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FEDERAL REGISTER

27 CFR Part 9

Establishment of the Temecula Viticultural Area

[T.D. ATF-188; Re: Notice Nos. 416 and 438]

49 FR 42563

October 23, 1984

ACTION: Final rule, Treasury decision.

SUMMARY: This final rule establishes a single viticultural area in Riverside County, California known as "Temecula." The proposals to establish two other viticultural areas in Riverside County, California to be known as "Murrieta" and "Rancho California" are not being adopted. This action is based on petitions submitted by the Rancho California/Temecula Winegrowers Association and Callaway Vineyard and Winery, Temecula, California, and is based on careful consideration of voluminous public comments and a public hearing. The establishment of viticultural areas and the subsequent use of viticultural area names as appellations of origin in wine labeling and advertising will help consumers better identify wines they purchase. The use of this viticultural area as an appellation of origin will also help winemakers distinguish their products from wines made in other areas.

EFFECTIVE DATE: November 23, 1984.

FOR FURTHER INFORMATION CONTACT: John A. Linthicum, FAA, Wine and Beer Branch, Bureau of Alcohol, Tobacco and Firearms, Washington, DC (202-566-7626).

TEXT: SUPPLEMENTARY INFORMATION:

Background

On August 23, 1978, ATF published Treasury Decision ATF-53 (*43 FR 37672, 54624*) revising regulations in 27 CFR Part 4. These regulations allow the establishment of definitive viticultural areas. The regulations also allow the name of an approved viticultural area to be used as an appellation of origin on wine labels and in wine advertisements.

On October 2, 1979, ATF published Treasury Decision ATF-60 (*44 FR 56692*) which added a new Part 9 to 27

CFR, providing for the listing of approved American viticultural areas, the names of which may be used as appellations of origin.

Section 4.25(e)(1), Title 27, CFR, defines an American viticultural area as a delimited grape-growing region distinguishable by geographical features. Section 4.25(e)(2) outlines the procedure for proposing an American viticultural area. Any interested person may petition ATF to establish a grape-growing region as a viticultural area.

ATF received petitions from the Rancho California/Temecula Winegrowers Association ("the Association") and Callaway Vineyard and Winery, Temecula, California, ("Callaway Winery"). The Callaway Winery petition was forwarded to ATF after the Association's petition and did not agree with many of the statements made in the Association's petition. In response to the two conflicting petitions, ATF published a notice of proposed rulemaking, Notice No. 416, in the Federal Register on July 27, 1982 (*47 FR 32450*), proposing the establishment of the "Temecula," "Murrieta," and "Rancho California" viticultural areas.

In this rulemaking, ATF considered all public comments received before, during, and after the first public comment period, which ended on September 10, 1982.

On January 20, 1983, ATF held a public hearing on this rulemaking in Temecula, California. (Notice No. 438, published in the Federal Register on December 10, 1982 at *47 FR 55498*). In preparing this final rule, ATF carefully considered the statements made and exhibits presented by the 31 witnesses at the hearing. During the hearing, ATF reopened this rulemaking for additional public comments.

Name

Historical evidence. The name "Temecula" is derived from the Luiseno Indian word "Temeku," a place name used by the local Indians. This word may be roughly translated as "place where the sun breaks through the white mist." According to the Callaway Winery petition, "It is reasonable to assume that the name the Indians applied to their land referred not to the village alone but also the surrounding area which is characterized by bright sun and misty marine air which flows into the area. * * *" Thus, the name "Temecula" applies, historically, to the entire approved area.

An excavation conducted in 1951 by the Archaeological Survey Association of Southern California determined that the area has been continuously occupied for about 900 years. (*Temeku, A Page from the History of the Luiseno Indians*, B.E. McCown, Archaeological Survey Association of Southern California Paper No. 3, p. 20 (1955)). The southern end of the area occupied by these Luiseno Indians was divided into land grants by Governor Micheltoreno of Mexico, as follows: Rancho Temecula (in 1844), Rancho Pauba (in 1844), Rancho Little Temecula (in 1885), and Rancho Santa Rosa (in 1846). In general, the outer boundaries of these four land grants, make up the outer boundary of the approved viticultural area. There is historical evidence that the name "Temecula" no longer applies to the northern half of the Temecula Land Grant (Rancho Temecula), after the establishment of the town of Murrieta in 1884.

According to Tom Hudson, author of *A Thousand Years in Temecula Valley* (Temecula Valley Chamber of Commerce, 1981), "The name 'Temecula' implies something more than just one village, or just one valley for that matter. Its connotation is wider than that. In fact, many of the first settlers referred to the entire surrounding countryside as 'The Temecula.' " (p.169). The Indian name "Estengvo Temecula" (literally, "Temecula Hot Springs") applied to Murrieta Hot Springs which was renamed in 1884 when the town of Murrieta was developed. These hot springs were used by the Indians for washing and bathing. (p. 78). The name "Laguna de Temecula" or "Laguna Grande" (literally, "Temecula Lake" or "Large Lake") was used by the early Spaniards to refer to Lake Elsinore, which was renamed in 1883 when the town of Elsinore was developed. (p. 8). "For a few years after that, homesites were advertised for sale 'at the north end of Temecula Valley.' Then with the change of the lake's name from 'Laguna Grande' to 'Lake Elsinore,' the entire land grant [Rancho La Laguna, north of the Santa Rosa and Temecula Land Grants] became known as Elsinore Valley and eventually as Lake Elsinore Valley. Temecula Valley had thus been reduced somewhat in size." (p. 77-78).

A similar reduction in the extent of the name "Temecula" occurred in 1884 when, south of the town of Elsinore, the town of Murrieta was developed in the northern half of the Temecula Land Grant.

Current evidence. The approved viticultural area is within a larger tract of land which made up the Vail Ranch from 1904 until it was sold in 1964. The public comment file contains a letter from James Vail Wilkinson, dated August 18, 1982. Mr. Wilkinson believes that "Temecula" would be the proper name for an area which is based on the old Vail Ranch properties. The village of Temecula is at the geographic center of the old Vail Ranch, and the business headquarters of the ranch was located near the village. Thus, until 1964, the name "Temecula" applied equally throughout the approved area.

The entire approved area is within the Elsinore Union High School District and will be served by a new high school which is in the planning stages. On January 13, 1983, the Elsinore Union High School District Board of Trustees reported, at its regular meeting, that the preferred name for the new high school, in a poll conducted with the assistance of the local news media, was "Temecula Valley High School." (Minutes of the Meetings of the Board of Trustees, January 13, 1983, p. 89). ATF believes that the existence of one high school district, unifying all of the approved area under the name "Temecula Valley High School," is more substantial evidence of the current usage of the name "Temecula," than the existence of two elementary school districts named "Temecula Union" and "Murrieta," both of which will be served by the new high school.

Evidence of postal delivery boundaries is inconclusive since only part of the area receives home postal delivery. However, the public comment file contains a letter, dated April 19, 1983, from Ms. Shirley Collins, Acting Postmaster of Temecula, stating that home delivery, throughout the approved area, will originate from the Temecula Post Office in the future. ATF recognizes, however, that service areas established by the U.S. Postal Service are based exclusively on the efficient handling of the mail, and may not always be appropriate for determining the boundaries of local place names.

Evidence submitted by McMillan Farm Management Company illustrates that the name "Temecula" has been used in marketing grapes grown throughout the approved area since 1977. Cilurzo Winery has used the Temecula appellation of origin on wines made from grapes grown on the Santa Rosa Plateau since 1979. These dates are close to the beginning of commercial viticulture in the area. Thus, the marketing of grapes has established application of the name "Temecula" to grapes grown throughout the approved area within the wine industry.

Other opinions. The first page of the Callaway Winery petition contains the following statement, "We see it [the Association's petition] as an attempt to ride the coattails of the name which has become a valuable, meaningful appellation for wine consumers." In disputing the Association's claim that their petition represents all of the winegrowers in the area, Callaway Winery asserts that the Association's petition, "* * * omitted to mention that the winery which has played a major role in creating local and national recognition for the 'Temecula' appellation, and which has produced an estimated 80% of all the wines which have been sold under that appellation, is not a part of the group and does not support its petition." Footnote 1 reads as follows, "Callaway Vineyard and Winery has sold approximately 210,000 cases under the Temecula appellation since its first releases in 1975. We estimate that all other wineries combined have sold approximately 50,000 cases under that appellation, at all times up to the present."

The Callaway Winery petition also claims that public attention to the area "* * * resulted from the investment and efforts of Callaway Vineyard and Winery. Callaway was not the first to plant grapes in Temecula, but the winery was the first to be built there, and it was, and is, the largest: Callaway has produced about 80% of all the wines ever labeled with a Temecula appellation."

ATF rejects the implication that the "Temecula," as an appellation of origin, is the exclusive property of Callaway Winery. The evidence shows that this appellation of origin has been used by other wineries and, moreover, the evidence presented supports establishing the Temecula viticultural area as an appellation of origin for an area larger than that proposed by Callaway Winery.

Summary. Based on both historical and current evidence, ATF believes that the name "Temecula" applies throughout the entire approved viticultural area. However, ATF believes that the town of Murrieta is no longer known by the name "Temecula" and should be excluded from the approved area.

Geographical Features Which Affect Viticultural Features

General. ATF believes that the climate is the unifying geographical feature affecting viticulture in the Temecula area, and that other geographical features are much less important. According to viticultural experts, Temecula is located at a latitude which is too tropical for grape-growing and the existence of a climate anomaly is the only reason that grape-growing is possible at this latitude. In *General Viticulture* by A.J. Winkler, *et al.*, the first sentence in the chapter on climate states, "Grapes are native to the warm temperate zone and their culture is most successful between 34 and 49 north and south latitude." [Temecula is located at 33 30 North latitude.] The authors also note that grapes can be successfully grown in anomalous microclimates outside these latitudes. They cite examples such as the Rhine Valley in Germany, where grapes are grown at 50 and 51 North latitude at low altitude with southern and western exposures, and Bolivia, where grapes are grown at 16 South latitude at altitudes above 9,000 feet. They also observe, "It is common knowledge that different localities at the same latitude and altitude differ greatly in climates. Local variations are very important, * * * because they affect greatly the choice of varieties, the training and pruning, the cultural practices, and the quality of the product."

Marine breezes. The climate anomaly in Temecula is marine breezes which cool the area to average temperatures at which grape-growing is possible. The cooling marine breezes enter the area through Deluz Gap and Rainbow Gap and, also by settling along the eastern slopes of the Santa Ana Mountains. The approved area ranges from approximately 15 miles to 30 miles, on a straight line, inland from the ocean. Along the San Mateo-Los Alamos Canyon and the Temecula Canyon, the principal avenues of the marine breezes, the western extremities of the approved area are approximately 19 miles and 22 miles, respectively, from the ocean. Marine breezes are an anomaly at this distance inland from the ocean, and without them, the climatic conditions at this latitude would normally be too tropical for grape-growing. The marine breezes affect the San Rosa Plateau and the Temecula Basin east of it, to a point, near the Oak Mountain Barrier, where the marine breezes begin to dissipate. Although ATF recognizes the opposing argument that different wind patterns affect the Santa Rosa Plateau and the Temecula Basin, the net result of the marine breezes is the same in both places, cooler microclimate than the surrounding area.

Heat summation. The following thermograph data, while showing wide diversity within the approved area, also shows that the approved area is significantly cooler than the surrounding area.

Thermograph locations	Heat 1 summation	Region
WITHIN APPROVED AREA		
Intersection of Rancho California Road and Anza Road	3,694	IV
DePortola Road, 1 mile northeast of the intersection with Monte De Oro Road	3,426	III
Murrieta Ridge, north of Teneja Road	2,783	II
Average of 6 weather stations northeast of town of Temecula	3,598	IV
Santa Rosa Springs	2,665	II
Unspecified location on Santa Rosa Plateau	3,106	III

OUTSIDE APPROVED AREA

Elsinore	4,354	V
Perris	4,056	V
Sun City	4,317	V

1 Units of measure are degree-days above 50 F. from April 1 through October 31, annually.

Since great diversity is evident throughout the approved area, the more compelling conclusion from this data is that the approved area is significantly cooler than the surrounding area. According to *General Viticulture* by A.J. Winkler, *et al.*, the varieties of grapes grown in the approved area would not be recommended in the immediately surrounding area.

Soils. The evidence shows that the soils east of the town of Temecula are of a granitic type unique in California. However, a public comment from Dr. Enrique Ferro states that comparative analyses of soil samples collected both east and west of the town indicates that they have similar chemical and mechanical properties. Moreover, ATF believes that soil diversity is not as significant as the unifying affect of the marine breeze anomaly discussed above.

Harvest dates. One opposing opinion states that microclimates differ significantly east and west of the town because of differing harvest dates and differing sugar and acid levels in grapes measured at the same time. However, ATF believes that these differences are caused by differing viticultural practices utilized by vineyard managers in the area. Viticultural practices which are oriented toward delayed harvest dates include thin pruning and thin clustering, both during dormancy and during the growing season, and reduced irrigation during the end of the growing season. These practices cause the grapes to mature more slowly and, thereby, directly affect the harvest dates and the sugar and acid levels comparing, on the same date, grapevines managed by different vineyard managers in the area. These viticultural practices are thoroughly discussed and compared in documents contained in the public comment file. Therefore, ATF believes that differing harvest dates, and differing sugar and acid levels in grapes measured at the same time, are not related to geographical features.

Summary. ATF believes that all of the Temecula viticultural area as approved in southwestern Riverside, County, California, possesses one unifying geographical feature affecting viticulture: Marine breezes which produce a cooler microclimate than the surrounding area.

Boundary Modifications

Based on evidence contained in written comments and presented at the public hearing, ATF is modifying the southeastern boundary to include an additional area within the same climatic region. The proposed boundary followed land grant boundaries and section lines which are artificial, man-made features. The revised boundary follows the 1500-foot contour line. This change was requested by Robert Schaefer and Joan Chubb on behalf of themselves and Richard Allen, all landowners and grape-growers or prospective grape-growers in the area. During the public hearing, proponents of both of the opposing parties expressed support for this modification. ATF believes that the marine breezes in the valley cross the proposed boundary and extend to the 1500-foot contour line. Examination of the Pechanga map indicates that the terrain becomes very steep at elevations above 1500 feet in this area. ATF believes that the marine breezes are dissipated by the terrain above 1500 feet elevation and, therefore, the 1500-foot contour line is established as the boundary in the southeastern part of the approved area.

ATF believes that the name "Temecula" does not apply to the town of Murrieta, as previously discussed. Moreover, the urban residential land use in the town is geographically different from the surrounding area. Therefore, the boundary

has been modified to exclude most of the town of Murrieta by following, in part, a boundary endorsed by 13 public commenters in the Callaway Winery "Compromise Agreement." This part of the boundary follows Tualota Creek and Santa Gertrudis Creek to Murrieta Creek. The remainder of the boundary, excluding the town of Murrieta, follows part of the boundary proposed by ATF as an alternative boundary for Murrieta. This part of the boundary follows Murrieta Creek to the town of Wildomar and proceeds in a straight line to the easternmost point of the Cleveland National Forest boundary.

The boundary description has been clarified in the area of the Little Temecula Land Grant. The southern end of the Little Temecula Land Grant includes a part of the Pechanga Indian Reservation which, until 1907, was Lot "E" of the Little Temecula Land Grant. The southern boundary of the Little Temecula Land Grant coincides with the southern boundary of this portion of the Pechanga Indian Reservation. The proposed regulation described the actual feature shown on the U.S.G.S. map (the Indian reservation boundary) in a place where it coincided with another feature (the land grant boundary). Paragraphs (c)(6) and (c)(7) of § 9.50 now clearly state that this portion of the Pechanga Indian Reservation is part of the Little Temecula Land Grant.

Miscellaneous

ATF does not wish to give the impression by approving Temecula as a viticultural area that it is approving or endorsing the quality of the wine from the area. ATF is approving this area as being distinct, not better, than other areas. By approving the area, wine producers are allowed to claim a distinction on labels and advertisements as to origin of the grapes. Any commercial advantage gained can only come from consumer acceptance of Temecula wines.

Regulatory Flexibility Act

The provisions of the Regulatory Flexibility Act relating to a final regulatory flexibility analysis (*5 U.S.C. 604*) are not applicable to this final rule because it will not have a significant economic impact on a substantial number of small entities. The final rule will not impose, or otherwise cause, a significant increase in the reporting, recordkeeping, or other compliance burdens on a substantial number of small entities. The final rule is not expected to have significant secondary or incidental effects on a substantial number of small entities.

Accordingly, it is hereby certified under the provisions of section 3 of the Regulatory Flexibility Act (*5 U.S.C. 605(b)*) that this final rule will not have a significant economic impact on a substantial number of small entities.

Compliance With E.O. 12291

In compliance with Executive Order 12291 the Bureau has determined that this final rule is not a major rule since it will not result in:

- (a) An annual effect on the economy of \$100 million or more;
- (b) A major increase in costs or prices for consumers, individual industries, Federal, State, or local government agencies, or geographic regions; or
- (c) Significant adverse effects on competition, employment, investment, productivity, or on the ability of United States-based enterprises to compete with foreign-based enterprises in domestic or export markets.

Paperwork Reduction Act

The provisions of the Paperwork Reduction Act of 1980, Pub. L. 96-511, 44 U.S.C. Chapter 35, and its implementing regulations, 5 CFR Part 1320, do not apply to this final rule because no requirement to collect information is imposed.

List of Subjects in 27 CFR Part 9

Administrative Practice and Procedure, Consumer Protection, Viticultural Areas, Wine.

Drafting Information

The principal author of this document is John A. Linthicum, FAA, Wine and Beer Branch, Bureau of Alcohol, Tobacco and Firearms.

Authority

This regulation is issued under the authority in 27 U.S.C. 205. Accordingly, 27 CFR Part 9 is amended as follows:

PART 9 -- AMERICAN VITICULTURAL AREAS

Paragraph 1. The table of sections in 27 CFR Part 9, Subpart C, is amended by adding the heading of § 9.50 to read as follows:

Subpart C -- Approved American Viticultural Areas

Sec.

* * * * *

9.50 Temecula.

Par. 2 Subpart C is amended by adding § 9.50 to read as follows:

§ 9.50 Temecula.

(a) *Name*. The name of the viticultural area described in this section is "Temecula."

(b) *Approved map*. The approved maps for determining the boundary of the Temecula viticultural area are seven U.S.G.S. quadrangle maps in the 7.5 minute series, as follows:

- (1) Wildomar, California, dated 1953, photorevised 1973;
- (2) Fallbrook, California, dated 1968;
- (3) Murrieta, California, dated 1953, photorevised 1979;
- (4) Temecula, California, dated 1968, photorevised 1975;
- (5) Pechanga, California, dated 1968;

(6) Sage, California, dated 1954;

(7) Bachelor Mountain, California, dated 1953, photorevised 1973.

(c) *Boundary*. The Temecula viticultural area is located in Riverside County, California. The boundary is as follows:

(1) The beginning point is the northernmost point of the Santa Rosa Land Grant where the Santa Rosa Land Grant boundary intersects the easternmost point of the Cleveland National Forest boundary.

(2) The boundary follows the Cleveland National Forest boundary southwesterly to the point where it converges with the Riverside County-San Diego County line.

(3) The boundary follows the Riverside County-San Diego County line southwesterly, then southeasterly to the point where the Riverside County-San Diego County line diverges southward and the Santa Rosa Land Grant boundary continues southeasterly.

(4) The boundary follows the Santa Rosa Land Grant boundary southeasterly, then northeasterly, to its intersection with the Temecula Land Grant boundary.

(5) The boundary follows the Temecula Land Grant boundary southeasterly, then northeasterly, to intersection with the Little Land Grant boundary.

(6) The boundary follows the Little Temecula Land Grant boundary southeasterly to its intersection with the boundary of that portion of the Pechanga Indian Reservation which, until 1907, was Lot "E" of the Little Temecula Land Grant.

(7) The boundary follows the Pechanga Indian Reservation boundary southeasterly, then northeasterly (including that portion of the Pechanga Indian Reservation in the approved viticultural area) to the point at which it rejoins the Little Temecula Land Grant boundary.

(8) The boundary follows the Little Temecular Land Grant boundary northeasterly to its intersection with the Pauba Land Grant boundary.

(9) The boundary follows the Pauba Land Grant boundary southeasterly, then northeasterly, to the north-south section line dividing Section 23 from Section 24 in Township 8 South, Range 2 West.

(10) The boundary follows this section line south to the 1500-foot contour line.

(11) The boundary follows the 1500-foot contour line easterly to the range line dividing Range 2 West from Range 1 West.

(12) The boundary follows this range line north, across California State Highway 71/79, to the 1400-foot contour line of Oak Mountain.

(13) The boundary follows the 1400-foot contour line around Oak Mountain to its intersection with the 117 00 West longitude meridian.

(14) The boundary follows the the 117 00 West longitude meridian north to its intersection with the Pauba Land Grant boundary.

(15) The boundary follows the Pauba Land Grant boundary westerly, then northeasterly, then west, then south, then west, to Warren Road (which coincides with the range line dividing Range 1 West from Range 2 West).

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(16) The boundary follows Warren Road north to an unnamed east-west, light-duty, hard or improved surface road (which coincides with the section line dividing Section 12 from Section 13 in Township 7 South, Range 2 West).

(17) The boundary follows this road west to the north-south section line dividing Section 13 from Section 14 in Township 7 South, Range 2 West.

(18) The boundary follows this section line south to its intersection with Buck Road (which coincides with the east-west section line on the southern edge of Section 14 in Township 7 South, Range 2 West).

(19) The boundary follows Buck Road west to the point where it diverges northwesterly from the section line on the southern edge of Section 14 in Township 7 South, Range 2 West.

(20) The boundary follows this section line west, along the southern edges of Sections 14, 15, 16, 17, and 18 in Township 7 South, Range 2 West, to Tualota Creek.

(21) The boundary follows Tualota Creek southerly to Santa Gertrudis Creek.

(22) The boundary follows Santa Gertrudis Creek southwesterly to Murrieta Creek.

(23) The boundary proceeds northwesterly along the westernmost branches of Murrieta Creek to Orange Street in Wildomar, California.

(24) From the intersection of Murrieta Creek and Orange Street in Wildomar, California, the boundary proceeds in a straight line to the beginning point.

Signed: September 4, 1984.

W.T. Drake,

Acting Director.

Approved: October 5, 1984.

Edward T. Stevenson,

Deputy Assistant Secretary, (Operations).
[FR Doc. 84-27838 Filed 10-22-84; 8:45 am]

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