



City of Colusa, California

STAFF REPORT

DATE: March 4, 2026
TO: Planning Commission – Action Item – Public Hearing
FROM: Jake Morley, Planning Consultant

AGENDA ITEM: Wastewater Treatment Plan Annexation (WWTP #2), including the Colusa Triple Crown Special Use Permit (Cannabis), Development Agreement, Site Plan Review, Tentative Subdivision, as well as a Colusa Municipal Code Amendment, A General Plan Map Amendment, and Rezone.

Recommendation: Planning Commission to open the Public Hearing and review, make a recommendation to the City Council for the Wastewater Treatment Plan Annexation, Colusa Triple Crown Special Use Permit (Cannabis), Development Agreement, Site Plan Review, Tentative Subdivision Map, as well as a Colusa Municipal Code Text Amendment, A General Plan Map Amendment, and Rezone.

Proposed Motion: I move that the Planning Commission adopt Resolution No. 26-___, recommending that the City Council adopt the Mitigative Negative Declaration and approve the Wastewater Treatment Plan Annexation (WWTP #2), Colusa Triple Crown Special Use Permit (Cannabis), Development Agreement, Site Plan Review, Tentative Subdivision Map as well as a Colusa Municipal Code Text Amendment, A General Plan Map Amendment and Rezone.

SUMMARY

The proposed project is located just east of the City of Colusa's Wastewater Treatment Plant (WWTP) and includes the following components:

1. Annexation of city-owned agricultural land and lands known as Brookins Ranch. All the property is within the Sphere of Influence for the City. Brookins Ranch is identified in the 2007 General Plan as a future growth area with a zoning designation of R-1 Single-Family Residential. The city owns the remaining portion of the property and currently leases it for agricultural purposes. The total annexation area consists of 10 separate assessor parcel numbers (APNs 017-020-024, -025, -026, -027; 017-030-079, -080; and 015-130-128, -129, -068 and -082) totaling approximately 694.85 acres, including right-of-way.
2. Approval of the Colusa Triple Crown (CTC) – Special Use Permit (Cannabis). The CTC facility will occupy approximately 88.97 acres of city-owned land that directly abuts the WWTP to the east. CTC intends to develop the site into 10 individual structures over 3 to

8 years, totaling 2,130,000 square feet of cannabis research and development space. Additional CTC elements include a Development Agreement, a Tentative Subdivision Map, and a Site Plan Review Permit.

a. Colusa Triple Crown – Development Agreement

Colusa Municipal Code (CMC) text amendment, which would add a new designation to the CMC. This designation, A-G Agricultural, mirrors the existing E-A Exclusive Agricultural as currently designated in the County of Colusa.

3. Colusa Municipal Code (CMC) text amendment, which would:

a. Add CMC Appendix A - *Article 17.5 A-G Agricultural District* to the municipal code. This designation, A-G Agricultural, is similar to the existing E-A Exclusive Agricultural as currently designated in the County of Colusa.

b. Modify CMC Appendix A - *Article 21.5 Cannabis Regulations*, to permit cannabis operations in the A-G Agricultural zoning district.

4. General Plan Amendment – designation of the approximately 509 acres of city-owned land as Agricultural on the General Plan Diagram, while the approximate 161 acres of Brookins Ranch property will inherit the Low Density as identified in the 2007 General Plan. Currently, the County has Brookins Ranch designated Industrial, while city-owned land is designated Agricultural.

5. Rezone the city-owned land so that it has an A-G Agricultural zoning designation. At the same time, the Brookins Ranch property will inherit the R-1 Single Family zoning district as identified in the 2007 General Plan.

BACKGROUND:

In 2024, the City of Colusa approved the Colusa Triple Crown (CTC) Special Use Permit for a cannabis operation on approximately 83.66 acres (APNs 002-270-002, 002-270-003, 002-270-004, 002-270-005, 002-270-006, 002-270-007, 002-270-008) on the northeastern side of Colusa, just north of East Clay Street. This property is currently designated Industrial on the General Plan and located in the M-1 Light Industrial zoning district.

Following that approval, the city entered discussions with CTC to potentially locate the cannabis facility near the Wastewater Treatment Plant (WWTP) on the western side of the city. The CTC site would be situated on 88.97 acres of city-owned land, which would be conveyed to CTC, and the city would then receive the property on East Clay Street. The applicant agreed that the new location offered better construction opportunities, greater security, and reduced proximity to nearby residential and commercial properties.

The potential relocation would also provide CTC with the opportunity to use treated wastewater from the WWTP, commonly known as purple pipe water, which was recently installed in the city.

This relocation would allow CTC to construct its facility. At the same time, the city would investigate the East Clay Street site as a potential regional sports venue with organized play fields and supporting improvements and facilities. It should be noted that there are no proposed development plans or sufficient details to provide any meaningful analysis of the potential

regional sports venue, as the topic is currently supported by the council but not budgeted, studied, or planned. When such a plan is proposed, additional environmental review and analysis will occur.

ANALYSIS:

Annexation

Under state law, the city may have property outside its boundaries and remain within city limits if the land is dedicated to the treatment of the affluent, as is the case for the WWTP. In this instance, the city also owns approximately 509 acres of agricultural land that abuts the WWTP on its eastern border and extends east and south toward the main limits of Colusa. Although the city owns these agricultural lands, they are not within limits but are within the Sphere of Influence. As such, these lands are also subject to property taxes in the County. But once annexed, the city would no longer be required to pay property tax upon city-owned land within its limits.

In addition to the city-owned land, the landowner of 161.4 acres, known in the General Plan as Brookins Ranch, expressed a desire also to be annexed to the city. With the combination of city-owned and Brookins Ranch, the entire annexation area would now be connected to the central portion of the city limits.



Figure 1: Annexation boundary highlighted in green. Existing City Limits are highlighted in yellow, and the Colusa Triple Crown facility would be in the boundary highlighted in red.

Brookins Ranch

Brookins Ranch is identified in the 2007 General Plan as a Special Planning Area (SPA-2) and was analyzed in the General Plan Environmental Impact Report (EIR) for potential development. The General Plan states:

Brookins Ranch Estates – The Brookins Ranch Estates property consists of a 161.4-acre vacant site located on unincorporated land adjacent to the southwest boundary of Colusa. It is bounded on the west by Will S. Green Avenue, on the north by Colusa High School, on the east by Tennant Estates subdivision (approximately one-quarter mile west of Wescott Road), and on the south by the old railroad right-of-way. The site, designated Agriculture Transition (A-T) in the Colusa County General Plan, has not been farmed recently but contains farm buildings and a single-family residence.

The City’s intent for this planning area is that it be annexed to the City with a land use designation of low-density residential LDR. Based on a mid-range density of six dwelling units per acre, the General Plan would allow for maximum development of approximately 600 units. Brookins Ranch would be developed as a planned development to provide flexibility in site design and density distribution.

At the time of the creation of the 2007 General Plan, the Brookins Ranch Estates was an active project with a proposal of 600 single-family lots, a fire station, two parks, additional right-of-way to allow connection to the high school, as well as traditional urban development consisting of storm drainage, water, sewer, and power, etc.

But in 2008-2009, the “Great Recession” occurred, and the application subsequently stopped and has since expired. There are currently no applications or discussions regarding the development of the SPA area. If such an application were submitted, the site would be evaluated and analyzed, followed by an environmental review.

General Plan Amendment and Rezone to change the parcel land use designations and zoning as follows:

Property	Designations	Current County Designation	Pre-zone	Proposed City Designations
Brookins Ranch	General Plan:	Industrial	Low Density	Low Density
	Zoning:	M-1 Light Industrial	R-1 Single Family	R-1 Single Family
City-Owned Agricultural Land	General Plan:	Agricultural	Urban Reserve	Agricultural
	Zoning:	E-A Exclusive Agricultural	UR – Urban Reserve	A-G Agricultural

Municipal Code Text Amendment

Currently, the city does not have A-G Agricultural zoning development standards. As such, a new A-G Agricultural zoning is proposed. This proposed district is similar to the existing E-A Exclusive Agricultural zoning district, as found in the Colusa County Municipal Code. Staff is making recommendations for modifications, including reducing the lot size from 40 acres to 5 acres and removing the Airfield land use designation.

Additionally, Appendix A - Article 21.5 Cannabis Regulations would be modified to permit cannabis operations in the A-G Agricultural zoning district, as it is currently allowed only in the

M-1 Light Industrial, M-2 General Industrial, and M-L Limited Manufacturing zoning districts. No other changes to Article 21.5 are proposed.

Colusa Triple Crown Facility

The proposed Colusa Triple Crown (CTC) facility will be placed on approximately 88.97 acres (portion of APN 017-020-026), which is immediately east of the WWTP. CTC intends to develop the site into a 2,130,000-square-foot cannabis research and development facility. The facility will include an energy-efficient indoor space for cannabis cultivation and plant processing; facilities for creating and infusing products; a testing laboratory for internal product monitoring and quality control; research and development; a training center and distribution center; a non-storefront dispensary; and a corporate office. The park facility is planned for development in 5 phases and construction over a 3- to 8-year period. The site will be developed to include additional features, including parking, trash enclosures, storage areas, and utility improvements. The maximum height of the structures will be 44 feet.

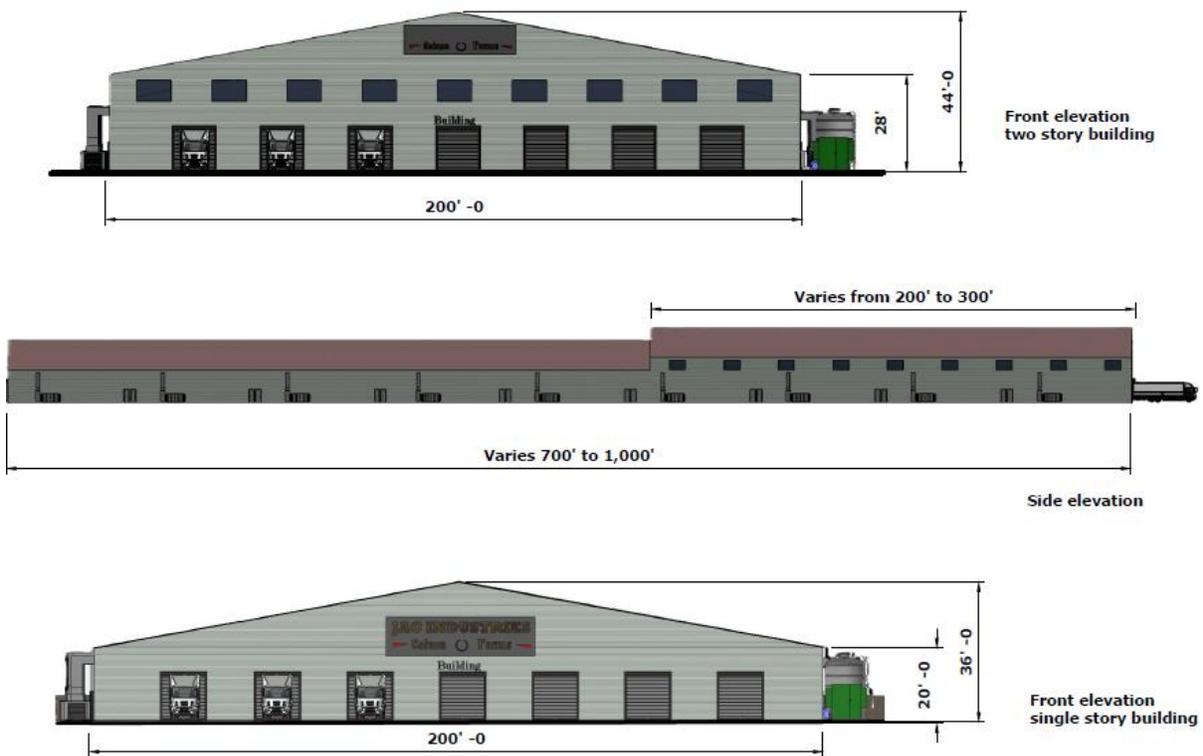


Figure 2: CTC Proposed Elevations

CTC Project Details

The CTC facility would include energy-efficient indoor space for cannabis cultivation, plant processing spaces, facilities for creating infused products, a testing laboratory for internal product testing, research/development and training centers, a distribution center, a non-storefront dispensary, and corporate offices. The facility will have square footage dedicated to administration, research and development, distribution, warehousing, manufacturing, nursery, and non-storefront retail (delivery).

The following table breaks down the anticipated square footage associated with each specific operation:

CTC Anticipated Square Footage Operations

Total Net Useable Square Footage	Phase 1	Phase 2	Phase 3	Phase 4	Phase 5	Total Square Footage
Un-Usable Square ft. (Hallways/Bathrooms)	35,200	35,200	35,200	32,000	32,000	169,600
Cultivation	260,000	274,000	286,000	240,000	240,000	1,306,000
Processing/Trim	26,400	35,200	31,200	24,000	24,000	140,080
Administration	8,800	8,800	8,800	8,800	8,000	42,400
Manufacturing	8,800	8,800	8,800	8,800	8,000	42,400
Nursey	6,800	4,400	4,400	4,000	4,000	23,600
Sales/Marketing	6,800	8,800	8,800	8,000	8,000	40,400
Warehouse	39,200	34,000	22,000	32,000	32,000	159,200
Distribution	332,00	22,000	26,000	32,000	32,000	145,200
R&D	4,000	4,400	4,400	4,000	4,000	21,200
Foodservice	4,000	4,400	4,400	8,000	8,000	29,200
Totals	440,000	440,000	440,000	400,000	400,000	2,120,000

Colusa Municipal Code (CMC) Chapter 12F – Cannabis Business Regulatory Permit and Appendix A – Article 21.5 Cannabis Regulations allows cannabis manufacturing businesses to operate in specific zoning districts, subject to city approval of a special use permit. CMC has strict standards for cannabis applications, operations, and facilities, including maintaining insurance and indemnifying the city against all claims, damages, etc., arising from the operation of the cannabis business facility, and having secure plans in place. Cannabis operations are also required to meet the CMC standards for noise and nuisance requirements. In this instance, Cannabis has specific odor control requirements that operators shall provide a sufficient odor-absorbing ventilation and exhaust system so that odor generated inside the facility is minimized to the greatest extent practicable.

CTC will also be regulated by the Department of Cannabis Control (DCC), a state regulatory agency that licenses, inspects, and oversees all cannabis activity in the state.

Additional CTC Details

- Nursery cultivation operations will be entirely indoors under mixed-light conditions.
- Manufacturing would consist of equipment, an internal testing laboratory, and control equipment.
- Administration space would consist of record keeping, storage, office, break area, and security.
- Distribution and Warehousing would serve as a center where orders would be filled, packed, and shipped.

Tentative Subdivision Map

CTC proposes to divide the 86-acre site into 10 parcels, ranging in size from 10.83 acres to 6.44 acres, with an average parcel size of 8.60 acres

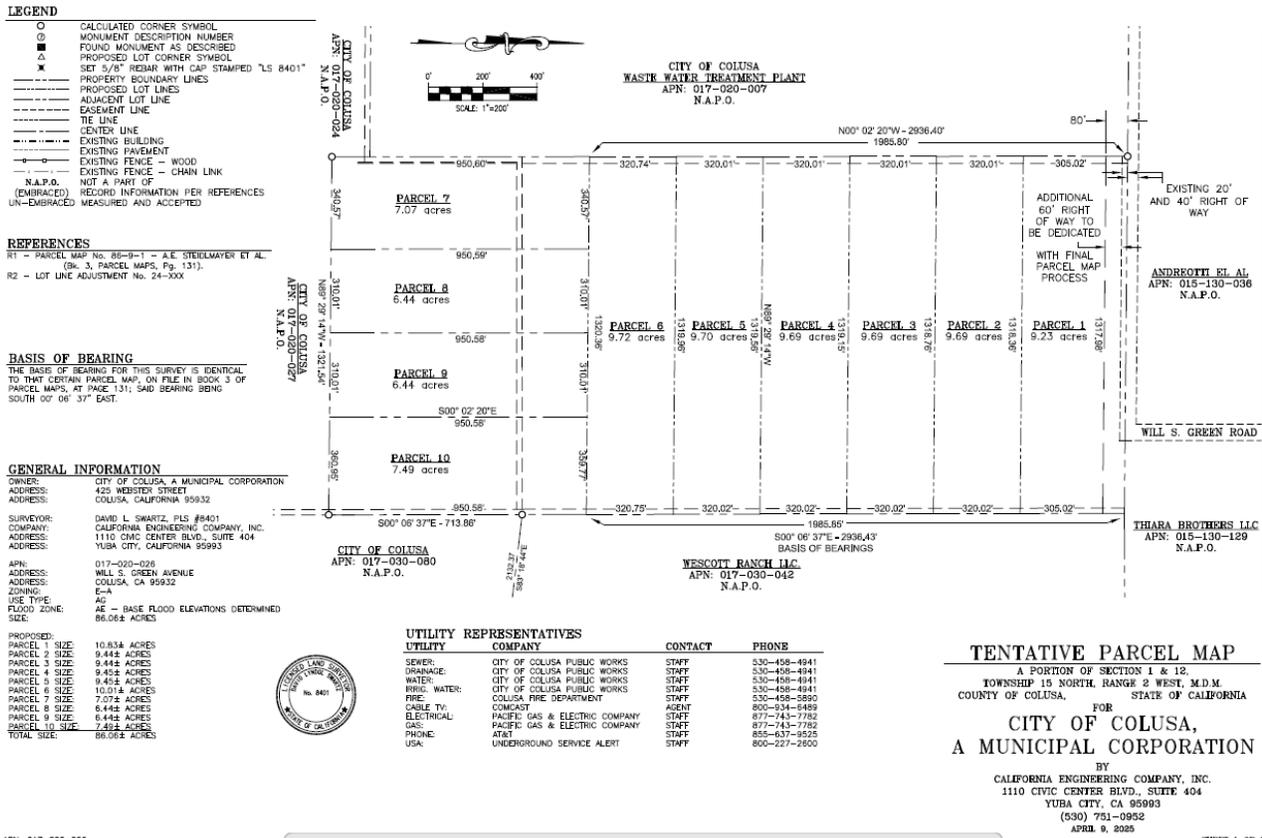


Figure 3: Proposed Tentative Subdivision Map

Levee System

Main access to the site will be from Will S. Green Road from the north, with emergency/secondary access permitted from the south, connecting to Wescott Road. A levee system will surround the project site. This embankment will start approximately on Will S. Green Road, where the abandoned railroad right-of-way crosses the road. The embankment will gradually rise to an elevation approximately 1 foot above the existing base flood elevation, which is approximately 54 feet. This improvement will be on Will S. Green Road and will connect to the existing levee system that surrounds the WWTP. The CTC site will then construct additional levees along the south and east property lines to fully encircle the site.

Water Utilization

Part of the interest in relocating the CTC project from East Clay Street to the site next to the WWTP is that the CTC facility could use recycled or reclaimed water ("purple pipe") from the WWTP. Purple pipe water is highly treated reclaimed wastewater from WWTPs that can be used for non-drinking purposes, such as landscape irrigation and industrial cooling. It is referred to as the purple pipe because the associated infrastructure (pumps, pipes, valves, etc.) is used to

prevent accidental cross-contamination with safe drinking water; the color serves as a clear visual warning that it is not for consumption.

Purple pipe infrastructure was installed in 2024 for utilization on 509 acres of city-owned agricultural lands. Cannabis is recognized as an agricultural product; as such, it can benefit from using the purple pipe, which is expected to have an estimated total capacity of 450,000 gallons per day.

Once the CTC facility has full water capacity, an estimated total of 44,640 gallons of purple pipe water, it will utilize reverse osmosis (RO) to reclaim further its own agricultural water used for hydroponic purposes. It is anticipated that the RO system will reclaim approximately 98% of its daily usage, resulting in approximately 43,740 gallons of internally captured water, and 670 new gallons of purple pipe will be introduced.

Development Agreement to reflect the changed development potential associated with the new General Plan designations and rezoning. The Development Agreement acknowledges the new location, land swap with the City for the East Clay, terms of the agreement, and assurances of development fees not to change over the course of build out.

Colusa County Airport Land Use Commission

On November 17, 2025, Colusa County Airport Land Use Commission (ALUC) reviewed the entire proposal, including the CTC facility, the General Plan amendment, Rezone, and municipal text amendments and found the project to comply with the 2014 Colusa County Airport Land Use Compatibility Plan in that the proposed changes are consistent with the B1, C1, and C2 Compatibility Zones.

GENERAL PLAN

Brookings Ranch will receive a General Plan designation of low density and a zoning designation of R-1 Single Family Residential. In contrast, the city-owned agricultural lands will receive a General Plan designation of Agricultural and a new zoning designation of A-G Agricultural. The Brookins Ranch is compatible with the surrounding lands, including Colusa High School to the north and existing residential to the north and east. At the same time, the western portion of the site abuts city-owned land known as the Perilli Building. The Agricultural lands will be bounded on the east, south, and west by agricultural lands, with a small portion to the north abutting Brookins Ranch and its R-1 zoning. The agricultural designation abuts the WWTP along a portion of its western property line.

The following General Plan Goals, Policies, and Actions apply to the project:

Goal LU-5: To ensure growth occurs in an orderly, compact, and efficient manner, so that municipal services and infrastructure can be extended at the least possible cost.

Policy LU-5.3: The City shall limit annexations and future urban development to land within the sphere of influence for this General Plan through the year 2025.

Policy LU-6.1: Growth shall provide a strong diversified economic base and a reasonable balance between employment and housing for all income groups.

Policy LU-6.3: Growth shall be managed to ensure that adequate public facilities and services are planned for and provided in a manner that protects the public's health, safety, and welfare.

Goal LU-10: To promote an expanding and increasingly diversified local economy that will meet the employment needs of local residents and strengthen the local tax base.

Policy LU-10.1: The City shall make every effort to attract new jobs-producing businesses that will maximize economic benefits to current and new residents and businesses.

Policy CCD-9.5: Lighting shall be designed to control glare and minimize light spillage onto adjacent properties and into the night sky.

Policy CCD-9.7: Security lighting shall be effective while confining illumination to the property on which the fixtures are located.

Goal MFS – 1: To provide civic, community, and maintenance facilities for both new development and existing residents and businesses at a level that will maintain and improve the standard of living for the entire community.

FINDINGS

General Plan Amendment Findings

The Planning Commission must make a written recommendation to the Council whether to approve, approve in modified form, or deny the proposed General Plan Amendment based on the required findings noted below.

1. *The proposed amendment is internally consistent with the plan being amended.*

The General Plan will remain internally consistent because the land known as Brookins Ranch is identified as Low Density on the 2007 General Plan diagram, a designation it will receive upon annexation to the city limits. The city-owned lands will receive an Agricultural designation, which is how the property is currently identified in the county and how it is currently being used. The change from the county designation of Industrial to Low Density for the Brookins Ranch land, and from the county Agricultural to the city Agricultural designation, does not affect the City's ability to serve either property.

2. *The site is physically suitable, including access, provision of utilities, compatibility with adjoining land uses, and absence of physical constraints, for the proposed land use or development.*

There are no physical or environmental constraints on the properties that would prohibit future residential use on the Brookins Ranch site or agricultural use on the city-owned agricultural lands. Utilities such as electricity, sewer, and water are available at both locations and are served by existing public rights-of-way.

Rezone Findings

The Planning Commission must make a written recommendation to the Council whether to approve, approve in modified form, or deny the proposed zoning map amendment based on the required findings noted below.

1. *The proposed amendment is consistent with the General Plan, any applicable specific plan, and any applicable neighborhood and area plans.*

The proposed rezone of Brookins Ranch from county zoning M-1 Light Industrial to R-1 Single-Family would be consistent with the General Plan's Low Density designation. While the proposed rezone of county zoning from E-A Exclusive Agricultural to city A-G Agricultural would be consistent with the General Plan designation of Agricultural. Both rezones would be internally consistent with the General Plan for the reasons cited above.

2. *The site is physically suitable, including, but not limited to, access, provision of utilities, compatibility with adjoining land uses, and absence of physical constraints, for the requested zoning designations and anticipated land use and development.*

There are no physical or environmental constraints on the properties that would prohibit future residential use on the Brookins Ranch site or agricultural use on the city-owned agricultural lands. Utilities such as electricity, sewer, and water are available at both locations and are served by existing public rights-of-way.

Use Permit Findings

The Planning Commission must make a written recommendation to the Council whether to approve, approve in modified form, or deny the proposed cannabis use permit based on the required findings noted below.

1. *That the establishment, maintenance or operation of the use or building applied for will or will not, under the circumstances of the particular case, be detrimental to the health, safety, peace, morals, comfort, and general welfare of persons residing or working in the neighborhood of such proposed use, or to be detrimental or injurious to property and improvements in the neighborhood or to the general welfare of the city.*

The proposed cannabis facility is in a portion of the city with no residential development; the nearest residence is approximately 1,200 linear feet (0.22 miles) to the northeast. Placing the use next to the city's WWTP would inherently limit its visibility within the city, as the cannabis facility is at the end of Will S. Green Road, which serves only to access the WWTP and the surrounding agricultural lands. The location is therefore not frequently visited by the public, as there are no goods, services, or commercial districts in the area. Instead, the area consists of the city's WWTP, which employs only city employees, and agricultural lands, which receive maintenance and upkeep only when farming practices require it. The facility must comply with Colusa Municipal Code Appendix A, Article 21.5 – Cannabis Regulations, which sets forth regulatory requirements that facilities shall abide by, including odor and venting controls. Similarly, cannabis would also be further regulated by the state through the Department of Cannabis Control, which licenses and regulates all commercial cannabis activity.

PUBLIC CONTACT

On January 29, 2026, a 30-day public hearing notice was mailed to all landowners within 300 feet of the project boundary, and a legal notice was published in the Pioneer Review on February 6th. Notices were placed at the County's Recorder's Office, at City Hall, and also made available on the city's website at <https://cityofcolusa.com/public-notices/>. Tribal Consultation was completed in compliance with AB 52 and SB18 as part of the California Environmental Quality Act review. Based on the results of an Initial Study, a Mitigated Negative Declaration (SCH Number 2026010040) was prepared for the project. The Mitigation Monitoring Reporting Program (MMRP) is attached as Exhibit III. As of the date of this report, staff have not received any inquiries or comments from the public. Due to the size of the Initial Study/Mitigated Negative Declaration document, it is available for review at <https://cityofcolusa.com/public-notices/>

BUDGET IMPACT: Once City owned lands are within the City Limits, the city will no longer be responsible to pay property tax on those parcels, which is approximately \$86,000 a year. Impact and inspection fees will be paid by the developer of the CTC site as structures submitted for construction.

ATTACHMENTS:

1. Planning Commission Resolution 26 - ___
2. City Council Resolution
 - Exhibit I – Tentative Subdivision Map dated April 9, 2025
 - Exhibit II – Project Details – Elevations – Pages 1 through 9
 - Exhibit III – Mitigated Monitoring Reporting Program (MMRP)
3. City Council Resolution
 - Exhibit I – General Plan Amendment Diagram
4. Ordinance – Development Agreement
5. Ordinance – Rezoning
 - Exhibit I – Zoning Map
6. Ordinance – Article 17.5 A-G Agricultural Zone Addition
7. Ordinance – Article 21.5 Cannabis Regulations Modification