

3.1

AESTHETICS

3.1.1 Introduction

This section describes the existing visual environment of the proposed project area, including the applicable regulations and plans pertaining to aesthetics. This section also analyzes the potential impacts that would result from the proposed Project and concludes that the proposed Project would not result in any significant and unavoidable impacts on aesthetics on or near the proposed project site.

3.1.1.1 Terminology

Views refer to visual access and obstruction, or whether it is possible to see a focal point or panoramic scene from an area. *Focal views* provide focused visual access to a particular object, scene, setting, or feature of visual interest. *Panoramic views* provide unfocused visual access to a large geographic area for which the field of view can be quite wide and extends into the distance considerably. Panoramic views are usually associated with vantage points located on high ground and provide views of valued resources such as mountains, valleys, cityscapes, or the ocean. They also can provide views of an area not commonly available to the public or private residents.

Views may be discussed in terms of *foreground*, *middleground*, and *background*. Foreground views are those immediately presented to the viewer and include objects at close range that may tend to dominate the view. Middleground views occupy the center of the viewshed and tend to include objects that are the center of attention if they are sufficiently large or visibly different from adjacent visual features. Background views include distant objects and other objects that make up the horizon. Objects in the background eventually fade to obscurity with increasing distance. In the context of background, the skyline or the ocean can be an important visual feature because objects above this point are highlighted against the background of the sky or water. These “skylined” elements are typically more evident to the viewer because of their inherent contrast.

Visual quality is evaluated based on the relative degree of vividness, intactness, and unity within a landscape, as modified by viewer preference and sensitivity. *Vividness* is the visual power or memorability of landscape components as they combine in striking and distinctive visual patterns. *Intactness* is 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, and in natural settings. *Unity* is 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. High-quality views are highly vivid, relatively intact, and exhibit a high degree of visual unity. Low-quality views lack vividness, are not visually intact, and possess a low degree of visual unity. (FHWA n.d.)

The following additional definitions pertain to terminology used in visual analysis.

- *Aesthetics* generally refers to the identification of visual resources and the quality of what can be seen, or the overall visual perception of the environment.
- *Focal points* are areas that draw the attention of the viewer, such as prominent structural features and water features.
- *Nighttime illumination* is the effect of exterior lighting upon adjoining uses.
- *Scenic views* or *vistas* are “the panoramic public view access to natural features, including views of the ocean, striking or unusual natural terrain, or unique urban or historic features” (City of Los Angeles 2001a).
- *Shading* is the effect of shadows cast by structures on adjacent land uses.
- *Viewshed* is all of the surface area visible from a particular location or sequence of locations (e.g., roadway or trail).
- *Key Observation Point (KOP)* is an important viewing area selected through a rigorous process of evaluating an area’s scenic quality, visual sensitivity, and viewer response. Project visualizations are often created from these points.

3.1.2 Environmental Setting

The proposed Project would be located within the Los Angeles Harbor and Port, which is adjacent to the community of Wilmington, a highly urbanized area. Located approximately 20 miles south of downtown Los Angeles, the Port is one of the largest and busiest seaports in the nation. Figure 2-2 provides a map of the proposed project vicinity.

The visual character of the proposed project vicinity is defined by privately owned industrial uses adjoining the Port, as well as the Port’s industrial facilities. These include a diverse range of uses: canneries; boat repair yards; warehouses; liquid and dry bulk storage facilities for oil and coal; railroad spurs; shipping container storage; and commercial shipping terminals, which are dominated by views of stories-tall steel cranes used for loading and unloading cargo. The appearance of many Port operations is utilitarian in nature, characterized by exposed infrastructure, open

storage, the use of unfinished or unadorned building materials, and the use of safety-conscious, high-visibility colors such as orange, red, or bright green for mobile equipment such as cranes, containers, and railcars. The visual environment within the Port also includes recreational boating facilities and marinas. A large number and variety of watercraft are present, ranging from small recreational and commercial fishing boats to large vessels such as container, crude oil carrier, and cruise ships. In the San Pedro portion of the Port (located approximately 1.5 to 2 miles to the southwest), there are also beaches and sport fishing areas, cruise line terminals, retail shops, restaurants, and museum/aquarium facilities catering to tourists.

Elements of the visual setting also include the industrial/commercial corridor along Harry Bridges Boulevard and the residential area in Wilmington to the north of the Port (generally north of D Street). The southern portion of Wilmington consists of an industrial/commercial corridor that is largely vacant. There is a residential area to the west in San Pedro near the proposed Waterfront Red Car alignment. These areas include a mix of single-family homes and apartment complexes, commercial uses, and some open space/recreational facilities. The character of the residential areas is also defined by views of cars parked along streets as well as overhead power lines.

3.1.2.1 Existing Viewer Groups

Viewer sensitivity, or viewer concern about noticeable changes to views, is based on the visibility of a scenic resource, proximity of viewers to the resource, relative elevation of viewers to the resource, frequency and duration of views, number of viewers, and types and expectations of the viewer. Generally, visual sensitivity increases as the total number of viewers, frequency, and duration of viewing activities increase. Visual sensitivity is generally considered higher for residents, people who are driving for pleasure, or those engaged in recreational activities that focus on enjoyment of the visual environment. Sensitivity is lowest for people commuting to and from work or for workers acquiring occasional views from their work places.

Based on frequency of viewing and duration of views, the principal viewer groups for the proposed Project (in descending order of their potential sensitivity to change) are the residents of Wilmington and San Pedro; recreationists, such as boaters in the harbor and at the Cerritos Channel Marina; tourists; commuting motorists; and workers within the area. See Section 3.1.4.1.1 for a more detailed discussion of these viewer groups.

3.1.2.2 Existing Visual Resources

The Port's visual setting is varied due to the diverging intensity of development, topographic characteristics, landscape features, and the quality of views of the harbor and open sea that are afforded from specific locations. Perception of the Port and its setting is also informed by the level of interest (sensitivity) different viewers have about the specific views available to them.

An analysis of existing views toward the proposed project site from potentially sensitive viewing areas includes an overall description of visual character prevailing in the views. The analysis is developed based on field observations, review of photographs of the affected area, and a review of methods for assessing visual quality. The final assessment of scenic quality is made based on professional judgment that takes a broad spectrum of factors into consideration, including:

- natural features, such as topography, water courses, rock outcrops, and natural vegetation;
- the positive and negative effects of manmade alterations and built structures on visual quality; and
- visual composition, including an assessment of the vividness, intactness, and unity of patterns in the landscape.

3.1.2.2.1 Existing Visual Conditions within the Proposed Project Vicinity

The following section provides an overview of visual elements in the proposed project vicinity including views to the proposed Project site and views from the proposed Project site. This inventory of existing conditions describes prominent components in the visual setting that combine to form the overall visual character of the area. Figure 3.1-1 provides the location of representative photo points utilized in the discussion of existing conditions described below.

Wilmington Community Residential Viewshed

The Wilmington residential district is located largely to the north of the proposed project area above C and D Streets. The main access route into the southern part of the Wilmington community is via Harry Bridges Boulevard. This residential development is comprised of single-family dwellings and multi-unit residential buildings, and includes a mix of early twentieth century post–World War II buildings, as well as more recent buildings configured on small lots in a densely urban pattern.

The residential area is both visually and physically separated from the Port by the approximately 500-foot-wide area which functions as a buffer from industrial uses located to the south. This area is located west of Lagoon Avenue and bordered by C Street (north) and Harry Bridges Boulevard (south) and ends at Figueroa Street (Figure 3.1-2). The area is composed of mostly vacant lots and low density buildings. This area, known as the Harry Bridges Boulevard buffer, is planned for a community park and recreational area as part of the Berths 136–147 [TraPac] Container Terminal Project.

Typical views from this residential area include the buffer area as the dominant foreground element, and the LADWP Marine Tank Farm and the LADWP Harbor



Figure 3-1
 Photograph Locations



Generating Station, cargo containers, and railroad tracks as the most prominent mid-range features (Figure 3.1-3). Views within the southern portion of Wilmington include a mixture of commercial storefronts and industrial buildings along C Street, such as the Bekins Storage Warehouse and the Wilmington Recreation Center on the corner of Neptune Avenue and C Street. Visibility of the proposed Project area from within the Wilmington viewshed is limited due to the flat terrain and the presence of large commercial buildings and industrial facilities in the foreground. Some views of the proposed project area in the middleground are visible from between the buildings along Harry Bridges Boulevard, to the east of Avalon Boulevard, and to the west of Marine Avenue.

The views from within the Wilmington residential district viewshed are considered to have low visual quality. As discussed previously, the overall visual character of this area includes a mix of industrial, commercial, and residential land uses, which results in an incongruent pattern of land uses as viewed from within the Wilmington residential district viewshed. There are no views of important or key visual features, and the land form, water form, and vegetative form are all unremarkable. Viewers within this area are primarily residents, commuters, and workers. As mentioned previously, residential viewers typically have the highest sensitivity to changes in the visual environment; however, because views of the proposed Project area are limited and because the overall visual quality of the views is considered to be low, viewer sensitivity within the Wilmington viewshed is also considered to be low.

Avalon Development District Viewshed—Gateway to the Port

South of Harry Bridges Boulevard, the landscape becomes markedly more industrial in character. This area is the gateway to the Port with the main access route provided via Avalon Boulevard. This corridor includes the site of the proposed 10-acre park and raised land bridge, which is highly visible from Avalon Boulevard. Views of the proposed project site along route are dominated by the two large LADWP liquid bulk storage tanks and Banning's Landing Community Center (Community Center) with views of the Port's Gantry cranes and Vincent Thomas Bridge in the distant background (Figure 3.1-4). The Pacific Harbor Rail Line cuts through the proposed project site along Water Street.

The Avalon Development District Viewshed affords views of the proposed project site as well as the Banning Landing Community Center. As a viewer moves northward on Avalon Boulevard, north of Harry Bridges Boulevard the viewshed becomes narrower and constrained by the one- and two-story commercial structures that line the east and west sides of lower Avalon Boulevard.

The landscape is uniform and consists primarily of paved areas with associated support structures, including administrative buildings, storage facilities, working equipment, and vehicles. Along the horizon, views are dominated by the presence of towering gantry cranes and other large vertical elements arranged in a visually uniform and congruent pattern. Overhead electrical distribution lines and 60-foot poles traverse the area. The industrial nature of this landscape exhibits a low degree

of intactness even while all the manmade features derive a degree of shared order from their highly functional characteristics.

The views of the proposed project site from within this viewshed are also considered to have low visual quality. The fore- and middleground views consist of scattered industrial development and are dominated by the LADWP liquid bulk storage tanks. There are no visually interesting or unique elements, with the exception of intermittent, distant views of the Vincent Thomas Bridge in the distant background. Due to its graceful engineering the Vincent Thomas Bridge is considered a visual resource. The form of the bridge is outlined at nighttime with blue LED lighting. However, quality views of the Vincent Thomas Bridge lack intactness and are compromised by intervening gantry cranes and other vertical elements. The key viewers within this area are primarily industrial workers and commuters and residents patronizing Avalon Boulevard commercial enterprises.

Waterfront Viewshed

The waterfront viewshed is dominated by the Port's maritime operations, and includes views of vessels, dock structures, and related support buildings and equipment (Figure 3.1-5). From Berth 181, views across the water toward the proposed project area include the waterfront marina, the Community Center at Banning's Landing, and other administrative buildings in the foreground. Views of the proposed project area from Banning's Landing, looking north away from the waterfront, consist of the Community Center in the foreground, limited views of the Pacific Harbor Line in the middleground, and the LADWP storage tanks and the exhaust stacks of the power peaker units in the background. Overhead electrical distribution lines crisscross the landscape (Figure 3.1-6).

The main public access to the waterfront is provided at Banning's Landing. The Banning's Landing Community Center (Center) was designed to represent a sleek cargo vessel and is a visually interesting element in the viewshed. The Center was constructed by the LAHD and is located at the south end of Avalon Boulevard on East Water Street, at the head of Slip 5. It is Wilmington's landmark facility commemorating State Senator Phineas Banning's establishment of a public landing for vessels that is now a part of the Port. A statue of his likeness immortalizes Banning's achievements as the founder of Wilmington and the Port of Los Angeles on the harbor-side of the Center. The 10,000-square-foot, two-story Center is used as a year-round, full-time venue for Department of Cultural Affairs programming, and supports a variety of community programs and activities. Slip 5 is directly south and adjacent to the proposed Project. Recreational water traffic in Slip 5 is very limited. There is a well-constructed and maintained public boat landing at Banning's Landing. Recreationalists using the landing would have open views of the proposed project site as well as the surrounding highly industrialized area.

The Port facilities along the waterfront are neither highly ordered nor uniform in appearance. They contain numerous disparate elements and do not include any particularly unique or memorable features. The overall landform and water form do include some visually interesting elements associated with views of the working Port



Figure 3.1-3 View from Neptune Avenue and C Street. View Direction Southeast



Figure 3.1-4 View from Avalon Boulevard and Broad Avenue. View Direction Southwest

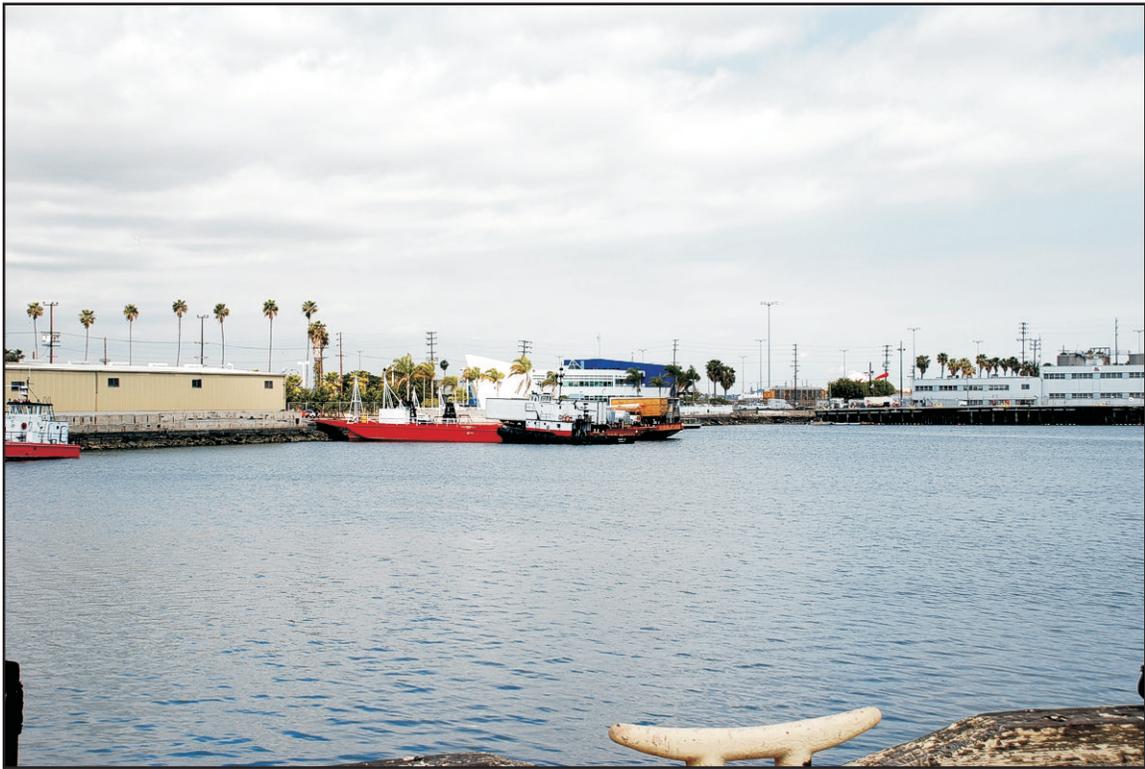


Figure 3.1-5 View from Fries Avenue South of Pier A Street. View Direction Northeast



Figure 3.1-6 View from Avalon Boulevard and Canal Avenue. View Direction Northwest

and harbor, but these views are largely inaccessible from most areas near the proposed Project as public access to the waterfront is currently limited to the Banning's Landing Community Center. There are also limited and compromised views of the skylined Vincent Thomas Bridge in the background.

The views of the proposed project area from within the waterfront viewshed are considered to have moderate to low visual quality. There are some interesting views of the working Port and Community Center, and the waterfront provides an aesthetically pleasing feature as well. However, within the proposed project area the landscape is flat and uniform, and the views from the Community Center looking north towards the proposed project area do not include any visually interesting features. The viewers in this area are primarily Port workers and members of the public using the Community Center.

Moving towards the west in the waterfront viewshed, there are additional industrial facilities associated with the LADWP peaker units and the viewshed-dominating Harbor Generating Station (HGS). Views of the proposed project site will be limited by the numerous exhaust stacks of the peaker units and the mass of the HGS. This area is located along the eastern edge of the proposed Waterfront Red Car alignment and California Coastal Trail extension. Viewers are either commuters or people involved in Port-related activities.

3.1.2.3 Light and Glare

The two major causes of light emissions are *glare* and *spill light*. Glare occurs when one sees a bright object against a darker background, such as when a person experiences oncoming headlights while driving at night. Spill light is caused by misdirected light that illuminates areas outside the area intended. The Initial Study identified potential impacts from the expansion of onsite lighting as a result of the proposed Project but determined daytime light or glare would not be substantial (see Appendix A); therefore, only the nighttime setting is discussed below.

The nighttime lighting environment within the proposed project vicinity consists mainly of ambient light produced by the Ports of Los Angeles and Long Beach, although there are also scattered lights from streetlights, vehicle headlights, and interior and exterior building (residential, office, commercial) lighting. The Vincent Thomas Bridge, southwest of the proposed project site, has streetlights and blue-colored lights along the outside of the bridge structure.

Because of the Port operations, the proposed project vicinity and area appear as a brightly lit area within this much larger landscape. The major sources of illumination at the Port are the hundreds of down lights and floodlights attached to the tops of the tall light standards, as well as the street and roadway lighting. High-intensity boom lights are located on top of shipping cranes along the edge of the many channels that feed into the Los Angeles Harbor. When ships are loaded or unloaded at night, floodlights attached to the bottom of the crane boom and sides of the crane structure illuminate the crane and area around it.

Within the Port, the lighting is highly compositional and congruent with the Port functions it serves. The array of flood lighting expresses the inherent organization of the scene. However, when considered in the larger context with the residential areas, the existing Port lighting elements are incongruous, and overall the lighting conditions within the proposed project vicinity are considered to have low visual quality. Specific Key Observation Points (KOPs) are discussed in Section 3.1.4, “Impact Analysis.”

3.1.3 Applicable Regulations and Policy Documents

Various plans and policy documents set forth regulations and guidelines for design quality, streetscape, and light and glare that relate to the development of the proposed project site. These include the General Plan of the City of Los Angeles, the Port of Los Angeles Plan, the Wilmington-Harbor City Community Plan, the Wilmington Waterfront Development Program, the San Pedro Community Plan, the Port of Los Angeles Master Plan, and local planning and zoning ordinances. Objectives, goals, and policies from these documents that are pertinent to the proposed Project are listed below.

3.1.3.1 The General Plan of the City of Los Angeles

The General Plan is a legal mandate that governs both private and public actions within the City of Los Angeles. It contains 10 citywide elements plus the Land Use Element, which includes plans for each of the City’s 35 Community Planning Areas (CPAs). It also includes counterpart plans for the Port and the Los Angeles International Airport.

Of the 10 citywide elements, three have specific guidelines, goals, or policies that apply to aesthetics. These include the Framework Element, the Conservation Element, and the Transportation Element. These are described below along with the Port of Los Angeles Plan, the Wilmington-Harbor City Community Plan, and the San Pedro Community Plan.

3.1.3.1.1 Framework Element

Urban Form and Neighborhood Design

This Framework Element chapter defines patterns of development intensity, building height, and other structural elements that determine the City’s physical character and visually distinguish centers of landscape elements such as open space, transportation corridors, public facilities, activity centers, and focal centers. The following goals and policies are applicable to the proposed Project:

Goal 5A

A livable city for existing and future residents and one that is attractive to future investment. A city of interconnected, diverse neighborhoods that builds on the strengths of those neighborhoods and functions at both the neighborhood and citywide scales.

Objective 5.5: Enhance the livability of all neighborhoods by upgrading the quality of development and improving the quality of the public realm.

- **Policy 5.5.1:** Plant and/or facilitate the planting of street trees, which provide shade and give scale to residential and commercial streets in all neighborhoods in the City.
- **Policy 5.5.3:** Formulate and adopt building and site design standards and guidelines to raise the quality of design Citywide.
- **Policy 5.5.6:** Identify building and site design elements for commercial or mixed use street in centers that may include: the height above which buildings must step back; the location of building base horizontal articulation; and other design elements.

Objective 5.6: Conserve and reinforce the community character of neighborhoods and commercial districts not designated as growth areas.

- **Policy 5.6.1:** Revise Community Plan designations as necessary to conserve the existing urban form and community character of areas not designated as targeted growth areas.

3.1.3.1.2 Infrastructure and Public Service Element

This element contains policies relating to street lighting on private streets and in pedestrian-oriented areas, ensuring minimization or elimination of potentially adverse light “spillover” onto off-site areas or of conflicts with street tree planting. The following goals, objectives, and policies are applicable to the development of the proposed project site.

Goal 9P

Appropriate lighting required to 1) provide for nighttime vision, visibility, and safety needs on streets, sidewalks, parking areas, transportation, recreation, security, ornamental, and other locations; 2) provide appropriate and desirable regulation of architectural and informational lighting such as building façade lighting or advertising lighting; and 3) protect and preserve the nighttime environment, views, driver visibility, and otherwise minimize or prevent light pollution, light trespass, and glare.

Objective 9.41. Ensure efficient and effective energy management in providing appropriate levels of lighting for private outdoor lighting and minimize or eliminate the adverse impact of lighting due to light pollution, light trespass, and glare.

- **Policy 9.41.1:** Require lighting on private streets, pedestrian-oriented areas, and pedestrian walks to meet minimum City standards for street and sidewalk lighting.
- **Policy 9.41.2:** Require parking lighting and related pedestrian lighting to meet recognized national standards.
- **Policy 9.41.3:** Develop regulations to ensure quality lighting to minimize or eliminate the adverse impact of lighting due to light pollution, light trespass, and glare for façade lighting, security lighting and advertising lighting, including billboards.

3.1.3.1.3 Conservation Element

The Conservation Element surveys laws, requirements, and procedures that have been established for protecting natural resources. Section 15, “Land Form and Scenic Vistas,” specifically states an objective and policy regarding the preservation of existing natural terrain, and scenic features and vistas; and visual and physical access to view corridors, scenic features, and areas. The Conservation Element presents a definition of “scenic views or vistas” particularly relevant to the this assessment: “Scenic views or vistas are the panoramic public view access to natural features, including views of the ocean, striking or unusual natural terrain, or unique urban or historic features.”

3.1.3.1.4 Transportation Element

Appendix E of the Transportation Element presents an inventory of designated scenic highways that includes John S. Gibson Boulevard, Pacific Avenue, Front Street, and Harbor Boulevard as scenic routes with specific acknowledgment of the views of harbor activities and the Vincent Thomas Bridge available to northbound and southbound motorists (City of Los Angeles 1999a). These scenic corridors are located approximately 1 to 2 miles west and southwest of the Wilmington community. Front Street is also designated as a scenic route for its views toward the west of historic San Pedro. Harbor Boulevard, south of the Vincent Thomas Bridge, is designated as a scenic route because of Port views (City of Los Angeles 1999a). None of these scenic routes are located in Wilmington. The City has not adopted formal guidelines governing the scenic corridors associated with designated scenic highways, but has established interim guidelines as part of the Transportation Element addressing roadway design, earthwork and grading, signage, landscaping, signs/outdoor advertising, and utilities (City of Los Angeles 1999b). No other area roadways are designated scenic routes, and there are no officially designated scenic lookouts.

3.1.3.1.5 Port of Los Angeles Plan (Land Use Element)

The Port Plan, which is part of the General Plan Land Use Element, was adopted in 1982, and was designed to provide a 20-year official guide to the continued development and operation of the Port (City of Los Angeles 1982a). Separate from the PMP, the Port Plan addresses aesthetics and visual quality issues within the Port and for areas outside in nearby communities.

Objective 4 is dedicated to prioritizing development within the Port, while addressing the visual impacts on neighboring communities. The objective's purpose is:

To assure priority for water and coastal dependent development within the Port while maintaining and, where feasible, enhancing the coastal zone environment and public views of, and access to coastal resources.

A portion of the proposed Project, including the waterfront promenade, viewing piers, and floating docks would be located with the Port Plan area. With the approval of the General Plan Amendment (GPA), the Port Plan would be extended to Harry Bridges Boulevard. Chapter 3.8, "Land Use and Planning," discusses the proposed modification to the Port Plan in greater detail.

3.1.3.1.6 Wilmington-Harbor City Community Plan

The Wilmington-Harbor City CP includes policies and standards for multiple residential, commercial, and industrial projects, and for community design. These design policies and standards ensure that residential, commercial, and industrial projects and public spaces and rights-of-way incorporate specific elements of good design. The intent is to promote a stable and pleasant environment. Aesthetic policies relate to the development and redevelopment of land within the CPA. The Avalon Development District and the existing LADWP Marine Tank Farm site are located within the Wilmington-Harbor City CP. A revision process will begin in 2009.

3.1.3.1.7 San Pedro Community Plan

The San Pedro CP is intended to promote an arrangement of land uses, streets, and services that will encourage and contribute to the economic, social, and physical health, safety, welfare, and convenience of the people who live and work in the community. The plan is also intended to guide development in order to create a healthful and pleasant environment. Goals, objectives, policies, and programs are created to meet the existing and future needs and desires of the community through the year 2010. The last comprehensive review of the San Pedro CP was completed on September 30, 1980, and revised by the General Plan Zoning Consistency Program in 1987 and through ongoing periodic plan review and plan amendments.

The proposed Project would extend the Waterfront Red Car Line/CCT, which would proceed adjacent to the San Pedro Community.

3.1.3.2 Port of Los Angeles Master Plan

The Port Master Plan (LAHD 1980) provides for the short- and long-term development, expansion, and alteration of the Port. The PMP has been certified by the California Coastal Commission, is part of the City's Local Coastal Program, and is consistent with the Port Plan. The PMP does not contain any element specific to visual resources. However, general provisions contained within Section V of the PMP, "Regulations & Guidelines for Development Projects," establish the need to address visual resource issues for new projects:

When a facility project involving a change in either land or water use is proposed for those areas in the Port that are adjacent or contiguous to either residential, commercial, or industrial areas in the surrounding communities, an analysis of its location, design effect, and operation will be made to ensure the feasible compatibility of the proposed port facility with either existing uses of such community areas or the uses which may be proposed for such community areas in the general plan or the LCP for the City of Los Angeles.

3.1.3.3 Port of Los Angeles Leasing Policy

On February 1, 2006, the Los Angeles Board of Harbor Commissioners approved a comprehensive leasing policy for the Port that not only establishes a formalized, transparent process for tenant selection but also includes environmental requirements as a provision in Port leases. The leasing policy specifies that all tenants are required to adhere to the applicable Port environmental regulations as terms and conditions of their leases. With respect to aesthetics, these regulations include those related to lighting and facility appearance. All other applicable policies are those outlined in this section and those that would otherwise be required in the terms of the lease based on LAHD's sustainability goals.

3.1.3.4 Wilmington Waterfront Master Plan and Development Program

The Wilmington Waterfront Master Plan as implemented by the Wilmington Waterfront Development Program (Port of Los Angeles 2007) was developed by LAHD to guide redevelopment along the Wilmington waterfront. The Master Plan builds upon existing plans for the Avalon Development District area, in particular the Wilmington Waterfront Development Final Plan (Port of Los Angeles 2004), and acknowledges the land use restrictions of the State Tidelands Trust Doctrine. The Master Plan serves as a framework for amending existing plans, policies, and guidelines of the LAHD as well as the City, including the Wilmington-Harbor City

CP, a part of the General Plan. The goals of the Master Plan focus on promoting economic development and enhancing livability in the Wilmington community. Specific guidelines have been set to achieve these goals in the areas of architectural character, landscape of open spaces and streets, public signage and wayfinding, and lighting. The specific polices addressing lighting are outlined below.

3.1.3.4.1 Wilmington Waterfront Development Program Lighting Guidelines

The specific lighting guidelines included as part of the Wilmington Waterfront Development Program would be design elements of the proposed project. They are as follows:

- All pedestrian luminaires will be classified as cut-off (97.5% light directed below the horizon) or full cut-off (100% light directed below the horizon).
- Pedestrian luminaires not classified as cut-off will shield the sources from field of view and minimize surface brightness.
- All fixtures will be arranged and screened to reflect light away from adjacent properties. Glare and light trespass will be mitigated through the provision of louvers and shields.
- Vertical illuminance will be maximized for nighttime facial recognition (use of refractor/reflector optics with cut-off).
- All fixtures within public reach from the ground will be safe for human touch (for single lens metal halide fixtures, 70W or less is generally regarded as acceptable).
- Luminaires will be mounted to poles at a height of 10 feet minimum and 20 feet maximum for all pedestrian fixtures.
- All outdoor fixtures will be equipped with photocells and/or astronomical time clocks.
- Methods for reducing illumination at “curfew” hours will be implemented where feasible to the extent minimum lighting levels are maintained.

3.1.3.5 Planning and Zoning Code

The Los Angeles Planning and Zoning Code contains two lighting-related requirements applicable to the proposed Project. However, the Port Terminal Lighting Design Guidelines and the guidelines presented in the Wilmington Waterfront Development Program fully address these two standards and require compliance before lighting designs may be approved. Therefore, there is no potential for the proposed Project to be inconsistent with these standards.

Section 93.0117: Illumination of adjacent residential properties by exterior light sources shall not exceed 2 foot-candles and shall not be a source of direct glare on said uses.

Section 12.21 A 5 (k): All lights used to illuminate a parking area shall be designed, located, and arranged so as to reflect the light away from any streets and adjacent premises.

It is assumed that plans for the proposed Project would be submitted for the required approvals and that building permits would of necessity be obtained, so the following two requirements would be satisfied during project planning and permitting:

Section 17.08 (c): Plans for street lighting shall be submitted to and approved by the Bureau of Street Lighting.

Section 91.6205 (a): A building permit shall be obtained from the department in accordance with the provisions of Division 2 of Article 1 of Chapter IX of this code for any signs that are regulated by this chapter. Where illuminated, an electrical permit shall also be obtained as required by Article 3 of Chapter IX of this code.

3.1.4 Impact Analysis

3.1.4.1 Methodology

Aesthetic experiences can be highly subjective and vary from person to person; therefore, the evaluation of aesthetic resources requires the application of a process that objectively identifies the visual features of the area, their importance, and the sensitivity of receptors that view them. The proposed project-related changes to the aesthetic character of the site and surrounding area are identified and qualitatively evaluated based on the modification of physical conditions and viewer sensitivity.

The following section identifies viewer groups that would be sensitive to changes in the visual setting and discusses key vantage points of the proposed Project that would be visually accessible to these viewers. The existing visual environment is then compared to the anticipated future visual environment through a series of visualizations that include representative images of proposed project elements. Proposed project-related changes are evaluated using the threshold criteria discussed in Section 3.1.4.2 to determine significance.

3.1.4.1.1 Viewer Groups and Viewer Sensitivity

Viewer sensitivity, or viewer concern about noticeable changes to views they could experience, is based on the visibility of a scenic resource, the proximity of viewers to the resource, the relative elevation of viewers to the resource, the frequency and duration of views, the number of viewers, and the types and expectations of the

individuals and viewer groups. Generally, visual sensitivity increases as the total number of viewers, frequency, and duration of viewing activities increases.

The degree of visual sensitivity is treated as occurring at one of the following four levels:

- **High Sensitivity** suggests that the majority of the public is likely to react strongly to a threat to visual quality. A highly concerned public is assumed to be more aware of any given level of adverse change and less tolerant than a public that has little concern. A small modification of the existing landscape may be visually distracting to a highly sensitive public and represent a substantial reduction in visual quality.
- **Moderate Sensitivity** suggests that the public would probably voice concern over substantial visual impacts. Often, the affected views are secondary in importance or are similar to others commonly available to the public.
- **Low Sensitivity** is considered to prevail where the public is expected generally to have little concern about adverse changes in the landscape, or only a small minority may be expected to voice such concern, even where the adverse change is substantial in intensity and duration.
- **No Sensitivity** occurs when the views are not public, or there are no indications of public concern over, or interest in, scenic/visual resource impacts on the affected area.

An inspection of the proposed project site and the potentially affected environs, and a review of public scoping comments served to identify indicators of public sensitivity. An analysis of the surrounding area was also conducted to identify areas where the proposed Project would be most visible and to assess the quality of views of the proposed project site. The range and quality of views to and from the proposed Project were determined by reviewing topographic and street maps, as well as photos of areas within or adjoining the proposed project site. The range of sensitive views was then considered and several representative views in which the proposed facilities would be most noticeable were selected for detailed analysis. This decision was based primarily on proximity and degree of proposed project exposure. Consideration was also given to how viewers within each setting would experience the proposed Project due to varying degrees of visibility and distance from the project; as well as the structures, vegetation, topographic features, or other intervening obstacles that were present. Because objects within the foreground have more detail, views from such locations would be more detailed compared to the objects that are less distinguishable in the distance. Hence, the potential sensitivity of close-in viewers was considered higher than those who have more distant views of the proposed project area.

The principal viewer groups for the proposed Project include the residents of Wilmington and San Pedro, commuting motorists, workers within the area, and recreationists, such as boaters in the harbor and at the Cerritos Channel Marina. The term *recreationist* is used to distinguish the sub-group of viewers who are organizing their recreational activities around experiencing the visual environment from those viewers who are engaged in competitive sports activities. Viewers engaged in most

active recreation, such as playing sports, tend to have only an average sensitivity to visual quality and visual change. Although they are aware of their surroundings, they are usually focused on the activity itself rather than surrounding views.

Boaters are considered the key recreationist group in Wilmington. The nearest sensitive viewing position to the east is at the Cerritos Channel Marina, over ½ mile from the proposed project area. People live on vessels docked at the marina, so it constitutes a type of residential area, and views from the marina are, therefore, highly sensitive. They are also highly sensitive because the marina is a recreational public use area. However, views from the marina are from a few feet above the water's surface, and Port facilities intervene to substantially, if not entirely, block views of features of the proposed project site. Liquid and dry bulk storage facilities behind Berths 187–196, and warehouses, cranes, buildings, and backland storage containers on Mormon Island, collectively intervene such that it would be difficult to discern the proposed Project from that location.

Although the number of tourists visiting Wilmington as a destination is considered low, tourists are very similar to recreational viewers. Depending on what brings the tourists to a particular location, they tend to be more or less sensitive to visual quality. If the point of the visit is to enjoy scenery, then visual quality may be an important element in their trip (sightseeing tourists). However, if their travel is intended to take advantage of indoor activities, visual quality is of less importance. Moreover, sightseeing tourists visiting the area for the first time, or on an infrequent basis, would not be as familiar with the views, and thus would be less apt to notice incremental changes that have transformed the Port's visual environment over time. Consequently, their level of sensitivity would be considered low.

Because the residents of Wilmington would be exposed to views for prolonged period of time and typically have higher expectations that their visual surrounding be maintained, they are generally considered to be a highly sensitive viewer group. This is because their familiarity with the view, their investment in the area (as, for example, homeowners or long-time residents), and their sense of ownership of the view tends to be stronger than that of other types of viewers. In a way, the view from residences and their yards represents a visual extension of residents' property, and changes in this view are noticeable and can result in strong positive or negative reactions. However, in this situation, the visual environment is already highly developed, has a highly industrial character, and does not contain a very strong natural element. Therefore, the visual sensitivity of residents is considered to be moderate.

Commuters and workers are also considered to have lower viewer sensitivity because their attention is focused on driving or work activities. As a consequence, they are exposed to fleeting views during travel and only occasional views from the work place.

Finally, it is important to note that this discussion addresses average viewer sensitivity. Some viewers are more or less sensitive than their activity or ownership would indicate. Individuals' reactions to views vary greatly depending upon a

number of factors, including how much they know or care about the view, their personal tastes, and their opinions about the activity or location that they are viewing.

3.1.4.1.2 Key Observation Points

As part of the process of analyzing potential changes to visual quality due to the proposed Project or its alternatives, a series of important observation vantage points (Key Observation Points, or KOPs) were identified. Twenty-two candidate KOPs were initially identified and photographed for the impact analysis. The candidate KOPs were public vantage points throughout Wilmington and the tidelands. Many of the candidate KOPs were eliminated for several reasons, including visual obstructions from the KOPs (i.e., flat terrain, vegetation, or buildings blocking the view), lack of proposed project features that would show up in the KOPs, redundancies with other KOPs that were chosen, and/or the lack of representative sensitive viewer groups. Six KOPs were identified as providing a representative cross-section for scenic quality, viewer types, and viewer sensitivities. The locations of these KOPs and their relationship to the proposed project site are illustrated on Figure 3.1-7. Figures 3.1-8 through 3.1-13 show the existing views from each of the KOPs identified.

- KOP A (Figure 3.1-8) is located on Avalon Boulevard in the Wilmington Community looking south to the Port. Area residents, working commuters, and recreationists/tourists would be considered sensitive viewers at this location because of their exposure to changes at this location.
- KOP B (Figure 3.1-9) is located 200 feet north of the northeast corner of Avalon Boulevard and Broad Avenue looking southwest towards the site of the proposed elevated parkway. Existing views include the LADWP Marine Tank Farm storage tanks with distant views of Port cranes and the Vincent Thomas Bridge in the background.
- KOP C (Figure 3.1-10) is located on Fries Street looking northeast from Berth 181. Sensitive viewers at this location would be workers at the Port.
- KOP D (Figure 3.1-11) is located along C Street looking southwest between Avalon Boulevard and Marine Avenue. This is the Railroad Green Area of the Project. Sensitive viewers in this area are the residents of Wilmington.
- KOP E (Figure 3.1-12) is located at the 700 block of Avalon Boulevard between Anaheim and G Streets. This is an outlying area and is included for contextual reference. Sensitive viewers at this location are primarily area residents.
- KOP F (Figure 3.1-13) is located eastbound along I-110 near the C Street offramp. This portion of I-110 is known as the Harbor Freeway. Viewers at this location include recreational motorists and other commuters in the area.

3.1.4.1.3 Analytical Framework

The analytical framework to determine proposed project–related impacts on aesthetic resources in the vicinity of the proposed Project includes the following:

- identification of key visual elements in the proposed project area and characterization of overall visual quality,
- identification of user groups with sensitive views into the proposed project area and photographic documentation of representative views (KOPs),
- qualitative analysis through use of visualizations of changes to views as a result of implementation of the proposed Project,
- evaluation of the significance of the impacts based upon the requirements of CEQA, and
- formulation of mitigation measures that would lessen the degree of significance, as needed.

3.1.4.2 Thresholds of Significance

3.1.4.2.1 CEQA Criteria

Review of Recommended Thresholds

Appendix G of CEQA (Environmental Checklist) recommends four thresholds to determine the effect that a project would have on visual resources. According to these recommended thresholds, the proposed Project would have an impact on visual resources if it would:

- result in a substantial adverse effect on a scenic vista,
- substantially damage scenic resources (including, but not limited to, trees, rock outcroppings, and historic buildings) within a state scenic highway,
- substantially degrade the existing visual character or quality of the site or its surroundings, or
- create a new source of substantial light or glare that would adversely affect day or nighttime views of the area.

The *L.A. CEQA Thresholds Guide* (City of Los Angeles 2006) was developed as a supplement to the CEQA checklist. The guide divides visual resources into four elements in the visual environment: aesthetics (character and quality of the visual landscape), obstruction of views (visual access to focal points and panoramas), shading (the effect of shadows on adjacent land uses), and nighttime illumination (the effect of nighttime lighting on adjacent land uses). The guide suggests that each CEQA threshold be evaluated within the context of a visual element and that some thresholds address multiple elements. The guide provides 14 factors to help assess





Figure 3-1.8 - KOP A Existing Viewshed Conditions - Avalon Boulevard between Harry Bridges Boulevard and C Street, View Direction South



Figure 3-1.9 - KOP B Existing Viewshed Conditions - Avalon Boulevard between Harry Bridges Boulevard and A Street, View Direction South



Figure 3.1-10 - KOP C Existing Viewshed Conditions - Fries Street South of Peir A Street, View Direction North Northeast



Figure 3.1-11 - KOP D Existing Viewshed Conditions - C Street between Avalon Boulevard and Marine Avenue, View Direction Southwest



Figure 3.1-12 - KOP E Existing Viewshed Conditions - Avalon Boulevard between Anaheim Street and G Street, View Direction South



Figure 3.1-13 - KOP F Existing Viewshed Conditions - Northbound Travel Lanes of I-110 near the C Street offramp, View Direction East

when an impact would trigger a threshold and be considered a potentially significant, adverse impact.

The CEQA threshold criteria listed in the bullets above are presented as they relate to the elements from the *L.A. CEQA Thresholds Guide* in Table 3.1-1. For example, the CEQA criterion related to adverse effects on scenic vistas addresses the visual elements listed in the guide pertaining to aesthetics and the obstruction of views.

Table 3.1-1. Relationship between CEQA Threshold Criteria and *L.A. CEQA Thresholds Guide* Visual Elements

<i>CEQA Threshold Criteria</i>	<i>L.A. CEQA Thresholds Guide Visual Elements</i>			
	<i>Aesthetics</i>	<i>Obstruction of Views</i>	<i>Shading</i>	<i>Nighttime Illumination</i>
Would the project have a substantial adverse effect on a scenic vista?	Overlap (Factors 1–7)	Overlap (Factors 8–11)		
Would the project substantially damage scenic resources (including—but not limited to—trees, rock outcroppings, and historic buildings) within a state scenic highway?	Overlap (Factors 1–7)			
Would the project substantially degrade the existing visual character or quality of the site or its surroundings?	Overlap (Factors 1–7)		Overlap (Factor 12)	
Would the project create a new source of substantial light or glare that would adversely affect day or nighttime views in the area?				Overlap (Factors 13 and 14)

Factors for Determining Significance

The key to applying the CEQA Appendix G thresholds is the ability to determine what constitutes a substantial effect on visual resources. To assist in this analysis, the *L.A. CEQA Thresholds* guide provides 14 factors to help assess when an impact would pass over the threshold to become a substantial, and therefore significant, adverse effect. These factors are also listed in Table 3.1-1 in relation to the CEQA threshold to which they pertain. The factors encourage a more detailed analysis of project components and their effects on visual resources than suggested by the CEQA threshold criteria alone. They are organized by visual element and are listed below.

Aesthetics

1. Would the removal, alteration, or demolition of existing features or elements that substantially contribute to the valued visual character or image of the project area be relatively noticeable?

2. Would the amount of natural open space to be graded or developed adversely affect the visual character of the area?
3. Would proposed structures in natural open space areas be effectively integrated into the aesthetics of the site through appropriate design?
4. Would there be a high degree of contrast between proposed features and existing features that represent the valued aesthetic image of an area? Contrast could be represented as a beneficial or adverse image and would need to result in an adverse change to the image of the area to be considered a significant impact.
5. Would buildings detract from the existing style or image of the area due to density, height, bulk, setbacks, signage, or other physical elements?
6. Would project elements contribute negatively to the aesthetic value of an area by changing visual character through the introduction of obtrusive or inharmonious elements?
7. Would the project be inconsistent with applicable guidelines and regulations related to aesthetics and views?

Obstruction of Views

8. Would there be a substantial negative effect on the nature and quality of recognized or valued views such as natural topography, settings, man-made or natural features of visual interest, and resources such as mountains or the ocean?
9. Would there be a substantial negative effect on views from a designated scenic highway, corridor, or parkway?
10. Would there be substantial obstruction (total blockage, substantial interruption, or substantial diminishment) of recognized or valued views?
11. Would recognized views available from a length of public roadway, bike path, or trail (as opposed to a single, fixed vantage point) be adversely affected?

Shading

12. Would there be substantial shading of shadow-sensitive uses for more than three hours between the hours of 9:00 a.m. and 3:00 p.m. Pacific Standard Time (between late October and early April), or for more than four hours between the hours of 9:00 a.m. and 5:00 p.m. Pacific Daylight Time (between early April and late October)?

Nighttime Illumination

13. Would there be a substantial adverse change in ambient illumination levels as a result of project sources?
14. Would light spill off the project site and adversely affect adjacent light-sensitive areas?

Project Thresholds of Significance

The guidance provided by the CEQA Appendix G environmental checklist and *L.A. CEQA Thresholds* was evaluated for application to the proposed Project. Based upon proposed project elements and the visual landscape of the Port, the following thresholds are used for determining significance of the proposed project's impacts on visual resources. These impacts encompass the CEQA Appendix G thresholds as well as the visual elements included in the *L.A. CEQA Thresholds Guide* as discussed above and indicated in Table 3.1-1.

AES-1: A project would have a significant impact if it would result in an adverse effect on a scenic vista from a designated scenic resource due to obstruction of views.

AES-2: A project would have a significant impact if it would substantially damage scenic resources (including, but not limited to, trees, rock outcroppings, and historic buildings) within a state scenic highway.

AES-3: A project would have a significant impact if it would substantially degrade the existing visual character or quality of the site or its surroundings.

AES-4: A project would have a significant impact if it would result in an adverse effect due to shading on the existing visual character or quality of the site or its surroundings.

AES-5: A project would have a significant impact if it would create a new source of substantial light or glare that would adversely affect day or nighttime views of the area.

As mentioned above, the Wilmington Waterfront Development Program Lighting Guidelines would be project design features and their implementation has been assumed in the analysis below.

3.1.4.3 Impacts and Mitigation

This section includes a discussion of the potential aesthetics and visual impacts associated with the construction and operation of the proposed Project. The impact analysis is based on qualitative assessments prepared for the proposed project elements. As part of the effort to document the proposed Project's potential effect on visual resources, simulations from key observation points were prepared to compare the existing visual setting with how it may look if the proposed Project were implemented. These visualizations are shown in Figures 3.1-14 through 3.1-19.

Impact AES-1: Construction and operation of the proposed Project would not result in an adverse effect on a scenic vista from a designated scenic resource due to obstruction of views.

Although there are some visually interesting elements within the various viewsheds from which the proposed project area is visible, there are no identified scenic views specifically valued for their aesthetic qualities within the landscape. KOP F does include a panoramic view of the working Port as seen from the I-110 Harbor Freeway (Figure 3.1-13). However, from within the vicinity of the proposed project area, as shown in Figures 3.1-8 and 3.1-9, there are only limited views of the water from within the Avalon Development District (KOP A), and limited views of the Vincent Thomas Bridge are only visible in the far background (KOP B). Views of the water from Banning's Landing are limited to the main channel and harbor, and views from Berth 181 of the waterfront (KOP C as shown in Figure 3.1-10) are not accessible to the public. The few visually interesting elements within the vicinity are limited to a small number of historic buildings, including Bekin's Storage Warehouse (KOP D in Figure 3.1-11)—all of which would be preserved as part of the proposed Project.

Furthermore, one objective of the proposed Project is to improve the economic viability and environmental conditions of the area by providing new open spaces, enhancing commercial/retail areas in the area and along the waterfront, and improving the connectivity of the Wilmington community with the waterfront. The proposed Project would improve existing views and create opportunities for new views within the landscape by constructing new attractive features such as the elevated park and land bridge (Figures 3.1-14 and 15), and enhancements along the waterfront (Figure 3.1-16) and within the Avalon Development District in the southern portion of the Wilmington community, which includes the proposed Railroad Green Park (Figure 3.1-17).

The proposed Observation Tower would also provide the public with increased opportunities to view the surrounding harbor. The tower design takes inspiration from the sail of a ship and would be consistent with the industrial-maritime character of the landscape. As shown in Figures 3.1-18 and 3.1-19, which represent visual simulations of proposed project features from KOP E and KOP F, respectively, this feature would represent an architecturally interesting element and community landmark.

Although construction of the proposed project elements would temporarily result in the use of large construction equipment and visible construction-related activity, as described above, there are no scenic vistas or significant scenic resources in the proposed project vicinity that would be affected by construction. Therefore, the construction phase would not result in an adverse effect on a scenic vista from a designated scenic resource due to obstruction of views.



KOP A Existing Viewshed Conditions - Avalon Boulevard Between Harry Bridges Boulevard and C Street, View Direction South



KOP A Visualization of Proposed Project - Avalon Boulevard between Harry Bridges Boulevard and A Street, View Direction South

Source: Sasaki Associates



KOP B Existing Viewshed Conditions - Avalon Boulevard between Harry Bridges Boulevard and A Street, View Direction South



KOP B Visualization of the Proposed Project- Avalon Boulevard between Harry Bridges Boulevard and A Street, View Direction South

Source: Sasaki Associates



KOP C Existing Viewshed Conditions - Fries Street South of Pier A Street, View Direction North Northeast



KOP C Visualization of the Proposed Project - Fries Street South of Pier A Street, View Direction North Northeast

Source: Sasaki Associates



KOP D Existing Viewshed Conditions - C Street between Avalon Boulevard and Marine Avenue, View Direction Southwest



KOP D Visualization of the Proposed Project - C Street between Avalon Boulevard and Marine Avenue, View Direction Southwest

Source: Sasaki Associates



KOP E Existing Viewshed Conditions - Avalon Boulevard between Anaheim Street and G Street, View Direction South



KOP E Visualization of the Proposed Project- Avalon Boulevard between Anaheim Street and G Street, View Direction South

Source: Sasaki Associates



KOP F Existing Viewshed Conditions - Northbound Travel Lanes of I-110 near the C Street offramp, View Direction East



KOP F Visualization of the Proposed Project - Northbound Travel Lanes of I-110 near the C Street offramp, View Direction East

Source: Sasaki Associates

Impact Determination

No scenic vistas or significant scenic resources have been identified in the proposed project vicinity. Therefore, construction and operation of the proposed Project would not adversely affect any scenic vistas through obstruction of views. Furthermore, the views of and from the proposed project site would be improved and new viewing opportunities would be created. For these reasons, no significant adverse visual impacts would result from the proposed Project.

Mitigation Measures

No mitigation is required.

Residual Impacts

No impact would occur.

Impact AES-2: Construction and operation of the proposed Project would not substantially damage scenic resources (including, but not limited to, trees, rock outcroppings, and historic buildings) within a state scenic highway.

There are no designated scenic highways, corridors, or parkways in Wilmington. The closest scenic corridors are in San Pedro, and include portions of John S. Gibson Boulevard, Pacific Avenue, Front Street, and Harbor Boulevard. KOP F (Figure 3.1-13) depicts the view of the proposed project vicinity from I-110 near John S. Gibson Boulevard. As this figure shows, views of the proposed project area from these corridors are dominated by the working Port and its disparate array of industrial facilities, including storage structures, large vessels, docks, piers, cranes, and other large utilitarian shipping equipment. These visual elements are considered to have relatively low visual quality due to the high degree of manmade development and the low degree of intactness and unity in the viewshed.

Furthermore, the majority of the proposed project components would be located far enough away from scenic corridors in San Pedro (ranging from 1 to 2 miles) that views of the proposed Project from those corridors would be limited. As shown in the visualization of the proposed project from KOP F (Figure 3.1-19), the proposed features are almost indiscernible from the existing working facilities when viewed from this scenic corridor. Therefore, although some elements of the proposed Project would be visible from these corridors during both construction and operation, these elements would not block the views or degrade the visual quality of the views as seen from these corridors.

A portion of the proposed Waterfront Red Car Line would be constructed along the scenic corridor and would include extension of the California Coastal Trail. However, the trolley line would be modeled after the historic line and would represent an aesthetic enhancement in the area. The line would be at the same grade as the roadway, and neither construction nor operation would obstruct the panoramic

views of the working port from the roadway. Furthermore, the proposed Project would result in several additional aesthetic improvements in the landscape that would improve the scenic qualities of the surrounding area, as discussed in Impact AES-3 below.

As discussed above, views of the proposed project area from these corridors are dominated by the working Port and its disparate array of industrial facilities, including storage structures, large vessels, docks, piers, cranes, and other large utilitarian shipping equipment. Construction of the proposed project elements would temporarily result in the use of large construction equipment and visible construction-related activity. Because there are no designated scenic highways, corridors, or parkways in Wilmington and the closest scenic corridors are in San Pedro, the temporary use of large construction equipment and cranes would not substantially damage scenic resources (including, but not limited to, trees, rock outcroppings, and historic buildings) within a state scenic highway.

Impact Determination

Views from scenic corridors in San Pedro towards the proposed Project are of the highly developed working port and are considered to have a low degree of intactness and unity. Most of the elements that would be introduced as part of the proposed Project would not be visible from these corridors. The elements that would be visible would be located far away and would be similar to the existing environment such that they would be difficult to discern within the viewshed. Therefore, the proposed Project construction and operation would not have a negative effect on views from any designated scenic highway, corridor, or parkway during either construction or operation. The impacts would be less than significant.

Mitigation Measures

No mitigation is required.

Residual Impacts

Impacts would be less than significant.

Impact AES-3: Construction and operation of the proposed Project would not substantially degrade the existing visual character or quality of the site or its surroundings.

As detailed in Chapter 2, “Project Description,” several aesthetic improvements would be implemented as part of the proposed Project. These include enhancements within the Wilmington community in the area between Lagoon Avenue and Broad Avenue, the construction of a passive Railroad Green that would cut diagonally between Island and Marine Avenues, and the construction of a 10-acre raised park space to the south of the community. In addition, improvements along Avalon Boulevard and the waterfront would provide a link between Wilmington and the waterfront.

Land uses within the Avalon Development District are underused and many lots are vacant. Industrial/commercial buildings that are present are vacant or in poor shape and do not include any visually interesting or unique characteristics that substantially contribute to the valued image of the Wilmington community. However, some historic and potentially historic buildings are present within the Avalon Development District. The historic Bekins Storage Warehouse building is located in the area (Figure 3.1-10), but would be preserved and converted to a Waterfront Red Car Museum and is not proposed for demolition. Others would be avoided and are not part of the proposed project footprint, as discussed in Chapter 3.4, “Cultural Resources.” Several aesthetic enhancements would also be added including the Railroad Green Park (Figure 3.1-17).

South of Harry Bridges Boulevard along Avalon Boulevard, the facilities to be removed would include two large LADWP liquid bulk storage tanks and associated ancillary structures (Figures 3.1-8 and 3.1-9). These features are not elements that are considered to have aesthetic value and do not contribute to the valued visual character of the Wilmington community. As shown in Figures 3.1-14 and 3.1-15, the proposed elevated park and land bridge would represent aesthetic improvements in this area.

The proposed waterfront enhancements would also be visually integrated into the surrounding landscape, as shown in Figures 3.1-16 and 3.1-19. All of the proposed project elements have been designed not only to integrate with the existing character of the surrounding landscape, but also to enhance its visual character. Therefore, there would not be a high degree of contrast between the proposed and existing features.

In addition, several planning documents have specifically been developed to guide development of the Wilmington waterfront area, including the Wilmington Waterfront Master Plan (Port of Los Angeles 2007) as implemented by the Wilmington Waterfront Development Program (Port of Los Angeles 2007). The Development Program contains guidelines that would be implemented as the proposed Project is developed that are aimed at preserving and enhancing the existing aesthetic character of the Wilmington community. These guidelines incorporate and build upon applicable guidelines and policies of the Port as well as the City, including the Wilmington-Harbor City CP, which is part of the General Plan. The guidelines are specific to building height, building setbacks, building orientation and the location of entrances, architectural treatment and materials, street frontage treatment, treatment of historic buildings, parking and access, and loading and service access.

Although construction of the proposed project elements would temporarily result in the use of large construction equipment and visible construction-related activity, as described above, the existing character of the proposed project area is already marked by the presence of working equipment, including trucks, cranes, and other large machinery. In addition, as discussed in Impact AES-1, there are no scenic vistas or significant scenic resources in the proposed project vicinity that would be affected by construction. Therefore, the construction phase is not anticipated to result in substantial changes to the visual character of the proposed project vicinity.

Impact Determination

Because both construction and operation of the proposed Project would not degrade the existing visual character or quality of the site or its surroundings, impacts on the visual quality or character of the proposed project area would be less than significant.

Mitigation Measures

No mitigation is required.

Residual Impacts

Impacts would be less than significant.

Impact AES-4: Construction and operation of the proposed Project would not result in an adverse effect due to shading on the existing visual character or quality of the site or its surroundings.

The proposed Project does not include the construction of features that would result in shading of shadow-sensitive uses. Although the proposed park and land bridge would be elevated and would effectively create a tunnel for the Harbor Pacific Rail Line and roadway below, the area immediately surrounding the proposed project site is primarily dominated by industrial uses that are not sensitive to and would not be affected by periodic shading. The raised parkway and land bridge would enable those using the open space facilities to enjoy the green space and surrounding views without the obstruction of large areas of shadow. Similarly, because of its placement adjoining Banning's Landing, the proposed Observation Tower would be well away from shade-sensitive uses (i.e., residents along C Street and further north); it would also provide improved opportunities for the public to enjoy panoramic views of the harbor and working Port.

Impact Determination

For the reasons stated above, the proposed project construction and operation would not result in substantial shading of shadow-sensitive uses. No significant adverse impact is anticipated with respect to shading.

Mitigation Measures

No mitigation is required.

Residual Impacts

No impact would occur.

Impact AES-5: Construction and operation of the proposed Project would not create a new source of substantial light or glare that would adversely affect day or nighttime views of the area.

The existing nighttime lighting environment of the proposed project site and surrounding area is dominated by the lighting of the Port, which results in a high degree of ambient lighting. The major sources of existing illumination are the down lights and floodlights attached to the tops of tall light poles, as well as street and roadway lighting. Additionally, when ships are loaded or unloaded at nighttime, floodlights attached to the bottom of the crane boom and sides of the crane structure illuminate the crane and area around it.

The proposed Project would include additional lighting, primarily for pedestrian safety and aesthetic enhancement along the proposed trail connections, Railroad Green, streetscape areas, and elevated park and land bridge. This would include lighting along walkways and trails (both at ground level and pole lighting), lighting within the proposed water features, and other elements of decorative lighting throughout the proposed project area. The Observation Tower would also include lighting elements to enhance the aesthetics of the tower at night and would be similar to the blue LED lights on the Vincent Thomas Bridge. The intent of the lighting scheme is to improve safety considerations and provide a unified theme for the new facilities. There are no large sources of flood lighting being proposed that would have the potential to result in sources of spill-light.

Per the Port's leasing policy, all tenants are required to complete a lighting study. The lighting study would be conducted in order to assess and mitigate any potentially significant adverse lighting impacts on sensitive uses. In addition, lighting design would comply with the policies outlined in Section 3.1.3, "Applicable Regulations and Policy Documents," Illuminating Engineering Society of North America (IESNA) standards, the City of Los Angeles Bureau of Street Lighting, and the International Dark-Sky Association (IDA). Finally, lighting would be designed in accordance with the Wilmington Waterfront Development Program Lighting Guidelines and incorporated as project design features as discussed in Chapter 2, "Project Description." This would ensure that lighting fixtures planned as part of the proposed Project would be those that focus light to avoid spillover light effects.

In addition, lighting elements of the proposed Project would be designed as a unifying factor that is to be coordinated and integrated with the signage, landscape, and architectural components under consideration. Furthermore, the proposed lighting features at night would be balanced between providing adequate lighting for security and visual interest, while minimizing lighting which would be considered excessive. The proposed Project would have a minimal increase in nighttime light conditions given the high level of existing nighttime lighting necessary for Port operations.

There would be no nighttime construction. Therefore, there would be no sources of construction-related light or glare.

Impact Determination

The proposed lighting design would comply with the policies outlined in the Wilmington Waterfront Development Program and would represent a minimal increase in light and glare sources compared to existing conditions. For these reasons, the proposed Project would not result in any significant impacts from spillover light or from an increase in ambient lighting or glare.

Mitigation Measures

No mitigation is required.

Residual Impacts

No impact would occur.

3.1.4.3.2 Summary of Impact Determinations

Table 3.1-2 summarizes the impact determinations of the proposed Project related to Aesthetics, as described in the detailed discussion in Section 3.1.4.3.1. Identified potential impacts may be based on federal, state, and City of Los Angeles significance criteria, LAHD criteria, and the conclusions of the technical reports.

For each type of potential impact, the table describes the impact, notes the impact determinations, describes any applicable mitigation measures, and notes the residual impacts (i.e., the impact remaining after mitigation). All impacts, whether significant or not, are included in this table.

Table 3.1-2. Summary Matrix of Potential Impacts and Mitigation Measures for Aesthetics Associated with the Proposed Project

<i>Environmental Impacts</i>	<i>Impact Determination</i>	<i>Mitigation Measures</i>	<i>Impacts after Mitigation</i>
3.1 Aesthetics			
AES-1: Construction and operation of the proposed Project would not result in an adverse effect on a scenic vista from a designated scenic resource due to obstruction of views.	No impact would occur	No mitigation is required	No impact would occur
AES-2: Construction and operation of the proposed Project would not substantially damage scenic resources (including, but not limited to, trees, rock outcroppings, and historic buildings) within a state scenic highway.	Less than significant	No mitigation is required	Less than significant

<i>Environmental Impacts</i>	<i>Impact Determination</i>	<i>Mitigation Measures</i>	<i>Impacts after Mitigation</i>
AES-3: Construction and operation of the proposed Project would not substantially degrade the existing visual character or quality of the site or its surroundings.	Less than significant	No mitigation is required	Less than significant
AES-4: Construction and operation of the proposed Project would not result in an adverse effect due to shading on the existing visual character or quality of the site or its surroundings.	No impact would occur	No mitigation is required	No impacts would occur
AES-5: Construction and operation of the proposed Project would not create a new source of substantial light or glare that would adversely affect day or nighttime views of the area.	No impact would occur	No mitigation is required	No impact would occur

3.1.4.4 Mitigation Monitoring

After the implementation of Best Management Practices and existing design and lighting guidelines by the Port, no significant adverse impacts from aesthetics would occur as a result of the proposed Project; therefore, no mitigation is required.

3.1.5 Significant Unavoidable Impacts

Based on the design considerations including Wilmington Waterfront Lighting Design Guidelines and adherence to applicable aesthetic and lighting policies, the proposed Project would not result in any significant unavoidable impacts.