



# Planning Commission Meeting Staff Report

**Meeting Date:**  
**February 4, 2025**

---

**Subject:** Consideration to recommend the Wheatland City Council approve a General Plan Amendment, Planned Development Rezone, Vesting Tentative Subdivision Map, and Site Plan and Design Review for the Heritage Oaks Estates East Project located west of State Route 65 and south of Main Street.

**Prepared By:** Tim Raney, Community Development Director

---

## **Recommendation:**

Staff recommends that the Wheatland Planning Commission conduct a public hearing on the proposed development, and upon close of the public hearing, adopt the attached resolution recommending the Wheatland City Council take the following actions:

1. Certify the Final Environmental Impact Report (EIR), adopt the California Environmental Quality Act (CEQA) Findings of Fact and Statement of Overriding Considerations (FOF/SOCs), and adopt the Mitigation Monitoring and Reporting Program (MMRP);
2. Approve the General Plan Amendment;
3. Approve the Planned Development (PD) Rezone;
4. Approve the Vesting Tentative Subdivision Map; and
5. Approve the Site Plan and Design Review.

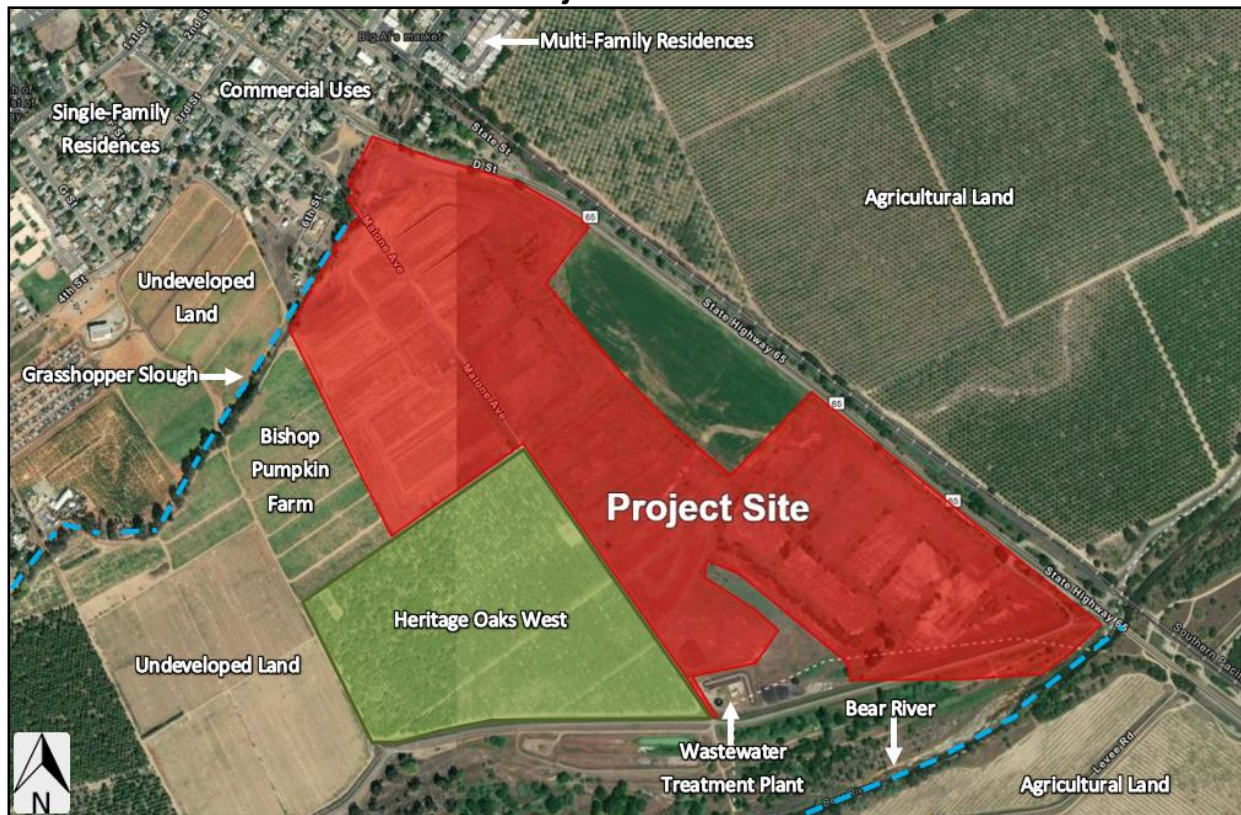
## **Background:**

On December 3, 2024, the Wheatland Planning Commission held a public hearing for the proposed project; however, the City of Wheatland did not meet the minimum requirements for a quorum. As a result, city staff has re-noticed the Heritage Oaks Estates East Tentative Subdivision Map public hearing for the February 4, 2025, Planning Commission meeting.

The approximately 148.70-acre project site, identified by Assessor's Parcel Numbers (APNs) 015-490-023 through -028 and 015-720-009 through -013, is located west of State Route (SR) 65 and south of Main Street in the City of Wheatland. The City of Wheatland General Plan designates the site as Low Density Residential (LDR) and Park (P), with the project site being zoned as PD.

The project site consists of generally flat, vacant land that has been subject to prior mass grading, with ongoing disturbance through regular mowing/discing activities. Malone Avenue runs in a northwest-to-southeast direction through the northern portion of the project site and continues to travel southeast as a portion of the project site's western boundary. Various trees and shrubs are scattered throughout the southern portion of the project site. Surrounding existing land include the Grasshopper Slough, single-family residences, multi-family residences, and commercial uses to the north; SR 65, Union Pacific Railroad (UPRR) tracks, and agricultural land to the east; Bear River, the City of Wheatland Wastewater Treatment Plant (WWTP) and agricultural land to the south; and agricultural land, undeveloped land, and the Bishop's Pumpkin Farm to the west.

## Project Location



An EIR was originally prepared in 2002 for the entire Heritage Oaks Estates project, which included the project site as well as the 92-acre Heritage Oaks Estates West site. The 2002 project required approval of Annexation of both sites into the City of Wheatland, a General Plan Amendment, and a Rezone. The Heritage Oaks Estates site was later divided into Heritage Oaks Estates West and Heritage Oaks Estates East projects. An Initial Study (IS) was prepared for the Heritage Oaks Estates East project in 2005. The City of Wheatland City Council approved a Development Agreement and Tentative Subdivision Map consisting of 490 single-family residences for the Heritage Oaks Estates East project; however, both entitlements have since expired.

### Analysis:

The proposed project would include the development of the project site with up to 685 single-family residences, as well as various associated improvements, including, but not limited to, several community parks, a landscape corridor, open space, an internal roadway system, and various landscaping and utility improvements. The proposed project would require City approval of a General Plan Amendment, PD Rezone with an associated General Development Plan, Vesting Tentative Subdivision Map, and Site Plan and Design Review, as discussed below.

### General Plan Amendment

The proposed project includes lots ranging from 3,825 to 5,000 square feet (sf); therefore, the proposed project would require approval of a General Plan Amendment to change the site's General Plan land use designation from LDR to Low-Medium Density Residential (LMDR) and Medium Density Residential (MDR) to allow the development of small lot single-family detached housing. The LMDR designation provides for single-family detached residences within a density range of 4.1 to 6.0 dwelling units per acre (du/ac). The MDR land use designation provides for single-family detached and single-family attached residences, within a density range of 6.1 to 8.0 du/ac. The net density of the proposed residential villages would be 6.51 du/ac, while the gross density based on the total acreage would be 4.58 du/ac, which

exceeds the maximum density allowed under the current LDR General Plan land use designation for the project site. It should be noted that the previous Heritage Oaks Estates East tentative subdivision map that was approved in 2005 included 490 single-family lots, which resulted in an approximately 3.31 du/ac. As a result, the proposed General Plan Amendment would result in a higher density and smaller lot size than was originally anticipated for the project site.

#### Planned Development Rezone and General Development Plan

The proposed project would require approval of a PD Rezone to amend the current PD zoning district to establish the site-specific development standards for the proposed project. Pursuant to Section 18.51.060 of the Wheatland Municipal Code, the uses within the PD zoning district shall be limited to the uses contained within the approved development plan. Accordingly, the proposed Heritage Oaks Wheatland General Development Plan has been prepared to establish the design standards for the site with specific criteria to assist the City in its review of the proposed project (see Exhibit C of Attachment 1). Unless otherwise specified within the General Development Plan, such as variations in lot sizes and setbacks, the proposed project would adhere to all applicable City zoning and Municipal Code requirements. Such standards and regulations are designed to reflect site characteristics, as well as establish development and design objectives that differ from the City's typical development standards for the proposed on-site uses.

#### Vesting Tentative Subdivision Map

The proposed project would include a Vesting Tentative Subdivision Map, which entitles the project applicant to a vested right to proceed with development in substantial compliance with the ordinances, policies, and standards in place at the time of project approval (see Exhibit D of Attachment 1). The proposed Vesting Tentative Subdivision Map includes subdivision of the project site into 681 single-family residential lots. The single-family residential lots would be grouped into 10 "Villages," which would each include between 35 and 101 lots.

#### *Access and Circulation*

Site access would be provided by SR 65 with the construction of two new roadways, DeValentine Parkway and Red Oak Drive. The proposed project would include new acceleration and deceleration lanes along SR 65 for access in and out of the development. The proposed internal collector streets would connect to form a semi-grid pattern within the project site and would provide access to the proposed residential units and parks. In addition, the proposed Red Oak Drive would provide a future new primary access to the Bishop's Pumpkin Farm.

#### *Utilities*

Water service would be provided by the City of Wheatland Public Works Department through the existing well located in the project site's 0.86-acre Parcel B, as well as through new water line connections to the City's existing water system. Sanitary sewer service would be provided by the City's Public Works Department through new connections to existing sewer infrastructure in the project vicinity. The storm drainage system for the proposed project would consist of a new underground trunk line conveyance system and two detention basins. Gas and electricity services would be provided by PG&E, and telecommunications and cable services would be provided by AT&T and Xfinity.

#### *Project Phasing*

The proposed project would be constructed over three phases. The first phase would consist of Villages 1, 2, and 3 totaling approximately 232 residential lots, the Malone Parkway Paseo, and both DeValentine Parkway and Red Oak Drive. Phase 2 would consist of Villages 4, 5, and 6 totaling approximately 216

residential lots. Phase 3 would consist of Villages 7, 8, 9, and 10 totaling approximately 233 residential lots.

### Site Plan and Design Review

Pursuant to City of Wheatland Municipal Code Chapter 18.67, residential development projects with more than four units are subject to the City's Site Plan and Design Review process. The proposed General Development Plan's purpose is to establish design standards that would be used for siting, design, and construction of the project as well as development objectives to preserve Wheatland's character as a farming community.

The proposed residential villages within the proposed project would be comprised of a variety of housing types interconnected by tree-lined walkable streets, open space, and the Malone Parkway Paseo bisecting the community and connecting the east and west ends. The proposed residential design principles and development standards would be applied to all proposed development within project. The proposed General Development Plan includes one- and two-story residences with a variety of architectural styles, including Ranch, Spanish, Farmhouse, Californian, Cottage, Craftsman, and Mission.

#### *Ranch Architectural Style*

The Ranch architectural style includes a smooth stucco and lap siding exterior with gridded single-hung windows and decorative trim and sill.

**Ranch Style**





### *Spanish Architectural Style*

The Spanish architectural style includes a smooth stucco exterior with gridded single-hung windows with decorative wrought iron details, window shutters, curved archways and tile roofing.

#### **Spanish Style**



### *Farmhouse Architectural Style*

The Farmhouse architectural style includes a smooth stucco and lap siding exterior with upper gable board and batten and single-hung windows with decorative trim and sill and front porch columns with a decorative stacked stone veneer base.

#### **Farmhouse Style**



### *California Architectural Style*

The California architectural style includes a smooth stucco exterior with decorative window shutters and tile roofing.

**California Style**



### *Cottage Architectural Style*

The Cottage architectural style includes a smooth stucco and a decorative stacked stone veneer exterior with wood trim.

**Cottage Style**



### *Craftsman Architectural Style*

The Craftsman architectural style includes a smooth stucco and shingle siding exterior with upper gable vertical siding and gridded single-hung windows with decorative trim and sill and front porch columns with a decorative brick veneer base.

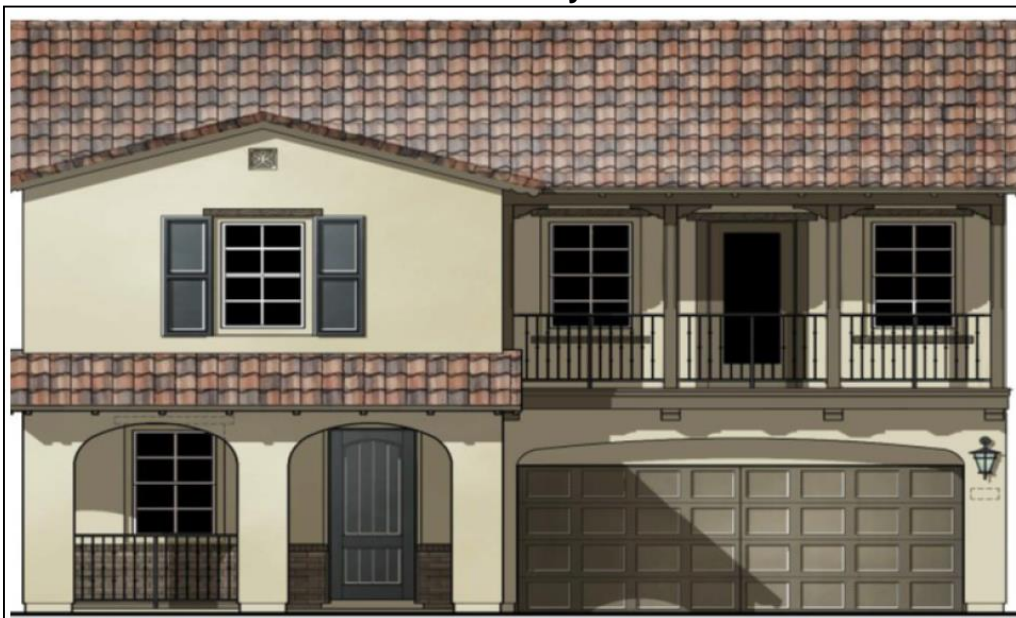
**Craftsman Style**



### *Mission Architectural Style*

The Mission architectural style includes a smooth stucco exterior with gridded windows with decorative wooden details, window shutters, curved archways and tile roofing.

**Mission Style**



Repetitive floor plans and elevations for adjacent residences would be avoided, as required by draft Condition of Approval #20 (see Exhibit E of Attachment 1). In addition, various materials and color schemes will be incorporated to visually enhance building styles.



## *Parks and Paseos*

The open space and recreation area network for the proposed project consists of approximately 25 acres of dedicated land, which is made up of parks, the Malone Parkway Paseo, and passive open space.

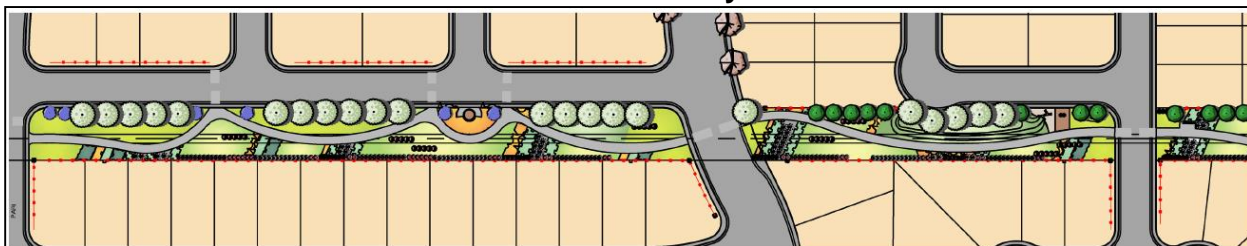
The approximately 10-acre park identified as north park would be located along the north end of the project adjacent to Grasshopper Slough. The north park would be designed as a community park with play structures, lawn games, sports courts, ball fields, and dual-purpose play fields and storm water and water quality control basins.

### **Northern Area Parks**



The Malone Parkway Paseo bisects the project site and provides pedestrian and bikeway access throughout the community. The paseo is intended to be active, usable areas which encourage pedestrian activity, interaction among residents and connectivity between Villages. The proposed paseo consists of a 10-foot wide, meandering, multi-use path and a landscape strip along one street edge.

### **Malone Parkway Paseo**





The approximately 5-acre park identified as a community wide park would be located at the south end of the project site near Village 10. The community wide park would include play structures, sports courts and ball fields. The community wide park may be expanded in the future pending the re-purposing of adjacent land uses.

The approximately 2-acre park identified as riverside park would be located at the south end of the project site near Villages 9 and 10 and would be designed as a village park which would include preserved oak trees surrounded by benches and tables to serve as a picnic area. Adjacent to the riverside park, is approximately 8 acres of passive recreation open space adjacent to the Bear River.

### Southern Area Parks



### Environmental Review

An EIR was prepared for the proposed project in accordance with the CEQA. A Notice of Preparation (NOP) for the Draft EIR was released for a 30-day review from March 29, 2024 to April 29, 2024. In addition, a public scoping meeting was held on April 25, 2024 to solicit public comments regarding the scope of the Draft EIR.

The City of Wheatland received five letters during the NOP public review period and five verbal comments were also received during the NOP Scoping meeting. One additional letter was received after the comment period ended. The comment letters and verbal comment summary are provided as Appendix B in the Draft EIR. All NOP comments were taken into consideration during the preparation of the Draft EIR.

In accordance with CEQA, the Draft EIR was sent to the State Clearinghouse (SCH#: 2024031192) for distribution to State agencies on July 23, 2024 for the 45-day public review period ending on August 16,

2024. In addition, the Draft EIR and a NOA for the Draft EIR were published on the City of Wheatland website. Printed copies of the Draft EIR were made available for review at Wheatland City Hall (111 C Street, Wheatland, CA).

During the 45-day public review period, the City of Wheatland received three comment letters on the Draft EIR for the proposed project. One additional letter was received after the comment period ended. The Draft EIR comment letters are provided in Chapter 2 of the Final EIR.

Under CEQA, a significant effect on the environment is defined as a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project, including land, air, water, mineral, flora, fauna, ambient noise, and objects of historic or aesthetic significance. Mitigation measures must be implemented as part of the proposed project to reduce potential adverse impacts to a less-than-significant level. Such mitigation measures are noted in the project EIR and are found in the following technical chapters: Air Quality and Greenhouse Gas Emissions; Transportation; Tribal Cultural Resources; Utilities and Service Systems, and Other Effects (Biological Resources; Cultural Resources; Geology and Soils, Hazards and Hazardous Materials, Hydrology and Water Quality). The mitigation measures presented in the EIR form the basis of the MMRP (see Exhibit B of Attachment 1). Any impact that remains significant after implementation of mitigation measures is considered a significant and unavoidable impact.

Significant and unavoidable impacts that would persist even with mitigation measures are described in detail in the project EIR related to Air Quality and Greenhouse Gas Emissions.

A Final EIR was prepared to respond to all comment letters received, identify any revisions to the Draft EIR text as a result of those comments, and includes the MMRP. In accordance with CEQA, the Final EIR was submitted to the State Clearinghouse for distribution to State agencies on November 22, 2024 for a minimum 10-day public review period. The Final EIR was also posted on the City's website. The revisions to the Draft EIR include minor clarifications and amplifications of the analysis contained in the Draft EIR and do not constitute significant new information that, in accordance with CEQA Guidelines Section 15088.5, would trigger the need to recirculate portions or all of the Draft EIR.

The Heritage Oaks Estates East NOP, Draft EIR, and Final EIR are available for review on the City's website (<https://www.wheatland.ca.gov/departments/community-development/>).

Findings of fact and statement of overriding considerations for the EIR have been prepared for the City's certification of the EIR. The statement of overriding considerations is required due to significant and unavoidable impacts that persist even with the implementation of mitigation measures (see Exhibit A of Attachment 1).

### Conclusion

Based on the information contained in the staff report and the Findings of Fact in the attached resolution and subject to the conditions of approval, staff recommends that the Wheatland Planning Commission consider the adoption of the attached resolution thereby recommending the Wheatland City Council take the following actions:

1. Certify the Final EIR, adopt the CEQA FOFs/SOCs, and adopt the MMRP;
2. Approve the General Plan Amendment;
3. Approve the PD Rezone;
4. Approve the Vesting Tentative Subdivision Map; and
5. Approve the Site Plan and Design Review.

**Fiscal Impact:**

None.

**Attachments:**

1. Resolution No. 2024-\*\*
  - Exhibit A – Findings of Fact and Statement of Overriding Considerations
  - Exhibit B – Mitigation Monitoring and Reporting Program
  - Exhibit C – Planned Development Rezone Ordinance
  - Exhibit D – Vesting Tentative Subdivision Map
  - Exhibit E – Draft Conditions of Approval