5.1 Aesthetics

5.1.1 INTRODUCTION

This section describes the existing visual setting and aesthetic character of the Project site and vicinity and evaluates the potential for the Project to impact scenic vistas, visual character and quality, and light and glare. This analysis focuses on changes that would be seen from public viewpoints and provides an assessment of whether aesthetic changes from implementation of the Project would result in substantially degraded aesthetic conditions. The analysis in this section is based, in part, on the following documents and resources:

- *City of Redlands General Plan 2035,* December 5, 2017;
- *City of Redlands General Plan Update and Climate Action Plan Environmental Impact Report* (General Plan EIR), Dyett & Bhatia, July 2017; and
- *City of Redlands Municipal Code.*

Aesthetics Terminology

- **Aesthetic Resources** include a combination of numerous elements, such as landforms, vegetation, water features, urban design, and/or architecture, that provide an overall visual impression that is pleasing to, or valued by, its observers. Factors important in describing the aesthetic resources of an area include visual character, scenic resources, and scenic vistas. These factors together not only describe the intrinsic aesthetic appeal of an area, but also communicate the value placed upon a landscape or scene by its observers.
- **Scenic Resources** are visually significant hillsides, ridges, water bodies, and buildings that are critical in shaping the visual character and scenic identity of the area and surrounding region.
- **Scenic Vistas** are defined as panoramic views of important visual features, as seen from public viewing areas. This definition combines visual quality with information about view exposure to describe the level of interest or concern that viewers may have for the quality of a particular view or visual setting.
- **Visual Character** broadly describes the unique combination of aesthetic elements and scenic resources that characterize a particular area. The quality of an area's visual character can be qualitatively assessed considering the overall visual impression or attractiveness created by the particular landscape characteristics. In urban settings, these characteristics largely include land use type and density, urban landscaping and design, architecture, topography, and background setting.

5.1.2 REGULATORY SETTING

5.1.2.1 Local Regulations

City of Redlands General Plan 2035

City policies pertaining to visual character are contained in the Distinctive City, Livable Community, and Vital Environment Chapters of the Redlands General Plan. The following goals and policies from the Redlands General Plan are relevant to the proposed Project:

Principle 2-P.8 Identify, maintain, protect, and enhance Redlands' cultural, historic, social, economic, architectural, agricultural, archaeological, and scenic heritage. In so doing, Redlands will preserve its unique character and beauty, foster community pride, conserve the character and architecture of its neighborhoods and commercial and rural areas, enable citizens and visitors to enjoy and learn about local history, and provide a framework for making appropriate physical changes.

Principle 2-P.13 Encourage preservation of and public access to defined and established significant scenic vistas, viewpoints, and view corridors.

Action 2-A.25 Require any application that would alter or demolish an undesignated and unsurveyed resource over 50-years-old to be assessed on the merits of the structure, and to be approved by the Historic and Scenic Preservation Commission.

Action 2-A.28 Develop strategies or guidelines to enhance the public realm and context sensitive landscapes in the historic and scenic districts.

Action 2-A.29 Retain existing easements and rights of way for use as viewpoints, turnouts, and scenic walkways where feasible.

Action 2-A.30 Identify historic design features characteristic of the city and its individual neighborhoods that can be used to establish themes and design guidelines.

Action 2-A.34 Uphold the designation of the following streets within the city as scenic highways, drives, and historic streets. Special development standards have been adopted by Resolution for these streets. The streets are:

- Brookside Avenue, from Lakeside Avenue to Eureka Street;
- Olive Avenue, from Lakeside Avenue to Cajon Street;
- Center Street, from Brookside Avenue to Crescent Avenue;
- Highland Avenue, from Serpentine Drive to Cajon Street;
- Sunset Drive, from Serpentine Drive to Edgemont Drive;
- Cajon Street;
- Mariposa Drive, between Halsey and Sunset Drive; and
- Dwight Street, between Pepper Street and Mariposa Drive.

In addition, consider designating the following roads as scenic drives within the community as neighborhood connectors and recreational routes for drivers and bike riders.

- Riverview Drive along the Santa Ana River Wash;
- Live Oak Canyon Road;
- San Timoteo Canyon Road;
- Sylvan Boulevard;
- Nevada Street, from the Orange Blossom Trail to Barton Road;
- Pioneer Avenue, from River Bend Drive to Judson Street; and
- Rural roads in Crafton.

Action 2-A.35 Establish standards for the evaluation of exterior lighting for new development and redevelopment to ensure that exterior lighting (except traffic lights, navigational lights, and other similar safety lighting) is minimized, restricted to low-intensity fixtures, shielded, and concealed to the maximum feasible extent, and that high-intensity perimeter lighting and

lighting for sports and other private recreational facilities is limited to reduce light pollution visible from public viewing areas.

Action 2-A.38 Use exemplary design quality and sensitivity to surrounding historic structures in new City construction, public works, entry ways, and City signs.

Action 2-A.39 Ensure that permanent changes to the exterior or setting of a designated historic resource be done in accordance with the Secretary of the Interior standards for historic properties.

Action 2-A.42 Should demolition of a designated historic resource occur, endeavor to ensure that a building of equal or greater design quality and/or use of equal or greater benefit to the community be constructed. Require that a report documenting the history of the property and archival-quality drawings and/or photographic records be prepared to document the historic resource.

Action 2-A.49 Encourage compatibility of new land uses and new construction adjacent to historical buildings. Encourage construction that is physically and aesthetically complementary to the historic buildings in architectural features and relationship to adjoining structures.

Action 2-A.67 Permit densities, design, and uses that will help preserve the character and amenities of existing older neighborhoods.

Principle 2-P.21 Encourage conservation and preservation of citrus groves and farms, especially those that have cultural or scenic significance. Encourage retention of existing privately-owned citrus groves of all sizes.

Principle 2-P.23 Incorporate citrus trees, in groves of sufficient size and depth to be a viable grove, as part of streetscapes and scenic views, and encourage their conservation in historic neighborhoods.

Action 2-A.92 Provide public improvements for traffic and pedestrian circulation, flood control, utility services, and aesthetic amenities that will attract new private investment and economic development.

Action 2-A.100 Encourage public art and community gatherings through a wide range of visual and physical forms—from banners on light posts, paving and artwork on sidewalks, murals, light displays at night, music, and sculptures, to the design and shaping of public spaces and plazas—all of which set the stage for people to gather, play, and observe. Build on existing activities and events and incorporate facilities to support them.

Principle 4-P.10 Ensure that the scale and character of new development is appropriate for surrounding terrain and the character of existing development.

Action 4-A.32 Discourage larger-scale warehouses and big box architecture that would negatively impact aesthetics such as long, blank walls. Break up the massing of larger structures through setbacks and indentation of facades, appropriate fenestration of windows and doors, and a variety of architectural treatments.

Principle 4-P.40 Encourage the revitalization of the commercial corridors on Colton Avenue at Orange Street by providing opportunities for a variety of commercial uses and providing guidelines for site design to create a more welcoming visual environment.

Principle 4-P.51 Complete a Transit Village Plan that will define: village character, design guidelines for architecture and site development, permitted and conditional uses, building setbacks and heights, yards, interfaces with the public streets and sidewalks, security measures, and transitions to existing neighborhoods.

Action 4-A.102 Create a "sense of arrival" at the city's western gateway through aesthetic improvements such as landscaping, citrus groves, and signage.

City of Redlands Municipal Code

Chapter 2.24, Historic and Scenic Preservation Commission

Chapter 2.24 of the Redlands Municipal Code establishes the City's Historic and Resource Preservation Commission. The Commission has the responsibility of making a recommendation to the City Council on the formation of a Historic District, a geographical area that has a significant architectural enclave of historic buildings or scenic vistas. Properties of scenic significance, as defined by the Municipal Code, may include landscaping, light standards, trees, curbing, and signs that contribute aesthetically to the scenic heritage of the city.

Section 18.12.170, Architectural Review; Criteria

City of Redlands architectural review criteria pursuant to Section 18.12.170 of the City of Redlands Municipal Code establishes architectural criteria for development located within the City. These criteria are intended to provide design professionals, property owners, residents, staff, and decision makers with a clear and common understanding of the City's expectations for the planning, design, and review of development proposals. According to RMC Section 18.12.170(B), conformance is to be evaluated based on consideration of the following criteria:

1. Site layout, orientation, location of structures and relationship to one another, as well as open spaces and topography;
2. Harmonious relationship of building with existing and proposed adjoining developments;
3. Maximum height, area, setbacks and overall mass of buildings, as well as other structures such as walls, screens, towers or signs, and effective concealment of all mechanical equipment;
4. Harmony of construction materials and colors in relation to all exterior elevations;
5. Location and type of planting, with due regard for the preservation of specimen trees upon a site;
6. Design and appropriateness of signs in relation to the architectural style of the building;
7. Glazing or image reflective surfaces (specular reflectance) shall be limited to a maximum reflectance value of twenty five percent (25%). "Specular reflectance" means any mirror like reflection, as contrasted to diffused reflection from such surfaces as concrete or vegetation.

However, the criteria contained in RMC 18.12.170 do not constitute "objective design standards" as defined in the Housing Crisis Act of 2019 (i.e., Senate Bill 330).

In addition, the City also uses a document titled "Architectural Design Guidelines" that contains examples of architectural design that is sensitive to the cultural and historic character of Redlands. Topics covered in the Guidelines include building articulation, windows, the pedestrian realm, entryways, building materials, contextual design, signage, energy efficient design, adaptive reuse of structures, public art, site design, and landscaping, among others. However, these general guidelines do not constitute "objective design standards" as defined in the Housing Crisis Act of 2019 (i.e., Senate Bill 330).

5.1.3 ENVIRONMENTAL SETTING

Aesthetic resources include a combination of numerous elements, such as landforms, vegetation, water features, urban design, and/or architecture, that impart an overall visual impression that is pleasing to, or valued by, its observers. Factors important in describing the aesthetic resources of an area include visual character, scenic resources, and scenic vistas. These factors together not only describe the intrinsic aesthetic appeal of an area, but also communicate the value placed upon a landscape or scene by its observers.

State Scenic Highway

There are no officially designated state scenic highways traversing the TVSP area; however, State Route 38 is an eligible, albeit not officially designated, state scenic highway. State Route 38 traverses the Downtown Transit Village area as Orange Street north of the I-10 to Lugonia Avenue. State Route 38 then continues outside of the Project area easterly as Lugonia Avenue, which then turns into Mentone Boulevard and Mill Creek Road as the highway continues into the San Bernardino Mountains.

City Scenic Roadways

The City of Redlands has designated numerous roadway segments as scenic highways, drives, and historic streets subject to special development standards (GP2035 EIR, p. 3.1-11). Table 5.1-1, *Scenic Roadways in the City*, lists the City-designated scenic roadways and roadways being considered for scenic designation as well as their relationship to the TVSP area.

Table 5.1-1: Scenic Roadways in the City

Scenic Roadway	Scenic Segment	Relationship to TVSP Area
Brookside Avenue	from Lakeside Avenue to Eureka Street	A small portion of the easternmost terminus of this roadway segment at the intersection of Eureka Street enters the Project area in the Downtown Transit Village
Olive Avenue	from Lakeside Avenue to Cajon Street	A small portion of the easternmost terminus of this roadway segment at the intersection of Cajon Street enters the Project area in the Downtown Transit Village
Center Street	from Brookside Avenue to Crescent Avenue	Outside of the TVSP area
Highland Avenue	from Serpentine Drive to Cajon Street	Outside of the TVSP area
Sunset Drive	from Serpentine Drive to Edgemont Drive	Outside of the TVSP area
Cajon Street	(Whole street)	The northern terminus of this segment at Citrus Avenue/Orange Street south to Clark Street is within the Project area in the Downtown Transit Village
Mariposa Drive	between Halsey and Sunset Drive	Outside of the TVSP area
Dwight Street	between Pepper Street and Mariposa Drive	Outside of the TVSP area
Roadways Being Considered for Scenic Designations		
Riverview Drive	Along the Santa Ana River wash	Outside of the TVSP area
Live Oak Canyon Drive	(Whole street)	Outside of the TVSP area

Scenic Roadway	Scenic Segment	Relationship to TVSP Area
San Timoteo Canyon Road	(Whole street)	Outside of the TVSP area
Sylvan Boulevard	(Whole street)	The western terminus at the intersection of University Street east to Judson Street is within the Project area in the University Transit Village
Nevada Street	from Orange Blossom Trail to Barton Road	Outside of the TVSP area
Pioneer Avenue	from River Bend Drive to Judson Street	Outside of the TVSP area
Rural roads in Crafton area		Outside of the TVSP area

Visual Character of the Project Site

Existing setting of the New York Street/Esri Transit Village area. The area around this station is car oriented. Large blocks generally comprise the area with commercial and light industrial buildings set back away from the street behind parking lots or landscaped front yards. The I-10 and SR-210 interchange is to the northwest of this transit village. The transit village is traversed east-west by the railways, which run along the north side of Redlands Boulevard, until New York Street, where they branch off from one another as they proceed eastward.

The Arrow station will be located along the north side of Redlands Boulevard at New York Street. To the south of the station site and Redlands Boulevard is Esri's campus headquarters, and to the southeast (across the intersection) from the station site is Jennie Davis Park, a 5.2-acre neighborhood park. Land uses to the west of the Esri campus (across Tennessee Street) consist primarily of light industrial warehouse buildings and commercial services or office uses. To the south of the Esri campus is a neighborhood of apartments and multifamily buildings.

North of the railway, existing development consists of car-oriented uses, strip mall shopping centers, fast-food restaurants, hotels, and recreational facilities. North of the I-10 are commercial and single-family residences. Buildings within this area range from one to three-story buildings. Many of the one-story light industrial and retail buildings are tall one-story buildings facing the street. The parcels surrounding the station are largely vacant.

Existing setting of the Downtown Transit Village area. This area includes the City's urban core and the historic Santa Fe Depot. The station site will be at the north side of the Santa Fe Depot (for the new Arrow platform) and immediately west of the Depot (for the new Metrolink platform). Blocks located east of Orange Street within Downtown are small and promote walkability, with commercial and mixed-use buildings built adjacent to and accessed directly from the sidewalk. Blocks west of Orange Street are larger and less pedestrian-friendly with buildings and site designs that are more car-oriented, with buildings located behind street-facing parking lots.

Many parcels west of the Downtown Station are vacant. Additionally, a few vacant remnant packinghouse buildings exist to the north and south of the Santa Fe Depot. Most of the contemporary buildings and extant historic buildings within this transit village are one- and two-story in height. A notable exception is the Citibank building, which is six stories tall. In addition, many of the old packinghouse buildings surrounding the Santa Fe Depot are one-story buildings with tall interiors.

The historical setting of the downtown core (i.e., along Orange Street and State Street in the general vicinity of the historic Santa Fe Depot and other no longer extant railroad stops) included several three- and four-story buildings. Historical photos from the City Archives at the A.K. Smiley Public Library show multiple hotels, commercial buildings, and mixed-use buildings with residential upper floors along Orange Street, West State Street, and East State Street. Such buildings were demolished long ago and included: Casa Loma Hotel; Windsor Hotel (also known as the I.O.O.F. Building); Alvarado Hotel; La Posada Hotel; P.O. Block building (also known as the Atwood Block); the Elks Club; First National Bank building; Bank of America building; The Academy of Music building; and others as shown in historical photos of the area.

Existing setting of the University Transit Village area. This area includes the portion of the University of Redlands campus located south of Sylvan Boulevard and Sylvan Park (which is 18-acres). Land uses located north of the I-10 and west of University Street include Sylvan Park, single-family residences, and some multi-family buildings. The southeast portion of the village primarily consists of multi-family buildings. Most of the buildings within this transit village area are one- and two-story in height. Several prominent buildings on the University campus (and near the new University train station) are three- and four-stories high, such as the Administration Building, the Chapel, as well as other buildings such as residence halls. Single-family residences in the neighborhoods around the University campus are mostly one-story and multi-family buildings are two stories. Most of the land immediately surrounding the station site (to the east and south) is vacant and unimproved.

Visual Character of Adjacent Areas

The existing visual character of the area surrounding the TVSP area is urban and suburban. There is no consistent architectural or visual theme within the surrounding area. However, multiple areas surrounding the TVSP area include historic and scenic districts, such as the Smiley Park Neighborhood District and Scenic District, and the East Fern Avenue Historic and Scenic District, located south of the Downtown Village area.

Areas to the north of the TVSP area generally include light industrial uses, commercial buildings, single-family residences and neighborhoods, and the University of Redlands campus. Areas to the east of TVSP area, directly east of Judson Street, include one-story single-family residences and a mobile home park. Areas south of the TVSP area include one- to two-story single-family residences and neighborhoods, Redlands High School, multi-family residential units, Smiley Park, and commercial uses. Areas west of the TVSP area include multi-family residences, commercial uses, and light industrial uses.

Light and Glare

The TVSP area is mostly developed with a limited number of vacant parcels and includes multiple sources of nighttime lighting. Additionally, the TVSP area is surrounded by sources of nighttime lighting that include streetlights along roadways, illumination from vehicle headlights, offsite exterior residential, commercial, and industrial lighting, and interior illumination passing through windows. Sensitive receptors relative to lighting and glare include residents, motorists, and pedestrians passing through the TVSP area.

Glare can emanate from many different sources, some of which include direct sunlight, sunlight reflecting from cars or buildings, and bright outdoor or indoor lighting. Glare in the TVSP vicinity is generated by building and vehicle windows reflecting light. Substantial sources of glare within the TVSP area include windows of taller buildings, such as the six-story Citibank building. However, the majority of buildings within the TVSP area are shorter one- to two-story buildings that are constructed of non-reflective materials and

are not surfaced with a substantial number of windows adjacent to one another that would create a large reflective area.

5.1.4 THRESHOLDS OF SIGNIFICANCE

Appendix G of the State CEQA Guidelines indicates that a project could have a significant effect if it were to:

AE-1 Have a substantial adverse effect on a scenic vista?

AE-2 Substantially damage scenic resources, including, trees, rock outcroppings, and historic buildings within a state scenic highway?

AE-3 In non-urbanized areas, substantially degrade the existing visual character or quality of public views of the site and its surroundings? (public views are those that are experienced from publicly accessible vantage point). If the project is in an urbanized area, would the project conflict with applicable zoning and other regulations governing scenic quality?

AE-4 Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area?

The Initial Study established that the proposed Project would not result in impacts related to Threshold AE-1; and no further assessment of these impacts is required in this Draft EIR.

5.1.5 METHODOLOGY

Aesthetic resources were assessed based on the visual quality of the TVSP area and surrounding area and the changes that would occur from implementation of the proposed Project. The evaluation of aesthetics character identifies the proposed Specific Plan's development characteristics and the expected appearance of full buildout pursuant to the TVSP and compares it to the TVSP area's existing appearance and character, compared to the character of adjacent existing and future planned uses to determine whether and/or to what extent a degradation of the visual character of the area could occur. Factors considered include the blending/contrasting of new and existing buildings given the proposed uses, density, height, bulk, setbacks, signage, etc. An impact would be considered significant if the Project would result in development that is incompatible with existing uses in relation to type of use or scale or is inconsistent with adopted policies regarding visual and urban design quality.

The EIR recognizes that assessment of whether changes in the character of development from existing conditions would be comparatively better (substantially improved) or worse (substantially degraded) is largely subjective. The following analysis, therefore, focuses in a factual manner on the extent to which new development pursuant to the proposed TVSP would be compatible or conflict with the area's existing character or features.

The analysis of light and glare identifies light-sensitive land uses and describes the Project's proposed light and glare sources, and the extent to which lighting, including illuminated signage from implementing projects, could spill off the implementing project site onto adjacent existing and future light-sensitive areas. The analysis also considers the potential for sunlight to reflect off building surfaces (glare) and the extent to which such glare would interfere with the operation of motor vehicles or other activities.

5.1.6 ENVIRONMENTAL IMPACTS

State Transit Priority Regulations

Public Resources Code (PRC) Section 21099(d) (Senate Bill 743 (2013)) sets forth guidelines for evaluating project transportation impacts under CEQA, as follows: "Aesthetic and parking impacts of a residential, mixed-use residential, or employment center project on an infill site within a transit priority area (TPA) shall not be considered significant impacts on the environment."

PRC Section 21099 defines a "transit priority area" as an area within 0.5-mile of a major transit stop that is "existing or planned, if the planned stop is scheduled to be completed within the planning horizon included in a Transportation Improvement Program adopted pursuant to Section 450.216 or 450.322 of Title 23 of the Code of Federal Regulations."

PRC Section 21064.3 defines "major transit stop" as "a site containing an existing rail transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods."

PRC Section 21099 defines an "employment center project" as "a project located on property zoned for commercial uses with a floor area ratio of no less than 0.75 and that is located within a transit priority area."

PRC Section 21099 defines an "infill site" as a lot located within an urban area that has been previously developed, or on a vacant site where at least 75 percent of the perimeter of the site adjoins, or is separated only by an improved public right-of-way from, parcels that are developed with qualified urban uses.

The under-construction Arrow stations constitute major transit stops as they will serve rail transit. The Project area within a half-mile of each Arrow station is a TPA (see Figure 3-16, *Transit Villages Specific Plan and Transit Priority Areas*). Accordingly, PRC Section 21099 applies to these areas. There are no other major transit stops in the City. Therefore, individual development projects under the TVD within the TVSP that are within a TPA are exempt from aesthetic impacts under CEQA.

However, the following analysis analyzes impacts to aesthetics from Project implementation. While portions of the TVSP area are within TPAs, the following analysis analyzes impacts to aesthetics from future development in areas of the TVSP inside and outside of TPAs.

IMPACT AE-2: THE PROJECT WOULD NOT SUBSTANTIALLY DAMAGE SCENIC RESOURCES, INCLUDING TREES, ROCK OUTCROPPINGS, AND HISTORIC BUILDINGS WITHIN A STATE SCENIC HIGHWAY.

Less than Significant with Mitigation Incorporated. As previously discussed, there are no officially designated state scenic highways traversing the TVSP area; however, State Route 38 is an eligible state scenic highway. State Route 38 traverses the Downtown Transit Village area as Orange Street north of the I-10 to Lugonia Avenue. State Route 38 then continues outside of the Project area easterly as Lugonia Avenue, which then turns into Mentone Boulevard and Mill Creek Road as the highway continues into the San Bernardino Mountains. Parcels along the eligible portion of Orange Street include two undeveloped parcels, commercial uses, one- to two-story single-family residences, a gas station, and the Redlands Unified School District buildings. Per the City of Redlands General Plan, most parcels along the eligible portion of Orange Street are designated for Commercial (C) and a few parcels for Public/Institutional (PI) uses. Additionally, the parcels along the eligible portion of Orange Street are zoned Highway Commercial (C-4) and Educational (E).

As shown in Figure 3-8, *Regulating Plan,* upon implementation of the TVSP parcels along Orange Street north of the I-10 to Lugonia Avenue would be designated as Village General (VG), Village Corridor (COR), and Special District 1 (SD1). Individual development projects proposed under the Project could be built along State Route 38 per the design guidelines and standards set forth in the TVSP. The TVSP would guide infill development, which would alter the existing visual character of the State Route 38 corridor over the plan implementation period (through 2040) by introducing additional commercial, residential, and/or mixed-use development to the Orange Street area. However, as previously discussed, the majority of the State Route 38 corridor along Orange Street is already developed with commercial, residential, and institutional uses, and all of the parcels along the corridor area already designated for Commercial or Public/Institutional development by the City of Redlands General Plan. As discussed above, parcels along the eligible portion of Orange Street are zoned Highway Commercial (C-4), which does not prescribe a building height limit, and Educational (E), which does not prescribe a building height limit and requires a Conditional Use Permit for structures over 35 feet. The TVSP would designate these parcels as Village General (VG), which prescribes an average building height of three stories, Village Corridor (COR), which prescribes a building height of two stories maximum, and Special District 1 (SD1). The majority of parcels along the eligible portion of Orange Street, besides those adjacent to the freeway, would be designated as Village Corridor (COR), which would limit height of new development to two stories, consistent with existing building heights. Therefore, structures resulting from the TVSP would be generally within the heights of the existing developed parcels, as allowed by the Redlands General Plan and Municipal Code, along State Route 38 and would not block views of scenic resources, such as the San Bernardino foothills, as implementing project structures would be consistent with views presently found in the area. As shown on Figure 2-1 of the City of Redlands General Plan, three properties along the State Route 38 corridor within the TVSP Area are Local Historic Landmarks/Resources. Any future development projects that might affect or alter historic or scenic resources must first be reviewed and approved by the City's Historic and Scenic Preservation Commission.

Moreover, the City has designated numerous roadway segments as scenic highways, drives, and historic streets subject to special development standards (GP2035 EIR, p. 3.1-11). As discussed above in Table 5.1-1, portions of Brookside Avenue, Olive Avenue, and Cajon Street, which are designated by the City as scenic roadways are within the Project Area. Additionally, a portion of Sylvan Boulevard, which is being considered by the City for scenic designation, is within the TVSP area. As shown on General Plan Figure 2-1, one property along Sylvan Boulevard is a Local Historic Landmark/Resource (Redlands Lawn Bowling Club within Sylvan Park). Three properties along Cajon Street are Local Historic Landmarks/Resources. Six properties along Olive Avenue are considered Local Historic Landmarks/Resources. Any future development projects that might affect or alter historic or scenic resources must first be reviewed and approved by the City's Historic and Scenic Preservation Commission.

As such, the adoption of the TVSP would not substantially damage scenic resources, trees, rock outcroppings within a state scenic highway, but could potentially result in substantial changes to historic buildings if future development projects are proposed on those properties. As discussed further in Section 5.3, *Cultural Resources,* implementing projects would be required to adhere to Mitigation Measure CUL-1, which requires preparation of historical resource assessments for any implementing project which impacts buildings over 50 years old. Furthermore, pursuant to TVSP Section 4.1.2 F, all rehabilitations and additions to historic buildings within the TVSP area must first be reviewed and approved by the city's Historic and Scenic Preservation Commission, and shall conform to the recommendations of the Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring & Reconstructing Historic Buildings* and the *Redlands Historic Architectural Design Guidelines* (both of which are incorporated by reference in the TVSP Chapter 4). Therefore, with implementation of the historic design standards that would be implemented as part of the TVSP (provided as PPP CUL-1) and Mitigation Measure CUL-1, impacts related to damaging historic resources within a state scenic highway would be less than significant.

IMPACT AE-3: THE PROJECT IS LOCATED WITHIN AN URBAN AREA AND WOULD NOT CONFLICT WITH APPLICABLE ZONING AND OTHER REGULATIONS GOVERNING SCENIC QUALITY.

Less than Significant Impact. As defined by Public Resources Code Section 21071; "Urbanized area" means either of the following:

(a) An incorporated city that meets either of the following criteria:
(1) Has a population of at least 100,000 persons.
(2) Has a population of less than 100,000 persons if the population of that city and not more than two contiguous incorporated cities combined equals at least 100,000 persons.

According to the California Department of Finance E-5 Population Estimates in January 2021, the City of Redlands has a current population of 71,154. Combined with the adjacent cities of Loma Linda, Highland, San Bernardino, and Yucaipa, the population exceeds 100,000 persons thus qualifying the City as being in an "Urbanized Area" (CDF, 2022). Therefore, a significant impact would occur if an implementing project under the TVSP conflicts with applicable zoning and other regulations governing scenic quality.

The proposed Project would guide infill development, which would alter the existing visual character of the TVSP area over the plan implementation period (through 2040) by introducing additional mixed-use development to the area. The proposed Project does not call for any substantial changes to land use or building design in comparison to existing Redlands Municipal Code architectural review criteria for most commercial districts and residential neighborhoods within the TVSP area and includes provisions to preserve or improve the existing visual character of the city. Proposed land use designations and policies would direct new development into underutilized or previously developed areas, where any proposed changes in land use and physical design are intended to increase visual quality. The TVSP provides design standards (including objective architectural design standards), which includes requirements and guidelines for specific development sites, new community amenities, and architectural designs specific to each of the regulating zones. The design standards in the TVSP provide for compatibility with existing uses to enhance the aesthetics and character of the TVSP area. Infill development in the area would be compatible with surrounding buildings to provide consistency in scale within the TVSP area and surrounding pre-World War II residential neighborhoods. The TVSP would create building height and development standards that would be substantially similar to the existing zoning standards. The TVSP provides design and development standards for streetscape improvements that includes a specified palette of street trees, street furniture (planters, benches, bicycle parking, trash receptacles, etc.), wayfinding signage, and open space areas. Implementation of the TVSP's design criteria with improvements to existing streetscapes, would enhance the existing visual character of the TVSP area as the TVSP's design standards would promote compatibility for new improvements with the area.

Redlands General Plan. The Redlands General Plan designates the TVSP area with a mix of land uses including: Medium Density Residential (up to 15 dwelling units per acre), High Density Residential (up to 27 dwelling units per acre), Office, Commercial, Commercial/Industrial, Industrial, Public/Institutional, and Parks. The proposed Project includes a General Plan Amendment to change the designation parcels within the TVSP area to a "Transit Village (TV)" District. The new Transit Village (TV) land use designation would encourage development in the center of town by providing a plan for introducing new residential and commercial uses located within approximately 0.5 mile of each of these three new train stations.

California law (Government Code §65450-§65453) allows cities to develop and administer specific plans as an implementation tool for their General Plan. As a requirement of state law, specific plans must demonstrate consistency in regulations, guidelines and programs with the goals, objectives, policies,

standards, programs and uses that are established in the General Plan. The proposed TVSP would implement General Plan policies related to infill development, providing for mixed use, transit-oriented development within the core area of the City and increasing use of alternative methods of transportation (especially walking, bicycling, bus and train, rideshare, electric vehicles, and other modes that reduce motor vehicle trips). Chapter 1 of the TVSP addresses the consistency of the TVSP with the City's General Plan and said analysis is incorporated by reference into this Draft EIR. As shown, the proposed Project would be consistent with the City's General Plan.

The Project would advance the Redlands General Plan's present Transit Village Strategy and Concept by amending the Redlands General Plan to establish the new Transit Village (TV) land use designation to encourage development in the center of town by providing a plan for introducing new residential and commercial uses located within 0.5 mile of each of these three new train stations. The proposed adoption of the Transit Village (TV) district, along with the implementing TVSP, will set regulations for the community's long-term vision for compact, efficient, responsible, and environmentally sustainable development. As a form-based code, the TVSP will emphasize building form, a mix and density of different uses, strong pedestrian orientation and transit-oriented development, and public realm improvements and amenities. Therefore, implementation of the Project would not result in conflict with the City's General Plan, and impacts would not occur.

City of Redlands Municipal Code. Existing residential zoning within the TVSP area is primarily Multi-Family Residential (R-2 and R-3); however, there are two small areas with existing single-family zoning. The parcels on 11th Street between the I-10 and Colton Avenue in the Downtown Transit Village are zoned Single-Family Residential (R-1) and the parcels in the University Street Transit Village bounded by the I-10, East Cypress Avenue, and East Citrus Avenue are zoned Suburban Residential (R-S). See Figure 3-7, *Existing Zoning Districts*. Non-residential zoning in the TVSP area include Industrial (I-P), Light Industrial (M-1), Planned Industrial (M-P), Administrative and Professional Office (A-P), Neighborhood Stores (C-1), General Commercial (C-3), Highway Commercial (C-4), Commercial (C-M), Educational (E), Transitional (T), Open Land (O), Floodplain (FP), East Valley-General Commercial (EV/CG), and East Valley-Public Institutional (EV/PI). The Downtown Specific Plan (Specific Plan No. 45), located in the proposed Downtown Village, governs the parcels in the downtown area (which is divided into Town Center, Town Center-Historic, and Service-Commercial districts within SP No. 45). The objective of the Downtown Specific Plan is to create a compact, pedestrian-oriented environment, although new mixed-use developments and transit-oriented developments have not come to fruition under the existing Downtown Specific Plan. The proposed Project would replace the current zones within the TVSP area with the "Specific Plan" zone, which then would implement the TVSP's Regulating Plan districts, as shown in Figure 3-8, *Regulating Plan*.

TVSP Chapter 4, Development Code, provides detailed regulations for development and new land uses within the TVSP area, and describes how these regulations would be used as part of the City's development review process. These provisions supersede and replace regulations under the City of Redlands Zoning Code (Title 18 of the Municipal Code). Where specific provisions are not set forth for development standards within the TVSP, or where otherwise applicable requirements of the Zoning Code are not covered by the TVSP Development Code, implementing projects within the TVSP area would be subject to current or future Municipal Code regulations. However, while regulations within the TVSP supersede regulations set forth by the current Municipal Code, the majority of regulations align with the development standards set forth throughout the Municipal Code. For example, the R-3 Multiple Family Residential District set forth in Chapter 18.60 of the Municipal Code allows for development of buildings and structure with a height of no greater than four stories. As discussed in Section 3, *Project Description*, of this Draft EIR, buildings within the Village Center (VC) district would have a maximum height of four stories and buildings within the Village General (VG) district would be required to have an average height of three stories. Therefore, the new building

standards, such as those for building height, provided for by the TVSP would largely remain consistent with existing Municipal Code development standards.

As previously discussed in Section 3.0, *Project Description*, the TVSP provides a road map for buildout of the TVSP area through 2040 and beyond. There are a number of vacant parcels located within the TVSP area, mostly concentrated along and near the railway right-of-way, as well as other developed or vacant parcels near the train stations. Full buildout of the TVSP area would potentially result in the development of up to 2,400 dwelling units, up to 265,000 SF of commercial space, up to 238,000 SF of office space, up to 220 hotel rooms, and up to 280,000 SF of parkland throughout all three transit villages. However, the TVSP as a form-based code would achieve preferred building forms and design, promote compact and walkable urban form in the vicinity of the train stations, introduce a greater variety of transportation options, and provide more public open space and amenities, among other aesthetic and community benefits. These goals also have associated environmental benefits and long-term reduction of cumulative environmental effects, as summarized in the City's certified *General Plan Update and Climate Action Plan Environmental Impact Report*. Implementing projects pursuant to the TVSP would undergo development review in order to ensure that the project would meet all applicable development standards pursuant to the Redlands General Plan, TVSP, and Redlands Municipal Code. Overall, the TVSP area is located within an urbanized area and would not conflict with applicable zoning and other regulations governing scenic quality. Hence, the proposed Project would not degrade the visual character of the TVSP area and surrounding area; and impacts would be less than significant.

IMPACT AE-4: THE PROJECT WOULD NOT CREATE A NEW SOURCE OF SUBSTANTIAL LIGHT OR GLARE WHICH WOULD ADVERSELY AFFECT DAY OR NIGHTTIME VIEWS IN THE AREA.

Less than Significant with Mitigation Incorporated. Light and glare sensitive uses include the existing residences, motorists, and pedestrians and the proposed residences, motorists, and pedestrians that are located within the TVSP area.

Construction

Limited, if any, nighttime lighting would be needed during construction projects allowed by the Project because RMC Section 8.06.120 limits construction activities to the hours of 7:00 a.m. and 6:00 p.m. on a weekday and Saturdays. Construction activities may be permitted outside of those limitations identified in the case of urgent necessity or upon a finding that such approval will not adversely impact adjacent properties and the health, safety and welfare of the community if a temporary exception is granted. Thus, most construction activity would occur during daytime hours, and construction-related low-level illumination would be used for safety and security purposes only, as provided by Mitigation Measure AES-1. In addition, construction activities do not include any materials or machinery that would generate offsite glare. Therefore, with implementation of Mitigation Measure AES-1, impacts related to lighting and glare during construction activities would be less than significant.

Operation

Lighting

The proposed TVSP area is urbanized and includes a mix of residential, commercial, industrial, and office land uses. As shown on Figure 3-17, the majority of the TVSP area is developed with few vacant parcels. Sources of light include interior and exterior building lighting, parking lot lighting, vehicular lighting, street lighting, and landscape lighting. Implementation of the proposed Project would increase overall nighttime lighting because it would result in greater intensity and density of land uses than currently exists. New lighting would accompany all new development, including exterior lighting for streetlights, parking lots, signs,

walkways, and interior lighting, which could be visible through windows to the outside. In addition, existing and proposed residential uses, considered light-sensitive receptors, would be located throughout the TVSP area.

Section 4.11 of the TVSP sets requirements related to lighting and shielding of light sources limit the potential for increased lighting on sensitive uses. Light emanating from new uses within the TVSP area would be required to be shielded to focus lighting and prevent lighting from spilling onto adjacent sensitive uses, such as residential, or from streaming directly into streets, which could impair views of drivers on streets at night. With compliance with the TVSP, which would be checked by the City through the building plan check and project permitting process, impacts related to increased sources of light would be less than significant.

Glare

Glare can emanate from many different sources, some of which include direct sunlight, sunlight reflecting from cars or buildings, and bright outdoor or indoor lighting. Glare from reflective surfaces could occur if development uses large expanses of glass, metal, and other reflective surfaces for building façades. However, the TVSP area is currently developed with similar urban land uses, and implementation of the Project would not result in a substantial net increase in daytime glare, even though an increase in building area would occur over current conditions, due to proposed design criteria set forth in the TVSP. Implementation of the TVSP's design criteria, Section 4.7.E, *Design Standards* would encourage use of traditional materials including brick, stone, and wood and discourage the use of reflective materials. Furthermore, all implementing projects would require design review, which would ensure that reflective surfaces that would result in glare are not used in projects implemented pursuant to the proposed TVSP. Section 4.11 of the TVSP sets requirements related to lighting and requires shielding of light sources to minimize glare. Thus, with compliance with the TVSP's design criteria that are checked by the City through the design review, plan check and development permit process, and compliance with the Redlands Municipal Code, impacts related to increased sources of glare would be less than significant.

5.1.7 CUMULATIVE IMPACTS

Visual Character

The cumulative aesthetics analysis area for the proposed TVSP area is the viewshed that the TVSP area lies within. Like the TVSP area, the cumulative analysis area has been long developed with urban uses and is defined by a grid system of roadways. Thus, cumulative development would be characterized as infill, and would primarily consist of increasing existing development intensities. As a result, cumulative development would reinforce the existing urban and developed character of the area. Future cumulative development would result in changes to the existing development intensities through conversion of vacant land to developed uses, as well as through the conversion of existing land uses to higher development intensities. However, because the General Plan, Municipal Code, and TVSP set forth policies to protect the character of existing development (as previously listed), it is anticipated that cumulative projects adopted in a manner consistent with those General Plan, Municipal Code, and TVSP policies would not cumulatively degrade the existing character of area land uses. As a result, there would be no significant cumulative impact to which implementation of the proposed Project could contribute.

The cumulative change in visual condition that would result from the proposed Project, in combination with nearby projects, would not be considered adverse because, as described previously, the proposed Project would provide design criteria with respect to architecture, landscaping, parking, and other related items. The design criteria have the goal of improving the visual quality of the TVSP area by providing requirements and guidelines to ensure consistent, quality development. Thus, with implementation of the proposed TVSP's associated development standards and design criteria (and the Redlands Municipal Code where the TVSP

is directing and/or silent), implementation of the proposed Project would result in a less than significant cumulatively considerable impact related to degradation of the existing visual character or quality of the site and its surroundings.

Light and Glare

The cumulative study area for light and glare for the proposed TVSP area is immediately adjacent to lands that could receive light or glare from new development within the TVSP area or could generate daytime glare or nighttime lighting that would be visible within the TVSP area. All such areas contain a variety of sources of nighttime lighting, such as roadways, vehicle lights, exterior security lighting, as well as sources of daytime glare, such as glass windows on buildings. Because cumulative projects would result in more intense development than currently exists, the proposed Project in combination with past, present, and reasonably foreseeable future projects could create potentially significant cumulative nighttime lighting and daytime glare impacts. However, application of the Redlands Municipal Code regulations and the TVSP's design criteria would avoid potentially significant effects. These regulations state that lighting shall be shielded to prevent light from shining onto adjacent properties and exclude features that could create excessive glare. With implementation of the existing City regulations and the TVSP's development and design standards, the future developments that could occur by the implementation of the Project would not result in a cumulatively considerable contribution of light and glare. Thus, the cumulative effects of development from the Project in combination with cumulative projects related to light and glare are less than significant.

5.1.8 EXISTING REGULATIONS, STANDARD CONDITIONS, AND PLANS, PROGRAMS, OR POLICIES

Existing Regulations

- City of Redlands GP2035
- City of Redlands Municipal Code

Standard Conditions

None.

Plans, Programs, or Policies

PPP CUL-1, as further detailed in Section 5.3, *Cultural Resources*.

5.1.9 LEVEL OF SIGNIFICANCE BEFORE MITIGATION

Upon implementation of regulatory requirements and the proposed Project's design criteria, Impact AE-3 would be less than significant. Without mitigation, Impacts AE-2 and AE-4 would be potentially significant.

5.1.10 MITIGATION MEASURES

Mitigation Measure CUL-1 as detailed in Section 5.3, *Cultural Resources*.

Mitigation Measure AES-1: Construction Lighting. The developer and construction contractors shall install all temporary construction lighting such that: (a) lamps and reflectors do not illuminate upon areas beyond the implementing project site, including any off-site security buffer areas; (b) lighting does not cause excessive reflected glare; (c) direct lighting does not illuminate the nighttime sky; (d) illumination of the project site and its immediate vicinity is minimized; and (e) lighting is directed toward construction work areas and shielded from offsite areas.

5.1.11 LEVEL OF SIGNIFICANCE AFTER MITIGATION

Implementation of Mitigation Measure CUL-1 would reduce impacts to historical resources within a scenic highway to less than significant. Implementation of Mitigation Measure AES-1 would reduce impacts related to construction lighting to less than significant.

REFERENCES

California Department of Finance. E-1 Population Estimates for Cities, Counties, and the State – January 1, 2020 and 2021. Accessed: https://www.dof.ca.gov/Forecasting/Demographics/Estimates/e-1/

California State Scenic Highway System Map. California Department of Transportation.

City of Redlands (City Zoning 2021), Zoning Map, https://www.cityofredlands.org/sites/main/files/file-attachments/zoning.pdf?1633557844 (accessed December 6, 2021)

City of Redlands (GP2035 EIR), General Plan 2035 Environmental Impact Report, https://www.cityofredlands.org/post/planning-division-general-plan (accessed December 3, 2021)

City of Redlands (GP2035), General Plan 2035, https://www.cityofredlands.org/post/planning-division-general-plan (accessed December 3, 2021)

City of Redlands, Draft Transit Villages Specific Plan, http://redlandstransitvillages.org