



**COUNTY OF NEVADA
COMMUNITY DEVELOPMENT AGENCY
PLANNING DEPARTMENT**

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**NEVADA COUNTY BOARD OF SUPERVISORS
Board Agenda Memo**

MEETING DATE: October 8, 2019

TO: Board of Supervisors

FROM: Nevada County Planning Department

SUBJECT: Consideration of the Nevada County Planning Commission's August 22, 2019, 4-0 (1 absent) recommendation to: 1) approve a Resolution certifying the Boca Quarry West Pit Expansion Project Final Environmental Impact Report (EIR11-001) including making the CEQA Findings of Fact and adopting the Statement of Overriding Considerations and Mitigation Monitoring and Reporting Program; 2) introduce, waive further reading and adopt an Ordinance approving the proposed Development Agreement between the County of Nevada, Pamela Dobbas (property owner) and Teichert Aggregate, Inc (applicant); and 3) approve a Resolution approving the Use Permit (U11-008), and Reclamation Plan including the Financial Assurance for the proposed Boca Quarry West Pit Expansion Project (Districts V).

RECOMMENDATION: The Planning Commission has recommended that the Board of Supervisors take the following actions:

- I. Approve the attached Resolution certifying the Final Environmental Impact Report (EIR11-001) including adopting a Statement of Overriding Considerations and Mitigation and Monitoring Program (MMRP) for the Boca Quarry West Pit Expansion project making the CEQA Findings of Fact contained within the attached Resolution (*Attachment 2*).
- II. Introduce, waive further reading and adopt the attached Ordinance approving the Development Agreement between the County of Nevada, Pamela Dobbas and Teichert Aggregate, Inc. to the Board of Supervisors making Findings A-E

contained within the attached Ordinance pursuant to Land Use and Development Code Section L-II 5.18.E (*Attachment 3*).

- III. Approve the attached Resolution approving the Use Permit (U11-008) and Reclamation Plan (RP11-001) for the Boca Quarry West Pit Expansion Project pursuant to LUDC Section L-II 5.5.2.C and L-II 3.22, subject to the conditions of approval and MMRP making findings A-U contained within the attached Resolution (*Attachment 4*).

FUNDING: No budget amendments are required.

ATTACHMENTS:

1. Final Environmental Impact Report (Board Members only. Available via <https://www.mynevadacounty.com/512/Planning-Department>)
2. Resolution: Boca Quarry Expansion Project Final EIR (EIR11-001)
Exhibit A: Findings of Fact and Statement of Overriding Considerations
Exhibit B: Mitigation Monitoring and Reporting Program
3. Ordinance: Development Agreement
4. Resolution: Use Permit (U11-008) & Reclamation Plan (RP11-001)
Exhibit A: Conditions of Approval with Integrated MMRP
Exhibit B: Site Map, East and West Pits
Exhibit C: Reclamation Plan Modification
5. August 22, 2019 Planning Commission Staff Report (without attachments) and August 22, 2019 Staff Memo-Public Comments
6. August 22, 2019 Draft Planning Commission Meeting Minutes

BACKGROUND:

The Boca Quarry is an approximately 230-acre site located in eastern Nevada County. The site has been used as a source of aggregate since the 1950s and in 1983, the County approved the first Use Permit (U83-036) and Reclamation Plan at the site allowing an approximately 15-acre extraction area. The permit was modified in 2007 (U06-012; RP06-001) expanding the quarry to the existing approximately 40-acre “east pit.” The quarry has been idle since the 2008 operating year. In 2011, the applicant submitted the current proposal to expand the extraction area by approximately 118-acres into an area deemed the “west pit.” An EIR was prepared for the project and prior to finalization was put on hold in early 2013. In spring of 2017, the EIR recirculation process was resumed and the consideration of the project was recommenced, with the release of the Draft EIR on May 22, 2019. For a more detailed background and project timeline, please refer to the Planning Commission Staff Report provided in *Attachment 5*.

SITE DESCRIPTION AND SURROUNDING LAND USES:

The 230-acre project site is located at 16744 West Hinton Road, approximately one mile northeast of the community of Hirschdale, approximately eight miles east of the Town of Truckee center and five miles west of the California/Nevada state line. The project site is directly north of Interstate-80 and east of Boca Reservoir. The United States Forest Service owns the properties directly north and east of the project site. A privately-owned, undeveloped parcel is located approximately 0.5 mile east of the project site beyond the USFS land, at elevations of approximately 6,200 to 6,760 feet. The ownership of the parcels to the west and south are privately-owned and the public right-of-way for Interstate-80. The residential communities of Hirschdale and the Town of Truckee are approximately 1.0 to 1.5 miles, respectively, southwest of the project site.

PROJECT DESCRIPTION:

The proposed project is located within a 230-acre site that includes the existing 40-acre permitted quarry operation (East Pit, U06-012) and the proposed 118-acre expansion area. The proposed project would increase the allowable extraction/disturbance area by approximately 118-acres in the area referred to as the West Pit for a total area of 158-acres. The extraction limits would increase from a production limit of approximately 300,000 tons to one million tons sold per year. Annual production would vary directly dependent on the market demand. In other words, some years may have an extraction total of 100,000 tons; other years may be closer to one million tons of material. The proposed Conditional Use Permit (U11-008) would cap the overall extraction limit at 17 million tons of material in three phases over a 30-year period.

The proposed expanded quarry operation will be required, as it is currently, to use the existing haul route for the permitted quarry operations. The haul route includes West Hinton Road from the Quarry to Stampede Meadows Road, and Stampede south to I-80. Haul trucks are prohibited from using Hirschdale Road through the Hirschdale Community to access the project site.

The off-site roadway improvements would occur along an approximately 1.3-mile long segment of Stampede Meadows Road. The improvements would include: 1) pavement widening and shoulder improvements along the Stampede Meadow Road segment; and 2) improvements at the Stampede Meadows Road and West Hinton Road intersections to provide adequate driver sight distance. Pavement widening, striping and site distance improvements would be designed to address bicyclist safety, a concern that was expressed as a result of the circulated 2012 Draft Environmental Impact Report.

BOCA QUARRY EXPANSION PROJECT CHARACTERISTICS

Design/Operating Characteristics	Description/Parameters/Assumptions ¹
Operational Activities	
Timber Harvest	Harvest approximately 750 trees
Mining	Excavation using dozers, scrapers, and excavators with occasional use of a drill rig and blasting.
Processing	Aggregate processing plant, screens, and conveyors
Reclamation	Place soil on 3:1 and gentler slopes. Revegetate with species common to the area.
Mine and Reclamation Plan Data	
Acreages	
Project Site	230 acres
Off-site Roadway Improvement Area	22 acres
Acreage to be Disturbed	118 acres (West Pit); 13.2 acres (Off-site Roadway Improvement Area)
Acreage to be Reclaimed	114 acres
Volume²	
Annual Mine Production	1 million tons maximum; approximately 570,000 tons average
Total (Maximum) Mine Production	Up to 17 million tons (approximately 13 million cubic yards)
Operation Period³	
Mining	30 years (maximum)
Reclamation	Concurrent as slopes are completed. Final reclamation five years after completion of mining.

BOCA QUARRY EXPANSION PROJECT CHARACTERISTICS (cont.)

Design/Operating Characteristics	Description/Parameters/Assumptions ¹
Mine Excavation Area Dimensions – West Pit	
Approximate Maximum Length ⁴	3,500 feet
Approximate Maximum Width ⁴	1,700 feet
Vertical Extent of Mining	<200 feet
Operating Schedule and Workforce	
Typical Operating Schedule ⁵	May 1 through October 31 Monday – Friday: 6:00 a.m. – 6:00 p.m. Saturday: 7:00 a.m. – 4:00 p.m.
Blasting	Up to two times per week Monday – Saturday: 7:00 a.m. – 4:00 p.m.
Employment	6 – 15 employees
Reclamation	
Annual Backfill Import	250,000 tons maximum
Open Space	114 acres would be revegetated; some areas would remain as highwalls/talus slopes due to their steepness rendering them unsuitable for revegetation.

Notes:

- ¹ All values are approximate.
- ² Quantity based on current maximum production, and foreseeable demand. Actual demand would fluctuate based on economic conditions and regional growth requiring construction aggregate.
- ³ Total construction aggregates for the planned 30-year life of the permit. Mining and reclamation may be completed within a shorter timeframe depending on the market demand for the product.
- ⁴ Measured at the longest and widest points.
- ⁵ Occasionally operating hours may be 5 a.m. to 9 p.m. as a result of customer demand and/or operational considerations. The project may also periodically operate 24 hours per day, 7 days per week for limited durations to service nighttime and road improvement projects. The only operation allowed after 9 p.m. and before 6:00 a.m. is material loadout. Operating season is typically May 1 – October 31; opening and closing dates may occasionally be earlier or later, but not exceeding 180 operating days per year.

Table 1. Project Characteristics

Prepping, Phasing and Reclamation

The proposed expansion would be primarily a side hill quarry operation, involving excavation of the West Pit floor to a depth of between 40 and 60 feet below the rim formed by the surrounding land surface. The maximum depth of mining below existing grade would be 200 feet. Prior to initiation of mining activities in the West Pit, all trees within the footprint of the area to be mined would be removed using both heavy equipment and hand tools. The removal of trees and wood products would be handled and disposed of in accordance with the Z'berg-Nejedly Forest Practice Act of 1973. Accordingly, a Timberland Conversion Permit (14 CCR Section 1105) would be obtained from the California Department of Forestry and Fire Protection, which includes approval of a Timber Harvest Plan. A total of approximately 750 commercially viable trees would be harvested. The existing vegetation would not be removed until work is imminent. Once the area is cleared of vegetation, the uppermost layer of soil would be salvaged using dozers and/or scrapers and the available soil would be stockpiled for use in future reclamation activities. As described in the 2011 Reclamation Plan for the project, slash and brush derived from clearing and grubbing of the new mining areas would be burned on top of the topsoil stockpiles to incorporate mineral nutrients and to stimulate the germination of desirable native species. Site preparation may occur all at once or in phases which would be determined based on the mining pit phasing and areas being accessed based on market demand.

Mining for the proposed project would occur in three phases. Under Phase I, the existing permitted mining operations in the East Pit (which is nearly complete) would continue and Phases II and III would involve mining the West Pit. During Phase II, the lower (southern) portion of the West Pit would be mined to its maximum width and depth. The upper ridge of the West Pit would then be mined (Phase III), and the overburden from the ridge would be moved to the lower area to be used as backfill in the lower pit, which would allow concurrent, partial reclamation of the lowest bench in the Phase II area.

An amendment to the current Reclamation Plan (RP06-001) to include the reclamation of the West Pit is required in order to authorize the proposed expansion into the West Pit in accordance with Nevada County Codes and the Surface Mining and Recovery Act of 1975 (SMARA). Under the amended Reclamation Plan the project area, under a phased approach, would be restored to a natural condition (See Figure 1) which will allow the site to be readily adapted to alternative and beneficial land uses consistent with the existing County Zoning Code designation of Forest (FR).

Overburden above the construction-grade aggregate will be removed, followed by removal of hardrock aggregate (product) from the geologic formation through a multi-step process including drilling, blasting, and excavation using heavy equipment. Due to the nature of the hard rock product on the site, drilling and blasting will be required to loosen the aggregate from the host rock formation. This is typically accomplished by drilling holes in a grid pattern over a portion of the formation. The design of shot

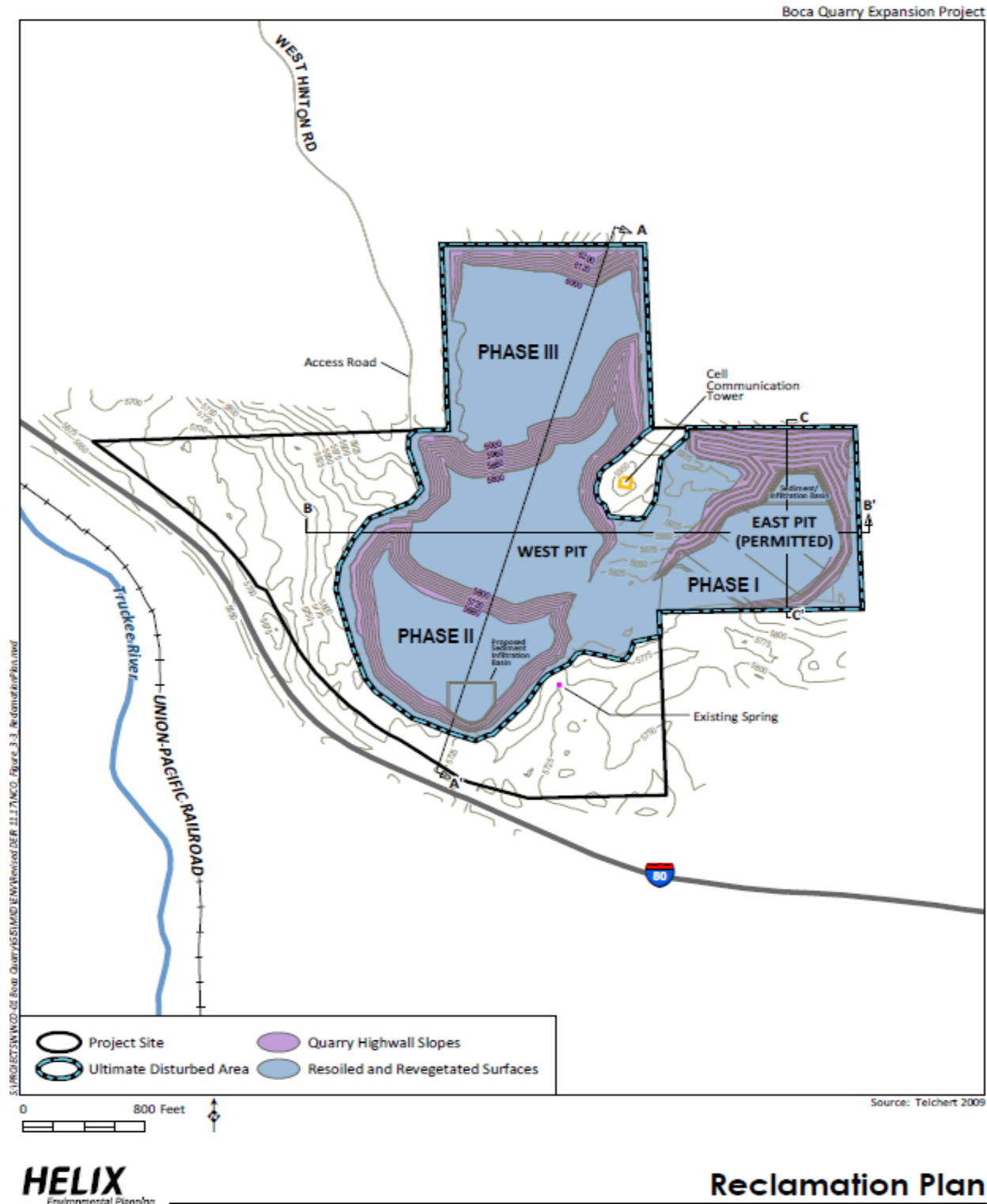


Figure 1. Mining Phases and Reclamation Plan Map

configurations (i.e., drill hole patterns, diameter, depth, quantity, and delay) depends on the site rock conditions and the specific purpose of each shot. Blasting would be conducted by a licensed explosives contractor. An emulsion of ammonium nitrate and fuel oil will be mixed in the drill holes. These components are only explosive once combined and mixed; thus, in-hole mixing minimizes the potential for hazardous conditions during transport, storage and use. Blasts will be detonated with a delay system to limit the quantity of explosive detonated in each delay period and to provide control over detonation. Blasting activities will occur up to two times per week Monday through Saturday during the hours of 7:00 a.m. and 4:00 p.m. The Nevada County Sheriff's Department and the Town of Truckee Police will be given a 24-hour notice prior to each blast.

No release of surface water from the mining pits will occur. During operation, all runoff from disturbed surfaces will be collected by temporary diversion ditches and carried to a temporary zero-discharge detention basin that will be maintained at the lowest elevation of the operations in the West Pit. The pattern of drainage will be modified during operation as the configuration of the surrounding areas are mined; therefore, the location of the basin will change during operation in accordance with the location and extent of mining activities. SMARA requires that storm water facilities be designed for a 20-year, 1-hour storm event, however, a zero-discharge basin is based on a more conservative criterion. The final storm water detention basins for this project are conservatively designed to contain two 100-year, 24 hour-hour precipitation events occurring within seven days without surface water discharge.

Development Agreement

As part of the proposed project, the applicant proposes to enter into a Development Agreement with the County and the property owner (*Attachment 3*). The Development Agreement would establish a framework for: 1) how the current Use Permit (U06-012) and Reclamation Plan (RP06-001) and the amended Use Permit (U11-008) and 2011 Reclamation Plan (RP11-001) would apply to the mining and reclamation phasing of the project; and, 2) costs and timing for the payment of a cost per ton fee to the County and the Town of the Truckee for roadway maintenance and the scope of those activities. The costs are based on two scenarios: (1) a standard maintenance schedule due to full quarry activities (152,250 to one million tons hauled per year); and (2) a maintenance schedule based on limited operation (less than 152,250 tons hauled per year). For Scenario 1 the County and Town of Truckee would be responsible for conducting biannual patching and maintenance work and a full overlay in year seven of operation. For Scenario 2 the County and Town of Truckee would be responsible for conducting chip seal and patch and crack seal during operational years 7 and 14 with a full overlay in year 21 of operation.

The Development Agreement would assure, for Teichert Aggregate, Inc., Pamela Dobbas and Nevada County, that the Project can proceed consistent with the Nevada County's General Plan, Nevada County Land Use and Development Code Section L-II 5.18

Development Agreements, Government Code sections 65867, *et. seq.*, and all other applicable ordinances, plans, policies and regulations of Nevada County without disruption caused by a future change in County planning and development policies and requirements over the life of the Boca Quarry Use Permit, which assurance will thereby reduce the actual or perceived risk of planning, financing and proceeding with the Project.

The proposed DA includes an extended development timeline of 30 years with the potential for a one-time, 10-year extension. Benefits to the public provided by the DA include the following:

- Construction of sight-distance improvements at the intersection of Stampede Meadow Road and West Hinton Road;
- Improve Stampede Road through the widening and striping of the roadway to reduce conflicts and improve bicyclist safety through the mitigation measures identified in the EIR and incorporated into U11-008, prior to the commencement of sales of aggregate material mined from the West Pit
- Provide a local source of aggregate to keep infrastructure construction and maintenance costs down;
- Implementation of the County's General Plan goals and policies by reducing future vehicle miles traveled (VMT) and associated traffic, air quality, and noise impacts associated with the importation of aggregate from outside of the region;
- Support mining of valuable mineral resources recognized by the State and County (as reflected by the State Department of Conservation's MRZ and County's ME designations); and
- Generation of sales tax revenue for the County.

STAFF COMMENT:

The proposed project, if approved, would result in retaining the long-term viability of a significant regional aggregate resource. The applicant has a track record as a responsible operator and good neighbor in the Truckee region. The project specific EIR has adequately disclosed the project impacts and provided feasible mitigation to minimize the project impacts to less than significant levels with a few exceptions briefly discussed under the Environmental Review header below and thorough discussed in EIR and the August 22, 2019 Planning Commission Staff Report provided in *Attachment 5*. While the Final EIR provides written responses to all issued raises during the EIR process, staff did receive additional comments raising concerns from a commenter representing the community of Hirshdale that are provided with *Attachment 5*. The Planning Commission reviewed and considered these comments and concerns prior to making a recommendation to the Board of Supervisors. While voluminous, these issues can be categorized into three or four main points of concern being: 1/2) truck traffic through the community of Hirshdale and the adequacy of the railroad crossing on Stampede Meadows Road to accommodate the project truck traffic; 3) noise impacts including

blasting and operations including Saturday operating hours; and 4) the commenters/communities desire to have the Reduced Project Alternative approved.

Regarding traffic, the project takes access to and from Highway 80 via Stampede Meadows Road north to West Hinton Road to the quarry site. Pursuant to the 2006 Use Permit from the Project (U06-012) and due to the completion of the West Hinton Road haul route in 2008, the project has been prohibited to use roads through the community of Hirshdale as a haul route. This prohibition has been carried forward with this Use Permit. The commenter also expressed concerns about the railroad crossing on Stampede Meadows Road, including whether or not it can accommodate the anticipated truck traffic from the project and whether or not it was of adequate width to allow use as a truck haul route without presenting potential conflicts with the recreational traffic that commonly frequents this road. Staff from DPW has reviewed the crossing and has found that the crossing is currently 32-feet wide and the road on either side of the crossing is approximately 24-feet wide without shoulders. The project is required to improve the road, but the track crossing is already at the full dimension that the road will be constructed to and therefore in its current state is adequate to serve this project.

A second concern was raised regarding potential noise impacts from the project to residents in the Hirshdale community as well as recreationists in the area, including but not limited from normal operations, associated blasting and from the allowed Saturday hours. While the project is allowed to perform blasting up to two times per week, the applicant has indicated that it is much less frequent when blasting is needed. Blasting is typically accomplished by drilling holes in a grid pattern over a portion of the rock formation. The design of shot configurations (i.e., drill hole patterns, diameter, depth, quantity, and delay) depends on the site rock conditions and the specific purpose of each shot. An emulsion of ammonium nitrate and fuel oil will be mixed in the drill holes. Blasts will be detonated with a delay system to limit the quantity of explosive detonated in each delay period and to provide control over detonation. The Nevada County Sheriff's Department and the Town of Truckee Police will be given a 24-hour notice prior to each blast. A noise analysis was prepared for the project and incorporated into the EIR. Several mitigation measures have been included to not only protect existing recreational users and residents of the area, but also future occupants of neighboring vacant privately owned properties. Through the implementation of these measures, the EIR concluded that noise created by the project would be below those allowed by the County's noise standards. Further, the project site is adjacent to State Highway 80, a significant source of ambient noise in the area that intervenes between the project site and the community of Hirshdale. In addition, during the Planning Commission meeting, Planning Commissioner Bullock (District V) pointed out that the quarry site is near the largest regional outdoor gun range in the area, that would likely generate more noise annoyances than the occasional blasting associated with the project.

The final category of issues relate to the community of Hirshdale's desire for the Planning Commission and the Board of Supervisors to certify the EIR and approve the

Reduced Project Alternative. As the project applicant explained the project to the Planning Commission, the aggregate quarry is essentially operated at the Reduced Project Alternative from a truck traffic and materials harvested standpoint as a general rule based on market demand and other economic factors. The applicant has requested the ability to have the option of extracting additional materials, up to one million tons per year, to allow them to harvest additional materials in the event of an emergency, such as a major landslide or flooding that damages critical area infrastructure. The Planning Commission found that the Reduced Alternative does not meet the project objectives and more importantly, does not significantly reduce the significant and unavoidable impacts of the project to levels of less than significance. Subsequently, the Planning Commission recommended that the Board of Supervisors certify the Final EIR, approve the Development Agreement and approve the Use Permit and Reclamation Plan as proposed subject to the mitigation measures and conditions of approval attached to the project approval documents.

PLANNING COMMISSION ACTION: The Planning Commission considered the project and the Environmental Impact Report on August 22, 2019 at the Town of Truckee Council Chambers. After taking public testimony and deliberating on the project, the Planning Commission, in considering the entire record before them, recommended that the Board of Supervisors: 1) certify the Final EIR, making the CEQA Findings of Fact and adopting the Statement of Overriding Considerations and Mitigation Monitoring and Reporting Program; 2) approve the Development Agreement between the applicant, property owner and the County and 3) approve the Use Permit and Reclamation Plan. All three recommendations were on a 4-0 affirmative vote with the Planning Commissioner from District III being absent.

ZONING AND GENERAL PLAN CONSISTENCY:

With the certification of the proposed Final Environmental Impact Report, approval of the Reclamation Plan and Conditional Use Permit, the use of the project site as an aggregate mine will continue to be consistent with the Forest (FOR-160) General Plan land use designation and the property's zoning district (FR-160-ME). As outlined in the Planning Commission staff report the project also furthers and is consistent with several goals and policies of the General Plan that encourage the responsible use of and recognize the importance of the County's natural resources. In addition, with the approval of the project entitlements, this project will remain compliant with the County's surface mining regulations (LUDC Sec. L-II 3.22) and the State of California Surface Mining and Reclamation Act (SMARA).

ENVIRONMENTAL REVIEW (EIR11-001):

In accordance with Public Resources Code Section 21091(a) and State CEQA Guidelines Section 15088.5, a Draft EIR for the project was released (recirculated) for a 45-day public review period beginning on May 22, 2019 and concluded on July 8, 2019. A public hearing was held before the Planning Commission to receive comments on the adequacy of the environmental document on June 27, 2019 in the Town of Truckee

Council Chambers. During the Recirculation of the Draft EIR, two commenters provided written comment (the applicant and a member of the Hirschdale community) and no comments were received from the public or any agency at the June 27, 2019 public hearing.

The EIR identified that the project has the potential to create significant and unavoidable impacts for the following resources: Aesthetics (Visual Character); Transportation and Circulation* (Conflicts with Bicyclists); and Air Quality (Exceeds Thresholds for NO_x and PM₁₀ established by the Northern Sierra Air Quality Management District). Aesthetics, Transportation and Air Quality impacts identified are also both cumulatively considerable and significant and unavoidable. Feasible mitigation were provided for all other identified potential environmental impacts of the project. See attached Planning Commission staff report for a more detailed discussion and review of the project impacts and mitigation as well as a discussion regarding the project alternatives reviewed in the Final EIR.

CEQA guidelines allows for the Board of Supervisors in its decision-making responsibility to balance, as applicable, the economic, legal, social, technological, or other benefits, including region-wide benefits, of the proposed project and find that these other considerations outweigh the unavoidable adverse environmental effects. Through the adoption of the Finding of Facts and Statement of Overriding Considerations, the adverse environmental effects can be considered acceptable. The required findings, statement of overriding considerations and the mitigation monitoring and reporting program are included as a part of the attached Resolution for the certification of the project Final EIR.

SUMMARY:

Teichert Aggregate, Inc., has proposed a Use Permit (U11-008), requesting to expand of an existing surface mining operation to increase the size and scope of the Boca Aggregate Quarry. The project also includes the consideration of a Reclamation Plan (RP11-001) to evaluate and identify reclamation phasing and procedures in accordance with Nevada County Codes and the SMARA and finally the project includes the consideration of a Development Agreement. This project has been reviewed for potential environmental impacts through an Environmental Impact Report (EIR11-001). Based on this review, it has been determined that all project potential impacts are mitigated to less than significant levels with the exception of: 1) Aesthetics (visual quality for project level and cumulative); 2) Circulation and Transportation (conflicts with bicyclists at the project level); and 3) Air Quality (increase in NO_x and PM₁₀ for project level and cumulative). These potentially significant and unavoidable impacts are disclosed in the EIR. Should the Board of Supervisors elect to take the actions recommended by the Planning Commission, the Board will be required to make CEQA Findings of Fact, adopt a Statement of Overriding Considerations and Mitigation Monitoring and Reporting Program in certifying the project's Final EIR prior to approving the Development Agreement and Use Permit/Reclamation Plan.

RECOMMENDATION: The Planning Commission has recommended that the Board of Supervisors take the following actions:

- I. Approve the attached Resolution certifying the Final Environmental Impact Report (EIR11-001) including adopting a Statement of Overriding Considerations and Mitigation and Monitoring Program (MMRP) for the Boca Quarry West Pit Expansion project making the CEQA Findings of Fact contained within the attached Resolution (*Attachment 2*).
- II. Introduce, waive further reading and adopt the attached Ordinance approving the Development Agreement between the County of Nevada, Pamela Dobbas and Teichert Aggregate, Inc. to the Board of Supervisors making Findings A-E contained within the attached Ordinance pursuant to Land Use and Development Code Section L-II 5.18.E (*Attachment 2*).
- III. Approve the attached Resolution approving the Use Permit (U11-008) and Reclamation Plan (RP11-001) for the Boca Quarry West Pit Expansion Project pursuant to LUDC Section L-II 5.5.2.C and L-II 3.22, subject to the conditions of approval and MMRP making findings A-U contained within the attached Resolution (*Attachment 3*).

Item Initiated by: Tyler Barrington, Principal Planner

Approved by: Brian Foss, Director of Planning