

3.9 LAND USE

This section describes the existing physical and regulatory setting related to land use and discusses the potential effects of the EIS Alternatives related to land use and planning.

3.9.1 Affected Environment

This section describes the land uses in the immediate vicinity of the existing SFVAMC Fort Miley Campus and in the Mission Bay area.

Existing and Adjacent Land Uses

The sites studied in this EIS are the existing SFVAMC Fort Miley Campus and the Mission Bay area in San Francisco, both located in developed areas. San Francisco is located at the northernmost portion of the San Francisco peninsula and is generally surrounded by the Pacific Ocean to the west, Marin County to the north, San Mateo County to the south, and San Francisco Bay to the east (see Figure 1-2 in Chapter 1.0, “Introduction”). Mission Bay is located in the southeastern portion of San Francisco (see Figure 2-5 in Chapter 2.0, “Alternatives”).

Existing SFVAMC Fort Miley Campus

The existing SFVAMC Fort Miley Campus is a 29-acre site located in the northwestern corner of San Francisco, adjacent to the outer Richmond District neighborhood. The outer Richmond District is characterized by its low-rise residential land use. The SFVAMC Fort Miley Campus land is federal land owned by VA and is exempt from planning regulations of the City and County of San Francisco. The Campus is bounded by Clement Street/Seal Rock Drive and the outer Richmond District neighborhood to the south, City and County of San Francisco property (Lincoln Park) to the east, and property owned by the National Park Service (NPS) to the north, east, and west (see Figure 1-2). The current uses of the existing Campus include a hospital, hotel facilities, medical clinics, research facilities, administration/office buildings, childcare facilities, and parking facilities.

The existing SFVAMC Fort Miley Campus was formerly part of the Fort Miley Military Reservation on Point Lobos, which the U.S. Army acquired in 1893. In 1932, the U.S. Army transferred 25 acres (eventually 29 acres total) of land to VA for the Campus. The remaining portion of Fort Miley, east and west of the existing Campus, contains buildings and artillery bunkers and was not included in the land transfer to VA. These Fort Miley lands near the Campus, East Fort Miley and West Fort Miley, are owned by NPS and are part of the Golden Gate National Recreation Area (NPS, 2011). East Fort Miley and West Fort Miley were listed in the National Register of Historic Places in 1980.

Mission Bay Area

For purposes of this EIS, the Mission Bay area consists of an approximately 2.5-square-mile area bounded by Market Street on the north, Second Street and San Francisco Bay on the east, Cesar Chavez Street on the south, and Seventh/Brannan/Potrero Streets on the west (Figure 2-5). This area of San Francisco is commonly known as a combination of the South of Market Area (SOMA), Potrero Hill, and Mission Bay. SOMA is an area with a mix of residential, office, institutional, commercial, retail, entertainment, and public uses. Potrero Hill is a

neighborhood that is bordered by freeways (Interstate 280 to the east and U.S. Highway 101 and Interstate 80 to the west) and contains a mix of residential, retail, and industrial uses. Mission Bay is a major redevelopment area of San Francisco with a mix of vacant land, biotech research facilities (including the University of California, San Francisco Mission Bay Campus), residential, and warehouse uses.

Land Use Designations

Existing SFVAMC Fort Miley Campus

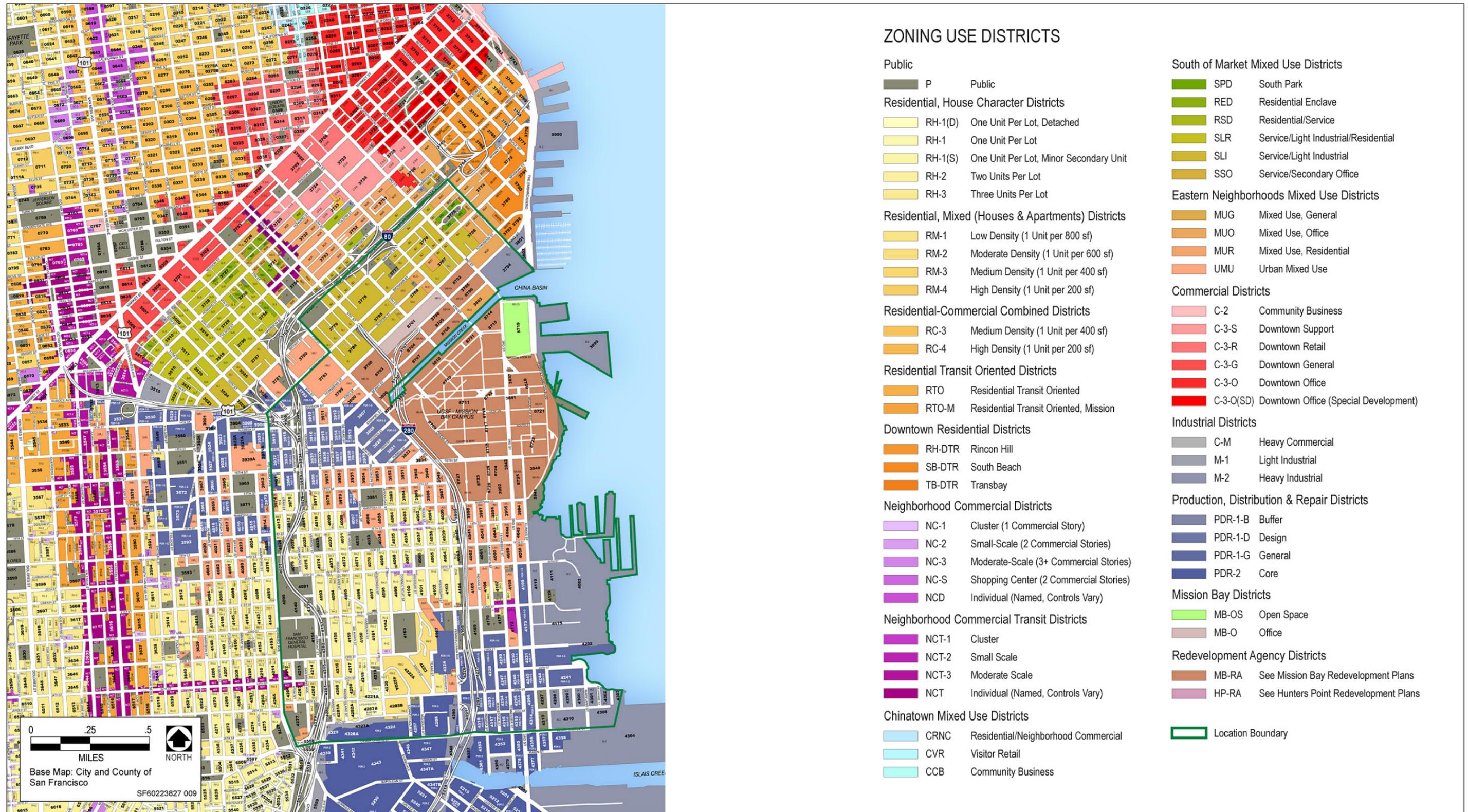
The existing SFVAMC Fort Miley Campus is zoned “Public Use” on the City’s Zoning Map (City, 2014). The outer Richmond District is a residential neighborhood composed of medium-density development, with a mix of single-family homes and apartment buildings. The residential area immediately south of the Campus is zoned RH-1 (Residential, House Districts, One-Family) and RH-2 (Residential, House Districts, Two-Family).

Most of the SFVAMC Fort Miley Campus, primarily the west side (approximately 24.4 acres, or 84 percent), is located within the California Coastal Zone boundary (Figure 3.5-2 in Section 3.5, “Floodplains, Wetlands, and Coastal Management”), within the California Coastal Commission (CCC) designated area (City, 2011). The easternmost portion of the Campus, which includes existing Buildings 7, 8, 9, 10, 11, 32, 212, and part of Building 5, is not within the coastal zone. The California Coastal Zone, which was established by the California Coastal Act, varies in width from several hundred feet in highly urbanized areas to up to 5 miles in certain rural areas of California. Offshore, the coastal zone includes a 3-mile-wide band of ocean. SFVAMC has a history of coordination with CCC.

Mission Bay Area

The Mission Bay area, as defined in this EIS, is an approximately 2.5-square-mile area with various land uses. This area includes City zoning designations from the following districts: SOMA Mixed Use Districts, Eastern Neighborhoods Mixed Use Districts, Commercial Districts, Production, Distribution and Repair Districts, Industrial Districts, Mission Bay Districts, Redevelopment Agency Districts, Public, Residential, House Character District, Residential, Mixed Districts, Residential-Commercial Districts, and Downtown Residential Districts (Figure 3.9-1).

The coastal portions of the Mission Bay area, like all land that borders San Francisco Bay, are under the jurisdiction of the San Francisco Bay Conservation and Development Commission (BCDC), the federally designated State coastal management agency. This designation empowers BCDC to use the authority of the federal Coastal Zone Management Act (CZMA) to ensure that federal projects and activities are consistent with the policies of the *San Francisco Bay Plan* and State law. BCDC has jurisdiction over the open water, marshes, and mudflats of greater San Francisco Bay, including Suisun, San Pablo, Honker, Richardson, San Rafael, San Leandro, and Grizzly Bays and the Carquinez Strait, as well as the first 100 feet shoreward from the line of highest tidal action (mean high-tide line) around San Francisco Bay.



Source: Data provided by the San Francisco Planning Department in 2010; data compiled by AECOM in 2012

Figure 3.9-1:

Mission Bay Area Zoning Map

3.9.2 Regulatory Framework

No federal regulations related to land use are directly applicable to development on the existing SFVAMC Fort Miley Campus or the potential new SFVAMC Mission Bay Campus. Furthermore, federal lands, including the existing SFVAMC Fort Miley Campus and the potential new SFVAMC Mission Bay Campus, are exempt from planning regulations. However, VA makes all practical attempts to ensure that its Fort Miley Campus and potential new Mission Bay Campus uses are compatible with adjacent uses, zoning codes, and local land use plans.

Coastal Zone Management Act

The U.S. Congress passed the CZMA in 1972. The CZMA, administered by the National Oceanic and Atmospheric Administration's Office of Ocean and Coastal Resource Management, provides for management of the nation's coastal resources and balances economic development with environmental conservation. See Section 3.5, "Floodplains, Wetlands, and Coastal Management," for a description of the CZMA.

As described above, most of the SFVAMC Fort Miley Campus, primarily the west side (approximately 24.4 acres, or 84 percent), is located within the California Coastal Zone, which is under the jurisdiction of the CCC. In addition, the coastal portions of the Mission Bay area are located within the area of jurisdiction of BCDC, which includes the first 100 feet shoreward from the line of highest tidal action (mean high-tide line) around San Francisco Bay. Therefore, for the purpose of this analysis, the CZMA is applicable to the EIS Alternatives. CCC and BCDC would issue either a negative determination or a federal consistency determination for the selected EIS Alternative.

Also see Section 3.5, "Floodplains, Wetlands, and Coastal Management," for a discussion of the *San Francisco Waterfront Special Area Plan* (Special Area Plan). If portions of Alternative 3 projects would be located within the area covered by the Special Area Plan, the Special Area Plan would be applicable.

City and County of San Francisco General Plan

The *City and County of San Francisco General Plan* (City General Plan) sets forth the comprehensive, long-term land use policy for San Francisco. One of the basic goals of the City General Plan is "coordination of the growth and development of the City with the growth and development of adjoining cities and counties and of the San Francisco Bay region." The City General Plan provides general policies and objectives to guide land-use decisions and contains policies that relate to physical environmental issues. The City General Plan consists of 10 issue-oriented plan elements: Air Quality, Arts, Commerce and Industry, Community Facilities, Community Safety, Environmental Protection, Housing, Recreation and Open Space, Transportation, and Urban Design. Area plans include Bayview–Hunters Point, Central Waterfront, Chinatown, Civic Center, Downtown, Northeastern Waterfront, Rincon Hill, South of Market, Van Ness Avenue, and Western Shoreline. Under Alternative 3, a potential new SFVAMC Mission Bay Campus would be developed in the Mission Bay area, and relevant policies from the City General Plan are included in this section.

Western Shoreline Area Plan

The *Western Shoreline Area Plan* is part of the City General Plan, and with policies of the Local Coastal Program, this plan provides the City with objectives and policies to protect the coast of California. The existing SFVAMC Fort Miley Campus lies within the boundaries of this area plan (City, 2012). The *Western Shoreline Area Plan* does not specifically mention SFVAMC, but an objective of the plan for the Richmond District neighborhood is to “preserve the scale of residential and commercial development along the coastal zone area.”

San Francisco Planning Code and Zoning Ordinance

The San Francisco Planning Code (Planning Code), which incorporates by reference the City’s zoning maps, implements the City General Plan and governs permitted uses, densities, and configuration of buildings in San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless (1) the proposed project conforms to the Planning Code, (2) allowable exceptions are granted pursuant to provisions of the Planning Code, or (3) amendments to the Planning Code are approved as part of the project. The Planning Code provides location-specific development and use regulations that govern density and configuration of buildings (City, 2009). Because the existing SFVAMC Fort Miley Campus is located and the potential new SFVAMC Mission Bay Campus would be located on federal land, relevant sections of the San Francisco Zoning Ordinance are included in this land use discussion as a reference for the surrounding land uses and zoning.

3.9.3 Environmental Consequences

Significance Criteria

A NEPA evaluation must consider the context and intensity of the environmental effects that would be caused by, or result from, the EIS Alternatives. There is no standard federal guidance or established threshold pertaining to land use. Therefore, other environmental assessment documents were reviewed and the following criteria were selected for the evaluation.

An Alternative analyzed in this EIS is considered to result in an adverse impact related to land use if it would:

- conflict with established recreational, educational, or scientific uses;
- conflict with land use goals of the community; or
- be associated with the incompatibility of physical development to adjacent existing and planned uses.

Assessment Methods

Land use impacts are related to the level of consistency with federal plans and policies and local land use plans (such as general plans, zoning ordinances, master plans, and other specific land use policies). A significant impact would occur if proposed land uses would not be consistent with relevant federal plans and policies. As noted above, no federal or VA land use regulations are directly applicable to development of the existing SFVAMC Fort Miley Campus or a potential new SFVAMC Mission Bay Campus.

Impacts related to the California Coastal Zone are discussed in Section 3.5, “Floodplains, Wetlands, and Coastal Management.” Impacts related to recreational uses are discussed in Section 3.3, “Community Services.”

Alternative 1: SFVAMC Fort Miley Campus Buildout Alternative

Short-Term Projects

Construction

Alternative 1 would involve 17 projects that would occur over approximately 7 years. Alternative 1 short-term projects would involve construction (approximately 384,000 gsf of net new space) at the existing SFVAMC Fort Miley Campus. These short-term projects would involve construction on 0.69 acre in previously disturbed areas of the existing SFVAMC Fort Miley Campus. All construction staging would occur within the SFVAMC Fort Miley Campus, in previously disturbed areas.

The analyses of construction-related noise, vibration, and dust generation associated with Alternative 1 are found in Section 3.2, “Air Quality,” and Section 3.10, “Noise and Vibration.”

Operation

Land Uses

Alternative 1 would not substantially alter the existing land uses at the existing SFVAMC Fort Miley Campus, because short-term projects would involve retrofitting patient care buildings and developing research, administrative, hoptel, and parking structures, all of which represent a continuation of existing land uses already in place at the Campus. Development of Alternative 1 short-term projects would be compatible with existing SFVAMC uses. The same activities and land operational uses at the existing SFVAMC Fort Miley Campus would continue; thus, no on-site or surrounding land use conflicts would occur as a result of operating Alternative 1 short-term projects.

Plans, Policies, and Ordinances

As noted above, no federal land use plans or policies currently apply to the proposed LRDP. The existing SFVAMC Fort Miley Campus is zoned “Public Use” on the City’s Zoning Map and recognized as an area with an institutional facility plan (City, 2014). Therefore, the operation of Alternative 1 short-term projects would not conflict with federal or local land use plans, policies, or ordinances, and as a result, no impacts would occur.

Long-Term Projects

Construction

The Alternative 1 long-term project would involve one project for Building 213 (Clinical Addition Building), for which construction would occur over 24 months. The Alternative 1 long-term project would involve constructing 170,000 net new gsf at the existing SFVAMC Fort Miley Campus. Implementing the Alternative 1 long-term project could result in temporary impacts on adjacent land uses because construction activities would generate noise and dust (see the analyses found in Section 3.2, “Air Quality,” and Section 3.10, “Noise and Vibration”). These temporary, short-term activities would not significantly affect adjacent land uses, because BMPs would be implemented during construction to reduce the potential for adverse air quality and noise impacts. Construction-related land use impacts of the Alternative 1 long-term project would be minor.

Operation

Land Uses

Like Alternative 1 short-term projects, the Alternative 1 long-term project, including operation of clinical and research buildings and administrative/mixed-use buildings, would represent a continuation of existing land uses already in place at the SFVAMC Fort Miley Campus. This would involve complementary uses consistent with existing VA medical research and patient care. Development of the Alternative 1 long-term project would be compatible with existing Campus uses. Activities and land uses at the Campus would continue in their current form; thus, no on-site or surrounding land use conflicts would occur as a result of implementation of the Alternative 1 long-term project.

Plans, Policies, and Ordinances

As noted above, no federal land use plans or policies currently apply to the proposed LRDP. The existing SFVAMC Fort Miley Campus is zoned “Public Use” on the City’s Zoning Map and recognized as an area with an institutional facility plan (City, 2014). Therefore, operation of the Alternative 1 long-term project would not conflict with federal or local land use plans, policies, or ordinances, and as a result, no impacts would occur.

Alternative 2: SFVAMC Fort Miley Campus Buildout Alternative

Short-Term Projects

Alternative 2 short-term projects at the existing SFVAMC Fort Miley Campus would be the same as short-term projects for Alternative 1, with one exception. Specifically, retrofitting of the existing Buildings 1, 6, and 8 would not occur as part of Alternative 2 short-term projects (Table 2-3 and Figure 2-3), but would instead be accomplished in the long term. Alternative 2 short-term projects include construction of a total of 485,445 gsf, which is 115,547 gsf less than for short-term projects under Alternative 1. Therefore, impacts of Alternative 2 short-term projects would be similar to or less than those of Alternative 1 short-term projects. Land use impacts would range in significance from no impact to minor.

Construction

Alternative 2 would involve 16 projects that would occur over approximately 6 years. These projects would involve construction of 384,000 net new gsf at the existing SFVAMC Fort Miley Campus. Implementing Alternative 2 short-term projects would result in similar or less construction impacts relative to Alternative 1 short-term projects. Therefore, construction-related land use impacts of Alternative 2 short-term projects would be minor.

Operation

Land Uses

Like the short-term projects for Alternative 1, Alternative 2 short-term projects would not substantially alter the existing land uses at the SFVAMC Fort Miley Campus. These short-term projects would involve retrofitting patient care buildings and developing research, administrative, hoptel, and parking structures, all of which

represent a continuation of land uses already in place at the Campus. Development of the short-term projects under Alternative 2 would be compatible with existing SFVAMC uses. The same activities and land uses at the existing SFVAMC Fort Miley Campus would continue; thus, no on-site or surrounding land use conflicts would occur as a result of operation of the short-term projects under this alternative.

Plans, Policies, and Ordinances

As with Alternative 1 short-term projects, no federal land use plans or policies currently apply to the proposed Alternative 2 short-term projects. Therefore, there would be no impacts as a result of Alternative 2 short-term projects.

Long-Term Projects

Alternative 2 long-term projects at the existing SFVAMC Fort Miley Campus would be the same as Alternative 1 long-term projects, with one exception. Specifically, three additional existing buildings—Buildings 1, 6, and 8—would be retrofitted as part of Alternative 2 long-term projects (Table 2-4 and Figure 2-4). Alternative 2 long-term projects include construction of a total of 285,487 gsf, which is 115,487 gsf more than under the Alternative 1 long-term project, because Alternative 2 includes construction of Building 213 along with the seismic retrofit of Buildings 1, 6, and 8. Therefore, construction impacts of Alternative 2 long-term projects would be similar to, although slightly greater than, those of Alternative 1 long-term projects. Land use impacts would range in significance from no impact to minor.

Construction

Alternative 2 long-term projects would involve construction of 285,487 gsf (170,000 of which would be net new) at the existing SFVAMC Fort Miley Campus. As with long-term projects under Alternative 1, temporary impacts on adjacent land uses could occur because construction activities would generate noise and dust (see the analyses found in Section 3.2, “Air Quality,” and Section 3.10, “Noise and Vibration”). Construction-related land use impacts of Alternative 2 long-term projects would be minor.

Operation

Land Uses

Like Alternative 2 short-term projects, Alternative 2 long-term projects, including operation of clinical and research buildings and administrative/mixed-use buildings, would represent a continuation of land uses already in place at the existing SFVAMC Fort Miley Campus. They would involve complementary uses consistent with existing VA medical research and patient care. Development of Alternative 2 long-term projects would be compatible with existing Campus uses. Activities and land uses at the Campus would continue in their current form; thus, no on-site or surrounding land use conflicts would result from implementation of Alternative 2 long-term projects.

Plans, Policies, and Ordinances

As noted above, no federal land use plans or policies currently apply to the proposed LRDP. The existing SFVAMC Fort Miley Campus is zoned “Public Use” on the City’s Zoning Map and recognized as an area with an institutional facility plan (City, 2014). Therefore, the operation of Alternative 2 long-term projects would not conflict with federal or local land use plans, policies, or ordinances.

Alternative 3: SFVAMC Fort Miley Campus plus Mission Bay Campus Alternative

Short-Term Projects

Alternative 3 short-term projects (during both construction and operation) would be the same as short-term projects under Alternative 1; thus, all Alternative 3 short-term projects would be located at the SFVAMC Fort Miley Campus. See Table 2-1 and Figure 2-1 for Alternative 3 short-term projects. Therefore, land use impacts of Alternative 3 short-term projects would be the same as those described for short-term projects for Alternative 1. These impacts would range in significance from no impact to minor.

Long-Term Projects

Alternative 3 long-term projects (during both construction and operation) would involve developing 170,000 gsf for ambulatory care and parking structure uses at a potential new SFVAMC Mission Bay Campus. See Figure 2-5 for the location of the off-site portion of Alternative 3.

It is assumed that all off-site development in Mission Bay would consist of four-story buildings in a development area totaling approximately 0.98 acre. Alternative 3 long-term projects at the potential new Mission Bay Campus would be constructed roughly between 2024 and 2027. See Table 2-5 for detailed square footage and phasing for implementation of the long-term projects of Alternative 3 at the potential new Mission Bay Campus. Note that the actual footprint and concept plan and site location within Mission Bay has not been determined at this time.

Construction

Alternative 3 long-term projects would involve construction of 170,000 gsf of new construction, including an ambulatory care center and associated parking structure uses, at the potential new SFVAMC Mission Bay Campus. This alternative would involve constructing new facilities on approximately 0.98 acre at the potential new Campus. Thus, implementation of Alternative 3 long-term projects could result in temporary impacts on adjacent land uses, because construction activities would generate noise and dust. These temporary, short-term activities would not significantly affect adjacent land uses because BMPs would be implemented during construction to reduce the potential for adverse air quality and noise impacts (see the analyses found in Section 3.2, “Air Quality,” and Section 3.10, “Noise and Vibration”). Construction-related land use impacts of Alternative 3 long-term projects would be minor.

Operation

Land Uses

Alternative 3 long-term projects would involve operation of an ambulatory care center and associated parking structure uses, at the potential new SFVAMC Mission Bay Campus. Because of the size of the potential new Campus, it is assumed that this off-site portion of Alternative 3 long-term projects would be located on vacant or partially vacant land in the Mission Bay area. It is anticipated that the available land in the Mission Bay area would be compatible with a new medical campus, because such land is located near biotech research facilities and the University of California, Mission Bay Campus, interspersed with residential and other office uses. Therefore, implementation of Alternative 3 long-term projects is anticipated to be compatible with on-site and surrounding land uses. Land use impacts of Alternative 3 long-term projects would range in significance from no impact to minor, depending on the final site selected.

Plans, Policies, and Ordinances

Assuming that Alternative 3 long-term projects at a potential new SFVAMC Mission Bay Campus would be implemented on VA-purchased—and thus federal—land in the Mission Bay area, no federal plans or policies would apply to operation of long-term projects at the potential new Campus under this alternative. Therefore, the operation of Alternative 3 long-term projects in the Mission Bay area would not conflict with federal land use plans, policies, or ordinances.

Alternative 4: No Action Alternative

Short-Term and Long-Term Projects

Construction

Under Alternative 4, there would be no new construction or retrofitting of existing buildings. Therefore, no construction-related land use impacts would occur.

Operation

Under Alternative 4, the LRDP would not be implemented and there would be no change in land uses, and no new land uses or operational changes of existing uses would occur. Therefore, no impacts on on-site or surrounding land uses would occur. In addition, the existing SFVAMC Fort Miley Campus is zoned “Public Use” on the City’s Zoning Map and recognized as an area with an institutional facility plan (City, 2014). As a result, the continued operation of the existing Campus under Alternative 4 would not conflict with federal or local land use plans, policies, or ordinances. Thus, no impacts related to plans, policies, and ordinances would occur.

3.9.4 References

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