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City Planning Commission Staff Report

Project Name P17-00391-ALUC
Airport Land Use Commission Hearing Date December 6, 2017



SUBJECT

Consider a Planning Commission Resolution recommending the City Council of the City of American Canyon approve an ordinance that amends Municipal Code Chapter 19.15 to revise the Recreation zoning district development standards and clarify winery-related definitions

STAFF CONTACT

Brent Cooper, AICP, Community Development Director

REQUESTED ACTIONS

1. Receive staff report.
2. Open Public Comment.
3. Receive public testimony.
4. Close Public Comment.
5. Commission comments and questions.
6. Consider a Planning Commission Resolution recommending the City Council of the City of American Canyon approve an ordinance that amends Municipal Code Chapter 19.15 to revise the Recreation zoning district development standards and clarify winery-related definitions.

BACKGROUND AND ISSUES

Site Information

General Plan Designation	Commercial Recreational
Zoning District	Recreation
Site Size	106 acres
Present Use	Vacant, accessory structures, Paintball Jungle
Surrounding Zoning and Uses	North: Warehouses zoned General Industrial South: Single Family Residential, Clarke Ranch Open Space East: Vacant Napa, Vallejo, American Canyon Waste Management Joint Powers Authority Property West: Open Space, Trails, Wastewater Treatment Plant
Access	Site access is off Commerce Boulevard via Green Island Road or Eucalyptus Drive

The property, formerly known as the “Eucalyptus Grove”, has a General Plan designation of Commercial Recreation. On October 2009, the City Council approved Recreation zoning for the property before it was annexed into the City in January 2011. Figure 1 below provides the Project location.

**Figure 1
Project Location**



The Recreation zoning allows a broad range of low impact recreation and open space uses including “winery”, which is permitted with a conditional use permit. The table below lists the allowable uses in the Recreation zoning district.

**Figure 2
Recreation Zoning District Uses**

Table 19.15.020 PERMITTED AND CONDITIONALLY PERMITTED USES ¹ RECREATION		
Use Classifications	Zoning District	Related Provision
	REC	
Agriculture		
Animal husbandry	P	
Crop production	P	
Winery	C	

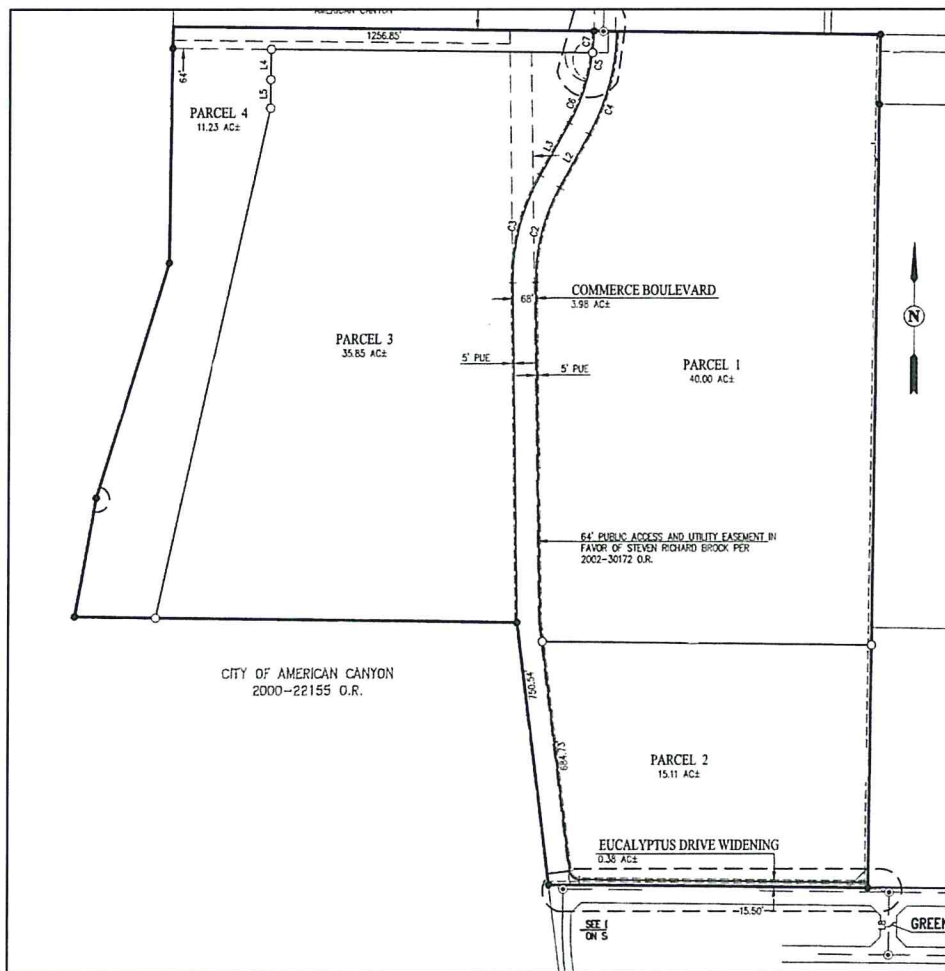
**Figure 2
Recreation Zoning District Uses**

Table 19.15.020 PERMITTED AND CONDITIONALLY PERMITTED USES ¹ RECREATION		
Use Classifications	Zoning District	Related Provision
	REC	
Commercial		
Boarding kennel	C	
Retail sales, incidental to primary use	C	
Recreational		
Campground	C	
Recreational facilities, private	C	
Recreational facilities, public	C	
Recreation and sports, indoor	-	
Recreation and sports, outdoor	C	
Recreation, passive	P	
Staging area	C	
Residential		
Single-family residential— Detached	P	GP Goal 1N
Public and Quasi-Public		
Animal shelter	C	
Antenna	P	
Exceeding height limitations	C	
Utilities, minor	P	
Accessory		
Caretaker's quarters	P	
Horticulture	P	
Tent	C	
Temporary		
Commercial filming	C	
Mobile structure	C	Chapter 19.30
Seasonal sales	P	
Special event	P	Chapter 5.05

The City Council adopted a 2016-2017 Implementation Strategy to attract and expand diverse business and employment opportunities in American Canyon. To further this strategy, Recreation zoning district changes are proposed to make winery uses more feasible. A copy of the current Recreation zoning is included as Attachment 2.

In June, 2012, to help facilitate property ownership issues, the City Council approved a parcel map that subdivided the property into four parcels. The Robert L. Couch Jr. Trust maintained ownership of Parcels 1 and 4 consisting of 51.23 acres. American Canyon Flatlands, LLC obtained ownership of Parcels 2 and 3 consisting of nearly 51 acres. A 68-foot right-of-way for the future extension of Commerce Boulevard had been previously dedicated to the City. A copy of the parcel map is shown below.

**Figure 2
Parcel Map**



The site had been historically planted in non-native eucalyptus trees. As part of a court-ordered remediation effort, these trees were removed from Parcels 2 and 3 soon after the property ownership changed. Eucalyptus trees remain on Parcels 1 and 4. Longstanding business Paintball Jungle operates on Parcel 1. Immediately west of Parcel 2 is Clarke Ranch. The Clarke Ranch property is owned by the City of American Canyon. This property is designated Open Space and is not a part of the proposed

Recreation zone change. The Parks and Recreation Department is currently spearheading a master plan to convert the Clarke Ranch property into a community park.

Proposed Zoning Code Amendment

The proposed zone change would apply to all four Recreation-zoned parcels as summarized below:

1. **Clarify the Definition of Winery.** The winery clarification would state: “For purposes of Table 19.15.020, “Winery” shall include the uses defined in Section 19.05.090 in conjunction with viticulture related activities such as bottling, storage, logistics, distribution, wine packing, and wine-related services”. The uses defined in Section 19.05.090 state that a winery is a place for the production, blending, cellar treatment, storage and bottling of wine other than cider, experimental wine or wine for personal consumption by the producer. Tasting rooms are allowed in conjunction with a primary winery use on the same site.

Discussion: Since so many different activities can be associated with viticulture, the zoning code amendment identifies a broad range of allowable activities to ensure the Recreation zoning district winery definition encompasses all of the wine-making processes.

2. **Allow Limited Non-Winery Uses.** In addition to winery uses, a maximum of 25% of the floor area within one building or the collective square footage of two or more buildings in the Recreation Zoning District may be allocated to non-wine related uses. This additional use is subject to a conditional use permit approval.

Discussion: Economic cycles can influence demand for wine-related uses. Providing flexibility to allow non-winery uses will ensure buildings remain economically viable during times of transition. Requiring a Conditional Use Permit allows the Planning Commission discretion to consider the compatibility of proposed non-winery uses.

3. **Revise Recreation Lot Coverage standards.** The development standards would increase allowable lot coverage from 10% to 50%.

Discussion: A winery developed with 10% lot coverage would result in a portion of the lot that cannot be used for any purpose. For comparison, the General Industrial zoning district allows a 50% floor area ratio for labor intensive uses, and a 70% floor area ratio for low-labor uses.

Increasing the lot coverage to 50% in the Recreation zoning district would enable a greater amount of the lot to be developed after accounting for space required to accommodate landscape setbacks, stormwater detention, parking, and so on. Allowing a fuller use of property than the current limitations will contribute to the City’s economic growth. The higher lot coverage standard still requires the remaining Recreation zoning district development standards to be met.

4. **Development Standard Footnotes.** The zone change would include three new footnotes to the Recreation zoning district development standards as shown below:

1. Outdoor winery related equipment such as tanks and crushing equipment customarily located outside of buildings are not included within the lot coverage standards.

Discussion: Wineries typically consist of structures and outdoor equipment and tanks. Exempting typical outdoor equipment from the lot coverage standards provides flexibility that allows each site

to be fully utilized for economic activity while still complying with the remaining development standards, such as landscape setbacks, stormwater detention, parking, and so on.

2. Site design must accommodate onsite trail connectivity with adjacent properties.

Discussion: The General Plan designates a future Class 1 (off-street) trail along the new Commerce Boulevard extension. Footnote #2 acknowledges the requirement for trail connectivity and would be incorporated into the development of any property along the Commerce Boulevard alignment.

3. Outdoor winery related equipment shall be screened from view of public streets, parks and trails with landscaping, opaque fence, or wall. Landscape screening shall include sufficient quantities, types, heights and densities of materials to provide at least 50 percent opacity within five years of planting, and shall be maintained by the property owner at 50 percent or greater opacity thereafter.

Discussion: Screening outdoor uses will improve the winery's aesthetics. The nearest residential uses are located south of Eucalyptus Drive. Napa River wetland trails are located approximately 200 feet west at its closest point to the Recreation zoning district.

Wineries in the Recreation zoning district require a conditional use permit, so any proposed winery development would require discretionary review by the Planning Commission. A copy of the proposed zoning code amendment is included in Attachment 1. Redline changes depicting amendments to the Recreation zoning district are included as Attachment 3.

Napa Airport Land Use Commission

The Napa Airport Land Use Compatibility Plan (ALUCP) categorizes Winery uses as "Normally Acceptable" within Zone D of the Napa Airport influence area. In 2009, when the Recreation zoning district standards were developed, the Napa County Airport Land Use Commission (ALUC) determined the proposed zoning was consistent with the Napa County Airport Land Use Compatibility Plan (ALUCP).

Following a recommendation by the Planning Commission, the proposed zoning code amendment will be reviewed by the Napa County Airport Land Use Commission (ALUC). Staff anticipates that the ALUC would provide a favorable ruling because the zoning was previously found consistent with the ALUCP. Changes to winery definitions, bicycle trail connectivity and landscape screening are not issues that would impact airport operations. The proposed lot coverage increase from 10% to 50% may be a concern from a worker density perspective, but it is not greater than the allowable density in the General Industrial zoning district that the ALUC has been previously found consistent with the ALUCP.

Furthermore, the current zoning accommodates consideration of ALUCP issues. For example, Table 19.15.020, Footnote #1 states that permitted and conditionally permitted uses are subject to the American Canyon general plan and the Napa County Airport land use compatibility plan. Restrictions may include the requirement for recordation of overflight or avigation easements.

Staff is working with the Napa Airport Land Use Commission staff to schedule a hearing with the ALUC. If the ALUC were to find the zoning code amendment inconsistent with the ALUCP, the City Council would be required to override that determination by a 4/5th vote, modify the zoning to address ALUC concerns, or deny the zone change.

COUNCIL PRIORITY PROJECTS AND PROGRAMS

Adopting the proposed Municipal Code Amendment to improve the feasibility of wineries in the Recreation zoning district will help fulfil the City Council's 2016-2017 Implementation Strategy to attract and expand diverse business and employment opportunities in American Canyon.

ENVIRONMENTAL DETERMINATION

The ordinance is not subject to the California Environmental Quality Act ("CEQA") pursuant to Section 15305 – Minor Alteration in Land Use Limitations because the Recreation zoning district property has an average slope less than 20% and the zone change does not result in any changes in land use or density from the perspective that the new zoning standards allow an increase in lot coverage, but does not result in any change to population density. Furthermore, the lot coverage change makes a winery land use more feasible in this zoning district than the current 10% lot coverage standard where most of the property would remain open space and not put to economic use.

STAFF RECOMMENDATION

Consider a Planning Commission Resolution recommending the City Council of the City of American Canyon approve an ordinance that amends Municipal Code Chapter 19.15 to revise the Recreation zoning district development standards and clarify winery-related definitions.

ATTACHMENTS

1. Resolution
2. Existing Chapter 19.15
3. Redline Changes to Chapter 19.15

Copies to:

Robert L. Couch Jr. Trust
American Canyon Flatlands, LLC