



# CITY OF WHEATLAND

## CITY COUNCIL MEETING STAFF REPORT

March 28, 2023

**SUBJECT:** Bishop's Pumpkin Farm 2022 Season Report

**PREPARED BY:** Jim Goodwin – City Manager

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### **Recommendation**

Information only. No action required.

### **Background**

Bishop's Pumpkin Farm (BPF) has been operating continuously in Wheatland for 50 years. BPF was annexed into the City of Wheatland in 2011.

According to BPF, attendance in 2022 was increased over 2021 primarily due to the better weather during the season. BPF reports total attendance for the 2022 season at approximately 310,000 during the 58-day season.

New this season was the addition of an employee-only parking lot accessed from Oakely Lane. Almost all employees used that lot and access route during the season. Also new was an exit route to Main Street. The new route, used only during October weekends, allowed for a two-lane entrance to the parking area accessed from the west end of Main Street. The goal of these additions was to increase vehicle queuing on the property and reduced back-up on to Main Street.

The remainder of this report details the fiscal impact and city services offered during the Bishop's Pumpkin Farm 2022 Season.

### ***Finance***

At the time of annexation, BPF entered into a Development Agreement (DA), that among other provisions, established an Admission Fee to be paid to the City annually. The fee is equal to five

percent of any Admission Charge collected by BPF. Initially, 50 percent of the fee was deposited in the General Fund and 50 percent in a special joint-use fund. A later amendment to the DA increased the amount deposited into the General Fund to 60 percent. The joint-use fund is designed as a funding source to mitigate impacts, to be directed jointly by The BPF and City. The General Fund portion is designed to mitigate impacts at the sole discretion of the City.

A summary of fees collected, and expenses paid in 2022 is as follows:

	60% of Fees Collected <b>General Fund</b>	40% of Fees Collected <b>Joint Admission Fund</b>
Revenue:	86,001	57,334
<b>Total Revenue</b>	<b>86,001</b>	<b>57,334</b>
Expenses:		
Police	22,302	0
Public Works	3,836	3,000
Engineering	0	15,383
Supplies	0	4,495
<b>Total Expenses</b>		<b>22,878</b>
	<b>26,138</b>	
<b>Net Revenue</b>	<b>59,863</b>	<b>34,456</b>

It is important for the City Council to recognize this summary does not include net receipts of sales tax or transaction tax. The City’s receipts of the state Bradley Burns sales tax is shared with Yuba County (the county receives 12.5 percent) pursuant to the Tax Sharing Agreement. All of the local transaction tax collected from BPF stays with the City. Bishop’s Pumpkin Farm is one of the City’s top sales tax generating businesses.

In addition, this summary does not account for the impact of local wages. BPF shared with staff that 101 Wheatland residents were employed by BPF during the 2022 season, receiving \$900,984 in wages. The overall gross payroll for 2022, including health and retirement plans for eligible employees, was \$3,325,000. This amount is significantly increased over 2021 due to increase in the minimum wage. BPF reports the company is employing 15 full-time employees. Two full-time employees moved to Wheatland in 2022.

BPF also reports that in 2022, the company donated \$10,293 to Wheatland High School or Bear River School clubs for volunteer assistance. In total, \$59,963.69 was donated to clubs, with a large portion going to clubs from Beale AFB.

Finally, the company reports that \$300,000 was paid to various companies as vendors in the categories of security, medical staff and farm labor.

According to Doug Svensson of Applied Development Economics (ADE), applying a multiplier of 1.5 times to only the wages paid to the Wheatland residents is an appropriate, estimated measure of local impact. Using that multiplier, the estimated local impact of the local wages increases to \$1,351,476 for 2022.

## ***Public Safety***

### *Police*

During the 2022 Bishop Pumpkin Farm (BPF) season, the police department devoted 447 hours to traffic enforcement around the entrance to BPF and security within the event.

The police department responded to ninety-seven calls for service within the park and surrounding residents resulting in one arrest for a warrant. There was a total of three traffic-related complaints received from residents near BPF.

The police department conducted 97 traffic stops for various traffic related violations near the entrance to BPF, which resulted in 48 citations being issued.

The Police Department received one complaint regarding the sales of alcohol within the park and questioning if BPF was allowed to sell alcohol and allow visitors to drink alcohol within the entire park. The Police Department verified BPF has the correct ABC license that allows for the sale of alcohol within the park and allows for visitors to drink alcohol if the alcohol remains inside the park.

### *Fire*

Wheatland Fire Authority (WFA) responded to a total of six incidents during the season. Three were medical aids and 3 were public assist. There were no delays in WFA response due to traffic, temporary traffic control measures or any other situation.

WFA received 4 unique phone reports of smokey conditions throughout the season, with one individual making multiple complaints on many nights. WFA responded to all complaints and investigated the cause of the nuisance smoke in the Wheatland area. WFA noticed at the beginning of the season that BPF needed to change their burning tactics regarding the use of the fire pits. WFA assisted the BPF employees on the proper techniques and after that the smoke from the pits was significantly less. Unfortunately, this season also had to deal with the unusual lack of evening breezes that would normally dissipate the smoke. WFA upon investigation noticed that most of the smoke was traveling in a Northern direction.

Rice burning was the major reason for smokey conditions during the season. As a result of the overlap between rice field burning and the operations of BPF, to avoid future confusion, WFA has recommended using social media to inform the public when there will be heavy smoke in the area due to rice field burning.

## ***Public Works and Engineering***

Since 2016, Wheatland has been implementing a temporary traffic management plan during the BPF season. The signs and traffic controls are placed prior to the beginning of the season, monitored throughout the season, and removed at the end of the season.

For the 2022 season, the City developed an updated traffic management plan. The plan included input from public meetings, Bishop Pumpkin Farm representatives, Wheatland Public Works, Wheatland Police and Wheatland Fire Authority. Significant changes for the 2022 season included:

1. Adding a row of traffic barrels at the centerline and right edges of travel lanes along Main Street between Hwy 65 and E Street. Traffic barrels replaced the use of traffic cones during the 2021 season.
2. The full closure of the west end of Fourth Street.
3. Weekend closure of E Street at First Street (Friday afternoon until Monday morning) in October.
4. Closure of southbound E Street at Fourth Street to prevent cut-through traffic to Main Street (Friday afternoon until Monday morning) in October.
5. Additional guide signs were added along eastbound Wheatland Road for visitors coming from the west on Wheatland Road and Oakley Lane.
6. Additional guide signs were added along westbound Wheatland Road to guide visitors to the second entrance on Wheatland Road.
7. A changeable message sign was added at westbound First Street west of E Street to guide visitors to Wheatland Road entrance.
8. A changeable message sign was added at eastbound Wheatland Road east of Oakley Lane of E Street to guide visitors to Wheatland Road entrance.
9. Left-turns were prohibited exiting the Wheatland Road Gate, allowing right-turns only onto eastbound Wheatland Road/First Street.
10. The Wheatland Road Gate (secondary) was used on all weekends in October 2022.
11. BPF opened an employee entrance accessible from Oakley Lane to help remove traffic from Main Street.
12. Collect traffic data including vehicle speed and traffic volumes by direction for this report and for future planning efforts.
13. BPF modified internal circulation by adding a single-lane gravel exit road west of the Main Street Gate to allow a two-lane entry road from Main Street to the parking booths. This road was used only on October weekends and provided additional vehicle stacking as patrons approached the ticket booths and better segregated exiting traffic from traffic entering the event.
14. Other minor adjustments of signs and barricades in conjunction with input from Wheatland Police and Public Works Departments.

Some difficulties were encountered with the weekend closure of E Street, where it connects to First Street, (see item 3 above). Traditionally closures at this location have been “soft” closures designed to discourage BPF patrons from using Fourth Street to bypass Main Street and the use of E Street to access Main Street. Due to local traffic issues, a full closure on E Street was put into effect only from Friday afternoon until Monday morning. As soon as the closure went into effect on E Street, visitors began driving across a property at the southwesterly corner of First and E Streets, driving off the road and over the curb and sidewalks. With permission of the property owner, Public Works erected a temporary fence across the frontage of the property to prevent vehicular traffic from driving over private property and skirting the barricades. The temporary fence remained in place until the end of the season.

The secondary access gate was used on all October weekends during the 2022 season, Extra signage, plus two additional message boards were used to help direct traffic and encourage the use of the second access.

BPF implemented a new, internal traffic circulation pattern in 2022 that allowed for two lanes entering the farm on peak weekends on the existing paved entrance and an additional ticket booth. The circulation pattern also utilized a single gravel exit to Main Street. While this was disclosed to staff prior to the season opening, there was a misunderstanding on the timing of implementation and staff did not alert Council or the neighbors of this change. This traffic pattern did have a desirable affect by eliminating “queuing” of vehicles waiting to enter the park. However, the use of the gravel road did result in renewed complaints of dust on the peak weekends.

### *Traffic Study*

Prior to, during, and after the 2022 season the city deployed traffic counters at five locations to better understand the traffic volumes and speeds associated with BPF annual operations.

Data Collection – Data collection involved the placement of tube counters across the roadways in five locations. The data collection was contracted through *Quality Counts LLC*, a national traffic data collection vendor. The counters were placed at:

Over 3-million data points were collected at five locations over 17-weeks including 30-days before the season opening, 57-days of the event and 30-days after the close of the BPF season.

Based on the data collected, the City Engineer prepared a traffic report. The report provides the following conclusions regarding traffic associated with the 2022 Bishop Pumpkin Farm season:

1. Approximately 81,395 vehicles accessed the BPF site during the 57-day event.
2. Total traffic on Main Street increased by 155,117 trips which equates to an average of 9,125 trips per week or average daily traffic (ADT) of 3,022 trips during the BPF season.
3. Total traffic on Wheatland Road increased by 118,980 trips which equates to an average of 6,999 trips per week or ADT of 3,224 during the BPF season.
4. The Federal Highway Administration (FHWA) designation for Main Street and Wheatland Road is “Major Collector” which can accommodate up to 6,300 ADT. Therefore, traffic volumes on these streets did not exceed nationally established volume thresholds.
5. The 2006 City of Wheatland General Plan designates Main Street as an “Arterial Roadway”. The ADT of approximately 3,000 ADT observed in the traffic study is within the threshold of 12,000 ADT per the General Plan.

6. The estimated attendance of 310,000 patrons, equates to 3.8 occupants per vehicle (includes buses).
7. The establishment of an employee parking area off Oakley Lane removed approximately 30,000 employee trips from the Main Street Gate.
8. The 85-percentile speeds on Main Street during the BPF event period are consistently 2 to 4 miles per hour slower than pre- and post-season periods.
9. Because the calculated 85-percentile speeds are at or below the speed limit on Main Street, no revisions to the posted speeds or special measures, in addition to those already in-place during the study, are recommended on Main Street.

Further details can be found in the *Traffic Report for the 2022 Bishop Pumpkin Farm Event* prepared by the City Engineer (attached).

### **Moving Ahead**

Given the data presented in this report, staff does not anticipate any changes to the traffic management plan in 2023. Staff anticipates holding one Public Meeting in July to inform the public of the plan, dates for implementation, and to answer any questions about the 2023 season.

### **Attachment**

1. Traffic Report for the 2022 Bishop Pumpkin Farm Event



# City of Wheatland

## Traffic Report for the 2022 Bishop Pumpkin Farm Event

March 17, 2023

Season Dates:  
September 10 to November 6, 2022



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111 C Street Wheatland, California 95692

TELEPHONE (530) 633-2761

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## Traffic Report 2022 Bishop Pumpkin Farm Event

### Introduction/Setting

The Bishop Pumpkin Farm (BPF) is an agricultural oriented business located in the southwesterly corner of the City of Wheatland. BPF opened for business in 1973 by hosting school field trips in the fall. BPF has since expanded to include food, alcohol sales, amusement rides, shows, fireworks, camp fires and movies. BPF has steadily grown in popularity and employs seasonal workers from the surrounding community. BPF reported total attendance for the 2022 season at approximately 310,000 guests and approximately 450 employees work at BPF at any given time on a peak day.

Since 2016, Wheatland has been implementing a temporary traffic control plan during the season. Traffic controls are placed, monitored and adjusted as needed throughout the season. Traffic management plans are reevaluated annually and sometimes include input from public workshops.

The vast majority of visitors to BPF travel to the property via Highway 65 and then through City streets to reach BPF. Initially, all traffic to BPF was via a single point of access at the westerly end of Fourth Street which turns into Roddan Lane (private street) and leads to Pumpkin Lane (private street). As a result of severe congestion in the surrounding streets and in accordance with the City's traffic management plan, the main point of access in recent years has been at the westerly end of Main Street with a secondary access on Wheatland Road during October weekends.

For the 2022 season, the City developed an updated traffic management plan. The plan included input from public meetings, Bishop Pumpkin Farm representatives, Wheatland Public Works, Wheatland Police and Wheatland Fire Authority. Significant changes for the 2022 season included the following:

1. Adding a row of traffic barrels at the centerline and right edges of travel lanes along Main Street between Hwy 65 and E Street. Traffic barrels replaced the use of traffic cones during the 2021 season.
2. The full closure of the west end of Fourth Street.
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9. Left-turns were prohibited exiting the Wheatland Road Gate, allowing right-turns only onto eastbound Wheatland Road/First Street.
10. The Wheatland Road Gate (secondary) was used on all weekends in October 2022.
11. BPF opened an employee entrance accessible from Oakley Lane to help remove traffic from Main Street.



Traffic Report  
2022 Bishop Pumpkin Farm Event

12. Collect traffic data including vehicle speed and traffic volumes by direction for this report and for future planning efforts.
13. BPF modified internal circulation by adding a single-lane gravel exit road west of the Main Street Gate to allow a two-lane entry road from Main Street to the parking booths. This provided additional vehicle stacking as patrons approached the ticket booths and better segregated exiting traffic from traffic entering the event.
14. Other minor adjustments of signs and barricades in conjunction with input from Wheatland Police and Public Works Departments.

**Traffic Data Collection**

In advance of the 2022 Season, the City contracted with Quality Counts LLC, of Tigard, Oregon to acquire vehicle volume and speed data in four locations on city streets and on one private road. The data collection was accomplished with the placement of tube counters across the roadways at the locations and during the time periods shown below.

Location	TRAFFIC COUNTER DATA TYPE BY LOCATION AND PERIOD			
	Pre-Season	Early Season	Peak Season	Post-Season
	30-days before	Before October	Month of October	30-days after
	Aug. 10th thru Sept. 10th	Sept. 10th thru Sept. 30th	Oct. 1st thru Nov. 6th	Nov. 6th thru Dec. 6th
1. Main Street between Hwy 65 and E Street	V S	V S	V S	V S
2. Main Street between E Street and BPF Main Street Gate	V S	V S	V S	V S
3. Wheatland Road in front of Wheatland High School	V S	V S	V S	V S
4. Wheatland Road between Wheatland Park Dr & Oakley Ln	V	V	V	V
5. BPF access road to Wheatland Road Gate	V	V	V	V



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 2022 Bishop Pumpkin Farm Event

Two sets of two tubes (four total) and a data collection device were installed at each location. The second set of tubes was used as a backup in the event the first set of tubes were damaged or disabled. For each vehicle trip, each vehicle’s axles had to pass over two tubes producing two data points. A two-axle vehicle would have four data points associated with the vehicle trip shown in the data set. (two points for the front axle and two points for the rear axle), this is regardless of if the vehicle is a sedan or a motorcycle.

Over 3-million data points were collected during the 118-day (17-week) study period. Data was downloaded and equipment was checked in the field on a weekly basis. Additional maintenance was performed when needed. Data collection occurred around the clock except when the equipment was damaged or malfunctioning which created short gaps in the data at a given location. Count data was date and time stamped. In some cases where speed was calculated, data outliers were removed if it was determined that a data returned results that were improbable or physically impossible.

The following results and conclusions include traffic volumes and traffic speeds organized by time period and by location. Data was organized, graphed, and analyzed using spreadsheets. Traffic trends were developed for each of the study periods (Pre-Season, BPF Season and Post-Season) and Pre- and Post-Seasons were used as a basis of comparison to data in the BPF Season study period.

**Traffic Volumes**

Over 830,000 vehicle trips on all five streets were recorded during the 17-week study period (see Table 1). Each “trip” represents one vehicle traveling in one direction or lane. Typically, each vehicle accessing BPF would generate two trips – one entering and one exiting the farm. That same vehicle would also generate trips on Main Street, Wheatland Road or possibly both depending on their origins and destinations. Because a vehicle may be represented by data on multiple streets, trips from street segments should not be summed to estimate the total number of vehicles present (such as calculating the number of vehicles present at the BPF). Data taken at each gate (Table 2) is used to determine total vehicles visiting BPF.

Table 1 shows vehicle trips by street segment and study periods. When the pre-season trips are compared with the post-season trips a reasonable correlation can be seen in the pre- and post-season volumes for each segment. Post-season trips are slightly lower (about 5% lower) than pre-season volumes but relatively close and consistent among the three segments listed. Therefore, an average of pre-and post-season data was used as a basis of comparison for data collected during the BPF season.

**TABLE 1 - VEHICLE TRIPS BY STREET SEGMENT**

SEGMENT	Pre-Season Trips (30-day period)			BPF Season Trips (57-day period)			Post-Season Trips (30-day period)			Total Trips During Study (117-days)		
	EB	WB	Sum	EB	WB	Sum	EB	WB	Sum	EB	WB	Sum
Main St.-Highway 65 to E St.	12,633	6,555	19,188	89,524	82,728	172,252	10,542	4,540	15,082	112,699	93,823	206,522
Wheatland Rd.@Caliterra	32,274	28,997	61,271	93,721	71,271	164,992	31,326	27,828	59,154	157,321	128,096	285,417
Wheatland Rd.@High School	37,562	32,323	69,885	118,518	83,975	202,493	37,330	31,412	68,742	193,410	147,710	341,120
<b>Trip Totals</b>	<b>82,469</b>	<b>67,875</b>	<b>150,344</b>	<b>301,763</b>	<b>237,974</b>	<b>539,737</b>	<b>79,198</b>	<b>63,780</b>	<b>142,978</b>	<b>463,430</b>	<b>369,629</b>	<b>833,059</b>

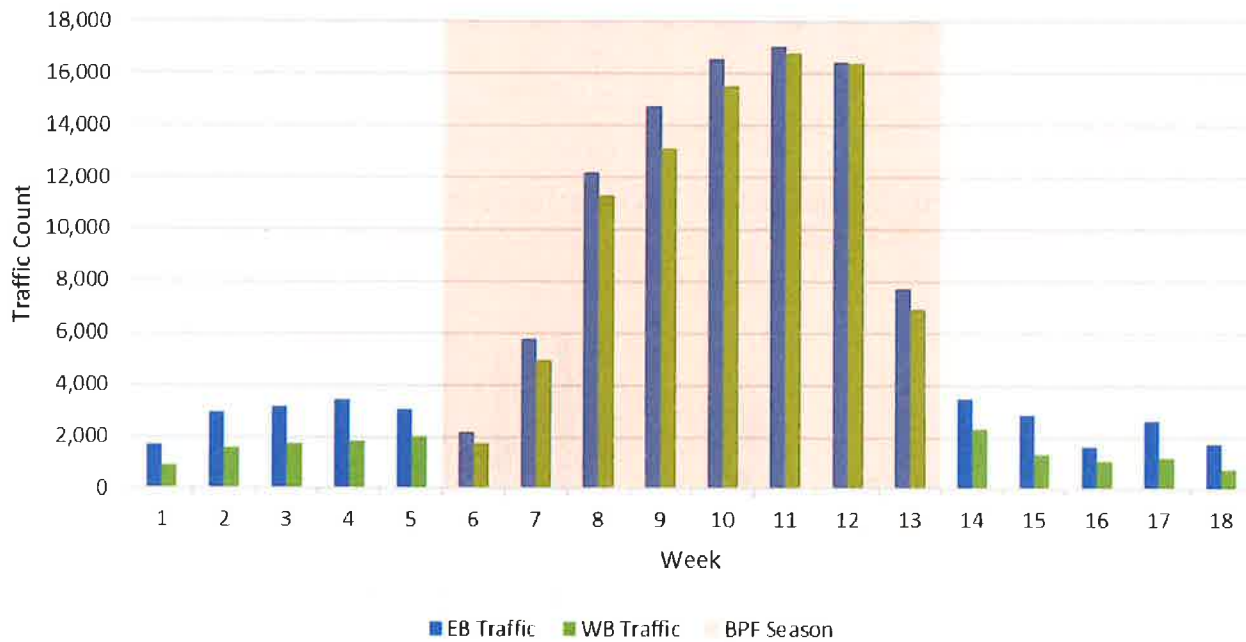
Traffic Report  
2022 Bishop Pumpkin Farm Event

TABLE 2 - BPF VEHICLE TRIPS BY GATE

GATE LOCATION	Pre-Season Trips			BPF Season Trips			Post-Season Trips		
	In	Out	Sum	In	Out	Sum	In	Out	Sum
Main Street Gate	1,835	1,510	3,345	59,057	85,841	144,898	1,095	801	1,896
Wheatland Road Gate	-	-	-	8,456	9,436	17,892	-	-	-
<b>Gate Totals</b>	<b>1,835</b>	<b>1,510</b>	<b>3,345</b>	<b>67,513</b>	<b>95,277</b>	<b>162,790</b>	<b>1,095</b>	<b>801</b>	<b>1,896</b>
<b>Average Daily Traffic</b>	<b>61</b>	<b>50</b>	<b>112</b>	<b>1,184</b>	<b>1,672</b>	<b>2,856</b>	<b>37</b>	<b>27</b>	<b>63</b>

The following graphs show the distribution of trips each week on each roadway over the study period. The shaded area in the middle of the graphs represents the days that BPF was in operation.

Trip Distribution - Main St. (Hwy65 to E St.)

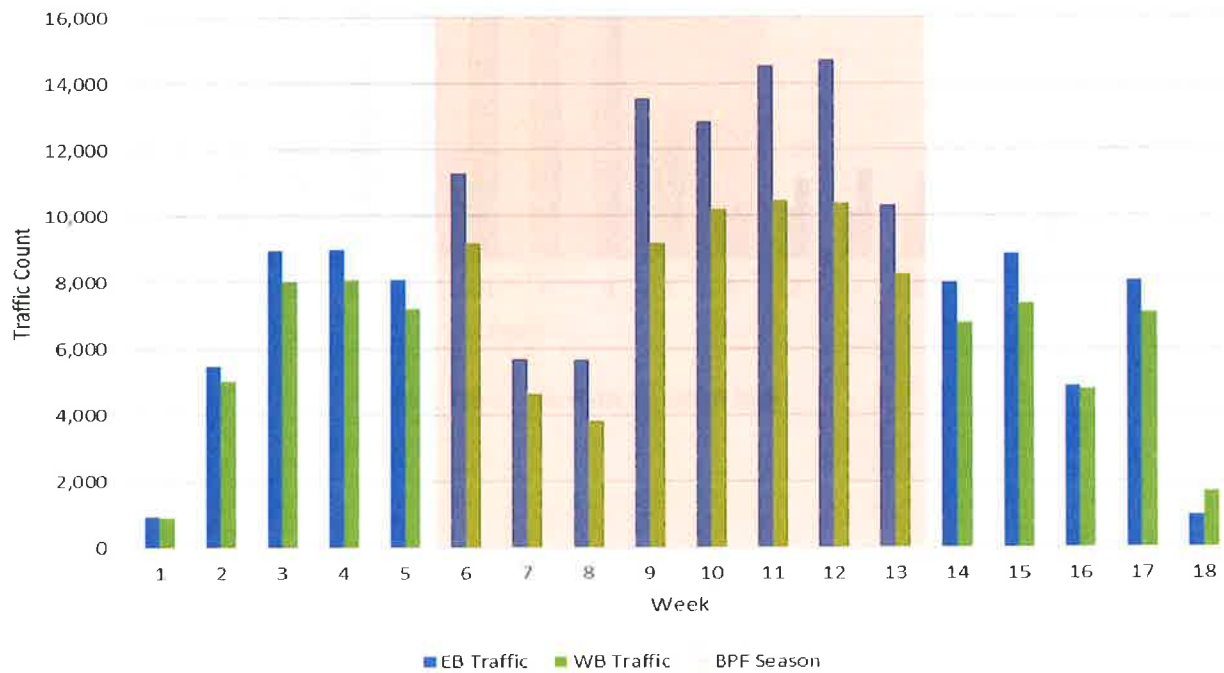


Traffic Report  
2022 Bishop Pumpkin Farm Event

Trip Distribution - Main St. (E St. to Gate).

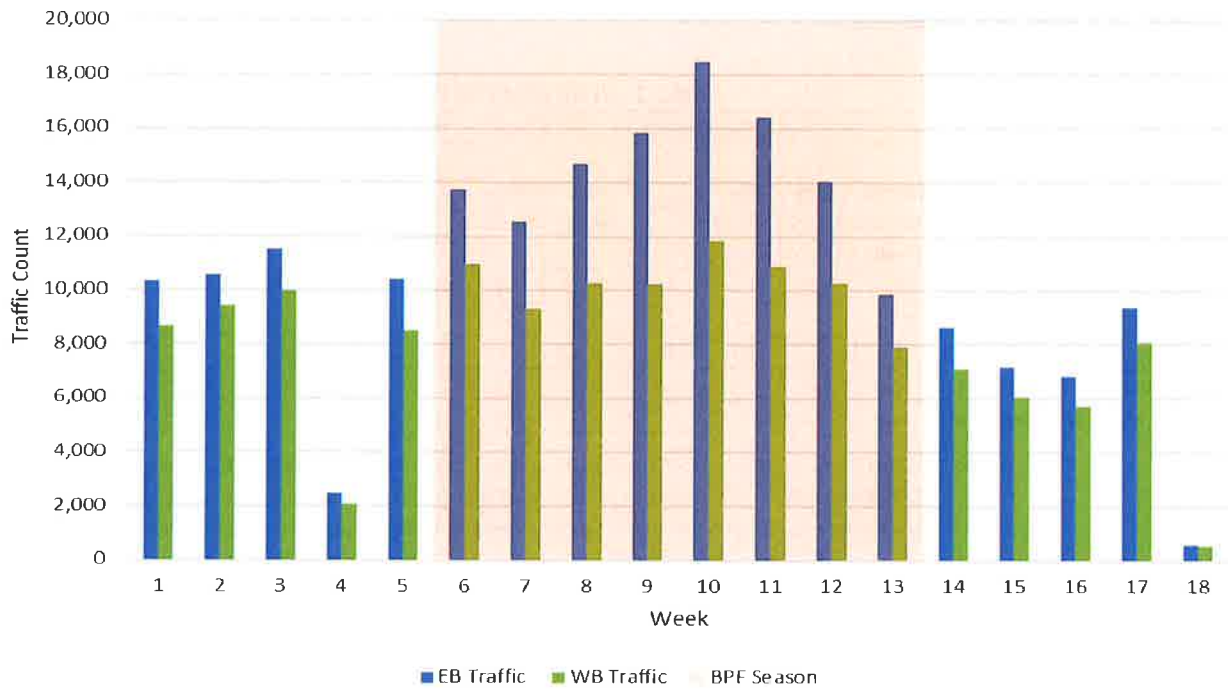


Trip Distribution - Wheatland Rd. @ Caliterra

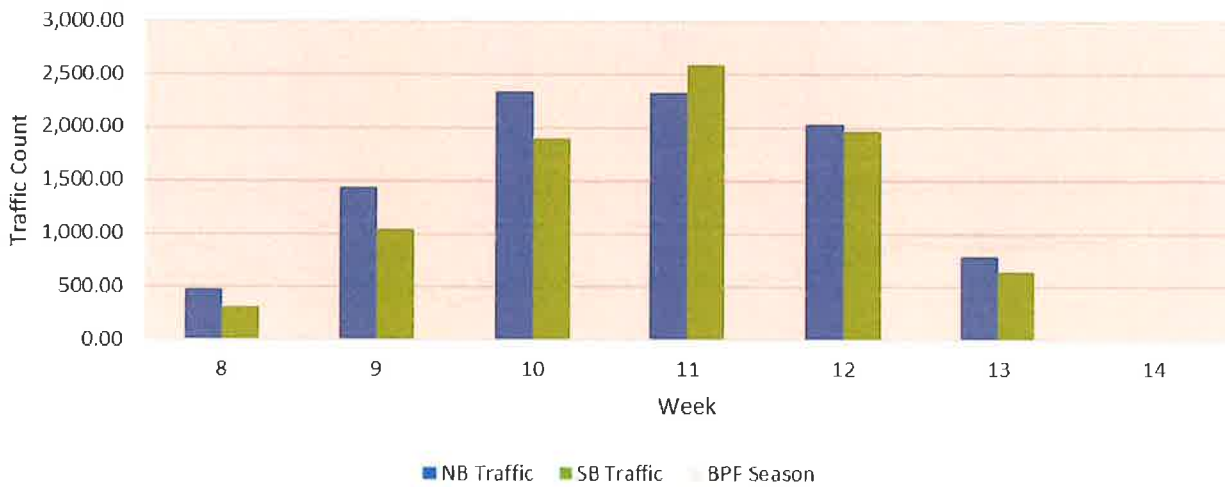


Traffic Report  
2022 Bishop Pumpkin Farm Event

Trip Distribution - Wheatland Rd. @ High School



Trip Distribution - Wheatland Rd. Gate



Traffic Report  
2022 Bishop Pumpkin Farm Event

**Traffic Speed**

The tube counters are also capable of estimating the speed of vehicles. Table 3 shows vehicles speeds during the three study periods.

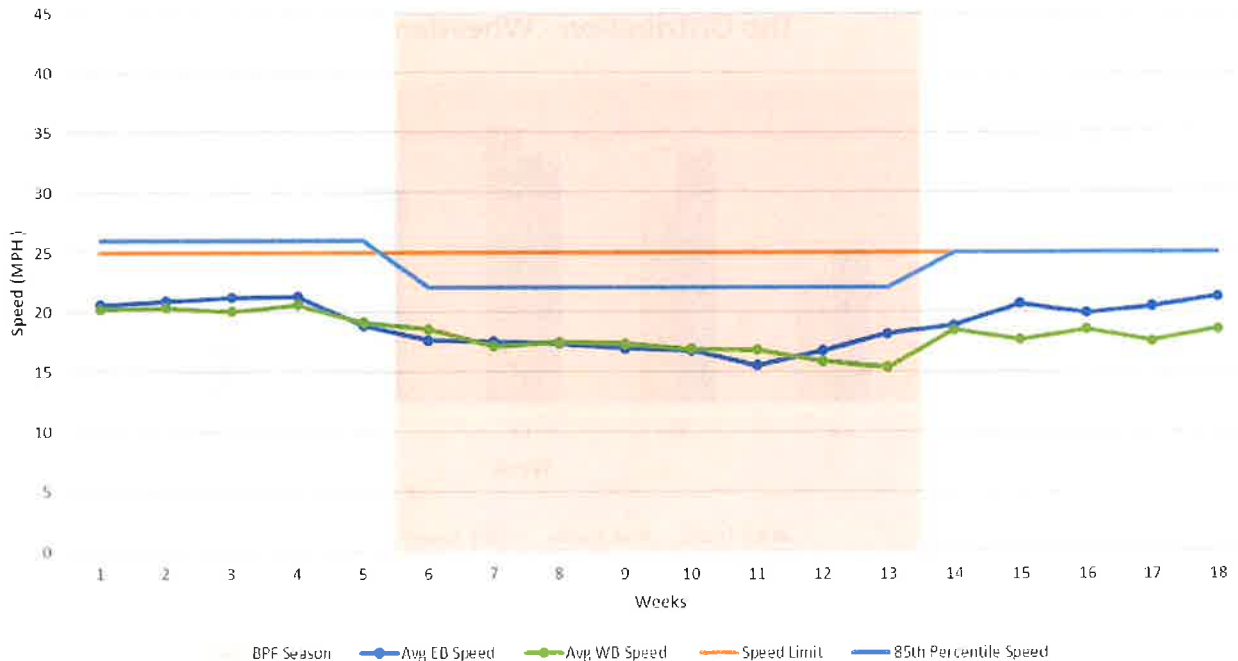
**TABLE 3 - VEHICLE SPEED BY STREET SEGMENT**

	Pre-Season				BPF Season				Post-Season				
	Posted Speed (mph)	Max Speed	Ave. Speed	85% <sup>2</sup>	Pace Speed <sup>3</sup>	Max speed	Ave. Speed (mph)	85% <sup>2</sup>	Pace Speed <sup>3</sup>	Max Speed	Ave. Speed	85% <sup>2</sup>	Pace Speed <sup>3</sup>
Main St.-Highway 65 to E St.	25 <sup>1</sup>	45	22	26	17-26	54	18	22	14-23	45	21	25	17-26
Main St.-E St. to BPF Gate	25 <sup>1</sup>	44	20	22	13-22	56	16	20	11-20	38	19	23	12 - 21
Wheatland Rd.@Caliterra	35	91	37	46	33-42	95	36	45	33-42	94	36	45	33-42
Wheatland Rd.@High School	25	67	26	34	22-31	88	28	36	24-33	83	28	36	24-33
Wheatland Road Gate	n/a	-	-	-	-	37	10	13	5-14	-	-	-	-

- Notes:**
- 1) Speed limit is "prima facie" speed of 25-mph per California Vehicle Code 22352. Speed limit not posted.
  - 2) 85% Percentile is the maximum speed that 85% of drivers will not exceed and basis for determining posted limits.
  - 3) Pace Speed is 10-mph pace is the range of speed at which the majority of cars are traveling.

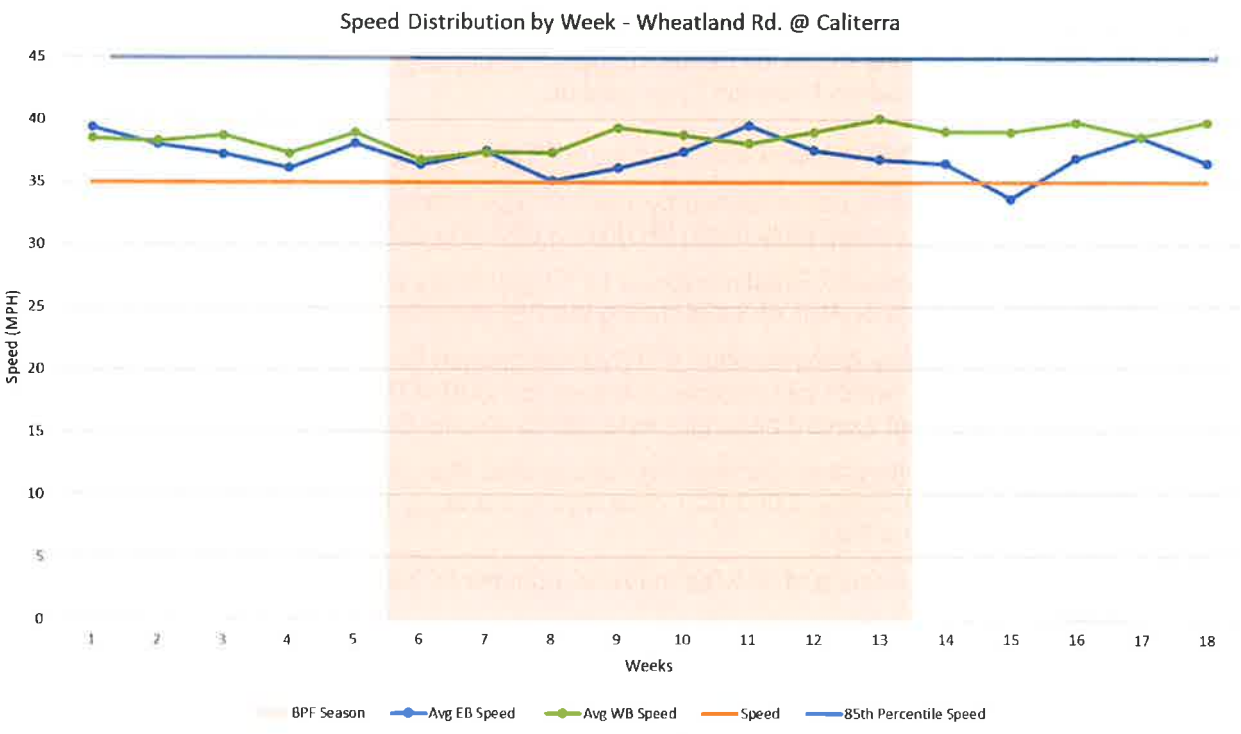
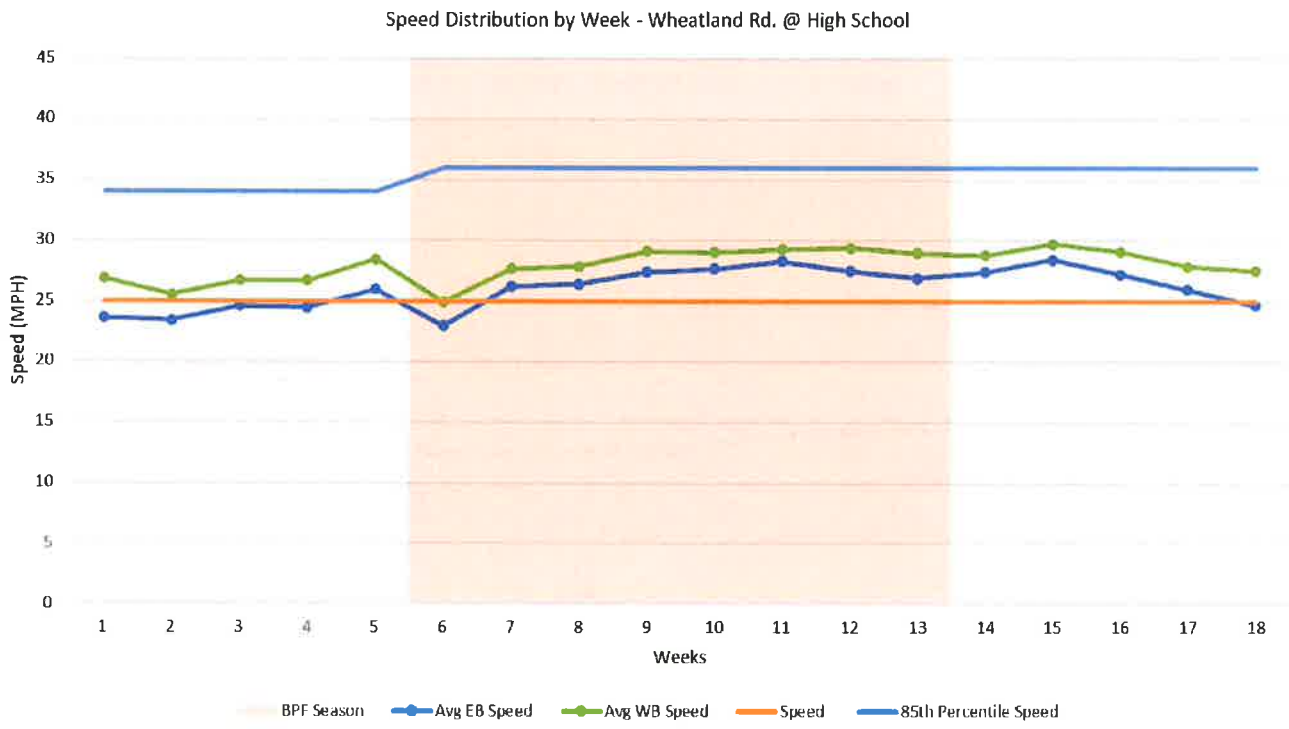
The following graphs show the distribution of average segment speed each week on each roadway over the study period. The shaded area in the middle of the graphs represents the days that BPF was in operation.

Speed Distribution by Week - Main St. (Hwy 65 to E St.)

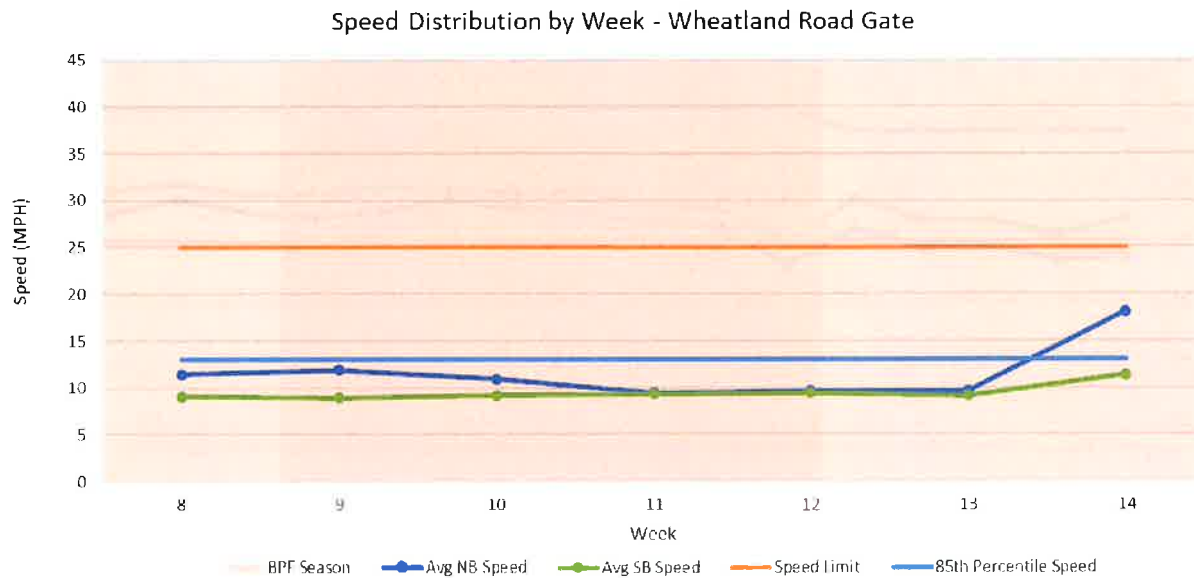


# Traffic Report

## 2022 Bishop Pumpkin Farm Event



## Traffic Report 2022 Bishop Pumpkin Farm Event



### Conclusions

The traffic data collected over the study period suggest the following conclusions regarding traffic associated with the 2022 Bishop Pumpkin Farm season:

1. Approximately 81,395 vehicles accessed the BPF site during the 57-day event.
2. Total traffic on Main Street increased by 155,117 trips which equates to an average of 9,125 trips per week or average daily traffic (ADT) of 3,022 trips during the BPF season.
3. Total traffic on Wheatland Road increased by 118,980 trips which equates to an average of 6,999 trips per week or ADT of 3,224 during the BPF season.
4. The Federal Highway Administration (FHWA) designation for Main Street and Wheatland Road is "Major Collector" which can accommodate up to 6,300 ADT. Therefore, traffic volumes on these streets did not exceed nationally established volume thresholds.
5. The 2006 City of Wheatland General Plan designates Main Street as an "Arterial Roadway". The ADT of approximately 3,000 ADT observed in this study is within the threshold of 12,000 ADT per the General Plan.
6. The estimated attendance of 310,000 patrons, equates to 3.8 occupants per vehicle (includes buses).
7. The establishment of an employee parking area off Oakley Lane removed approximately 30,000 employee trips from the Main Street Gate.
8. The 85-percentile speeds on Main Street during the BPF event period are consistently 2 to 4 miles per hour slower than pre- and post-season periods.



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9. Because the calculated 85-percentile speeds are at or below the speed limit on Main Street, no revisions to the posted speeds or special measures, in addition to those already in-place during the study, are recommended on Main Street.
10. The calculated 85-percentile speed on Wheatland Road at the high school and on Wheatland Road between Wheatland Park Drive and Oakley Lane indicate that a speed study to reevaluate the posted speed limits (25 and 35 mph respectively) is warranted.

This report has been prepared under my responsible charge.



Dane H. Schilling, PE  
City Engineer  
City of Wheatland

Attachments:

Attachment 1 - 2022 Traffic Management Plan (3 pages)

