

4.9 LAND USE AND PLANNING

INTRODUCTION

This chapter describes the existing land use setting of the Wheatland General Plan Update study area. The chapter discusses the current land uses within and around the City, as well as looking at projected and planned growth within the City's Sphere of Influence. The proposed General Plan Update Land Use Map was analyzed for compatibility with surrounding land uses. Information in this chapter is primarily based upon the *Wheatland General Plan Update Background Report*.¹

ENVIRONMENTAL SETTING

This section presents regional setting, background information, boundaries, and existing land use conditions in the Wheatland General Plan study area.

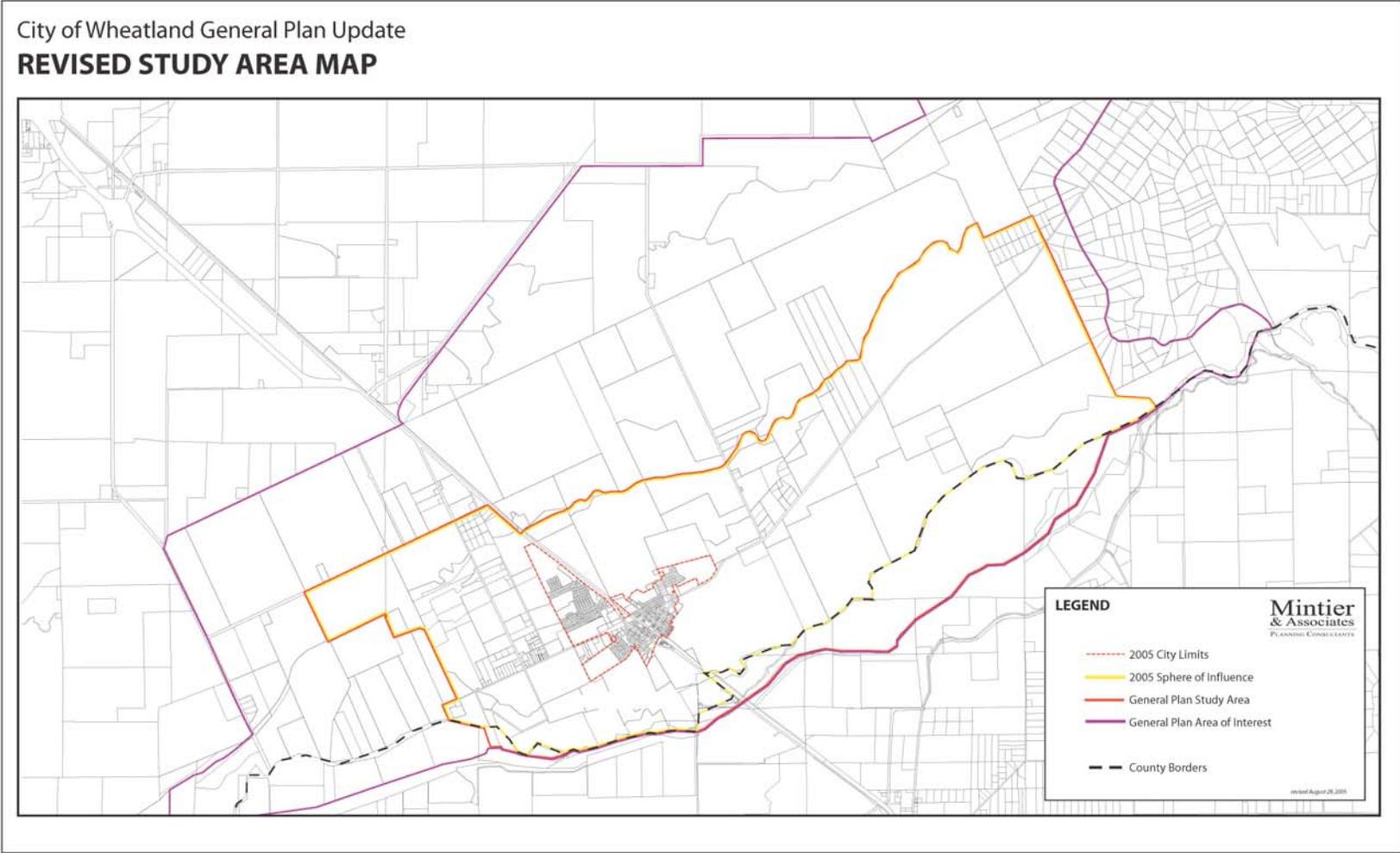
Regional Setting

Wheatland is located in Northern California's Central Valley along State Route 65 in Yuba County. The City is located approximately one mile north of the Bear River and the tri-county boundary of Sutter, Placer and Yuba Counties. Marysville (the county seat) and Yuba City, which are both about twelve miles to the north of Wheatland, are the closest cities of significant size. Sacramento is approximately forty miles to the south and Beale Air Force Base is located eight miles to the northeast. Wheatland is also the gateway city to Camp Far West, a recreation area of regional significance.

Boundaries

The City of Wheatland has two municipal boundaries - the first is the more familiar city limits, and the second is the City's Sphere of Influence. Two other boundaries have been created for the purposes of this General Plan Update (GPU). The first is a study area boundary that represents all land to be analyzed in the GPU process. The second is an Area of Interest boundary that includes all of the land within the Sphere of Influence, as well as lands that are being considered for State Route 65 Bypass Alternatives. All of the boundaries are shown on 4.9-1.

Figure 4.9-1



City limits

The existing city limits represent all incorporated lands that are governed by the City of Wheatland. The city limits run roughly from Grass Hopper Slough in the north to Sixth Street in the south and from Wheatland Cemetery in the west to the Wheatland Park subdivision in the east. As of June 2004, the total land area within the city limits was 504 acres, or 0.8 square miles.

Wheatland Sphere of Influence

A Sphere of Influence (SOI) is an area designated as the physical boundaries and service area of a local governmental agency, as determined by the applicable Local Agency Formation Commission (LAFCO), and is periodically reviewed and updated. Wheatland's SOI was adopted by the Yuba County LAFCO on June 7, 1995. The boundary borders Dry Creek to the north, the County Line to the south, Ace Hardware to the west, and almost reaches Camp Far West Road to the east. As of 2004, the Sphere of Influence encompassed 8,636 acres.

General Plan Update Study Area

The General Plan Update study area is contiguous with the Sphere of Influence boundary. However, the portion of the study area analyzed for urban development is the portion of the SOI west of Jasper Lane. The study area includes the area for which the City has interest regarding future developments and their associated impacts on Wheatland. The study area runs parallel to the Sphere of Influence along the northern and eastern borders, and extends beyond to the Bear River in the south, and continues from ACE Hardware in the west. The study area encompasses approximately 10,420 acres.

Area of Interest

The Area of Interest boundary was established to include all of the land within the Sphere of Influence as well as land that could possibly be included in one of the State Route 65 Bypass alternatives. This boundary runs roughly from Best Slough in the north to the county line in the south, and from Camp Far West Road in the east to Forty Mile Road in the west.

Existing Land Uses Within the City

Table 4.9-1 shows land uses within the City by acreage and percentage, and Figure 4.9-2 illustrates the land uses. Land uses are identified as single family residential, multi-family residential, commercial, industrial, public, parks, roads and infrastructure, and vacant.

**Figure 4.9-2
 City of Wheatland Land Uses**



Single Family Residential

Single-family residential land is defined as one detached house on a single parcel of land. Approximately 207.5 acres of land within the city limits are developed as single family residential. This accounts for approximately 41 percent of developed citywide land. An additional 72.81 acres (15 percent) of land exists that is zoned for single family residential but not yet developed.

Multi-Family Residential

Multi-family residential land is defined as a duplex or larger multi-unit structure on a single parcel of land. Approximately 22.6 acres of land within the city limits are developed as multi-family residential. This accounts for approximately 4 percent of developed citywide land. An additional 3.9 acres (1 percent) of land exists that is zoned for multi-family residential but not yet developed.

Table 4.9-1 Acreages of Existing Land Uses		
Land Use Designation	Acres	Percent Total
Single Family Residential	201.92	40%
Multi-Family Residential	22.54	4%
Commercial	16.94	3%
Industrial	0.79	1%
Public	87.71	17%
Parks	9.45	2%
Roads and Infrastructure	81.63	16%
Vacant	83.04	17%
Total	504.02*	100%
<small>* Based on GIS database information, 2004. Sources: Terrance E. Lowell and Associates; and J. Laurence Mintier & Associates, 2004</small>		

Commercial

Developed commercial land uses account for 16.9 acres (3 percent) of the City. An additional 6.33 acres (1 percent) of land zoned for commercial uses exists that are not yet developed.

Industrial

One industrial facility is located in the center of Wheatland between Second Street and Third Street, adjacent to the Union Pacific railroad tracks. This facility is approximately 0.8 acres and accounts for 1 percent of the City. Currently undeveloped parcels do not exist that are zoned for industry.

Public

Public lands include developments such as the Waste Water Treatment Plant, community centers, and institutional facilities such as schools, police and fire stations, and City Hall. Developed public/quasi-public lands make up 87.7 acres (17 percent) of the total land in Wheatland. Currently undeveloped parcels do not exist that are zoned public.

Parks

Currently four public parks in Wheatland (see Section 4.14 for more information), which make up a total of 3.9 acres, or one (1) percent of the City.

Roads and Infrastructure

Roads and infrastructure make up a significant portion of Wheatland's total land. Currently 81.6 acres (16 percent) of land is developed as roads or infrastructure within the City.

Vacant

Vacant land within the city limits is important when considering development in Wheatland. In 2004, approximately 83.0 acres of vacant land was located within the City (17 percent). Of this, 72.81 acres are zoned single family, 3.9 acres multi-family, and 6.33 acres commercial. Assuming that changes to the existing zoning are not made, the City has a potential holding capacity for 517 additional housing units (448 single and 69 multi-family).

Development Activity

Figure 4.9-3 shows the current and potential development activity for Wheatland. Each project is identified on the map by a number. Table 4.9-2 provides a description of each parcels size, their zoned use, and their associated number.

Figure 4.9-3
Current/Potential Developments

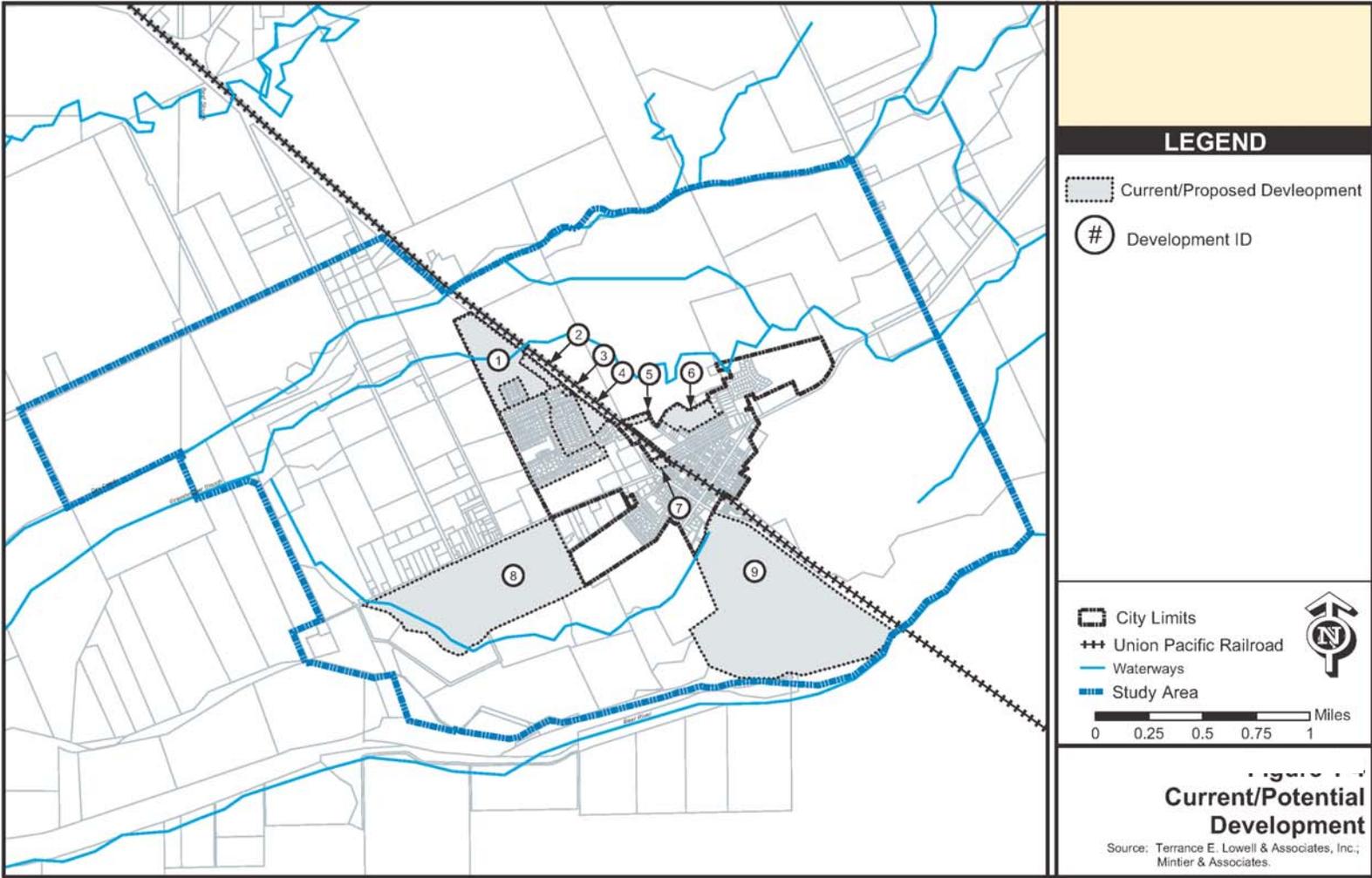


Table 4.9-2 Development Activity	
Map #	Parcel / Project Description
1.	47.5 acre lot, zoned R-1, with 210 projected single-family dwelling units
2.	7.6 acre commercial lot
3.	0.3 acre commercial lot
4.	6.6 acre commercial lot, with a pending application for grocery, retail and fast food
5.	2.24 acre lot, zoned R-4, with a potential for 40 attached dwelling units
6.	12 acre lot, zoned R-1, with a potential for 54 dwelling units
7.	2.2 acre commercial lot
8.	The Jones Ranch project has been approved by the City, and is pending annexation. 140+/- acres zoned R-1, 442 single-family lots 9 +/- acres zoned R-2, 56 two-family dwelling units 5 +/- acres zoned R-3, 55 multi-family dwelling units 2 +/- acres zoned C-1
9.	The Heritage Oaks Estate project has been approved by the City, and is pending annexation. The project contains 5 lots: 181+/- acres zoned R-1, 590 single-family dwelling units 7 +/- acres zoned R-2, 80 two-family dwelling units 6 +/- acres zoned R-3, 108 multi-family dwelling units 6.5 +/- acres zoned C-3 for self storage 14 +/- acres zoned C-3, 120,000 square feet of commercial and an 80-room hotel
Sources: Terrance E. Lowell and Associates, 2004; Carstens Consulting, 2004; and J. Laurence Mintier & Associates, 2004.	

Heritage Oaks Estates

The Heritage Oaks Estates property is located directly south of the City on the west side of State Route 65 and was approved by the City Council in November 2003 for annexation, General Plan land use designations, and rezoning. Annexation of the properties is currently pending with the Yuba County Local Agency Formation Commission (LAFCO).

The project consists of 234 acres, with approval of 590 single-family lots, 80 two-family units (40 structures), 108 multi-family units, a 120,000 square foot commercial center, an 80-room hotel, and a self-storage facility on 6.5 acres. Construction may begin in 2006 on the single-family homes, with anticipated completion of all phases in 14 years.

Jones Ranch

Jones Ranch is located just west of the City and Wheatland Union High School on the south side of Wheatland Road. The project was approved by City Council in December 2003 for annexation, General Plan land use designation, and pre-zoning. Jones Ranch was approved for 442 single-family lots, 56 two-family units (28 structures), 55 multi-

family units, and 2 acres of neighborhood commercial. Construction may start in 2006 with an anticipated completion within 10 years.

Unincorporated Island

The unincorporated island is located between the new Junior High School and Wheatland High School in the western part of the City. The site contains 8 developed single family residences. The land is projected to hold an additional 50 single family units within the next 10 years. The island is included in the Jones Ranch annexation.

Almond Estates

Almond Estates is a 47.5 acre parcel located in the north part of Wheatland along State Route 65. The site is zoned R-1 with a development potential for 205 single-family lots. The site has existing constraints regarding drainage and access to State Route 65. A Tentative Map is currently being processed by the City. The Tentative Map includes 169 residential lots (60' x 100' min), two drainage corridor lots, one sewer lift station lot, eight landscape corridors, and one emergency access lot.

Wilson's Settlers Village

Wilson's Settlers Village is a proposed shopping center located at the northwest corner of State Route 65 and McDevitt Drive. The site is 6.6 acres and zoned C-3 Commercial/Planned Development Combining District. The City recently approved a 24,000 square foot retail building, 18,000 square foot retail building, 2,800 square foot fast food restaurant with a drive-up window, and a coffee hut.

Existing Land Use Designations

1986 Land Use Element Land Use Map and Land Use Categories

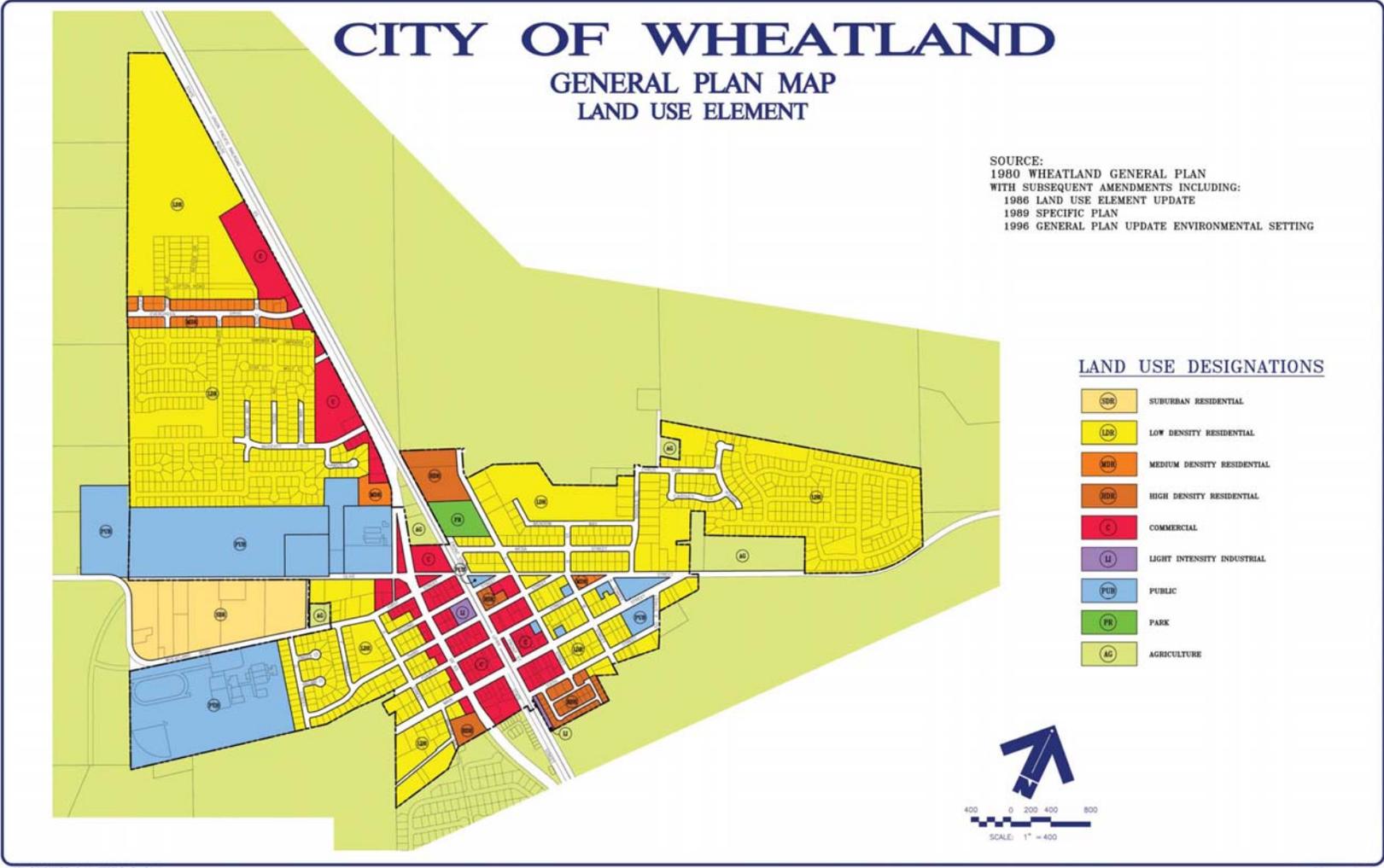
The patterns of future development in Wheatland are governed by the distribution of allowable land uses and densities as shown on the General Plan Land Use Element Map (see Figure 4.9-4), adopted as part of the *1986 Land Use Element*. The Land Use Map, which was last revised in September 1990, shows ten land use designations. Table 4.9-3 summarizes the basic standard for each of these designations.

**Table 4.9-3
1986 Land Use Element Land Use Designations**

Category	Designation	Residential Densities*	Examples of Appropriate Activities
Residential	Suburban	0.5 to 3.0 du/ac	Residential; single family detached homes, without buildings. Large gardens. Small-scale livestock such as chickens, a horse, or a few goats. Semi-improved lots.
	Low Density	2.0 to 5.0 du/ac	Residential; single family detached homes. Townhouses with open space, mobilehome parks. No animals except pets on parcels less than one acre. No non-residential uses except churches, schools, and necessary utilities.
	Medium Density	5.0 to 10.0 du/ac	Residential; duplex, townhouses, mobilehome parks. Small pets only. No non-residential uses except churches, schools, and necessary utilities.
	High Density	9.0 to 18.0 du/ac	Multi-family residential; apartments with more than 3 families per structure. Small pets only. Some non-residential uses, if compatible (such as professional offices).
Commercial	Commercial	Not/ applicable	Retail sales, restaurants, banks, real estate, professional offices, entertainment facilities, auto sales and service, motels, personal services, convenience shopping, some outdoor sales. Some high-intensity residential, where compatible (by use permit). Also service stations and similar uses.
Industrial	Light Intensity	Not/ applicable	Light manufacturing, small warehouses, welding and auto body shops, laboratories, wholesaling; municipal utilities, corporation yards, waste disposal areas; heavy machinery sales and service. No residential uses.
	Heavy Intensity	Not/ applicable	Large agricultural products processing plants, warehouses, transportation (rail) depots/loading facilities, heavy manufacturing, mineral extraction, chemical or paint processing, and similar uses. No residential uses.
Public	Public	Not/ applicable	Schools, hospitals, municipal buildings, libraries, transportation facilities, auditoriums or cultural centers, post offices.
Parks	Parks	Not/ applicable	Small neighborhood playlots, City parks with and without improvements. No other uses.
Agricultural	Agricultural	Parcels 5 acres and over	Orchards, row crops, pasture, livestock, dairies, poultry, produce stands. No agricultural chemical, machinery repair or manufacture unless small-scale, and by use permit only. No residential use besides one dwelling unit on parcel; no industrial or commercial use except as directly related to farm operation.

* Allowable dwelling units/acre densities can be converted to population densities by using a multiplier of 2.7 persons per dwelling unit. The element has no provisions for floor area ratios for commercial or industrial land uses.
Source: City of Wheatland Land Use Element and Environmental Impact Report (October 1986).

Figure 4.9-4
General Plan Land Use Element



In areas with existing development, the designations shown on the Land Use Element Map are largely reflective of existing use patterns, while designations for vacant land were influenced by their proximity to the existing and future circulation network. Commercial designations are shown for the downtown area and along State Route 65. In addition to existing industrial uses, future industrial uses are planned for the west side of State Route 65 at the north end of town. The Map designates Suburban Residential uses in the area just outside of the city limits west of town on the north side of Wheatland Road. Low Density Residential uses are designated in the peripheral parts of the town on all sides. Other designations (Medium and High Density Residential, Public, and Parks) are scattered throughout the city, while Agricultural designations surround the town on all sides.

Table 4.9-4 shows how the respective acreage within each designation shown on the Land Use Map as well as the percentage of the existing city area covered by each as of January 1996. As the table indicates, approximately two-thirds of the land within the city limits is designated for residential development, almost all of which is set-aside for low-density uses.

Table 4.9-4 Acres By Land Use Designation 1986 Land Use Element			
Category	Designation	Acres	Percent of Total
Residential	Low Density	270.7	61.8%
	Medium Density	8.4	1.9%
	High Density	20.5	4.7%
Commercial	Commercial	47.9	10.9%
Industrial	Light Intensity	1.5	0.3%
	Heavy Intensity	0.0	0.0%
Public	Public	85.2	19.4%
Parks	Parks	3.9	0.9%
Agricultural	Agricultural	0.0	0.0%
Total		438.1*	100.0%
<small>* The 2004 city acreage is greater (504 acres) because of annexations made since 1996. This number includes infrastructure. Sources: City of Wheatland Land Use Element and Environmental Impact Report (October 1986); Crawford Multari & Starr, January 1996.</small>			

1995 Specific Plan

In the early 1990's, increasing development pressure in and around Wheatland prompted to the City to consider several limitations to the growth anticipated in the City's General Plan, including the following:

- The City's sewage treatment plant was near capacity;

- Drainage issues needed to be addressed in the northern half of the city if development were to proceed in an orderly fashion;
- Issues of funding ongoing services to newly developed areas had to be reviewed; and
- Adequate water supply and traffic circulation measures had to be implemented if Wheatland was to responsibly handle substantial additional growth within its existing city limits.

In order to address these issues, the City determined that the most cost effective and expeditious approach would be to prepare a specific plan. The *1990 Specific Plan* covers most of the large vacant developable properties within roughly the northern half of the City, but does not take into consideration development of unincorporated land that might be appropriate for future annexation and development. The decision to focus on the city limits was made in part because of the availability within city limits of a substantial amount of developable land. The City was also concerned that any major expansions of the City's boundaries would require a new wastewater treatment plant and major new arterial roads. The *Specific Plan* was adopted in September 10, 1990, and called for development of an additional 850 housing units, the vast majority of which were single-family units.

Existing Zoning

Under state law, cities and counties have broad latitude in establishing zoning standards and procedures. Outside of a general requirement for open space zoning and several special requirements governing residential zoning, State law establishes only broadly the scope of zoning regulation and sets minimum standards for its adoption and administration. One key requirement, however, is that zoning be consistent with the general plan.

Zoning Districts

Wheatland's *Zoning Ordinance*, which was adopted in April 1991, has 11 basic classifications and 3 combining districts that regulate building density, intensity, and type of use. Figure 4.9-4 shows the current 2004 zoning for the city and the following paragraphs describe the basic purposes of each zone, as well as property development standards for each. The *Zoning Ordinance* should be consulted for specific questions regarding permitted, accessory, and conditional uses.

A-E Agriculture-Exclusive

The A-E zone is a Yuba County zoning designation intended to be applied in fertile areas in which agriculture the predominant use and in which the protection of this use from encroachment of incompatible uses is essential. This zoning is designated to the land surrounding Wheatland. Land does not exist within the City which is classified A-E.

RE½ Residential Estates

The RE district provides for very low-density areas for single-family residences. In particular, it is intended to permit a reduction in streets, public utilities, and related public services, not possible in higher density residential areas. Land within the City is not classified RE½.

R-1 Single-Family Residential

The R-1 district provides areas for single-family dwellings. The district is intended to accommodate single-family homes together with the schools, parks, open space, and other public services required for a traditional neighborhood environment. The R-1 district covers over 60 percent of the land in the City.

R-2 Two-Family Residential

The R-2 family residential district designates land suitable for family and duplex dwellings. The R-2 district is consistent with the medium density residential designation of the Wheatland General Plan.

R-3 Multi-Family Residential Limited

The R-3 multi-family residential district is intended to accommodate a limited number of multi-family residences and departments that are designed to maintain, preserve, and protect the character of development in surrounding areas. The district is consistent with the high-density designation of the General Plan.

C-1 Neighborhood Commercial

The C-1 district provides locations for convenience shopping facilities serving the residential neighborhoods. The district is intended to support commercial uses that meet the daily needs of neighborhood residents.

C-2 Retail Commercial

The C-2 district is designed to stabilize, improve, and protect the commercial characteristics of Downtown Wheatland, which is the only part of the City designated C-2. The district is intended to provide a complete and intensive commercial center.

C-3 Heavy Commercial

The C-3 district provides for retail, wholesale, highway, and heavy commercial uses, along with amusement, lodging, warehousing and distribution, maintenance, repair and servicing activities. The minimum parcel size is two acres. The district is intended to be applied in the immediate vicinity of arterial streets, freeways, or the service/frontage drives.

M-1 Light Industrial District

The M-1 classification is applied to areas where light manufacturing, wholesaling, storage, and transfer functions can serve the community's need for industrial activities that are not offensive to nearby commercial and residential uses. The M-1 zone is consistent with the light intensity industrial land use designation of the General Plan.

M-2 Heavy Industrial

The purpose of the M-2 district is to provide appropriate sites for manufacturing and processing uses which, by their nature, require locations buffered from other uses so as not to create nuisances or have deleterious effects upon neighboring properties. Land is not located within the City that is classified M-2.

F-W Floodway

The floodway or F-W district is intended to be applied to lands, which lie within stream or river or drainage channels and to adjacent areas which are periodically inundated. The F-W provisions are intended to provide measures for the protection of life and property in the floodway areas. Land is not located within the City that is classified F-W.

F-P Floodplain Combining District

The floodplain or F-P combining district is intended to be combined with principal districts in areas other than floodway areas which have been inundated by overflow floodwaters in the past and which may reasonably be expected to be inundated by such floodwaters in the future. The floodplain zone is intended to limit the use of areas subject to such inundation and flooding to protect lives and property from loss, destruction, and damage due to floodwaters and to the transportation by water of wreckage and debris. Land is not located within the City that classified F-P.

PD Planned Development Combining District

The PD coming in district is intended to be applied to parcels of land which are suitable for, and of sufficient acreage to contain, planned development projects for which development plans have been submitted and approved. Application for establishment of a PD district include the following:

- A map or maps showing topography of the land; street system and lot design; areas proposed to be dedicated or reserved for parks, playgrounds, parkways, school sites, public or quasi-public buildings, and other such uses; areas proposed for commercial uses, off-street parking, multiple and single family dwellings, and all other uses proposed to be established within the district; and proposed locations of buildings on the land.

- General elevations or perspective drawings of all proposed buildings and structures other than single family residences
- Other data and information which may be deemed necessary by the planning commission for proper consideration of the application

A Agriculture Combining

The agricultural combining district can be applied to any zoning district and allows for agricultural uses, so long as the requirements of the original zoning district are met. Land is not located within the City that is classified A.

IND-PK Industrial Park Combining

The purpose of the IND-PK combining district is to provide a location for the development of administrative, research, warehousing, and manufacturing establishments of a non-nuisance type, which require an environment of a higher quality than that normally associated with an industrial district. The IND-PK combining zone is intended to be combined with the C-3 Heavy Commercial, M-1 Light Industrial, and M-2 Heavy Industrial principal zones. Land is not located within the City that is classified IND-PK.

Zoning by Acreage

Table 4.9-5 shows a breakdown of acreages by zone. Currently, approximately 78 percent (391.3 acres) of the City is zoned for residential uses, 6 percent (31.4 acres) is zoned for commercial uses, and 0.2 percent (1.0 acre) is zoned for industrial uses.

Table 4.9-5 2004 Zoning by Acreage		
Zone	Acres	% Total
A-E	0.00	0%
RE 1/2	0.00	0%
R-1	366.04	72.6%
R-2	8.94	1.7%
R-3	16.32	3.2%
C-1	1.24	0.2%
C-2	7.80	1.6%
C-3	22.34	4.4%
M-1	1.02	0.2%
M-2	0.00	0%
FW	0.00	0%
F-P	0.00	0%
PD	0.00	0%
A	0.00	0%
IND-PK	0.00	0%
Total	422.68*	100%
<small>* This total does not include roads, railroads, or infrastructure Sources: City of Wheatland Zoning Ordinance, 2003; and J. Laurence Mintier & Associates, 2004.</small>		

Proposed Land Use Designations for Wheatland General Plan Update Land Use Map

The General Plan Area includes all land designated for or to be considered for future development as part of Wheatland. This boundary is the same as the City’s Sphere of Influence, and includes areas designated for urban reserve

The *Land Use Diagram* shows ten land use designations (See Figure 4.9-5). These are defined in the following subsection. State law mandates that general plans include standards of population density and building intensity for all of the territory covered by the plan. To satisfy this requirement, the General Plan includes such standards for each of the land use designations appearing on the *Land Use Diagram*. These standards are stated differently for residential and non-residential development. Following are explanations of how these standards operate.

Residential Uses

Standards of population density for residential uses can be derived by multiplying the maximum allowable number of dwelling units per gross acre by the average number of persons per dwelling unit assumed for the applicable residential designation. Typically, household sizes are larger in single-family homes than in multiple-family units, therefore

assumed household sizes vary according to the type and density of housing allowed in each residential designation. Standards of building intensity for residential uses are stated as the allowable range of dwelling units per gross acre.

The assumed average number of persons per dwelling unit for each residential designation has been extrapolated from population and housing unit estimates prepared by the Sacramento Area Council of Governments (SACOG) and the State of California Department of Finance. These are summarized in Table 4.9-6 following the descriptions of the land use designations. It is important to note that the average person per dwelling unit figures cited under each residential designation do not represent City policy; they simply provide the basis for correlating the permitted number of dwelling units per acre with the potential residents of those units.

Non-Residential Uses

Standards of building intensity for non-residential uses in the *General Plan* are stated as maximum *floor-area ratios* (FARs). A floor-area ratio is the ratio of the gross building square footage on a lot to the net square footage of the lot.

For example, on a lot with 10,000 net square feet of land area, a FAR of 1.00 will allow 10,000 square feet of gross building floor area to be built, regardless of the number of stories in the building (e.g., 5,000 square feet per floor on two floors or 10,000 square feet on one floor).

Standards of population density for non-residential uses can be derived by multiplying one acre (43,560 square feet) by the applicable FAR and then dividing by the assumed average square footage of building area per employee. The assumed average square footage of nonresidential building floor area per employee is based on historic averages and market studies.

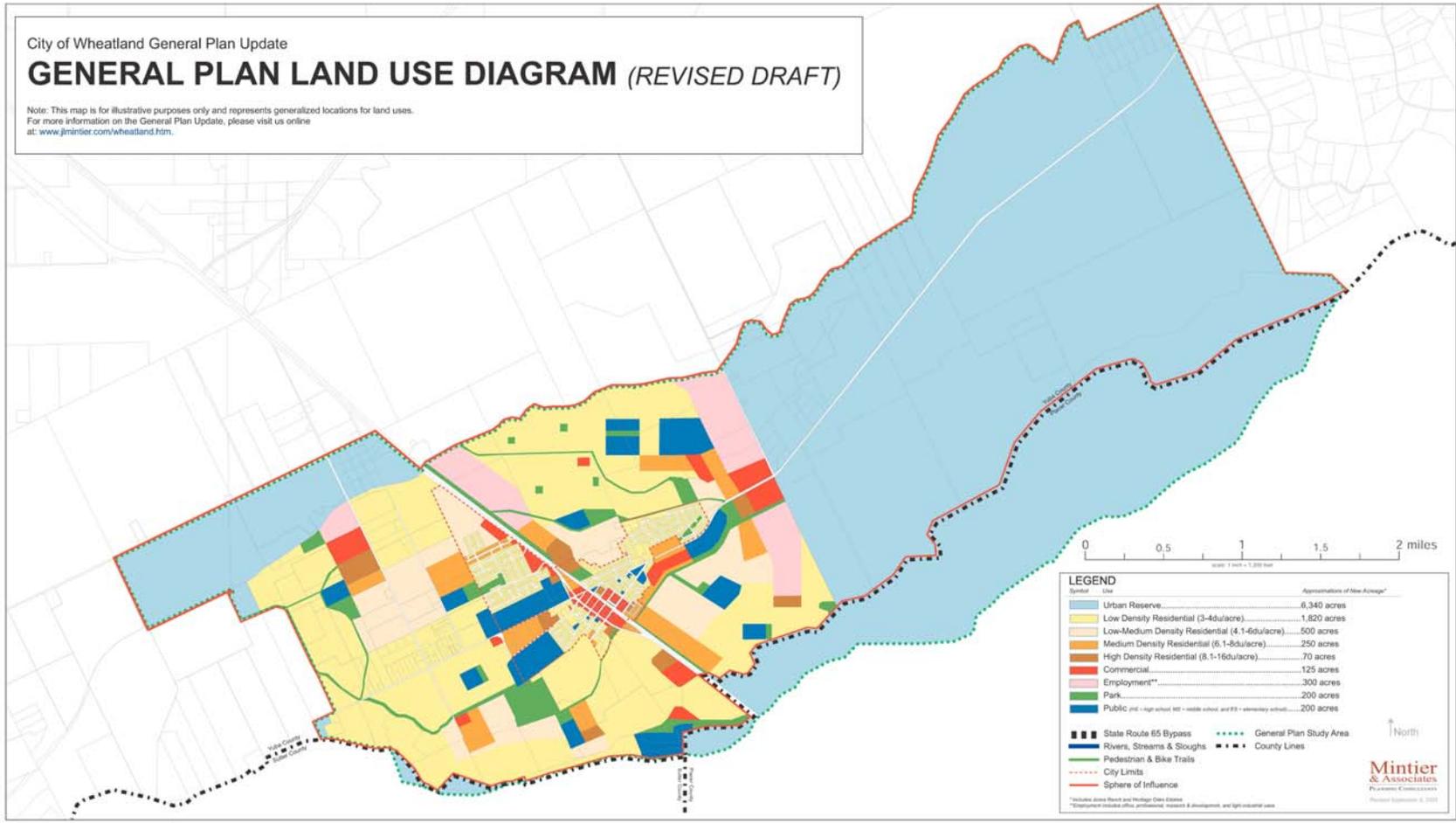
The General Plan includes ten residential, commercial, employment, and other land use designations to depict the types of land uses that will be allowed in the General Plan Area.

Each land use designation is defined in terms of the allowable uses and density and intensity standards. Land use designations also allow for similar and compatible uses, which may be implemented through the Planned Development (PD) overlay zone.

**Table 4.9-6
City of Wheatland General Plan
Summary of Land Use Designations and Standards**

Land Use Designation		Residential Density Range (DUs per gross acre)	Assumed Average Population per Household	Non-Residential Building Intensities (Max FAR) ^b	Assumed Average Employee Density (sq. ft. per employee)
Residential					
LDR	Low Density Residential	3.0 to 4.0	2.4	0.30	-
LMDR	Low-Medium Density Residential	4.0 to 6.0	2.4	0.40	-
MDR	Medium Density Residential	6.0 to 8.0	2.4	0.50	-
HDR	High Density Residential	8.0 to 16.0	2.4	0.50	-
Commercial					
COM	Commercial	-	-	0.50	400
MU	Mixed-Use	8.0 to 16.0	2.4	0.50	400
Employment					
EMP	Employment	-	-	0.50	350
Public, Park, and Open Space					
PUBLIC	Public	-	-	0.50	-
PARK	Park and Open Space	-	-	0.10	-
Urban Reserve					
UR	Urban Reserve	Not applicable			
^a Assumed average household size for the purposes of estimating population holding capacity ^b FARs apply to nonresidential uses only; FARs in residential designations apply to the limited permitted nonresidential uses in residential designations. DUs - Dwelling Units FAR - Floor Area Ratio					

Figure 4.9-5



Low Density Residential (LDR)

This designation provides for single-family detached homes, secondary residential units, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 3.0 to 4.0 units per gross acre. The FAR for nonresidential uses shall not exceed 0.30.

Low-Medium Density Residential (LMDR)

This designation provides for single-family detached homes, secondary residential units, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 4.1 to 6.0 units per gross acre. The FAR for nonresidential uses shall not exceed 0.40.

Medium Density Residential (MDR)

This designation provides for single family detached and attached homes, secondary residential units, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 6.1 to 8.0 units per gross acre. The FAR for nonresidential uses shall not exceed 0.50.

High Density Residential (HDR)

This designation provides for single-family detached and attached homes, secondary residential units, multi-family residential units, and similar and compatible uses. Residential densities shall be in the range of 8.1 to 16.0 units per gross acre. The FAR for nonresidential uses shall not exceed 0.50.

Commercial (COM)

This designation provides for neighborhood and locally-oriented retail and service uses, retail and service uses, restaurants, banks, entertainment uses, professional and administrative offices, public and quasi-public uses, and similar and compatible uses. The FAR shall not exceed 0.50.

Mixed-Use (MU)

This designation provides for retail and service uses, restaurants, banks, entertainment uses, professional and administrative offices, residential units above the ground floor, public and quasi-public uses, and similar and compatible uses.

The FAR for commercial uses shall not exceed 0.50. The FAR for non-residential uses shall not exceed 0.4. Residential densities shall be in the range of 8.0 to 16.0 units per gross acre. Residential uses shall be subject to discretionary review and approval.

Employment (EMP)

This designation provides for office parks, research and development, warehouses and light manufacturing related to research and development, general commercial uses that cater to industrial uses in this designation, professional offices, public and quasi-public uses, and similar and compatible uses. The FAR shall not exceed 0.50.

Public (PUBLIC)

This designation provides for public facilities such as schools, hospitals, sanitariums, penal institutions, libraries, museums, government offices and courts, churches, meeting halls, cemeteries and mausoleums, public facilities, and similar and compatible uses. The FAR shall not exceed 0.50.

Park and Open Space (PARK)

This designation provides for outdoor recreational uses, equestrian uses, habitat protection, irrigation canals, reservoirs, watershed management, public and quasi-public uses, and areas typically limited for human occupation due to public health and safety hazards such as floodways, unstable soils, or areas containing wildlife habitat and other environmentally-sensitive features. Such land areas are primarily publicly owned, but may include private property. The FAR for nonresidential uses shall not exceed 0.10.

Urban Reserve (UR)

This designation is applied to land that may be considered for development in the future with urban uses. Urban development may not occur on lands designated Urban Reserve before the General Plan is amended to specify a primary land use designation for the property. Allowable uses shall include wastewater treatment facilities and other uses specified under the Agriculture (A) and Open Space (OS) designations.

REGULATORY SETTING

Local Agency Formation Commission (LAFCO)

The Cortese-Knox Local Government Reorganization Act of 1985 created local agency formation commissions (LAFCOs) in each county in California to regulate the organization and extension of services provided by cities and special districts. The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (*Government Code §56000 et seq.*) revised the existing Act with updated city and special district organization and annexations. The 2000 revisions to the Act declared “among the purposes of the commission are the discouragement of urban sprawl and encouragement of the orderly formation and development of local agencies based upon local conditions and circumstances. In meeting these responsibilities, each LAFCO is required “to review and approve or disapprove, with or without amendment, wholly, partially, or

conditionally, proposals for changes of organization or reorganization” (*Government Code §56375 [a]*). Annexations to cities are also regulated by the Cortese-Knox-Hertzberg Act. As such, the Yuba Commission LAFCO reviews and approves annexations to the City of Wheatland. Generally, any land that is contiguous to a city and within its sphere of influence may be annexed to the city. Proponents of an annexation must obtain the approval of LAFCO.

LAFCO regulates, through approval or denial, the boundary changes proposed by other public agencies or individuals. LAFCO does not have the power to initiate boundary changes on their own, except for proposals involving the dissolution or consolidation of special districts and the merging of subsidiary districts. Typical applicants include developers seeking annexation to cities in order to obtain more favorable development and urban services extended to the new housing, and cities wishing to annex pockets or "islands" of unincorporated land located within their borders in order to avoid duplication of services with the county. LAFCO also mediates between city and county services with regard to spheres of influence.

Wheatland General Plan Update

The project involves establishment of goals and policies aimed at guiding community design within the City of Wheatland. These applicable goals and policies have been included in the following impact discussions, where appropriate, in order to mitigate potential impacts.

Zoning Ordinance

The Zoning ordinance applies more specific zoning regulations to support the land use designations in the City of Wheatland General Plan Update. The City will update the Zoning Ordinance to ensure that it is consistent with the land use designations found in the General Plan Update.

IMPACTS AND MITIGATION MEASURES

Standards of Significance

The land use impact analysis considers the proposed project’s consistency with several standards, including the existing land uses, and the zoning ordinance. A land use impact may also be considered significant if any of the following conditions, or potential thereof, would result if the proposed project’s implementation would:

- disrupt or divide the physical arrangement of an established community;
- result in a significant change in the character of Wheatland;
- conflict with any applicable land use plan, policy, regulation of an agency with jurisdiction over the project (including, but not limited to, the specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect; or

- result in an increased potential for conflict as a result of incompatible land uses.

Method of Analysis

Determination of land use impacts were based on information from the City of Wheatland General Plan Background report and Policy Document.

Project-Specific Impacts and Mitigation Measures

4.9-1 The General Plan Update would not physically divide an established community, or detract from existing areas within the City of Wheatland.

An intent of the General Plan Land Use Diagram is to plan for orderly, logical development that supports compatibility among adjacent uses. The designation of land use categories takes into account the surrounding land uses, and proposed uses, and development intensities that respect the existing uses. Consequently, buildout of the General Plan Update would not disrupt the physical arrangement of existing land uses with the City.

Downtown Wheatland

Downtown Wheatland is an important part of Wheatland's small-town character and community heritage. Although, Downtown is centrally located in the community with access to SR 65, and contains several historic buildings, the downtown area provides limited shopping and employment opportunities for its residents, employees, and visitors.

The General Plan Update Land Use Diagram includes significant amounts of commercial, office, and business park development in other areas of the City, such as along the SR 65 Bypass and in the northeast. Because future commercial and employment areas would potentially detract from Downtown as the central destination of the City, the policies in the *Land Use and Community Character* chapter of the General Plan Policy Document seek to preserve and enhance the Downtown district by promoting increased retail, office, government, mixed-use, and entertainment uses, and providing for parking, streetscape, and building facade improvements. In addition, the policies also address the design of commercial facilities to reflect the character of Wheatland, preserve and enhance Downtown, and provide accessibility for pedestrians, bicyclists, and transit riders.

Existing Residential Neighborhoods

The greatest assets of older neighborhoods are mature trees and landscaping, architectural variety in homes and buildings, and historic character and structures. If left unchecked, however, the natural aging process can lead to poorly maintained homes and yards, loss of trees, poorly maintained streets, alleys, and

sidewalks, deteriorating infrastructure, graffiti, dilapidated and vacant buildings, crime, and decline in property values. Because the potential for new development in existing residential areas is limited, the majority of new, planned residential communities would be located outside the City. Therefore, neighborhood conservation efforts focus on maintenance of both public and private property within the City limits to conserve and enhance the best qualities of existing residential neighborhoods as the City grows. The policies and programs of this section aim to ensure maintenance of quality in existing neighborhoods over time.

The General Plan Update includes the following goals and policies applicable to Land Use issues:

Goal 1.A To grow in an orderly pattern consistent with economic, social and environmental needs, while preserving Wheatland's small town character, and historic significance.

Policy 1.A.2. The City shall ensure that development occurs in an orderly sequence based on the logical and practical extension of public facilities and services.

Policy 1.A.5. The City shall encourage the acquisition of Community Development Block Grants (CDBG) to revitalize infill areas.

Policy 1.A.11. The City shall require future large planning efforts, including specific plans, to provide an appropriate jobs-housing balance to ensure an adequate mix of economic and residential opportunities.

Goal 1.B To provide adequate land in a range of residential densities to accommodate the housing needs of all income groups expected to reside in Wheatland.

Policy 1.B.1. The City shall support residential development at a manageable pace to achieve its fair share of regional housing needs and provide for orderly extension of infrastructure and public services.

Policy 1.B.2. The City shall require residential project design to reflect and consider natural features, noise exposure of residents, visibility of structures, circulation, access, and the relationship of the project to surrounding uses. Residential densities and lot patterns will be determined by these and other factors.

Policy 1.B.3. The City shall discourage the development of isolated, remote, disconnected, and/or gated residential projects, which do not contribute to the sense of an integrated community.

- Policy 1.B.4. The City shall encourage multi-family housing to be located throughout the community, but especially near transportation corridors, Downtown, major commercial areas, neighborhood commercial centers, and employment centers.
- Policy 1.B.5. The City shall discourage leapfrog development and development in peninsulas extending into agricultural lands to avoid adverse effects on agricultural operations.
- Goal 1.C To provide for new residential development in planned neighborhoods to be developed in an orderly style and designed to promote walking, bicycling, and transit use.
- Policy 1.C.1. The City shall promote new residential development in a range of residential densities that reflects the positive qualities of Wheatland's existing residential neighborhoods (e.g., street trees, pedestrian-orientation, mix of housing types and sizes).
- Policy 1.C.2. The City shall encourage the creation of well-defined residential neighborhoods. Each neighborhood should have a clear focal point, such as a park, school, or other open space and community facility, and shall be designed to promote pedestrian convenience.
- Policy 1.C.3. The City shall encourage the development of new neighborhoods that are walkable and connected to the existing city core as well as each other.
- Policy 1.C.4. The City shall require that development plans for new residential neighborhoods address the following:
- a. The distribution, location, and extent of land uses, including standards for land use intensity.
 - b. Compatibility of new development with adjacent existing and proposed development.
 - c. Provision of a range of housing types to ensure socially- and economically-integrated neighborhoods.
 - d. Distribution and location of roadways, including design standards for and the precise alignment of arterial, collector, and local streets, and bikeways.
 - e. Provisions for the extension of the existing city roadway system into new development areas. New development shall be linked to adjacent existing neighborhoods and planned neighborhoods by collector and local streets.
 - f. Provisions for adequate schools and child care facilities.

- g. Distribution and location of neighborhood commercial centers, parks, schools, child care centers, and other public- and quasi-public facilities.
- h. Provisions for linking residential neighborhoods, parks, schools, Downtown, shopping areas, and employment centers through a system of pedestrian pathways, bicycle routes, and linear open-space corridors along sloughs, Dry Creek, and the Bear River.
- i. Provisions for development phasing to ensure orderly and contiguous development consistent with population projections of the General Plan, and Policy 1.A.4.
- j. Provisions for minimizing conflicts between new development and agricultural uses.

Policy 1.C.5. The City shall require residential subdivisions to provide well-connected internal and external street, bicycle, and pedestrian systems.

Policy 1.C.6. The City shall encourage installation of current and emerging technological infrastructure in new and existing development for home telecommuting and electric vehicles charging.

Goal 1.D To conserve and enhance the best qualities of existing residential neighborhoods as the City grows.

Policy 1.D.1. The City shall ensure that decisions concerning land use and development are not detrimental to the positive character and identity of Wheatland's existing residential neighborhoods.

Policy 1.D.2. The City shall sponsor community volunteer clean-up campaigns.

Policy 1.D.3. The City shall encourage infill and reuse in existing neighborhoods that maintain the character and quality of the surrounding neighborhood and does not negatively affect surrounding land uses.

Policy 1.D.4. The City shall promote street tree planting and maintenance and seek ways to establish ongoing funding for street tree maintenance.

Policy 1.D.5. The City shall provide for infrastructure improvements in older neighborhoods through redevelopment funding.

Policy 1.D.6. The City shall enforce City nuisance and fire safety ordinances for property and buildings that become eyesores and present health and safety problems.

- Goal 1.F To develop and maintain an economically, socially, and physically attractive Downtown.
- Policy 1.F.1. The City shall work with downtown property and business owners to revitalize and extend the downtown east to the proposed civic center.
- Policy 1.F.2. The City shall form a Redevelopment Agency to initiate Downtown revitalization programs.
- Policy 1.F.3. The City shall work with Downtown property and business owners to form a Downtown Improvement Association.
- Policy 1.F.4. The City shall work jointly with Downtown property and business owners to create and support programs that improve the appearance of Downtown. These can include clean-ups, active Building Code and other City Code enforcement, and beautification programs.
- Policy 1.F.5. The City shall promote the overall safety in Downtown through greater police visibility, increased lighting, and protection for pedestrians.

Implementation of the goals and policies above would reduce the impacts to a *less-than-significant* level.

Mitigation Measure(s)

None required.

4.9-2 Development associated with the General Plan Update would substantially alter the character of Wheatland.

Implementation of the General Plan Update would substantially change the existing character of Wheatland. At buildout of the General Plan Update, the population of the City of Wheatland would be 30,100, which is an anticipated increase of nearly 27,000 people. Additionally, the General Plan Update contains employment generating land uses that would produce an approximate total of 11,080 jobs within the City of Wheatland. This growth would increase the jobs to housing ration in Wheatland to 0.9, and would help establish Wheatland as an employment center in the region. Establishing Wheatland as an employment center would increase the amount of people in the region who commute into Wheatland, and would substantially help in decreasing the number of Wheatland residents who commute to jobs outside the City.

Currently, the majority of development within the City of Wheatland is single-family residential, particularly at lower densities. The General Plan Update continues the pattern of low-density residential development, but also increases the amount of medium and high-density residential development. Additionally, Wheatland currently has a limited employment sector. The General Plan Update designates a large amount of employment generating land uses, centered around the proposed SR 65 Bypass, to encourage economic development and employment opportunities for Wheatland residents. The General Plan Update includes more, and larger areas of employment generating land uses, including office parks, research and development, warehouses and light manufacturing related to research and development, general commercial uses that cater to industrial uses in this designation, professional offices, public and quasi-public uses, and similar and compatible uses. These land use changes, and increases in land use density, and intensity would substantially alter the character of the City, and create a more urbanized, job intensive environment.

The General Plan Update includes the following goals and policies regarding land use issues:

Goal 1.A To grow in an orderly pattern consistent with economic, social and environmental needs, while preserving Wheatland's small town character, and historic significance.

Policy 1.A.1. The City shall strive to preserve Wheatland's traditional small-town qualities and historic heritage, while expanding its residential and employment base.

Policy 1.A.3. The City shall designate land for development consistent with the needs of the community and consistent with its efforts to maintain a positive fiscal balance for the City.

Policy 1.A.11. The City shall require future large planning efforts, including specific plans, to provide an appropriate jobs-housing balance to ensure an adequate mix of economic and residential opportunities.

Goal 1.G To support development of employment uses to meet the present and future needs of Wheatland residents for jobs and to maintain Wheatland's economic vitality.

Policy 1.G.1. The City shall designate specific areas suitable for employment development and reserve such lands in a range of parcel sizes to accommodate a variety of employment uses.

Policy 1.G.2. The City shall only approve new employment development that has adequate infrastructure and services. Employment development shall be required to provide sufficient buffering from

residential areas to avoid impacts associated with noise, odors and the potential release of hazardous materials.

- Policy 1.G.3. The City shall promote the development of new high technology uses in the employment locations near the SR 65 bypass.
- Policy 1.G.4. The City shall promote the development of business park and research and development uses in Wheatland.
- Policy 1.G.5. The City shall require new developments projects to pay their fair share of infrastructure construction costs as pursuant to the City's Fee Study.
- Policy 1.G.6. The City shall require that proposed commercial, employment and residential development is phased in order to insure the continuation of an adequate tax base to fund necessary infrastructure and City services.
- Policy 1.G.7. The City shall ensure that intensive industrial or manufacturing uses are located in areas compatible with adjacent use.

Implementation of the goals and policies above would reduce the impact; however, the above impact would remain *significant*.

Mitigation Measure(s)

Feasible mitigation measures do not exist to reduce the above impact to a less-than-significant level; therefore, the impact would remain *significant and unavoidable*.

4.9-3 The General Plan Update may result in conflict with existing plans or regulations.

Updating the existing General Plan involves revisions and/or additions to existing policies and land use designations; therefore, the updated plan is often inconsistent with exiting regulations. For example, changes in land use patterns resulting from approval of this General Plan Update may be in conflict with the existing Wheatland Zoning Code. Existing zoning districts may not accommodate proposed land uses or intensities; therefore, revisions to the Zoning Code would be necessary.

The General Plan Update includes the following goals and policies applicable to Land Use issues:

- Goals 1.A To grow in an orderly pattern consistent with economic, social and environmental needs, while preserving Wheatland's small town character, and historic significance.

Policy 1.A.6. The City shall work with the Sacramento Area Council of Governments (SACOG) and Yuba County to coordinate the City's General Plan with regional planning efforts.

Policy 1.A.8. The City shall establish a Memorandum of Understanding with Yuba County in order to maintain agricultural preservation zoning on farmland surrounding the City.

Policy 1.A.10. The City shall assure that the Zoning Ordinance and Zoning Map are consistent with the General Plan.

Goal 1.H To maintain land as Urban Reserve for consideration for future development.

Policy 1.H.1. No urban development of Urban Reserve areas will be permitted without a General Plan amendment. No General Plan amendment will be considered without an analysis that includes the factors listed in Policy 1.H.2.

Implementation of the goals and policies above would reduce the impacts to a *less-than-significant* level.

Mitigation Measure(s)

None required.

4.9-4 The General Plan Update may result in land use conflicts, and incompatibility between existing, and proposed land uses.

The General Plan Update proposes new land uses that may cause conflicts between existing and proposed land uses. The General Plan Update Land Use Diagram proposes residential development at urbanized densities close to productive agricultural land. Productive agricultural uses may have adverse impacts on residential development, including noise, and odor impacts. Additionally, the General Plan Update proposes residential land uses near industrial uses. The industrial uses may cause adverse impacts to the residential land uses, in the form of noise, odor, and truck traffic.

The majority of the study area is designated for urban use, which would not be developed all at once. Development of the study area would proceed in a "phased" manor thereby making incompatibilities of agricultural and residential uses a temporary issue. As development spreads, consistent with the General Plan, the outermost communities would bear the impacts of adjacency to agricultural land uses. The final "edge" properties, those located along the western portion of the sphere of influence boundary bounded to the east by Jasper Lane, at General Plan Update buildout would be required to implement

agricultural buffers to mitigate for potential impacts. Therefore, impacts by surrounding agricultural land uses on early residential developments would occur until the construction of surrounding planned urban development. The impacts from adjacent agricultural and residential land uses would continue to migrate from development to development until implementation of buffers along the “edge” properties.

The General Plan Update includes the following goals and policies applicable to Land Use issues:

- Goal 1.G To support development of employment uses to meet the present and future needs of Wheatland residents for jobs and to maintain Wheatland’s economic vitality.
- Policy 1.G.1. The City shall designate specific areas suitable for employment development and reserve such lands in a range of parcel sizes to accommodate a variety of employment uses.
- Policy 1.G.2. The City shall only approve new employment development that has adequate infrastructure and services. Employment development shall be required to provide sufficient buffering from residential areas to avoid impacts associated with noise, odors and the potential release of hazardous materials.
- Policy 1.G.3. The City shall promote the development of new high technology uses in the employment locations near the SR 65 bypass.
- Policy 1.G.4. The City shall promote the development of business park and research and development uses in Wheatland.
- Policy 1.G.5. The City shall require new developments projects to pay their fair share of infrastructure construction costs as pursuant to the City’s Fee Study.
- Policy 1.G.6. The City shall require that proposed commercial, employment and residential development is phased in order to insure the continuation of an adequate tax base to fund necessary infrastructure and City services.
- Policy 1.G.7. The City shall ensure that intensive industrial or manufacturing uses are located in areas compatible with adjacent use.
- Goal 1.I To maintain the productivity and minimize developments affects on agricultural lands surrounding Wheatland.

- Policy 1.I.1. The City shall discourage leapfrog development and development in peninsulas extending into agricultural lands to avoid adverse effects on agricultural operations.
- Policy 1.I.2. The City shall support the local agricultural economy by encouraging the location of agricultural support industries in the city, establishing and promoting marketing of local farm products, exploring economic incentives, and support for continuing agricultural uses adjacent to the city, and providing its fair share of adequate housing to meet the needs of agricultural labor.
- Policy 1.I.3. The City shall promote good neighbor policy between residential property owners and adjacent farming operations by supporting the right of the farmers and ranchers to conduct agricultural operations in compliance with state laws.
- Policy 1.I.4. The City shall work with agribusiness to reduce vandalism, trespassing, roadway hazards, and other public safety issues.

Implementation of the goals and policies above would reduce the impacts to a *less-than-significant* level.

Mitigation Measure(s)

None required.

Endnotes

¹ City of Wheatland, General Plan Update Background Report, July 2004.