

4.1—AESTHETICS AND VISUAL RESOURCES

4.1—AESTHETICS AND VISUAL RESOURCES

This section of the subsequent environmental impact report (SEIR) describes the visual setting of the project site as it exists today and as depicted in the proposed reclamation plan and documents potential aesthetic impacts of the project, including changes to the visual character of the project area. Elements considered in this section include the degree of natural screening by vegetation and topography, relative size of features, and the length of time these features are in view.

4.1.1 Visual Quality at the Time of the LAVQAR EIR

The *Livermore-Amador Valley Quarry Area Reclamation Specific Plan Environmental Impact Report* (LAVQAR EIR) described the project site as generally flat with a skyline of trees and mining machinery. Pits were not visible unless in close proximity. The Arroyo Del Valle (ADV) corridor east of Isabel Avenue is described as untouched with heavy riparian vegetation and year-round water flow. Finally, the LAVQAR EIR described the settling ponds as tranquil bodies of water surrounded by steep slopes, which included some vegetation (Alameda County 1980: 44).

4.1.2 Environmental Setting

The environmental setting for this analysis includes the project site and surrounding areas that contribute to the visual quality of the area and from which the project site is visible. This section first describes the general visual characteristics of the proposed project, and then discusses the visual quality of representative viewpoints selected for use in describing and determining potential visual impacts of the project.

The project site is situated between the cities of Pleasanton and Livermore, south of Interstate 580 (I-580) and Stanley Boulevard in the Livermore-Amador Valley, north of Vineyard Avenue, and both east and west of Isabel Avenue (State Route 84 [SR 84]), as shown on Figure 1-2, “Site Location.”

4.1.2.1 Regional Character

The Livermore Valley is located between the extensively developed San Francisco Bay plain and the agrarian San Joaquin Valley. The Livermore Valley is surrounded by the Diablo Range. The major stream in the Livermore Valley is Arroyo del Valle (ADV), which converges with other streams on the valley floor to join Arroyo de la Laguna and flow out of the Valley via Alameda Creek. Alameda Creek drains into south San Francisco Bay. ADV is controlled by Del Valle Dam, more than 3 miles southeast of the site. Water stored behind Del Valle dam is used, in part, for groundwater recharge into ADV and Alameda Creek. Arroyo Mocho and Arroyo Las Positas also drain the Valley floor in the area.

4.1.2.2 Vicinity Character

The topography surrounding the project site is generally flat, except for the area southwest of the site, which gradually elevates from approximately 380 feet mean sea level (msl) to over 700 feet msl.

Land uses surrounding the project site include transportation corridors, another mining operation, open space areas, agricultural uses (vineyards), event centers (on-site at the vineyards), recreational facilities (Shadow Cliffs Regional Recreation Area), and residential development (see Figure 2-6, “Existing Facilities”). The following transportation corridors are near the site:

- Stanley Boulevard (55 mph speed limit) borders the site on the north.
- Isabel Avenue (SR 84) (50 mph speed limit) runs between the east end of Lake B and west end of Lake A.
- Vallecitos Road (50 mph speed limit) borders the east end of Lake A.
- Vineyard Avenue (40–50 mph speed limit) borders the south edge of the site.

Bordering the project site on the west is Shadow Cliffs Regional Recreation Area, operated by East Bay Regional Park District. Its major attraction is water recreation provided by a lake. The lake is a reclaimed gravel pit. North and directly east of the project site is another mining operation with an intended end use of water management, as part of the “Chain of Lakes” (see Section 1.2, “Summary of the Proposed Project,” for additional details on the Chain of Lakes). Residential uses are located in the city of Livermore, north of the Lake A area of the project site. The Ruby Hills residential subdivision in the city of Pleasanton is located across Vineyard Avenue to the south of the Lake B portion of the project site. Vineyards for wineries (e.g., Ruby Hill Winery and Rubino Estates Winery), related tasting rooms, and two event centers (i.e., Casa Real at Ruby Hill Winery and Palm Event Center in the Vineyard) are located along the south side of Vineyard Avenue. A retail center with a gas station is located south of Lake A on the corner of SR 84 and East Vineyard Avenue.

4.1.2.3 Project Site Character

The project site consists of approximately 920 acres that are predominated by mining and processing facilities associated with CEMEX’s operation (see Figure 2-6 and Figure 2-7, “Plant Site Area Utilities”). The eastern portion of the site (east of Isabel Avenue) contains Lake A, a formerly mined area that contains water primarily from groundwater infiltration. South of Lake A is the eastern portion of the ADV, which is a perennial drainage channel that runs east-west along the southern portion of the site. The portion of the site west of Isabel Avenue contains Lake B, which is a portion of the active mining area with a mine pit approximately 100 to 130 feet deep. The ADV and its corresponding riparian vegetation continues east-west along the southern portion of this area of the site before merging with Alameda Creek near Interstate 680. North of Lake B are CEMEX’s currently operating materials processing facility, processing ponds, freshwater ponds, and stockpile areas. A vegetated berm currently bounds the northern border of the site, obstructing views of the site. Additional visible features include processing activities, stockpiles, administrative offices, a truck scale, and other facilities related to mining and processing.

4.1.2.4 Potentially Sensitive Viewpoints

For purposes of the California Environmental Quality Act (CEQA) and this analysis, potentially sensitive viewpoints include scenic vistas, scenic highways, residential views, public parks, recreational areas, and/or culturally important locations from which the project is readily visible.

A “scenic vista” is defined as an area that is designated, signed, and accessible to the public for the express purposes of viewing and sightseeing. This includes any such areas designated by a federal, state, or local agency. The project is not located within the viewshed of a recognized scenic vista.

A “scenic highway” is defined as any stretch of public roadway that is designated as a scenic corridor by a federal, state, or local agency. Residential viewers typically have extended viewing periods and are generally considered to have high visual sensitivity. For this reason, residential views are typically considered sensitive. Views from public parks, recreational trails, and/or culturally important sites also have high visual sensitivities and are therefore considered as sensitive viewpoints. No highways within

view of the project site are designated by California Department of Transportation (Caltrans) as scenic (Caltrans 2020).

The Scenic Route Element of the *Alameda County General Plan* provides a continuous, countywide scenic route system and is intended to serve as a guide for local jurisdictions for development of city-scale scenic route systems and for development to protect and enhance the scenic values along designated scenic routes (Alameda County 1994). Three of these designated routes are adjacent to the project area. The type of route, as categorized by the County, is also included in the list:

- Isabel Freeway (proposed as a scenic route, freeway and expressway);
- Vallecitos Freeway (proposed as a scenic route, freeway and expressway); and
- Vineyard Avenue (existing, major thoroughfare).

While these roads are proposed as a scenic route in the Scenic Route Element of the *Alameda County General Plan*, these roads are not discussed in the *East County Area Plan* nor have they been designated in Caltrans' State Scenic Highway program.

4.1.2.5 Key Observations Points

To identify viewpoints, or key observation points (KOPs), from which the project may be visible, the project area was studied in the field on January 2, 2020. The analysis of viewpoints was limited to representative locations with the most potential for the project site to dominate or substantially alter the view. Potential viewers of the project site consist of residents and drivers, cyclists, or pedestrians on nearby roads or trails or nearby residents who are commuting, visiting nearby businesses, or enjoying the nearby paved trails. The quality of views from these locations are described and rated below. See Figure 2-3, "Reclamation Plan Overview," for an aerial map of the existing project boundaries and features of Lakes A and B. Figure 4.1-1, "Location of Key Observation Points," shows the location of each viewpoint. Figures 4.1-2 through 4.1-7, KOPs 1–6, show photographs of the existing viewpoints and simulations of the proposed conditions at the existing viewpoints, as described in the following list:

- **KOP 1 (Medium-High):** This viewpoint is located the corner of Safreno Way and Vineyard Avenue and is oriented northeast toward the west end of Lake B. Viewers would include residents of nearby homes and drivers (traveling approximately 45 mph) and cyclists on Vineyard Avenue. The quality of this view is considered medium-high because while the view includes open space lands, the area is disturbed by mining. The foreground view includes barbed-wire fencing in front of graded surfaces covered with grass and shrubs, middle-ground views of the vegetation related to the ADV and the top of the graded slopes of the mined Lake B, and background views of the northern Diablo Range.
- **KOP 2 (Medium-High):** This viewpoint is located at the corner of Ruby Hills Boulevard and Vineyard Avenue and is oriented north and northeast toward Lake B and Isabel Avenue. Viewers would include residents of the Ruby Hills residential community and drivers and cyclists on Vineyard Avenue. The quality of this view is considered medium-high because while the view includes open space lands, the area is disturbed by mining and visible residential neighborhoods. The view includes foreground views of a barbed-wire fence in front of vegetation related to the ADV, middle ground views of the top of the graded slopes of the mined Lake B, and residential homes between the trees, and background views of the northern Diablo Range.
- **KOP 3 (High):** This viewpoint is located on East Vineyard Avenue and is oriented north toward the eastern portion of Lake A. Viewers would include drivers and cyclists on Vineyard Avenue

and cyclists and pedestrians on the paved multi-use trail. The quality of this view would be high because the trail is enjoyed for recreational purposes and includes open space vegetation in the foreground views, middle ground views of the top of the graded slopes of Lake A and the residential neighborhood on the northern bank, and background views of the Diablo Range.

- **KOP 4 (Medium):** This viewpoint is located on the west side of Isabel Avenue and is oriented west toward Lake B. Viewers would include drivers traveling approximately 50 mph on Isabel Avenue and cyclists. The quality of this view would be medium because views are brief (mainly visible for passengers and cyclists) and of the mined Lake B, with the vegetation related to the Arroyo del Valle visible alongside the south side of Lake B.
- **KOP 5 (High):** This viewpoint is located on Alden Lane at the northwest corner of Lake A, looking south/southeast. Viewers would include residents of the nearby homes and cyclists and pedestrians using the trail system. The quality of this view would be high because users of the path would have long-duration views of open space and a waterbody.
- **KOP 6 (High):** This viewpoint is located near Lakeside Circle, on the trail system on the northeast side of Lake A. Viewers would include residents of the nearby homes and cyclists and pedestrians using the trail system. The view is oriented southwest toward Isabel Avenue. The quality of this view would be high because users of the path would have long-duration views of a waterbody.

4.1.3 Regulatory Setting

No federal regulations relevant to the visual impact analysis presented herein apply to the project. Relevant state and local programs and policies are discussed below.

4.1.3.1 State

California Scenic Highway Program

In 1963, the California legislature created the Scenic Highway Program to protect scenic highway corridors from changes that would diminish the aesthetic value of lands next to the highways. The state statutes governing the Scenic Highway Program are found in the Streets and Highways Code, Section 260 et seq. State and local agencies are responsible for protecting the social and economic values provided by the State's scenic resources through the development of specific planning and design standards and procedures. A highway may be designated as "scenic" depending on 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 travelers' enjoyment of the view. A list of state scenic highways is identified in Streets and Highway Code Section 263. No highways near the project site are designated as scenic (Caltrans 2020).

4.1.3.2 Local

East County Area Plan

The *East County Area Plan* serves as the applicable general plan document for the area in which the project site is located. Relevant goals and policies are listed below. The project's consistency with the goals and policies is evaluated in Section 4.7, "Land Use and Planning," of this SEIR.

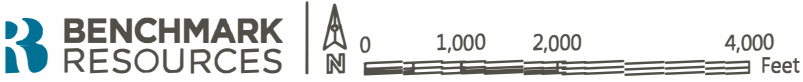
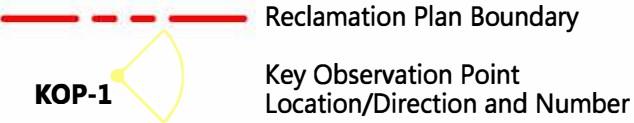
Community Separators

Policy 109: The County shall preserve community separators largely in open space in the following locations:

2. The Chain of Lakes area which separates the cities of Pleasanton and Livermore;



SOURCES: Aerial-Google Earth (4-2-2018)



Location of Key Observation Points
 ELIOT QUARRY SMP-23 SEIR
Figure 4.1-1

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Existing Conditions



Final Proposed Conditions

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Landscaping

Policy 114: The County shall require the use of landscaping in both rural and urban areas to enhance the scenic quality of the area and to screen undesirable views. Choice of plants should be based on compatibility with surrounding vegetation, drought-tolerance, and suitability to site conditions; and in rural areas, habitat value and fire retardance.

Alameda County Specific Plan for the Livermore-Amador Valley Quarry Area Reclamation (1981)

Quarry operators in the Livermore-Amador Valley are required to comply with the requirements of the *Alameda County Specific Plan for the Livermore-Amador Valley Quarry Area Reclamation (LAVQAR)* (Alameda County 1981). The LAVQAR EIR (Alameda County 1980) includes one applicable mitigation measure related to aesthetics:

Mitigation of adverse effects of 1:1 side slopes could occur by establishing 2:1 slopes as the norm, unless 1:1 can be shown to be beneficial, as discussed in Sections IV.C.1. Topography and IV.D.1 Land Use. Details of revegetation slope treatments, and other aesthetic considerations involved in reclamation are most appropriately analyzed in future specific plans to be submitted by the individual operators.

The proposed project would include 2:1 slopes.

County Surface Mining and Reclamation Ordinance

The Alameda County Surface Mining Ordinance (Chapter 6.80) includes the following provisions related to aesthetics:

6.80.210—Mining

D. Screening of Operations

Where the planning commission determines that mining operations may conflict with visual qualities that should be maintained for adjacent areas, such operations shall be screened by the operator by the construction of appropriate landforms and planting and maintenance of appropriate landscape materials.

Here, the project involves a change to the approved SMP-23 reclamation plan, not the vested mining operation.

4.1.4 Significance Criteria and Analysis Methodology

4.1.4.1 Significance Criteria

Based on Appendix G of the CEQA Guidelines, the proposed project would have a significant impact to aesthetics if it would:

- a) have a substantial adverse effect on a scenic vista;
- b) substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway;
- c) in nonurbanized areas, substantially degrade the existing visual character or quality of public views (i.e., views experienced from publicly accessible vantage points) of the site and its surroundings; or

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

Regarding items a and b, and as described in the initial study for the project (see Appendix A-1, “Initial Study”), the project is not located within the viewshed of a recognized scenic vista and is not located within a state scenic highway corridor (Caltrans 2020). Therefore, these issues are eliminated from further consideration.

4.1.4.2 Analysis Methodology

To identify KOPs from which the project may be visible, the project area was studied in the field on January 2, 2020. The analysis of viewpoints was limited to representative locations determined to have the potential for the project site to dominate or substantially alter the view. Potential viewers of the project site consist of drivers on nearby roads, nearby residents, and people visiting nearby businesses. Computer simulations were generated from the same KOPs from which the existing photographs were taken. Project-specific information available at the time the simulations were created (e.g., expected lake depths, sizes, berm slopes and heights, related facilities) was included in the computer simulations.

Existing aerial photographs, topography, and County literature (e.g., *Alameda County General Plan* [Alameda County 1994]) were reviewed to assess the visual quality of the area. Elements considered in determining the project’s change to the visual character of the site or surroundings included the degree of natural or project-proposed screening by vegetation, topography, berms, relative size of project features and components, and the length of time the features are in view.

The procedure for analysis in the visual assessment was based, in part, on the visual impact assessment methodology employed by the Federal Highway Administration, the Bureau of Land Management (BLM), and the U.S. Forest Service. The assessment was conducted in a series of steps:

1. defining the project setting and viewsheds;
2. identifying sensitive view receptors for assessment;
3. analyzing the baseline visual quality and character of the identified views;
4. depicting the visual appearance of the project from the identified views;
5. assessing the project’s impacts to those views in comparison to their baseline visual quality and character; and
6. proposing methods to mitigate potentially significant visual impacts identified.

To assess the potential for aesthetic impacts associated with implementation of the project, the analysis focuses on the degree to which the project directly and/or indirectly diminishes or enhances the existing visual quality and character of the natural environment. The analysis depends largely on the visual contrast created between the project and the existing landscape. Visual contrast is measured by comparing the project’s features with the major features in the existing landscape. While an assessment of potential visual impacts is by nature somewhat subjective, qualitative criteria such as an evaluation of basic design elements of form, line, color, and texture are used to make this comparison and describe the visual contrast created by the project.

4.1.5 Project Impacts and Mitigation Measures

4.1.5.1 LAVQAR EIR Impact Analysis

Under the LAVQAR EIR, aesthetic impacts were determined to be less than significant regarding the project's effects on the visual quality of the surrounding area and less than significant with mitigation regarding the project's impacts on the visual quality of the ADV area. (Alameda County 1980: 45)

The approved project includes the following mitigation of aesthetic impacts:

- To mitigate loss of the natural Arroyo del Valle, a specific landscaping/design plan should be proposed by Lone Star Industries at the time their specific reclamation plan is submitted. The landscape/design plan should incorporate extensive revegetation of the channel banks to native species, perhaps a meandering channel alignment, and in general a restoration to as near a natural appearing watercourse as possible. Costs for this program should be borne by the company, as relocation is to occur solely to increase resource yield.
- Mitigation of adverse effects of 1:1 side slopes could occur by establishing 2:1 slopes as the norm, unless 1:1 can be shown to be beneficial, as discussed in Sections IV.C.1. Topography and IV.D.1 Land Use. Details of revegetation, slope treatments, and other aesthetic considerations involved in reclamation are most appropriately analyzed in future specific plans to be submitted by the individual operators.

Project Revisions

The proposed project would adjust the boundaries and contours of the 1981 project, incorporate a public use pedestrian and bike trail, and realign and restore an approximately 5,800-linear-foot reach of the ADV.

Changed Circumstances

Since 1981, the project site has become more visible from public and private vantage points due to new public rights-of way (e.g., Isabel Avenue north of Stanley Boulevard), residential developments to the south (e.g., Ruby Hills south of Lake B), and residential developments to the north (e.g., Pulte Oaks and Kristopher Ranch north of Lake A). SMP-23 was originally approved when this property was zoned agricultural and was within the jurisdiction of the County. Over the years, the property was annexed to the City of Livermore, the zoning was changed to residential, and the houses were built adjacent to Lake A. These new visual receptors are changed circumstances that could create a new or increased significant impact.

New Information

Current regulatory requirements are addressed above. No new information of substantial importance is available that was not known and could not have been known with the exercise of reasonable diligence at the time the LAVQAR EIR was adopted.

Significance Determination

Based on project revisions and changed circumstances that may create a new or increased significant impacts, the County has amplified and augmented the analysis contained in the LAVQAR EIR. This evaluation is provided in the following impact analysis.

4.1.5.2 Subsequent Environmental Analysis

Impact 4.1-1: Substantial Degradation of the Approved Visual Character or Quality of the Site and Its Surroundings

Figure 4.1-1 provides a map of the KOP locations. Figures 4.1-2 through 4.1-7, show photographs of the existing viewpoints and simulations of proposed conditions for the existing viewpoints. Simulations showing the ADV realignment are based on early conceptual design features that would be refined as improvement plans are completed and implemented over time. As represented in the simulations, the differences between the existing and proposed conditions are evaluated below:

- **KOP 1:** As shown in Figure 4.1-2, the proposed project from this viewpoint would result in foreground views of a landscaped multi-use trail similar to the existing trail south of Lake A and riparian growth from hydroseeding and landscaping behind a fence along the 5,800-linear foot reach of the realigned ADV. The ADV would be rerouted closer to Vineyard Avenue, but the stream would not be directly visible because it would be at a lower elevation than the road and obscured by the native vegetation that would be planted on either side of the rerouted creek. The raised berm, featuring an elevation of 380 feet, would be visible along the west side of the fresh water pond now known as Pond A. Although not shown in Figure 4.1-2, the rip-rap lined Lake B overflow outlet would also be visible just to the left of this vantage point. Views of the proposed project from this viewpoint would be improved compared to existing conditions because the views would provide a more natural, landscaped setting.
- **KOP 2:** As shown in Figure 4.1-3, and similar to KOP 1, the proposed project from this viewpoint would result in foreground views of a landscaped multi-use trail similar to the existing trail south of Lake A and riparian growth behind a fence along the trail. Some existing trees and shrubs would be removed from the northern half of this viewpoint, but new trees and vegetation would be added in the midground along the ADV behind the fence. The Arroyo del Valle would be rerouted closer to Vineyard Avenue, but the stream would not be directly visible because it would be at a lower elevation than the road and obscured by the native vegetation that would be planted on either side of the rerouted creek. The south-facing wall of the graded Lake B pit would be visible from this viewpoint, but it would have a thin profile and not be easily distinguished from its surroundings. The raised berm and proposed conduit from Lake B to future Lake C would not be visible from this viewpoint. Views of the proposed project from this viewpoint would be of similar quality compared to existing conditions because the views would continue to be of a generally natural setting.
- **KOP 3:** As shown in Figure 4.1-4, views with the proposed project would largely consist of new plantings and landscaping in the foreground. The concrete water diversion structure would not be visible behind the existing ADV riparian area from this viewpoint. The low-head dam with concrete core and gravel infiltration bed would also not be visible within this view (and generally would not be visible from the road or bike path). Views of the Lake A water level elevation increase resulting from the proposed berm would be visible from this location. The increase in water level and additional plantings and landscaping would not degrade the overall character of the view and may be considered to result in a more natural setting. Therefore, the quality of views under the proposed project would be similar to existing conditions.
- **KOP 4:** As shown in Figure 4.1-5, views from this location would include the vegetated slopes of Lake B, water would be visible in Lake B, and the realigned Arroyo del Valle would

be partially visible on the south side of Lake B. Existing vegetation removal, and cut, and fill along the south side of Lake B along the existing ADV alignment would occur as a result of vested and approved mining activity. Although this viewpoint would undergo substantial changes compared to existing conditions as a result of vested mining activities, the quality of this view would be considered improved after reclamation because the character of the view would become more natural with the addition of more native vegetation and filling of the lake with water.

- **KOP 5:** As shown in Figure 4.1-6, views with the proposed project would be altered by removal of vegetation and development of the island at Lake A in the midground following the excavation of drainage slots. The overflow structure would not be visible from this viewpoint. Views of the conversion of a berm in Lake A into a small island would not degrade the overall character of the view and may be considered to result in a more natural setting. Therefore, the quality of views under the proposed project would be similar to existing conditions.
- **KOP 6:** As shown in Figure 4.1-7, views with the proposed project would be altered with the increased berm elevation surrounding Lake A. The water diversion structure would not be visible from this viewpoint. Views of the conversion of a berm in Lake A into a small island would be minimal because of the distance (approximately $\frac{3}{4}$ mile) and would not degrade the overall character of the view. Substantial, new landscaping would be visible in the foreground along the north side of Lake A on both sides of the north Livermore trail extension. Views of landscape planting and restoration along the ADV, as well as the filled and vegetated former percolation ponds, would be visible in the midground. The quality of this view would be considered improved because the character of the view would become more natural.

Overall, the differences between existing conditions and the proposed project would result in improved views because views of vegetated waterbodies and landscaped multi-use trails are typically considered desirable, and the proposed project would provide a more natural setting, more native vegetation, and a higher quality of visual character than under existing conditions. Also, the project eliminates the artificial concrete spillways proposed in the approved reclamation plan and retains the ADV. Therefore, the proposed project would result in a less-than-significant impact on the visual character or quality of the site and its surroundings.

Level of Significance: Less than significant.

Mitigation Measure: None required.

Impact 4.1-2: Creation of a New Source of Substantial Light and Glare That Would Adversely Affect Day or Nighttime Views in the Area

No reclamation activities would occur at night and the completed project would not include lighting. The Applicant has agreed to mitigation measures that limit reclamation operations to daytime hours. Mitigation Measure 4.1-1, "Daily Limitation of Construction Hours," below, will be made a condition of approval. Construction equipment related to reclamation activities, ADV realignment, and security lighting may introduce glare and or light levels that could adversely affect day or nighttime views in the area; however, these elements exist under current operations and would not create a new source of substantial light and glare. Vehicles and structures would be removed from the site upon the completion of reclamation activities. Therefore, the project's potential for creation of a new

source of substantial light and glare that would adversely affect day or nighttime views in the area would be less than significant.

Level of Significance: Potentially significant.

Mitigation Measure 4.1-1: Daily Limitation of Construction Hours.

All construction activities shall be limited to the hours of 7 am – 7 pm Monday through Friday, and 8 am – 5 pm on Saturday and Sunday.

Level of Significance after Mitigation: Less than significant.