



NEVADA COUNTY BOARD OF SUPERVISORS

Board Agenda Memorandum

MEETING DATE: February 17, 2026

TO: Board of Supervisors

FROM: **Brian Foss, Planning Director**

SUBJECT: Public Hearing to consider the Nevada County Planning Commission's December 2, 2025 recommendation to: 1) Adopt the attached Resolution adopting a Mitigated Negative Declaration including a Mitigation Monitoring and Reporting Program for the proposed Holiday Market Project (EIS24-0007); 2) Adopt a Resolution to approve the proposed Amendment to the Nevada County General Plan Land Use Map designation (GPA24-0003) to change the subject parcel's designation by increasing the amount of land designated Neighborhood Commercial (NC) from approximately 1.9 acres to approximately 4.3 acres and decreasing the amount of land designated Industrial (IND) from approximately 3.6 acres to approximately 1.2 acres; 3) Adopt an Ordinance for the proposed Amendment to Zoning District Map No. 16a (RZN24-0003) to rezone Assessor's Parcel Number 051-240-014 to increase the amount of land zoned Neighborhood Commercial, Site Performance Combining (C1-SP) from approximately 1.9 acres to approximately 4.3 acres and decrease the amount of land zoned Light Industrial, Site Performance Combining (M1-SP) from approximately 3.6 acres to approximately 1.2 acres; and 4) Adopt a Resolution approving the Development Permit (DVP24-2) and Oak Resources Management Plan (MGT24-0011) to allow for development and operation of a 30,711-square-foot grocery store including an approximate 750 square-foot interior area for a Starbucks Coffee restaurant and outdoor seating area on a 5.5 acre parcel.

RECOMMENDATION:

The Planning Commission, on December 2, 2025, recommended the Board of Supervisors take the following environmental action:

- I. Environmental Action: Adopt the attached Resolution, adopting the proposed Mitigated Negative Declaration including a Mitigation Monitoring and Reporting Program pursuant to Sections 15074 and 15097 of the California Environmental Quality Act Guidelines, making the findings contained within the attached Resolution (Attachment 1).

The Planning Commission, on December 2, 2025, recommended the Board of Supervisors take the following project actions:

- II. Project Action: Adopt the attached Resolution approving the proposed amendment to the Nevada County General Plan Land Use Map designation (GPA24-0003) to change the subject parcel's designation by increasing the amount of land designated Neighborhood Commercial (NC) from approximately 1.9 acres to approximately 4.3 acres and decreasing the amount of land designated Industrial (IND) from approximately 3.6 acres to approximately 1.2 acres, for Assessor's Parcel Number (APN) 051-240-014, based on the findings contained within the attached Resolution (Attachment 2).
- III. Project Action: Adopt the attached Ordinance for the proposed amendment to Zoning District Map No. 016a (RZN24-0003) to rezone Assessor's Parcel Number 051-240-014 to increase the amount of land zoned Neighborhood Commercial, Site Performance Combining (C1-SP) from approximately 1.9 acres to approximately 4.3 acres and decrease the amount of land zoned Light Industrial, Site Performance Combining (C1-SP) from approximately 3.6 acres to approximately 1.2 acres, based on the findings contained within the attached Ordinance (Attachment 3).
- IV. Project Action: Adopt the attached Resolution, approving the Development Permit (DVP24-2) and Oak Resources Management Plan (MGT24-0011) to allow for development and operation of a 30,711-square-foot grocery store including an approximate 750 square-foot interior area for a Starbucks Coffee restaurant and outdoor seating area on a 5.5 acre parcel, located on Assessor's Parcel Number 051-240-014, based on the findings and conditions of approval contained within the attached Resolution (Attachment 4).

FUNDING: No budget amendments are required.

ATTACHMENTS:

1. Draft Resolution and Draft Initial Study/Mitigated Negative Declaration
 - 1a. Initial Study
 2. Draft Resolution: General Plan Amendment
 - 2a. GPA Map Exhibit
 3. Draft Ordinance: Zoning Map Amendment
 - 3a. RZN Map Exhibit
 4. Draft Resolution: Development Permit and Oak Resources Management Plan
 - 4a. Conditions of Approval
 5. Architectural Site Plan
 6. Floor Plan, Elevations, Lighting Details
 7. Landscape Plan
 8. Existing Traffic Counts (2025 vs. 2022)
 9. December 2, 2025, Planning Commission Staff Report (without attachments)
 10. December 2, 2025, Planning Commission Meeting Minutes (draft)
 11. Comments Received
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PROJECT DESCRIPTION:

The project is a proposed General Plan Amendment and Zoning District Map Amendment (Rezone), Development Permit, and Management Plan to allow for the development and operation of a 30,711-square-foot grocery store including an approximate 750 square-foot interior area for a Starbucks Coffee restaurant and outdoor seating area on a 5.5- acre parcel. The proposed grocery store will employ a total of approximately 75 employees, with 30-35 employees being onsite at one time. The grocery store will be open seven (7) days a week from 6:00 am to 11:00 pm.

The subject parcel currently has a General Plan designation of both Neighborhood Commercial (NC) and Industrial (IND) and corresponding zoning of Neighborhood Commercial, Site Performance Combining (C1-SP) District and Light Industrial, Site Performance Combining (M1-SP) District. The General Plan Amendment (GPA24-0003) proposes to change the land use designation for the project parcel by increasing the amount of land designated Neighborhood Commercial (NC) from approximately 1.9 acres to approximately 4.3 acres and decreasing the amount of land designated Industrial (IND) from approximately 3.6 acres to approximately 1.2 acres. The project includes a corresponding Rezone (RZN24-0003) to amend Zoning District Map No. 16a for the approximate 4.3 acres to Neighborhood Commercial, Site Performance Combining District (C1-SP) and the approximate 1.2 acres to Light Industrial, Site Performance Combining (M1-SP) District. The Development Permit (DVP24-2) is required for review and approval of the proposed 30,711-square-foot grocery store building including an approximate 750-square-foot interior area for a Starbucks Coffee restaurant and outdoor seating area, and other related site improvements. The Management

Plan (MGT24-0011) is required due to the removal of 4.64 acres of Landmark Groves including five (5) Landmark Oak Trees on the subject property.

Proposed project improvements include: a 30,711-square-foot Holiday Market grocery store building including an approximate 750-square-foot interior area and outdoor seating area for Starbucks Coffee; 158 paved parking spaces located both in front (west side) and behind (east side) of the proposed grocery store building; paved two-way accessways to the project site located along the north and south sides of the subject parcel; freestanding outdoor parking lot lighting; a loading dock, trash compactor, and recycling area with enclosure located on the rear (east) side of the proposed grocery store building; retaining walls; landscaping; and a monument sign located along the Pleasant Valley Road property frontage.

The proposed building will utilize a variety of neutral, earth tone colors including Nomadic Desert (light brown), Panda White, Reddened Earth (red/brown), and Cloak Gray. The building will also have varying materials including metal roofing, cement plaster siding, cement fiber siding, both smooth and split face CMU block, and river stone siding. Several architectural treatments are provided including but not limited to wall variations with different colors and materials, varying roof lines and heights along the west elevation, metal roof overhangs located above windows, and decorative wall light fixtures primarily along the west elevation.

For more information, see the PROJECT DESCRIPTION section of the attached Planning Commission staff report (Attachment 9).

General Plan Amendment/Zoning District Map Amendment (Rezone): The project parcel has two General Plan land use designations. The western one-third portion is designated Neighborhood Commercial (NC) by the Nevada County General Plan, while the central and eastern two-thirds portion is designated Industrial (IND). The parcel has corresponding zoning classifications of Neighborhood Commercial with Site Performance Combining District (C1-SP) on the western portion and Light Industrial with Site Performance Combining District (M1-SP) on the central and eastern portion. The SP combining district requires adherence to policies and standards of the Penn Valley Area Plan.

The General Plan Amendment proposes to adjust the current boundary line between the two existing designations. The proposed amendment will result in an increase in the amount of land designated Neighborhood Commercial (NC) from approximately 1.9 acres to approximately 4.3 acres and a decrease in the amount of land designated Industrial (IND) from approximately 3.6 acres to approximately 1.2 acres. The project includes a corresponding Rezone to amend Zoning District Map No. 16a for the approximate 4.3 acres to Neighborhood Commercial, Site Performance Combining District (C1-SP) and the approximate 1.2 acres to Light Industrial, Site Performance Combining (M1-SP) District. The adjustment in the land use designations is necessary to accommodate the proposed 30,711-square-foot grocery store building entirely on commercially designated land.

Development Permit: The proposed project requests approval of a Development Permit to allow for a 30,711-square-foot grocery store including an approximate 750 square-foot interior area for a Starbucks Coffee restaurant and outdoor seating area. Under Nevada County Code Zoning Regulations Table 12.02.040.D, indoor retail sales and restaurants are allowable uses in the Neighborhood Commercial (C1) zoning district with approval of a Development Permit. The proposed project meets all site development standards of the C1 zoning district. The project is consistent with the Penn Valley Area Plan Design Guidelines and the Western Nevada County Design Guidelines.

The subject 5.5-acre parcel is bordered by Pine Shadows Lane to the north and Pleasant Valley Road to the west. Primary access to the site will be provided by Pine Shadows Lane. One lane will provide for entrance to the subject property, and one lane will provide for exiting the property. Commercial Court, which currently terminates at the south property line of the parcel, will be extended onto the property to provide a secondary access originating from Pleasant Valley Road and the accessway directly in front of the proposed grocery store. A total of 158 parking spaces are proposed (154 spaces are required) with 126 spaces provided in front of the proposed building providing direct customer access to the building entrance and 32 spaces will be provided behind the proposed building. Paved walkways will be provided along the west (front), north, and south sides of the proposed building.

Proposed outdoor lighting will be required to conform with the requirements of Zoning Regulations Section 12.04.108. The project proposes to install twenty-five (25) parking lot pole lights with nineteen (19) of them being 20 feet in height and six (6) of them being 15 feet in height. In addition, wall mounted lighting is proposed on the building at locations ten to fifteen feet in height. As a condition of approval (A.7), all light poles proposed behind (east side of) the proposed building shall be limited to a maximum height of fifteen (15') feet, as shown on the photometric plan, due to the rural zoning (AG) located adjacent to the east. Light poles proposed along the front (west side) and along the north and south sides and not behind the proposed building shall be limited to a maximum height of twenty (20') feet. A mitigation measure will require all outdoor light fixtures to be fully shielded and downward facing to eliminate glare and prevent light trespass onto neighboring properties. Additional information is contained under the Lighting heading in the attached Planning Commission staff report.

The applicant is proposing landscaping along the north, west, and south sides of the subject property and within the parking lot area. According to the preliminary landscape plan, proposed shade trees will provide 43.7% parking lot shade coverage within 15 years of building occupancy which meets the 40% shade coverage required by the Nevada County Code. Required buffer landscaped areas along street frontages are provided with four different tree species being provided along the Pleasant Valley Road frontage. For more information on landscaping, see the Landscaping/Permanent Open Space section in the attached Planning Commission staff report (Attachment 9).

Management Plan: A Tree Inventory was conducted by an ISA Certified Arborist which included an inventory of all native trees equal to or greater than 6" in diameter measured at

breast height (DBH). A total of one hundred fifty (150) trees with a DBH of 6" or greater were mapped within the project area. Of these, one hundred twenty-five (125) trees were identified as either Interior Live Oaks or Blue Oaks. A total of eight (8) native oak trees were identified to be Landmark Trees. In addition, the Interior Live Oak Woodland present on the project parcel also has greater than 33% canopy closure and is therefore considered a Landmark Grove by the Nevada County Code.

Most of the project site (4.64 acres) will be impacted by grading and clearing for the proposed project and related improvements. Of the eight Landmark Trees identified in the inventory, five will be removed in order to accommodate the proposed grocery store building, parking area, and other improvements. The three Landmark Trees that will remain are located in the eastern portion of the subject parcel behind the building and rear parking area. The project will impact 4.64 acres of Landmark Grove and a total of 200 DBH inches from the five Landmark Trees that will be removed for the project. To address this impact, the applicant will be required to mitigate through payment into the in-lieu mitigation fund administered by the Bear Yuba Land Trust (BYLT). Based on the per acre mitigation fee for Landmark Groves and the separate mitigation fee for each DBH inch of Landmark Trees removed, the applicant's mitigation fee to be paid is approximately \$100,779. See Attachment 9 for additional details regarding the Oak Resources Management Plan.

ENVIRONMENTAL REVIEW:

The Planning Department prepared a project specific draft Initial Study for the project and found this project will not result in a significant physical change to the environment. The draft Initial Study made a good faith effort to disclose anticipated future impacts of the proposed project. The draft Initial Study/proposed Mitigated Negative Declaration (MND) was circulated for public comment between October 17, 2025, and November 17, 2025, and is included in Attachment 1. The Notice of Availability/Notice of Intent to adopt a Mitigated Negative Declaration was sent to several local and state responsible agencies as well as surrounding property owners.

Potential impacts to transportation and traffic were identified in the Initial Study as one of the most significant impacts resulting from the proposed project. The applicant was required to have a Traffic Impact Analysis (TIA), or traffic study, prepared by a consultant (GHD consultants) and submitted with the project to analyze potential transportation impacts. Based on the traffic study, eight (8) mitigation measures were identified and included in the Initial Study to address potential transportation impacts. For information and mitigation measures on other potential environmental impacts, see the Initial Study/Mitigated Negative Declaration (Attachment 1).

Staff and the applicant attended a Lake Wildwood Town Hall meeting on October 8, 2025, to present the project and provide information on its status. After the presentation, audience members asked questions, with most being related to traffic and traffic safety. In addition, some speakers questioned the age of the traffic count data used in the traffic study (August 2022) and expressed that more current traffic data should be used.

To address this concern, the traffic consultant conducted new AM peak period (7:00-9:00 a.m.) and PM peak period (4:00-6:00 p.m.) intersection turning movement counts at all five project study intersections on Pleasant Valley Road. These peak period traffic counts were conducted on Tuesday October 21, 2025, when schools were in session and it being reflective of a typical commute period for employees traveling to and from work. The results of the new traffic data collection are shown in the 2025-2022 Volume Comparison Table (See Attachment 8).

The results show the 2025 intersection volumes are lower than 2022 traffic volumes at every project study intersection with one exception: Pleasant Valley Road/Highway 20. At this location, PM peak hour traffic volumes were 6.9% higher than the previous 2022 volumes. Intersection operations (Level-of-Service) were re-calculated for Existing (No Project) and Existing plus Project conditions. As a result of increased volumes, intersection operations at the Pleasant Valley Road/Highway 20 intersection would remain unchanged from previous 2022 levels with increases of 1.4 – 1.5 seconds of delay in overall intersection LOS. During the AM peak hour for Existing (No Project) Conditions, intersection LOS would remain unchanged (LOS C 21.9 seconds of delay to LOS C 23.3 seconds of delay). During the PM peak hour for Existing plus Project, intersection LOS would remain unchanged (LOS C 22.1 seconds of delay to LOS C 23.6 seconds of delay). Therefore, no revisions to the Mitigated Negative Declaration are necessary.

Staff has received a significant number of public comments regarding the initial study and project both prior to and after the December 2, 2025, Planning Commission hearing, and they have been included as Attachment 11. Based on the technical information submitted with this application, review of pertinent policy and regulatory documents, and consultation with appropriate local, state, and federal agencies, all of the potential impacts that were identified have been mitigated below levels of significance; therefore, staff has determined that a Mitigated Negative Declaration is the appropriate document for this project. The Planning Commission provided a 5-0 recommendation to the Board of Supervisors to adopt the draft Initial Study/proposed Mitigated Negative Declaration for this project.

PLANNING COMMISSION ACTION:

At the meeting of December 2, 2025, the Planning Commission held a duly noticed public hearing to consider the proposed project including the draft Initial Study/Mitigated Negative Declaration, General Plan Amendment, Zoning District Map Amendment, Development Permit, and Oak Resources Management Plan.

Public testimony was provided by 13 speakers, including attorneys representing both the applicant and the Lake Wildwood Association. Testimony was provided regarding impacts on Landmark Groves on the site, wildlife, a desire to see more native landscaping incorporated into the Landscape Plan, the adequacy of the mitigated negative declaration, concern regarding potential traffic impacts to the Pleasant Grove Road/Commercial Avenue intersection caused by large trucks making deliveries to the grocery store, potential impacts to evacuation routes,

concerns from increased traffic and its impact on residents of Branding Iron Road, as well as speakers expressing overall support for the project.

In considering all of the project actions before them, public testimony, information provided by County staff, and after deliberation, the Planning Commission concurred with the recommendations provided by the Planning Department that supported recommending approval of the proposed project. After the Commission's deliberation, a motion was made and seconded to recommend approval of the project to the Board of Supervisors with two additional conditions of approval being added by the Commission: (1) The applicant shall add or modify existing striping in the center lane at the Pleasant Valley Road/Pine Shadows Lane intersection to facilitate left turns from southbound traffic on Pleasant Valley Road to Pine Shadows Lane, and (2) The applicant shall incorporate the use of more native landscaping in the Landscape Plan.

The Commission then voted 5-0 to recommend the Board of Supervisors make the following actions: (1) Adopt the Initial Study/Negative Declaration (EIS24-0007) prepared for the project; (2) Approve the General Plan Amendment (GPA24-0003) to change the subject parcel's designation by increasing the amount of land designated Neighborhood Commercial (NC) from approximately 1.9 acres to approximately 4.3 acres and decreasing the amount of land designated Industrial (IND) from approximately 3.6 acres to approximately 1.2 acres; (3) Approve the Zoning District Map Amendment (RZN24-0003) to rezone the approximate 4.3 acres of APN: 051-240-014 to Neighborhood Commercial, Site Performance Combining District (C1-SP) and the approximate 1.2 acres to Light Industrial, Site Performance Combining (M1-SP) District; (4) Approve the Oak Resources Management Plan (MGT24-0011) to allow removal of five Landmark Trees and 4.64 acres of Landmark Grove on the subject property; and (5) Approve the Development Permit to allow for a 30,711-square-foot grocery store including an approximate 750 square-foot interior area for a Starbucks Coffee restaurant and outdoor seating area subject to the findings, mitigation measures, and conditions of approval contained in the Planning Commission staff report, and with the two (2) additional conditions noted above added by the Planning Commission.

POST PLANNING COMMISSION

As stated above, the Planning Commission's action included adding a condition of approval requiring the applicant to add or modify the existing striping in the center lane at the Pleasant Valley Road/Pine Shadows Lane intersection in order to facilitate left turns from southbound traffic on Pleasant Valley Road to Pine Shadows Lane. This condition resulted from potential traffic safety concerns expressed by the public to provide a more defined left turn lane for southbound traffic attempting to access Pine Shadows Lane and the subject property.

Since the Planning Commission meeting, the Public Works Department has reviewed the striping along Pleasant Valley Road. After further review of the traffic report and the proposed left turn pocket design plan, the Public Works Department recommends leaving the existing two way left turn pocket as it currently exists which will provide additional car stacking along

Pleasant Valley Road and superior flexibility for traffic movements turning onto Pine Shadow Lane and Donovan Road. The Public Works Department indicates a dedicated turn pocket is not warranted at this location at this time and recommends leaving the striping as is with a two way left turn pocket. Based on Public Works Department comments, the recommended Conditions of Approval are amended to delete this condition, should the Board of Supervisors agree with this determination. Staff is recommending the Board of Supervisors approve the project with the one additional condition recommended by the Planning Commission requiring the applicant to incorporate the use of more native landscaping in the Landscape Plan, which has been added to the Conditions of Approval (See Attachment 4, Condition A.11.h.).

SUMMARY:

The applicant is requesting a General Plan Amendment to change the subject parcel's designation by increasing the amount of land designated Neighborhood Commercial (NC) from approximately 1.9 acres to approximately 4.3 acres and decreasing the amount of land designated Industrial (IND) from approximately 3.6 acres to approximately 1.2 acres, a Rezone of the approximate 4.3 acres of APN: 051-240-014 to Neighborhood Commercial, Site Performance Combining District (C1-SP) and the approximate 1.2 acres to Light Industrial, Site Performance Combining (M1-SP) District, an Oak Resources Management Plan to allow removal of five (5) Landmark Trees and 4.64 acres of Landmark Grove on the subject property, and a Development Permit to allow a 30,711-square-foot grocery store including an approximate 750 square-foot interior area for a Starbucks Coffee restaurant and outdoor seating area.

The Planning Commission reviewed the proposed project and the recommended actions brought forth by the Planning Department, and found that with the recommended mitigation measures required, no significant physical environmental impacts would occur as a result of this action. The Planning Commission concurred with the Planning Department's recommendations and found the proposed General Plan amendment and Rezone are consistent with the goals, objectives, policies, and implementation measures of the General Plan and the provisions of the Nevada County Code. Additionally, the proposed project site is physically suitable for the proposed project due to a number of factors considered to evaluate suitability of the site. Therefore, based on the project's consistency with the Nevada County General Plan and Zoning Ordinance, the Planning Commission on December 2, 2025 on a 5-0 vote on the environmental action and a 5-0 vote on the project actions recommended the Nevada County Board of Supervisors take the project actions described below.

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

- I. Environmental Action: Adopt the attached Resolution, adopting the proposed Mitigated Negative Declaration including a Mitigation Monitoring and Reporting Program pursuant to Sections 15074 and 15097 of the California Environmental Quality Act Guidelines, making the findings contained within the attached Resolution (Attachment 1).
- II. Project Action: Adopt the attached Resolution approving the proposed amendment to the Nevada County General Plan Land Use Map designation (GPA24-0003) to change the subject parcel's designation by increasing the amount of land designated Neighborhood Commercial (NC) from approximately 1.9 acres to approximately 4.3 acres and decreasing the amount of land designated Industrial (IND) from approximately 3.6 acres to approximately 1.2 acres, for Assessor's Parcel Number (APN) 051-240-014, based on the findings contained within the attached Resolution (Attachment 2).
- III. Project Action: Adopt the attached Ordinance for the proposed amendment to Zoning District Map No. 016a (RZN24-0003) to rezone Assessor's Parcel Number 051-240-014 to increase the amount of land zoned Neighborhood Commercial, Site Performance Combining (C1-SP) from approximately 1.9 acres to approximately 4.3 acres and decrease the amount of land zoned Light Industrial, Site Performance Combining (C1-SP) from approximately 3.6 acres to approximately 1.2 acres, based on the findings contained within the attached Ordinance (Attachment 3).
- IV. Project Action: Adopt the attached Resolution, approving the Development Permit (DVP24-2) and Oak Resources Management Plan (MGT24-0011) to allow for development and operation of a 30,711-square-foot grocery store including an approximate 750 square-foot interior area for a Starbucks Coffee restaurant and outdoor seating area on a 5.5 acre parcel, located on Assessor's Parcel Number 051-240-014, based on the findings and conditions of approval contained within the attached Resolution (Attachment 4).

Item Initiated by: Steve Geiger, Senior Planner

Approved by: Brian Foss, Planning Director