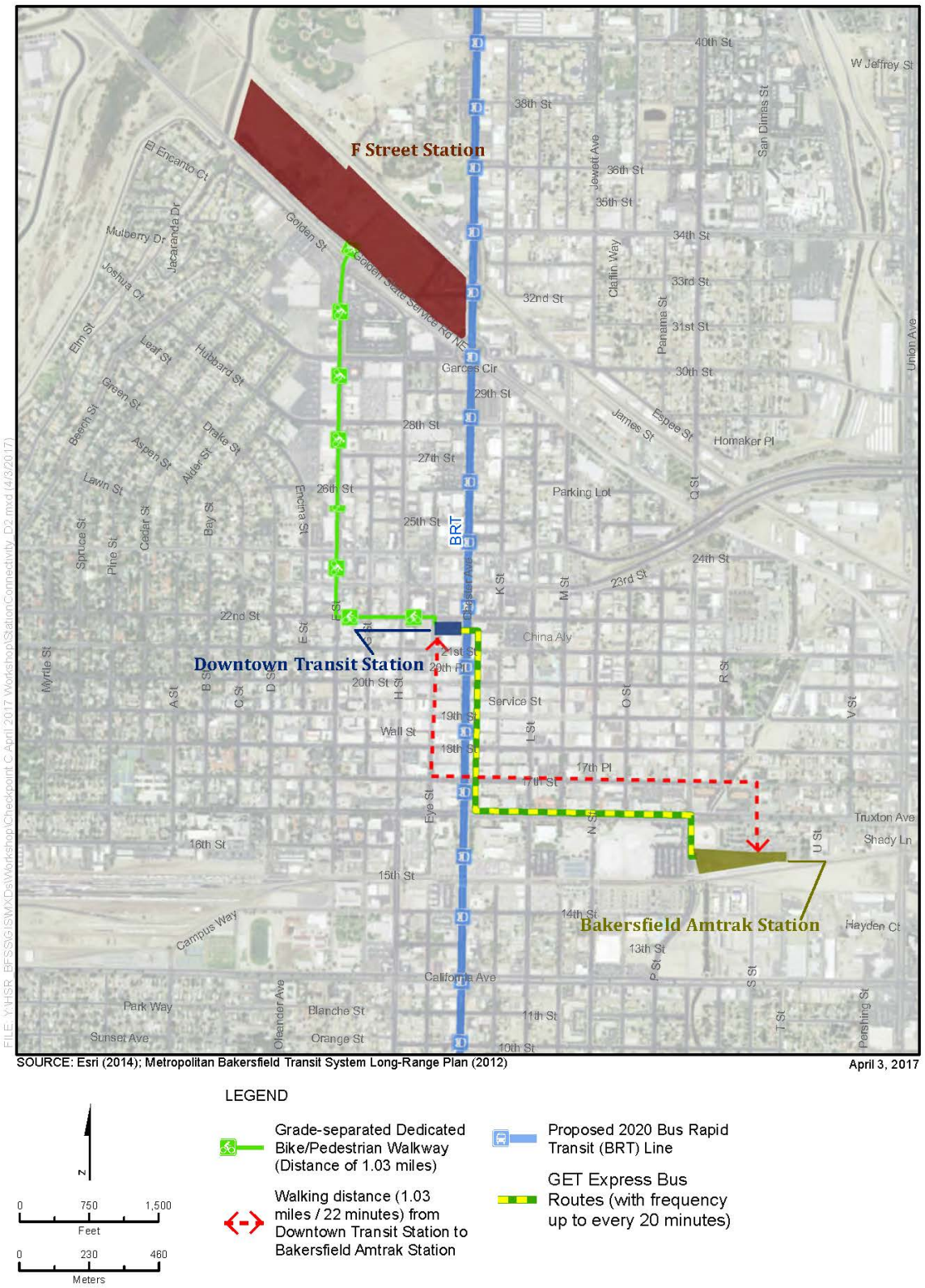

SOURCE: Esri (2014); Metropolitan Bakersfield Transit System Long-Range Plan (2012)

April 3, 2017

LEGEND

- Grade-separated Dedicated Bike/Pedestrian Walkway (Distance of 1.03 miles)
- Walking distance (1.03 miles / 22 minutes) from Downtown Transit Station to Bakersfield Amtrak Station
- Proposed 2020 Bus Rapid Transit (BRT) Line
- GET Express Bus Routes (with frequency up to every 20 minutes)

N

0 750 1,500
Feet

0 230 460
Meters

Figure 3.13-3 Station Connectivity—Bakersfield F Street Station

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Eight development projects are located in the F Street Station study area, all of which are located in industrial zoned areas, with the exception of a second dwelling unit in the residential zone. Development of the F Street Station would not affect planned development because the developments are planned for the station area edges.

Therefore, similar to the May 2014 Project, the indirect land use effects of the proposed Bakersfield F Street Station would be less than significant under CEQA because transit-oriented, infill development would be beneficial, encouraging more efficient land use patterns that are consistent with Bakersfield's planning goals.

Current Policies and Local Regulations

Current zoning around the Bakersfield F Street Station site includes flood plain, open space, and industrial (Figure 3.13-1). Several vacant and underused properties fall in the station site study area. According to the *City of Bakersfield Existing Conditions Report*, opportunities exist for increasing development densities consistent with TOD in the proposed station area. For example, infilling vacant and underutilized parcels presents an opportunity to physically connect the community and make efficient use of the city's street network (City of Bakersfield 2016c). As shown in Table 3.13-4, the current zoning around the station site allows more agriculture, industrial, and multi-family residential use than currently exist. Existing land area of commercial, community facility, vacant land, and ROW exceed the current zoning in the area. The proposed Bakersfield F Street Station would promote the infill development opportunities that the City of Bakersfield is addressing in the updates to its plans.

Table 3.13-4 Acreage of Existing Land Uses and Current Zoning Opportunities in the Bakersfield F Street Station Study Area

Existing Land Uses	Zoning	Changes
Agriculture – 0%	3%	Increased density of commercial, industrial, and community facility uses likely.
Commercial - 17%	11%	
Industrial - 6%	18%	
Community facility - 31%	25%	
Multi-family residential - 6%	9%	
Single-family residential - 10%	10%	
ROW and vacant - 30%	25%	

Source: City of Bakersfield, 2015
Numbers may not add to 100% due to rounding.

With respect to zoning, Figure 3.13-2 shows the station in the center of the 0.5-mile radius of the study area. Recreational, commercial, and industrial zones are located nearest the proposed station. The existing zoning designations are appropriate for areas near the station, and it is anticipated that they would remain as they are, with the addition of zoning ordinance amendments intended to facilitate infill development. The areas are anticipated to be developed consistent with the currently zoned uses, which are compatible with the station. Areas to the south and west across SR 204 are developed with commercial and residential uses. Residential land uses would likely remain in that land use designation because housing close to the station would be at a premium. If any changes are made, it would likely be to increase the housing density to allow for more units to be built close to the site.

The proposed Bakersfield F Street Station would be compatible with local zoning for higher-density development (Figure 3.13-1) and, like the May 2014 Project, would be designed under the guidance of the *HSR Station Area Development: General Principles and Guidelines* (2010). The Authority intends to work closely with the City of Bakersfield to verify that policies related to TOD are adopted and implemented, administer the station area planning grant program, and coordinate throughout the development of the station area plans. Refer to Chapter 9, Public and Agency Involvement for information on the coordination that has occurred.

Ultimately, the City of Bakersfield would be responsible for implementing the guidelines to focus growth in the station area. The City's future HSR Station Area Vision Plan and subsequent environmental review, while partially funded by the Authority, are not a part of this analysis. The plan is scheduled to be completed in March 2018, with environmental review commencing with the issuance of a Notice of Preparation on an EIR issued on August 29, 2016 (City of Bakersfield 2016a). As described in Technical Appendix 1-B of this Draft Supplemental EIR/EIS, the station would attract more people to the area and create opportunity for revitalization with new commercial and residential uses. Similar to the public benefits derived from the May 2014 Project, the area affected by the potential for TOD development near the proposed Bakersfield F Street Station and the surrounding region would realize beneficial effects, including increased employment, recreation, and community cohesion.

Approximately 6 percent of the F Street Station study area is underutilized or vacant, and surrounding development is characterized as aging, single-story industrial warehouses with large parking areas. Therefore, compared to the Truxtun Avenue Station, the F Street Station presents more opportunities for infill development, revitalization of existing large buildings, new job creation, and transit-oriented housing. As with the May 2014 Project, TOD associated with the F Street Station would be consistent with the Kern Council of Governments and City of Bakersfield's plans and policies encouraging downtown revitalization (City of Bakersfield 2005).

MOIF

The MOIF site would be located in Shafter between the northern terminus of the F-B LGA at Poplar Avenue and Fresno Avenue in an area associated with agricultural land uses. Approximately 180 workers are expected to be employed onsite (Authority 2013). The MOIF site would be located within 1 mile of downtown Shafter. Existing commercial uses, such as gas stations, restaurants, and other service-type businesses, would meet the anticipated demand for residences and services by facility employees. As discussed in Section 3.12.4.2, Socioeconomics and Communities, the HSR workforce, including MOIF employees, currently reside in the region. Therefore, existing and future planned residential development would meet future housing demands. No future development in downtown Shafter is anticipated to result from the MOIF. Therefore, there would be no changes to the pattern and intensity of land uses near the MOIF. The indirect land use effect of the MOIF would, therefore, be less than significant under CEQA.

3.13.5 Avoidance and Minimization Measures

All of the avoidance and minimization measures (referred to as project design features in Chapter 3.13 of the Fresno to Bakersfield Section Final EIR/EIS [page 3.13-59]) are applicable to the F-B LGA. The applicable list is provided in Technical Appendix 2-G: Mitigation Monitoring and Enforcement Plan. Technical Appendix 2-H describes how implementation of these measures reduces adverse effects related to land use incompatibility. The following Avoidance and Minimization Measures would be applicable to the May 2014 Project as well as the F-B LGA.

- **LU-AMM #1 Zone of Responsibility**: Although not strictly part of the project design, the Authority has established a certain "zone of responsibility" around the proposed stations. To that end, the Authority prepared and distributed Urban Design Guidelines (Authority 2011) available on the Authority's website to provide assistance in urban planning for the stations to help achieve great place making. The guidelines are based on international examples where cities and transit agencies have incorporated sound urban design principles as integrated elements of large-scale transportation systems. The application of sound urban design principles to the HSR system will help to maximize the performance of the transportation investment, enhance the livability of the communities it serves, create long-term value, and sensitively integrate the project into the communities along the HSR system corridor. The Authority and FRA have also provided planning grants for cities that could have an HSR station to assist them in land use planning in the areas surrounding the stations.

- **LU-AMM #2 Construction Management Plan:** Project design features would reduce some of the temporary land use impacts from project construction. These features are described in Section 3.12.6, Socioeconomics, Communities, and Environmental Justice, and in Section 3.3.8, Air Quality and Global Climate Change. They include implementation of a construction management plan to minimize temporary impacts on adjacent land uses and implementation of dust control measures during project construction.

3.13.6 Mitigation Measures

3.13.6.1 Mitigation Measures identified in the Fresno to Bakersfield Section Final EIR/EIS

No mitigation measures specific to land use were approved under the Fresno to Bakersfield Section Final EIR/EIS. Instead, many related impacts in other resources (e.g., air quality, agriculture, transportation) have mitigation measures that work to further reduce the likelihood for impacts on land uses (Authority and FRA 2014). Please refer to pages 3.13-60 and 3.13-61 in Section 3.13.7 of the Fresno to Bakersfield Section Final EIR/EIS for a discussion of related impacts and mitigation measures. These mitigation measures are also applicable to the F-B LGA.

3.13.6.2 Mitigation Measures Specific to the Fresno to Bakersfield Locally Generated Alternative

No additional mitigation measures are required to address land use impacts resulting specifically from the F-B LGA. Overall, land use-related impacts would be less than significant under CEQA, without implementation of mitigation measures specific to land use.

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