SECTION 4.1
AESTHETICS, LIGHT AND GLARE

4.1.1 INTRODUCTION

The purpose of this section is to provide analysis and identification of aesthetic resources on the Project site and in the Project vicinity. Potential Project-related impacts have been analyzed and mitigation measures have been incorporated to reduce potential aesthetic impacts, where possible. Aesthetic and visual resource information included in this section has been compiled from aerial photographs, ground-level photographs of the site and surrounding areas, and site surveys conducted by RBF Consulting personnel in April 2007 and September 18, 2010, as well as the *City of Banning Comprehensive General Plan* (January 2006) and the *City of Banning Comprehensive General Plan EIR*, prepared by Terra Nova Planning & Research, Inc. (June 2005), and the Draft Butterfield Specific Plan and its technical appendices.

4.1.2 EXISTING CONDITIONS

4.1.2.1 ENVIRONMENTAL SETTING

Regional Setting

The City of Banning is located in the San Gorgonio Pass area of Riverside County, which divides the San Bernardino Mountains to the north and the San Jacinto Mountains to the south. The San Gorgonio Pass, created by the San Andreas Fault, is one of the deepest mountain passes in the continental United States, with mountains rising nearly 9,000 feet on both sides. The northern portion of the pass is comprised of the San Bernardino Mountains and, most notably, San Gorgonio Peak. San Gorgonio Peak is 11,485 feet above mean sea level (amsl) and is the highest peak in Southern California. The southern portion of the Pass area is comprised of the San Jacinto Mountains; San Jacinto Peak, just 6 miles south of I-10, rises to 10,831 feet amsl and is the highest peak in Riverside County. Together, these features help form one of the most visually striking regional settings in southern California.

Existing Project Setting

The Butterfield Specific Plan Project site is comprised of approximately 1,543 acres. The site can be characterized as predominantly disturbed open space immediately abutting the City of Banning's northern and western development edges and City of Beaumont's eastern development edge. The topography ranges from relatively flat to steep foothill terrain and elevation ranges from 2,560 feet amsl to 3,400 feet amsl at its highest point. The site elevation gradually increases over approximately three quarters of the site before rising quickly to its highest elevations at its northern and northeastern extents. The majority of the site contains highly disturbed grassland. The site is bisected in an east/west direction by two Southern California Edison (SCE) easements, with a combined width of 400+ feet, occupied by metal and wood transmission towers, circuit wires and a dirt access road.

The dominant scenic vista associated with the site is of the peaks and prominent ridgelines of the San Bernardino Mountains, although the prominence of the foothills increases as site elevation increases and moves to the foreground and, in the northern portion of the site, obscures much of the San Bernardino Mountain backdrop. In its undeveloped state, the site provides panoramic views of the San Bernardino Mountains and its foothills to the north and northeast from Wilson Street and from Highland Springs Avenue. Scenic vistas of Mt. San Jacinto to the southeast are also available from Highland Springs Avenue and from the higher on-site elevations. These prominent ridgelines form the visual backdrop not only of the site, but of the City of Banning, and are identified in the City's General Plan as the City's most significant visual feature(s).

Wilson Street marks the southern boundary of the Project site. For much of its length through the cities of Banning and Beaumont, the street is characterized by urban/suburban development, punctuated at intervals with remnants of windrows immediately adjacent to the right-of-way. In the immediate vicinity of the Project, existing development lines the entire south side of the street and most of the north side.

There is a single oak tree along the northwestern edge of the Project site, north of PA 40 along Highland Springs Avenue, which is a visually prominent foreground feature and the site of an informal veteran's memorial (refer to photo #4 in Exhibit 4.1-1A, *Onsite Photographs 1 thru 4*). Development on the south side of Wilson Street intermittently blocks views of the site from east and westbound traffic.

To the east of the Project site is Highland Home Road, which is partially improved for a portion of its right-of-way north of Wilson Street. Older residences have frontage on the partially improved street. A concrete lined drainage ditch (Pershing Channel) runs along the eastern boundary of the site adjacent to the improved Highland Home Road right-of-way. North of the improved section of Highland Home, the Project site is vacant and characterized by gradually increasing elevations melding grassland into foothill terrain. Non-native grasslands characterize the area with the exception of the highest elevations, which exhibit mixed chaparral vegetation.

The site's most prominent geologic features are the foothills that rise abruptly from the adjacent tableland. Those portions of the foothills visible from offsite are grass covered and highly eroded with a clearly demarked line of mixed chaparral at the highest elevations.

The higher elevations of the Project site are briefly and intermittently visible to passing traffic traveling east on the I-10 as part of the general mid-distance background, but the site is not visible from west-bound lanes, where the entire area is obscured by berms and vegetation. Although the County RCIP Circulation Element and Caltrans identify the Pass area I-10 corridor as "eligible" for State scenic highway status, the City's General Plan EIR notes that visual sensitivity along the I-10 corridor as it traverses the City of Banning is very low, with the

exception of distant views of the surrounding mountains. The Project site is not located within a designated scenic highway corridor and its development is not governed by an adopted Corridor Protection Plan.

Offsite Facilities Settings

Development of the proposed Project will include the construction of offsite infrastructure improvements including drainage, water, wastewater, and recycled water conveyance facilities (pipelines, and pump stations), which would be constructed in and around the City. Offsite facilities are described in Sections 3, 4, and 5 of the Specific Plan, *Offsite Project Facilities*. The precise alignments for these offsite pipelines has not been determined; however, all would be located within paved roadway right-of-way (refer to Section 3.0, *Project Description*). The proposed offsite water pipelines would be constructed in a rural residential area of unincorporated Riverside County to the northwest of the Project site. Recycled water and sewer pipelines would be constructed through both commercial and residential areas located southeast of the Project site and would convey wastewater to, and treated recycled water from, the City's Wastewater Treatment Plant at 2242 East Charles Street. Drainage improvements are also proposed within the Smith Creek channel to the immediate north and south of the site, where Smith Creek exists as a sparsely vegetated soft-bottom channel. With the exception of the Smith Creek drainage, offsite facilities would be located underground and would have no lasting impact on scenic vistas or the visual character of the areas they traverse.

Light and Glare Setting

In its undeveloped condition, the Project site does not generate light or glare; however, within the immediate vicinity of the Project site nighttime illumination is currently generated by the surrounding roadway systems, including Highland Springs Avenue, Wilson Street, and Highland Home Road, and by surrounding land uses consisting of residential development (including the adjacent Sundance Specific Plan project west of Highland Springs Avenue), strip commercial uses, and a hospital located at the intersection of Wilson Avenue and Highland Springs Avenue. Existing sources of light in the immediate vicinity include streetlights, parking lot pole lighting, interior illumination from homes, business signage (both illuminated and backlit), security lighting for businesses and the hospital, and vehicle headlights.

Glare can be defined as the contrast lowering effect of stray light in a visual scene. Glare forms a veil of luminance which reduces the contrast and thus the visibility. Building materials used in the immediate vicinity of the project are non-reflective and are not sources of daytime glare. Nighttime sources of glare include high beam headlights on passing vehicles. Stationary lighting, including signage, parking lot, and security lighting, does not produce glare in the nighttime setting as the sources would be shielded to prevent light spillage pursuant to City code.

4.1.2.2 REGULATORY FRAMEWORK

California Department of Transportation State Scenic Highways Program

The California Department of Transportation (Caltrans) State Scenic Highway Program was established by State legislation (Senate Bill 1467) in 1963 to help communities protect and enhance their natural and cultural uniqueness and beauty. Riverside County participates in the California Scenic Highways Program and has developed a County Scenic Highways Program. These programs seek to identify, protect, and enhance scenic resources. According to Caltrans, "a highway may be designated scenic depending upon how much of the natural landscape can be seen by travelers, the scenic quality of the landscape, and the extent to which development intrudes upon the traveler's enjoyment of the view."[1] Caltrans defines a State scenic highway as any freeway, highway, road, or other public right-of-way that traverses an area of exceptional scenic quality, containing striking views, flora, geology, or other unique natural attributes. I-10 between SR 38 and SR 62 is an "Eligible" State scenic highway.

To be designated as "eligible" for State scenic highway status, this section of I-10 needed to meet the following criteria:

a) Consists of a scenic corridor that is comprised of a memorable landscape that showcases the natural scenic beauty or agriculture of California;
b) Existing visual intrusions do not significantly impact the scenic corridor;
c) Demonstration of strong local support for the proposed scenic highway designation; and
d) The length of the proposed scenic highway is not less than a mile and is not segmented.

When a city or county nominates an eligible scenic highway for official designation, it must identify and define the *scenic corridor* of the highway. Scenic corridors consist of land that is visible from the highway right of way, and is comprised primarily of scenic and natural features. Topography, vegetation, viewing distance, and/or jurisdictional lines determine the corridor boundaries. The city or county must also adopt ordinances, zoning and/or planning policies designed to preserve the scenic quality of the corridor or document that such regulations already exist in various portions of local codes. These ordinances and/or policies make up the official "Corridor Protection Program." The status of a proposed State scenic highway changes from "eligible" to "officially designated" only *after* the local governing body applies to Caltrans for scenic highway approval, adopts a Corridor Protection Program, and receives notification that the highway has been officially designated State scenic highway.[2] Neither the County of Riverside nor the City of Banning has adopted a Corridor Protection Program for the section of I-10 that traverses the Cities of Banning and Beaumont and, though eligible for designation, this section of I-10 is not an officially designated State scenic highway.

[1] www.dot.ca.gov/hq/LandArch/scenic/, accessed on November 26, 2007.

[2] http://www.dot.ca.gov/hq/LandArch/scenic/faq.htm, accessed on July 12, 2010.

State Route 243 through the San Jacinto Mountains traverses a portion of the City of Banning along San Gorgonio Boulevard south of I-10, terminating at Lincoln Street. The project site is visible in the distant background from the designated scenic reaches of SR 243.

County of Riverside General Plan

The Pass Area Plan of the County of Riverside General Plan Circulation Element identifies I-10 between State Route 38 to State Route 62 as an "eligible" State scenic highway, consistent with Caltrans' designation cited above. The overall intent of the County RCIP is to "conserve significant scenic resources along designated scenic highways for future generations and to manage development along scenic highways and corridors so as not to detract from the area's scenic quality." However, as noted above, a Corridor Protection Plan for I-10 in the vicinity of the Project site has not been adopted by either the County of Riverside or the City of Banning.

City of Banning Comprehensive General Plan

The *City of Banning Comprehensive General Plan (General Plan)* Open Space Element identifies the peaks and ridgelines of the San Bernardino Mountains and San Jacinto Mountains within the City and the surrounding area, and the overall visual quality of the Pass area as visual resources that shall be protected. The General Plan, however, does not identify any site-specific scenic vistas, nor does it include the development of a Corridor Protection Plan for I-10 as a Goal or Policy for the City. The Land Use Element includes goals and policies related to open space and conservation as well as aesthetics. Goals and policies of the Land Use Element that are relevant to the proposed Project include:

- **Goal 1:** The conservation and management of open space areas to provide recreational opportunities and protect important resources in perpetuity.

- ***Policy 3*:** The City of Banning shall protect the peaks and ridgelines within the City, and encourage coordination with adjacent jurisdictions to protect the peaks and ridgelines within the City's area of influence, to protect the historic visual quality of the hillside areas and natural features of the Pass area.

In addition, the General Plan EIR imposes specific mitigation measures, most of which have been incorporated into the City's *Municipal Code*. Where applicable, the chapter of the *Municipal Code* that implements the General Plan mitigation measure is cited.

> **Visual Resources Mitigation Measure A.**
> The City shall assure that development projects in the private and public sectors comply with community design standards, the General Plan, and the Zoning Ordinance, which will enhance the City's distinctive visual character by protecting scenic resources (*Visual Resources Mitigation Measure A incorporated into the Municipal Code as Chapter 17.24 (Development Standards); Chapter 17.32 (Landscape Standards) and Chapter 17.20 (Open Space Districts)*).

Visual Resources Mitigation Measure B
Development projects shall incorporate landscape designs and materials that complement the native desert environment, and the City shall require site- sensitive designs to provide a linkage between the natural and man-made environments *(Visual Resources Mitigation Measure B incorporated into Municipal Code as Chapter 17.32 (Landscape Standards)).*

Visual Resources Mitigation Measure C
Overhead utility lines shall be undergrounded to greatest extent possible. (*Visual Resources Mitigation Measure C incorporated into the Municipal Code as Chapter 13.28 (Underground Utility Districts); and Chapter 17.24 (Development Standards Undergrounding Utilities).*

Visual Resources Mitigation Measure D
Utility infrastructure, including wells, substations, and switching stations, shall be effectively screened to preserve scenic viewsheds and limit visual clutter (*Visual Resources Mitigation Measure D incorporated into the Municipal Code as part of Chapter 17.32 (Landscape Standards))*

Visual Resources Mitigation Measure E
Outdoor lighting shall be limited to the minimum height, number of fixtures, and intensity needed to provide sufficient security and identification in each development, making every reasonable effort to protect the City's night skies. Commercial and mixed-use development shall be designed with particular attention to limiting the lighting impacts on adjacent residential neighborhoods (*Visual Resources Mitigation Measure E-incorporated into the Municipal Code as Chapter 17.24.100 (Lighting)*).

Visual Resources Mitigation Measure F
Signage shall be limited to the locations, sizes, and maintenance requirements necessary to provide functional identification (*Visual Resources Mitigation Measure F – incorporated into the Municipal Code as Chapter 17.40 (Signage)).*

Visual Resources Mitigation Measure G
Commercial and mixed-use development projects shall incorporate safe, convenient vehicular and pedestrian circulation, screened outdoor storage/loading and other unsightly areas, protected and enhanced outdoor seating areas, appropriate lighting levels, limited signage, and landscaping designs that preserve and enhance visual resources (*Visual Resources Mitigation Measure G incorporated into the Municipal Code as Chapter 16.24 (Design Standard); Chapter 17.40 (Signage); Chapter 17.24.100 (Lighting) and Chapter 17.32 (Landscape Standards)).*

Visual Resources Mitigation Measure H
All grading and development proposed within scenic viewsheds, including hillsides, shall be regulated to minimize adverse impacts to these viewsheds (*Visual Resources Mitigation Measure H- Incorporated into the Municipal Code as Chapter 17.20 (Open Space Districts); Chapter 17.04 (Basic Provisions – Definition of View Corridor or Viewshed)*).

City of Banning Municipal Code

Title 17 – Zoning Code. As noted above, the *City of Banning Municipal Code* includes several provisions related to aesthetics, light and glare. Most of these provisions are contained in Title 17 (Zoning) of the Code and include the following:

- **Chapter 17.08.240 – Site Planning.** Planning guidelines are intended to create highly functional neighborhoods, and visual variety along local streets. The guidelines encourage the incorporation of natural elements such as hills, mature trees, and streams into the fabric of residential neighborhoods. These guidelines intend to encourage (1) varied footprints; (2) varied setbacks, (3) varied placement of houses on adjacent lots; (4) slowing vehicular traffic; (5) preservation of the natural landforms; (6) prevention of stark, unbroken walls. This section also requires feasible efforts to preserve views of all natural elements of the landscape including ridgelines, hills, lakes, wetlands, streams, trees, shrubs, and wildlife habitat. In addition, the Chapter requires development to relate to the natural surroundings and further requires the use of contour grading that follows natural contours in hillside areas.

- **Chapter 17.24.100 – Lighting.** Lighting shall not be permitted which blinks, flashes, or is of unusually high intensity or brightness. Exterior lighting shall be shielded or recessed so that light is contained within the boundaries of the parcel on which the lighting is located. All lighting shall be directed downward and away from adjoining properties and public rights-of-way.

- **Chapter 17.24.080 – Fences, walls, and hedges.** Only decorative block or stucco walls and wrought iron shall be permitted around the perimeter of subdivisions or planned communities. Wood fencing is prohibited. Fences, walls, and hedges shall not exceed six feet in height, unless required by any law or regulation of the city, the State of California, federal government, or agency thereof. Fences, walls and hedges located in the front yard setback shall not exceed forty-eight inches in height in any district. Barbed wire, electrified fences or razor wire fences are prohibited in any district unless required by any law or regulation of the city, the State of California, federal government, or agency thereof. Chain link fences are prohibited in all districts except the R/A, R/A/H, RR, RR/H if approved by the director. Agricultural and equestrian uses may use electrical fences if approved by the director.

Decorative masonry walls, including, but not limited to, slump stone and split-face block can be used without a stucco or plaster finish, but must be architecturally treated and complement the adjacent dwelling units. All property fencing must be compatible in design and of similar materials.

- **Chapters 17.32.140 – 170 Landscape Design Guidelines.** The City's design guidelines are a reference to assist the designer in understanding the City's objectives for high quality landscaping. These guidelines are utilized during the design review process to encourage the highest level of design quality while at the same time providing the necessary flexibility to encourage creativity on the part of the project designers. Landscaping and open spaces should be designed as a central part of the site design, and should integrate development with the surrounding elements of the natural environment. Landscaping should enhance building design, public views and space, provide buffers and transitions, preserve and enhance wildlife habitat, provide shade and cooling, and provide screening from other nearby uses.

- **Chapter 17.24.150 – Screening.** All equipment, including utility equipment, located on the roof or side of structure, or on the ground, shall be screened. Heating and air conditioning equipment and pool equipment for single family homes must be located on the ground in the side or rear yard. The screen shall be architecturally compatible in terms of materials, color, shape, and size with the structure on or next to which it is located. Landscape screening for ground-mounted equipment shall be of sufficient size and quantity to fully screen the equipment within two years of installation.

- **Chapter 17.24.170 – Undergrounding of Utilities.** All utility lines located on or adjacent to a new project, as defined in this Chapter under Section 17.24.020, Applicability, shall be undergrounded at the time of development.

- **Chapter 17.20.010-050 – Open Space Districts.** The purpose of the Open Space districts is to preserve lands within the City for permanent open space and recreation. Lands in the Open Space districts should: provide pleasing vistas and preserve viewsheds; protect lands with significant hillsides or resources; provide recreational opportunities to the City's residents and visitors.

Title 18 – Grading, Erosion, and Sediment Control. In 2009 the City amended its *Municipal Code* to add Title 18, which defines grading standards for the City, including standards for hillside grading, slope protection, and ridgeline protection. Section 2 of the Ordinance notes that, "Grading and land clearing activities also impact the City's aesthetic value and community character. Establishing minimum standards and requirements relating to land grading, clearing, excavations, and fills, and procedures by which these standards and requirements may be enforced, will help ensure soil is not stripped and removed from lands in the City, leaving them unsightly and susceptible to erosion, subsidence, faulty drainage, and sediment

deposition." Among the provisions of Title 18 that deal directly or indirectly with aesthetic impacts are:

- **Chapter 18.12.180 (Hillside Grading).** Development proposed in any hillside zoning district, open space district, or any hillside site shall conform to the following standards:

    A. Development on lands with slopes of more than 25% is prohibited.
    B. Development on plateaus shall include a one-hundred foot building setback from all ridgelines or edge of plateau.
    C. Ridgelines are to be preserved.
    D. Natural hillsides above the toes of slope shall be preserved. The toe of slope for the purposes stated herein shall mean the dividing line between the land or rock formations where there is a noticeable break in the angle of slope.

- **Chapter 18.15.020(B) (Construction Runoff Compliance)**. Permittee shall adhere to the following requirements:

- 18.15.020(B)(4): Minimize exposure time of disturbed soils areas;

- 18.15.020(B)(5): temporarily stabilizes and re-seeds disturbed soil areas as rapidly as possible;

- 18.15.020(B)(6): Permanently re-vegetate or landscape as early as feasible (slope re-vegetation means the planting of graded slopes with native and/or naturalizing plant species which, after an initial establishment period, usually requiring irrigation, will survive with normal precipitation).

- **Chapter 18.18.040 (Grading Requirements – Landscape Architect).** The landscape architect shall incorporate applicable recommendations from the geotechnical engineering reports into the landscape and irrigation Plans. All ground cover shall provide 100 percent coverage within nine months of planting or additional landscaping shall be required in order to meet this standard.

Title 15 - Chapter 15.080 (Temporary Site Vegetation – When Required). Temporary site vegetation shall be required, as determined by the City Engineer, on any disturbed soil areas of the site for prolonged periods of grading inactivity or expiration of a grading permit. Temporary vegetation shall not negate any City requirement or condition of approval to install permanent landscaping.

4.1.3 SIGNIFICANCE THRESHOLD CRITERIA

Appendix G of the *CEQA Guidelines*, states that a project may be considered to have significant environmental effects related to Aesthetics, Light and Glare if it would:

a) Have a substantial adverse effect on a scenic vista;

b) Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a State scenic highway;

c) Substantially degrade the existing visual character or quality of the site and its surroundings;

d) Create a new source of substantial light or glare, which would adversely affect day and nighttime views in the area.

4.1.4 IMPACT ANALYSIS AND MITIGATION MEASURES

ANALYTIC METHOD

The analysis of visual impacts in this chapter focuses on the nature and magnitude of changes in the visual character of the Project area that could occur as a result of the implementation of the proposed Project.

Since characterizing aesthetic impacts can be highly subjective, evaluation of aesthetic resources involves objectively identifying the visual features of the landscape and determining their importance. The analysis of visual impacts focuses on the nature and magnitude of changes in the visual character of the Project site due to the proposed Project. Examples would include a scenic vista along the boundary of a community or a pleasing streetscape with trees, well kept residences, and yards. These are scenic resources that create a pleasing impression of an area. Incompatible uses and wide variations in the quality of streetscape and property maintenance would likewise create a less-than-pleasing impression.

Visual change that is considered compatible with General Plan land use designations could still constitute a significant and unavoidable impact at a project level unless adequately mitigated. In addition to mitigation measures noted below, the proposed Project would also be subject to applicable General Plan EIR Mitigation Measures, most of which have been incorporated into the City's *Municipal Code*, and project-specific conditions of approval and/or mitigation developed through the City's discretionary review process.

As noted above, the previously approved the Deutsch Specific Plan and certified Deutsch Specific Plan EIR addressed development of the Project site with up to 5,400 dwelling units. This analysis has been updated to reflect the currently proposed Butterfield Specific Plan, including the offsite infrastructure and the addition of a 21-acre unincorporated parcel. The Project's impacts are analyzed at full Project build-out and in the Interim Phase between the site's initial grading and full build-out. In addition, long-term and construction phase impacts are analyzed for both onsite and offsite activity, including installation of offsite infrastructure.

PROJECT DESIGN FEATURES AND EXISTING REGULATIONS, RULES AND REQUIREMENTS

Existing local, State and federal regulations noted above will avoid or mitigate potential impacts related to aesthetics, light, and glare. The following Project Design Features will also reduce, avoid, or offset potentially adverse impacts:

1) The Project has been redesigned from the currently approved Deutsch Specific Plan to retain the northern steeper slopes in natural open space. In addition, in response to initial public scoping and discussions with adjacent residents, the Applicant further redesigned the Land Use Plan to create lower density residential and greater separation between proposed development areas and existing residential areas along Highland Home Road.

2) Mass graded areas will be re-vegetated at the completion of the mass grading process, pursuant to the City's *Municipal Code* and the Specific Plan. The vegetation will restore the non-native grassland that currently covers the Project site in those areas that are not immediately developed. Cattle grazing will continue on the site in various areas as the Project develops, allowing the site to retain its rural feel well into the development process.

3) Title 17 of the City's Municipal Code (*Zoning Code)* includes development and landscape standards that deal generally with contour grading, preservation of natural open space and scenic vistas, lighting, setbacks, walls, fences and hedges, undergrounding of utilities, etc. The Butterfield Specific Plan contains grading standards and landscape guidelines that both incorporate and exceed the City's Code design standards by providing detailed plans and standards for landscape plant palettes, architectural guidelines (including colors and materials), streetscape enhancements, park treatments, perimeter and interior fencing, etc. These guidelines will provide for a well designed, visually compatible development with enhanced streetscapes and landscaped medians, numerous parks, well designed slope landscape and edge treatments, enhanced perimeter walls, and other features that will significantly enhance the overall appearance of the Project.

4) Common area landscape, including enhanced streetscape, parks, and fuel modification zones will be maintained by an HOA or by a Landscape and Lighting Maintenance District (LLMD) that could be formed as part of the Project financing, to ensure a uniform level and high standard of maintenance to maintain the long-term appearance of the community.

5) The Project includes realignment, reconstruction, and re-vegetation of Smith Creek to restore its natural appearance, as well as provision of extensive greenbelt and landscaped groundwater recharge areas within the golf course, creating a positive aesthetic improvement.

7) The above ground water storage reservoirs will be finished with a earth-toned, matte finish intended to allow the reservoirs to blend into the surrounding hillside areas. The reservoir areas will be further screened by the installation of perimeter landscaping.

8) The optional wastewater treatment facilities would be located at the intersection of Highland Home Road and Wilson Street; refer to Exhibit 3.0-3, *Land Use Plan*. All treatment processes would be contained within an enclosed structure that incorporates residential design features including roofing materials, surrounded by a decorative masonry wall and landscaping to screen the facility. The 1-million gallon storage reservoir would be 36 feet in height, similar to the maximum height of a residential structure and would have a matte, earth-tone exterior finish and landscape screening to allow the reservoir to blend into the surrounding neighborhood. The treatment plant would observe a setback of 20 feet for all property lines

9) The Project grading plan reflects the requirements of MC Section 17.08.240(P) by incorporating contour grading in hillside areas designed to blend the Project's manufactured slopes with existing natural terrain as required by Specific Plan Section 3.3.2, *Grading Plan Development Standards*.

10) The Project's golf course will provide a view corridor to preserve vistas of the San Bernardino Mountain ridgelines and foothills to the north and east and vistas of the San Jacinto Mountains to the south. Open space and parks sited throughout the Project will provide scenic viewpoints.

11) The Project's design and development guidelines include specific requirements and restrictions regarding site lighting including:

- Architectural lighting and landscape accents shall be aesthetically pleasing and non-obtrusive.
- Shielded lights shall be utilized throughout the community to reduce light and glare in compliance with the City's Municipal Code requirements.

- All lighting shall be designed and located to reduce power consumption to its lowest practical level and be compatible with the lighting on adjacent units.
- Streetlights shall conform to the overall project theme and City standards. On local streets, streetlights shall be located only at street intersections, knuckles, and cul-de-sacs and would not be located at mid-block to reduce nighttime light and glare impacts, as may be allowed by the City Public Works Director, City Engineer, and the City Municipal Code requirements.
- All exterior lighting for identification, pools, water features, and landscaping shall be subdued and indirect to prevent spillover onto adjacent lots and streets as required by City ordinance.
- Exposed bulbs, spotlights, and reflectors are prohibited.

Impact 4.1-1: Scenic Vistas and Scenic Highways

Threshold: *a) Would the proposed Project have a substantial impact on a scenic vista? and/or*
b) Would it substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a State scenic highway?

SHORT TERM (CONSTRUCTION) AND INTERIM (PHASING) EFFECTS
Determination: Less than Significant with Mitigation Incorporated

Impact Analysis – Initial Mass Grading and Interim Development Conditions
Determination: Less than Significant with Mitigation Incorporated

The primary scenic vista available from the Project site and from the surrounding area across the site is the view of the prominent ridgelines and peaks of the San Bernardino Mountains. The site has little intrinsic aesthetic value itself though, in its undeveloped state it offers a panoramic, unobstructed view of the San Bernardino Mountains ridgeline backdrop from adjacent streets such as Wilson Street, Highland Springs Avenue, and Highland Home Road and of the San Jacinto Mountains, including Mount San Jacinto, from the northern portions of the site and to traffic traveling south on Highland Springs Avenue. The site is not visible from I-10 westbound due to foreground berms and landscaping and is only intermittently and very briefly visible from eastbound lanes. The section of I-10 that traverses the City of Beaumont in the area of the site is not a designated scenic highway and, while designed as an "Eligible" scenic corridor, it does not currently meet the criteria for eligibility based on the poor visual quality of development adjacent to the right-of-way. The project site is visible in the distant background from State Route 243, a designated scenic highway that terminates south of I-10.

Construction of the proposed Project will include mass grading of the site in four phases and subsequent rough grading of individual tracts within the Specific Plan site followed by the associated vertical construction of homes and other facilities. The visual character of the site would be dramatically altered as a result. However, since the site does not itself possess

distinctive scenic resources such as geologic formations, historic structures or significant stands of trees, its grading and development would not result in a direct substantial adverse impact to scenic resource. Development of the site would alter the existing view corridor offered by the undeveloped site and modify the quality of the scenic vista currently available, particularly from Wilson Street. It would not, however, obscure the scenic vista provided by the San Bernardino Mountains to the north or the San Jacinto Mountains to the south from any point along the perimeter of the project with the possible exception of those portions of west-bound Wilson Street and portions of southbound Highland Home Road and Highland Springs Avenue traversing flat, lower elevation terrain along the currently undeveloped frontage, where the foreground would be dominated by homes, perimeter walls and maturing landscape, especially trees, that would block the line of sight to long range views to the north and southeast. That condition currently exists along the entire developed Wilson Street frontage through the City of Banning and extending west into the City of Beaumont.

The 4 phases of proposed mass grading will result in the short-term exposure of unvegetated soils, which would be unsightly and which must be stabilized to prevent erosion and adverse impacts to the site's natural drainage features and surface water quality. To address this condition, the City's grading requirements include the re-vegetation and/or re-seeding of exposed soils in the mass graded area with native plant materials at the earliest possible time (MC Chapter 18.15.020). Should areas that have been mass graded remain undeveloped for a considerable period of time, Title 18 allows the City to require the installation of additional interim landscaping; however, reseeding itself will effectively return mass graded areas of the site not slated for immediate development to a visual aspect very similar to it current state in the interim condition. In addition, the site will be graded pursuant to the requirements of Chapter 17.08(P) which requires the use of contour grading designed to blend with, and to the extent feasible, follow the natural terrain, also required by the Specific Plan Grading Standards. Adherence to cited City Code requirements, Mitigation Measure AES-1, and the provisions of the Specific Plan's Landscape Guidelines and Grading Standards would effectively reduce visual impacts associated with mass grading. Visual impacts created by subsequent site improvement including rough grading and vertical construction would be addressed by the installation of permanent landscape and adherence to the design requirements of the Specific Plan.

Construction will also require the temporary use and storage of heavy equipment and vehicles onsite that may be visible offsite. Pursuant to Mitigation Measure AES-6 the Applicant shall identify construction staging areas and mitigate potentially unsightly equipment by, among other things, requiring a 500 foot setback of the staging area from the nearest residences and screening where feasible.

Development of the proposed Project is expected to occur over a 30-year period and involve not only the four phases of mass grading, but also subsequent rough grading to construct pads and local streets, and construction activities including installation of permanent walls and fencing,

construction of homes, open space improvements, and permanent landscaping at different locations at different times. Accordingly construction phase, interim phase, and operational phase visual impacts can be expected to continue and change until the Project is fully built out Mitigation measures will undertaken incrementally as development proceeds and would vary by site based on the phasing of development.

Impact Analysis - Onsite Backbone & Offsite Infrastructure
Determination: Less than Significant with Mitigation Incorporated

The initial implementation phase of the proposed Butterfield Specific Plan Project would include trenching and installation of water, wastewater, and recycled water pipelines, and dry utilities, and the construction of the major drainage facilities, including the realignment of Smith Creek, in addition to onsite and offsite drainage and/or retention basins, and the multi-use basin in PA 71. These initial construction activities are expected to occur over a 24-month period and would cease upon completion of the initial construction phase. Since the proposed on- and offsite pipelines would be located underground, no long-term impacts to scenic vistas would occur as a result of their construction. Proposed Smith Creek improvements, including offsite culvert improvements and temporary impacts to off-site drainage feature at the north and south boundaries of the Project where Smith Creek enters and leaves the site, would be revegetated and mitigated in accordance with the requirements of the project's biological resource permits (see Section 4.4, *Biological Resources*), and the Creek itself is not sufficiently defined so as to be visible from I-10. The optional sewer lift station, at the intersection of Ramsey Street and Omar Street, would have limited visibility from I-10 due to intervening structures, and would be enclosed in an appropriately designed and screened building.

Mitigation Measures
The following mitigation measure will reduce the visual impacts to scenic resources and scenic vistas associated with the development of the Project in the construction and interim conditions as the Project builds out to a less than significant level. Potential adverse Project effects would also be mitigated through the enforcement of various existing City regulations and ordinances noted above and in the Regulatory Section. In addition, the Project has reduced, avoided or offset potentially adverse impacts to aesthetic resources through Project Design Features summarized in Section 3.7, *Project Design Feature*s:

AES -1: Development or revegetation shall be initiated within three months following initiation of mass grading or clearing activities, where feasible, so as to limit the time graded surfaces remain in their exposed state, consistent with the Specific Plan's approved landscape design guidelines and landscape plans and the provisions of Title 18.15.020 of the City's *Municipal Code*. A Revegetation Plan, addressing interim revegetation during construction and for future development areas prior to buildout, shall be submitted for City review and approval as part of each grading permit application

AES -2: The faces of all slopes shall be prepared, protected and maintained to control erosion and to reduce the visual impacts of slope grading. Slopes in excess of ten feet in height shall be graded pursuant to City Code requirements. Devices or procedures for erosion protections shall be installed as prescribed by State law and regulations and Title 18 of the City's *Municipal Code* and shall be maintained in operable condition by the developer during the duration of the activity for which the grading permit was issued. The use of plastic sheeting for erosion control shall be avoided except where required in emergency conditions to prevent land slippage. Preferred means of erosion and sediment control on slopes and pads shall include hydromulching, placement of straw bales and wind fencing, and the use of straw blankets and similar devises

AES -3: The Project developer shall maintain the site free of debris, which shall be promptly removed from the site when found at least once a quarter and at least daily during construction, and the Project developer shall monitor the site at least once a quarter and at least daily during construction to protect the site from illegal dumping.

AES -4: The Project developer and its successor(s) in interest inclusive of the HOA or Landscape Lighting and Maintenance District, if any, shall maintain perimeter walls, fencing, irrigation, and landscape in a satisfactory condition at all times. Parkways and other landscape features visible from the public right of way shall be maintained free of weeds and trash and graffiti shall be promptly removed.

AES-5: Rough Grading Plans, including a sheet detailing the location of the construction staging, shall be approved by the City Engineer, prior to grading permit issuance. The sheet pertaining to the construction staging shall include the following provisions:

- The construction equipment and supply staging areas shall be at least 500 feet from the nearest residence off site. Staging areas shall be screened where feasible.
- During construction and grading, the construction contractor shall keep the site clear of all trash, weeds, and debris. Compliance with this measure is subject to periodic City inspections.
- The grading contractor shall minimize creation of large stockpiles of soil (in terms of height) to minimize visual impacts pursuant to the provisions of the grading and/or stockpile permit issued by the City Engineer pursuant to the provisions of MC Section 18.09, *Grading Permit Requirements,* and the requirements of the City Engineer.
- All temporary security lighting shall be designed and located so as to avoid intrusive effects on adjacent properties. Proper lighting techniques to direct

light onsite and away from other properties shall be required to reduce light and glare impacts (including directional lighting away from reflective surfaces, use of non-reflective glass, low-intensity lighting, use of lighting baffles, and use of appropriate types of lighting fixtures).

LONG TERM EFFECTS

Determination: Less than Significant with Mitigation Incorporated

The Project site is currently vacant and bounded by Highland Springs Avenue on the west, Wilson Street on the south, and Highland Home Road on the east. Portions of the site are briefly and intermittently visible from east-bound lanes of a portion of I-10 that is an "eligible" State scenic highway. The Project site's natural topography ranges from relatively flat in the southern portion of the site to rolling to steep foothills in the north/northeast. Site elevation ranges from 2560 feet amsl to 3400 feet amsl. A golf course and the Smith Creek drainage channel are proposed to extend through the development from the foothills to the valley floor. Development extending into the foothill area consists of low density residential uses, open space and a portion of the Project's proposed golf course. Development of the site will result in a change in the site's topographic relief and will change its use from open space/live stock grazing to urban development that includes a mix of residential, commercial, recreational, and open space uses.

The visual impact of City-planned urban development reaching into the lower elevations of the San Bernardino Mountains foothills was considered as part of the Banning's 2005 Comprehensive General Plan and addressed programmatically in the General Plan EIR. The General Plan EIR determined that the impacts of such development on the City's scenic resources would be less than significant with the implementation of General Plan EIR mitigation measures cited in the Regulatory Framework section of this analysis, and subsequently incorporated into the City's *Municipal Code*. The proposed Project is an amendment and restatement of the previously approved Deutsch Specific Plan and is located in an area that has long been planned for urban development; therefore, the visual impacts of its development were considered as part of the cumulative impact analysis contained in the General Plan EIR Visual Resources section. All relevant provisions of the Code would apply in full to the development of the proposed Butterfield Specific Plan. Mitigation measure AES-4 would further mitigate the Project's long term impacts by requiring maintenance of the Project's perimeter and internal landscape, including streetscape, walls, parks, slopes and open space areas by a funded Homeowner's Association or Landscape and Lighting Maintenance District.

Although Project development would alter the topography and appearance of the Project site, that development would not necessarily "degrade" its visual quality in the interim or build-out conditions. Construction phase impacts would be temporary and gradual, affecting discrete portions of the site. As implementation of the Specific Plan proceeds, developed areas of the Project site would be suitably landscaped, its slopes vegetated, and the edges blended into the

adjacent natural vegetative cover. The developed foreground of the site would include landscape-enhanced streetscapes and well-designed homes. Perimeter walls and landscaping, landscaped slopes in the higher elevations, the golf course, and reconstructed Smith Creek channel would be among its most prominent visual elements. Development of the proposed Specific Plan Project would include implementation of Specific Plan development standards for architectural design, massing and scale, building materials and colors in addition to landscape standards that feature the use of native plant materials. Approximately 27 percent of the Project site would be maintained in various open space uses. The Project's development would not constitute a barrier to the designation of the Pass area I-10 corridor as a State scenic highway as envisioned by the County RCIP nor would it obstruct long distance views of the foothills and mountains except immediately adjacent to the development boundaries, where the foreground of homes, walls and landscape would block the line of sight.

Impact Analysis – Proposed On-site Satellite Treatment Facility
Determination: Less Than Significant with Mitigation Incorporated

The satellite water treatment facility would collect and redirect wastewater flows from the Project site and neighboring developments, and would be screened by a 6-foot high decorative masonry wall and perimeter landscaping (refer to Section 3.5.3.5, *Infrastructure).* As currently proposed, the treatment facility would be located within an approximate 3 acre site at the northwest corner of Highland Home Road and Wilson Street. All treatment processes would take place within an enclosed structure(s) constructed of decorative concrete block and would use residential architectural design and residential-type roof materials to blend the facility into the surrounding residential community and nearby commercial uses. All employee and maintenance parking would be located within the facility's perimeter walls. In visual aspect, the treatment plant would not differ significantly from nearby commercial development. The tallest structure, a one million gallon water storage tank, would be approximately 36 feet in height, similar to the maximum height of a residential structure and would be set back a minimum of 20 feet from the property line. The plant's elevation would be too low for it to be viewed from east-bound I-10, nor would it obstruct long-range views of the mountain ridgelines to the north and south from that location.

A proposed sewer lift station would be located on a vacant lot in a primarily commercial area (on a less than one-acre size parcel, and only one story tall), and the sub-surface force main from the lift station to the Project site would be installed within existing street rights-of-way, with no lasting impact on visual resources or scenic vistas once construction is complete.

Impact Analysis - Above-Ground Reservoirs
Determination: Less than Significant with Mitigation Incorporated

The development of the proposed Project includes the construction of approximately three above ground water storage reservoirs, as described in Section 4.1.2.1 under *Interim Development*

Setting. Reservoir 1 would be constructed during development phase 1 in one of two possible locations. If located on the proposed school site, the reservoir would be buried underground and would have no impacts on scenic vistas; however, if located on the other alternative site, the pad elevation (2,790 amsl) of the reservoir would be visible from the surrounding community, though the degree of visibility would vary depending upon location, distance, and the presence of visual obstructions such as foreground structures and mature vegetation, tank coloration and the gradual maturing of screening vegetation both around the reservoir and within the surrounding community. Reservoir 2 would be located at an elevation of 3,038 amsl and Reservoir 3 would be located at an elevation of 3,205, which may be visible from the surrounding community and/or the eastbound I-10 corridor. A typical reservoir for this type of development could potentially be as much as 36 feet high with a 110 foot diameter. However, as indicated in Project Design Features 7 and required by Mitigation Measure AES-7, the exterior of the reservoirs would be painted with a matte-finish, earth-toned coating to allow them to blend into the surrounding hillside and would be further screened by perimeter and slope landscape. The combination of appropriate color coating and landscape screening would reduce the optional treatment plant's long-term impacts on scenic vistas to a less than significant level.

Impact Analysis – Offsite Infrastructure
Determination: Less than Significant Impact

There would be no long-term visual resource impacts associated with offsite sub-surface pipelines and no disruption of scenic vistas or scenic resources associated with the I-10 corridor. The offsite sewer lift station would be located on a small commercial lot in an appropriately designed and screened building pursuant to City Design Guideline requirements contained in the City's Municipal Code and the Specific Plan.

Impact Analysis - 115kv Line Relocation
Determination: Less than Significant Impact

The Project includes relocation of two segments of an existing above-ground 115kv power line. Relocated portions will be above-ground, along the northeastern edge of the proposed development area, subject to review and approval by the California Public Utilities Commission (CPUC) and Southern California Edison (SCE). The power line relocation would have negligible effect on views from existing residences located along Highland Home Road and along the western edges of a more recently development subdivision adjacent to the site boundary to the southeast. Existing hillside contours and mature windrows in and around the adjacent subdivisions create a foreground conditions that block views to the north and west where the poles are located. Development within the Specific Plan Project area, including slope landscape as it matures, will further obscure views of the relocated transmission line from on-site and off-site.

Mitigation Measures

Mitigation Measure AES-6 will reduce a potentially significant scenic vista and visual resource impact related to the existing oak tree on Highland Springs Avenue to a less than significant level by requiring avoidance and preservation as the preferred alternative to removal of the tree if at all feasible. Mitigation Measure AES-7 would require finishes and screening for on-site above ground water storage tanks to reduce visual impacts to a less than significant level. Potential adverse Project effects are also "mitigated" through the various existing regulations and ordinances noted above. In addition, the Project has reduced, avoided or offset potentially adverse impacts to aesthetic resources through Project Design Features noted above (all of which are summarized in Section 3.7, *Project Design Features*

AES-6: As part of the final design, improvement plan and grading plan review and approval process, the applicant shall design plans to preserve the existing oak tree along Highland Springs Avenue (or in the event preservation is not feasible, relocate or replace at suitable size).

With the implementation of Project Design Features, including compliance with the Specific Plan's Grading Standards and Landscape Guidelines, Mitigation Measures AES-1 through AES-6, and compliance with the City's grading requirements (Title 18) and landscape design standards (Title 17), which requires a landscape design intended to screen development and blend the project edges with the adjacent natural open space, the Project's long-term impacts on scenic vistas and potential impacts on any scenic resources associated with a potential scenic highway would be reduced to a less than significant level.

Impact 4.1-2: Visual Character

Threshold: *Would the proposed project substantially degrade the existing visual character or quality of the site and its surroundings?*

SHORT TERM CONSTRUCTION AND INTERIM EFFECTS)

Determination: Less Than Significant with Mitigation Incorporated

Impact Analysis - Initial Mass Grading and Interim Development Conditions

Determination: Less Than Significant with Mitigation Incorporated

Refer to discussion above under Impact 4.1-1. The implementation of the proposed Project will occur in phases over a 30-year period. Proposed site development would involve construction activities that may potentially impact the existing visual character and quality of the Project site and surrounding areas incrementally over a substantial period of time. At no point would construction activity occur over the entire site at once. As noted in the previous impact analysis, the Project site will be mass graded in approximately four phases. Exposed, graded surfaces, construction debris, construction equipment, and heavy truck traffic would be visible

in various locations at various times during the lengthy implementation phase of the project; however construction phase impacts would be temporary and, with the exception of mass grading, very limited as to scope and location. The staging and operation of heavy equipment, the appearance of graded areas prior to temporary or permanent re-vegetation, and material and debris stockpiles could result in a temporary degradation of the aesthetic qualities and visual character of the Project site and immediately surrounding area; however implementation Mitigation Measures AES-2, AES-3, and AES-5, in addition to the enforcement of existing provisions of the City's *Municipal Code*, and implementation of the Specific Plan's grading standards would reduce the impacts to the visual quality of the site in both the short-term construction and interim phase conditions to a less than significant level by requiring re-vegetation of graded surfaces including slopes as soon as feasible after grading is completed, requiring contour grading of slopes in excess of 10 feet in height, requiring slope stabilization using hydromulch and other bio-degradable and natural appearing materials and techniques to the extent feasible, avoiding large stockpiles of dirt, requiring contractors to maintain construction and grading sites clear of debris and trash, and mandating the location of staging areas at least 500 feet from residences and requiring screening of these areas.

In addition, the gradual installation of permanent landscape pursuant to the landscape guidelines contained in the Specific Plan over the course of the Project's development will provide further visual relief and gradually transform the appearance of the Project site in a positive way. While mass grading of the site would create temporary visual impacts over larger areas than would be affected by the development of individual subdivisions, prompt reseeding of mass graded areas would quickly return the majority of the site to its current visual aspect at the initiation of that activity. Accordingly, impacts to the visual character and quality of the site and surrounding area associated with Project implementation, especially in the early phases of development, would be reduced to less than significant with mitigation incorporated..

Impact Analysis - Onsite and Offsite Infrastructure
Determination: Less Than Significant with Mitigation Incorporated

Refer to above discussion under Impact 4.1-1. The following discussion supplements the analysis contained in Impact 4.1-1, where relevant for individual Project facilities.

Drainage Improvements
The construction of the proposed offsite drainage improvements include offsite excavation, grading and construction of inlet structures, construction of a multi-use basin north of the proposed extension of Brookside Avenue, realignment of Smith Creek onsite, and channel improvements to the Smith Creek drainage south of the culvert beneath Wilson Street. The potential drainage improvements would be at grade and would result in minimal impacts to visual character once construction is completed and vegetation is re-established. The short-term visual effects associated with construction of proposed on and offsite Smith Creek improvements would result in a less than significant impact on visual character.

Onsite Wastewater Treatment Plant
Construction phase impacts would be temporary and would not differ from impacts associated with the balance of the development.

LONG TERM EFFECTS
Determination: Less than Significant With Mitigation Incorporated

Refer to discussion above under Impact 4.1-1. Development of the proposed Project would replace the vacant grassland character of the site, with a residential, institutional, commercial and recreational development including a golf course, and both natural and landscaped open space. Accordingly, the visual character of the Project site would be permanently altered. However, altering the visual character of a site does not necessarily mean that the visual character or quality of the site is "degraded." The proposed Project is not located in a designated Open Space District, does not contain unique geologic features, visual resources, or cultural/historical resources, and is not located in (or regulated by) an adopted Corridor Protection Plan. Used for occasional cattle grazing, the site is highly disturbed and vegetated primarily with non-native grasses and chaparral, with the exception of scattered brush and trees in the upper and lower reaches of Smith Creek Highland Springs Avenue, particularly in its higher elevations, would continue to provide a view corridor from which motorists and pedestrians would have views both north and south to the mountain ridgelines of the San Bernardino and San Jacinto Mountains. The widening and extension of Highland Home Road would provide an additional view corridor to the mountains and foothills from Wilson Street. Mid-range views of the site's foothill area would still be available, though ultimately altered by development.

Views across the site from Highland Home Road and Highland Springs Avenue may be partially blocked by project development, but these do not, for the most, include significant ridgelines and are private views. Although private views (in this case, from the current residences along the southern, western, and eastern boundaries of the Project site) may be impacted by Project implementation, private views are not expressly protected by State law, local policies, or significance thresholds in the Comprehensive General Plan and Zoning Ordinance EIR.

The design of the Butterfield Specific Plan reflects sensitivity to onsite landforms, and its grading concepts were developed to enhance the Project's compatibility with the existing valley and foothill topography, especially in its edge treatments and approach to cut slopes. The Specific Plan includes Grading Standards that incorporate contour grading to soften the appearance of manufactured slopes and allow for a blending of man-created and natural topography. Slope planting would make use of native plant materials including trees, shrubs and groundcover that would, once mature, provide variations in texture, color, height, and ground coverage that reflect the surrounding natural vegetation as well as providing the appearance of natural uneven ground beneath (e.g., "Landform Landscaping"). The Project's

land use plan incorporates open space planning areas in the far northern and eastern edges of the Project site where elevations are highest to preserve natural edges as they blend into the rugged adjacent foothills.

The Landscape Concept Plan and Specific Plan Landscape Guidelines, together with the requirements of the City's Municipal Code, require incorporation of fuel modification zones (where combustible vegetation within 100 to 150 feet of structures will be modified and controlled) to provide a buffer and transition between residential uses and native habitat. While the purpose of fuel modification zones is to prevent the spread of wildfire into the developed area, these zones would additionally enhance the visual quality of the site relative to the surrounding landscape. Since natural vegetation in these areas is sparse, the thinning required in fuel modification zones would effectively reduce edge impacts. The Specific Plan Landscape Guidelines include utilization of native, drought-tolerant species, which would contribute to a sense of unity with the surrounding environment by enhancing compatibility with the adjacent natural landscape.

The land use plan also identifies easement areas, which provide a setback of approximately 430 feet (100 feet onsite and 330 feet offsite) between the proposed Project development and existing residential developments along the Project's southeastern border. This setback reduce the potential impacts of development on existing residences located in the vicinity of this portion of the Project by providing significant open space between these homes and the development edge.

The Project would include approximately 430 acres of open space, including the golf course, parks and natural open space, an area equivalent to approximately 27 percent of the site. These open space and recreational areas would preserve existing, or create new, scenic vistas. Uses proposed for these open space areas are consistent with the requirements of MC Chapter 17.24-010-050 (Open Space Districts), would substantially enhance the internal appearance of the Project site, and would further reduce any adverse impacts on the visual character and quality of the site and the surrounding area. As the Project develops, its landscape elements would mature and would provide additional visual relief, adding to, rather than detracting from, the visual character and quality of the site and the surrounding area.

The Specific Plan includes several computer-generated renderings, indication conceptualized "before" and "after" views across the Project site from various surrounding locations throughout the Specific Plan, including Exhibits 4.9B and 4.9C.

Accordingly, while development of the proposed Project would alter the existing disturbed grassland aesthetic and visual character of the project site by developing the site as a suburban community, the Project would not *degrade* the existing visual character and quality of the site and the surrounding area. Rather, at build out the proposed Project would *enhance* the visual character of the Project and the visual quality of the site and its surrounding area.

Impact Analysis – Optional On-site Satellite Treatment Facility
Determination: Less than Significant

Refer to above discussion under Impact 4.1-1 The optional onsite wastewater treatment plant will be designed pursuant to Specific Plan Design Guidelines (Section 3.5.5), including appropriate landscaping, lighting, building materials and setbacks, such that potential visual quality and character impacts are reduced to a less than significant level.

Impact Analysis - Drainage Facilities
Determination: Less than Significant

Refer to discussion above under Impact 4.1-1. The installation of drainage facilities and the realignment of Smith Creek onsite will be followed by re-vegetation of the drainage and related facilities pursuant to applicable jurisdictional permits, the Landscape Design Concept of the Specific Plan, and the requirements of the City's Landscape Standards ordinance. Long term effects on visual character and visual quality will be less than significant.

Impact Analysis – Above Ground Water Storage Tanks
Determination: Less than Significant

Refer to discussion above under Impact 4.1-1. With implementation of Project Design Features, long term impacts to visual quality and character of the site or surrounding area associated with the above ground water storage tanks would be reduced to a less than significant level.

Impact Analysis – Offsite Infrastructure
Determination: Less than Significant Impact

Refer to discussion above under Impact 4.1-1. There would be no significant long term impacts to the visual quality and character of the site or surrounding area associated with off-site infrastructure.

115kv Line Relocation
Determination: Less than Significant Impact

Refer to discussion above under Impact 4.1-1. There would be no significant long-term impacts to the visual quality and character of the site or surround areas associated with the relocation of the existing 115kv transmission line.

Mitigation Measures

Mitigation Measures AES-2, AES-6, and Project Design Features will reduce potentially significant impacts to visual character and quality of the site and surrounding area to less than significant levels. Potential adverse Project effects are also reduced through implementation and compliance with the various existing regulations and ordinances noted above. In addition, the Project has reduced, avoided or offset potentially adverse impacts to aesthetic resources through Project Design Features summarized in Section 3.7, *Project Design Features*, of the Specific Plan and listed above.

Impact 4.1-3: Light and Glare

Threshold: *Would the proposed project create a new source of substantial light or glare, which would adversely affect day and nighttime views in the area*?

Impact Analysis - Interim Development and Construction Condition

Determination: Less than Significant with Mitigation Incorporated

Short-term construction activities could include nighttime security lighting, that would potentially introduce new sources of light and glare into the Project site and surrounding properties during the mass grading and infrastructure construction phase, and throughout remaining construction phase(s) of the proposed Project. Construction of offsite infrastructure improvements within public street right of way could occur at night to avoid disruption of traffic and/or to expedite installation. Night lighting onsite could affect adjacent residential uses along the Project's southern boundary (south side of Wilson) and along Highland Home Road and the residences located in adjacent subdivisions at the eastern boundary of the Project site. Locating staging areas a minimum of 500 feet from residential uses to the extent feasible, and requiring that all temporary security lighting be designed and located so as to avoid intrusive effects on adjacent properties as required by Mitigation Measure AES-5, and adherence to the requirements of the City's lighting ordinance would effectively mitigate the potential impacts of onsite night security lighting during the construction phases of the Project. Night construction lighting during the installation of offsite infrastructure could be disruptive to adjacent residential uses or could introduce light into currently dark areas of the hillside in the case of the extension of the State Water Project line. Screening of construction areas where night lighting is used could reduce this impact, which would in any case be temporary, short-term, and would cease upon completion of installation of offsite pipelines.

Since on- and offsite pipelines would be underground, long-term operational impacts associated with light and glare are not anticipated. Minimal security lighting may be implemented at the lift station near the intersection of Omar Street and Ramsey Street; however, since the lift station would be located in an existing commercial area along a major arterial, impacts related to light and glare from this Project feature are considered less than significant.

As each phase is developed, permanent landscape and lighting treatments will provide a visual and light/glare buffer between construction areas and existing onsite and offsite areas. In addition, conformance with the provisions of the City's lighting ordinance and adherence to the lighting control provisions of Mitigation Measure AES-5 and AES-7 will reduce temporary light and glare impacts throughout the construction and interim implementation phases of the Project to less than significant levels.

Impact Analysis – Long Term Build Out
Determination: Significant and Unavoidable

New development can cause visual impacts through the introduction of new light sources that result in glare, light pollution, and light trespass. Glare is defined as the sensation produced by luminance within the visual field that is significantly greater than the luminance to which the eyes are adapted, which can cause annoyance, discomfort, or loss in visual performance and visibility. Light pollution is caused by stray light from unshielded light sources and light reflecting off surfaces that enters the atmosphere where it illuminates and reflects off dust, debris, and water vapor to cause an effect known as "sky glow." Light pollution can substantially limit visual access to the night sky, compromise astronomical research, and adversely affect nocturnal environments. Light trespass causes annoyance, discomfort, distraction, or a loss of visibility. New development can cause these impacts by introducing new light sources such as street lighting, exterior and interior building lighting, vehicle headlights, illuminated signage, traffic signals, sports field lighting, and new glare sources such as reflective building materials, roofing materials, and windows.

As an undeveloped area used for cattle grazing, the existing Project site currently has no sources of light or glare, and therefore does not create light or glare impacts on adjacent land uses. Predominantly residential development abuts the Project site to the northwest, west, south, and southeast. The area to the north and northeast of the Project site is largely undeveloped or sparsely developed. Implementation of the proposed Project would result in construction of up to 5,387 dwelling units, two schools, approximately 36 acres of commercial uses, as well as parks, a golf course, various drainage facilities (including a multi-use basin), a potential satellite wastewater treatment plant, above ground water storage reservoirs, and a potential fire station (pad), all of which would permanently alter the lighting levels of the existing environment. The proposed Project would create substantial new sources of light and glare typical of the suburban uses proposed: streetlights, residential and commercial lighting, security lighting, and safety lighting for the commercial, schools, parks, golf course, and infrastructure facilities. These new sources of light and glare would be most visible from development located along adjacent roadways including receptors such as area residents and traveling motorists. All developed areas and trails will have 24-hour security lighting, and active recreation areas (parks, golf course, schools, community center) may have lighting for activities and events up to 10:00 P.M., per City Municipal Code. The commercial areas and fire station may have 24-hour lighting as permitted in the Specific Plan and Municipal Code.

Pursuant to City Code, street and sign lighting within the Project would be oriented toward and confined within the development site to prevent spillover into adjacent properties. In addition, as a Project Design Feature, the proposed Specific Plan includes design guidelines that are intended to make the development as compatible with the rural nature of the area as possible, by, among other things, controlling light and glare impacts. As noted under Project Features, these provisions include the following:

- Architectural lighting and landscape accents shall be aesthetically pleasing and non-obtrusive.
- Shielded lights shall be utilized throughout the community to reduce light glare in compliance with the City's Municipal Code requirements.
- All lighting shall be designed and located to reduce power consumption to its lowest practical level and be compatible with the lighting on adjacent units.
- Streetlights shall conform to the overall project theme and City standards. The number of street lights on local streets would be reduced by locating light only at local street intersections, knuckles, and cul-de-sacs and would not be placed mid-block in order to reduce nighttime light and glare impacts.
- All exterior lighting for identification, pools, water features, and landscaping shall be subdued and indirect to prevent spillover onto adjacent lots and streets as required by City ordinance.
- Exposed bulbs, spotlights, and reflectors are prohibited.
- Nighttime lighting for parks and golf course are subject to City Municipal Code restrictions (10:00 P.M. shutoff without prior approval), and security lighting will be provided at all facilities, trails, parks, etc., per City Municipal Code.

Mitigation Measures

Mitigation Measure AES-7 will reduce potentially significant light and glare impacts to the extent feasible. The Project has also reduced, avoided or offset potentially adverse impacts to light and glare through Project Design Features noted above (all of which are summarized in Section 3.7, *Project Design Features).*

AES-7: Prior to issuance of building permits, architectural plans, including detailed lighting specifications, shall be submitted for the review and approval by the City of Banning Community Development Director. The specifications shall be consistent with lighting standards included in the Specific Plan and shall meet or exceed the lighting standards contained in the City's *Municipal Code.* The lighting plans must demonstrate the following to the satisfaction of the City of Banning Community Development Director:

- Use of low-sodium lamps of 4,050 lumens or less where feasible, to provide for adequate public safety and security;

- A lighting standard that is shielded to direct illumination downward and to limit casting light and glare on adjacent properties;
- Exterior lighting, including street lights, landscape lighting, parking lot lighting, and lighting of the interior of parks and trails shall be sufficient to establish a sense of well-being for the pedestrian and sufficient to facilitate recognition of persons at a reasonable distance. Type (lighting standard) and placement of lighting shall be to the satisfaction of the Police Department and Department of Public Works and shall be consistent with the requirements of the City's most current lighting ordinance and the standards of the Specific Plan ;
- A minimum of one foot-candle at ground level overlap provided in all exterior doorways and vehicle parking areas, and on outdoor pedestrian walkways presented on a photometric plan; and
- Outdoor light fixtures that are not covered by the Specific Plan's lighting standards shall be subject to the City of Banning *Municipal Code*.

While implementation of Mitigation Measures AES-5 and AES-7 and adherence to the requirements of the City's lighting ordinance would partially reduce residual light and glare impacts, they would remain significant and unavoidable.

4.1.5 CUMULATIVE IMPACTS

AESTHETICS

Determination: Less than Significant with Mitigation Incorporated

The geographic context for the analysis of cumulative visual impacts is the San Gorgonio Pass area including the City of Banning, the City of Beaumont, and the adjacent unincorporated areas of the County of Riverside. The proposed Butterfield Specific Plan Project would contribute to the on-going development of projects on undeveloped or vacant land through the creation of a new residential community. According to the *City of Banning General Plan EIR*, build out of the General Plan would result in significant visual impacts within the City, which would be mitigated to a less than significant level through the implementation of EIR-specified mitigation measures which have since been incorporated into the City's *Municipal Code*. Implementation of the proposed Project in compliance with current City standards, proposed Mitigation Measures, and the design guidelines contained in the Specific Plan would result in less than significant impacts related to scenic vistas and visual character.

LIGHT AND GLARE

Determination: Significant and Unavoidable

Given the size of the proposed Project relative to anticipated future development in the City, the Project's impact on cumulative light and glare would be perceived as a substantial part of the

overall, cumulative visual changes that would occur at General Plan build out. Although the surrounding area is quickly urbanizing, there will be additional light and glare generated from the proposed Specific Plan.

The nature of the proposed development, the magnitude and scale, and the existence of sensitive receptors (residences and the hospital) adjacent to the site will result in significant light and glare impacts to these areas. The proposed Project would contribute to light and glare in conjunction with past, present, and future projects. Mitigation Measures are proposed to reduce this impact; however, this is considered a significant cumulative impact.

4.1.6 LEVEL OF SIGNIFICANCE AFTER MITIGATION

Implementation of the proposed Project with Mitigation Measures AES -1 through AES-6 and adherence to the applicable provisions of the City's Municipal Code and the architectural and landscape standards contained in the Specific Plan would reduce aesthetic impacts related to scenic vistas, visual character to a less than significant level. Even with recommended mitigation measures, the Project's impact on light and glare is considered significant and unavoidable (although typical of any large-scale residential development, and mitigated to the extent feasible).

1 Looking northeast from corner of Highland Springs Avenue and Wilson Street

2 Looking east from intersection of Highland Springs Avenue and E. 14th St.

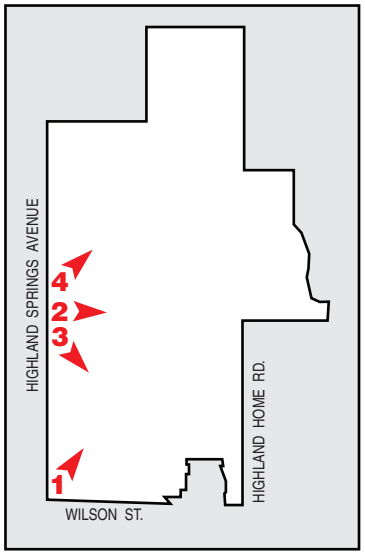

PHOTO INDEX MAP

3 Looking southeast from intersection of Highland Springs Avenue and E. 14th St.

4 Looking northeast on Highland Springs Avenue.

SOURCE: RBF Consulting, site visit conducted on August 26, 2010

RBF CONSULTING

NOT TO SCALE

5/27/11 JN: 65-100290

PARDEE HOMES • BUTTERFIELD SPECIFIC PLAN

On-Site Photographs 1 thru 4

EXHIBIT 4.1-1A

5 Looking east from Brookside Avenue at Highland Springs Avenue (Brookside / Highland Home Road connection)

6 Looking east along Wilson Street

7 Looking northwest toward Smith Creek at Wilson Street

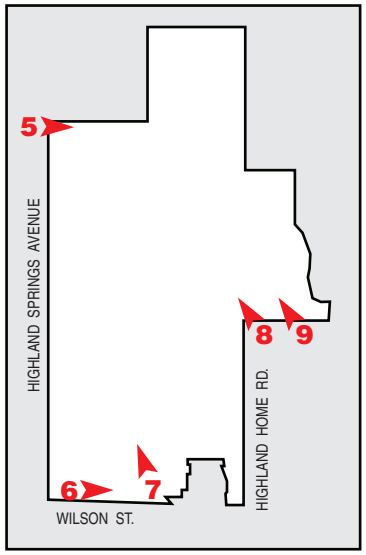

PHOTO INDEX MAP

8 Looking northwest from eastern boundary, vicinity of Mockingbird Lane

9 Looking northwest from eastern boundary, vicinity of Mockingbird Lane

SOURCE: RBF Consulting, site visit conducted on August 26, 2010

RBF CONSULTING

NOT TO SCALE

5/27/11 JN: 65-100290

PARDEE HOMES • BUTTERFIELD SPECIFIC PLAN

On-Site Photographs 5 thru 9

EXHIBIT 4.1-1B

1 Looking south on Noble Street (SWP pipeline alignment)

2 Looking west on Brookside Avenue (SWP pipeline alignment)

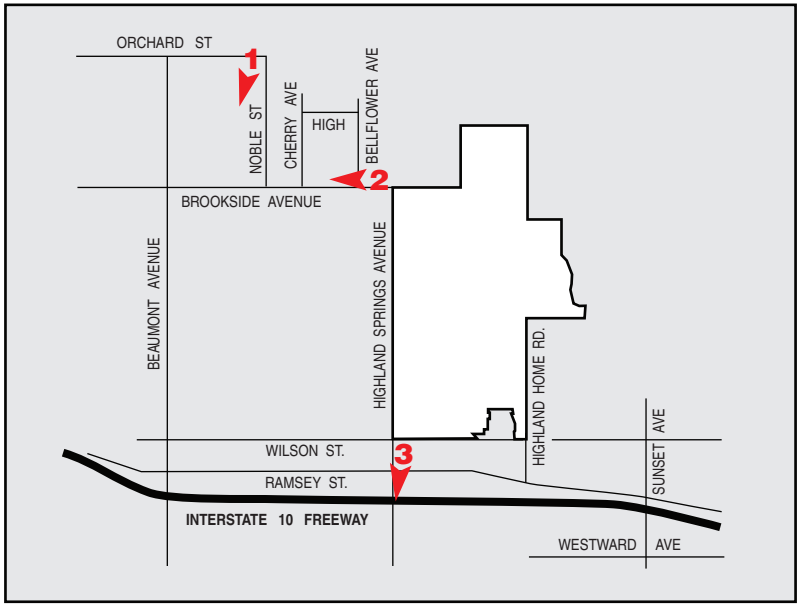

PHOTO INDEX MAP

3 Looking south on Highland Springs Avenue (Road improvements)

SOURCE: RBF Consulting, site visit conducted on August 26, 2010

NOT TO SCALE

5/27/11 JN: 65-100290

PARDEE HOMES • BUTTERFIELD SPECIFIC PLAN

Off-Site Photographs 1 thru 3

EXHIBIT 4.1-1C

4 Looking south on Wilson Street at future Smith Creek improvements location

5 Looking north on Highland Home Road at Wilson Street

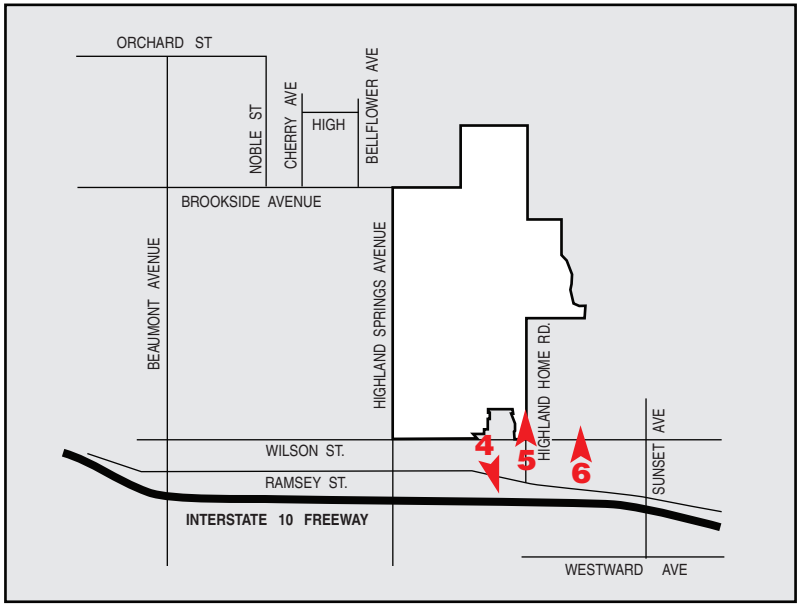

PHOTO INDEX MAP

6 Looking north along Omar Street

SOURCE: RBF Consulting, site visit conducted on August 26, 2010

NOT TO SCALE

5/27/11 JN: 65-100290

PARDEE HOMES • BUTTERFIELD SPECIFIC PLAN

Off-Site Photographs 4 thru 6

EXHIBIT 4.1-1D

7 Looking northwest from Hwy 243 toward project site

8 Looking northwest from Hwy 243 toward project site

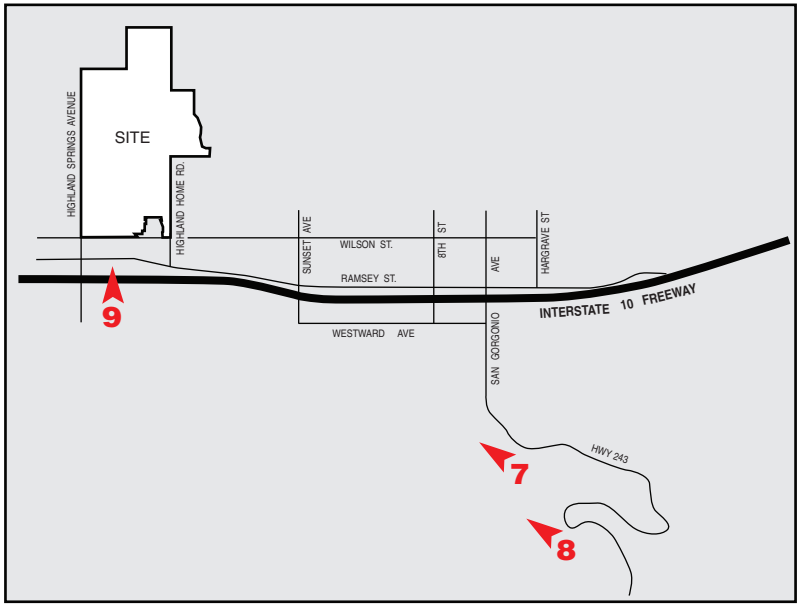

PHOTO INDEX MAP

9 Looking north toward project site from westbound Interstate 10 freeway

SOURCE: RBF Consulting, site visit conducted on March 18, 2011

RBF CONSULTING

NOT TO SCALE

5/27/11 JN: 65-100290

PARDEE HOMES • BUTTERFIELD SPECIFIC PLAN

Off-Site Photographs 7 thru 9

EXHIBIT 4.1-1E