

City of Hesperia STAFF REPORT



DATE: April 9, 2026
TO: Planning Commission
FROM: Orlando Acevedo, Director of Development Services
BY: Ryan Leonard, Principal Planner
Edgar Gonzalez, Senior Planner
SUBJECT: Conditional Use Permit (CUP24-00005); Applicant: Kimley-Horn;
APNs: 0405-062-72, -73 and 3064-481-25

RECOMMENDED ACTION

It is recommended that the Planning Commission adopt Resolution No. PC-2026-04, making an environmental determination pursuant to the California Environmental Quality Act (CEQA) by certifying the Final Environmental Impact Report and adopting a statement of overriding considerations and adopting PC-2026-05, approving Conditional Use Permit (CUP24-00005).

BACKGROUND

Proposal: Conditional Use Permit CUP24-00005 has been filed to construct a 165,111 square foot retail and grocery store building with alcohol sales for off-site consumption and a tire center. The project also includes the construction of a gas station with 14 fuel pumps (28 fuel positions) and a 2,623 square foot automated carwash on 25.4 acres in conjunction with the adoption of an Environmental Impact Report pursuant to the provisions of CEQA.

Location: The proposed project is generally located north and south of Amargosa Road, south of the California Aqueduct, east of Key Pointe Drive and west of the I-15 Freeway; APNs: 0405-062-72, -73 and 3064-481-25 (Attachment 1).

Current General Plan, Zoning and Land Uses: The project site is located within the Regional Commercial (RC) zone of the Main Street and Freeway Corridor Specific Plan (Specific Plan) and is currently vacant. The properties to the west are also designated Regional Commercial (RC) within the Specific Plan and consist of vacant land. To the south, the Interstate 15 southbound off-ramp at Main Street and associated Caltrans right-of-way occupy a portion of the area, with additional commercial uses, including retail and fast food establishments, located further south of the off-ramp. Along the southwest, existing developed uses include a hotel and a gas station along Key Pointe Drive. The California Aqueduct borders the site to the north, while the Interstate 15 Freeway lies directly to the east (Attachment 2).

ISSUES/ANALYSIS

Land Use: The project site is divided into two distinct development areas: the northern portion, located north of Amargosa Road, and the southern portion, located south of Amargosa Road.

The northern portion of the site is approximately 16.7 acres and is proposed to be developed with a 165,111 square foot retail and grocery store. The building would be sited in the northern area

of the parcel, with surface parking located primarily to the east and south of the structure. The store would accommodate a variety of customer-serving uses, including food and produce, a tire and battery center, vision center, food service area, and off-site alcohol sales for the sale of beer, wine, and distilled spirits (Type 21 license). Six truck-loading doors would be located along the west elevation, providing access to an enclosed receiving area, and a designated curbside pickup area would be provided on the south side of the building. Within the Regional Commercial (RC) zone, both the off-sale alcohol use and the tire center are permitted subject to approval of a Conditional Use Permit (CUP).

The southern portion of the site is approximately 8.67 acres and is proposed to be developed with a 14 pump (28 fueling position) vehicle fuel station and an automated carwash facility. The fuel station would consist of 14 drive-in lanes serving the 28 fuel positions, with each lane providing stacking for approximately 11 vehicles, for a total capacity of approximately 154 vehicles. The vehicle fuel station does not include a convenience store component, however an approximately 205 square foot employee building will be provided for the operations of the gas station. East of the fuel station, a 2,623-square-foot automated carwash is proposed with two drive-through lanes, providing stacking for approximately 40 vehicles. The carwash is designed as an automated facility and does not include vacuum stations; it is intended to function solely as a drive-through wash and is not intended to include a designated area for vacuuming or interior cleaning. Within the Regional Commercial (RC) zone, a gas station and a carwash are permitted subject to the approval of a Conditional Use Permit (CUP).

The proposed automated carwash is considered ancillary to the primary use, which is the gas station. As such, it must comply with specific land use standards, including a minimum distance of 1,000 feet from the nearest full-service carwash. The closest full-service carwash is Quick Quack Carwash, located west of the project site at a distance of approximately 1,380 feet, therefore satisfying the minimum separation requirement.

Access: The Project would provide direct vehicular access for the retail building located north of Amargosa Road through two proposed access points: 1) a fully signalized intersection located approximately 650 feet east of Key Pointe Drive along Amargosa Road, which will serve as the primary point of access to improve traffic control and safety for vehicles entering and exiting the site; and 2) an unsignalized driveway allowing full access in and right-out only traffic, located approximately 1,000 feet east of Key Pointe Drive along Amargosa Road. Additionally, an emergency access only route will be provided along White Fox Trail, consisting of a 26-foot-wide paved road, connecting the west side of the project site to Cataba Road. Access to White Fox Trail will be restricted and limited to emergency vehicles only.

Direct vehicular access for the fuel station and car wash would be provided through three proposed access points: 1) a signalized intersection along Amargosa Road aligned with the primary signalized access for the retail building; 2) an unsignalized right-turn-exit-only driveway along Amargosa Road aligned with the unsignalized retail driveway; and 3) and an unsignalized entrance-only driveway approximately 400 feet south of Amargosa Road along Key Pointe Drive (Attachment 4).

Street Improvements: As part of the development of the Project, the applicant will construct street improvements along Amargosa Road, including curb, gutter, sidewalk, streetlights, and a traffic signal. The Project includes multiple driveway approaches along the frontage to provide access to both the northern retail parcel and the southern fuel and car wash parcels. A signalized

intersection along Amargosa Road is proposed at the primary access point to improve traffic control, operations, and safety for vehicles entering and exiting the site.

To support onsite circulation, the Project proposes dedicated turn lanes along Amargosa Road, including a left-turn lane into the northern parcel, a dual through/right-turn lane into the southern parcel, and a through travel lane on the south side of Amargosa Road. On the north side of Amargosa Road, one right-turn lane and one through lane are proposed.

Decorative paving treatments are proposed at driveway entrances to provide visual enhancement. In addition, the parcels north and south of Amargosa Road will provide a 10-foot dedication on each side to be consistent with the circulation plan and establish a 50-foot-wide right-of-way from the centerline of the street. Existing improvements along Key Pointe Drive will remain in place. However, as previously mentioned, the project will construct a new driveway approach on Key Pointe Drive to provide access to the carwash.

Off-site improvements are also proposed at the Key Pointe Drive and Main Street intersection to improve traffic operations and accommodate increased vehicle volumes. These improvements include restriping to add a second southbound left-turn lane, modification of the traffic signal to include a northbound right-turn overlap phase, and conversion of northbound and southbound left-turn phases from permissive to protected operation. All roadway and driveway improvements will be designed and constructed in accordance with applicable local, State, and federal standards.

Finally, an emergency-only 26-foot-wide emergency access road will be constructed along White Fox Trail side to allow for emergency access.

Parking: Parking for the project is distributed between the north and south sites, with the majority of spaces located on the north site to serve the proposed retail building. The south site, which includes the fuel station and express carwash, provides a limited number of parking spaces, as the fuel station does not include a convenience store or other retail component. In addition, the express carwash is designed as an automated facility and does not include vacuum stations, further reducing the need for additional on-site parking.

Pursuant to the Hesperia Municipal Code, parking requirements are calculated based on land use type: retail and office uses require 3.33 spaces per 1,000 square feet for sites exceeding 10 acres; vehicle service facilities require 3 spaces per service bay plus 4 spaces per 1,000 square feet of non-service area; and express carwash facilities require 6 spaces per facility. Based on these standards, the overall project requires 571 parking spaces.

As shown in Table 1 below, a total of 684 parking spaces will be provided across both sites. The express carwash on the south side of Amargosa Road will provide the minimum 6 required parking spaces, and the gas station component will include 6 spaces for employees. The remaining 672 spaces are located on the north site and are primarily intended to serve the retail building. Overall, the project provides a surplus of 113 parking spaces and is consistent with the City's parking requirements.

Table 1: Parking Spaces Required

Use	Sq. Ft.	Parking Formula	Spaces Required	Spaces Provided
<i>Retail and Tire Center located north of Amargosa Road</i>				
Retail	163,171	3.33 spaces per 1,000 sq. ft. for sites over 10 acres	544	632
Tire Center	1,940 / 4 bay doors	3 spaces per bay door and 4 spaces per 1,000 sq. ft. of non-service area	20	40
<i>Total</i>			564	672
<i>Carwash and Gas Station located south of Amargosa Road</i>				
Carwash	2,623	6 parking spaces per facility	6	6
Gas Station employee office	205	4 space per 1,000 sq. ft.	1	6
<i>Total</i>			7	12
TOTAL FOR BOTH SITES			571	684

Landscaping: The retail site will include landscape planters along the north side of Amargosa Road, ranging from 8 to 20 feet in width integrated within a meandering sidewalk. A minimum 10-foot-wide landscape planter will also be provided along the east and north property boundaries. In addition, parking areas will feature landscaped planters at the end of parking rows, as well as diamond shaped planters located between parking spaces. Overall, the retail site will provide approximately 16.2 percent landscape coverage, exceeding the minimum landscape coverage requirement of 10 percent.

The gas station and car wash site will include landscaped planters along the south side of Amargosa Road, ranging from 8 to 25 feet in width integrated within a meandering sidewalk, as well as a 34-foot-wide landscape planter located east of Key Pointe Drive. A landscape planter ranging from 5 to 10 feet, will be provided along the south and easterly property boundaries. Additional landscaped areas will be incorporated throughout the site, including surrounding drive aisles, drive-thru lanes, parking areas and the proposed buildings. This site will provide a combined landscape coverage of approximately 42 percent, exceeding the minimum landscape coverage requirement of 10 percent.

Building Design: The proposed retail building is designed as a large-format, warehouse-style facility intended to accommodate bulk and wholesale merchandise. The interior layout features wide aisles and tall industrial shelving stocked with high-volume products, along with multiple coolers and freezers for produce and frozen goods. The building also includes accessory service areas such as a pharmacy, optical center, and food court. A tire and battery service center is proposed on the east side of the building and will include four service bays with roll-up doors and an associated office area. A designated loading dock area with six loading doors is located on the northwest side of the building to accommodate truck deliveries and service operations and is oriented away from public-facing frontages to minimize visual and operational impacts.

The proposed fueling station will include a small employee office to support daily operations. In addition, the automated car wash is designed as a tunnel-style facility with clearly defined entry and exit points and includes an equipment room and an employee office. The car wash

component is intended to function solely as a drive-through wash and does not include a designated area for vacuuming or interior cleaning (Attachment 5).

Architecture: The design of the proposed buildings complies with the architectural guidelines of the Main Street and Freeway Corridor Specific Plan. The retail building features a prominent entry tower element with a decorative rooftop and stone veneer columns, along with articulated elements on both sides. The design also includes two additional tower elements on the south and east elevations, with stone veneer accents at the base and along the building's sides, complemented by awnings and varied wall planes to enhance visual interest. The roofline incorporates breaks and is highlighted by a decorative cornice.

The gas station employee office features decorative split-face block with a stone veneer base and a decorative cornice. The gas station canopy will incorporate stone veneer on all columns to match the building's design. The automated carwash includes tower elements on each elevation, finished with smooth concrete, split-face block and stone veneer on columns, with matching stone veneer integrated along the building's base for a cohesive and durable finish. The building also features varied rooflines with decorative cornices. Overall, the proposed design of the buildings contributes to architectural character of the commercial development along the Main Street corridor (Attachment 6).

Hours of Operation: The retail store will be open from 9:00 a.m. to 8:00 p.m. for regular members, with an early start from 8:00 a.m. to 9:00 a.m. for plus members, Monday through Sunday. The tire center will be open from 8:00 a.m. to 7:00 p.m., Monday through Saturday and on Sundays from 10:00 a.m. to 6:00 p.m. The gas station will be open 24 hours with a fuel attendant available from 6:00 a.m. to 10:00 p.m., Monday through Saturday. The automated carwash will be open from 9:00 a.m. to 8:00 p.m., Monday through Sunday.

Alcohol Sales: The applicant will file an application for a Type 21 (Off-Sale General) license with the California Department of Alcoholic Beverage Control (ABC). Table 1 identifies four active off-sale alcoholic beverage licenses within Census Tract 100.09 (Attachment 3). ABC authorizes this census tract to have three off-sale licenses. Therefore, approval of the CUP24-00005 will exceed the limitation of three licenses and ABC will require that the City make a finding of public convenience and necessity (Attachment 7).

Table 2: Existing Off-Sale Licenses in Census Tract 100.09

Status	Business Name	Business Address	Type of License
Active	Walmart Inc.	1896 Amargosa Road (Victorville)	Type 21 - Beer, Wine, and Liquor
Active	Sky Market Inc.	12720 Main Street (Hesperia)	Type 21 - Beer, Wine, and Liquor
Active	G & M Oil Company Inc.	12080 Amargosa Road (Victorville)	Type 20 - Beer and Wine
Active	7 Eleven Inc.	12750 Main Street (Hesperia)	Type 20 - Beer and Wine

In determining whether to approve an additional license in an overconcentrated census tract, the Planning Commission may consider the surrounding context and availability of alcohol sales within the immediate service area. While four licenses are reported within the census tract, Walmart and G & M Oil Company locations are outside the City limits and located more than two

and a half miles northeast of the project site. The remaining establishments, Sky Market and 7-Eleven, are located southwest of the project site, approximately 1,000 to 1,400 feet away.

The nearby 7-Eleven and Sky Market (convenience store) primarily serve quick and convenient liquor purchases for immediate consumption. In contrast, the proposed retail building would provide a wholesale, membership-based shopping experience with a wide range of products, including bulk alcohol, groceries and household goods. This distinction ensures that the new off-sale license would enhance public convenience rather than create direct competition or overconcentration with existing businesses. Accordingly, the Planning Commission may determine that approval of the proposed Type 21 – Off-sale General license would serve the public convenience and necessity.

Drainage: The Project proposes a network of underground storm drain piping that conveys runoff to catch basins equipped with filter inserts. From there, stormwater would be routed to two aboveground infiltration/retention basins located within landscaped areas. One basin is situated at the northwest corner of the northern parcel, and the other is located at the eastern corner of the southern parcel. These basins are designed to capture and infiltrate stormwater runoff to meet the required design capture volume (DCV), hydromodification volume, and excess runoff from storm events. On the southern parcel, stormwater from the fuel station and carwash areas would be pretreated through an oil-water separator prior to entering the infiltration basin. Overflow from both basins would be directed to the existing storm drain system in Amargosa Road, ensuring that post-development runoff does not exceed pre-development flow rates.

Water and Sewer: The development will connect to an existing 12-inch water line and an existing 18-inch sewer line north of the project site along Amargosa Road.

Environmental: Given the size and regional importance of this project, CEQA requires that the environmental impact of the project be analyzed. An initial study was prepared, which determined that the project may have a significant impact on the environment. As a result, an Environmental Impact Report (EIR) was required.

A Notice of Preparation (NOP) was distributed for public review for a period of 30 days from November 7, 2024 thru December 6, 2024 and the Draft EIR was distributed for a 45-day public period from November 24, 2025 thru January 14, 2026. The environmental document was circulated to local, state and federal agencies and organizations as well as surrounding property owners. No comment letters were received during the Initial Study/NOP comment period and 6 comment letters were received during the Draft EIR comment period. The letters, as well as the responses are included within the Final EIR. The Draft and Final EIR are available for review on the City website and have been provided to the Commission under separate cover.

The Draft EIR identified potentially significant impacts of the project and discussed numerous mitigation measures proposed to address potential impacts of the project. Mitigation measures presented in the Draft EIR have been included in the Mitigation Monitoring Reporting Program, which is attached to the Final EIR as Attachment 10. Mitigation measures for the project will reduce potentially significant impacts to Biological Resources, Cultural Resources, Geology and Soils, Noise and Tribal Cultural Resources. However, the EIR concluded that despite mitigation measures, the project could result in significant and unavoidable impacts to Transportation. Consequently, pursuant to CEQA guidelines, a statement of overriding considerations must be made to approve the project. The following is a summary of the significant and unavoidable impacts of the project:

Transportation: The City's TIA Guidelines (July 2020) establish Vehicle Miles Traveled (VMT) analysis methodology, impact thresholds and screening thresholds to determine if projects would require a VMT analysis. If a project meets Transit Priority Area Screening, Low VMT Area Screening or Project Type Screening criteria, then the VMT of the project is considered less than significant and no further VMT analysis would be required. The project did not meet the City's VMT screening thresholds and therefore required a full VMT analysis using the SBTAM Model. The analysis determined that the project's origin-destination VMT per service population of 64.93, exceeds the applicable County average threshold of 37.99. Implementing measures, such as preferential parking for carpools or electric vehicles, are not expected to result in measurable VMT reductions. These features are more appropriate in employment dense or transit-oriented environments. The project does comply with CALGreen requirements for EV-capable parking and proposes solar canopies over parking stalls; however, these features contribute to energy efficiency but not to quantifiable reductions in trip generation or VMT.

Given the regional retail land use, auto-oriented site context, the absence of feasible transit or bicycle infrastructure, and the limited effectiveness of available mitigation strategies, no additional feasible or enforceable VMT-reduction measures are available that would reduce the impact to a less than significant level. Therefore, the Project's VMT impact would remain significant and unavoidable.

Overriding Considerations: Pursuant to CEQA, the City must balance the benefits of the project against any significant and unavoidable environmental impacts that cannot be mitigated to less than significant. If the benefits of the project outweigh these environmental impacts, those impacts are considered "acceptable." Since the impact upon Transportation are considered significant and unavoidable, findings for a Statement of Overriding Considerations must be made.

The project's benefits includes off-site transportation improvements along Amargosa Road, including a signalized intersection, sidewalks, restriping and an emergency access road, improving circulation and safety. The Project will significantly contribute to the City's tax base through retail activity and would generate approximately 260 permanent jobs, providing employment opportunities for residents of Hesperia. It would develop a vacant, underutilized site with a modern retail center, enhancing access to goods and services while supporting economic development goals.

Conclusion: The proposed project is consistent with the City's General Plan and Main Street Freeway Corridor Specific Plan. Prior to acting on the project, the Planning Commission must make the environmental determination, certifying that the Final EIR is complete; that it has been prepared in compliance with CEQA; that it reflects the City's independent judgment; and that all impacts from carrying out the project have been identified and disclosed to the public. Resolution PC-2026-04 has been prepared to document this determination. Once that has occurred, the Planning Commission can consider the conditional use permit. If approved, the mitigation monitoring and reporting program will be administered with the project approval. Furthermore, the Planning Commission must determine that approval of the proposed Type 21 – Off-sale General license would serve the public convenience and necessity. Resolution PC-2026-05 has been prepared to document this determination.

CITY GOAL SUPPORTED BY THIS ITEM

Future Development: Facilitate balanced growth to ensure cohesive community development and pursue economic development.

ALTERNATIVE

Provide alternative direction to staff.

ATTACHMENTS

1. Aerial Photo
2. General Plan Land Use Map
3. Census Tract 100.09 Map
4. Site Plan
5. Floor Plan
6. Elevations
7. Resolution No. PC-2026-04 (Adoption of EIR with Exhibit A - Findings of Fact and Statement of Overriding Considerations and Exhibit B - MMRP)
8. Resolution No. PC-2026-05 (CUP24-00005) with Attachment A – COA
9. Draft EIR (Available on the City's website - <https://www.hesperica.gov/1466/Environmental-Review-Documents>)
10. Final EIR (Available on the City's website - <https://www.hesperica.gov/1466/Environmental-Review-Documents>)