

DATE: 5/18/99 AGENDA ITEM # 18
() APPROVED () DENIED
() CONTINUED

TO: JAMES L. APP, CITY MANAGER
FROM: BOB LATA, COMMUNITY DEVELOPMENT DIRECTOR *Bob*
SUBJECT: HIGHWAY 101 AND 46 CORRIDOR SIGN STUDY
AD HOC COMMITTEE STATUS REPORT

DATE: MAY 18, 1999

Needs: For the City Council to consider the findings of the Ad Hoc Sign Committee and provide direction on the preparation of a future Code Amendment.

- Facts:
1. In September of 1998, as the result of an appeal of a conditional use permit for a billboard sign filed by Sylvester Winery, the City Council directed staff to formulate an Ad Hoc group to study and make recommendations regarding billboards along the Highway 101 and 46 corridors.
 2. The Ad Hoc Sign group was formed with representatives from the Chamber of Commerce, Main Street Program, Development Review Committee, and the Paso Robles Vintners and Growers Association.
 3. The Ad Hoc group had its first meeting in January of 1999 to establish goals and an action plan for preparation of a study. Three subsequent meetings occurred in February and April focusing on:
 - o the results of data collection
 - o existing sign inventory
 - o effect of existing legal frameworks
 - o interface with other agencies
 - o formulation of options related to tourist directional needs.
 4. One of the more significant of controlling factors in considering standards for off-premise signs adjacent to Highways and Freeways is the State's legal framework (the Outdoor Advertising Act) and the permitting standards established by Cal Trans. The City can be more stringent than State requirements, but not more relaxed.
 5. Using the State's framework as a foundation and departure point, the following other steps were taken to formulate recommendations:

RIMC CODE: Community Development Department
FILE/CAT: Advance Planning
DATE: May 18, 1999
SUBJECT: Report on Highway 101/46 Sign Corridor Study - Ad Hoc Committee
RETENTION: Permanent

- o Recognition of need to promote the well being of the Paso Robles Economy, while protecting the community's image
 - o Inventory and mapping of existing Billboard and Freeway Signs
 - o Number of potential *new* billboards that could be approved under Cal Trans standards
 - o Research of standards in place for other wine communities with similar tourist oriented goals (Napa, Sonoma and SLO Counties)
6. The following findings were key in the formulation of options for the Council's consideration:
- o Cal Trans standards would allow billboards to be spaced as close as 100 feet apart on Highway 46 and 500 feet apart on Highway 101, limited to commercially zoned properties. In theory, there could be hundreds of additional billboard signs applied for along both Highway 46 and 101.
 - o Approval of a Billboard must be "content neutral" under first amendment protection, which means their content cannot be legally limited to "tourism" uses only. (A billboard approval runs with the land and a property owner could negotiate the use of the sign face with a new user without an agency's approval).
 - o The tourism-oriented communities contacted have prohibited billboards.
 - o Napa County recognizes the need to provide clear directional signing for tourism uses that cannot be seen from the public right of way. They permit uniformly designed off-premise signs for their wineries.
 - o San Luis Obispo County has provisions in their sign code for off-premise winery directional signs if uniform in nature.
 - o Cal Trans has a TOD (tourist oriented directional) sign program for uniformly designed directional signs.
 - o The PRVGA already has a uniform directional sign program in place consistent with Cal Trans' TOD program (small blue signs with white writing and grape cluster)
 - o City of Paso Robles code does not have separate provisions for off-premise winery signs (they must be considered as billboards).
7. The Ad Hoc Group recognized the need to provide adequate marketing opportunities for the tourism industries through directional signs. There were, however, concerns with the potential numbers of additional billboards that might be established to achieve this goal, and the lack of control over their content to assure they continue to achieve the directional goal.
8. The use of uniform off-premise directional signs is provided for within the permit standards for Cal Trans and is being utilized by San Luis Obispo and Napa Counties to enhance the tourism industries.

Analysis
and
Conclusion:

There are several options that the City Council can consider at this time. These are outlined below and represent varied levels of commitment to potential future community image.

- o The degree to which additional billboards are permitted along the City's main corridors and gateways, may very well affect the traveling public's perception of the community as a whole (i.e., what the character of the areas lying beyond the freeway may be).
- o Additionally, providing for uniformly designed directional signs for tourist oriented businesses could theoretically reduce the demand for billboard signs.

Regardless of the degree to which billboard policies change or remain, there appears to be merit in establishing a provision in the City's code for uniform directional signing for tourism businesses similar to San Luis Obispo County. This provision would allow for signs within the City limits consistent with those permitted by the County and Cal Trans, providing for a "seamless" treatment of signs between the jurisdictions in which wineries are located.

The Ad Hoc Group identified two options for the City Council. Both options include amending the code to provide for the off-premise uniform directional signs (consistent with the County and Cal Trans programs), but differ in how billboards might be addressed.

Option 1 - No *new* billboards to be permitted;

Option 2 - Allow New Billboards - Subject to Adopted Performance Standards

- o Minimum Spacing
- o Size Maximum
- o Height Maximum
- o Construction Quality Standards
- o Landscaping Requirement (at base of structure)
- o No Electronic Reader Boards
- o Subject to Cal Trans Prior Approval

Option 1 would be consistent with the communities contacted that were dealing with similar wine, tourism, and community image needs. Option 2 would be a compromise between what is currently allowed now and the need to address community image concerns.

If the Council were to pursue the second option to establish specific performance standards for billboards, there would be need to further explore what minimum spacing requirements might be appropriate. The Ad Hoc group discussed possibilities ranging from 500 feet (making Highway 101 and 46 consistent) to 1500 or more feet, but arrived at no conclusions pending further Council direction.

The direction of the Council is being sought at this time to chart the course for the preparation of a formal code amendment. A code amendment could be scheduled for a Planning Commission hearing their first meeting in June, and a City Council hearing on July 6, 1999. This time frame would allow for additional input by the Ad Hoc committee as necessary, along with the potential of a workshop, and/or feedback from Main Street, PRVGA and Chamber boards/committees on a draft code amendment.

In light of the foregoing, the status of Sylvester Winery's CUP request for a billboard sign in relation to the outlined options is as follows:

Option 1 - No new Billboards:

- a. Would provide grounds for denial of the currently requested billboard sign CUP (but would allow Sylvester to participate in the uniform directional sign program);
- b. The Council could alternatively allow no new Billboards beyond this one last one already filed for by Sylvester Winery. In which case, this option would require the City Council to make a finding that Sylvester Winery is of regional significance in order for Cal Trans to further consider permitting their sign in a residential zone.

Option 2 - Allow new Billboards with Performance Standards:

- a. Would allow for the consideration of the Sylvester CUP application on the scheduled hearing date of July 20, 1999. The degree to which the proposed Sylvester Winery sign could meet prescribed performance standards would be determined in that process.

Policy

Reference:

State's Outdoor Advertising Act; Zoning Code Sign Provisions.

Fiscal

Impact:

None

Options:

Subject to consideration of informal public testimony that the City Council provide comment and direction regarding the preparation of a Sign Code amendment :

- a) That would provide for off-premise uniform directional signs for wineries and related tourism oriented businesses, and *no new billboards*.
- b) That would provide for off-premise uniform directional signs for wineries and related tourism oriented businesses, and *allow new billboards subject to a set of specific Performance Standards (and a Conditional Use Permit)*;
- c) Amend, modify or reject the above noted options and provide specific alternative direction;

Attachments:

1. April 29, 1999 Ad Hoc Sign Committee Agenda and informational materials
2. Napa County off-premise directional sign provisions
3. Summary of communities contacted

h:\meg\1999\special projects\sign corridor study 5-18 CC report

Highway Corridor Sign Study Ad Hoc Committee

Agenda
April 29, 1999

I. Review

- o Caltrans spacing allows Billboards up to 100 and 500 feet apart
- o Committee directive to research limiting and/or prohibiting Billboards
- o Committee directive to propose uniform directional sign criteria

II. New Information

- o County Sign Code - Winery Directional Signs
- o PRVGA - TOD Generic Sign Program

III. Sign Code Amendment Package

- o Allow for Winery Directional Signs in City limits
- o Provide for TOD program
- o Billboard Regulation Options

III. Calendar

- o May 18, 1999 - City Council to present findings of Committee and confirm direction of Sign Code Amendment (Draft report by 5/8/99)
- o May/June - Optional time for a workshop/meeting with PRVGA members and interested parties (if directed by City Council)
- o June 22, 1999 - Planning Commission hearing on code amendment
- o July 6, 1999 - City Council hearing on code amendment
- o July 20, 1999 - Continued City Council hearing on Sylvester Winery

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ADDRESSES
BILLBOARDS

- (3) Except as provided by Section 22.04.310, any off-premise sign that directs attention to a business, service, product, or entertainment not sold or offered on the premises on which the sign is located, including but not limited to billboards and other off-premise outdoor advertising signs.
- (4) Signs consisting of any moving, rotating, flashing, or otherwise animated light or component, except for time and temperature displays and barber poles.
- (5) Any sign or sign structure identifying a use or activity that has not occupied the site for a period greater than six months.

[Amended 1982, Ord. 2091; 1984, Ord. 2163; 1986, Ord. 2250; 1994, Ord. 2696; 1995, Ord. 2741]

22.04.308 - Measurement of Sign Area: For the purpose of evaluating whether a sign is in conformity with the provisions of this Title, the area of a sign is to be measured as the number of square feet of the smallest rectangle within which a single sign face can be enclosed, as follows:

- a. **Sign faces counted.** Where a sign has two faces containing sign copy, which are oriented back-to-back and separated by not more than 36 inches at any point, the area of the sign is to be measured using one sign face only.
- b. **Wall-mounted letters.** Where a sign is composed of letters individually mounted or painted on a building wall, without a border or decorative enclosure, the sign area is that of the smallest single rectangle within which all letters and words can be enclosed.
- c. **Three-dimensional signs.** Where a sign consists of one or more three-dimensional objects such as balls, cubes, clusters of objects or sculptural or statue-type trademarks, the sign area is to be measured as the area of the smallest rectangle within which the object(s) can be enclosed, when viewed from a point where the largest area of the object(s) can be seen.

[Amended 1981, Ord. 2063]

22.04.310 - Signs Allowed - Type and Area: The following signs are allowed on a site subject to approval of a sign permit (Section 22.04.306a), in addition to any exempt signs allowed by Section 22.04.306b.

- a. **Sign area limitations by land use category.** The number and area of signs allowed on a site shall be as follows, based upon the land use category of the site, except where subsection c of this section would also allow specialized signing:

is to be 50 feet above grade, provided that the Planning Commission may require a reduced height where deemed appropriate.

- (4) **Viticultural area signing.** Each area of San Luis Obispo County recognized as an American Viticultural Area by the U.S. Department of the Treasury, Bureau of Alcohol, Tobacco and Firearms (BATF), may be identified by roadside signs:
- (i) **Required sign location.** On private property along a state highway, at or within the boundary of the viticultural area as determined by BATF.
 - (ii) **Maximum area and height.** A maximum area of 80 square feet and a maximum height of 12 feet above the elevation of the adjoining roadway.
 - (iii) **Sign copy.** Shall consist only of the phrase "Entering the (Applicable Name) Viticultural Area", or equivalent approved by the Planning Director.
- (5) **Winery directional signs.** In addition to any signs allowed by subsection a of this section, approved wineries or winery tasting rooms in rural areas may also establish a maximum of two off-premise signs on private property, where allowed by state law adjacent to roads leading to the winery and/or tasting room, for the purpose of directing patrons to the site.
- (i) **Maximum area and height.** A maximum area of 32 square feet and a maximum height of 10 feet above the elevation of the adjoining roadway.
 - (ii) **Appearance.** All winery directional signs shall be of a uniform design, to be approved by the Planning Director.
 - (iii) **Sign copy.** Shall consist only of the name of the winery, the distance and direction from the sign.
- d. **Exceptions to sign standards.** Greater numbers of signs or areas of signing larger than the requirements of subsections a or c of this section require Development Plan approval.

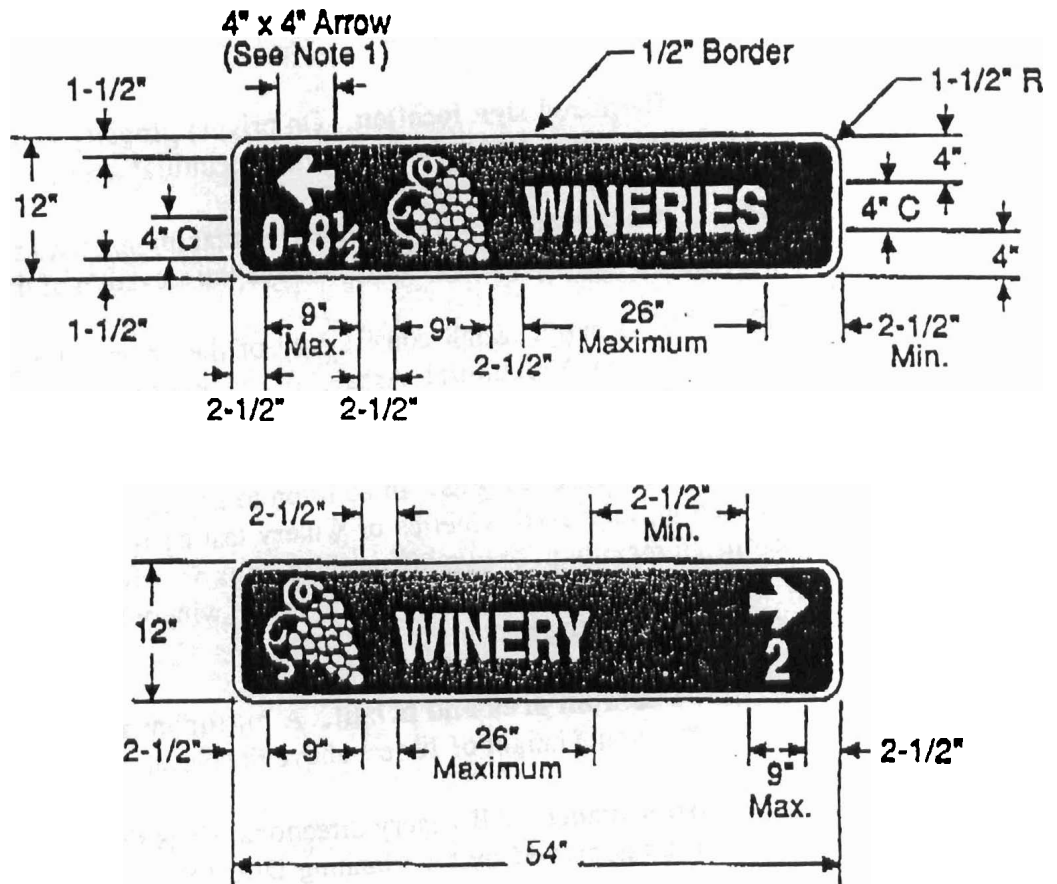
STATE OF CALIFORNIA - DEPARTMENT OF TRANSPORTATION

MUTCD NUMBER None

JAN 30 1997

CODE SG4
Lt. &

Typical TOD Sign Layout - 1 Line



Notes:

1. For arrow dimensions, see Typical TOD Sign Arrow sheet.
2. Distances should be to the nearest whole mile, but the nearest 1/4 mile may be used to avoid any confusion to the motorist.
3. Letter size for fractions, when used, is 2"C.
4. All trailblazer signs should be in place, before this sign is placed on the State highway.
5. All signs on State highways shall be installed per Caltrans Standard Plans RS1 and RS2, Roadside Sign Typical Installation Details No. 1 and No. 2. Except that the minimum distance from the bottom of the sign to the ground shall be 7'-2" for the top sign, 6'-1" for the second sign and 5'-0" for the bottom sign.

COLORS
 BORDER, SYMBOL & LEGEND - WHITE (REFLECTIVE)
 BACKGROUND - BLUE (REFLECTIVE)



VINTNERS ♦ GROWERS

**PREMIUM GRAPES AND
AWARD-WINNING WINES**

RELEVANT TODS ELIGIBILITY REQUIREMENTS

() **Adjacent to the Highway**

“No business or attraction shall be eligible for a generic tourist oriented directional sign if it is adjacent to, and visible from the highway.”

() **Distance from Highway**

The business or attraction can be no farther than 10 miles from a highway.

() **Hours of Operation**

In order to qualify for TODS, the business must be: “Open to the public at least 40 hours per week and six days per week, for a minimum of three continuous months per year, and maintain regular hours and schedules.”

() **Non-freeway or Interstate Signing**

Through Federal Highway Administration, TODS can not be placed on interstates and freeways: they can only be used on conventional highways. 101 has been interpreted as being a freeway through and south of Paso Robles, and deemed an expressway with limited access control, north of Paso Robles.

() **On-premise and Off-premise Signing**

“The department shall also take into consideration whether a business, attraction, or facility has existing on-premise or off-premise advertising structures located nearby a state highway when determining its eligibility for a generic tourist oriented directional sign.”

() **Supplemental Signing**

There may be a need for sufficient supplemental signage to be installed before CalTrans will issue a permit or TODS signing. CalTrans will determine the number of signs needed to guide a motorist to the facility and back from, the destination. “Facilities for which signing is provided shall be located on a reasonably direct and maintained route and have sufficient signing to guide the motorist to the facility and back to the highway, as determined by the department.”

Winery Name: _____

Post Office Box 324
Paso Robles, CA 93447

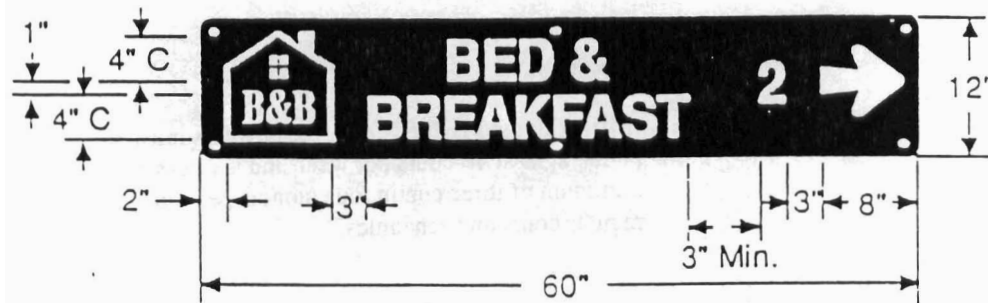
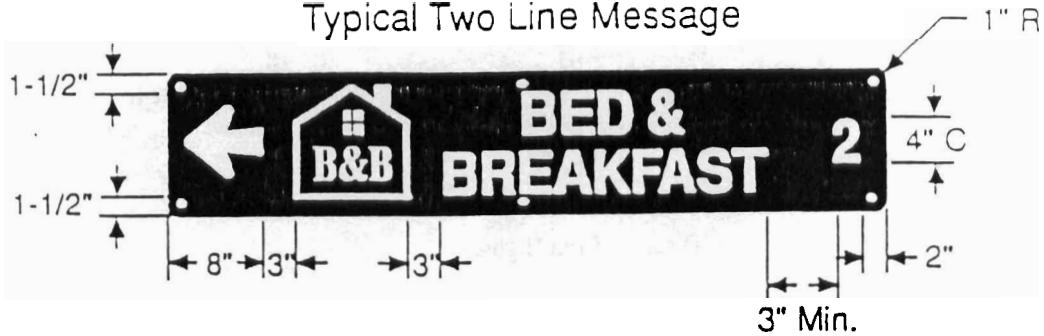
805/239-8463
Fax 805/237-6430

18-9

MUTCD NUMBER None

CODE SG44P

Typical Two Line Message



Typical One Line Message



COLORS
 BORDER & LEGEND - WHITE (REFLECTIVE)
 BACKGROUND - BLUE (NON-REFLECTIVE)

THE POLICY FOR INTENDED USAGE OF THIS SIGN IS SHOWN ON REVERSE SIDE.

[Signature]
 CHIEF OFFICE OF SIGNS AND DESIGNATION

3/16/95
 DATE

REVISION

18-10
 REVISION

NEW YORK STATE WINERY TRAIL SIGN

Follow the Grapes...



...to the wine regions, along the wine trails,
and to individual wineries.

Billboard Options

Option 1 - No New Billboards

- o Would not require removal of existing

Option 2 - Allow New Billboards - Subject to Performance Standards

- o Minimum Spacing (discuss)
- o Size (no bigger than existing Martin signs - 12' x 24')
- o Height (no higher than existing signs - 35 feet to top)
- o Construction Quality
- o Landscaping at Base
- o No electronic signs
- o Subject to Caltrans permit approvals

18.116.020

Mcg Williamson
City of Paso Robles

D. One political sign not exceeding thirty-two square feet in sign area. No political sign shall be displayed earlier than ninety days prior to the election in which the candidate or ballot measure will be voted on. All political signs shall be removed within ten days thereafter, except that a sign on behalf of a candidate who is successful in a primary election may be retained for the general election. Removal of political signs shall be the responsibility of the property owner. (Ord. 878 § 1, 1988; Ord. 601 § 1 (part), 1979; prior code § 12601)

18.116.030 Signs allowed upon grant of a permit.

In addition to signs allowed by Section 18.116.020, the following signs may be permitted where indicated, but only upon grant of a permit by the director of the department of conservation, development and planning. All applications for a sign permit shall be accompanied by that fee established by resolution of the board of supervisors.

A. Directional Signs.

1. Two directional signs per business, institution or facility on any lot in any zone. Such signs may be single or double faced. The director may allow two additional single- or double-faced directional signs based on a finding that the request and need for said additional signs meets the following criteria:

- a. The business, institution or facility requesting the additional sign(s) is located more than one-half mile, measured on a straight line, from the nearest major county road or state highway, or
- b. The business institution or facility, as a result of topography or vegetation or both, is not visible from the nearest major county road or state highway.

2. The director, in issuing a permit hereunder, shall require compliance with the following standards and specifications in addition to any other conditions imposed on such permit:

- a. Dimensions: no directional sign shall be more than one foot wide or three feet long.
- b. Color: directional signs shall employ a white reflectorized legend on a blue background.
- c. Copy: copy should be four-inch-high capital letters.
- d. Location in right-of-way: directional signs may be located within a county road right-of-way, but only upon the approval of the director of public works given prior to the approval by the director of the department of conservation, development and planning;

B. Identification Signs. Where signage is not approved by use permit or sign permit pursuant to a comprehensive sign plan, the following signs may be permitted:

- 1. One on-site freestanding sign not exceeding sixty square feet in total sign area and not exceeding thirty square feet in sign area per face; or
 - 2. One on-site wall sign not exceeding twelve square feet for each business located on the lot.
- C. Temporary canvas signs, banners, promotional flags, pennants, streamers or similar devices;
D. Temporary off-site signs;

E. Relocation of off-site signs due to road realignment: signs directing the traveling public to historically significant locations or facilities may be relocated to a new site within one-half mile of the original site. Modifications in size, height or location may be approved if it is determined reasonable and necessary under particular circumstances. (Ord. 1046 § 4, 1993; Ord. 1036 § 1, 1993; Ord. 919 §§ 2, 3, 1989; Ord. 878 § 2, 1988; Ord. 775 § 2, 1984; Ord. 601 § 1 (part), 1979; prior code § 12602)

18.116.035 Comprehensive sign plan.

A. No sign shall be issued for any business located within a multitenant commercial complex (two or more tenants) located in any commercial zoning district unless a use permit for the complex contains specifications for all signs that are consistent with these requirements, or a comprehensive sign plan (CSP)

Highway Corridor Sign Research

- Does your community have regulations in place to prohibit Billboards?
- Do you allow for directional signs for businesses or activities near your highway corridor?
- Any special provisions for identifying wineries or other tourism related uses?
- Does the chamber or wine growers association have special sign programs in place?

City of Calistoga - Colleen Morris/Jo Noble (707) 942-2827

- ◆ Prohibit Billboards
- ◆ On-site signs only
- ◆ Can't direct from one location to another business location

City of Napa - Steve (707) 257-9530

- ◆ Prohibit Billboards
- ◆ Allow Off-site Directional only for subdivisions (only if located in the City limits)
- ◆ No special directional signs for wineries or tourism (wineries outside of city limits)
- ◆ City-wide signage program being established to direct visitors to Visitors Centers
- ◆ Visitor Centers disseminate maps and information on visitor industries
- ◆ American Center for Wine, Food and the Arts (private) being developed on River

Napa County - Will Selleck (707) 253-4416

- ◆ Prohibit Billboards
- ◆ Off-site directional signs for Wineries permitted subject to following criteria:
 - ◆ Zoning Administrator Permit (public hearing)
 - ◆ Approval from Cal Trans (proof required up front)
 - ◆ More that ½ mile from highway or not visible
- ◆ Uniform Design criteria:
 - ◆ 1' (wide) x 3' (tall)
 - ◆ Blue background
 - ◆ White - 4" tall reflective capital (block) letters
 - ◆ Winery name only (no extra information on hours or logo)
- ◆ Copy of their standards attached

Sonoma County (707) 527-1900

Unable to reach (message left)

Call between 9:00-10:45 or 1:00-3:45 only (1 planner on duty)

St. Helena - Carol Pool (707) 963-2741

Message left -

Yountville - Dane Anderson (707) 944-8851

Message left

Carmel (408) 620-2010

Message left