
4.12 POPULATION, EMPLOYMENT, AND HOUSING

INTRODUCTION

The Population and Housing Chapter analyzes existing and projected population, housing, and employment conditions for the City of Wheatland. Primary documents and information sources referenced to prepare this section include the *Wheatland General Plan Update Background Report¹* (2004).

ENVIRONMENTAL SETTING

Population

Despite the pressures of continued growth, the City of Wheatland's desire to maintain a rural atmosphere and provide for quality development has remained intact. Beginning roughly in the late 1970s, and escalating in the 1980's the community began to experience growth due to growth pressures from the San Francisco Bay Area region. The majority of development within the urbanized area of the City has been residential with moderate retail/service uses and limited business park or industrial uses.

Current Population

Since 2000, the population of Wheatland has grown at a steady rate. According to the California Department of Finance, the estimated population of the City of Wheatland as of January 1, 2005 was 3,432 (www.dof.ca.gov; August 2004). As can be seen in Table 4.12-1 below, the population of the City of Wheatland has increased by 1,157 residents in the past five years. As of January 1, 2005, Wheatland's population is ranked 440th out of 478 total California cities (www.dof.ca.gov; August 2005). Table 4.12-1 displays data for various years, beginning in 2000, for the City of Wheatland.

| As of January 1, 2005 | Estimated Population |
|------------------------------|-----------------------------|
| 2005 | 3,432 |
| 2004 | 3,178 |
| 2003 | 2,690 |
| 2002 | 2,370 |
| 2001 | 2,290 |
| 2000 | 2,275 |

Source: U.S. Census Bureau and California Department of Finance, accessed at www.dof.ca.gov; August 30, 2004.

Future Projections

Projections have been calculated out to the year 2025 for the Wheatland study area and represent a strong increase in numbers. The increase in population is in direct correlation with the implementation of the Land Use Plan. When buildout occurs, Wheatland is projected to be the fastest growing city in the Yuba County. Table 4.12-2 shows projections for 2003 to 2025.

| Table 4.12-2 | |
|--|-----------------------------|
| Wheatland Population From 2003-2025 | |
| As of January 1, 2003 | Estimated Population |
| January, 2003 | 2,700 |
| Projected 2003 to 2025 | 27,400 |
| Total Population at 2025 | 30,100 |
| <i>Projected Annual Absorption</i> | <i>1,200</i> |
| <small>Source: EPS.</small> | |

Employment

Because Wheatland is most immediately impacted by the economic trends of Yuba County, employment by sector was analyzed for Yuba County only, as shown in Table 4.12-3.

Historical Employment Trends—Yuba County

- **Overall job growth in the County has been modest.** During the last 10 years, Yuba County grew by approximately 2,800 non-farm jobs, a decrease of 300 farm jobs and a net growth of 2,500 total jobs. This represents a growth rate of approximately 1 percent annually (see Table 4.12-3).
- **Government continues to be the dominant sector.** Measured in terms of concentration of employees, Yuba County continues to be dominated by government jobs. In 2003, government employees comprised close to 40 percent of all jobs in the County, up from 35 percent in 1993. The large concentration of government jobs in Yuba County is largely the result of Beale Air Force Base, which employees approximately 4,600 people.
- **Farming employment declined.** During the last 10 years, Yuba County realized a decline in farm employment by about 300 jobs (see Table 4.12-3). This is a trend facing many Central Valley communities as continued urbanization and increased agricultural mechanization reduce the labor force required for farming.
- **Manufacturing and service sectors grew.** The manufacturing sector grew substantially in terms of an average annual growth rate of 4.5 percent, which yielded approximately 600 new jobs. The service sector grew by close to 1,000 jobs adding to an already large employment base.

**Table 4.12-3
Historical and Projected Employment – Yuba County**

| Employment Sector | Historical Jobs | | Projected Jobs | Historical Change 1993 to 2003 | | Projected Change 2003 to 2025 | |
|-------------------------------------|-----------------|---------------|----------------|--------------------------------|-------------|-------------------------------|-------------|
| | 1993 | 2003 | 2025 | Absolute | Avg. Annual | Absolute | Avg. Annual |
| Non-Farm Employment | | | | | % | | % |
| Agricultural Services | 888 | 1,192 | 2,055 | 304 | 3.0 | 863 | 2.5 |
| Mining | 61 | 74 | 81 | 13 | 2.0 | 7 | 0.4 |
| Construction | 964 | 1,247 | 1,560 | 283 | 2.6 | 313 | 1.0 |
| Manufacturing | 1,077 | 1,680 | 2,044 | 603 | 4.5 | 364 | 0.9 |
| T.C.P.U | 1,150 | 950 | 1,002 | -200 | -1.9 | 52 | 0.2 |
| Wholesale Trade | 425 | 233 | 278 | -192 | -5.8 | 45 | 0.8 |
| Retail Trade | 3,314 | 2,957 | 3,099 | -357 | -1.1 | 142 | 0.2 |
| F.I.R.E. | 974 | 863 | 1,014 | -111 | -1.2 | 151 | 0.7 |
| Services | 4,489 | 5,397 | 7,528 | -908 | 1.9 | 2,131 | 1.5 |
| Government | 8,808 | 10,314 | 12,163 | 1,506 | 1.6 | 1,849 | 0.8 |
| Subtotal Non-Farm Employment | 22,150 | 24,907 | 30,824 | 2,757 | 1.2 | 5,917 | 1.0 |
| Farm Employment | 2,327 | 2,027 | 2,090 | -300 | -1.4 | 63 | 0.1 |
| Total Employment | 24,477 | 26,934 | 32,914 | 2,457 | 1.0% | 5,980 | 0.9% |

Source: Woods and Poole Economics (Wheatland General Plan Background report)

Projected Employment Changes—Yuba County

Employment projections for Yuba County by published sources are likely to be conservative given the historically modest growth in jobs the County has experienced. This is the case for projections developed by Woods & Poole. However, the City should consider planning for employment growth beyond what published sources project in order to ensure adequate land availability as the market for nonresidential development matures.

Similar to residential development trends, Yuba County will likely exceed Woods & Poole’s projected rate of employment growth in future years as development moves north and east. However, unlike residential development, the amount and pace of employment growth is less predictable. Job growth in Sacramento and Placer Counties combined with a lack of adequate housing in these Counties will likely push residential development to Yuba County. However, employment growth in Yuba County will likely be slower than that of residential development given available capacity for jobs in the more central areas of Sacramento. Even if the pace of job growth is slower than residential development, local communities should plan for job growth so that land is available when nonresidential development occurs.

Table 4.12-3 shows the projected employment growth for Yuba County by 2025. In total, approximately 6,000 jobs are projected countywide. The projections shown later in this chapter indicates that Wheatland should plan for 10,600 new jobs, which is more than Woods & Poole projects for Yuba County. The 10,600 jobs projection for

Wheatland was to identify the appropriate job base to plan for by 2025. Planning for and identifying land for retail, office, and industrial development, will be critical to ensuring adequate land for economic opportunities as the market matures.

The Presence of Beale Air Force Base

Beale Air Force Base is located in Yuba County approximately 13 miles east of Marysville/Yuba City, five miles northeast of Wheatland, and approximately 15 miles northeast of Lincoln. Beale is accessible via five access roads, two of which lead to Marysville, another two lead to Wheatland, and one road leads to Grass Valley. Beale Air Force Base includes 23,000 acres of land generally considered free from encroachment, resulting in adequate land to carry out military operations.

Beale employed approximately 4,600 persons as of 2003, with average annual pay at approximately \$28,000. Beale currently has a large economic impact on approximately eight Northern California counties as a result of supplier relationships and services required. Direct economic impacts in Yuba and Sutter Counties are the result of housing civilian employees who work at Beale. On-base military families attend Bear River Middle School and Wheatland High School. Both civilian and armed services personnel from Beale reside in Wheatland.

Beale's Future

Recent decisions by the Department of Defense (DOD) to locate the Global Hawk aircraft at Beale have indicated a preference for Beale's competitive position for military operations. As national military leaders continue to revise goals, strategies, and operating procedures, decisions related to base closures will continue to be uncertain.

Two economic opportunities are likely to impact Wheatland over time assuming Beale's continued operation and expansion include:

- **The Global Hawk.** The United States Air Force chose Beale Air Force Base as the location of the Global Hawk aircraft, which will be maintained at and deployed from Beale. The Global Hawk is a military plane operated autonomously to conduct reconnaissance military operations. Over 100 contractors are responsible for maintaining the Global Hawk, and there is the potential for locating some of these contractors at or near Beale. The location of autonomous technology at Beale Air Force Base has the potential to increase the demand for office and industrial space in and around the Base, potentially offering economic opportunities to Wheatland in the future.
- **Beale Purchasing Power.** Beale operates numerous business programs that offer local businesses opportunities to sell goods and services to Beale. Local communities, such as Wheatland, have the opportunity to grow small businesses that can be supported by demand from Beale.

Employment Growth in Wheatland

Where residential development is the primary land use intensity in the study area, office and industrial development is the secondary usage proposed for buildout in Wheatland. As the General Plan Update progresses, the City has plans for adequate employment opportunities to create an appropriate job to housing balance. This gives the City the opportunity to capture employment opportunities as they become available, and have the opportunity to increase its employment base as the market matures.

Appropriate Jobs to Housing Balance

Throughout the six-county Sacramento region, the average jobs-to-housing ratio for the year 2000 was 1 job to 1.4 housing units. This is shown in Table A-2 in Appendix A of the GPU Background Report. Communities such as West Sacramento and the City of Sacramento have a higher jobs housing ratio because of the extensive job base within their boundaries. Conversely, communities such as Citrus Heights, Elk Grove, and Rocklin have lower jobs-to-housing ratios when compared to the region. As of 2003, Wheatland’s jobs-to-housing ratio was 0.53, as shown in Table 4.12-4.

| Table 4.12-4 | | | | |
|---------------------------------------|-------------|----------------------|------------------------------|---|
| Projected Job to Housing Ratio | | | | |
| Year | Jobs | Housing Units | Jobs to Housing Ratio | Note |
| 2003 Existing | 500 | 950 | 0.53 | Based on existing data from DOF |
| 2025 Projected | 11,100 | 12,350 | 0.9 | Projected assuming Lincoln’s 200 job to housing ratio |
| 2003 to 2025 New | 10,600 | 11,400 | N/A | |
| <i>Source: SACOG and EPS</i> | | | | |

For planning purposes this chapter assumes Wheatland’s jobs-to-housing ratio in 2025 will be equivalent to Lincoln’s jobs-to-housing ratio as of 2000 (0.9 jobs to 1 housing unit). Wheatland will unlikely be able to generate demand for employment uses resulting in a jobs-to-housing factor above one. Additionally, Wheatland may not be able to attract industrial uses at the same rate Lincoln has given Lincoln’s airport and surrounding industrial land. Wheatland’s proximity to Beale Air Force Base and the potential economic opportunities that could result from new technology at the base, however, could increase the economic potential of Wheatland as a job center. As a result, it is reasonable to assume a jobs-to-housing ratio of 0.9 for Wheatland by 2025. The following estimates the number of jobs to plan for assuming a 0.9-jobs-to-housing ratio at 2025 for Wheatland.

Housing

Current Housing

The Wheatland Planning Area currently contains an estimated 1,094 housing units, of which 845 are single-family units, 247 are multi-family units, and 39 are mobile home units. Table 4.12-5 summarizes the number of housing units per housing type within the City of Wheatland as of January 1, 2004.

| Unit Type | Number of Units |
|---|------------------------|
| Single Family | 845 |
| Multiple Family | 247 |
| Mobile Homes | 39 |
| Total | 1,094 |
| Source: California Department of Finance, E-5 City/County Population and Housing Estimates, 2001-2004; accessed on www.dof.ca.gov ; May 2004. | |

The overall condition of housing in Wheatland is good. However, rehabilitation and replacement of structures is necessary within the City limits. Mintier & Associates conducted a housing condition survey for the entire City on May 27th, 2004 to identify housing in need of major rehabilitation or replacement. The results of the survey showed that Wheatland has a good stock overall. Ninety-four percent of all housing units are in sound condition. The remaining six percent of the housing stock needs are in minor to substantial repair, and are located in the downtown area near the railroad tracks and State Route 65. Two of the properties that are dilapidated, need to be either completely torn down or have major rehabilitation.

Future Housing Needs & Capacity

The Sacramento region's location as an attractive site for additional employment and population growth is not expected to change in future years. As a result, by 2025, the regional population is projected to grow to 3.0 million people creating a demand for 391,000 new houses, as shown in Table 4.12-6. Table 4.12-6 estimates housing demand, assuming Department of Finance (DOF) projections, which are based on historical trends in migration and birth/death rates resulting in population growth. The DOF projection does not take into account the supply of land and, subsequently, housing.

During the next 20 years, housing demand is expected to be strongest in Sacramento County primarily because of this area's proximity to employment opportunities. Placer and El Dorado Counties are expected to realize the second and third highest housing demand levels given their reputation for quality of life and proximity to jobs along the I-80 and in previous years, demand for housing in Sutter and Yuba Counties will likely be less strong than in other more central locations in the region. However, once land supply is factored in, these two counties are likely to realize increased housing demand given their land availability as compared with more central areas.

| County | Population – 2003-2025 | | | | Assumed People Per Residence | Units Projected New Housing Need 2003 to 2005 |
|-----------------------|------------------------|------------------|----------------|----------------------|------------------------------|--|
| | Jan. 1, 2003 | 2025 Projected | Change in # | Avg. Annual % Change | | |
| El Dorado | 166,000 | 274,600 | 108,600 | 2.3 | 2.40 | 45,300 |
| Placer | 275,600 | 443,400 | 167,800 | 2.2 | 2.40 | 69,900 |
| Sacramento | 1,309,600 | 1,832,600 | 523,000 | 1.5 | 2.40 | 217,900 |
| Sutter | 83,400 | 124,700 | 41,300 | 1.8 | 2.40 | 17,200 |
| Yolo | 181,300 | 254,600 | 73,300 | 1.6 | 2.40 | 30,500 |
| Yuba | 62,900 | 87,900 | 25,000 | 1.5 | 2.40 | 10,400 |
| Regional Total | 2,078,800 | 3,017,800 | 939,000 | 1.7% | 2.40 | 391,200 |

Source: DOF, CCSCE, and EPS

The inventory of vacant land includes potential development sites that were in the discussion or approval stages at the time of the General Plan Update. Additionally, the capacity for second units on existing or new single-family lots were not calculated during this time. A summary of residential holding capacity in Wheatland compared to Wheatland's assigned housing need is shown in Table 4.12-7. The total residential capacity of units in Wheatland is 1,796, which exceeds the net allocation of 702 units.

| | Very Low | Low | Low-and Very Low | Moderate | Above Moderate | Total |
|--|----------|-----|------------------|----------|----------------|-------|
| Total RHNP Allocation (1) | 164 | 133 | 297 | 139 | 266 | 702 |
| Building Permits: 2000 through 4/30/2004 (1) | 0 | 0 | 0 | 0 | 348 | 348 |
| Net Allocation to be Met: January 2000-June 2007 (1) | 164 | 133 | 297 | 139 | - | 436 |
| Holding Capacity – Incorporated Land (2) | - | - | 64 | - | 346 | 410 |
| Holding Capacity – Unincorporated Land to be Annexed (3) | - | - | 163 | 136 | 1,082 | 1,381 |
| Remaining Need (4) | - | - | 70 | 3 | 0 | 73 |

Notes:
 (1) See Table 20 Background Report.
 (2) See Table 25 Background Report.
 (3) See Table 26 of the Background Report.
 (4) Total need shown in table is sum of very low-, low-, and moderate-income need. There is a surplus holding capacity of 1,473 total units (702 unit need minus 384 building permits issued, minus 410-unit holding capacity on incorporated land, minus 1,381-unit holding capacity on unincorporated land) when income levels are not taken into account.

Wheatland has a net allocation to be met of 436 moderate-income and below units. Wheatland has a capacity for 368 moderate-income and below units, for a deficit in capacity of 68 units, including 65 very low- and low-income units and 3 moderate-income units. The 368 unit capacity for moderate-income and below units could be increased, with application of the maximum 25 percent density bonus, to 460 units; however, density bonuses are not reflected in the table.

Because of the 68-unit deficit in capacity for moderate-income and below units, Wheatland needs to identify additional site(s) or increase densities on currently identified sites to meet the remaining identified need for affordable units. In order to provide the potential for the 68 net remaining housing unit allocation for very low-, low-, and moderate-income units, 3.78 additional acres of vacant High Density Residential-designated land, would have to be made available (assuming development densities at 18 units per acre).

The City has 4.1 acres of land available for re-zoning for multifamily use at 18 units per acre in order to accommodate at least an additional 73 multifamily units needed to provide adequate sites for affordable housing. The redesignated and re-zoned land shall be suitable for multifamily development and shall be available for development during the housing element planning period.

Redesignation of land in Almond Estates and/or the unincorporated “island” between the new junior high & senior high schools is also available to meet remaining RHND for the Housing Element planning period.

**Table 4.12-8
Vacant Residential Sites Within Wheatland city limits**

| APN#/ Location (1) | Acres | General Plan/ Zoning | Maximum Density in Units/Acre (2) | Assumed Affordability | Maximum Development Potential (3) | Inventoried Development Potential (4) |
|--|-------|----------------------------|--|--------------------------|---|---|
| Wheatland Park Place (5) (Site #13) | 52.46 | LDR/R-1 | 5.00 | above moderate | 108 | 87 |
| Almond Estates (6) (Site #2) | 47.00 | LDR/R-1 | 5.00 | above moderate | 235 | 205 |
| Between SR 65 and C St. at north boundary of City (7) (Site #10) | 2.2 | HDR/R-3 | 18.00 | very low and low | 36 | 35 |
| B Street (8) Site #11 | 12.00 | LDR/R-1 | 5.00 | above moderate | 60 | 54 |
| Between SR65 and Malone St. at south boundary of city (9) | 1.85 | HDR/R-3 | 18.00 | very low and low | 33 | 29 |
| Total units | | | | | 472 | 410 |

Sources: City of Wheatland Zoning Ordinance, 1991; and Mintier & Associates Land Use Database, 2004.

Notes:

- (1) Site # refers to parcel location in 1995 Specific Plan Boundary Map (Figure A-2).
- (2) Without 25% density bonus.
- (3) Maximum development potential is based on acres multiplied by maximum density (without density bonus), and then rounded down. In the case of Wheatland Park Place, existing units and issued building permits have been accounted. See note #5 for this site for further explanation.
- (4) See individual notes for each site for explanation.
- (5) The site is projected to be built out by the end of 2004 at 210 total single family units (87 units potential remaining – 105 building permits issued in 2003 and 18 building permits issued to-date (see Table 20)). This is equivalent to a total site density of 4.0 units/acre, or 80% of maximum density. Based on 123 issued building permits at an average of 4 units/acre, there is an estimated 21.71 vacant acres remaining. At a density of 5 units/acre, this is equivalent to maximum remaining development potential of 108 units.
- (6) Constrained by drainage and access. Possible start in 2007; total of 205 single family lots. This is equivalent to a total site density of 4.36 units/acre, or 87% of maximum density.
- (7) Constrained by need for off-site sewer. Unknown start date. Inventoried development potential is based on an assumed density of 16 units/acre. This site is within an existing street and utility infrastructure network.
- (8) Constrained by need for off-site sewer. Unknown start date; total of 54 single family lots. This is equivalent to a total site density of 4.5 units/acre, or 90% of maximum density.
- (9) Inventoried development potential is based on an assumed density of 16 units/acre. This site is within an existing street and utility infrastructure network.

As shown in Table 4.12-8, Almond Estates is a 47 acre site with a LDR land use designation and R-1 zoning. The site is currently planned for a total of 205 single-family units, which is equivalent to a total site density of 4.36 units per acre. As stated in the table, the site is constrained somewhat by drainage and access, but the constraints do not rule out development within the Housing Element planning period.

| Table 4.12-9 Residential Sites Outside Wheatland city limits | | | | | | |
|--|---------------------|------------|--|-----------------|---------------------------|--------------|
| | Very Low | Low | Combined Low- and Very Low- | Moderate | Above Moderate | Total |
| Heritage Oaks Estates | - | - | 108 | 80 | 590 | 778 |
| multifamily units (1) | - | - | 108 | - | - | 108 |
| duplex units (2) | - | - | - | 80 | - | 80 |
| single family lots (3) | - | - | - | - | 590 | 590 |
| Jones Ranch | - | - | 55 | 56 | 442 | 553 |
| multifamily units (4) | - | - | 55 | - | - | 55 |
| duplex units (5) | - | - | - | 56 | - | 56 |
| single family lots (6) | - | - | - | - | 442 | 442 |
| “Island” between new junior high & senior high schools) (7) | - | - | - | - | 50 | 50 |
| TOTAL | - | - | 163 | 136 | 1,082 | 1,381 |

Sources: City of Wheatland, Carstens Consulting, Inc., Mintier & Associates
Notes:
(1) 6 acres with High Density Residential (HDR) designation and R-3 pre-zoning; 108 unit potential at 18 units/acre.
(2) 7 acres with 40 planned structures (80 units); planned density of 11.4 units/acre.
(3) 181 acres with 590 planned units; planned density of 3.3 units/acre.
(4) 5 acres with High Density Residential (HDR) designation and R-3 pre-zoning; 90 unit potential at 18 units/acre
(5) 9 acres with 28 planned structures (56 units); planned density of 6.2 units/acre.
(6) 140 acres with 442 units; planned density of 3.2 units/acre.
(7) 8 existing single family units; planned for an additional 50 single family units on 31 acres.

As shown in Table 4.12-9, the “Island” has a total site area of 31 acres and is currently projected to have a capacity of 50 single-family units in addition to the 8 existing units. Just as the other unincorporated land that is planned to be annexed, developers of this property will be required to extend infrastructure or fund service and facility expansion (in particular, the wastewater treatment plant does not have the capacity for a large amount of development beyond build-out of the existing City limits).

Household Income

Table 4.12-10 shows the distribution of household incomes for Wheatland and California for 2000, based on income data from 1999. The median household income in 1999 in Wheatland was \$34,861, where the median incomes in California were higher at \$47,493 for the median household income.

| Households | Wheatland | | California | |
|--|-----------------|-------------|-------------------|-------------|
| | Total | % | | % |
| Less than \$10,000 | 96 | 12.0 | 967,089 | 8.4 |
| \$10,000 to \$14,999 | 65 | 8.2 | 648,780 | 5.6 |
| \$15,000 to \$24,999 | 161 | 20.2 | 1,318,246 | 11.5 |
| \$25,000 to \$34,999 | 78 | 9.8 | 1,315,085 | 11.4 |
| \$35,000 to \$49,999 | 140 | 17.6 | 1,745,961 | 15.2 |
| \$50,000 to \$74,999 | 153 | 19.2 | 2,202,873 | 19.1 |
| \$75,000 to \$99,999 | 58 | 7.3 | 1,326,569 | 11.5 |
| \$100,000 to \$149,999 | 36 | 4.5 | 1,192,618 | 10.4 |
| \$150,000 to \$199,999 | 2 | 0.3 | 385,248 | 3.3 |
| \$200,000 or more | 9 | 1.1 | 409,551 | 3.6 |
| Total Households | 797 | 100% | 11,512,020 | 100% |
| Median Household Income (dollars) | \$34,861 | | \$47,493 | |

Source: U.S. Census(Summary File 3).

While Wheatland and California have similar figures for income levels between \$35,000 and \$75,000, Wheatland's \$15,000 to \$24,999 income range accounts for 20.2 percent of its total household incomes, while only accounting for 11.5 percent of the State's total.

The median household income in Wheatland increased from \$26,591 in 1989 to \$34, 861 in 1999, which was an increase of 24 percent (adjusted for inflation). In comparison, California's median income was higher than Wheatland's (\$47,493) in 1999 and the rate of increase during the same period (1989-1999) was slightly higher at 33 percent. These income differences reflect the employment opportunities and pay scales in Wheatland. In addition, because the cost of living is lower, the households on fixed incomes, such as retirees and other persons with limited incomes, can afford to live in Wheatland.

REGULATORY CONTEXT

Wheatland General Plan Update

The project involves establishment of goals and policies aimed at supporting population growth 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

IMPACTS AND MITIGATION MEASURES

Standards of Significance

This section uses the following criteria for determining the level of significance of an environmental impact:

- Induce a substantial population increase in an area, either directly or indirectly, which would be incompatible with existing and proposed facilities, services, and infrastructure;
- Displace substantial numbers of existing housing or people necessitating the construction of replacement housing elsewhere;
- Worsen the job/housing imbalance.

Methods of Analysis

Determinations of impacts to population and housing were based on information from the City of Wheatland *General Plan: Housing Element Update Background Report*².

Project Impacts and Mitigation Measures

4.12-1 Impacts related to the substantial increase in population.

The proposed General Plan Update (GPU) would result in a substantial increase in the total population in the Wheatland study area at buildout. A total of 27,400 new residents are anticipated to reside in the Wheatland study area compared to existing conditions by 2025. The GPU would induce direct population growth through the construction of new housing units and the attraction of additional commercial enterprises. The GPU also incorporates construction of additional infrastructure, including roads, utilities, and government services that would indirectly contribute to growth.

The population growth associated with the GPU would be substantial, at a 10 times greater than existing population. This expansion would trigger a commensurate demand for infrastructure, change the physical and social character of the community, and enlarge the physical dimensions of Wheatland. Consequently, even though there would be considerably more people, the concentration or density of the population would generally remain the same. Moreover, necessary infrastructure has already been implemented, or is in the process of implementation to meet the present and near future development activities.

Interior City Scope

City facilities, services, and infrastructure are presently adequate to accommodate development of vacant residential sites within the existing City limits. The roads serving the sites are in adequate condition, although there is significant traffic congestion on SR65, which bisects the City. According to the General Plan Housing Element Update (page 42), the existing police, fire, and parks services are adequate as well. The City water system has been completely reconstructed

and adequate water supply for the foreseeable future exists, including well beyond the Housing Element planning period. The wastewater system is generally adequate, although new State water quality permitting requirements are likely to require significant upgrades to the existing treatment and disposal system. However, these upgrades will be required before 2008. The City has completed a flood analysis that indicates the City is not within the 100-year floodplain, and has submitted a Letter of Map Amendment (LOMA) to the Federal Emergency Management Agency (FEMA). The existing drainage system is sufficient to meet the needs of the sites.

Exterior City Scope

The existing City facilities, services, and infrastructure (especially wastewater treatment) are not, however, adequate to accommodate new housing on sites currently outside the City limits. While there are significant constraints on the development of the unincorporated areas that are needed to meet Wheatland's housing needs allocation, there are no alternatives to these sites for providing affordable housing for the study area planning period.

The developers of Heritage Oaks Estates and Jones Ranch will be required to extend infrastructure or fund service and facility expansion to accommodate new housing. The same is true for the "island" property. In particular, the wastewater treatment plant has capacity only for buildout of the existing City limits. The plant must be expanded, and possibly relocated, in order to accommodate new housing outside the existing City limits.

Though the City of Wheatland generally has adequate public facilities, services, and infrastructure to accommodate planned residential growth between January 2001 and July 2008 within the City limits; the anticipated growth of Wheatland outside of City limits in the near future shall require substantial upgrading and expansion of existing public facilities and services. Although additional public facilities, services, and infrastructure are necessary to support future buildout of the study area, the development of such facilities, services, and infrastructure are within the scope of the buildout, and would be implemented throughout the development to support the growth in population.

The General Plan Update includes the following goals and policies applicable to population, and housing issues:

Goal 5.A To ensure the timely development of public facilities and services, and the maintenance of specified service levels for public facilities.

Policy 5.A.1. The City shall ensure through the development review process that adequate public facilities and services are available to serve new development. The City shall not approve new development where

existing facilities are inadequate unless the following conditions are met:

- a. The applicant can demonstrate that all necessary public facilities will be installed or adequately financed (through fees or other means); and
- b. The facility improvements are consistent with applicable master or facility plans adopted by the City.

Policy 5.A.2. The City shall require development proposals to include plans for development and financing of public facilities and services.

Policy 5.A.3. The City shall prepare and annually review facility master plans, and every five years update the plans to ensure compliance with appropriate state and federal laws, use of modern and cost-effective technologies, and compatibility with current land use policy.

Policy 5.A.4. Through fiscal revenues generated by new development, the City shall expand, as needed, general government services (e.g., City administrative services) in connection with new development.

Policy 5.A.5. The City shall prepare and annually review the Infrastructure Financing Plan (IFP) and every five years update the IFP to ensure the implementation and adequacy of the Plan.

Policy 5.A.8. The City shall ensure through the development review process that public facilities and infrastructure are designed and constructed to meet ultimate capacity needs, pursuant to a master plan, to avoid the need for future replacement to achieve upsizing.

Policy 5.A.9. The City shall ensure through the development review process that public facilities and infrastructure are designed to meet ultimate capacity needs, pursuant to a master plan, to avoid the need for future replacement to achieve upsizing. For facilities subject to incremental sizing, the initial design shall include adequate land area and any other elements not easily expanded in the future.

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

Mitigation Measure(s)

None required.

4.12-2 Impacts related to the displacement of existing housing or people necessitating the construction of replacement housing elsewhere.

The General Plan Update at buildout would result in a substantial increase of housing units in the Wheatland study area. The majority of the study area is agricultural land, which has been designated for urban intensities. As the area is primarily agriculture; the displacement of existing housing is not a significant issue.

Within the general population there are several groups of people who have special housing needs. These needs can make it difficult for members of these groups to secure suitable housing, and are the most susceptible to displacement. To protect special groups, the GPU includes goals and policies, which provide adequate housing opportunities for all members of the population. In addition, the GPU Land Use Map has areas designated for such uses.

The General Plan Update includes the following goals and policies applicable to population and housing issues:

Goal 4.A Provide for the City's regional share of new housing for all income groups.

Policy 4.A.1. The City shall continue to monitor residential land use designations and zoning annually to ensure that sufficient land is designated and zoned at various densities to meet the City's regional share of housing.

Policy 4.A.2. The City shall designate and zone areas for higher density residential development that are within or adjacent to existing developed areas in which public facilities and services can be extended, or within large, master planned developments which have the financial capability of providing needed public facilities and services for higher density development.

Policy 4.A.3. The City shall ensure that developers and residents are made aware of key housing programs and development opportunities.

Policy 4.A.5. The City shall work with other public agencies and private organizations to build affordable housing.

Goal 4.B Improve/conserves the supply of existing housing.

Policy 4.B.1. The City shall encourage the preservation of existing neighborhoods and the provision of safe and sanitary housing for all residents.

- Policy 4.B.2. The City shall encourage the preservation and rehabilitation of the existing affordable housing stock.
- Policy 4.B.3. The City shall support efforts to prevent substandard homes from becoming dilapidated structures.
- Policy 4.B.4. The City shall inspect and identify code violations in residential buildings.
- Policy 4.B.5. The City shall require the abatement or demolition of substandard housing that is not economically feasible to repair.
- Policy 4.B.6. The City shall periodically survey housing conditions to maintain a current database on housing conditions.
- Policy 4.B.7. The City shall ensure that potential developers, landlords, and income-eligible homeowners are aware of available affordable rehabilitation programs provided by Yuba County.
- Goal 4.C Meet the special housing needs of homeless persons, seniors, large families, disabled persons and farm-workers.
- Policy 4.C.1. The City shall provide referrals for housing and services to homeless persons.
- Policy 4.C.2. The City shall promote increased housing opportunities for seniors, large families, and disabled persons.
- Policy 4.C.3. The City shall encourage developers of rental units to build units for large families.
- Policy 4.C.4. The City shall encourage the incorporation of childcare in residential areas and employment-based land uses to help households with young children.
- Policy 4.C.5. The City shall provide reasonable accommodation for individuals with disabilities to ensure equal access to housing.

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

Mitigation Measure(s)

None required.

4.12-3 Impacts related to the housing/ jobs ratio in the City of Wheatland study area.

The General Plan Update at buildout would result in approximately 11,400 total housing units in Wheatland. The buildout would induce direct population growth through the concentration of new units and the attraction of commercial enterprises. The projected residential development is primarily new housing construction, as opposed to redevelopment of existing housing stock. Overall, the GPU results in a significant net gain of housing units, thereby increasing the available work force.

Despite the increase in population, Wheatland will unlikely be able to generate demand for employment uses resulting in a jobs-to-housing factor above one. Additionally, Wheatland may not be able to attract industrial uses due to limited industrial land. Wheatland's proximity to Beale Air Force Base and the potential economic opportunities that could result from new technology at the base, however, could increase the economic potential of Wheatland as a job center.

A Goal of the GPU is to retain existing employment and to provide balanced economic growth across a broad spectrum that includes service businesses, agricultural, and other production oriented industries in order to achieve sustained growth with a jobs/housing balance. The GPU would result in 11,100 jobs in the City of Wheatland study area. This is an increase of approximately 10,600 jobs over the year 2003 local employment estimate. The year 2003 housing unit estimates 950 housing units and local jobs estimate of 500 yields a job/housing ratio of 0.53. The GPU projects a total of 12,350 housing units and 11,100 jobs, resulting in a job/housing ratio of 0.9. Although a jobs/housing ratio less than one (1) generally suggests that residents must travel outside the local area to reach a place of employment, the General Plan Update Land Use designations for employment and housing were determined to achieve a balanced job/housing ratio within the Wheatland study area. In addition, the designated employment areas would provide a more balanced ratio than currently available, thus representing a beneficial impact for the Wheatland area.

The General Plan Update includes the following goals and policies applicable to population and housing 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.

Policy1.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.

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

Mitigation Measure(s)

None required.

Endnotes

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