

**PLANNING COMMISSION STAFF REPORT**  
Meeting Date: December 19, 2023

To: Town of Truckee Planning Commission

From: Chantal Birnberg, Associate Planner

RE: Application No. 2023-00000036/DP-SP (Coldstream Commercial Development Permit);  
12848 and 12833 Deerfield Drive (APNs 018-850-018/19-000); Applicant: Built, LLC;  
Owner: PC-1 Developers; Agent: Rob Wood, Millenium Planning

Approved by: Denyelle Nishimori, Community Development Director

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**Recommended Action:** That the Planning Commission adopt Resolution No. 2023-19, approving the following actions based on the recommended findings and subject to the recommended conditions of approval:

1. Determine the project to be exempt from the California Environmental Quality Act (CEQA) pursuant to Section 15332 (In-Fill Development Projects) of the CEQA Guidelines; and
2. Approve the Development Permit; and
3. Approve the Sign Plan

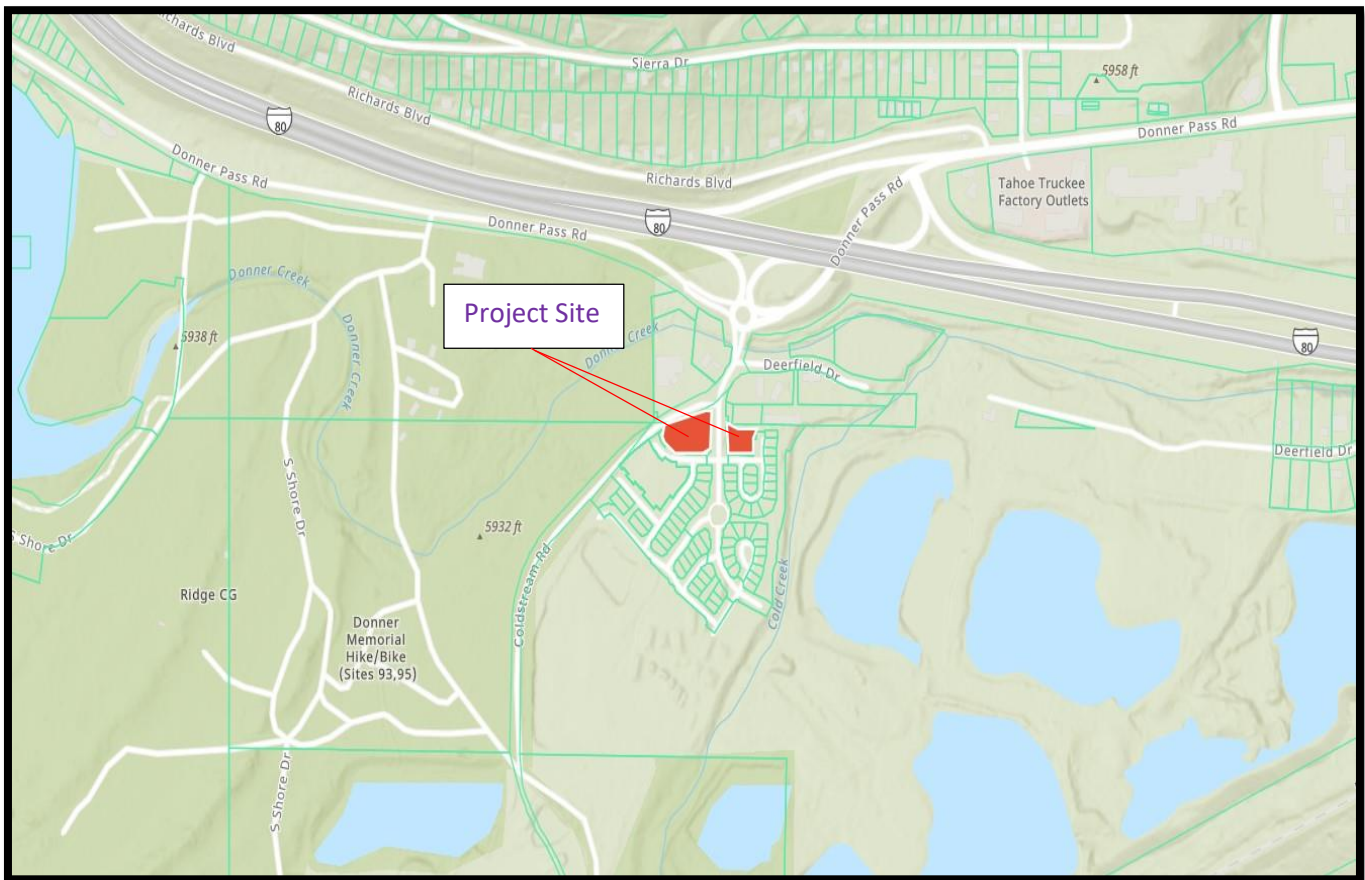
**Project Summary:** The applicant is requesting **Development Permit** approval to construct two commercial shell buildings (West Building (A) and East Building (B)) with 19,732 square feet of commercial space and 2,261 square feet of outdoor dining at 12848 and 12833 Deerfield Drive (APNs 018-850-018/19-000). Buildings A and B are each configured with eight tenant spaces of varying sizes. No tenants for the spaces have been identified and would require future Zoning Clearance, Zoning Verification or Use Permit approval to establish uses. A Development Permit is required for permitted uses (Commercial) with 7,500 square feet or more of floor area in the MUC (Village Mixed-Use Commercial) zoning district. The applicant is also requesting **Sign Plan** approval to approve signage for the multiple tenant site.

**Planning Commission's Role:** As the review authority for the proposed project, the Planning Commission's role is to review the proposed development for compliance with the Town's goals and policies, including consistency with the Coldstream Specific Plan (Attachment 5) and General Plan. In order to approve the project, the Commission must make all of the required findings. The Commission has the discretion to modify, add or delete recommended conditions of approval as a way to make the required findings. If the Commission is unable to make the required findings, the Commission would need to deny the project or request that the applicant return at a later date to address Commission concerns.

**Location/Setting:** The project area is located at 12848 and 12833 Deerfield Drive (Figure 1). Both parcels are vacant, however through the approval of improvement plans for the Coldstream Specific Plan, some utilities, retention and detention facilities, and off-street parking areas were previously installed.

The western parcel is bounded by commercial (hotel) uses to the north, the project parcel to the east, Donner Memorial State Park to the west and Coldstream Commons, a multi-family residential development to the

south. The eastern parcel is bounded by Coldstream single-family residential to the east and south; the Legacy Trail and Chevron gas station to the north and the western project parcel to the west.



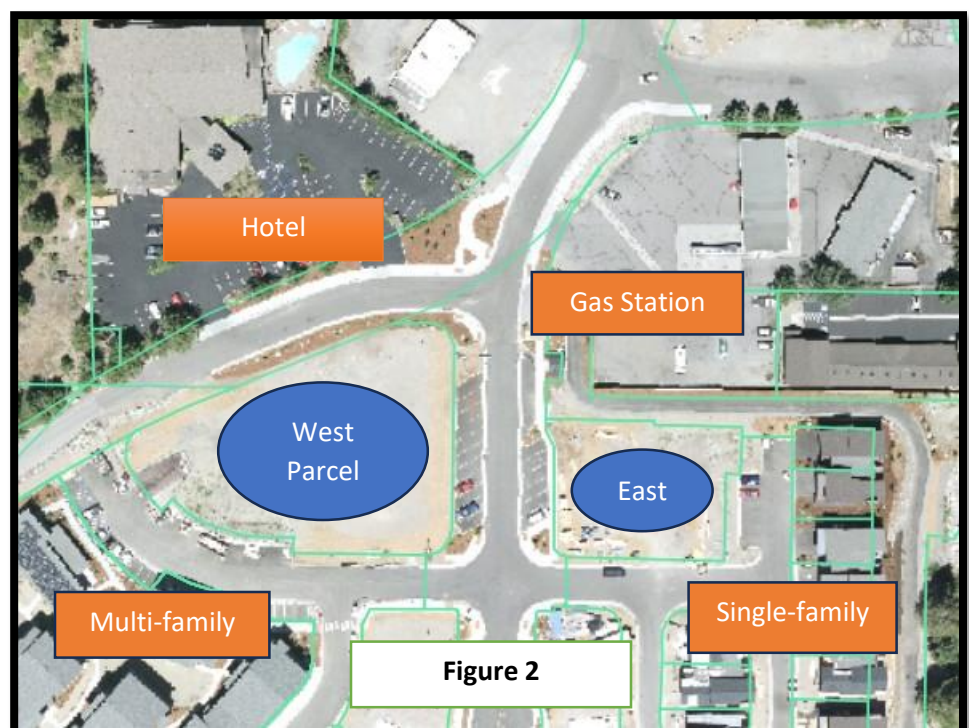
**Figure 1: Vicinity Map**

**Project Site Information:**

General Plan Designation:  
Plan Area - Coldstream  
Specific Plan

Zoning District:  
Village Mixed-Use  
Commercial (MUC)

Project Site Size:  
West Parcel: 0.75 acre  
East Parcel: 0.33 acre





## **Discussion/Analysis:**

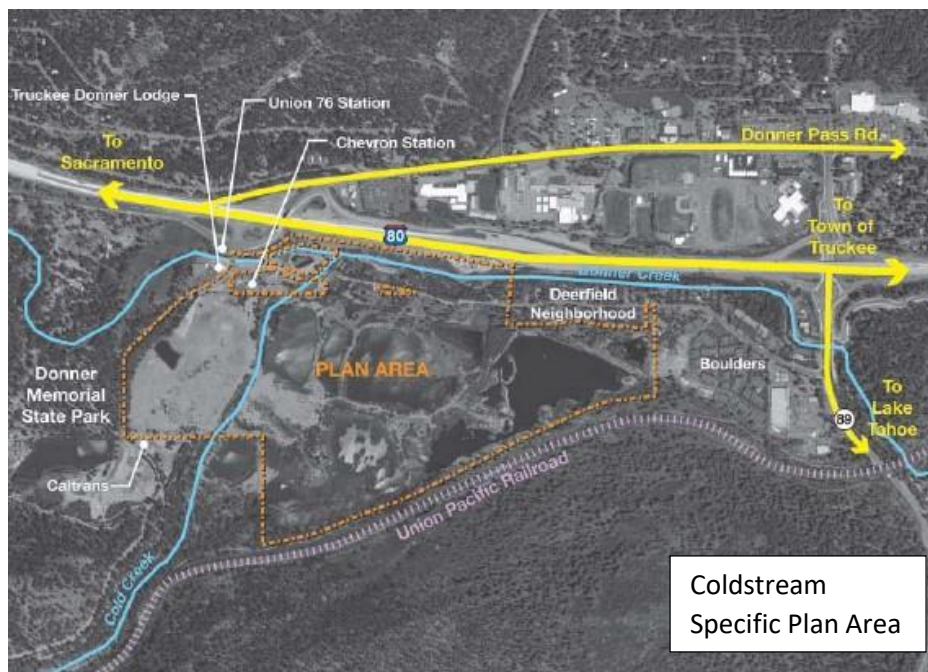
### ***Background***

In September 2014, the Town Council adopted the Coldstream Specific Plan, certified the Environmental Impact Report (EIR), approved Zoning Map and General Plan Amendments, a Development Agreement, and Tentative Maps for future development of the Coldstream area. The Coldstream Specific Plan was designed to establish a community characterized by a variety of land uses, high quality architecture, and enhanced open space areas. Specific land uses within the Plan Area have been designated based upon their compatibility with adjacent land uses such as Donner Memorial State Park, the Deerfield residential neighborhood, existing habitats and topography, and the Plan Area's ability to enhance the area to better serve as a gateway to Truckee.

Specific Plans are regulated by both State Statute (Government Code Section 65451) and the Town of Truckee Development Code (Chapter 18.170, Specific Plans). Specific Plans operate a step just below the General Plan in the land use approval hierarchy and are used to systematically implement the General Plan in particular geographical areas. Zoning ordinances, subdivisions, public works projects and Development Agreements all must be consistent with an adopted Specific Plan.



Village rendering from CSP



The entrance to the Coldstream plan area was envisioned as a mixed-use village providing retail and housing opportunities for both visitors and residents of the plan area. While much of the village area was developed with single-family homes, the subject parcels were reserved for commercial use and represent much of the remaining land available for the commercial portion of the "village".

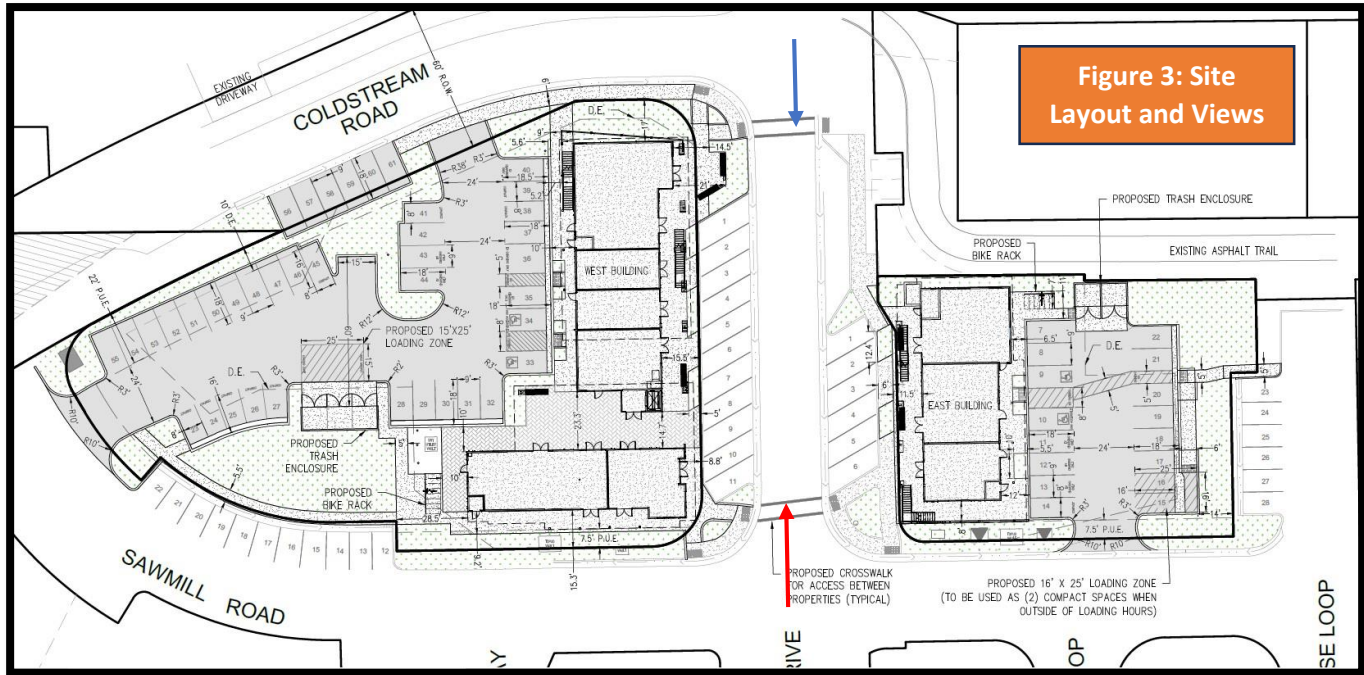
### ***Project Description***

The applicant proposes to construct two commercial

shell buildings with a total of 19,732 square feet of commercial space and 2,261 square feet of outdoor dining. The current configurations of the buildings allow up to 16 units to be leased separately, however, it could be possible to reconfigure the units to meet the needs of the tenants. As the spaces are leased with a specific use, the tenants will be required to submit plans to the Town of Truckee for planning, zoning, use and building approval. Either Zoning Clearance or Zoning Verification approval will be required to establish each new use that falls under the permitted uses in Table 4-1 (Permitted Uses) of

the CSP and for any future changes of use that occur; Use Permit approval will be required for any conditionally allowed uses identified in Table 4-1. A total of 89 parking spaces are proposed for the project, with spaces provided adjacent to both buildings and as on street parking as allowed by the CSP.

The proposed site layout and simulated view of project is shown in Figure 3 below. For a full version of the plan set, please see Attachment #1 of this staff report:



The east building (B) is a three-story building with eight tenant spaces and 8,752 sf of commercial floor area. The west building (A) is located across Deerfield Drive and is a two-story building with two wings, separated by a courtyard on the first floor and connected by an outdoor plaza on the second level. The main level has 6 tenant spaces and outdoor dining. The second level has a second story and outdoor dining for "Tenant #1" and two additional tenant spaces. A total of 10,981 sf of commercial space is available in the west building and 2,261 outdoor dining space for two restaurant tenants.



Figure 4: Bldg. A East



Figure 5: Bldg. A West



Project materials include natural stain vertical cedar siding, corrugated and flat steel siding in dark bronze and board formed concrete. The proposed sign plan for the project is discussed in detail in the Development Code Consistency section of this staff report.

#### ***Land Use Approvals***

The proposed project is located in the Coldstream Specific Plan area. As mentioned above, adoption of the CSP included the approval of a Development Agreement (DA). The applicable

Figure 6: Bldg. B West



rules, regulations and policies in effect at the time the DA is executed are what would apply to any development approved under the DA. In other words, the current planning regulations are “locked in” and development rights are vested when the DA is executed. The DA vests all projects in the CSP under the 2013 Development Code and 2025 General Plan for the life of the DA (20 years).

A broad range of commercial and residential uses are allowed within the MUC (Village Mixed-Use Commercial) zoning district with approval of Development Permit or Zoning Clearance, as identified in Table 4-1 of the CSP. Examples of permitted uses include child daycare centers; grocery stores; indoor recreation centers; restaurants, bars, and cocktail lounges (including outdoor dining with table service); retail sales; and offices. Development Permit approval is required for projects with more than 7,500 square feet of floor area and greater than 26,000 square feet of site disturbance. A Sign Plan is required to approve signage for a multiple tenant site. These land use entitlements are described further below.

#### Development Permits

A Development Permit is a discretionary land use permit, as identified in Development Code Chapter 18.74 (Development Permits). In evaluating a Development Permit request, the review process begins with the recognition that the proposed use/construction is allowed in the zoning district and focuses on issues related to site layout and design in order to arrive at the best utilization of the site and compatibility of the design with surrounding properties.

#### Sign Plans

Approval of a Sign Plan is required for all new projects to ensure compliance with Development Code Chapters 18.54 (Signs) and 18.56 (Sign Design Guidelines). For projects that require discretionary land use approvals, a Sign Plan application is required to be submitted and reviewed concurrent with the primary land use application.

The Planning Commission may approve the Development Permit and Sign Plan, with or without conditions, only if all of the required findings can be made. Staff has recommended a set of findings to support the requested Development Permit and Sign Plan approval. It is staff’s position that with incorporation for the recommended conditions of approval, the findings required to approve the Development Permit and Sign Plan can be made. These findings are listed in Exhibit "C" of the draft Planning Commission Resolution 2023-19 (Attachment #1).

#### ***General Plan Consistency***

The project site is located in the “Planned Community 1” (PC-1) plan area land use designation. This designation allows a mixture of medium-density, clustered residential uses; commercial uses, including visitor lodging; and open space for passive recreation and preservation of scenic and habitat values.

The 2025 General Plan includes specific goals and policies for the PC-1 plan area (PC1-P1 through PC1-P11, 2025 General Plan Land Use Element). The Coldstream Specific Plan was developed to implement these General Plan policies and to guide future development of the 178.9± acre Plan Area. According to Government Code Section 65454, no Specific Plan may be adopted unless the proposed plan is consistent with the General Plan. To adopt the CSP, the Planning Commission and Town Council made findings that the Specific Plan was consistent with the goals and policies of the General Plan, as demonstrated in the General Plan Consistency Matrix found in Appendix A of the plan. Thus, projects consistent with the CSP are inherently consistent with the 2025 General Plan.

#### ***Coldstream Specific Plan Consistency***

The project site is designated as Village Mixed Use Commercial in the Coldstream Specific Plan. The Coldstream Specific Plan states that “The purpose of the MUC zoning district is to provide a centralized, pedestrian-oriented Neighborhood Village Center, offering a variety of retail, commercial, entertainment, office, and residential land uses that will serve residents within the Plan Area and neighboring Truckee

community.” The proposed project represents the commercial/retail/entertainment/office portion of the MUC. The CSP finds that consistency with the plan’s permitted uses, development standards and design guidelines will create a pedestrian friendly village environment.

Permitted Uses

Table 4-1 of the Coldstream Specific Plan lists all permitted uses, conditionally permitted uses, and temporary permitted uses allowed within each zoning district. The proposed uses for the project include retail, office and restaurant uses, all of which are permitted in the MUC zone district. However, as mentioned earlier, tenants for the project have not been established and as such, tenants proposing permitted uses will require additional review as uses are established in each space. This is typically accomplished through the Zoning Clearance or Zoning Verification process.

Zoning Clearance approval is required to verify that a new land use is allowed within the applicable zoning district and complies with applicable standards and guidelines. The use must occupy less than 7,500 sq ft of floor area. The Zoning Clearance process is used as a clearinghouse for necessary approvals for new businesses from both Town departments and outside agencies.

A Zoning Verification is a streamlined process used to review projects with a change of use that falls within the Zoning Clearance criteria in terms of floor area but does not represent an expansion of the square footage and/or intensification of use. The Zoning Verification process is not used to establish a use; however, staff proposes that tenants establishing permitted uses in the Coldstream Commercial project that would not require routing to outside agencies, the zoning verification be allowed (COA #38). This would work for uses which do not require special review by agencies including, but not limited to, Nevada County Environmental Health Department (NCEHD), Truckee Fire or Cal Fire.

As the proposed project comprehensively addresses parking and loading areas, solid waste disposal and other commercial amenities, staff believes the streamlined review of retail and office tenants would be sufficient in most cases. Restaurants and similar uses requiring a more detailed level of review from other departments and agencies would require full Zoning Clearance approval.

Staff notes that the Coldstream Commercial development is required to keep a minimum retail trade use (retail, restaurants, etc.) mix of 80% of the tenants, with a maximum of 20% of the tenants allowed to be office uses. This is to retain the “Shopping Center” parking reduction discussed later in this staff report (COAs #33-35).

Site Design and Architectural Guidelines

The CSP provides general site design and architectural design guidelines to provide direction and support the Specific Plan goals for the MUC zoning district. Staff finds the proposed project to be consistent with the overall intent of these guidelines. Some examples of the project’s consistency are detailed in Table 1.

**Table 1**

Coldstream Specific Plan Guideline	Project Feature
Provide on-street diagonal parking areas along building frontages and cluster off-street parking at the rear and along side yards or garages to minimize large parking expanses.	Parking is provided within on-street diagonal parking areas and in the rear or side of proposed buildings.
Maintain street tree canopies and covered pedestrian space along building facades to reduce snow and ice hazards for pedestrians.	Street trees and covered areas are provided on the frontages of both buildings.

Provide service areas in the rear of buildings and/or consolidate among establishments to minimize pedestrian conflicts.	Loading and service areas are consolidated per building and at the rear of each building.
Orient ground floor retail, office, and commercial uses toward the street with appropriate canopies and awnings for weather protection and to establish a pedestrian scale.	Ground floor tenants are oriented toward the street with awnings.
Encourage second-story use of offices and residential development throughout the MUC zoning district	Office space is located on the third story of Building B.
Large buildings should be broken up by using landscape materials, adding awnings, eaves, windows, or other architectural ornamentation, and using combinations of complementary colors.	The project incorporates wall articulation, change of materials, awnings and windows in complementary colors to break up the mass of the large buildings.
In order to reinforce the “village character” of the MUC zoning district, spaces between buildings and connections to parking lots should be utilized as plazas and gathering places.	The space between Building A’s wings are used for outdoor dining and gathering.
The palette of colors from which to select are those which can be found in the natural environment of the surroundings.	The color palette is earthtone browns, reflecting the forest and mountainous environment.

#### Development Standards

Section 4.3.3 of the CSP includes specific development standards for the MUC zone district. There are no setbacks or maximum Floor Area Ratio and site coverage requirements in this district. Maximum height is 50 feet or 3.5 stores, whichever is less. Neither building’s height is in excess of the MUC height standards. If a development standard is not contemplated by the CSP, the Town’s Development Code is used for the analysis. Staff’s discussion of relevant development standards is below.

#### Parking and Loading

Unique to the Coldstream Specific Plan, the MUC zone district parking standards allow on-street parking to count towards required parking for all allowable uses. All other parking requirements are as required by Chapter 18.48 of the Development Code. The applicant has requested that the project be considered a “Shopping Center”, which provides a parking reduction under the assumption that visitors would park and visit multiple establishments in one trip. Per the Development Code, a “shopping center must be primarily retail with at least five separate tenants whose combined gross floor area totals at least 10,000 square feet, and where any underlying separate lots comprising the site are tied together by a binding legal agreement providing rights of reciprocal parking and access.” Condition of Approval #34 will require that the applicant record a binding legal agreement per the Development Code and Condition of Approval #33 will require that the retail component of the project not fall below 80% of floor area in order to remain primarily retail.

Table 3-8 (Parking Requirements by Land Use) of the Development Code requires 1 parking space per each 250 sf of gross floor area for centers of less than 30,000 sf. This results in a parking demand of 88 spaces (21,993 sf of gross floor area/250 = 87.972). The project proposes 89 parking spaces spread throughout the project area as shown in Figure 7, below. Parking within Town Right-of-Way (ROW), indicated with the blue ovals will require a Hold Harmless and Maintenance Agreement (COA #26).

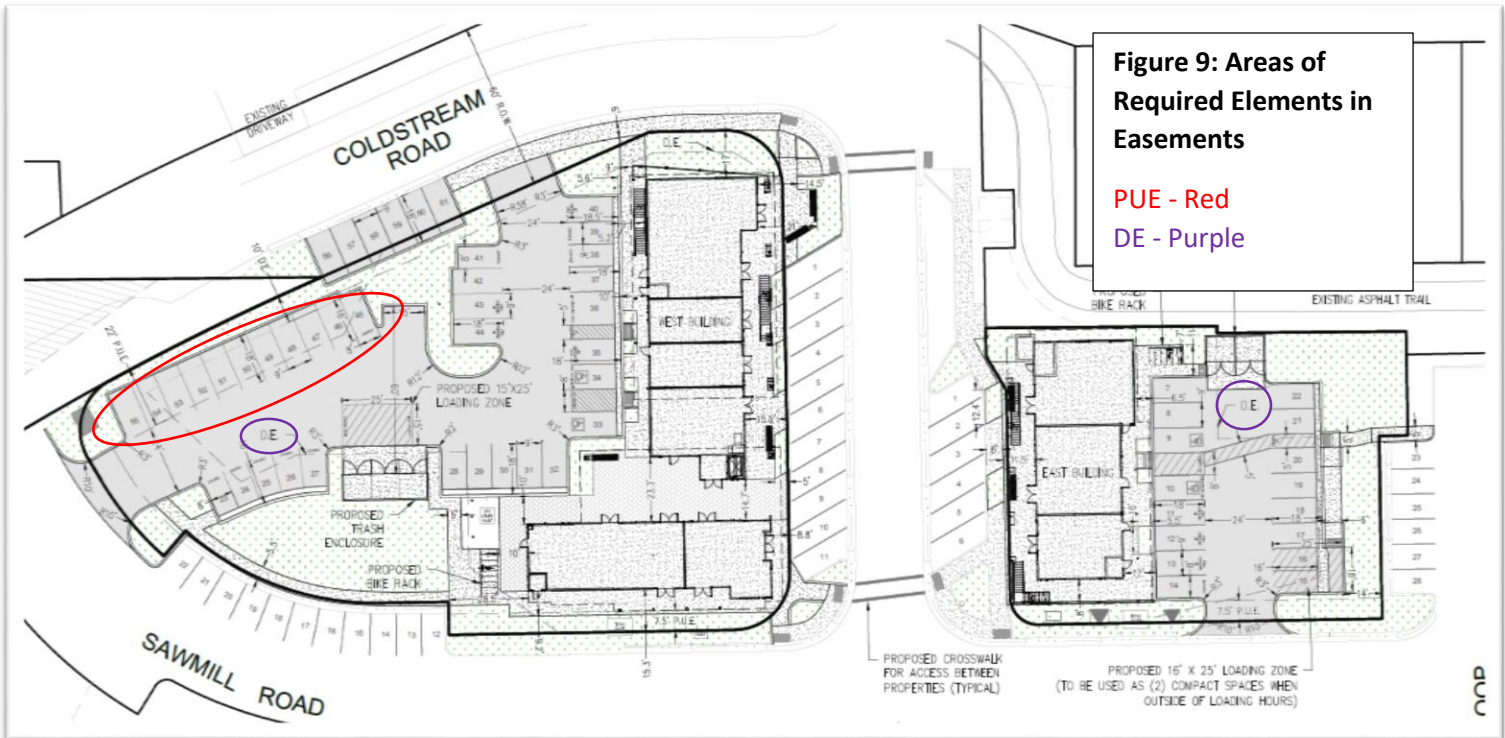


The project proposes required parking and landscaping within various Public Utility Easements (PUE) in the project area. While surface improvements often do not impede the use of easements by the utility providers, if an applicant requests to install required improvements in a PUE, it is prudent to require permission from the easement holders and require that the permission allows any required improvements

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property owner (COA #39).

The project is also proposed over multiple Drainage Easements (DE). The DE's onsite are used for drainage while the two parcels remain vacant. The drainage needs of the developed parcels are addressed with the project's stormwater plan. The beneficiary of the DE's is the Town of Truckee and the Engineering Division will work with the applicant to remove these easements prior to building permit issuance. (COA #39).



### Snow Storage

The MUC zone district requires a minimum snow storage of 50% of all uncovered parking and driving area. The project is unable to store the required amount of snow storage onsite and is proposing a snow off-haul plan, as allowed by Development Code Section 18.30.130, to be approved by the Engineering Division (COAs #24 and 32). As previously discussed, the applicants will be required to provide snow removal and snow storage for the additional parking in the ROW.

### Signage

The applicant is requesting Sign Plan approval for the multiple tenant site (Attachment #4). The proposed signage is a mix of wall signs, hanging signs and projecting signs, dependent on the location of the tenant (ground level or second/third story). All proposed signage meets the Chapter 18.54 (Signs) standards for location, size, materials and lighting (with the exception of the use of glossy silver paint – COA #46). Tenant signage will be reviewed against the approved Sign Plan and may include logos, as long as the signage area is not exceeded. Figures 10 and 11 provide examples of signs and sign location for the proposed project.

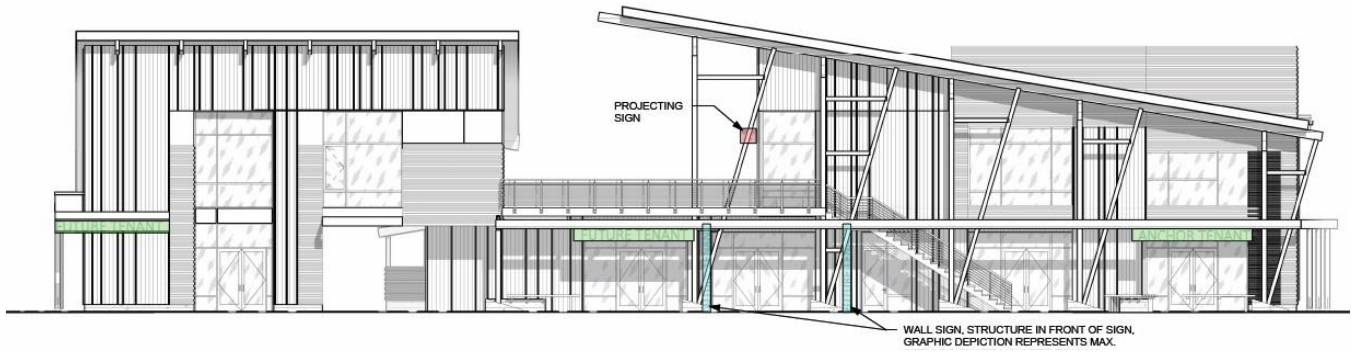
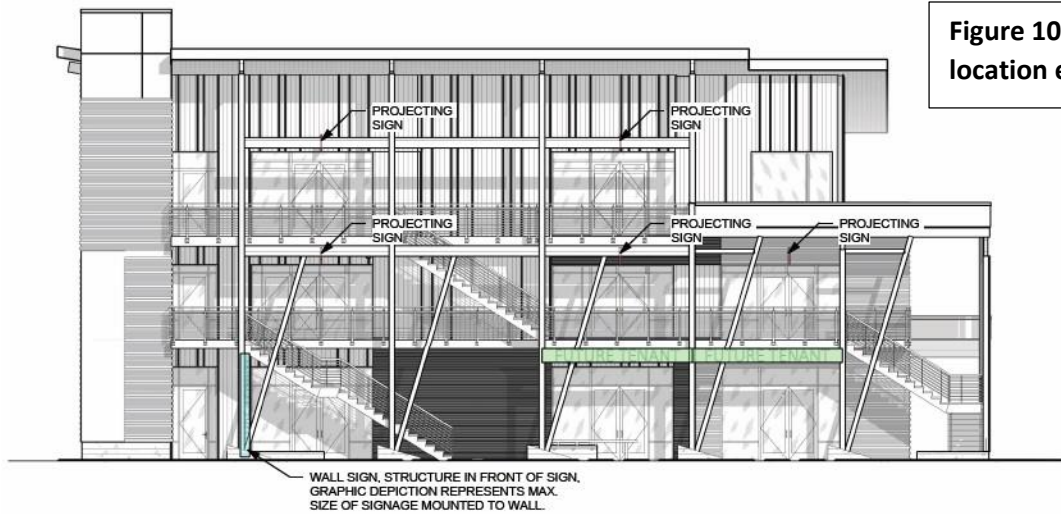


Figure 10: Sign location example



Sign materials include cedar boards, hot rolled steel and brushed aluminum lettering. Lighting, if allowed by sign type, is halo lit channel lettering.

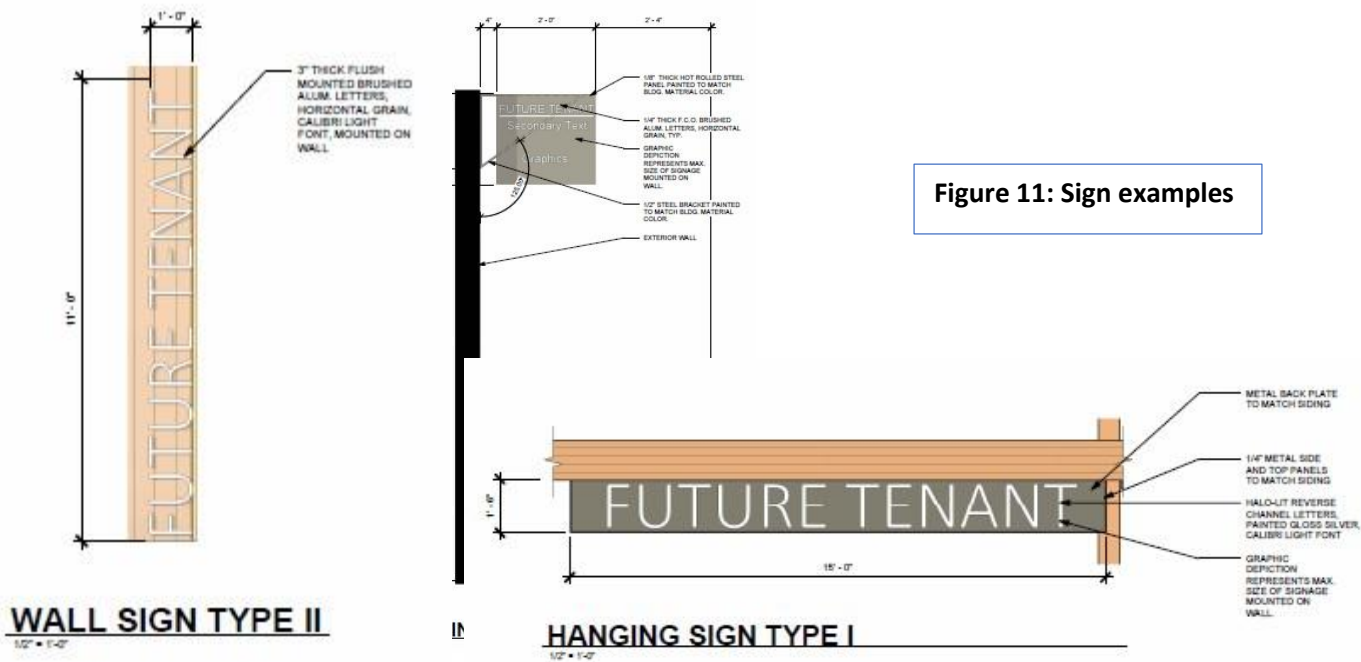


Figure 11: Sign examples



### Workforce Housing

Typically, new commercial development would be subject to Workforce Housing requirements per Chapter 18.216 of the Development Code. However, affordable housing was required to be provided for the plan area with the adoption of the Coldstream Specific Plan and has been satisfied with the completion of the Coldstream Commons multi-family development adjacent to the project site.

**Special Districts and Utilities:** All applicable special districts, utility companies, and Town departments with an interest in this application have been notified. No objections were filed and all conditions of approval have been incorporated. The project will be required to be in compliance with all utility and special agency requirements. Copies of all agency comment letters are included as Attachment #2. As mentioned above, all easement holders have indicated their approval of the installation of required improvements in the PUE.

**Environmental Review:** Staff recommends that the Planning Commission find the project exempt from the California Environmental Quality Act (CEQA) per Section 15332 of the CEQA Guidelines. This exemption applies to in-fill development projects that are consistent with the General Plan and zoning regulations; occur with Town limits on site of less than five acres, substantially surrounded by urban uses; are located on a site that has no value as habitat for endangered, rare or threatened species; would not result in any significant effects relating to traffic, noise, air quality or water quality; and can be adequately served by all required utilities and public services.

**Public Communication:** As of the date of publication of this staff report, no public comments have been received regarding the proposed project.

**Staff Summary and Recommendation:** Staff recommends that the Planning Commission approve the Development Permit and Sign Plan with incorporation of the recommended conditions of approval. Commercial and office uses are permitted in the MUC zoning district, and the proposed buildings are designed to provide a mixture of uses that encourages pedestrian activity helping to achieve the Coldstream Specific Plan goals for the Village Mixed-Use Commercial zone district. Staff believes that development of the site moves towards fulfilling the stated purpose of the MUC zoning district; by providing a centralized, pedestrian-oriented Neighborhood Village Center that will serve residents within the Plan Area and neighboring Truckee community. Through the recommended conditions of approval, any impacts to the site will be addressed, which will ensure the compliance of the project with the Town's standards, goals and policies.

**Alternative Actions:** Other actions that the Planning Commission may take as an alternative to the recommended action include:

1. Continue the public hearing to a date and time certain. The Planning Commission may request additional information from the applicant and/or staff. (If new information is presented at the next meeting, the public portion of the hearing must be reopened on the new information submitted.)
2. Find that an exemption to CEQA is not suitable and require the preparation of an Initial Study in accordance with CEQA.
3. Land Use Permits
  - a. Approve the Development Permit and Sign Plan, subject to adding, modifying, or eliminating any provision or condition of approval of the project.
  - b. Deny the Development Permit and Sign Plan on the basis that one or more of the required findings cannot be made.

**Attachments:**

Attachment 1: Draft Resolution 2023-19

Exhibit A: Project Plans

Exhibit B: Draft Conditions of Approval

Exhibit C: Findings

Attachment 2: Routing Comments

Attachment 3: Applicant Letter of Justification

Attachment 4: Sign Plan

Attachment 5: [Coldstream Specific Plan](#) (link)