5. Environmental Setting and Impact Analysis

5.1 Aesthetics

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5.1.1 Environmental Setting

This analysis evaluates the potential for the Olinda Last Mile Underserved Broadband Project (Olinda Project, or the proposed project) to impact the visual character or scenic resources within the proposed project area. The methodology for describing the existing environmental setting of the proposed project area is based on the Federal Highway Administration's (FHWA's) guidelines for visual impact assessment for highway projects (FHWA 1981, 2015). This methodology is commonly used to assess the potential aesthetic impacts of various types of development projects on both public and private lands within a variety of landscapes, including natural, rural, suburban, and urban settings.

- 15 This aesthetic impact assessment process involves identifying:
- Aesthetic character and quality of proposed project area;
- Important viewing locations (e.g., roads, trails, residential neighborhoods, parks, and overlooks)
 and the general visibility of the proposed project area and the site using descriptions and
 photographs;
- Viewer groups and their sensitivity (e.g., general viewer awareness and concern for views and changes to those views);
- Relevant federal, state, and local government policies and concerns for protection of aesthetic resources;
- Potential aesthetic impacts of the proposed project and their levels of significance; and
- Mitigation measures that would reduce potential aesthetic impacts of the proposed project.
- A description of vividness, intactness, and unity define aesthetic character and quality.
 - **Vividness.** The visual power or memorability of landscape components as they combine in striking or distinctive visual patterns.
- Intactness. The visual integrity of the natural and human-built landscape and its freedom from
 encroaching elements. This factor can be present in well-kept urban and rural landscapes, as well
 as in natural settings.
- Unity. The visual coherence and compositional harmony of the landscape considered as a whole.
 It frequently attests to the careful design of individual components in the landscape. (FHWA
 1981)

Viewer sensitivity is also considered when determining the impacts of a visual change; however, the proposed project would be sited entirely within road ROW, and there are no designated scenic highways in the proposed project area. As further described, viewer exposure would be fleeting (i.e., occur in the context of driving), and aboveground infrastructure associated with project (i.e., 4-foot-high equipment cabinets) would be in line with typical roadside infrastructure, viewer sensitivity is expected to be minimal.

1 Existing Visual Character

2 The existing visual character of the proposed project area is predominately rural, bucolic, and natural. The

3 landscape of the proposed project area is a mix of natural, agricultural, and rural residential, interspersed

4 with a few small community centers, schools, and small businesses. Natural areas are more prevalent in

5 the western portion of the proposed project area and surrounding areas, but are interspersed throughout

6 the proposed project area. Agricultural lands consist primarily of pasture and grazing lands and small

7 orchards. Rural residences are scattered throughout the proposed project area and tend to be located on

- 8 large lots, often with fenced pastures and fields.
- 9

10 Much of the proposed project would be located in the generally flat to gently rolling terrain of several

small valleys. The valleys are enclosed by rolling to steep and rugged hills. Much of the southern and central portion of the proposed project would be located in the Happy Valley area, which contains the

12 central portion of the proposed project would be located in the Happy Valley area, which contains the 13 community of Olinda and the largest number of residences and businesses. The western portion of the

proposed project area between Cloverdale and Igo is the most rugged and natural and contains only a few

scattered residences. A number of small creeks and drainages run through the proposed project area.

16 including Spring Gulch, Telephone Gulch, and Dry Creek. The much larger Clear Creek runs west to east

through rugged terrain just north of the proposed project area. Many of these drainages show evidence of

18 dredging and hydraulic mining that occurred during the gold rush of the mid-1800s. A large transmission

19 line consisting of tall metal lattice towers is a dominant feature that runs north-south through the central

20 portion of the proposed project area and just west of Olinda.

21

Vegetation is predominantly a mix of native oaks, foothill pines, shrublands, and grasslands with
 cultivated orchards, pastures, and landscape plants associated with residences and other developed areas.
 Dense riparian vegetation occupies the corridors of most of the small creeks and drainages in the area.

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Although natural and agricultural open space is prominent, much of the land in the proposed project area

27 is under private ownership and there are few publicly accessible parks or open space areas. The exception

is the large complex of Bureau of Land Management (BLM) and state lands along Clear Creek that

borders the proposed project area to the north. The BLM's Cloverdale Trailhead, located along
 Cloverdale Road between Cloverdale and Igo, provides access to this area.

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Cloverdale Road between Cloverdale and Igo, provides access to this area.

Scenic elements that contribute to its rural, bucolic character include orchards, pastures, fences, wood power poles, and winding roads visible throughout most of the area. The low, rugged hills covered in dense, natural vegetation surrounding and interspersed throughout the proposed project area are

35 prominent scenic features that contribute to the landscape's natural visual character.

37 Viewpoints and Viewer Sensitivity

To establish the baseline environmental setting, key public viewpoints (VPs) have been identified to represent typical views within the proposed project area. VPs were selected because they are accessible to most people and provide representative views of the surrounding area. Figure 5.1-1 shows the location of each of the four key VPs within the proposed project area, Figure 5.1-2 shows an example of an existing digital loop carrier (DLC) cabinet in the proposed project area, and Figures 5.1-3a and 5.1-3b show ground-level views from these locations. Private views are not included in the analysis.

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- **Key VP 1:** View southwest from entry to Cloverdale Trailhead on Cloverdale Road, approximately 1.2 miles east of Igo.
- Key VP 2: View east from a location near rural residences along Cloverdale Road, approximately
 2.5 miles west of its intersection with Oak Street.
- **Key VP 3:** View north near the intersection of Scout Street and Olive Street.
- **Key VP 4:** View north from the intersection of Happy Valley Road and Shawn Drive.

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1 State Scenic Highways

2 There are no Designated or Eligible State Scenic Highways in or near the proposed project area. The

3 nearest Eligible Sate Scenic Highway to the proposed project is State Route 299, located over 6 miles

4 north of the proposed project area (Caltrans 2011). The proposed project would not be visible to motorists

5 on this highway. Because there are no designated scenic highways in the proposed project area, the

6 FHWA assessment methodology is applied for evaluative and informational purposes only.7

8 Nighttime Lighting

9 Existing nighttime lighting in the proposed project area includes streetlights, traffic signals, and lighting 10 associated with residences, schools, and small businesses throughout the area.

11

12 **5.1.2 Regulatory Setting**

14 Federal

15 There are no federal regulations applicable to the proposed project that are related to aesthetics. Although

16 the proposed project route would be located near BLM land, the proposed project would not cross BLM

17 land and there is no federal jurisdictional authority for the proposed project.

18

19 State

20 The California Department of Transportation (Caltrans) administers the State Scenic Highway Program to

21 preserve and protect scenic highway corridors from change that would diminish the aesthetic value of

22 lands adjacent to highways, per California Streets and Highways Code § 260, et seq. There are currently

23 no Designated or Eligible State Scenic Highways that may have views of the proposed project within the

24 proposed project area; therefore, the FHWA assessment methodology is applied for evaluative and

25 informational purposes only.

26

27 Local

28 Shasta County General Plan. Section 6.8 of the Shasta County General Plan identifies scenic features

29 within the county that include focal points, gateways, transitions, state scenic routes, and important

30 corridors (Shasta County 2004). County Road A16 (Placer Road) is the only scenic feature identified in

31 the General Plan that is located in the proposed project area. The westernmost portion of the proposed

32 project would extend along the edge of this road for approximately 0.2 mile from the intersection of

33 County Road A16 and Cloverdale Road east of Igo to the intersection of County Road A16 and South

34 Fork Road in approximately the center of Igo. The General Plan identifies this section of County Road

35 A16 as a "corridor in which natural environment is dominant." However, most of this section is

- 36 developed with residences and small businesses.
- 37

Policy SH-a in Resources Group 6.8 may apply to this portion of County Road A16 and states thefollowing:

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To protect the value of the natural and scenic character of the official scenic highway corridors
 and the County gateways dominated by the natural environment, the following provisions, along
 with the County development standards, shall govern new development:

- 44 setback requirements
- 45 regulations of building form, material, and color
- 46 *landscaping with native vegetation, where possible*
- 47 minimizing grading and cut and fill activities

- requiring use of adequate erosion and sediment control programs
 - siting of new structures to minimize visual impacts from highway
 - regulation of the type, size, and location of advertising signs
 - utility lines shall be underground wherever possible; where undergrounding is not practical, lines should be sited in a manner which minimizes their visual intrusion.

5.1.3 Environmental Impacts and Mitigation Measures

9 The impact analysis below identifies and describes the proposed project's potential impacts on aesthetic 10 resources within the proposed project area. Potential impacts were evaluated according to significance 11 criteria based on the checklist items presented in Appendix G of the California Environmental Quality 12 Act (CEQA) Guidelines and listed at the start of each impact analysis section below. Both the

13 construction and maintenance/operations phases were considered; however, because the construction

14 phase could result in physical changes to the environment, analysis of construction phase's effects

15 warrant a more detailed evaluation. As noted above, there are no Designated or Eligible State Scenic

16 Highways within the proposed project area with views of the proposed project. There would be no impact

17 under criterion (b) and a detailed discussion is therefore not provided. The FHWA assessment

18 methodology is applied in other criterion discussions for evaluative and informational purposes only.

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20 Applicant Proposed Measures

21 The applicant has not proposed any APMs to specifically minimize or avoid potential impacts on

aesthetics; however, APMs proposed from other resources sections, as further described below, would be
 applied to further reduce a potential impact to less than significant. A list of all project APMs is included
 in Table 4-2 in Chapter 4.

25

26 Significance Criteria

27 Table 5.1-1 describes the significance criteria from Appendix G of the CEQA Guidelines' aesthetics

28 section, which the California Public Utilities Commission used to evaluate the environmental impacts of 29 the proposed project.

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Table 5.1-1 Aesthetics Checklist

Except as provided in Public Resources Code Section 21099, would the project:		Potentially Significant Impact	Less Than Significant with Mitigation Incorporation	Less Than Significant Impact	No Impact
а.	Have a substantial adverse effect on a scenic vista?			\boxtimes	
b.	Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway?				\boxtimes
C.	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?				
d.	Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area?			\boxtimes	

a. Would the project have a substantial adverse effect on a scenic vista? 3

Shasta County has not identified any scenic vistas in the proposed project area. County Road A16 (Placer Road) is treated as a scenic vista due to its natural qualities, per the Shasta County General Plan (refer to Section 5.1.2, "Regulatory Setting"). Fiber optic cable would be installed along approximately 1,000 feet of County Road A16. Construction activities and features that may increase visual contrast and reduce vividness, intactness, and unity of the scenic vistas of County Road A16 include:

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- Vehicles and equipment used for excavation and grading activities, transporting and lifting, watering to control dust, transporting workers, and other construction activities;
- Soil and vegetation removal and grading for installation of the buried fiber-optic telecommunications cable (telecom line); and
- Temporary outdoor storage of materials, stockpiling of spoils from excavation, security fencing, and construction signage.
- 15 16

17 Construction equipment and activities would introduce new and additional elements in short-range views 18 (i.e., up to 100 feet). These elements would not be visible in mid-range (i.e., 101 to 500 feet) or long-19 range (i.e., greater than 500 feet) views. The short duration of construction activities visible from County 20 Road A16, would result in the proposed project having temporary, intermittent effects on the vividness, 21 intactness, and unity of scenic views along County Road A16 during construction. However, construction 22 of the proposed project would occur over 60-120 days, and due to the linear nature of project 23 construction, construction activities along this section of County Road A16 would likely have a shorter 24 duration. Following installation of the telecom line, disturbed areas would be re-graded and restored, 25 resulting in minimal long-term evidence of change to the landscape along the road edge. The only aboveground features would be 4-foot-tall fiberglass line markers every 1,000 feet (i.e., approximately 26 27 two markers along County Road A16). Drivers would have fleeting views of these markers in the context 28 of other typical roadside structures (e.g., signs, utility poles, etc.). The markers, therefore, would not 29 substantially reduce the vividness, intactness, or unity of scenic views, and the proposed project would 30 not have a significant impact on scenic vistas during operation or maintenance. For these reasons, the 31 impact would be less than significant and would not require mitigation measures. In addition, the 32 applicant would implement **APM BIO-6**, which includes avoiding tree removal and minimizing 33 vegetation trimming, which would minimize any potential impact to aesthetics.

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Significance: Less than significant.

c. Would the project 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?

The FHWA assessment methodology was applied for the proposed project to establish a baseline environmental setting, identify and describe the project viewers, and select VPs from which to estimate the level of contrast that would be introduced by the proposed project (FHWA 1981). Because there are no designated scenic highways in the proposed project area, this methodology is applied for evaluative purposes only. Descriptions of the visual character, vividness, intactness, unity, and viewer sensitivity for the four key VPs are provided in Table 5.1-2. Each of the key VPs represent views from publicly accessible locations.

View-	Visual Character	Vividness	Intactness	Unity	Viewer Sensitivity
Key VP 1	Primarily natural, with some human- built elements. Terrain is gently rolling to flat. Dominant natural elements in the view include dense stands of native trees (primarily oak trees and foothill pines), and open grasslands. The winding two-lane road is a dominant human-built element. Native shrubs and metal- post, wire fences are also visible on both sides of the road.	<i>High</i> , due to the dominance of natural features and the winding rural road. Landscape components combine in striking and distinctive visual patterns.	<i>High</i> , due to high visual integrity of primarily natural landscape with few encroaching elements.	High, due to strong visual coherence and compositional harmony of the natural vegetation forms and curving rural road.	<i>Moderately high</i> , because it is experienced on a regular basis by recreationists using the BLM trailhead and by local area residents traveling the road on a regular basis for personal business and leisure. Less sensitive viewers include non- resident motorists traveling for work.
Key VP 2	Primarily natural and rural residential. Terrain is flat. Dominant elements in the view include native trees (primarily foothill pines), a manicured grass pasture, and the curving two-lane road. Also visible but not dominant are native shrubs, open grasslands, a residence, a road sign, wood- and metal-post wire fences, and a wood fence.	<i>High</i> , due to the dominance of natural and rural landscape features and the winding rural road. Landscape components combine in distinctive visual patterns.	<i>High</i> , due to high visual integrity of primarily natural and well-kept rural landscape features with few encroaching elements.	<i>High</i> , due to strong visual coherence and compositional harmony of the natural vegetation forms, curving rural road, and unobtrusive fences and other elements common in rural landscapes in the region.	<i>Moderately high</i> , because it is experienced on a regular basis, primarily by local area residents in the vicinity traveling regularly on the road for personal business and leisure. Less sensitive viewers include non- resident motorists traveling for work and leisure.
Key VP 3	Primarily natural and rural residential. Terrain is flat. Dominant natural elements in the view include native and other trees (primarily foothill pines and oaks) and shrubs.	<i>Moderate</i> , due to the mix of natural and rural landscape features, rural roads, and other elements of varied forms. Although trees and other vegetation are prominent, the	<i>Moderate</i> , due to the presence of some encroaching elements, including the tall utility pole, other utility features, the shiny metal gate, the street sign, and the cluster mailboxes.	<i>Moderate</i> , due to the mix of elements with varying forms, lines, and colors. Although the trees and other vegetation are prominent, the variety of built elements reduce	<i>Moderately high</i> , because it is experienced on a regular basis primarily by local area residents in the vicinity traveling for personal business and leisure. Less-

Table 5.1-2 Visual Character, Quality, and Sensitivity at Key View Points

View-	Visual Character	Vividnoss	Intactnoss	Unity	Viewer
	Dominant human- built elements include narrow, unlined, rural roads; a street sign; metal cluster mailboxes; a metal gate; and a tall wood utility pole and conductors. Also visible but not dominant are grassy patches near the road, a small portion of a pasture, wire fences, small utility elements, and distant hills in the background.	landscape components are varied and do not combine in striking or distinctive visual patterns.	Although trees and other vegetation are prominent, the encroaching elements reduce the overall visual integrity of this view.	the overall visual coherence and compositional harmony of the view.	sensitive viewers include non- resident motorists traveling for work and leisure.
Key VP 4	Primarily natural and rural residential. Terrain is flat to gently rolling. Dominant natural elements in the view include native and other trees (primarily foothill pines, oaks, and orchard trees), and native shrubs. Dominant human- built elements include the winding rural road; metal road signs, and tall wood utility poles and conductors. There are also grassy patches near the road.	<i>Moderate</i> , due to the mix of natural and rural landscape features, the rural road, and other elements of varied forms. Although trees and other vegetation are prominent, the landscape components are varied and do not combine in striking or distinctive visual patterns.	<i>Moderate</i> , due to the presence of some encroaching elements, primarily the tall wood utility poles, and metal signs. Although trees and other vegetation are prominent, the encroaching elements reduce the overall visual integrity of this view.	<i>Moderate</i> , due to the mix of elements with varying forms, lines, and colors. Although the trees and other vegetation are prominent, the variety of structures reduce the overall visual coherence and compositional harmony of the view.	<i>Moderately high</i> , because it is experienced on a regular basis primarily by local area residents in the vicinity traveling for personal business and leisure. Less sensitive viewers include non- resident motorists traveling for work and leisure.

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Construction activities and features that may increase visual contrast and reduce vividness, intactness, and unity within the proposed project area include:

- Vehicles and equipment used for excavation and grading activities, transporting and lifting, watering to control dust, worker transport, and other construction activities;
- Soil and vegetation removal and grading for installation of the buried telecom line; and
- Temporary outdoor storage of materials, stockpiling of spoils from excavation, security fencing, and construction signage.

1 2 As described, construction equipment and activities would introduce new and additional elements in 3 short-range views (i.e., up to 100 feet). These elements would not be visible in mid-range (i.e., 101 to 500 4 feet) or long-range (i.e., greater than 500 feet) views. Construction of the proposed project would occur 5 over 60-120 days and, due to the linear nature of project construction, construction activities within the 6 proposed project area would likely have a shorter duration. The presence of construction activities and 7 equipment at locations throughout the proposed project area would be temporary and cause minimal 8 changes to the visual quality and character of the area. The short duration of construction activities would 9 result in the proposed project having temporary, intermittent effects that would not substantially degrade 10 the existing visual character or quality of the site during construction. Following installation of the telecom line, disturbed areas would be re-graded and restored, resulting in minimal long-term evidence of 11 12 change to the landscape along the road edge. Aboveground features would include seven new digital loop 13 carriers, which would consist of 4-foot-high equipment cabinets, and 4-foot-high fiberglass line markers 14 installed approximately every 1,000 feet along the buried telecom line. The new equipment cabinets 15 would be similar in size and form to the existing equipment cabinet shown in Figure 5.1-2, except the 16 new cabinets would be warm gray in color. Impacts to key VPs are described in Table 5.1-3.

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	Description of Impacts from		
Viewpoints	Proposed Project	Impact	
Key VP 1 (Figure 5.1-3a) Representative of the view looking southwest from the entry to Cloverdale Trailhead on Cloverdale Road, approximately 1.2 miles east of Igo (Figure 5.1-1). The proposed project would be located along the south edge of the road (i.e., the left side of the photo) opposite to the trailhead.	No equipment cabinets would be located in this area. Up to one fiberglass line marker could potentially be visible along the road edge in this view; however, because of its relative small size (i.e., 4-foot-high equipment cabinets compared to 12-foot-high telephone poles), it would be similar to or less obtrusive than other typical roadside structures, including the existing fiberglass marker at the far right of the view and nearby fences. Once the disturbed corridor along the road edge is restored and vegetation is established, it is unlikely the proposed project features would be noticeable to viewers.	Less than significant. Given the minimal visual change, which is limited to short-term changes due to ground disturbance and the potential presence of up to one line marker, the proposed project would result in minimal contrast and would not substantially reduce vividness, intactness, or unity relative to the existing conditions.	
Key VP 2 (Figure 5.1-3a) Representative of the view looking east from a location near rural residences along Cloverdale Road approximately 2.5 miles west of its intersection with Oak Street (Figure 5.1-1). The proposed project would be located along the south edge of the road (i.e., the right side of the photo).	No equipment cabinets would be located in this area. Up to one fiberglass line marker could potentially be visible along the road edge in this view; however, it would likely be indistinguishable when viewed in the context of other physical features along the edge of the road.	Less than significant. Given the minimal visual change, which is limited to short-term changes due to ground disturbance and the potential presence of up to one line marker, the proposed project would result in minimal contrast and would not substantially affect views.	
Key VP 3 (Figure 5.1-3b). Representative of the view looking north from a location near the intersection of Scout Street and Olive Street (Figure 5.1-1).	The telecom line would be buried and a new above- ground equipment cabinet would be located along the line in this area. Once the disturbed corridor for the buried line along the road edge is restored and vegetation is	Less than significant. The new equipment cabinet would be similar in size, form, and color to the existing metal cluster mailboxes, and there are other structures of varying forms, lines, and colors in the	

Table 5.1-3 Impacts to Key View Points

	Description of Impacts from	
Viewpoints	Proposed Project	Impact
The proposed project would be	established, it is unlikely the proposed project	area. The proposed project
located along the south and	features would be noticeable to viewers.	would result in minimal contrast
west edges of the road (i.e., the		and would not substantially
left side of the photo).	The new equipment cabinet would be aboveground	affect views.
	and noticeable to viewers.	
Key VP 4 (Figure 5.1-3b)	No equipment cabinets would be located in this	Less than significant. Given
Representative of the view	view.	the minimal visual change,
looking north from the		which is limited to short-term
intersection of Happy Valley	Up to two fiberglass line markers could potentially be	changes due to ground
Road and Shawn Drive (Figure	visible along the road edge in this view; however,	disturbance and the potential
5.1-1).	because of their small size, they would appear	presence of up to two line
The proposed project would be	similar to or less obtrusive than other roadside	markers, the proposed project
located along the west edge of	structures visible in this view, including the	would not substantially affect
the road (i.e., the left side of	signposts, power poles, and fence.	views.
the photo).		
	Once the disturbed corridor along the road edge is	
	restored and vegetation is established, it is unlikely	
	the proposed project features would be noticeable to	
	viewers.	

 Table 5.1-3
 Impacts to Key View Points

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As described in Table 5.1-3, it is unlikely that the restored areas for the buried telecom line along the road edges would result in any noticeable long-term evidence of change to the landscape. Aboveground

edges would result in any noticeable long-term evidence of change to the landscape. Aboveground
 equipment cabinets and line markers would be viewed in the context of other road-side signs, small utility

5 structures, metal cluster mailboxes, and other structures of similar size, form, or color and, consequently,

6 would not substantially reduce the vividness, intactness, or unity of views. For these reasons, the

7 proposed project would not degrade the existing visual character or quality of the site and its

8 surroundings. The impact would be less than significant and would not require mitigation measures.

9 Additionally, the applicant would implement **APM BIO-5** and **APM BIO-6**, which includes avoiding

10 tree and orchard removal and minimizing vegetation trimming, which would help maintain vividness,

11 intactness, and unity of views of sensitive visual resources.

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Significance: Less than significant.

d. Would the project create a new source of substantial light or glare which would adversely affect day or nighttime views in the area?

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18 Construction would occur only during daylight hours and would not require nighttime lighting. Therefore, 19 there would be no effect on nighttime views in the area during construction. Construction vehicles and 20 equipment could produce some glare from reflective and light-colored metal and glass parts during 21 daytime hours; however, the amount and type of glare produced would be similar to that of other vehicles 22 and equipment that are regularly present in the proposed project area. Impacts would be temporary and 23 dependent upon the location of the sun and the orientation of the construction equipment, which would 24 frequently change location within the construction area. Because glare would be intermittent and 25 temporary, glare during construction would not significantly impact daytime views in the area.

26

27 The proposed project would not include any permanent lighting for operation and maintenance.

Aboveground metal equipment cabinets would be warm gray in color. Although lighter in color than

29 surrounding vegetation, they would not produce more glare than other structures commonly occurring in

30 the area, including roadside signs, small utility structures, metal cluster mailboxes, and other structures.

Therefore, glare during construction, operation, and maintenance would not significantly impact views in
 the area. The impact would be less than significant and no mitigation is required.

4 Significance: Less than significant.

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Significance. Less than sig

6 Mitigation Measures

7 Because all impacts on aesthetic resource area for the proposed project would be less than significant or

8 no impact, no mitigation measures are required.

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