

CITY OF RICHMOND TERMINAL ONE PROJECT

Draft Environmental Impact Report

Prepared for
City of Richmond

February 2016



4.1 Aesthetics

4.1.1 Introduction

This section evaluates the potential for the project to result in significant adverse impacts to aesthetics. The evaluation considers existing visual conditions (generally as of December, 2015) and assesses the effects of the project on scenic vistas and scenic resources, visual quality and visual character, as well as its potential to have adverse light and glare effects. This section incorporates photographs and computer-generated visual simulations illustrating the “before” and “after” conditions of the project site and its surroundings.

4.1.2 Environmental Setting

Existing Visual Conditions

Regional and Local Setting

Richmond borders the east side of San Francisco/San Pablo Bay, and is west of the Sobrante Ridge, which is a segment of the San Pablo and Potrero Hills Range in Contra Costa County. Richmond is approximately 8 miles northeast across San Francisco Bay from San Francisco (18 driving miles), approximately 6 miles northwest along San Francisco Bay (12 driving miles) from Oakland, and approximately 12 miles east of Marin County/San Rafael (across the Richmond/San Rafael Bridge).

Richmond comprises approximately 56 square miles of land and water. The City is relatively flat and low lying, with gradual elevation increases occurring towards the eastern portions of the City as it approaches the Sobrante Ridge. Richmond has a largely built-out environment with the majority of its natural open space areas limited to the City edges. Richmond’s proximity to the San Francisco Bay, coupled with the gradual topographic changes from the coastal edge to the mountain ranges, provide a wide range of natural hillside and Bay views from various areas. Long range views within the City are generally expansive because of the flat terrain throughout the City.

Project Site

The 13.3-acre Terminal One project site is located within the Point Richmond neighborhood and sits at the southwestern-most tip of the city. The dry land portion of the site consists of approximately 12.6 acres reclaimed as part of the development of the Port of Richmond during the early 1900s. The remaining approximate 0.7-acre portion of the project site consists of submerged tidelands. The site includes about 1,100 lineal feet of San Francisco Bay shoreline, all of which is armored with rip rap consisting primarily of large pieces of concrete and asphalt.

Figure 4.1-1 presents a location key to several photographs (P) of the existing visual conditions of the project site and its surroundings, which are shown in **Figure 4.1-2 (P1)** from a birds-eye view.



SOURCE: ESA; Google Maps

City of Richmond Terminal One Project EIR . 140325

Figure 4.1-1
Photograph Locations Key



SOURCE: Kwan Henmi Architecture & Planning, Environmental Vision

City of Richmond Terminal One Project EIR . 140325

Figure 4.1-2
Vicinity Birds Eye View - Looking North (P1)

The project site is a former waterfront industrial site with no active uses. The site was originally used for shipping and transport, warehouse utilities, storage, and other port-related industrial activities. Most buildings and structures have been demolished and removed from the project site; an approximately 94,000-square-foot former port operations warehouse building (the Terminal One Warehouse) that is partially supported by a shoreline pier (the Terminal One Pier) remains.

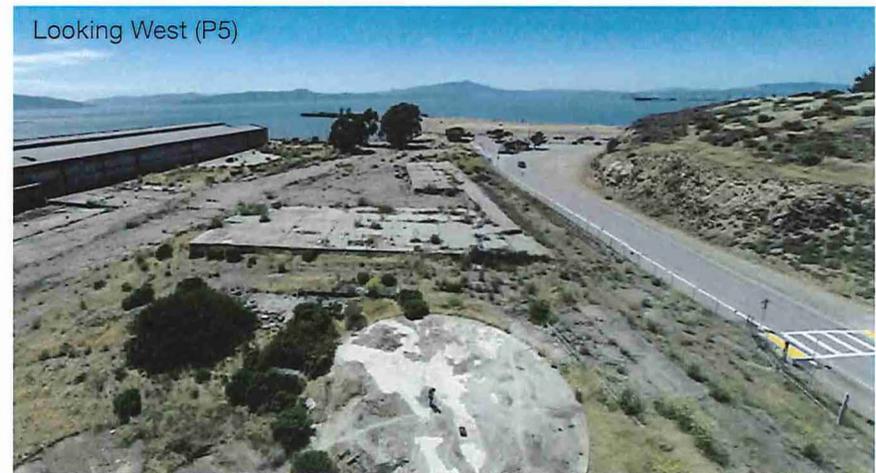
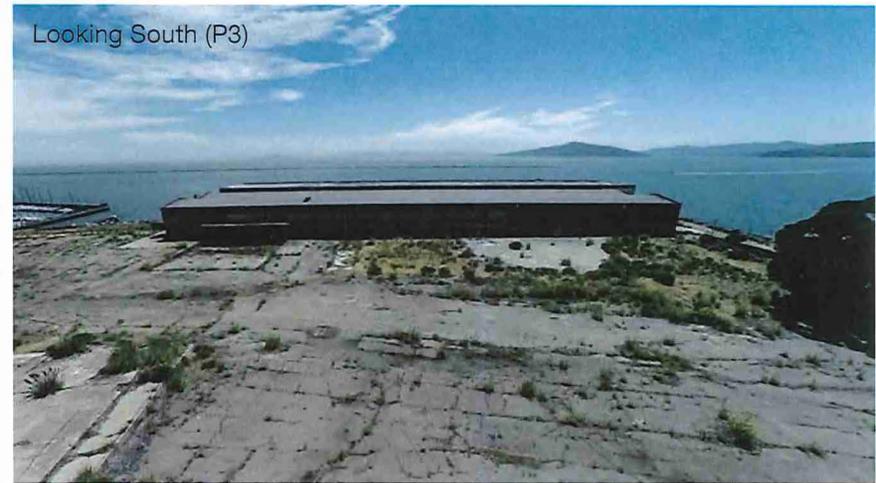
Generally, the site is flat with highly disturbed land from which most natural vegetation was previously removed by grading, paving, filling, compaction, or other past land uses. The property is in disrepair and exhibits extensive graffiti as evidence of unauthorized access. Disconnected sections of railroad tracks, building foundations, storage tank pads, asphalt paving and other remnant hardscape surfaces are also present on the site. Much of the site consists of vegetation (primary grass and low scrub) encroaching onto and through paved areas. In addition to the Terminal One Pier, the shoreline includes a small tie-off/viewing pier.

Figure 4.1-3 includes a series of photographs (P2 through P5) that present the visual conditions of the project site.

Areas Surrounding the Project Site

The project site is bounded on the east by the Richmond Yacht Club, on the north by Brickyard Cove Road and the uplands of the Miller/Knox Regional Shoreline park (Miller/Knox park, which is maintained by the East Bay Regional Parks District [EBRPD]), on the west by Dornan Drive and Miller/Knox park (Ferry Point), and on the south by the San Francisco Bay. Views of areas adjacent to the site are described below and reflected in the series of photographs (P6 through P9) that follow and show the visual conditions of surrounding areas as viewed from the project site.

- **Looking North/Northwest from Project Site – Figure 4.1-4a (P6).** Brickyard Cove Road borders the north side of the project site. A steep, vegetated bluff in Miller/Knox park that rises to approximately 200 feet in elevation above Brickyard Cove Road (with West Ridge Point approximately 180 feet above the elevation of the road and the project site) dominates the view to the north of the site. The Richmond-San Rafael Bridge is visible from the site looking to the northwest.
- **Looking East/Northeast from Project Site - Figure 4.1-4b (P7).** Land uses to the east/northeast of project site have transitioned from port-related heavy and light industrial uses to a mix of residential, marina, commercial, and other non-industrial uses. Specifically, the Richmond Yacht Club is located east of the project site and includes wet berths and a large parking lot with boat trailer spaces that borders the eastern boundary of the site. Residential areas east of the Yacht Club visible from the site include single-family homes built on platforms over the water extending along Pelican Way, Sanderling Island, and Sandpiper Spit. Northeast of the project site is Brickyard Landing, comprising approximately 240 hillside condominium units in four shingled buildings, four to five stories in height over podium parking garages. Seacliff Estates, a development of single-family homes, is east of Brickyard Landing.



SOURCE: Kwan Henmi Architecture & Planning, Environmental Vision

City of Richmond Terminal One Project EIR . 140325

Figure 4.1-3
Existing Project Site Visual Conditions



Figure 4.1-4a: View Looking North from Project Site (P6)

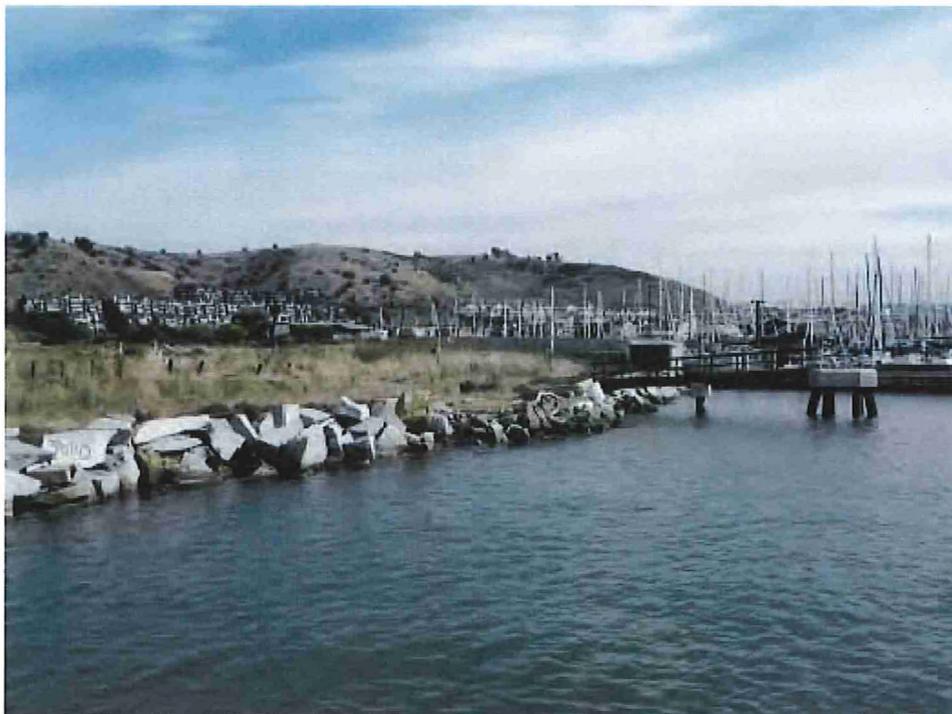


Figure 4.1-4b: View East/Northeast from Project Site (P7)

- **Looking South from Project Site - Figure 4.1-4c (P8).** The San Francisco Bay Richmond Inner Harbor channel is south of the project site. The channel is primarily used for recreational boating; however, auto warehouse ships also travel through to access the Port of Richmond. Views of the Bay south of the project site include a breakwater (a narrow barrier composed of stones and with the appearance of a sea wall, approximately one mile long, that acts to protect the deepwater channel to the Richmond Inner Harbor) connected to Brooks Island. Angel Island and the northern shore of San Francisco can be seen from this view.
- **Looking West from Project Site - Figure 4.1-4d (P9).** Ferry Point, a peninsula that was once the western terminus of the transcontinental railroad, is located across the water approximately 0.2 miles west of the project site. Views west of the project site are generally characterized by the flat open space shoreline area of Miller/Knox park, and include trails and a fishing pier and beach at Ferry Point at the southern tip of the park.

Views Toward the Project Site

The following describes selected views toward the project site from various public locations. Each is described below and reflected in a series of photographs in **Figures 4.1-5a through 4.1-8b** (P10 through P19) (see photographs key, **Figure 4.1-1**).¹

- **Project Site from Ferry Point Beach (from the west) - Figure 4.1-5a (P10).** This view shows the rip-rap shoreline at the site and a view of the Terminal One Warehouse. The project site sits at a higher elevation than the beach, as this view conveys. Views to the southeast beyond the site are largely obstructed by the warehouse structure.
- **Project Site from Ferry Point Fishing Pier (from the west) - Figure 4.1-5b (P11).** This view location is nearly 500 feet west of the site and provides a slightly more northerly view toward the project site compared to the Ferry Point Beach view (P10). This view centers on the west end of the Terminal One Warehouse and its pier and rip-rap shoreline. In the mid-ground, the view includes the San Francisco Bay, Ferry Point Beach, and the shoreline. The view also shows the wet berths of the Richmond Yacht Club east of the warehouse building and residential areas further east. This view also captures two large white industrial (petroleum product) tanks on the hillside just east of Seacliff Drive. The eastern ridge and hillsides remain visible in the distance, as do the uplands of Miller/Knox park. (This view was selected for visual simulations of the project, presented in the *Impacts and Mitigation Measures* analysis portion of this section as **Figure 4.1-14**.)

¹ EBRPD requested inclusion of views from Miller/Knox Shoreline / Ferry Point (P10 through P12) in this EIR.



Figure 4.1-4c: View South from Project Site (P8)



Figure 4.1-4d: View West from Project Site (P9)

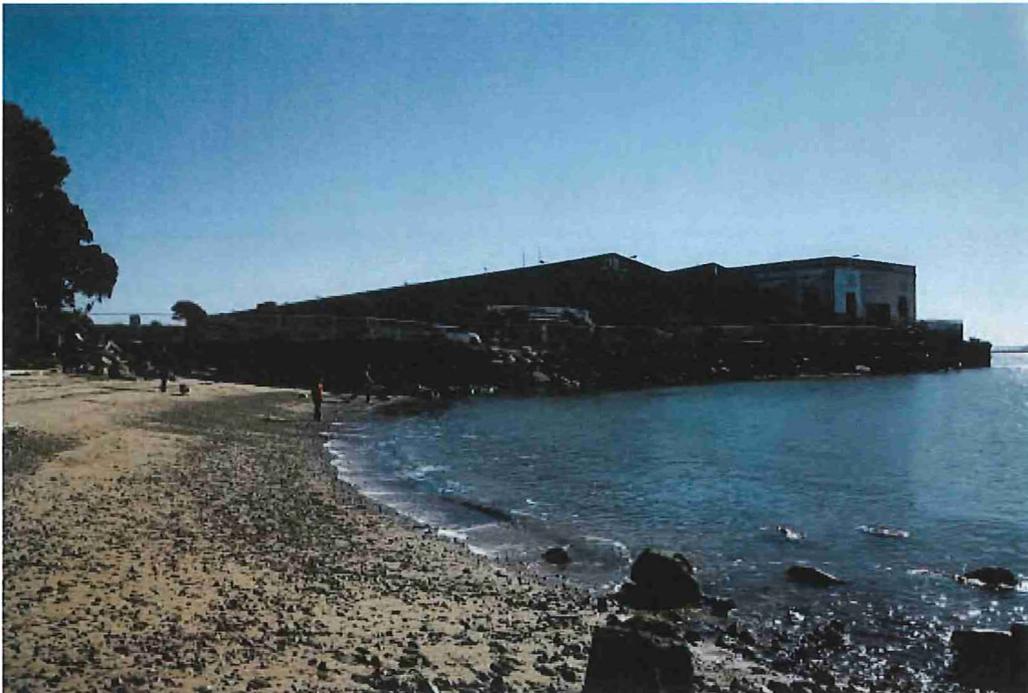


Figure 4.1-5a: Project Site from Ferry Point Beach (from the west) (P10)

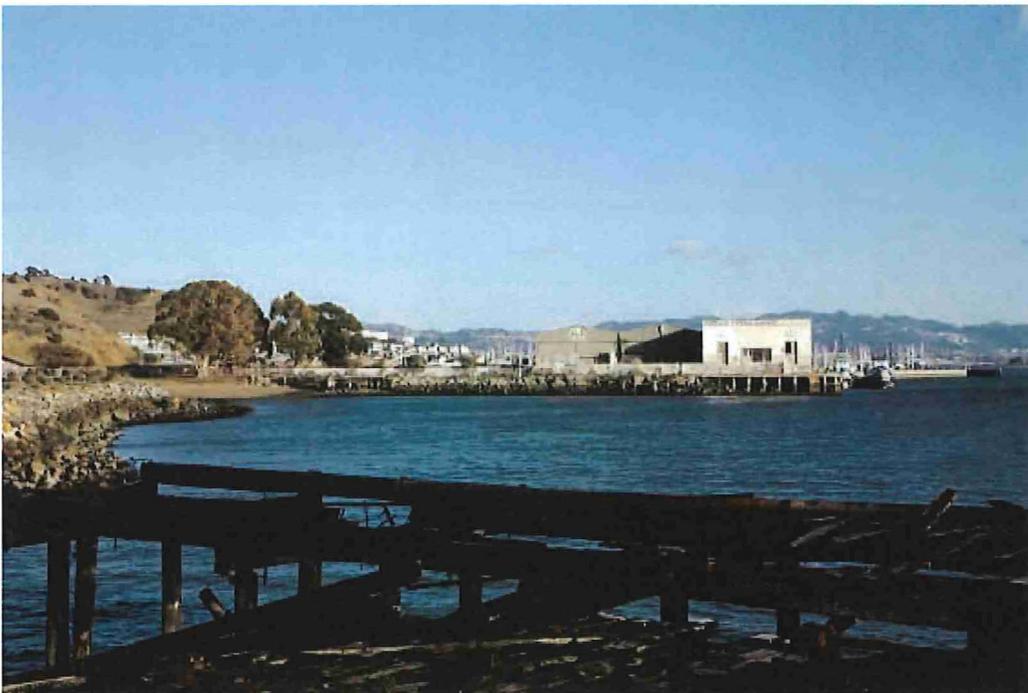


Figure 4.1-5b: Project Site from Ferry Point Fishing Pier (from the west) (P11)

- **Project Site from Miller/Knox Park (from the west) - Figure 4.1-6a (P12).** This view is from about 800 feet north of the Ferry Point fishing pier (P11), along the shoreline in Miller/Knox park. From this viewpoint, Miller/Knox park is most evident in the near- and mid-ground; in the mid-ground, the length of the Terminal One Warehouse, several trees, and the Miller/Knox park bluffs are also visible. In the distance, the roof of the Richmond Yacht Club and some homes east of the yacht club are visible.
- **Project Site from Dornan Drive (from the north) - Figure 4.1-6b (P13).** In this view, the road and Miller/Knox park hillside curve to the east, with the project site central to the view. This view is largely transitory (as it is a roadway corridor) and from this particular location the view captures mature trees on the site as well as the Terminal One Warehouse beyond the trees. Distant views across the Bay are largely blocked by the warehouse structure, except for a narrow area to the west of the warehouse (right side of the photo). (This view was selected for visual simulations of the project, presented in the *Impacts and Mitigation Measures* analysis portion of this section as **Figure 4.1-13.**)
- **Project Site from Miller/Knox Uplands Bench (from the north) - Figure 4.1-7a (P14).** This view location sits nearly 90 feet above the project site at the location of a bench next to a trail, and provides expansive views across the site and of the breakwater south of the site, as well as across the Bay to San Francisco, Treasure Island, the Bay Bridge, Mount Tamalpais, and the Marin Hills (hills in the southern part of Marin County). The bench faces towards the west/southwest. The foreground view includes part of the bluff below the bench. The existing Terminal One Warehouse blocks most of the shoreline from this view. (This view was selected for visual simulations of the project, presented in the *Impacts and Mitigation Measures* analysis portion of this section as **Figure 4.1-12.**)
- **Project Site from Miller/Knox Ridge (from the north) – Figure 4.1-7b (P15)** This panoramic view is from an elevation of about 180 feet above the project site – slightly higher and to the east of the Miller/Knox uplands bench location (P14). Similar to that view, this view captures distant cross-Bay views to San Francisco and the Bay Bridge, as well as closer views of Angel Island and the Marin Hills. This location is at an elevated perspective that provides a panoramic and relatively unobstructed view, extending from the East Bay Hills (hills east of I-580, located in communities such as Richmond, El Cerrito, Kensington, and Berkeley) to the east to the Marin Hills to the west. Even at this higher elevation, this view does not fully capture the shoreline, due to the obstruction of the Terminal One Warehouse. Most of the project site can be seen from this view. This view also captures the open area east of the Terminal One Warehouse and the wet berths of the Richmond Yacht Club. (This view was selected for visual simulations of the project, presented in the *Impacts and Mitigation Measures* analysis portion of this section as **Figure 4.1-11.**)
- **Project Site from Brickyard Cove Road (from the northeast) - Figure 4.1-8a (P16).** Similar to view P13, this view is largely transitory (as it is a roadway corridor) and as the motorist approaches the project site at this particular location, the view towards the Bay and Mount Tamalpais is largely blocked by the Terminal One Warehouse. The upper part of Mount Tamalpais and the Marin Hills are visible above the roofline of the warehouse. Vegetation along the roadway blocks views to the Bay. (This view was selected for visual simulations of the project, presented in the *Impacts and Mitigation Measures* analysis portion of this section as **Figure 4.1-10.**)
- **Project Site from East Miller/Knox Uplands, Crest Trail Near Sea Cliff Drive (from the northeast) - Figure 4.1-8b (P17).** This distant view captures the project site in a broad context, within the range of development and land uses in the area, including the Miller/Knox park, the Richmond Yacht Club and wet berths, and a range of varying housing development types. The Terminal One Warehouse is visible along the shoreline.



Figure 4.1-6a: Project Site from Miller/Knox Shoreline park (from the west) (P12)



Figure 4.1-6b: Project Site from Dornan Drive (from the north) (P13)



Figure 4.1-7a: Project Site from Miller/Knox Uplands Bench (from the north) (P14)



Figure 4.1-7b: Project Site from Miller/Knox Ridge (from the north) (P15)



Figure 4.1-8a: Project Site from Brickyard Cove Road (from the northeast) (P16)



Figure 4.1-8b: Project Site from Miller/Knox Uplands, Crest Trail Near Sea Cliff Drive (from the northeast) (P17)

Existing Buildings

The 94,000-square-foot Terminal One Warehouse is the only structure remaining onsite. The warehouse is partially supported by the Terminal One Pier and is situated within the southwestern quadrant of the site, extending over the shoreline. The Terminal One Warehouse building is approximately 49 feet high (measured at the peak of the roof) and extends about two-thirds of the length of the site's waterfront edge.

Existing Lighting

Existing nighttime lighting in the vicinity primarily consists of security lighting on the project site and lighting within the adjacent Ferry Point Park and parking lot, street lighting along Brickyard Cove Road and Dornan Drive, and security lighting for the Richmond Yacht Club.

Scenic Vistas/Corridors and Scenic Resources

According to the City of Richmond General Plan EIR, various points throughout the City of Richmond have views of the shoreline or the hillside that would constitute a locally recognized "scenic vista" or "scenic corridor." The project site is located along the San Francisco Bay, south of Brickyard Cove Road, at the south terminus of Dornan Drive, and adjacent to and below the Miller/Knox park and uplands. The main public scenic vista in the vicinity of the project site is the expansive view of the San Francisco Bay from the Miller/Knox bluff, which affords at least 270-degree panoramic views across the Bay and encompasses the Marin Hills and the East Bay Hills. The Miller/Knox park uplands provide expansive scenic views of the Bay across the site, with the Terminal One Warehouse obstructing views of the shoreline and partially obstructing views of the breakwater south of the site. The South Garrard Boulevard-Dornan Drive-Brickyard Cove Road corridor, which includes a portion of Brickyard Cove Road and Dornan Drive north of the project site, has been identified in the City of Richmond General Plan EIR as a scenic corridor. Both Brickyard Cove Road and Dornan Drive afford partial views of the San Francisco Bay and skyline, as well as the Marin Hills and Mount Tamalpais.

The City of Richmond General Plan EIR identifies numerous "scenic resources" that are captured within views from the aforementioned scenic vistas or corridors. Relevant to the project site and in addition to the San Francisco Bay and cityscape and Marin Hills/Mount Tamalpais are the scenic resources of San Pablo Bay, Angel Island, the Berkeley Hills, San Pablo Ridge, Potrero/San Pablo Hills, Albany Hills, the Richmond San Rafael Bridge, Chevron Refinery, and Point Richmond.

As depicted in the series of photographs presented in **Figures 4.1-5a** through **4.1-8b** (P10 through P17), the project site and Terminal One Warehouse are visible within several public view corridors. View corridors include public roadways and publicly-accessible spaces, such as recreational and open space areas. The chief public view corridors from which the project site can be seen are nearby streets, primarily Brickyard Cove Road and Dornan Drive, which afford partial views of the San Francisco Bay as well as the San Francisco skyline and Marin Hills. Most views across the project site are partially obscured by the existing Terminal One Warehouse and do not capture the Bay shoreline or breakwaters.

4.1.3 Regulatory Setting

City of Richmond General Plan Land Use Designation

The project site's General Plan land use designation is Medium-Density Residential, which allows for single and multi-family housing types such as one to three-story garden apartments, townhouses, and stacked flats. The project will include buildings of up to five stories over a single story parking podium. The proposed maximum building height is consistent with the Medium Density Residential allowance for heights to exceed 35 feet with approval of a Planned Area (PA) District. (See *Planned Area District* discussed under *City of Richmond Zoning Ordinance / Municipal Code*.)

Relevant General Plan Policies

The Richmond General Plan 2030 contains several policies related to views, scenic vistas, and visual character. As discussed above, several scenic routes, scenic corridors (including the South Garrard Boulevard-Dornan Drive-Brickyard Cove Road corridor), and scenic vistas have been identified by the City as having a positive aesthetic value for both visitors and residents, and constitute locally recognized scenic vistas and corridors.

The City of Richmond Conservation, Natural Resources and Open Space Element contains the following policies related to views, scenic vistas, and visual character:

- **Goal CN2: Conserved Open Space.** Conserve open space to ensure that Richmond's expansive shoreline, network of parklands, trails, hillsides and undeveloped natural areas remain viable in supporting biological communities and providing sanctuary for future generations. Conserve open space, expand public access to open space, where appropriate, and acquire additional lands where feasible. Continue to protect surrounding hills and viewsheds as character-defining features that provide scenic backdrops, as well as publicly accessible trails and vistas.

Policy CN2.2 Richmond Shoreline. Minimize the impacts of development on the shoreline with special attention to intensity, density, and proximity to the water. Conserve, protect and enhance natural and cultural resources along the Richmond shoreline. Promote a balance of uses along the shoreline that supports multiple community needs such as economic development, recreation, historic preservation and natural resource protection.

- Provide a mix of residential and recreation uses in the Southern Gateway change area; support an active industrial waterfront around the Port and along the Santa Fe Channel; and promote a cultural heritage shoreline west of the Port.
- Protect and restore wetlands, native habitats and open space; develop shoreline parks and trails to increase public access; encourage recreation and tourism activities; and enhance and showcase historic and cultural resources. Prepare, adopt, and implement plans that will to [sic] protect natural and built environments from adverse potential impacts of sea level rise due to climate change.

Policy ED8.4 Public Access to Shoreline. Improve the public access to the shoreline. Support the expansion of trails, viewpoints and supporting infrastructure to fully

capitalize on the shoreline's prime access to the Bay, while protecting natural resource areas such as marshlands and wetlands. Promote recreational activities, such as hiking, biking, kayaking, bird watching, and fishing, that respect the Bay and enhance the shoreline as a valuable resource for the community.

Policy ED1.7 Richmond's Waterfront as a Community Amenity. Continue to redevelop Richmond's waterfront as a publicly accessible amenity to attract new residential and commercial development and provide expanded recreational activities and open space. Waterfront sites with quality views can be leveraged for residential, commercial and recreational uses. The City's parks should also be maintained and enhanced to maximize their benefit to the community and as an attraction for new business.

City of Richmond Zoning Ordinance / Municipal Code

The City of Richmond Municipal Code, of which the Richmond Zoning Code is Article 15, provides development standards that guide the City in its development practices and protects views. The Municipal Code guidelines aim to create standards that allow for the development of new and innovative structures that maintain established natural and man-made views that help define the City of Richmond.

Zoning Designations and Regulations

The project site is designated C-C, Coastline Commercial zone, with a Special Features Overlay (SFO), District No. 1, Brickyard Cove Area.

C-C Coastline Commercial Zone. The C-C zone (RMC 15.04.250) is intended to "create, preserve and enhance areas with a selective range of retail establishments serving both short and long-term needs of water oriented uses, most often marinas and the needs of shoreline residents and visitors." The City recognizes that the C-C zoning district is no longer consistent with the General Plan (discussed above). Certain C-C zone development standards that are particularly relevant to this assessment of aesthetics include the following:

- Minimum Lot Area: None
- Floor Area Ratio (FAR): 0.6 FAR maximum
- Building Height: 35 feet maximum
- Setbacks: None, except when adjacent to a residential lot or zone.

Other Performance Standards. The Richmond Zoning Ordinance also includes the following performance standards particularly related to aesthetics:

- Lighting and Glare: This provision requires that lighting, reflective surfaces and other sources of illumination are designed to prevent glare on the public street or adjacent parcels. Lights shall be shielded at lot lines so as not to be directly visible from an adjoining residential district. (Section 15.04.840.040)
- Design Review: This provision requires compliance with Design Review permit site development and review procedures, with emphasis placed on project design, site planning, building elevations, and neighborhood compatibility. (Section 15.04.840.070). (Also see *Planned Area District, PA Design Review*, below.)

Special Features Overlay (SFO), District No. 1, Brickyard Cove Area. The SFO, District No.1 (RMC 15.04.520.060) includes additional regulations that pertain to the Brickyard Cove Area. The regulations address conditions of development on sloped sites and pertaining to Brickyard Cove. Specific finding for development in this area is that the “ removal of earth material from the hill slopes, possible lowering of the ridge crest, and diking or filling within Brickyard Cove without appropriate city control can result in irreparable injury to the public peace, health, safety and general welfare and to the orderly growth of this area.” The regulations include the following, for which the specific controls and findings are prescribed:

- Regulation #1. Preservation of the Ridge Crests.
- Regulation #2. Preservation of Natural Hill Slopes, Rectification of Scarred Areas, and Enhancement of the Environment.
- Regulation #3. Preservation of Brickyard Cove as a Water Body of Scenic Interest.

Although the Terminal One project site is within the District No. 1 SFO, it is relatively flat and not directly adjacent to Brickyard Cove.

The project proposes to re-zone the project site to Planned Area District.

Planned Area District. The purpose of the Planned Area (PA) district is to promote development of large areas in substantial compliance with the principles and standards of the Richmond General Plan. This includes permitting appropriate variety and diversity in the composition and relationship of land uses, building types, structures, lot sizes and open spaces. (RMC 15.04.600) The specific purposes of the PA district are as follows:

- A. Establish a procedure for the development of large parcels of land (2 acres or more) in order to reduce or eliminate the rigidity, delays and conflicts that otherwise may result from application of zoning standards and procedures designed primarily for small parcels;
- B. Ensure orderly and thorough planning review procedures that will result in quality urban design;
- C. Establish a review procedure for large residential developments including condominium developments;
- D. Provide the allocation and improvement of common open space in residential areas, and provide the mechanisms for the maintenance of open space by those who will most directly benefit from it;
- E. Permit the development of commercial and industrial developments in appropriate locations to obtain a coherent design, increased public amenities, and protection and buffering for adjacent land uses;
- F. Establish review procedures for any project utilizing atypical design concepts, and/or not conforming with the standards of the base zoning district;
- G. To facilitate implementation of the City's affordable housing policies.

Basic Development Standards. As part of the rezoning to PA, a Planned Area Plan (PA Plan) is required to be prepared describing the project and the zoning standards and procedures applicable to the project (discussed below). In considering a PA district rezone application, the City must review and approve specific key project design details prior to approval of a project, including development standards specific to the development project under the PA.

- Minimum Area: 2.0 acres of contiguous land
- Density/Units/FAR: Generally, as allowed for the applicable General Plan designation
- Other Standards and Regulations²: As modified from the base zoning districts per the approved PA district, and general standards per Section 15.04.800 of the Zoning Ordinance. (See *Height*, below.)

Height. Of particular note, the City recently amended its General Plan to allow an exceedance of building height for projects within a certain land use designation, with approval of a PA. Specifically:

- Pursuant to the Medium Density Residential General Plan land use designation, a project may exceed the 35-foot height limit as part of an approved PA-Planned Area District for the site and adequate environmental analysis. (RMC Section 15.04.610.020(D)): (City of Richmond, 2015).

PA Design Review. The PA Plan is subject to a PA design review process (PA Design Review). The City's Design Review Board (discussed below) shall review and make a recommendation to the Planning Commission. The PA Design Review application shall include a comprehensive set of specific elements (graphic and narrative) specified in RMC Section 15.04.610.030.³ The PA Design Review process examines and evaluates each element, which generally address aspects of land use, site planning, architecture, landscaping, and grading and drainage.

Findings. Approval of rezone to a PA district shall be made upon the following findings:

- 1) The PA plan is consistent with the Richmond General Plan and other applicable policies and is compatible with surrounding development;
- 2) The PA plan will result in superior urban design in comparison with the development under the base zoning district regulations that would apply if the plan were not approved; and
- 3) The PA plan includes adequate provision for utilities, public services, emergency vehicle access that will not exceed the capacity of existing and planned public services and infrastructure.

² Minimum lot areas, setbacks, building height limits, other development standards and similar regulations of the base zoning districts.

³ Discussion of the Terminal One Project's adherence to the PA application and design review process is discussed under *Impacts and Mitigation Measures* further in this section.

City of Richmond Architectural Review Process and Design Review Board

The City's Design Review Board (DRB), as established in the City's Municipal Code (Chapter 15.04.930, Design Review), functions as the decision-making body for the design of new development projects and most exterior changes to existing buildings, as well as an advisory body to the Planning Commission. As described in the discussion of the PA Design Review process, the City's zoning ordinance assigns the DRB responsibility for reviewing the elements of project design addressed in a PA district rezone application (RMC Section 15.04.610.030E). The zoning ordinance also assigns to the DRB responsibility for reviewing design review permit applications (RMC Section 15.04.930.020A). While the DRB provides recommendations to the Planning Commission with respect to the elements of design addressed in a PA Plan, it is independently authorized to approve, conditionally approve, or deny applications for design review of public and private development based on their consistency with the Richmond General Plan, the specific provisions of the base or overlay zoning district (proposed PA zoning/ District 1 SFO overlay) in which the project is located, and the provisions of design review guidelines.

The applicable findings to be considered by the DRB in its review of a design review permit application include: whether the proposed design is suitable for its purpose; is harmonious with and relates properly to the surrounding neighborhood, contiguous parcels, and the site itself; whether the location, size, design, and characteristics of the proposed project will be compatible with, and will not be detrimental to, the public health, safety, or welfare of persons residing in or working in or adjacent to the proposed project; whether the overall design will be of a quality that will preserve the integrity of, and upgrade, the existing neighborhood; and whether the design of the proposed project is in accordance with the general plan of the City of Richmond and all applicable provisions of the zoning ordinance. Where appropriate, the DRB may also impose conditions related to design impacts of the project. (Also see *Planned Area / PA Design Review* discussion, above.) (RMC Section 15.04.930.110)

Point Richmond Shores Design Principles Report

The 2010 Coalition of Concerned Citizens of Point Richmond (CCCPR) Settlement Agreement⁴ required that the Point Richmond Shores project (previously proposed for the Terminal One project site) be developed in accordance with certain design principles, restrictions and requirements, as feasible.⁵ These principles, restrictions, and requirements are included in the Point Richmond Shores Design Principles Report ("MIG Report;" MIG, 2007). The MIG Report is a vision and framework document that was developed through a series of three Community Design Workshops that took place in 2006 and 2007, the input from which resulted in the articulation of the principles in the MIG Report. In order to address community concerns

⁴ The CCCPR Terminal One Project Settlement and Release Agreement, to which the City is a party, is dated April 23, 2010.

⁵ As defined in Section 15364 of the CEQA *Guidelines* ("Feasible" means capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social, and technological factors.").

previously raised regarding proposed development on the project site, the LDA includes reference to the “design principles set forth in the MIG report” and requires that, “where feasible,” the design of the project “shall be substantially consistent with these principles” (City of Richmond, 2014).⁶ The MIG Report addressed concepts for community design (including views and development character); site layout and design; circulation and road design, and other design elements, including those related to the Terminal One Warehouse, the San Francisco Bay Trail, and the Richmond Yacht Club.

San Francisco Bay Conservation and Development Commission (BCDC) and Bay Plan

The BCDC regulates development that falls within the open water, marshes and mudflats of greater San Francisco Bay, and its nine-county shoreline. The BCDC uses the McAteer-Petris Act, the San Francisco Bay Plan, its own regulations and other plans specific to other areas of the Bay in order to inform its decisions. The BCDC’s Bay Plan and Public Access Design Guidelines apply to the project site.

The Bay Plan

The Bay Plan contains findings and policies concerning appearance, design, and scenic views of development around the Bay (SFBCDC, 1968). In accordance with these policies, views of the Bay from vista points and public roads should be protected. Per the Bay Plan, important Bay overlook points, and historic areas and structures that may be located in water-related industrial and port areas, should be preserved and incorporated into site design for new projects, if feasible.

The Bay Plan directs that shoreline developments be built in clusters, leaving open area around them to permit more frequent views of the Bay. Similarly, the Bay Plan recommends structures near or over the Bay to be designed as landmarks that suggest the location of the waterfront when it is not visible, especially in flat areas, but low enough to assure the continued visual dominance of the hills around the Bay. All bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay. Maximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas, from the Bay itself, and from the opposite shore. Bay Plan policies and goals particularly applicable to the project site and that pertain to aesthetics include:

- To enhance the visual quality of development around the Bay and to take maximum advantage of the attractive setting it provides, the shores of the Bay should be developed in accordance with the Public Access Design Guidelines.
- All bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay. Maximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas, from the Bay itself, and from the opposite shore.

⁶ Discussion of the Terminal One project’s adherence to the MIG Report is discussed under *Impacts and Mitigation Measures* further in this section.

- Shoreline developments should be built in clusters, leaving areas open around them to permit more frequent views of the Bay. Developments along the shores of tributary waterways should be Bay-related and should be designed to preserve and enhance views along the waterway, so as to provide maximum visual contact with the Bay.
- Views of the Bay from vista points and from roads should be maintained by appropriate arrangements and heights of all developments and landscaping between the view areas and the water. In this regard, particular attention should be given to all waterfront locations, areas below vista points, and areas along roads that provide good views of the Bay for travelers, particularly areas below roads coming over ridges and providing a “first view” of the Bay (shown in Bay Plan Map No. 8, Natural Resources of the Bay).
- Vista points should be provided in the general locations indicated in the Plan maps. Access to vista points should be provided by walkways, trails, or other appropriate means and connect to the nearest public thoroughfare where parking or public transportation is available. In some cases, exhibits, museums, or markers would be desirable at vista points to explain the value or importance of the areas being viewed.

Shoreline Space Public Access Design Guidelines

The BCDC is charged with maintaining public access, including visual public access (views to the Bay from other public spaces) within its jurisdiction. The BCDC developed public access objectives in the *Shoreline Space Public Access Design Guidelines* to provide, maintain and enhance visual access and visual quality to the Bay and shoreline by locating buildings, structures, parking lots and landscaping of new shoreline projects such that they enhance and dramatize views of the Bay and the shoreline from public thoroughfares and other public spaces, organizing shoreline development to allow Bay views and access between buildings (SFBCDC, 2005).

Per these guidelines, the design character of public access areas should relate to the scale and intensity of the proposed development. Objectives related to visual access and visual quality may be accomplished by providing visual interest and architectural variety in massing and height in new buildings along the shoreline and/or using forms, materials, colors and textures that are compatible with the Bay and adjacent development.

California State Scenic Highway Program

The California Scenic Highway Program, maintained by the California Department of Transportation (Caltrans), was created by the State Legislature in 1963. The purpose of the State Scenic Highway Program is to protect and enhance the natural scenic beauty of California highways and adjacent corridors, through special conservation treatment. The State laws governing the Scenic Highway Program are found in the Streets and Highways Code, Sections 260 through 263. 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. The State Scenic Highway System includes a list of highways that are either eligible for designation as scenic highways or have been officially designated. The status of a proposed state scenic highway changes from eligible to officially designated when 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 a Scenic Highway. Interstate 80 (I-80) and I-580 are not designated as Scenic Highways within the City of Richmond.

East Bay Regional Park District Master Plan

The EBRPD administers and manages regional parks for Alameda and Contra Costa counties. The primary goal of the 2013 EBRPD Master Plan is to uphold a balance between the need to protect and conserve resources and the need to provide opportunities for recreational use of parklands, currently and in the future. The EBRPD Master Plan highlights opportunities afforded to the public such as participation in planning, development, operation, interpretation and stewardship of the District. The priorities of the plan are as follows: Affirming the Role and Identity of Regional Parks; Responding to Changes in Demographics; Providing a Variety of “Trails for All”; Leading the Movement for Healthy Parks Healthy People; Supporting the Shift to Green Communities; Creating Conservation and Management Standards for Cultural and Historic Resources; Balancing Funding Priorities, Meeting Expectations and Sound Fiscal Practices; and Developing Productive Partnerships.

Title 24 Outdoor Lighting Zones

The California Energy Commission (CEC) establishes Building Energy Efficient Standards within Title 24 that address outdoor lighting for public and private uses. The standards specify outdoor lighting requirements for residential and non-residential development, and their intent is to improve the quality of outdoor lighting and help reduce the impacts of light pollution, light trespass, and glare. The standards regulate lighting characteristics, such as maximum power and brightness, shielding, and sensor controls to turn lighting on and off. Different lighting standards are set by classifying areas by lighting zone. The classification is based on population figures in the 2010 U.S. Census and the areas can be designated as LZ1 (dark), LZ2 (low), LZ3 (medium), or LZ4 (high). Lighting requirements for dark and rural areas are stricter in order to protect the areas from new sources of light pollution and light trespass. According to the U.S. Census Bureau, the project site is defined as an urban area and is therefore designated as LZ3 per the CEC classification standards.

4.1.4 Significance Criteria

Based on California Environmental Quality Act (CEQA) *Guidelines* Appendix G, the project would cause significant adverse impacts to aesthetic resources if it were to:

- 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; or

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

4.1.5 Impact Analysis

Methodology

Overall Approach

The methodology of the aesthetics analysis presented below considers several factors that affect the proposed project's physical appearance compared to existing visual conditions as observed from public locations. Existing visual conditions relevant to the project and the site and surroundings are conveyed in the *Environmental Setting* and the analysis below through site photography taken in 2015 (primarily, December 2015).

Nature and Scope of Visual Assessment

This analysis recognizes that aspects of physical appearance are subjective and dependent on individual preferences. Therefore, the analysis represents the City's determinations based on its assessment of the project effects and appearance, as illustrated in the comparative exhibits in this section, as well as actual observations of the site and surrounding context.

Generally, while a project's interference with scenic views from public vantage points would be considered an adverse aesthetic effect on the environment, the obstruction of individual landowners' views from private property is not considered a significant environmental impact under CEQA. The purpose of CEQA is to evaluate the impacts of a project on the environment in general, not the impacts of a project on particular individuals. As a result, this EIR does not consider or evaluate the project's impact on views from private residences or other private vantage points.

Approach to Determining Impacts to Scenic Vistas and Scenic Resources

Definitions

"Scenic vistas" (also referred to as *viewsheds*) are view corridors that capture the total field of vision from a specific viewpoint; they generally encompass a large geographic area for which the field of view can be quite wide and extend into the distance. Scenic vistas are formed by built and natural physical elements that guide lines of sight and control view directions available to pedestrians and motorists. The expanse of a scenic vista or viewshed can be limited by the framing of a photograph or illustration.

As discussed in *Environmental Setting* (Scenic Vistas/Corridors and Scenic Resources), the main public scenic vista in the vicinity of the project site is the expansive view of the San Francisco Bay from the Miller/Knox park bluff. The General Plan EIR also identifies the South Garrard Boulevard-Dornan Drive-Brickyard Cove Road corridor, part of which is directly north and west of the project site, as a "scenic corridor." This vista and corridor are especially addressed in this analysis as they directly pertain to the Terminal One project site.

“Scenic resources” (also referred to as *features*) are elements of high scenic value or visual prominence that appear within a scenic vista or scenic corridor. This analysis does not limit the definition of “scenic resources” to those located within a state scenic highway. The General Plan EIR identifies several scenic resources; those resources that pertain to the project site and that are especially addressed in this analysis include the San Francisco Bay and San Francisco cityscape, the Marin Hills/Mount Tamalpais, the Richmond San Rafael Bridge, San Pablo Bay, Angel Island, the Berkeley Hills, San Pablo Ridge, the Potrero/San Pablo Hills, and the Albany Hills.⁷

A significance determination for criteria “a” and “b” above considers if the project would prominently obstruct, or block the majority of the expanse, of a scenic vista or scenic resource, as seen by most viewers from public locations, taking into account the view as a whole, and the land use policies adopted by the City of Richmond. This analysis considers the sensitivity of the affected resource based on the prominence of its visibility and/or the viewpoint location, as well as the characteristics of the view, such as whether it is widely unobstructed; fleeting or intermittent; or transitory, viewed by viewers traveling along roadways. Moreover, the significance is measured in light of the context in which the effect occurs. The CEQA *Guidelines* state “the significance of an activity may vary with the setting. For example, an activity which may not be significant in an urban area may be significant in a rural area” (CEQA *Guidelines* Section 15064(b)).

Photos and Photosimulations

A series of existing conditions photographs and three dimensional, computer-generated photosimulations (simulations) depicting the proposed project accurately set within those photographs has been prepared. The simulations were prepared by the project applicant’s architect, Kwan Hemni (KH), and were peer-reviewed for technical accuracy by the City’s visual resources consultants, Environmental Vision (EV), which also produced the existing conditions photography for the simulations.

Site Photography. EV photographed the project site from a set of viewpoint locations requested by the City and EIR project team for use in preparing the simulations. Photographs were taken using a Canon full-frame single-lens reflex (SLR) digital camera, model 5D. A standard 50-millimeter lens, which represents an approximately 40-degree horizontal view angle, was used for the photographs of the project site from Brickyard Cove Road (P16/S1) and the Ferry Point Fishing Pier (P11/S5). A “wide angle” 28-millimeter lens, which represents an approximately 65-degree horizontal view angle, was used for photographs of the project site from Ferry Point Beach (P10), Miller/Knox Shoreline (P12), Dorman Drive (P13/S4), Miller/Knox Uplands Bench (P14/S3), and Miller/Knox Ridge (P15/S2). Photography viewpoint locations were documented systematically in the field using photo log sheet notation, Global Positioning System (GPS) recording, and basemap annotation.

⁷ The Chevron Refinery and Point Richmond, north of the Dorman Drive/Garrard Boulevard Tunnel, are mentioned in the General Plan EIR, but do not have shared notable viewsheds with the project site from public locations.

The height-to-width proportion (aspect ratio) of these two types of images are presented differently: the wide-angle views that have been taken with a wide-angle lens are presented as a wider image than views shot with a standard or “normal” lens.

Limitations. As indicated above, it is not possible to accurately represent an observer’s total field of vision within a photograph. This analysis factors in the fact that the observer’s field of vision extends vertically and horizontally beyond the photographic exhibits presented herein. Some of the most prominent vistas from open space locations near the project site capture at least 270-degree panoramic views, horizontally.

Computer Photo-simulations. Three-dimensional (3-D) computer modeling for the proposed project was developed by the architect, KH. Input data included a survey (included in **Appendix D**), and project information including the site plan, architecture, existing site contours, grading, and a landscape plan. The 3-D project model was combined with computer-assisted drafting (CAD) files, geographic information system (GIS) data and digital aerial photographs of the existing site (described above), viewpoint locations (described below), and other site features such as the Terminal One Warehouse, to produce digital modeling for simulation of the project.

For the simulation viewpoints, photographs from the viewpoint locations were incorporated into the 3-D model based on GPS field data and base maps, using 5 feet above ground as the assumed eye level. The photographs were overlaid on the digital model to accurately place the camera at the original viewpoint and camera angle. Digital visual simulation images were then produced based on computer renderings of the 3-D modeling combined with digital photographs from each viewpoint.

Technical Peer Review. EV conducted a peer review focused on determining whether the simulation images prepared by KH were generally accurate. The following materials were reviewed in conjunction with evaluating the simulations:

- A set of digital visual simulation images prepared by KH;
- CAD files with the site survey base drawing, proposed site plan, and preliminary grading by BKF Engineers;
- A 3-D digital architectural model by KH;
- Architecture plan and elevation drawings;
- Landscape conceptual plans and renderings; and
- Aerial photography.

For the technical peer review, EV prepared a 3-D digital project model by combining the site plan, grading, and 3-D architectural model. Perspective views were set up to match the five selected digital photographs for simulation based upon camera and lens data, and simulation viewpoint locations. EV compared the scaled plots from the 3-D model with the simulation images prepared by KH.

The results of a comparison between EV's 3-D computer modeling and the simulations found that the simulation images are generally accurate with respect to showing proposed building locations and structure heights. Overall, the visual simulation images also were found to appear to accurately convey the appearance of the proposed project architecture and site grading.

Selected Viewpoints. The City selected five (5) public viewpoints from which the simulations were prepared. The simulations support the analysis of scenic vistas and scenic resources (Impact AES-1), and are also referenced in the analysis of visual character and visual quality (Impact AES-2). The photographs and simulations depict viewpoints at typical eye level (5 feet) above ground level, as seen by pedestrians or motorists from publicly-accessible locations, and are formatted for easy comparison of "existing" and "existing plus project" conditions.

Simulated Terminal One Project

The simulations reflect development of the proposed project, factoring in each of the project elements relevant to aesthetic effects and considerations. These elements include all components of (1) the *Terminal One Master Plan and Design Framework* ("Master Plan Design Framework"), which includes the proposed Land Use Program, Site Plan, Architectural Plan, Landscape Plan, and Preliminary Grading and Drainage Plan; and (2) the *Terminal One PA Rezoning*, which together are the Terminal One PA Plan.

The proposed Master Plan Design Framework establishes the basic design elements and architectural tenets which define the essential underlying characteristics of the project's building form and aesthetic composition. While the actual development that would occur over time in phases may not appear exactly as shown in the photosimulations given variations in design detail, what is depicted is consistent with all aspects of the Terminal One PA Plan and is suitable for conveying (for CEQA purposes) the degree and nature of the potential aesthetics effects.

Further, the design detail involved in transforming the Master Plan Design Framework into a final set of architectural and landscaping plans ("Final Plan Set") shall be the subject of the design review process. Per the Terminal One PA Plan, the second stage of design review will be undertaken when the applicant submits its application for a design review permit application during the project's schematic design phase, following approval of the Terminal One PA Rezoning and related entitlements.

Approach to Determining Impacts to Visual Character and Visual Quality

The analysis of impacts on visual character and quality focuses on whether the project would substantially degrade the existing visual character and quality (collectively, "visual conditions") of the project site and vicinity (Criterion "c"). The significance determination considers whether the extent of change in the appearance of the project site would be substantially adverse, damaging, or degrading when compared to existing conditions. Considerations include the project's visual contrast with existing conditions, and/or the compatibility of the project's physical appearance with existing conditions, based on all aspects of the project. These aspects include (but are not limited to) overall design and architectural quality, building massing, facade articulation, relative building heights, project scale, and site plan layout, as presented in the

Master Plan Design Framework. This assessment of visual character and quality also considers the project's consistency with applicable design principles in the MIG Report.⁸

Impacts and Mitigation Measures

Scenic Vistas and Resources

Impact AES-1: The project would not have a substantial adverse effect on a scenic vista nor substantially damage scenic resources. (Criteria a and b) (*Less than Significant, No Mitigation Required*)

This analysis considers the potential impacts of the proposed project on public scenic vistas and scenic corridors that would result in an adverse effect on scenic resources. The discussion of potential effects considers the simulations prepared specifically for this evaluation. (See *Methodology*, above, for a detailed description of the approach to selecting viewpoints and developing the simulations.)

Evaluation of Photosimulations

Overall, this evaluation considers views from five (5) public viewpoints that would include the proposed project in the context of views of the San Francisco Bay, San Francisco cityscape, Bay Bridge, Angel Island, Marin Hills/Mount Tamalpais, and the East Bay Hills.

Potential effects are gauged by considering changes from existing conditions. The Terminal One Warehouse currently obstructs direct views of the shoreline. This existing condition is shown in the "before" photograph from each viewpoint.

The locations of each simulation viewpoint are shown in **Figure 4.1-9**. Each simulation (S) is described below, and the figures that include the existing photograph with the simulation follow the descriptions.

- **Simulation from Brickyard Cove Road - Figure 4.1-10 (S1).** As previously discussed (for **Figure 4.1-8a**), this view along part of Brickyard Cove Road directly north of the project site (presumably part of the South Garrard Boulevard-Dornan Drive-Brickyard Cove Road scenic corridor identified in the General Plan EIR) is largely transitory for the motorist, as the view changes as the motorist (or bicyclist or pedestrian) travels through the corridor. Approaching the project site, the Terminal One Warehouse dominates the center of the view. The uppermost peak and ridge of Mount Tamalpais appears above the warehouse, and a glimpse of Bay water is apparent. The view is framed by the upland bluff in Miller/Knox park north of the site (right side of photo) and landscaping along the south

⁸ This CEQA analysis is not the design review of the project. The City's DRB is evaluating the basic design elements and architectural tenets described in the Master Plan Design Framework, which establishes the essential underlying characteristics of the project's building form and aesthetic composition. The applicant has presented the proposed project to the DRB on September 16, October 14, and October 28, 2015; as well as January 13, and January 27, 2016, and has made modifications to the project based on DRB input. The applicant will subsequently submit an application to the City for a design review permit which will entail the DRB's review of the detailed project design with the design elements and architectural tenets in the approved Master Plan Design Framework of the PA Plan.



S# ● Simulation Viewpoint

SOURCE: Kwan Henmi Architecture & Planning, Environmental Vision

City of Richmond Terminal One Project EIR . 140325

Figure 4.1-9
Simulations Viewpoint Key



Viewpoint S1: Existing view from view from Brickyard Cove Road



Viewpoint S1: Visual Simulation of Proposed Project

side of the road (left side of photo). As the viewer proceeds along Brickyard Cove Road and approaches the curve in the road, a partial and temporary view of the Bay and distant San Francisco cityscape opens to the south, across the east end of the project site, and then is quickly obscured again by the warehouse. Views of the Marin Hills across Miller/Knox park (Ferry Point) also open to the west as the viewer travels and passes the curve in the road, at a location approximately 200 feet west of this viewpoint.

The simulation for this location shows that the project's condominium buildings would feature prominently in this view. Although the project buildings (at a maximum height of approximately 62 feet) would be approximately 12 feet taller than the warehouse (at a maximum height of approximately 50 feet), they appear more than double the height of the warehouse as it is shown in the existing conditions photo, in large part because they are closer to the vantage point of the photograph. In addition, because the project buildings would be developed close to the road and the eastern part of the site, they would fill more of the view than the warehouse currently does. As a result, neither the uppermost peak and ridge of Mount Tamalpais nor the temporary partial view of Bay waters would remain visible from this location along the road. While the project buildings would block the limited and transitory view across the project site toward the Marin Hills before the curve in the road, they would not alter the existing open views west toward the Marin Hills that the viewer would regain as they pass the curve in the road and approach the project site. Except for the view corridor provided by the project's internal mews, open views to the south toward San Francisco from this point on Brickyard Cove Road would become largely obstructed after the construction of the project's parking podiums. The site plan for the project does include a mews (pedestrian and bicycle promenade) that would connect the project's Brickyard Cove Road frontage to the north with Shoreline Drive to the south and create a view corridor through the site. This view corridor would primarily be taken advantage of by pedestrians, since a motorist or bicyclist would not be likely to safely sustain views that would be 90 degrees from the roadway.

Overall, while the project buildings would obstruct this view and affect this scenic vista, this impact would be fleeting as a motorist or bicyclist travels along Brickyard Cove Road, and visual linkages to the Bay would be provided for pedestrians. The project buildings would not substantially alter the existing direct view of the Marin Hills that opens along this scenic corridor at the roadway bend approximately 200 feet west of this viewpoint. The visual appearance of the project buildings would therefore not block the view of the majority of the expanse of this scenic vista.

- **Simulation from Miller/Knox Ridge – Figure 4.1-11 (S2).** As previously discussed (for **Figure 4.1-7b**), this view is from an elevation of about 180 feet above the project site and captures distant cross-Bay views to San Francisco and the Bay Bridge, as well as closer (but still distant) views of Angel Island and the Marin Hills. The Bay dominates this view, the breakwater is visible, and the Terminal One Warehouse is central. Even at this higher elevation, this view does not show the shoreline, which is obstructed by the warehouse building. This view does capture the open area of the site east of the Terminal One Warehouse, as well as some of the wet berths of the Richmond Yacht Club.

The simulation shows that the project buildings would not alter views of the expansive scenic vista across the Bay from this viewpoint. Because the project buildings would be at a substantially lower elevation than the Miller/Knox park ridgeline, they would not obstruct views of the Bay or the shoreline to an extent that would be greater than the existing view obstruction provided by the Terminal One Warehouse.



Viewpoint S2: Existing view from Miller/Knox ridge



Viewpoint S2: Visual Simulation of Proposed Project

- **Simulation from Miller/Knox Uplands Bench - Figure 4.1-12 (S3).** This viewpoint is located approximately 700 feet southwest of the Miller/Knox Ridge (S2) location, and is at a lower elevation than that viewpoint. This is a primary scenic vista, providing one of the most expansive views available across the Bay to San Francisco, Treasure Island, and the Bay Bridge. This view is dominated by the Terminal One Warehouse; small portions of the site to the east, west, and north of the warehouse are also visible, as are some of the wet berths at the Richmond Yacht Club. As with the Miller/Knox Ridge view (S2), the warehouse blocks the view of the shoreline, but uninterrupted views of the San Francisco cityscape, Treasure Island, and the Bay Bridge can be seen from this viewpoint.

The simulation shows that the new project development would be central within this view. The rooflines of the new buildings that could be as tall as 62 feet (per the Terminal One PA Rezoning) would appear in the foreground of this view. The view of the new buildings would replace the existing view of the warehouse. The project condominium buildings would be taller than the existing warehouse, but from this view the condominium buildings would appear only slightly higher than the warehouse, given the elevated perspective. The appearance of the breakwater, a horizontal element in the Bay south of the project site and in the middle of this view, may be used to gauge the change in the view from this location. The project condominium buildings would appear at or slightly above this horizontal element in the view, whereas the existing warehouse appears below this element. Regardless, much of the existing view of the Bay and other key scenic resources would not change: the San Francisco cityscape, Treasure Island, and the Bay Bridge would remain visible. Moreover, the expanded, panoramic view from this location that extends to encompass the Marin Hills and East Bay Hills would not be affected. The project would not substantially block any part of the scenic vista from this viewpoint.

- **Simulation from Dornan Drive - Figure 4.1-13 (S4).** This view toward the south end of Dornan Drive is largely transitory; the view changes as the motorist (or bicyclist or pedestrian) travels along this road and through this corridor. Like the view from Brickyard Cove Road (**Figure 4.1-10, S1**), this location is presumably part of the South Garrard Boulevard-Dornan Drive-Brickyard Cove Road scenic corridor identified in the General Plan EIR. Distant views across the Bay are largely blocked by the existing warehouse, except for a narrow area to the west of the warehouse (right side of the photo).

The simulation shows how, with the project, this view toward the Bay would become more open with removal of the warehouse (which would be replaced by an open, framework element inspired by the warehouse structure that would be part of the waterfront park), and with the new development located further east than the existing warehouse. Because the project buildings would be located in closer proximity to the vantage point of the photograph, they would appear substantially taller than the warehouse, filling more of the view of the sky beyond and immediately to the west of the Miller/Knox park bluff. Not apparent in the photograph or the simulation are the uninterrupted views west across Miller/Knox park (Ferry Point) that are afforded from this segment of Dornan Drive. The project would not block any part of the scenic vista from this viewpoint.



Viewpoint S3: Existing view from Miller/Knox park bench



Viewpoint S3: Visual Simulation of Proposed Project



Viewpoint S4: Existing view from Dornan Drive at Brickyard Cove Road



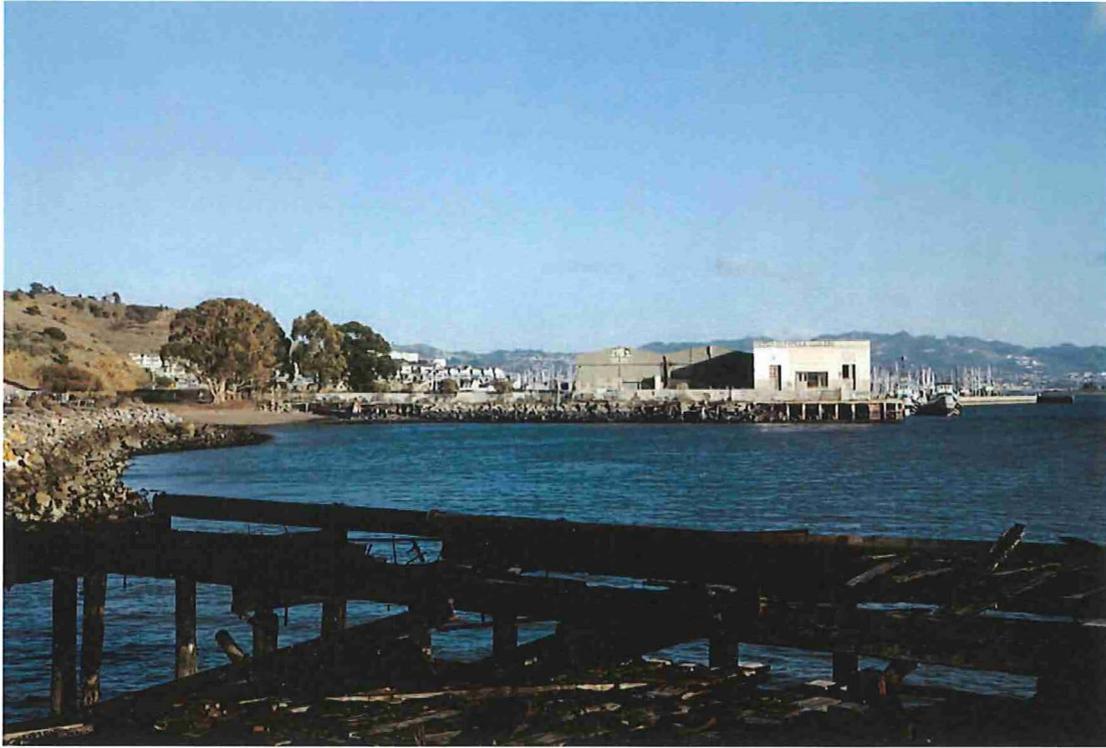
Viewpoint S4: Visual Simulation of Proposed Project

- **Simulation from Ferry Point Fishing Pier - Figure 4.1-14 (S5).** As previously discussed (for **Figure 4.1-5a**), this view centers on the west end of the Terminal One Warehouse, the Terminal One Pier, and part of the rip-rap shoreline. The warehouse partially blocks views of the East Bay Hills in the distance. While not a scenic resource, the wet berths at the Richmond Yacht Club are an identifiable element in this view. In the simulation, with removal of the warehouse, the view of the East Bay Hills opens up, as does a direct view of the boats in the wet berths at the Richmond Yacht Club that create a backdrop for the proposed Terminal One Waterfront Park and new Bay Trail Loop, as depicted in the simulation. Stepping up from the Bay side of the project site, the new project buildings would feature most prominently in the northern portion of the site, appearing well-integrated, visually, with the natural character of the adjacent Miller/Knox bluffs and hillside. The project buildings would block existing distant views of homes along Pelican Way, Sanderling Island, and Sandpiper Spit Landing; these homes are not considered scenic resources. The project would not obstruct views of an existing scenic vista from this viewpoint, and would actually allow for a more expansive view of the East Bay Hills.

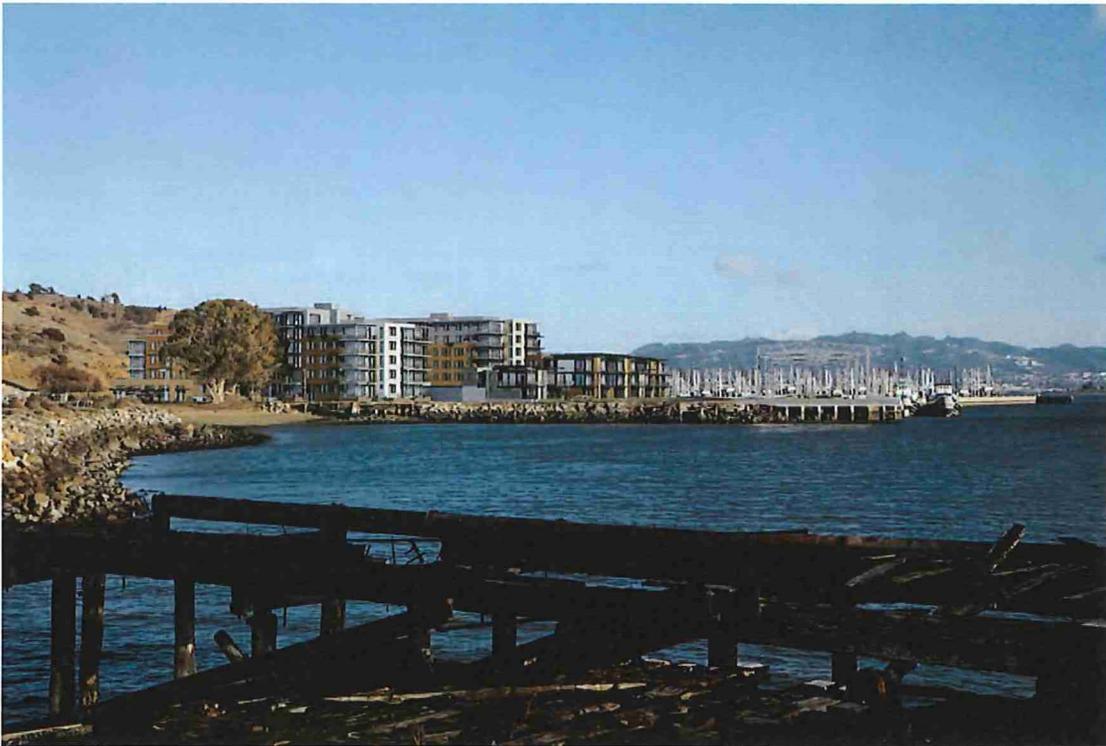
This evaluation of the simulations recognizes that each of the views analyzed are unique, especially given that Richmond is a predominately built-out, urban environment, with the majority of natural open space areas limited to the City edges and shorelines. However, numerous opportunities exist in the vicinity of the project site to view sweeping vistas of San Francisco Bay and other scenic resources identified in this section. As shown in simulations S2 through S5 (**Figures 4.1-11 through 4.1-14**), existing distant views of the Bay and other resources – such as hills to the east and west, Treasure Island, and the Bay Bridge – would not be obstructed by the project.

Further, the change that would result from the project would affect a relatively small portion of the viewer's nearly 270-degree panoramic view. Where the project would affect existing views from some of the selected public viewpoints, the effects are not substantial, taking into account the factors established for this analysis. Specifically, with regards to the project's obstruction of the view of the uppermost part of Mount Tamalpais and part of the Marin Hills ridgeline in simulation S1 (Brickyard Cove Road), the effect is not substantial given its transitory nature and considering that this view is reasonably considered a limited and lesser value view compared to the direct view of these Marin County resources that the viewer gains at a location slightly further along the Brickyard Cove Road scenic corridor. Also, where the obstruction that would be caused by the project buildings would reduce the scope of the existing cross-Bay view southward from the bench in Miller/Knox park (S3), the change would not substantially affect key scenic resources. Lastly, because the existing Terminal One Warehouse extends along approximately two-thirds of the southern site boundary and waterfront edge and views of the shoreline edge in this location are currently obstructed, the addition of the project buildings would not substantially contribute to further obstruction of views of the project site shoreline.

From a view impact perspective, it is also important to note that the project includes a new shoreline roadway (Shoreline Drive), a new waterfront segment at the Bay Trail (the Bay Trail Loop), and a new waterfront park (the Terminal One Waterfront Park) which extends much of the length of the project's shoreline and includes the Terminal One Pier which would be re-purposed for public use as a park amenity. These publicly accessible features of the project would provide



Viewpoint S5: Existing view from Ferry Point Fishing pier



Viewpoint S5: Visual Simulation of Proposed Project

motorists, bicyclists, and pedestrians alike with unobstructed, panoramic (more than 270 degrees) views of San Francisco Bay, from the East Bay Hills in the northeast to the Marin Hills in the northwest. These views would be substantially superior to the existing views afforded by either Brickyard Cove Road or Dornan Drive and could warrant recognition as scenic vistas providing the public with access to valuable Richmond scenic resources.

Terminal One Design Components Relevant to Scenic Vistas and Resources

Fundamental to consideration of the proposed project's effect on scenic vistas and resources is the proposed Master Plan and Design Framework that is part of the Terminal One PA Plan. Also relevant to a review of view impacts is the project's adherence to the design principles in the MIG Plan.

Master Plan Design Framework and Terminal One PA Plan. Following approval of the PA Plan, the applicant will submit for a final design review permit. The Master Plan Design Framework establishes the basic design elements and architectural tenets for the project.⁹ The following components of the project are considered integral to its potential effect on scenic vistas or resources and are factored into this analysis:

- **Site Design Framework** – Key view-related components:
 - Building layout, including building separation and setbacks, distribution of building mass, volumes and height over the site
 - Organization of open space
 - Location and configuration of view corridors
 - Layout of podium terrace
 - Brickyard Cove Road corridor layout
 - Shoreline Drive corridor

- **Landscape Design Framework** – Key view-related components:
 - The Plant Palette
 - The Lighting Strategy

- **Building Design** - Key view-related components:
 - Exterior appearance of project architecture
 - Composition and form of principal building components
 - Building height, scale and proportion
 - Building sections showing heights relative to Brickyard Cove Road, Terminal One Mews, and top of podium
 - Increase in building heights across the site from south to north, with two- to three-story townhomes along the southern portion of the site, increasing to four- to five-story condominium buildings above a single-story podium in the northern portion of the site.

⁹ At the time this analysis was prepared, the project applicant formally modified these draft documents multiple times in response to public and DRB review and comments received, and has submitted project documents for review by the DRB on September 16, October 14, and October 28, 2015; and January 13 and 27, 2016.

PA Rezoning and Development Standards. The proposed rezoning from the C-C zoning to the PA district will change the allowable regulations for development on the project site. The project would not alter the SFO overlay zoning at the site. The following **Table 4.1-1** summarizes the changes that would be relevant to potential effects on scenic vistas and resources.

The proposed PA zoning would effectively increase allowable building height on the project site from 35 feet, as allowed by the C-C zoning district (as well as the applicable Medium Density Residential General Plan land use classification), to up to 62 feet (with only flat roofs allowed). The rezoning would also establish building setbacks from Brickyard Cove Road and the proposed Shoreline Drive, as well as minimum distances between residential buildings along the proposed Terminal One Mews.

Design Principles (MIG Report). The proposed project incorporates or aligns with the objectives and concepts in the MIG Report. Those that particularly pertain to the potential effects to scenic vistas and scenic resources include the following, which are reflected in the Master Plan and Design Framework:

- Terraced building design;
- Building heights and density appropriate to local community;
- Minimized heights along prominent public edges;
- Buildings should be situated as far north as possible;
- Height should not obscure shoreline views from Point Richmond or hillside observation bench;
- “Fingers” building configuration to maximize views; and
- Maximum usable waterfront area.

Summary of Impacts to Scenic Vistas and Resources

The evaluation of the simulations described in this analysis, coupled with consideration of the proposed changes that would result with the project (as detailed in the Terminal One PA Plan), indicates the project would not have a substantial adverse effect on a scenic vista nor substantially damage scenic resources. Overall, the primary views of San Francisco Bay that currently exist from selected viewpoints in Miller/Knox park would not be substantially affected by the proposed project. Further, the project would not substantially and adversely affect views from selected public locations along scenic corridors that include Brickyard Cove Road and Dornan Drive.

Significance: Less Than Significant.

Project Design Features / Mitigation: None required.

**TABLE 4.1-1
CERTAIN PROPOSED ZONING STANDARD CHANGES PERTINENT IN DETERMINING AESTHETICS IMPACTS**

Designation	Zoning Standard								
	Density/ FAR	Lot Area (min.)	Open Space	Primary Building Height / Roof Type	Setbacks ^a				Mews Widths between Building Facades
Existing					Front	Rear	Side	Side Corner	
C-C Zone / SFO	Density N/A 0.6 FAR	None	-	35 ft	0 (same as R zone when abutting)	0 (3-5 ft when abutting R zone)	0 (10 ft next to R lot or zoning)		NA
Proposed					Front	Rear	Side	Side Corner	
					Western N-S Proposed Shoreline Dr. (Dorman Dr. extension)	Eastern N-S Proposed Shoreline Dr. (adj. to Yacht Club)	E-W Proposed Shoreline Dr. (Bay/Park facing)	Side Corner Brickyard Cove Rd.	
Planned Area (PA) / SFO	34 du / acre	-	32 sf / unit	Condo Buildings 52 to 62 ft / Flat Roofs	28 – 51 ft	15 – 19.5 ft	NA	15.5 – 46 ft	50 ft (at Brickyard Cove Rd.) 90 ft (at central area of the site)
				Townhouses 25 to 35 ft / Flat Roofs	28 – 51 ft	15 – 19.5 ft	22.8 – 55 ft	NA	73 ft (at proposed Shoreline Dr./Park)

NOTE: Standards and regulations shown are summarized from the Richmond Zoning Ordinance and the proposed Terminal One PA Plan; see both documents for detailed exceptions and notes.

^a Section 15.04.020 (Definitions) of the Richmond Zoning Ordinance defines the yard designations for the proposed project site lot. However, the City has considered the Terminal One project site, as proposed with the new public Shoreline Drive, is considered a "Corner Lot," even though the lot will have its front and rear yard each abutting on a street. The "Front Yard" of a corner lot is defined as the narrowest width of the lot. The "Rear Yard" of the corner lot is opposite the front yard. Building setbacks are generally measured perpendicular from the property line of all building lot. Per the proposed PA Plan, PA Rezoning, and subsequent Vesting Tentative Map that will establish the new public roadways and City-owned parcels (proposed Shoreline Park and Shoreline Dr.), setbacks will be measured from the rear of the newly established curbs for Shoreline Dr. and Brickyard Cove Rd. to the proposed buildings.)

Visual Character and Quality

Impact AES-2: The project would not substantially degrade the existing visual character or quality of the site and its surroundings. (Criterion c) (*Less than Significant, No Mitigation Required*)

The project would change the visual character and visual quality (collectively, “visual conditions”) of the project site and its surroundings. The project proposes to develop 334 residential units, including approximately 26 attached townhomes and approximately 308 multi-family condominium flats. As described above, the buildings would be situated so that heights increase from south to north, ranging from two to five stories above a single-story podium garage. The project would demolish the existing Terminal One Warehouse and preserve and reuse the Terminal One Pier wharf. The major components of the project also include a new Waterfront Park extending the length of the project site; a new Shoreline Drive that would ring the project from Brickyard Cove Road to Dornan Drive, providing direct vehicular access to the Waterfront Park; an extension of the Bay Trail loop along the Waterfront Park; and an open corridor along the north-south axis of the project site, referred to as the Terminal One Mews, which would be oriented for use by bicycles and pedestrians and create a visual and physical connection between the Miller/Knox park headlands and the Bay shoreline.

As previously discussed, the project site has no significant natural features. The shoreline is armored with rip rap consisting of large pieces of concrete and asphalt and the existing pier is in disrepair. The site has been altered by prior industrial uses and is highly disturbed, and includes expanses of pavement and previous building foundations, disconnected sections of railroad tracks, storage tank pads, asphalt paving and other remnant hardscape surfaces overgrown with ruderal vegetation. The existing site conditions are depicted in the series of photos in **Figure 4.1-3**. The visual appearance of the fenced, former industrial site contrasts highly with its surroundings, which include regional open space and recreational facilities (trails, beach, fishing pier, etc.) to the west and north and the marina neighborhood to the east which includes the Richmond Yacht Club and residential developments.

As depicted in the simulations in this section (**Figures 4.1-10 through 4.1-14**) and other exhibits in Chapter 3 (Project Description) of this EIR, the project would wholly transform the project site from a former waterfront industrial use to a new residential neighborhood and a public waterfront park that offers new panoramic views. This change would result in a substantial effect on the existing visual conditions of the project site (shown in the collective set of photographs in this section). **Figures 4.1-15 through 4.1-17** show exhibits excerpted from the Master Plan Design Framework document and are provided here to convey additional aspects of the project’s visual character and quality not captured in the simulations (which were prepared specifically to illustrate a conceptual version of the project compared to existing scenic vistas and resources). The images that follow exemplify the visual character of the proposed architecture, building massing and scale, landscaping, public improvements, street, trails, parking treatments, and retail uses, as well as the Waterfront Park.

As shown in **Figures 4.1-15** through **4.1-17**, the proposed project design incorporates many of the MIG Plan's design principles related to visual conditions:

- Building skin and material palette that blend with existing neighborhood materials and natural features;
- Terraced building massing increasing in height from south to north;
- Multiple product-type character;
- Minimized appearance of Brickyard Cove Road between Dornan Drive and Ferry Point Way (near Richmond Yacht Club);
- Reuse Terminal One Warehouse material in Waterfront Park;
- Increase usable waterfront area; and
- Residential parking that does not detract from the waterfront experience.

No existing structures immediately abut the project site. Miller/Knox park, including the Ferry Point beach, park, and pier are located adjacent to the site to the west and north, and the wet berths of the Yacht Club are located adjacent to the site to the east. The proposed project's improvements to the existing shoreline and pier conditions, and replacement of the existing warehouse with a new, open-air Waterfront Park would be highly visually compatible with these immediately adjacent uses.

Although the development of the project would result in a substantial change in the visual conditions of the project site, the project as proposed would achieve a high-quality design that would be visually compatible with immediate and broader surrounding land uses, including the existing residential developments east of the Richmond Yacht Club (i.e., homes along Pelican Way, Sanderling Island, Sandpiper Spit, and South Mallard Drive), and at Brickyard Landing.

Pursuant to the specifications in the Terminal One Master Plan and Design Framework, which align with MIG Report design principles for the site, the project would incorporate high-quality design, materials, and landscaping specifically tailored to the conditions and natural context of the site and its adjacent uses. Based on a comparison to the existing visual conditions of the project site, the effect on visual conditions resulting with the project would be beneficial.

As previously discussed, the review of the PA Plan (including the Master Plan Design Framework) by the DRB, the Planning Commission, and ultimately the City Council will fully assess all aspects of the project's design and compatibility pursuant to the applicable design review permit criteria. The PA Plan review process involves consideration of project design elements and the imposition of conditions as needed to address and reduce aesthetic project impacts and ensure adverse impact regarding height, massing, scale, and overall aesthetic appearance (apart from view considerations) will be less than significant.



SOURCE: Kwan Henmi Architecture & Planning, Environmental Vision

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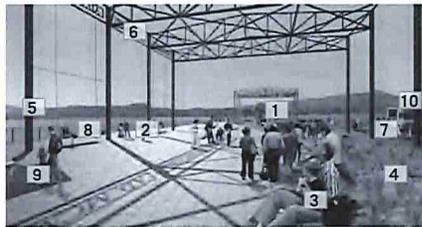
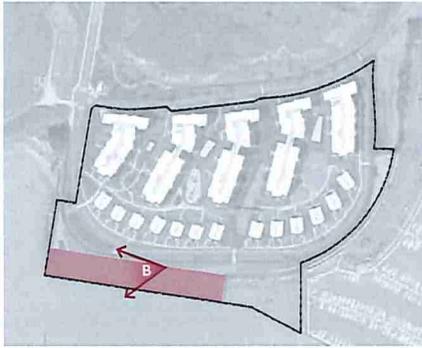
Figure 4.1-15
Visual Character - Townhomes with Native Coastal Gardens
and Shoreline Drive (South End)



SOURCE: Kwan Henmi Architecture & Planning, Environmental Vision

City of Richmond Terminal One Project EIR . 140325

Figure 4.1-16
Visual Character - Condominium Buildings
and Shoreline Drive (West End)



FEATURES:

1. Elevated deck
2. Wharf promenade with fishing access
3. Informal amphitheater
4. Boardwalk gardens (Elevated Planters)
5. Warehouse truss pavilion
6. Pediment sign
7. Bay Trail extension
8. Porch swings attached to warehouse truss pavilion
9. Wave field & piles play element
10. Wharf Park passenger drop-off, event loading, staging, and weekend food truck parking

View B is from the center entry plaza, looking southwest. This space connects to the Bay Trail and visitor drop-off parking. In addition to passenger drop-off, the parking area also provides space for loading, staging, and weekend food truck use. The ghost of the pediment sign will cast a shadow of "Wharf No. 1 Richmond A.D. MCMXV" onto the plaza paving.

In summary, the project would alter the visual conditions of the project site. However, this change in itself is not considered significant unless visual character or quality is substantially degraded, which would not occur with the project. The impact is less than significant.

Significance: Less Than Significant.

Project Design Features / Mitigation: None required.

Light and Glare

Impact AES-3: The proposed project would not create a new source of substantial light or glare which would adversely affect day or nighttime views in the area. (Criterion d) (*Less than Significant, No Mitigation Required*)

The project site is situated in an area typified by regional park and open space uses. As indicated in the *Environmental Setting* discussion, existing nighttime lighting in the area consists primarily of security lighting on the project site, security lighting of the adjacent Ferry Point park area and parking lot, and security lighting of the Richmond Yacht Club parking lot and wet berths. The project would introduce various forms of new lighting and glare (such as that caused by glazing on windows) associated with new buildings, roadways, and outdoor use spaces, as well as from new vehicular activity associated with the project residents and visitors.

As a residential development, the project would result in similar levels of light and glare as typical condominium developments of this scale, such as the nearby Brickyard Landing multifamily residential neighborhood. The public open spaces would also create a new and different level of lighting at the project site and along the shoreline. The Terminal One Master Plan and Design Framework includes a **Site Lighting Strategy** (also listed as **Project Design Feature AES-1** in Chapter 3, Project Description) that specifies lighting criteria for the Waterfront Park, podium gardens, and streetscapes, which the project would be required to implement. Requirements of the Site Lighting Strategy include the following:

- **Waterfront Park Lighting Criteria:** Illuminate paths of travel along the base of walls, decks, and trusses with integrated site lighting fixtures that provide low-level safety lighting without blocking nighttime views.
- **Podium Gardens Lighting Criteria:** Illuminate garden paths with low-level bollards. Light standards to be incorporated as needed for emergency egress lighting. Standards will have cut-off shields to control light trespass into units. Amenity pavilions will include accent and task lighting as needed. Up-lighting will be avoided in order to reduce light pollution.
- **Streetscape Lighting:** A combination of vehicle and pedestrian lighting standards will illuminate the streetscapes and Terminal One Mews to provide the required light levels on both roadways and pedestrian paths. Cutoff shields will be incorporated to control light trespass into residential units. All fixtures will be selected to minimize energy consumption and increase public safety.

Additionally, the Master Plan Design Framework also specifies a materials palette to be used in the architectural elements of the project. The application of natural earth tone colors with black, gray, or neutral accents and trims would minimize any effects related to glare.

Further, as discussed in the *Regulatory Setting*, proposed development within the project site would be subject to the City's development standards set forth in Zoning Ordinance Section 15.04.840, which establish standards for light and glare. These standards require that lighting, reflective surfaces, and other sources of illumination are designed to prevent glare on public streets or adjacent parcels; lights are required to be shielded at lot lines so as not to be directly visible from an adjoining residential district.

Overall, the project's compliance with the requirements presented above will ensure that project lighting is appropriately tailored for particular uses and locations, and is low to the ground and incorporates techniques to minimize or avoid light spill. The project would not create a new source of substantial light or glare that would adversely affect day or nighttime views in the area. The impact would be less than significant.

Significance: Less Than Significant.

Project Design Features / Mitigation: Project Design Feature AES-1.

Cumulative Impacts

Impact C-AES-1: The proposed project would not result in a cumulative aesthetics impact when considering the combined effect of the project, and past, present, approved, pending, and reasonably foreseeable future projects. (*Less than Significant, No Mitigation Required*)

The analysis area for evaluation of cumulative impacts on aesthetics is primarily the southern part of the Point Richmond area (south of the Dornan Drive/Garrard Boulevard Tunnel) within the City of Richmond, because this area is physically separated from the rest of the City.

Conceivably, a view from shoreline locations further south along Richmond's southern shoreline or even further south (Point Isabel or the Albany Bulb) could include the proposed project; however, these views would appear distant and disconnected.

Surrounding hills to the east (East Bay Hills) and west (Marin Hills) and the San Francisco Bay are prominent scenic resources. The proposed project, in conjunction with other cumulative past, present or reasonably foreseeable future development in the area, could result in changes to scenic vistas, views of scenic resources (the surrounding hills and the Bay), visual conditions (visual character and quality), and light and glare. However, the combined effect that would occur relative to existing conditions would not be significant primarily because the effects related to aesthetics would be localized and would not combine with other sources to contribute to view obstructions, light or glare.

Cumulative Setting

Section 4.0 of this EIR includes a list of cumulative projects and plans. From that list, the projects or plans that could have impacts that combine with the effects of the proposed project to jointly cause a cumulative aesthetics impact are the following:

- **Bottoms Property Residential Project (Bottoms project).** This approved project will develop 60 condominium units on approximately 26 acres fronting the shoreline, approximately 0.6 miles east of the project site.
- **Miller/Knox Regional Shoreline Land Use Plan Amendment (LUPA).** The update to the park's LUPA considers upgrades to existing buildings at Ferry Point and breaching of the levees surrounding the Miller/Knox lagoon.

Given the distance and visual separation between the Bottoms project and the project site, these projects would not likely combine to create significant adverse aesthetics effects. The update to the Miller/Knox LUPA could result in changes to the buildings at Ferry Point, but such changes would either improve the appearance of the buildings, or eliminate them altogether which would result in a beneficial impact to views of scenic vistas and resources in the area; for this reason, impacts from the LUPA update are not likely to result in adverse aesthetics impacts. Moreover, as with past projects, all current and future projects would be subject to the policies and actions in the City's General Plan, as well as the requirements of relevant City ordinances, discretionary permits, and the Design Review process, each of which has components designed to protect and enhance visual character. Evaluations of proposed projects according to these requirements take into account cumulative conditions, and consistency with existing surroundings. Where applicable, individual projects would adhere to conditions and/or mitigation measures, applicable design guidelines, and development standards to address potential adverse impacts related to aesthetic appearance.

General Plan Aesthetics Analysis and Findings

In the process of certifying the EIR for the Richmond General Plan 2030, the City found that development activities associated with the proposed General Plan would not result in significant adverse aesthetic impacts for CEQA purposes, and that, with mitigation, impacts to scenic vistas and the visual character and quality of the City at the programmatic level of the General Plan process would be mitigated to a less-than-significant level. Specifically, the City found that the Richmond Municipal Code provides development standards that guide the City in its development practices, and protects valued scenic corridors and views. The Municipal Code guidelines aim to create standards for the development of new structures that allow for the maintenance of established natural and man-made views that help define the City of Richmond. General Plan Policies and Actions LU1.1, LU1.2, LU1.4, LU1.B, LU1.D, LU1.H, LU2.2, LU2.B, LU3.4, LU3.E, LU3.G, LU4.1, LU4.2, LU5.2, LU5.3, LU5.B, CN2.3, and AC2.2 were found to reduce the potential for impacts on scenic resources and visual character (City of Richmond, 2012b).

Regarding new sources of light and glare, the City Richmond is primarily built out, and a significant amount of ambient light and glare from urban uses already exists. However, the

General Plan EIR acknowledged that changing urbanized conditions throughout implementation of the General Plan could result in different distributions of potential light and nighttime glare impacts. The City's General Plan, ordinances, and discretionary permit and Design Review process each have components designed to protect and enhance the visual character of the City while embracing the changes that will normally take place in an urbanized area. Accordingly, the City found that the visual quality of the City will improve and will not be the subject of "substantial degradation" as the General Plan is implemented over time, with implementation of the following mitigation measures:

- **General Plan EIR Mitigation Measures 3.15-2(a):** All street lighting shall be directed downward and shielded to prevent light spill onto surrounding properties, sky glow, and glare.
- **General Plan EIR Mitigation Measures 3.15-2(b):** The City shall restrict the use of high level outdoor lighting for new homes, particularly along the hillside ridges.
- **General Plan EIR Mitigation Measures 3.15-2(c):** Landscaping shall be incorporated along internal roads and near off-site homes to reduce spill light emanating from vehicles and buildings.
- **General Plan EIR Mitigation Measure 3.15-2(d):** The City shall require design review of any project containing reflective glass or metal building materials that exceed 50 percent of any building surface or the first three floors.

The CEQA findings for the General Plan EIR also stated that General Plan Policies and Actions LU5.3 and LU5.B would reduce the potential for impact on light and glare.

In summary, the CEQA findings for the General Plan EIR concluded that aesthetic impacts at the General Plan and cumulative levels would be less than significant (City of Richmond, 2011).

Summary

The CEQA findings for the General Plan EIR and the potential for other cumulative development to combine with the proposed project to create a significant adverse aesthetic impact, are largely factored into the impact determination for aesthetics. The project, combined with other cumulative development in the area, would not result in cumulative adverse changes that would substantially degrade the existing aesthetic conditions of the project site or its surroundings. The impact is less than significant.

Significance: Less Than Significant.

Project Design Features / Mitigation: None required.

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