City Council and Planning Commission

Special Meeting

AGENDA

(to be held both at the physical and virtual locations below)

Civic Center Council Chamber ♦ 300 Seminary Avenue ♦ Ukiah, CA 95482

To participate or view the virtual meeting, go to the following link: https://zoom.us/j/97199426600

Or you can call in using your telephone only:

- ***Call (toll free) 1-888-788-0099***
- ***Enter the Access Code: 971 9942 6600***
- ***To Raise Hand enter *9***
- ***To Speak after being recognized: enter *6 to unmute yourself***

Or One tap mobile (for easy connection on smart phones):
US: +16699009128,,97199426600# or +12532158782,,97199426600#

Alternatively, you may view the meeting (without participating) by clicking on the name of the meeting at www.cityofukiah.com/meetings.

April 12, 2022 - 5:30 PM

1. ROLL CALL AND PLEDGE OF ALLEGIANCE

2. AUDIENCE COMMENTS ON NON-AGENDA ITEMS

The City Council welcomes input from the audience. If there is a matter of business on the agenda that you are interested in, you may address the Council when this matter is considered. If you wish to speak on a matter that is not on this agenda, you may do so at this time. In order for everyone to be heard, please limit your comments to three (3) minutes per person and not more than ten (10) minutes per subject. The Brown Act regulations do not allow action to be taken on audience comments in which the subject is not listed on the agenda.

3. UNFINISHED BUSINESS

3.a. Receive Presentation and Provide Direction to Staff Regarding the Preferred Land Use Alternative for the Ukiah 2040 General Plan.

Recommended Action: Receive presentation; and provide direction to Staff to proceed with the preferred land use alternative for the 2040 General Plan.

Attachments:

1. 2040_UKGP_Land Use Alts Memo_February 2022
2. 2040_UKGP_Joint Study Session_2022_Presentation

4. NEW BUSINESS

5. ADJOURNMENT

Please be advised that the City needs to be notified 72 hours in advance of a meeting if any specific accommodations or interpreter services are needed in order for you to attend. The City complies with ADA requirements and will attempt to reasonably accommodate individuals with disabilities upon request. Materials related to an item on this Agenda submitted to the City Council after distribution of the agenda packet are available for public inspection at the front counter at the Ukiah Civic Center, 300 Seminary Avenue, Ukiah, CA 95482, during normal business hours, Monday through Friday, 8:00 am to 5:00 pm.

I hereby certify under penalty of perjury under the laws of the State of California that the foregoing agenda was posted on the bulletin board at the main entrance of the City of Ukiah City Hall, located at 300 Seminary Avenue, Ukiah, California, not less than 24 hours prior to the meeting set forth on this agenda.

Kristine Lawler, CMC/City Clerk
Dated: 4/7/22

Agenda Item No: 3.a.
MEETING DATE/TIME: 4/12/2022
ITEM NO: 2022-1548

City of Ukiah

AGENDA SUMMARY REPORT

SUBJECT: Receive Presentation and Provide Direction to Staff Regarding the Preferred Land Use Alternative for the Ukiah 2040 General Plan.

DEPARTMENT: Community Development

PREPARED BY: Craig Schlatter, Community Development Director

PRESENTER: City Planning Team; Brent Gibbons, Rick Rust, and Jim Harnish, Mintier-Harnish

ATTACHMENTS:

1. 2040_UKGP_Land Use Alts Memo_February 2022
2. 2040_UKGP_Joint Study Session_2022_Presentation

Summary: Council and Planning Commission will receive a presentation on the 2040 General Plan Update and provide direction to Staff regarding a preferred land use alternative for the Land Use Element of the 2040 General Plan.

Background: The City initiated the update to its General Plan through a joint workshop of the City Council and Planning Commission on May 14, 2019. Since that time, Staff and the City's General Plan consultants (Mintier-Harnish) have collected a significant amount of input and feedback from the public via community engagement events, workshops, comments emailed to Staff, and from comments submitted on the City's General Plan website http://ukiah2040.com. In February 2021, the City Council adopted a Vision Statement for the 2040 General Plan.

The 2040 General Plan is currently in Phase 3 of development. This phase explores different land use alternative scenarios for how the city may grow over the next 20 years given current population projections and patterns. Ultimately, this Phase will result in an updated land use map for the City's 2040 General Plan that will guide where certain land uses can be located, as well as what density/intensity of development will be allowed.

Discussion: In February 2022, the Ukiah 2040 General Plan Land Use Alternatives Memorandum (Attachment 1) was released online on the City's General Plan website. The Land Use Alternatives Memorandum was prepared by Staff and the City's General Plan consultants based on community input from Community Workshops 1-3, PumpkinFest (2019), and technical analysis. Over the past approximately 60 days, the public has been given the opportunity to comment on the Memorandum. As of the preparation of this staff report, no comments had been received.

In summary, Alternative 1, the Base Case, analyzes a buildout of existing vacant and underutilized parcels based on the existing General Plan land use designations. Alternative 1 can be thought of as a “no change” or “business as usual” approach. Alternative 2 maintains the land use designations of the existing General Plan but increases the allowed densities of the residential land uses. Alternative 3 introduces new, expanded land use designations that provide greater distinction between residential and commercial land use types and to align existing land uses with corresponding designations. Alternative 3 also includes increased residential densities and building intensities compared to Alternatives 1 and 2.

Staff would like to note that the preparation of the Alternatives Memorandum was initiated approximately one

year ago, and information on proposed annexations within the Memorandum is reflective of the time period in which the document was prepared. Within the last three months, there has been significant discussion between the City of Ukiah and Ukiah Valley Sanitation District, as well as between the City and water districts. These discussions will likely lead to a revised plan for annexation. Provided discussions continue in this direction, the preferred land use alternative would be applied to the revised annexation plan.

Staff recommends the City Council and Planning Commission receive the presentation (Attachment 2) and provide direction to Staff regarding the preferred land use alternative for the Ukiah 2040 General Plan. Given population projections, housing needs, and future development potential, Staff recommends either Alternative 2 or 3.

Recommended Action: Receive presentation; and provide direction to Staff to proceed with the preferred land use alternative for the 2040 General Plan.

BUDGET AMENDMENT REQUIRED: N/A

CURRENT BUDGET AMOUNT: N/A

PROPOSED BUDGET AMOUNT: N/A

FINANCING SOURCE: N/A

PREVIOUS CONTRACT/PURCHASE ORDER NO.: N/A

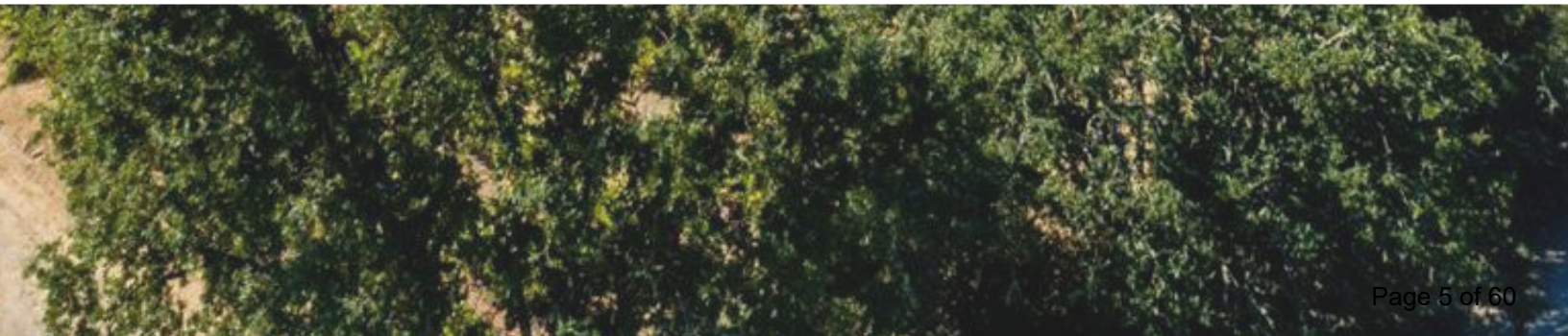
COORDINATED WITH: N/A

Approved: _____
Sage Sangiacomo, City Manager

CITY OF UKIAH GENERAL PLAN UPDATE

LAND USE ALTERNATIVES MEMORANDUM

FEBRUARY 2022



Introduction

As part of the General Plan Update project, Phase 3 is dedicated to the analysis of land use alternatives. Given our current population projections and patterns, this phase will explore different land use alternative scenarios for how the City of Ukiah may grow over the next 20 years. This phase provides an opportunity to facilitate discussions with community members, stakeholders, and decision-makers about these land use alternatives and how to address major policy issues. It also provides the community with an opportunity to discuss "pros and cons" of different scenarios, and aid in deciding the best way to achieve the General Plan Vision Statement and Guiding Principles adopted by City Council over the next 20 years.[1]

The land use alternatives phase of the City's General Plan Update process will ultimately develop an updated land use map for the City's 2040 General Plan that will guide where certain land uses can locate, as well as what density/intensity of development will be allowed (as further identified within the zoning code). The alternatives phase will also aid in shaping the City's Sphere of Influence (SOI), which is generally defined as the "ultimate probable boundaries" of the City, as determined by the City and adopted by the Mendocino Local Agency Formation Commission (LAFCo). More specifically, the City's current SOI, which is coterminous with the 2011 UVAP boundary (as depicted in Figure 1) was adopted in 1984 and reflects the City's intention to apply to annex territories into the City limits within that SOI. As directed by the City Council in January 2020, and as a part of the General Plan Update, the City intends to update its SOI to the proposed SOI shown on Figure 1.

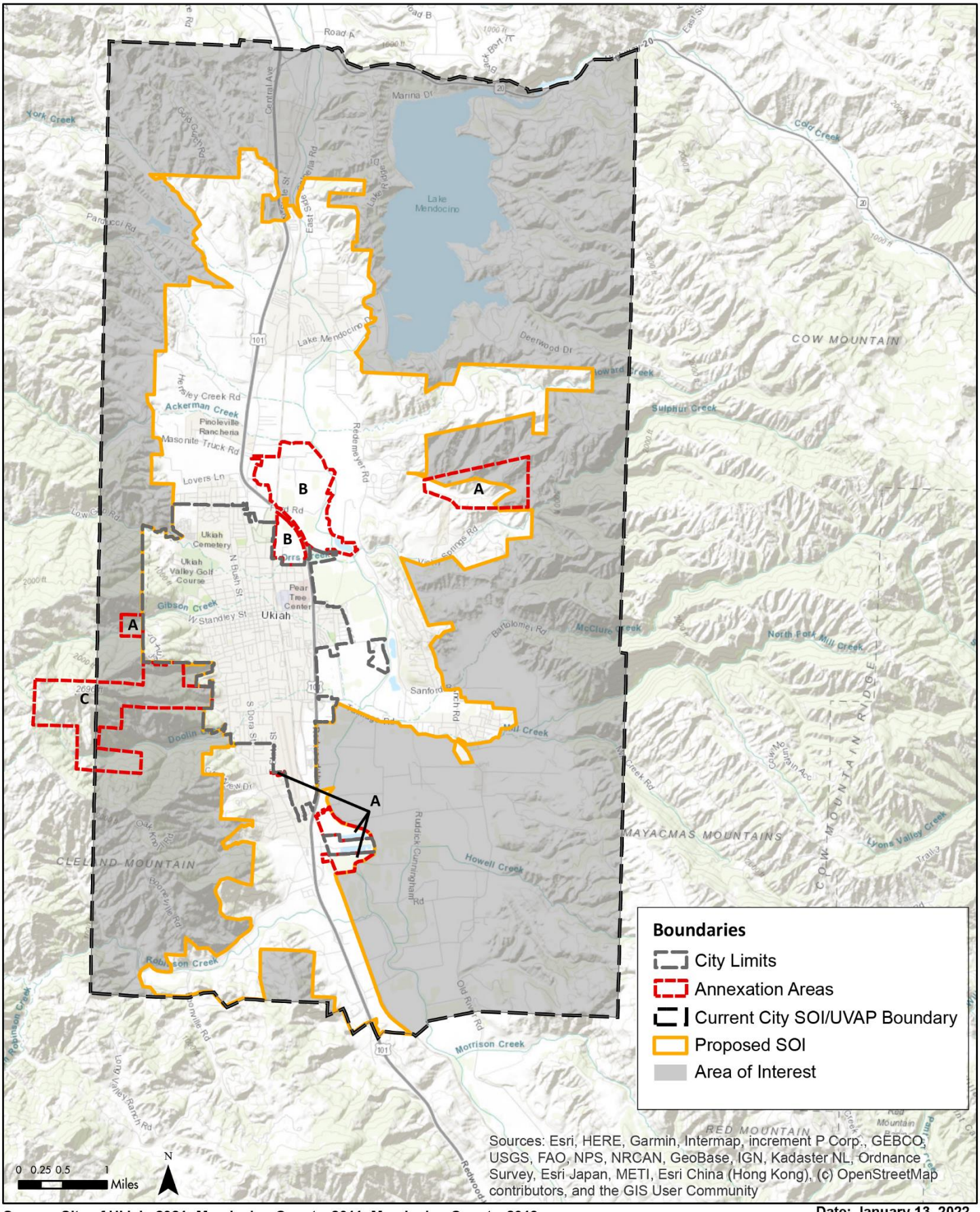
Planning areas represent geographical areas, sometimes similar to or the same as SOIs and at other times greater than SOIs, representing any land outside a city's boundaries which in the planning agency's judgment bears relation to its planning (Gov. Code 65300). The Planning Area is coterminous with the City's current SOI whereas the City's Area of Interest (also depicted on Figure 1) reflects the territory between the City's current SOI and proposed SOI where the City has an interest in ensuring orderly development and the efficient provision of municipal services. The City's Area of Interest may also be updated as a part of the General Plan Update process.

Development of the land use alternatives discussed in this memo were developed with public input received as a part of preliminary General Plan Update outreach efforts in 2019 and 2020. Specifically, City staff and the advanced planning specialists prepared the three alternatives based on community input from PumpkinFest 2019, Community Workshop #1 (May 2019), Community Workshop #2 (September 2019), Community Workshop #3 (December 2020), and through technical analysis, as further described in this memo.

In summary, Alternative 1, the Base Case, analyzes a buildout of existing vacant and underutilized parcels based on the existing General Plan land use designations. Think of Alternative 1 as a "no change" or "business as usual" approach. Alternative 2 maintains the land use designations of the existing General Plan but increases the allowed densities of the residential land uses. Alternative 3 introduces new, expanded land use designations that provide greater distinction between residential and commercial land use types and to align existing land uses with corresponding designations. Alternative 3 also includes increased residential densities and building intensities (FARs) compared to Alternatives 1 and 2.

[1] 2040 General Plan Vision Statement and Guiding Principles, May, 2021
https://ukiah2040.com/images/docs/ukgp_final_vision_statement_gp_2021_05_27.pdf

Figure 1: Boundaries



Source: City of Ukiah, 2021; Mendocino County, 2011; Mendocino County, 2019

Date: January 13, 2022

These land use alternatives are discussed further in the Alternatives section of this memo. All alternatives include the addition of annexation areas being pursued by the City (see Methodology section below for more information). The purpose of this document is to present the findings from the buildout analysis comparing the three land use alternatives. It is organized into the following sections:

1. Methodology
2. Hazard Constraints
3. Development Assumptions
4. Alternatives
5. Buildout Outcomes
6. Next Steps

The land use alternatives summarized in this memo will be further analyzed through the Draft Environmental Impact Report (EIR), in accordance with the California Environmental Quality Act (CEQA). CEQA requires that local government agencies consider the environmental consequences before acting on projects over which they have discretionary approval authority. Specifically, the purpose of an EIR is to analyze potential environmental consequences to inform the public and support informed decisions by local and state governmental agency decision makers. An EIR is the most comprehensive form of environmental analysis and documentation within CEQA; it is intended to provide an objective, factually supported analysis and full disclosure of the environmental consequences of a proposed project (in this case, the City's General Plan Update) with the potential to result in significant, adverse environmental impacts. The EIR is also required to provide and analyze different land use alternatives and buildout scenarios, as different land use alternatives will result in different environmental impacts.

The preferred land use alternative will guide the land use patterns for future development within the City of Ukiah through the General Plan. Specifically, the chosen land use alternative will frame the land use designations within the City, and will assist in the development of the General Plan goals, policies and implementing measures, as well as the development the General Plan Elements. The buildout analysis summarized within this memo is the first step in this process.

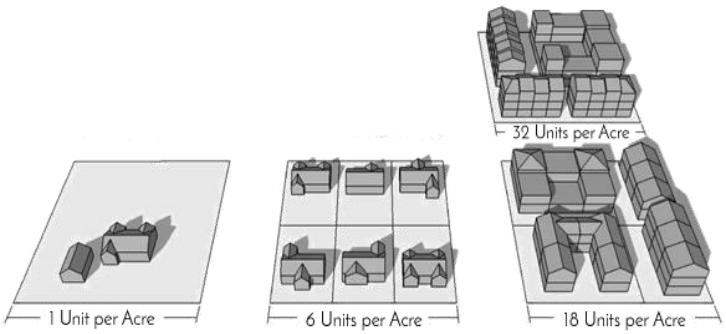
Methodology

For the purposes of this memo, an initial build out analysis of the three alternatives was completed by analyzing the development of vacant and underutilized parcels with the buildout capacity determined for the City's 6th Cycle Housing Element Update, adopted in October 2019, the incorporation of annexation areas being pursued by the City of Ukiah, and the development of mixed-use designated areas in Alternative 3. The analysis includes two sets of development assumptions (one for residential development and one for non-residential development) used to calculate the buildout of the three land use alternatives. These assumptions also incorporate standards reflecting development restrictions based on Airport Land Use Compatibility Zones outlined in the Ukiah Municipal Airport Land Use Compatibility Plan (UKIALUCP), adopted by the City in May 2021. An overview of the methodology used is summarized below.

Residential Density

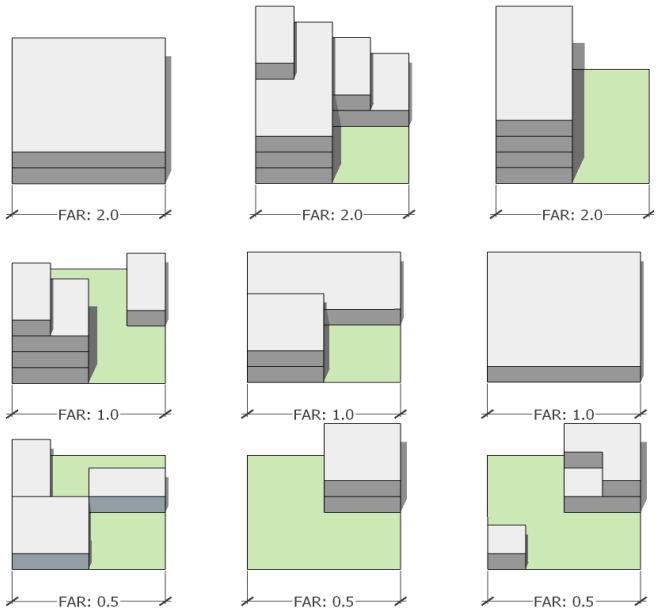
Residential developments are categorized by allowed density range (minimum and maximum) measured in dwelling units per acre (du/ac). Residential density is calculated by dividing the number of dwelling units on the site (excluding accessory dwelling units) by the gross acreage of the site. The image below shows prototypical examples of different residential densities for one-acre properties.

State planning law requires general plans to include standards for measuring population density. Population density is determined by multiplying the maximum number of dwelling units allowed in a given land use designation by the average number of persons per household (as determined by the California Department of Finance).



Non-Residential Building Intensity/FAR

The intensity of non-residential development, which can be regulated by total building size, is measured by Floor Area Ratio (FAR). FAR means the gross floor area of a building or buildings on a parcel divided by the area of the parcel. Floor area means the entire enclosed area of all floors that are more than four (4) feet above the existing or proposed grade, measured from the outer face of exterior walls or in the case of shared walls from the centerline. The maximum FAR standard limits the overall size of development on a parcel. As an example, a maximum FAR of 0.75 would allow 75,000 square feet of building floor area on a 100,000-square foot lot. The 75,000 square feet could be developed in one building, or more buildings, and include one of more stories.



Housing Element Sites

Ukiah's 6th Cycle Housing Element was adopted in 2019. Through this process the City completed a new vacant and underutilized list and associated analysis as part of the Housing Element Update. The analysis identified vacant and underutilized sites within the current city limits, and then evaluated each site based on current zoning designations, documented constraints, and State requirements. The housing sites include vacant and underutilized sites identified in the 2019-2027 Housing Element, as outlined in blue in Figure 2, and were analyzed by using the total capacity of the sites identified in the certified Housing Element.

Annexation Efforts

Annexation efforts for the City of Ukiah have been discussed over the last three decades and addressed in multiple planning documents produced over the past 35 years, including the 1984 Ukiah General Plan, the 1995 Ukiah General Plan, the 2009-14, 2014-19, and 2019-27 Ukiah Housing Elements, Mendocino County's 2019-2027 Housing Element, and the 2011 Ukiah Valley Area Plan. Themes within these documents related to annexation include supporting future housing needs through annexation efforts that lead to the orderly

expansion of growth to avoid sprawl; collaboration between the cities within the County on regional housing by supporting annexation applications to the Mendocino LAFCo from incorporated cities for annexations of contiguous lands; and the need for preservation of open space and agricultural lands.

Additionally, at City Council meetings held in 2019 and 2020 Council provided direction to Staff regarding pursuing annexation efforts. Key directives from Council as a result of these meetings are summarized below.[2]

- August 27, 2019: Council approved the following Policy Directives: 1) update the Ukiah General Plan; 2) update the City of Ukiah's Sphere of Influence, as proposed in Figure 1; 3) prepare and adopt annexation policies as part of the City' s long- term land use planning and City Council Strategic Plan; and 4) evaluate and amend the city zoning code to improve efficiencies/public service and protect natural resources.
- January 16, 2020: Council adopted an Annexation Policy (Resolution No. 2020-06) that states that the City will pursue, apply for, and support the annexation of unincorporated areas to the City to avoid the negative consequences of continued urban sprawl and to ensure the efficient provision of municipal services to unincorporated areas without placing an undue financial burden on the City or its residents.
- On August 5, 2020: Council directed Staff to move forward with preparing applications for the Brush Street Triangle, Masonite Area properties, and property around the City's Water Treatment Plant.
- November 4, 2020 Regular Meeting: Council directed Staff to move forward with preparation of the annexation application for certain City-Owned Properties.

Consistent with direction received from Council, the adopted Annexation policy, and relevant City and County planning documents, the City of Ukiah intends to pursue annexation of approximately 910 acres of land, currently located in the County of Mendocino's jurisdictional boundaries, into the City limits. The 910 acres proposed for annexation are categorized as the following Annexation Areas: City-Owned Properties; the Brush Street/Masonite Annexation Area; and the Western Hills Annexation Area. All of the land the City is pursing for annexation is located within the City's current SOI, and with the exception of the Western Hills annexation, a portion of the landfill site along Vichy Road, and the open space area west of the terminus of Standley Street, all of the land the City is pursuing for annexation is also located within the City's proposed SOI. The Annexation Areas being pursued by the City are summarized below and shown on Figure 1.

Annexation requests and jurisdictional changes must be reviewed and approved first by City Council, then by the Mendocino County Local Agency Formation Commission (LAFCo). As of December 2021, the City has submitted annexation pre-applications to LAFCo for annexation of the City Owned Properties and the Northern Annexation Area. The City anticipates submitting pre-applications and full applications to LAFCo for all areas within the Proposed SOI shown within Figure 1 over the next one to three years.

A: City-Owned Properties. Includes 16 City-owned properties, totaling approximately 437 acres, that the City of Ukiah has acquired within the City's Sphere of Influence (SOI) for public purposes, but has not completed the necessary annexation application for those properties to officially become incorporated lands of the City that are within the City's jurisdiction. City-owned lands proposed for annexation include the following: the landfill site on Vichy Springs Road; properties within the Ukiah Municipal Airport area along South State Street; properties within the vicinity of the City's Wastewater Treatment Plant along Norgard Lane, Taylor Drive and Plant Road; property adjacent to the City's Solid Waste Transfer Station; and open space areas west of the terminus of Standley Street.

[2] Please see the corresponding Staff Reports for each meeting for more information; these can be found online at the City's meeting page by navigating to the Council meetings identified within this memo. http://www.cityofukiah.com/meetings/

As mentioned above, the majority of these properties host City operations such as the wastewater treatment plant, recycled water system, agricultural land, and a portion of the Ukiah Municipal Airport. Others are currently undeveloped and preserved as open space. Once annexed, the City-Owned Property Annexation Areas would continue to be used for agriculture, open space, or municipal uses. As such, these lands are proposed to be designated as Public and Open Space, and the buildout analysis did not assume any new development (aside from potential new or expansion of public facilities) on these sites for the next 20 years.

B: Brush Street/Masonite Area Properties Annexation Area. The City proposes to annex 63 properties totaling approximately 473 acres north of the City limits, within areas locally known as the "Masonite" and "Brush Street Triangle" areas along Kunzler Ranch Road, Ford Road, Masonite Road, Brush Street, Brunner Street, and Orchard Avenue. Development in this area includes some commercial, industrial and manufacturing uses (both existing and decommissioned), as well as areas containing vacant and agricultural land. For the Brush Street Triangle, development assumptions were analyzed by using the current Ukiah Valley Area Plan Mixed-Use: Brush Street Triangle designation. For the Masonite area, the existing Industrial designation was used. For the remaining area south of the Masonite site and north of Ford Road that is currently vacant and/or developed with agriculture uses, the Agriculture designation will remain.

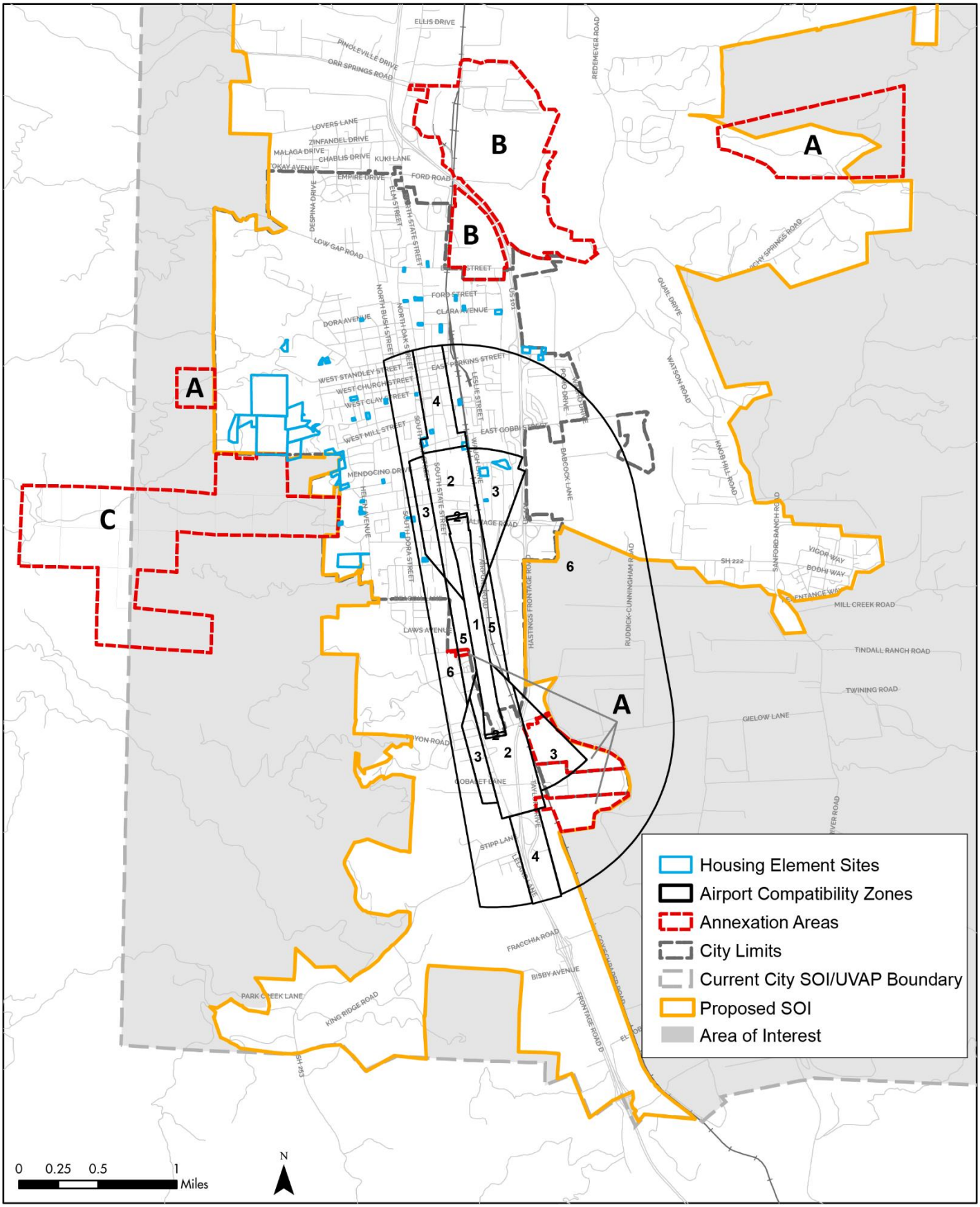
C: Western Hills Annexation Area. The City's annexation efforts include annexation of the "Western Hills Annexation" Area associated with the Ukiah Western Hills Open Land Acquisition and Limited Development Agreement Project, approved by City Council on September 15, 2021. The project includes acquisition and annexation of approximately 707 acres total within the Ukiah Western Hills; all of the land is currently located within the City's adopted Sphere of Influence (SOI), with the exception of approximately 296 acres. 640 acres of land is preserved as open space conservation; this land is prezoned as Public Facilities and would not be developed with commercial or residential development. In addition, the project includes a Development Agreement with the current property owner to restrict residential development on the 54 easternmost acres (beginning at the terminus of Redwood Avenue). Although these parcels are prezoned Single-Family Residential-Hillside Overlay (with a Rural Residential designation), which may allow more units, development is restricted to a maximum number of 14 units total (seven-single family homes and seven accessory dwelling units).

Ukiah Municipal Airport Land Use Compatibility Plan

Ukiah is a unique community with a complex development pattern that is affected by the Ukiah Municipal Airport Compatibility Zones, as described within the Ukiah Municipal Airport Land Use Compatibility Plan (UKIALUCP 2021).The operation of the Ukiah Municipal Airport affects development in a significant portion of the city through the enforcement of the six Airport Land Use Compatibility Zones (see Figure 2), with the addition of an overlay zone to two of the zones, which functionally creates restrictions on development within the vicinity of the airport based on proximity to the airport and flight path. Specifically, Chapter 3 of the UKIALUCP lists restrictions for each land use within each Compatibility Zone related to height, density (both residential and non-residential), land use, noise, and open land (see UKIALUCP Table 3A for a summary of restrictions and development standards).[3] These standards are intended to promote compatibility between the Ukiah Municipal Airport and surrounding land uses and were applied to each of the land use designations in all three alternatives (see section on Development Assumptions for additional information).

[3] http://www.cityofukiah.com/NewWeb/wp-content/uploads/2021/06/Ukiah-Municipal-Airport-Land-Use-Compatibility-Plan-2021.pdf

Figure 2: Buildout Sites



Source: City of Ukiah, 2021; Mendocino County, 2011; Mendocino County, 2019

Date: January 13, 2022

Hazard Constraints

Mendocino County has adopted plans related to hazard management and mitigation. The most recent plan, the Mendocino County Multi-Jurisdictional Hazard Mitigation Plan (MJHMP) was adopted by the County in December 2020. The MJHMP provides an explanation of prevalent hazards within the County, identifies risks to vulnerable assets, both people and property, and provides a mitigation strategy to achieve the greatest risk reduction based upon available resources. The City of Ukiah adopted its jurisdictional annex chapter of the MJHMP on November 18, 2020. MJHMP for Ukiah notes earthquakes, wildfire, dam failure, flood and pandemic. However, mitigation strategies are focused on long-term emergency planning, rather than impacts on current development.

Natural hazards related to development that will be analyzed in the buildout scenarios include Geologic hazards (specifically within western Ukiah where steep slopes exist), wildfires (specifically within High or Very High Fire Hazard Areas, as identified by the California Department of Forestry and Fire Protection), and flooding (specifically along local creeks and streams, and the Russian River, east of the city). New development in areas containing these natural hazard constraints is possible but will be held to building standards within the California Building Code, Fire Code, City Code, and Federal Emergency Management Agency (FEMA) guidelines intended to address and mitigate these potential hazards.

Development Assumptions

Buildout analysis calculations are based on several assumptions. Specifically, the development assumptions are based on a sliding scale of densities and intensities depending on the specific alternative. When calculating potential development, best practice is to assume a typical development percentage, since it is uncommon for developments to build out at maximum density or intensity. In addition to defining assumed typical densities and intensities, the buildout analysis also estimates the likely distribution of uses, including single family, multifamily, local retail, regional commercial, office, industrial, and institutional. The overall buildout relies on a variety of parcels sizes that include varying public facilities, right of ways, and utilities, thus base on the complexity of these multitude of factors, the overall analysis focuses on gross development. The buildout analysis also assumed minimum and maximum residential density and maximum FAR based on the Airport Land Use Compatibility Zones. Specifically, the buildout analysis accounted for decreased capacity on non-residential areas by reducing assumed developable FAR for the more restrictive zones. As noted in the Methodology Section, the Airport Compatibility Zones used in this buildout analysis were defined in the 2021 UKIALUCP by the Mendocino Airport Land Use Commission, which is intended to promote compatibility between the Ukiah Municipal Airport and surrounding land uses. Figure 3 shows the Airport Compatibility Zones in relation to the buildout sites.

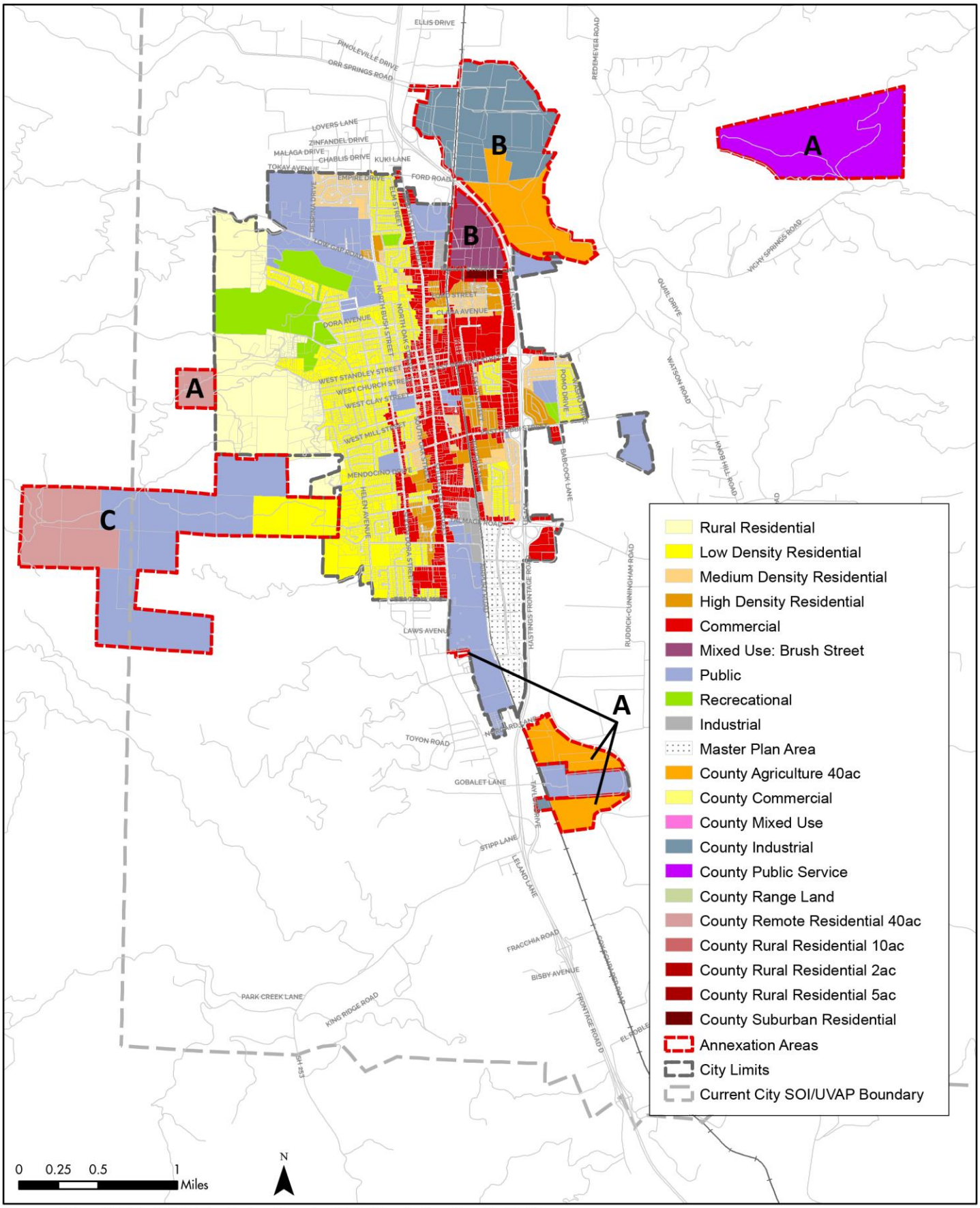
The Alternatives

This buildout analyzes three alternatives which are summarized below and discussed qualitatively. Each alternative includes differing assumptions about land uses, densities, intensities, annexation areas, and redevelopment. Each alternative will be further analyzed through the EIR process quantitatively using the methodology described above. It is important to note that the analysis includes preliminary projections and is intended to compare likely differences between development outcome under each alternative. This comparison is intended to help the community and decision-makers understand likely differences between choosing one alternative over another. Market trends and the economic health of the country, region, and City will drive overall future change in Ukiah, regardless of the alternative selected for the 2040 General Plan.

Alternative 1: Base Case

Alternative 1 (see Figure 5) is the "base case" alternative. This alternative analyzes the existing General Plan land use designations and exiting densities for vacant land within the City. Alternative 1 also includes identified sites for annexation, as well as the housing sites identified as part of the 2019-2027 Housing Element. Since the Alternative 1 focuses on existing designations, annexation areas will be analyzed using their existing County UVAP Land Use designations, unlike Alternatives 2 and 3, where these areas were applied with a corresponding City Designation. County designations in Table 1 are noted with a (C).

Figure 3: Alternative 1



Source: City of Ukiah, 2021; Mendocino County, 2011; Mendocino County, 2019

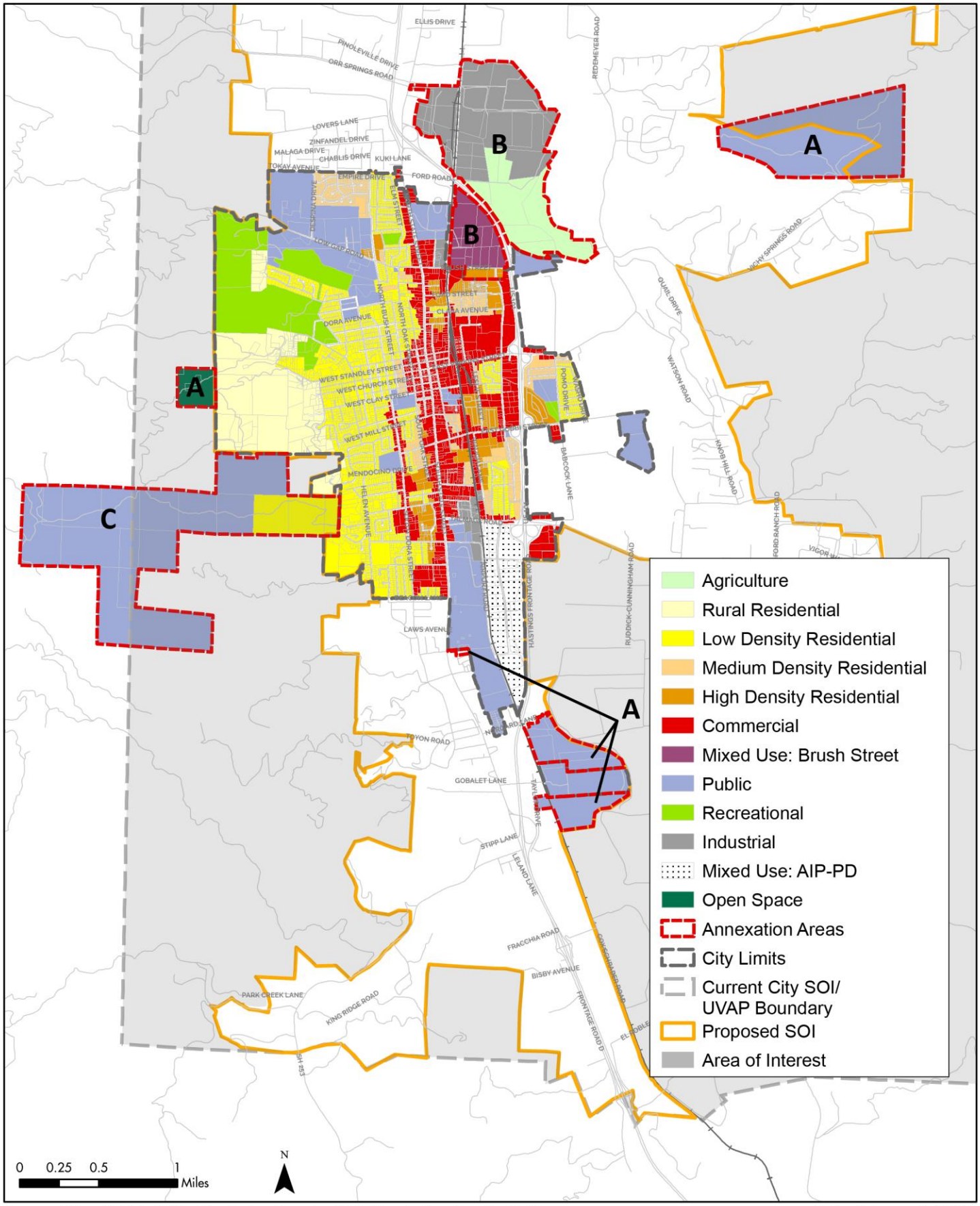
Date: February 2, 2022

Alternative 2: Increased Residential Density

Alternative 2 (see Figure 6) assumes increases in the residential densities allowed by each land use designation. For instance, High Density Residential in the existing General Plan allows housing development up to 28 du/ac. In Alternative 2, High Density Residential assumes densities up to 40 du/ac. Another key difference between Alternative 1 and 2 is the resignation of three parcels currently designated Rural Residential that are developed with recreation uses including a portion of the Ukiah Municipal Golf Course, Low Gap Park, and the City View Trail in the far northwestern corner of the community. Alternative 2 assumes re-designating these parcels to Recreation to align with existing land uses and the proposed Upper City View Trail Project. This change in designation will not result in any new residential or commercial development potential. County General Plan Land Use Designations as part of the Alternative 1 (Base Case) were applied with a corresponding new and/or existing City General Plan Land Use Designations.

CITY OF UKIAH
GENERAL PLAN UPDATE

Figure 4: Alternative 2



Source: City of Ukiah, 2021; Mendocino County, 2011; Mendocino County, 2019

Date: February 2, 2022

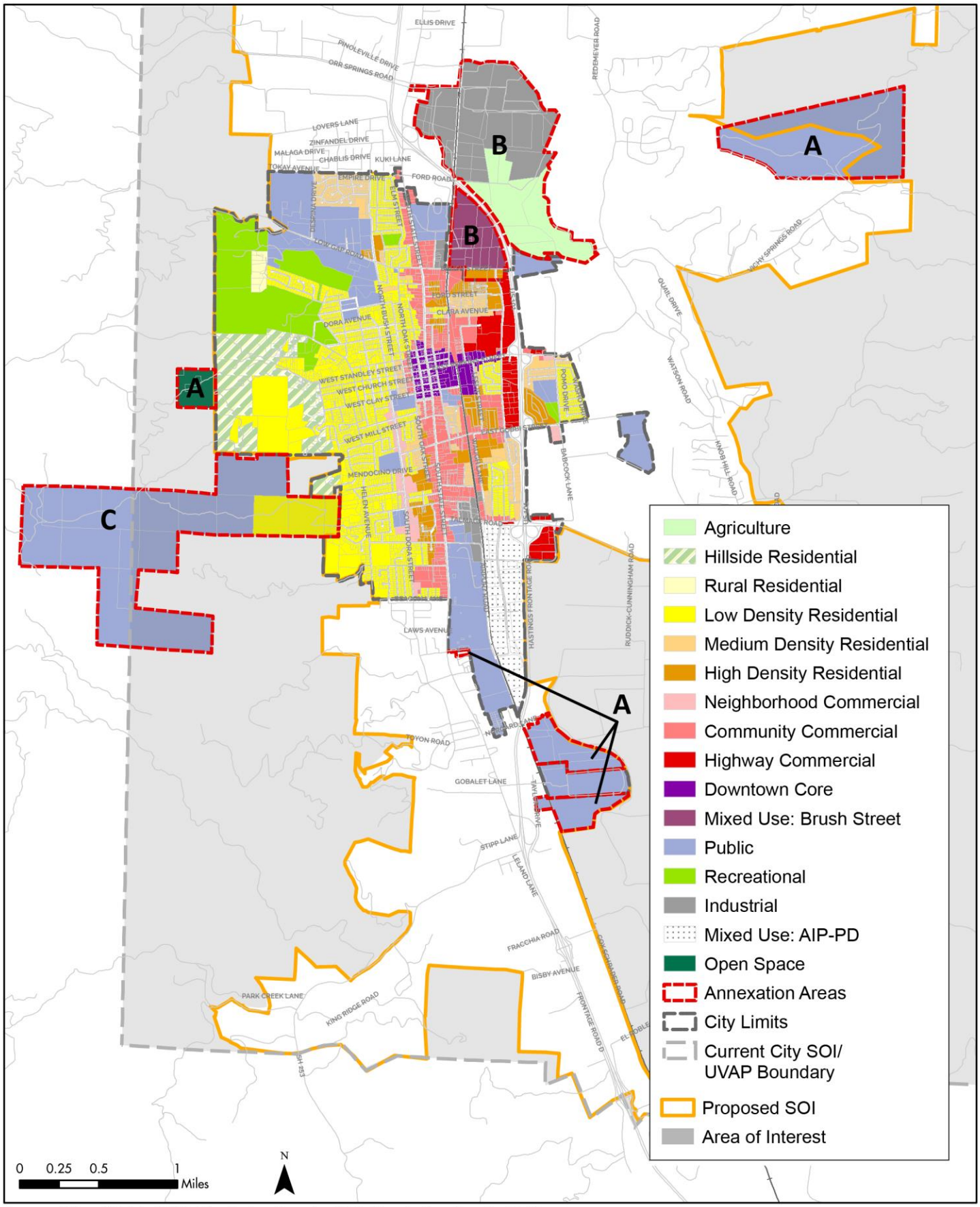
Alternative 3: Increased Residential Density and New Land Use Designations

Like Alternative 2, Alternative 3 (see Figure 7) assumes increased residential densities and building intensities and includes new designations that provide additional refinement of the types of uses allowed in the City. Alternative 3 divides the Commercial land use designation into more detailed designations: Downtown Core, Highway Commercial, Community Commercial, and Neighborhood Commercial. In addition, Alternative 3 introduces four new designations to the City's Land Use Map: Hillside Residential, Agriculture, Mixed Use: Brush Street Triangle, and Mixed Use: AIP-PD.

- **Downtown Core** designates areas that fall within the Downtown Zoning District.
- **Highway Commercial** designates the commercial areas adjacent to Highway 101. The purpose of this designation is to focus development of more auto-oriented uses, visitor-serving uses, and large format retail that are typically associated with highway users adjacent to Highway 101.
- **Community Commercial** designates major corridors for small and large format retail, shopping centers, chain restaurants, and personal services that provide for the community as well as consumers outside the city.
- **Neighborhood Commercial** designates areas adjacent to existing lower density neighborhoods for small format retail and personal services that serve the everyday needs of the immediate neighborhood.
- **Hillside Residential** replaces existing Rural Residential areas in the hillsides west of Highland Avenue and Park Boulevard. This designation decreases residential density from two to one dwelling unit per acre in the Alternative. This density reduction does not conflict with Housing Element sites, does not preclude accessory dwelling units (in areas with less than 50 percent slope), and aligns with the goal of reducing residential construction in High Fire Hazard Areas.
- **Agriculture** designation includes potential annexation lands north of Ukiah and land south of Ukiah. The Agriculture designation assumes the same development and density standards as stated in the Mendocino County General Plan (one dwelling unit per legal parcel at a minimum 40 acres).
- **Mixed Use: Brush Street Triangle** encompasses lands with the area known as the Brush Street triangle that the City is seeking to annex. This is a current County designation that will be adopted by the City. This designation assumes the same development and density standards as stated in the Mendocino County General Plan (up to 20 units per acre for multifamily and up to 1.0 FAR for nonresidential uses).
- **Mixed Use: AIP-PD** designation replaces the Master Plan Area designation for the Airport Industrial Park Planned Development (AIP-PD) area in southern Ukiah along Highway 101. The AIP-PD was adopted in 2013 and lands within this area are governed by AIP-PD Ordinance No. 1213.[4] Since adoption of the 1995 General Plan this area is almost completely built out with a variety of commercial, industrial, and mixed use development. Land Use within this area is further broken down into seven land use categories: Highway Commercial; Industrial; Industrial Auto; Commercial; Light Manufacturing Mixed Use; Open Space; Professional Office; and Retail Commercial (as shown on the AIP-PD land use designation map). Each designation contains a set of development standards (setbacks, height, design, land use, landscaping, etc.). While the AIP-PD notes that residential density is limited to 60 people per acre, and commercial development is subject to 40% maximum lot coverage, due to its proximity to the airport, the AIP-PD relies on density restrictions noted within UKIALUCP. Renaming the designation of this area would not change the land uses or development standards contained within the AIP-PD Ordinance**.**

[4] Airport Industrial Park-Planned Development Ordinance No. 1213 http://www.cityofukiah.com/NewWeb/wp-content/uploads/2021/07/1213-Amending-the-Airport-Park-Planned-Industrial-Development.pdf

Figure 5: Alternative 3



Source: City of Ukiah, 2021; Mendocino County, 2011; Mendocino County, 2019

Date: February 2, 2022

Buildout Outcomes

The initial buildout analysis shows that Alternative 1 (Base Case) has a buildout of 1,692 housing units and 3,831,300 square feet of non-residential space. Preliminary build out projections under Alternative 2 would increase housing units by 176, and does not include an increase in non-residential space. The reason for no change in non-residential square footage in Alternative 2 is because the existing non-residential land use designations were maintained (same as the existing General Plan) and only densities were altered for residential. Because Alterative 3 proposes to increase density and add new land use designations, preliminary build out projects show that it would result in the largest increase of both residential (658 units) and non-residential (683,520 sf) development.

Next Steps

The purpose of a buildout analysis is to identify land available for development and determine the capacity for housing and non-residential uses. The City Council, Planning Commission, and City staff will use this information to determine whether the land uses and associated development standards are in line with the community's broad long-range goals. The results of analysis are used to help determine the preferred combination of land uses and begin the updating of the 2040 Land Use Element.

Ukiah General Plan Update

Joint Study Session | Preferred Alternative

April 12, 2022

City of Ukiah

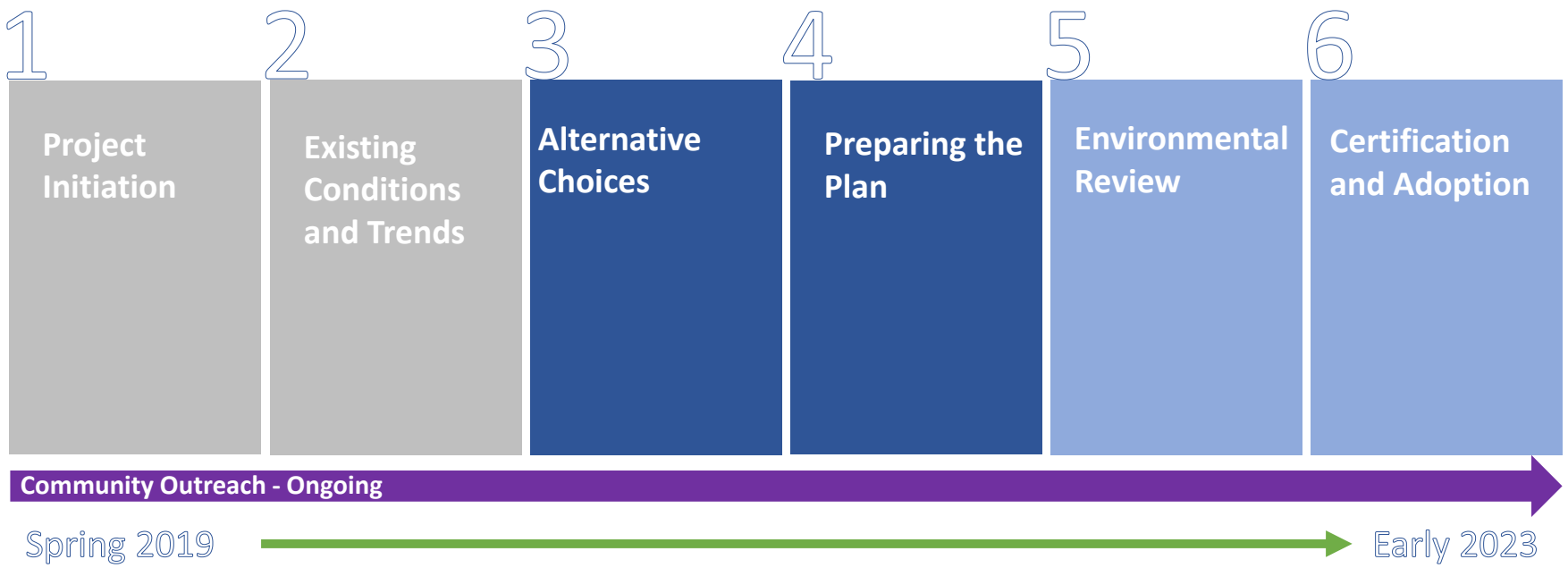
Joint Workshop Objectives

- Overview of the Process | Where have we been? Where are we going?
  - Engagement
  - Existing Conditions and Trends Workbook
  - Vision and Guiding Principles
- Land Use Alternatives Process
- City Council and Planning Commission Deliberation on a Preferred Alternative
- Vote on the Preferred Alternative for inclusion in the General Plan
- Next Steps

Overview of the Process

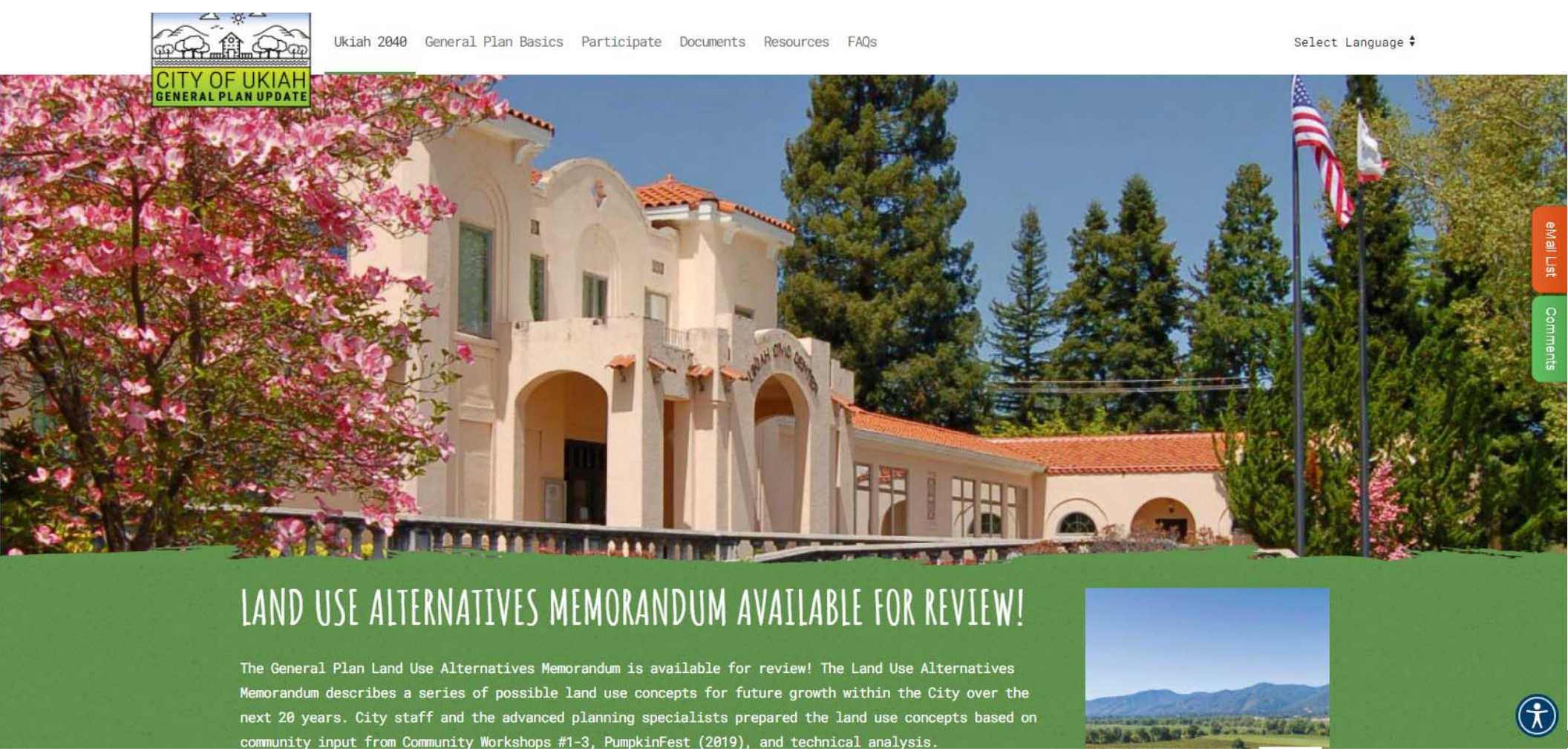
City of Ukiah

General Plan Process



City of Ukiah

Website (ukiah2040.com)



Newsletters

- **Newsletter #1:**
  General Plan Overview
- **Newsletter #2:**
  Overview of the Existing Conditions and Trends Workbook

City of Ukiah

Community Workshop #1

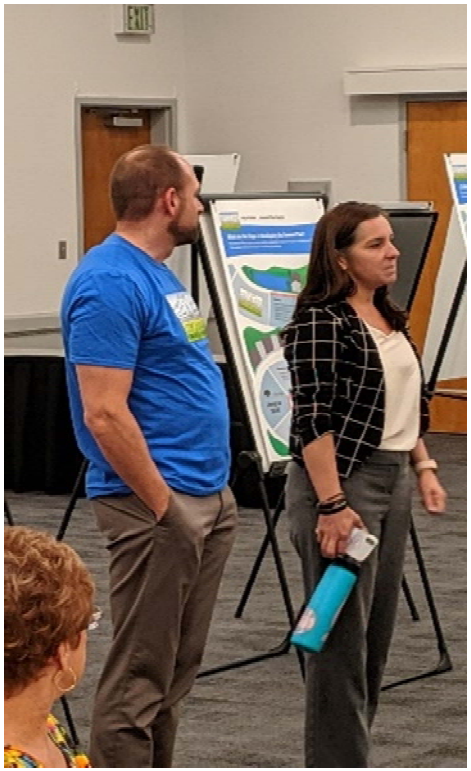
- **Date:** September 24, 2019
- **Attendance:** 75
- **Informational**: General Plan Overview, Highlights from the Existing Conditions and Trends
- **Exercises:** Identification of Issues and Opportunities, and a Visioning activity

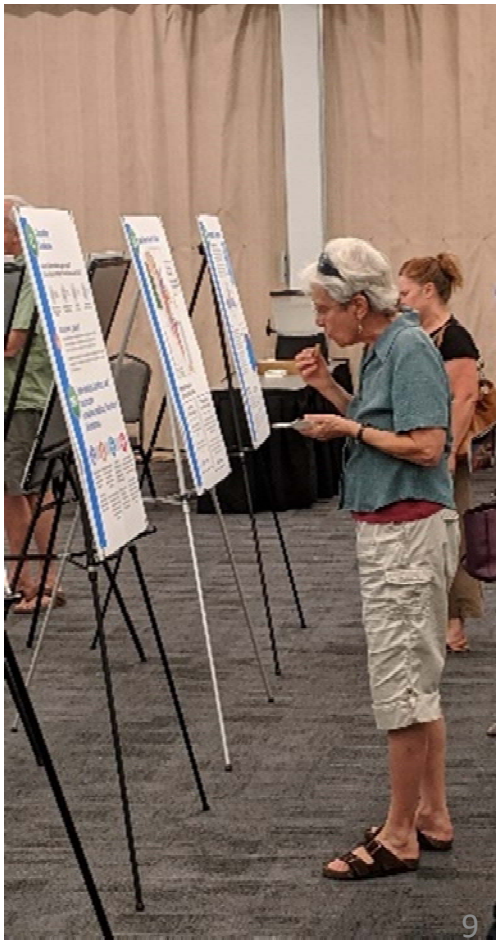
City of Ukiah

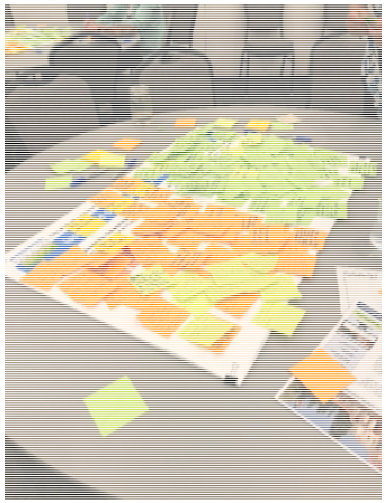
Community Workshop #1

City of Ukiah

Community Workshop #1



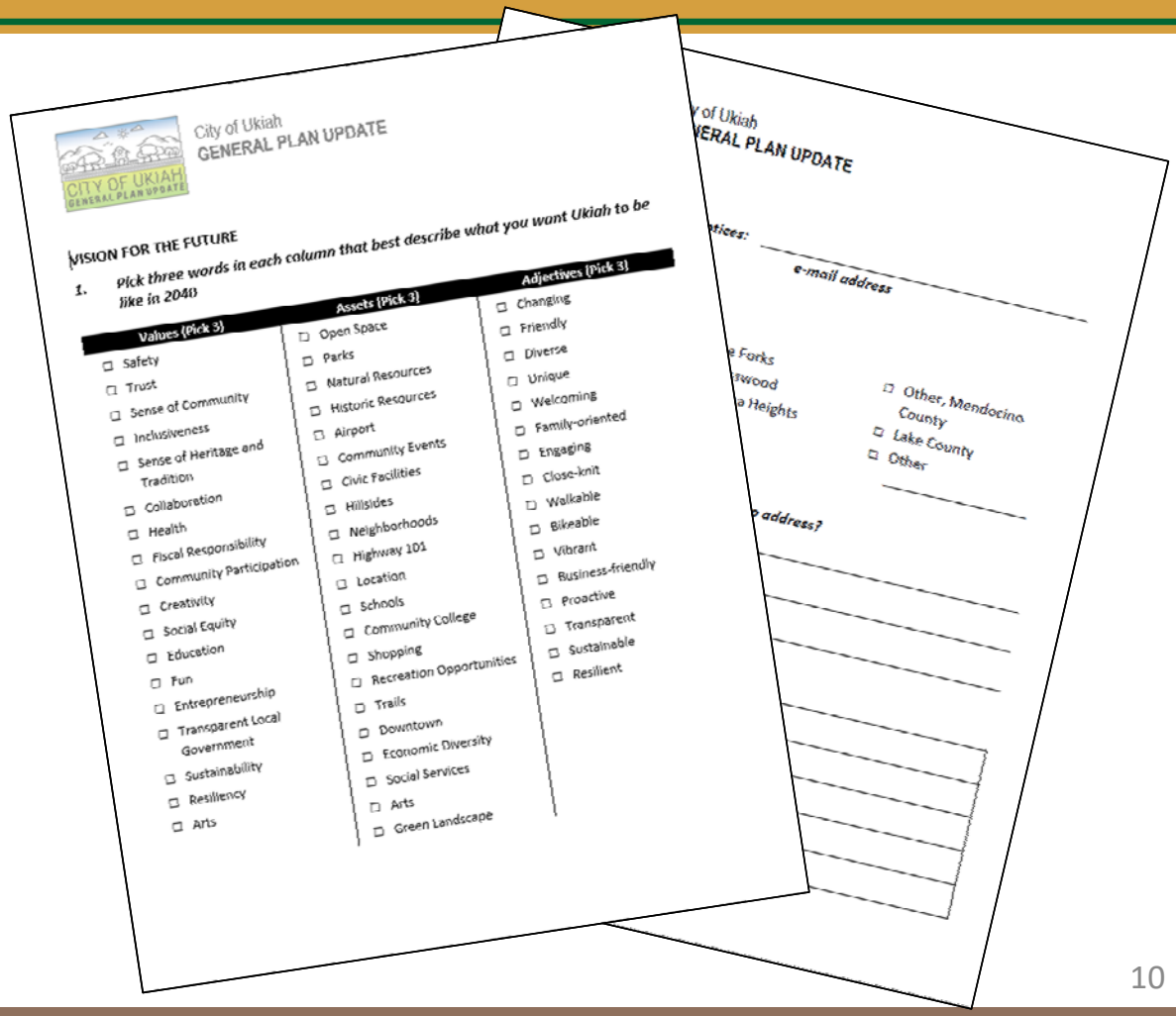




City of Ukiah

PumpkinFest 2019 (Community Workshop 2)

- **Date:** October 19, 2019
- **Attendance:** 200
- **Informational**: General Plan Overview, Highlights from the Existing Conditions and Trends work
- **Exercises:** Identification of Issues and Opportunities, and a Visioning activity



City of Ukiah
GENERAL PLAN UPDATE

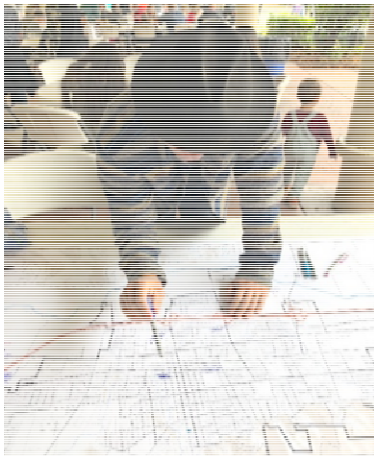
VISION FOR THE FUTURE

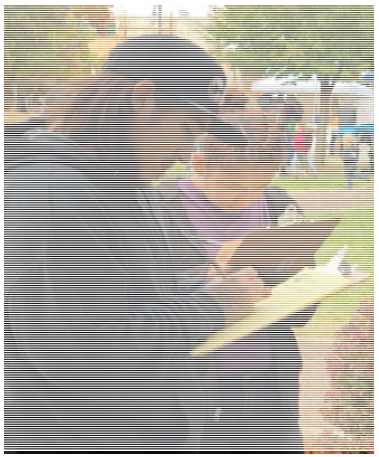
1. *Pick three words in each column that best describe what you want Ukiah to be like in 2040*

Values (Pick 3)	Assets (Pick 3)	Adjectives (Pick 3)
☐ Safety	☐ Open Space	☐ Changing
☐ Trust	☐ Parks	☐ Friendly
☐ Sense of Community	☐ Natural Resources	☐ Diverse
☐ Inclusiveness	☐ Historic Resources	☐ Unique
☐ Sense of Heritage and Tradition	☐ Airport	☐ Welcoming
☐ Collaboration	☐ Community Events	☐ Family-oriented
☐ Health	☐ Civic Facilities	☐ Engaging
☐ Fiscal Responsibility	☐ Hillsides	☐ Close-knit
☐ Community Participation	☐ Neighborhoods	☐ Walkable
☐ Creativity	☐ Highway 101	☐ Bikeable
☐ Social Equity	☐ Location	☐ Vibrant
☐ Education	☐ Schools	☐ Business-friendly
☐ Fun	☐ Community College	☐ Proactive
☐ Entrepreneurship	☐ Shopping	☐ Transparent
☐ Transparent Local Government	☐ Recreation Opportunities	☐ Sustainable
☐ Sustainability	☐ Trails	☐ Resilient
☐ Resiliency	☐ Downtown	
☐ Arts	☐ Economic Diversity	
	☐ Social Services	
	☐ Arts	
	☐ Green Landscape	

City of Ukiah

Pop-Up Booth – PumpkinFest 2019 (CW 2)

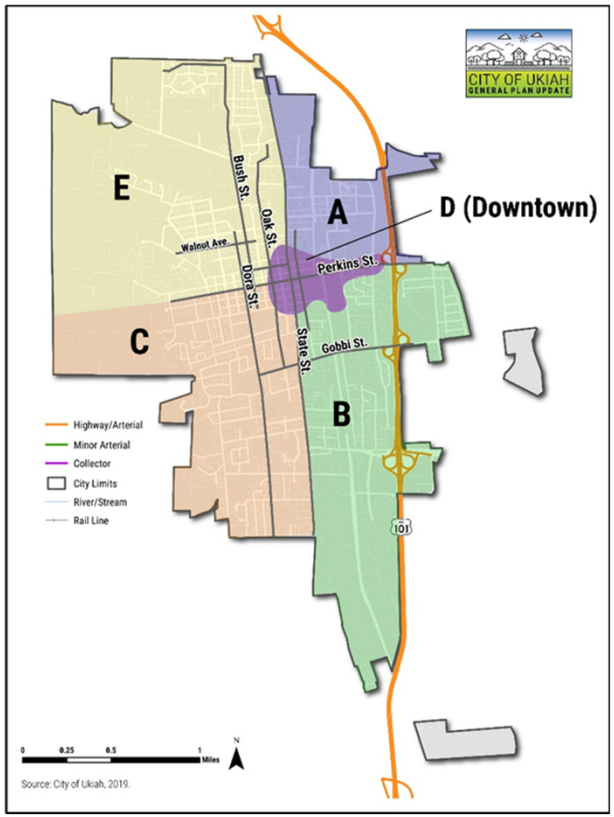


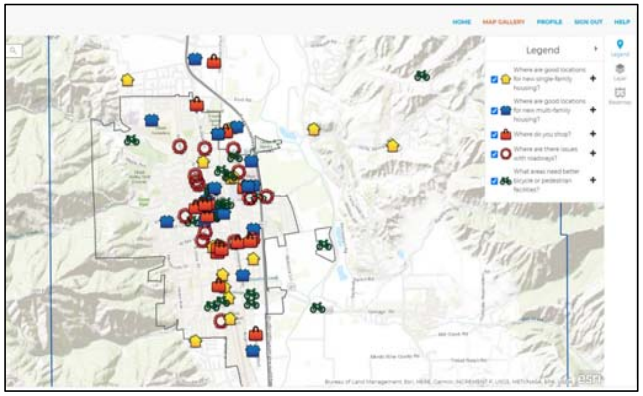


City of Ukiah

Community Workshop #3 (Online)

- **Date:** December 7-8, 2020
- **Attendance:** 40
- **Informational**: General Plan Overview, Land Use Alternatives
- **Exercises:** Mapping exercise for areas of change, group discussion in breakout rooms





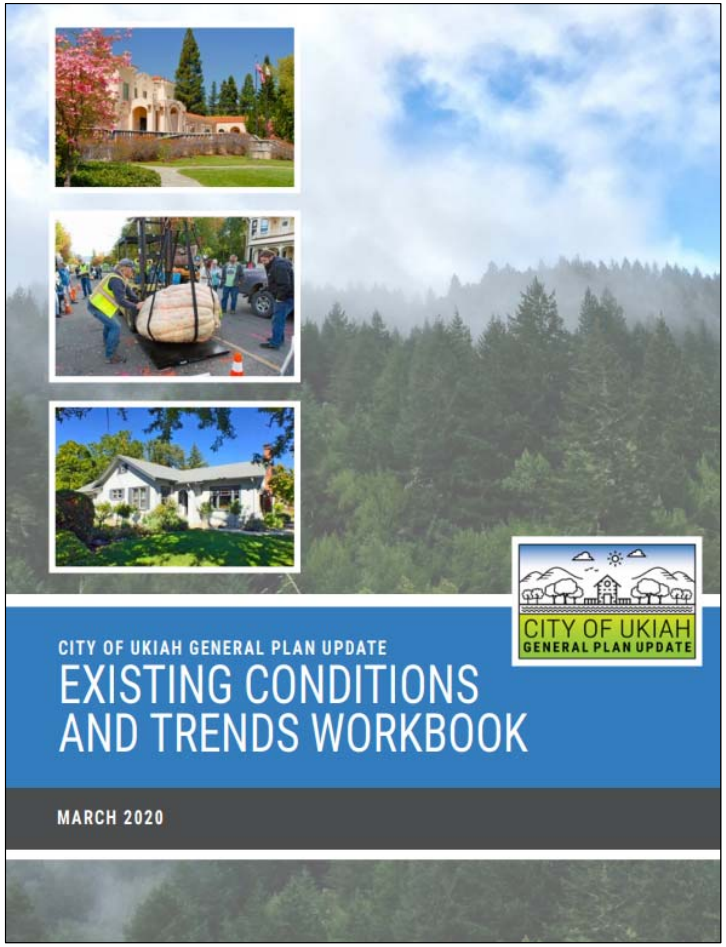
City of Ukiah

Online Engagement

- **Date:** Spring 2019 to Present Day
- **Participation:** 100+
- **Exercises:**
  - What I Love in Ukiah
  - Identification of Issues and Opportunities
  - Visioning activity

Existing Conditions and Trend Workbook

- Provides a snapshot in time of current (2019) conditions and trends in Ukiah
- Provides decision-makers and the public with background and context for developing the General Plan
- Supports development of the environmental setting in the Environmental Impact Report
- Released March 2020



City of Ukiah

General Plan Vision

The City of Ukiah is a diverse, family-oriented, and friendly community connected to the beautiful, surrounding natural open space areas that give the community its unique sense of place. Ukiah is a safe and resilient community that is fiscally responsible, environmentally conscious, and inclusive. The city offers a great place for people of all ages, incomes, and ethnicities to live, work, and visit.

City Council approved in Spring 2021

Guiding Principles

- Guide land uses and development that meet the needs of the community, are environmentally conscious, and maintain Ukiah as a diverse, family-oriented, and friendly community, where people from all racial, ethnic and cultural backgrounds thrive socially, economically, academically, and physically.
- Ensure development in all neighborhoods is compatible with the unique characteristics and land use patterns and fosters a sense of place.
- Promote resilient and sustainable facilities and infrastructure to ensure delivery of high-quality services.

City Council approved in Spring 2021

Guiding Principles

- Promote a diverse, local, business-friendly economy that fosters new job growth and is adaptable to changes in consumer habits and market trends.
- Maintain and advance a well interconnected circulation network that accommodates and encourages alternative modes of transportation that reduce congestion and encourage walkable and bikeable neighborhoods.
- Preserve existing open space resources while enhancing accessibility to parks and recreational amenities.
- Manage, conserve, and preserve the existing natural environment to ensure sustainable longevity for present and future generations.

City Council approved in Spring 2021

Guiding Principles

- Provide for a safe community through resilient infrastructure, community-wide education and preparation, and hazard planning that is responsive to potential climate-related, natural, and human-caused disasters.
- Preserve Ukiah Regional Airport as a vital economic driver and transportation system and maintain consistency with the criteria and policies of the Ukiah Municipal Airport Master Plan.
- Foster an inclusive community through conditions that allow for and stimulate a diversity of housing options for community members of all ages, incomes, and ethnicities.

City Council approved in Spring 2021

Land Use Alternatives Process

City of Ukiah

Purpose of the Land Use Alternatives

- The Land Use Alternatives Memorandum is designed to look at big picture ideas land use changes.
- This memorandum is meant to support the selection of a Preferred Land Use Alternative.
- Will ultimately be used to develop an updated land use diagram for the City's 2040 General Plan.

City of Ukiah

Scope of Analysis

- The land use alternatives focus on expanded housing and commercial opportunities for the future.
- The Land Use Alternatives Memorandum analyzes three different land use alternatives.

1 ↓

Alternative 1 as a "no change" or "business as usual" approach

2 ↓

Alternative 2 maintains the land use designations of the existing General Plan but increases the allowed densities of the residential land uses.

3 ↓

Alternative 3 introduces new, expanded land use designations that provide greater distinction between residential and commercial land use types and to align existing land uses with corresponding designations. Alternative 3 also includes increased residential densities and building intensities (FARs) compared to Alternatives 1 and 2.

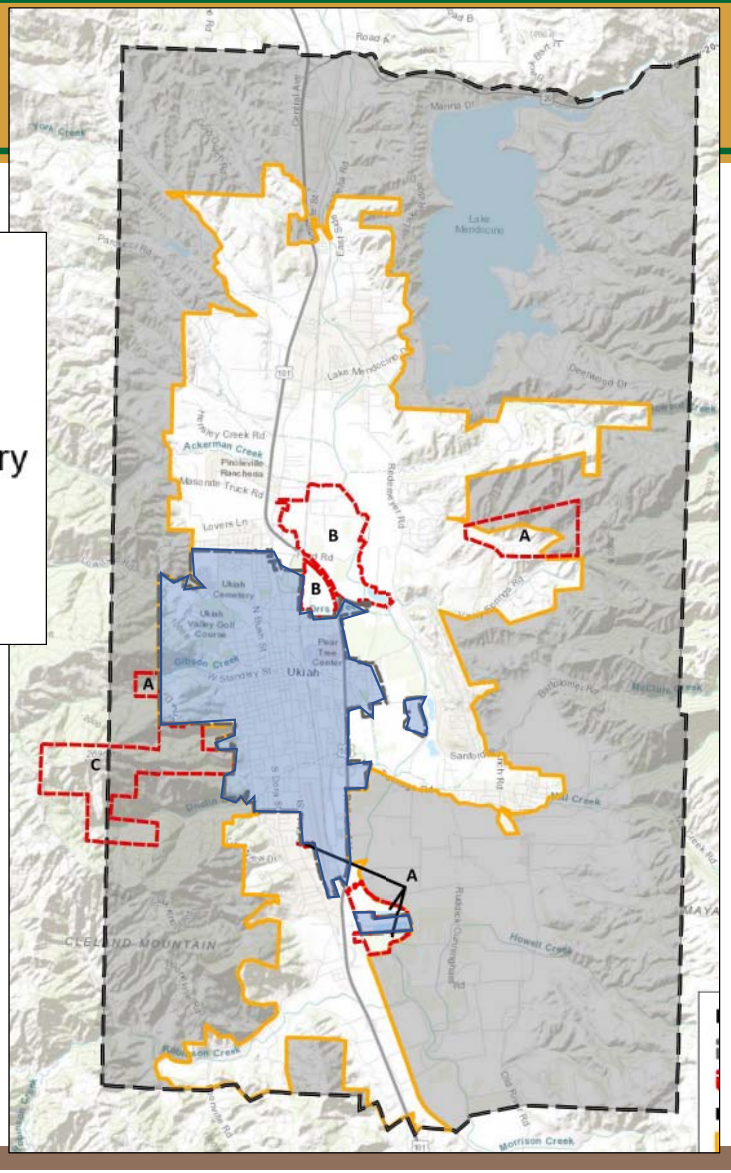
Scope of Analysis

- Each alternative includes differing assumptions about land uses, densities, intensities, and redevelopment potential.
- The intent is to compare likely differences between development outcome under each alternative.
- Market and economic trends will impact the development potential under each alternative.

Planning Boundaries

Boundaries

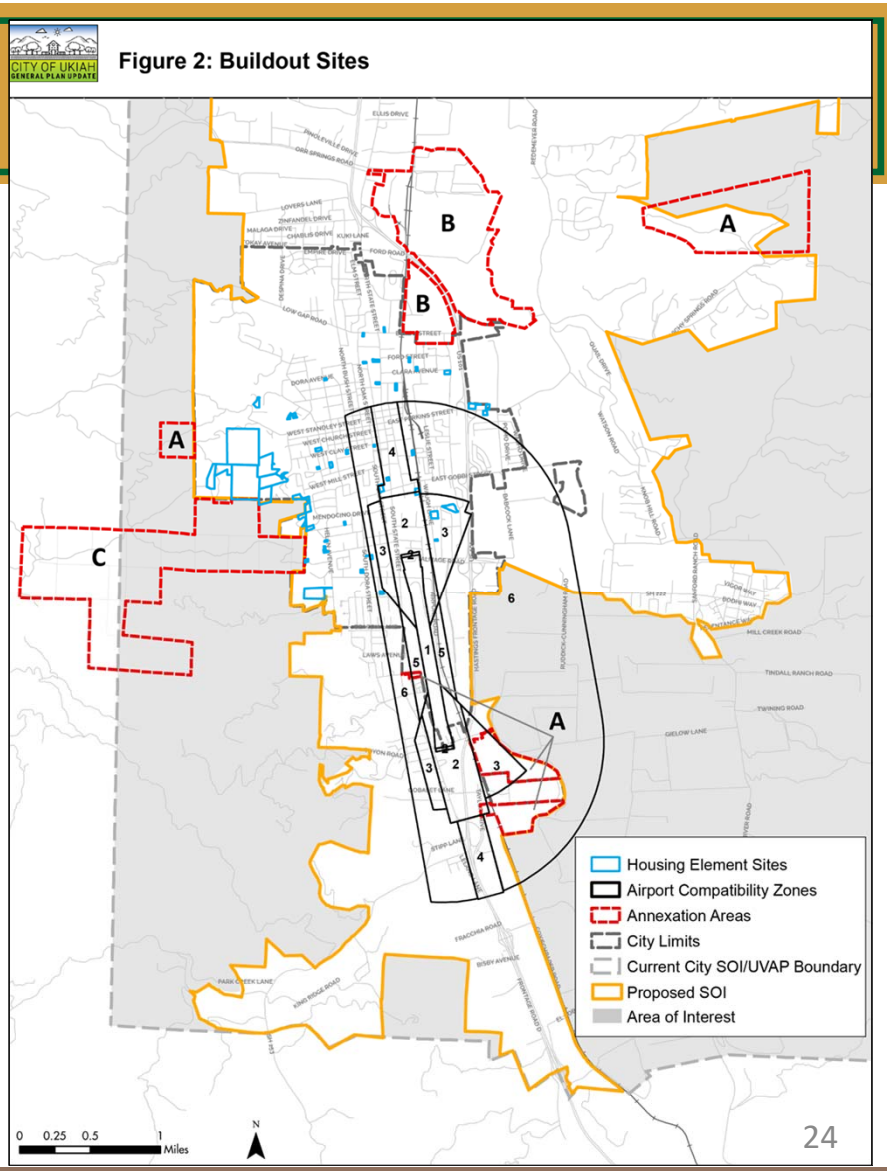
- City Limits
- Annexation Areas
- Current City SOI/UVAP Boundary
- Proposed SOI
- Area of Interest



City of Ukiah

Methodology

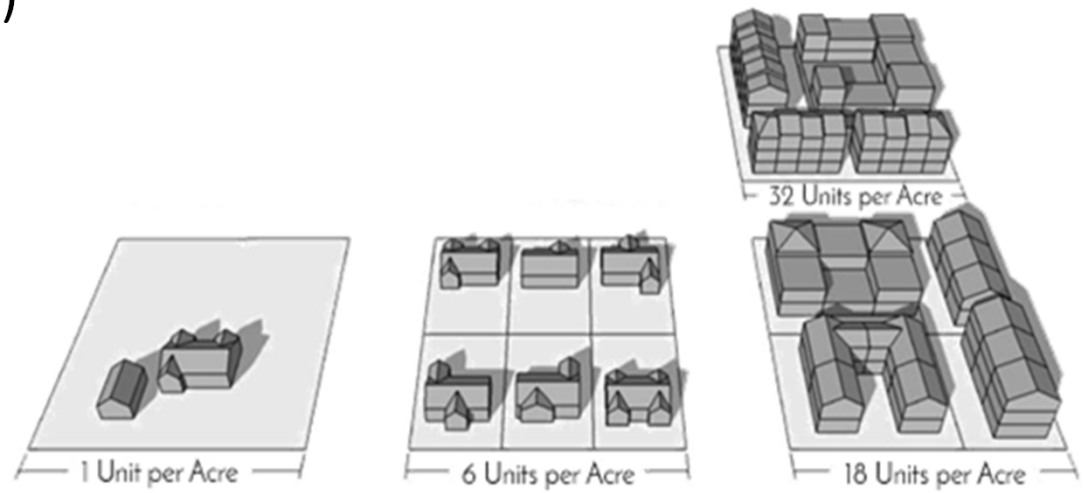
- Analyzing development of vacant and underutilized parcels;
- Inclusion of the proposed Sphere of Influence (SOI);
- Buildout of the City's 6th Cycle Housing Element Update *(adopted in October 2019);*
- Inclusion of annexation areas pursued by the City; and
- Recognition of the Ukiah Municipal Airport Land Use Compatibility Plan.



City of Ukiah

Methodology - Density

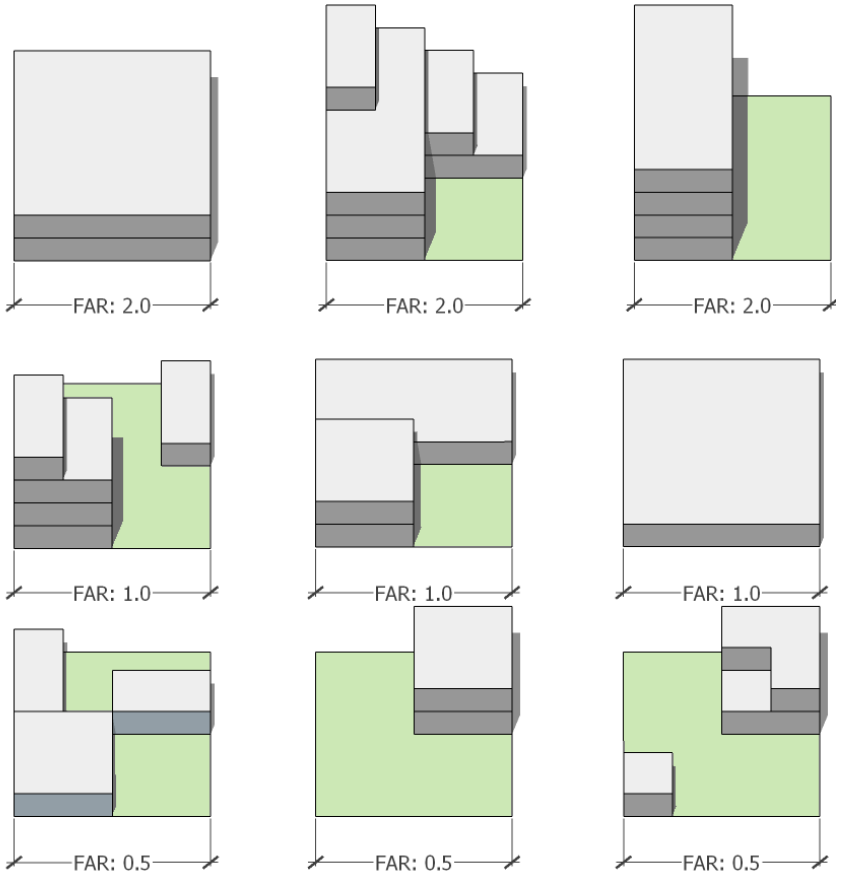
- Residential density is categorized by allowed density range (minimum and maximum) measured in dwelling units per acre (du/ac).
- Residential density is calculated by dividing the number of dwelling units on the site (excluding accessory dwelling units).



City of Ukiah

Methodology – Floor Area Ratio (FAR)

- The intensity of non-residential development, which can be regulated by total building size, is measured by Floor Area Ratio (FAR).
- The maximum FAR standard limits the overall size of development on a parcel.
- As an example, a maximum FAR of 0.75 would allow 75,000 square feet of building floor area on a 100,000-square foot lot.



City of Ukiah

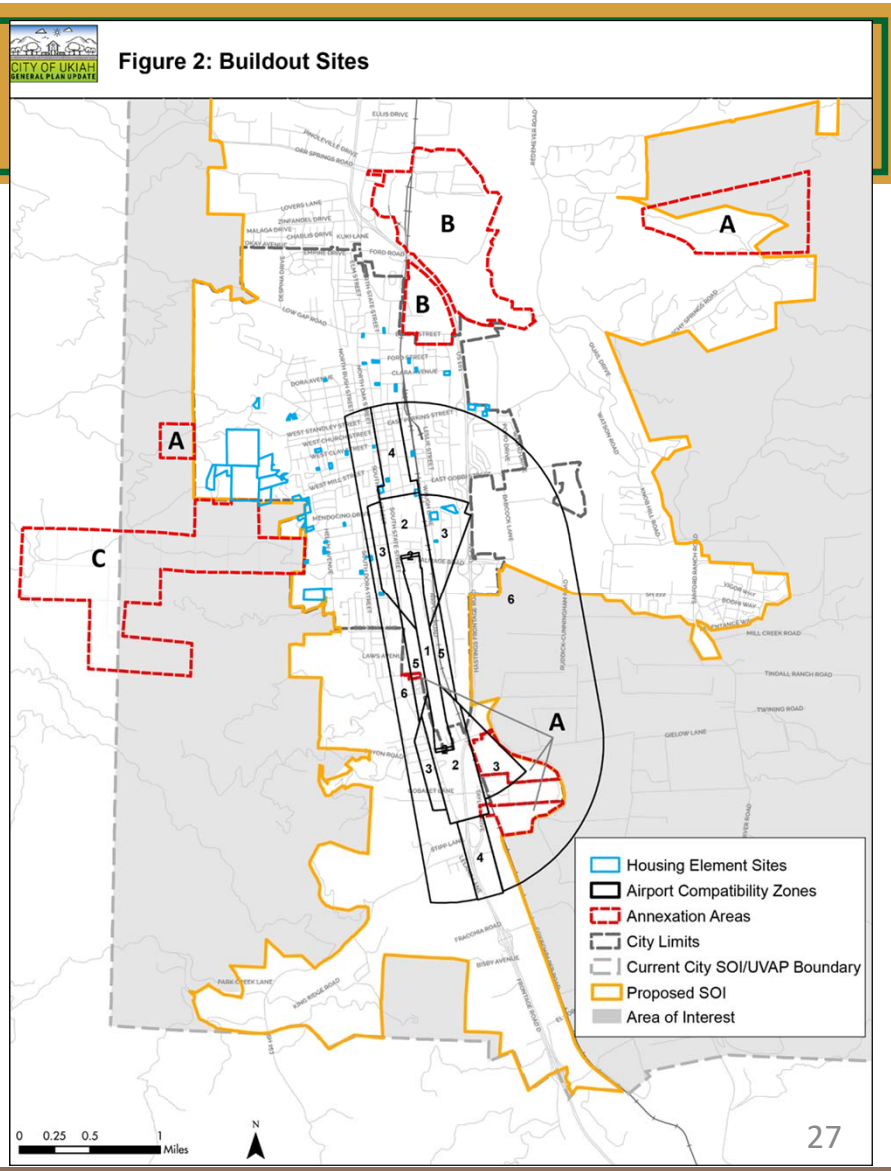
Methodology - Annexation

Annexation Areas

A. City-owned properties totaling approximately 437 acres.

B. Brush Street/Masonite Area Properties Annexation Area totaling approximately 473 acres over 63 properties.

C. Ukiah Western Hills Open Land Acquisition and Limited Development Agreement Project totaling approximately 707 acres.



City of Ukiah

Council Directives on Annexations

- **August 27, 2019**: Council approved the following Policy Directives: 1) update the Ukiah General Plan; 2) update the City of Ukiah's Sphere of Influence, as proposed in Figure 1; 3) prepare and adopt annexation policies as part of the City' s long-term land use planning and City Council Strategic Plan; and 4) evaluate and amend the city zoning code to improve efficiencies/public service and protect natural resources.

- **January 16, 2020**: Council adopted an Annexation Policy (Resolution No. 2020-06) that states that the City will pursue, apply for, and support the annexation of unincorporated areas to the City to avoid the negative consequences of continued urban sprawl and to ensure the efficient provision of municipal services to unincorporated areas without placing an undue financial burden on the City or its residents.

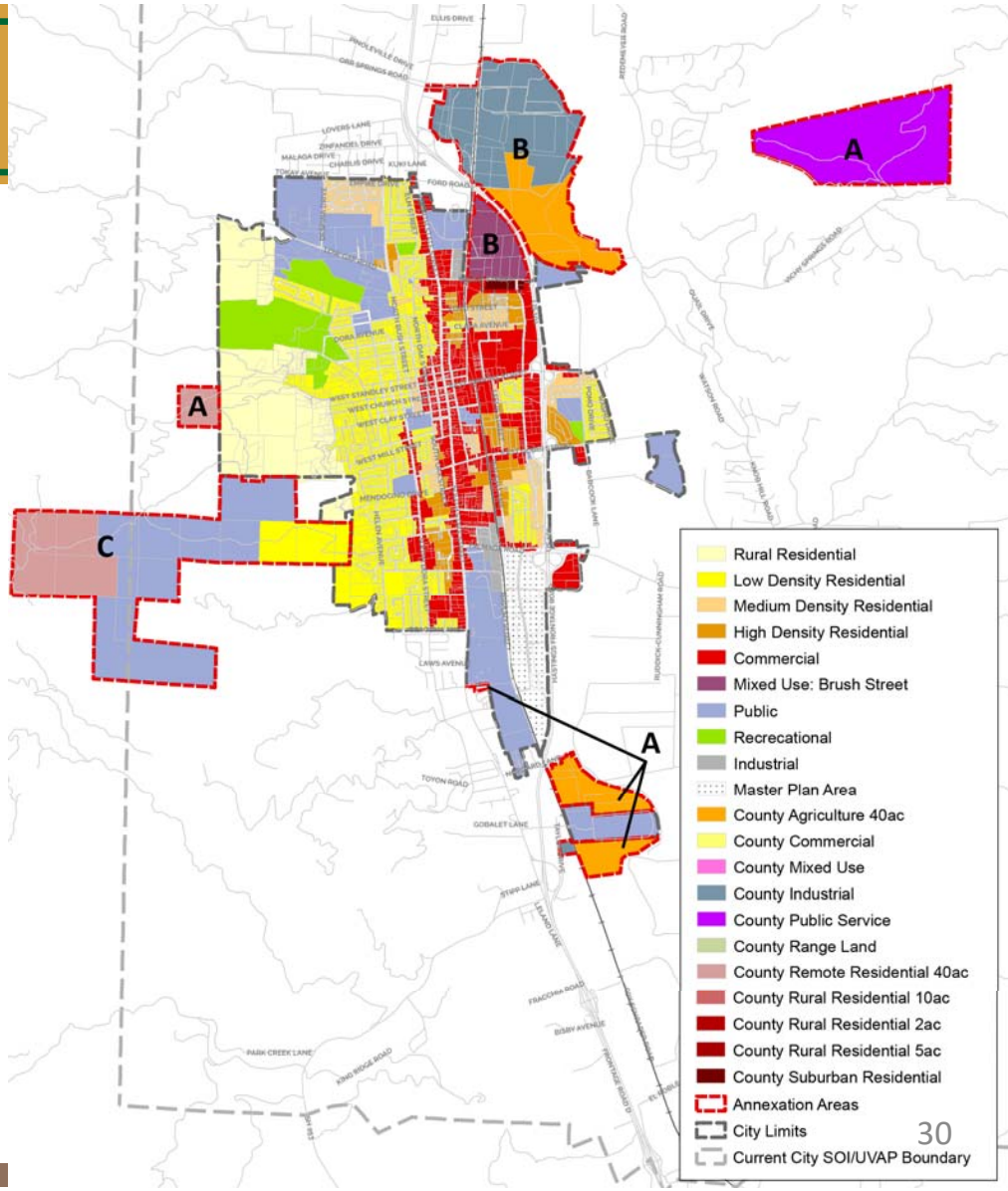
Council Directives on Annexations

- **August 5, 2020**: Council directed Staff to move forward with preparing applications for the Brush Street Triangle, Masonite Area properties, and property around the City's Water Treatment Plant.
- **November 4, 2020 (regular meeting)**: Council directed Staff to move forward with preparation of the annexation application for certain City-Owned Properties.
- **January 19, 2022 (regular meeting):** Council directed Staff to submit a revised annexation application to LAFCo to annex City-owned properties in unincorporated Mendocino County.

Note: The previous directives above do not include Council direction related to the Ukiah Valley Fire Protection District's annexation of the City of Ukiah, which was approved by LAFCo in 2021.

Alternative 1

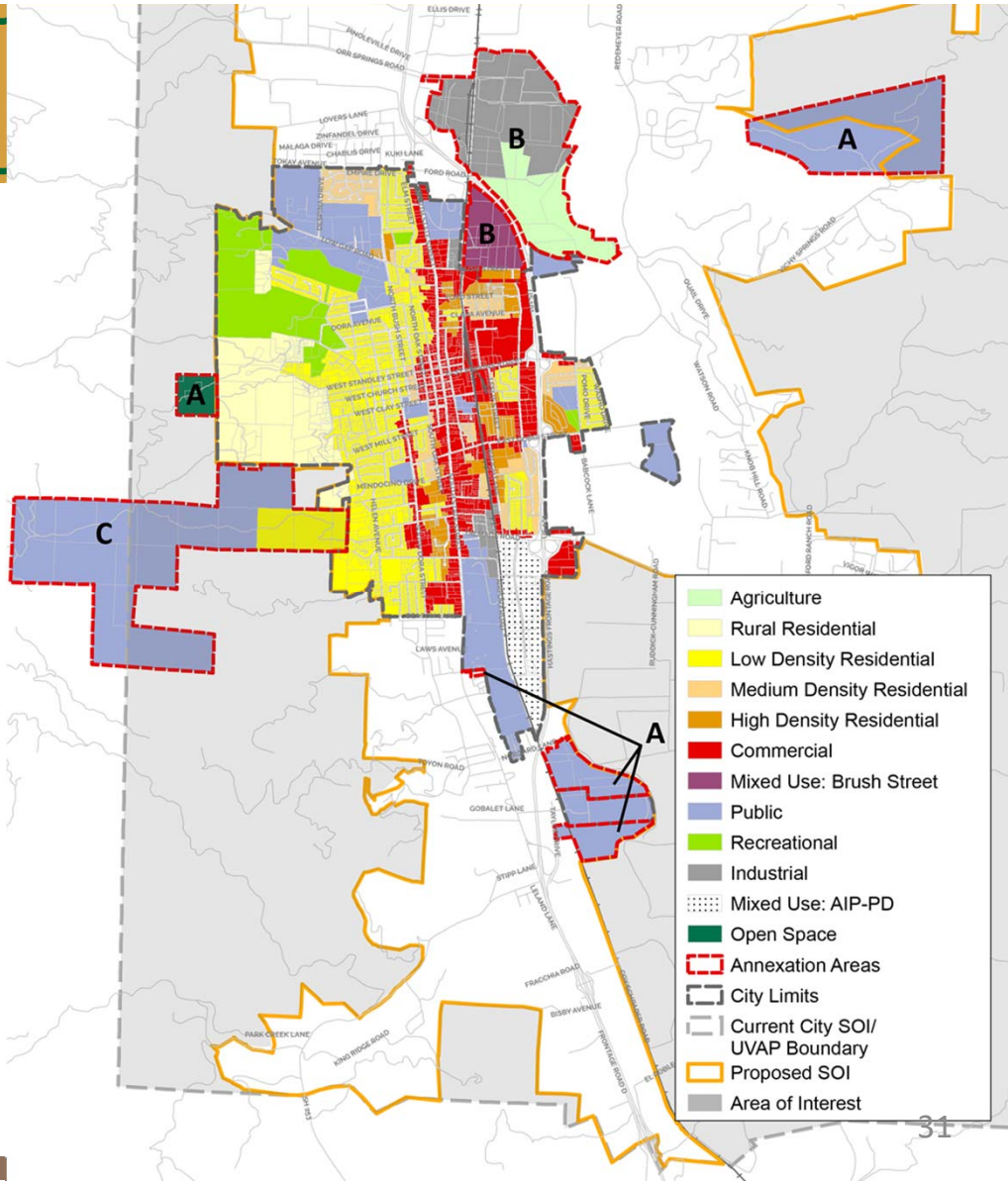
- "Base Case" Alternative.
- Analyzes the existing General Plan land use designations and exiting densities for vacant land within the City.
- Alternative 1 focuses on existing designations, with annexation areas analyzed using their existing County UVAP Land Use designations.



City of Ukiah

Alternative 2

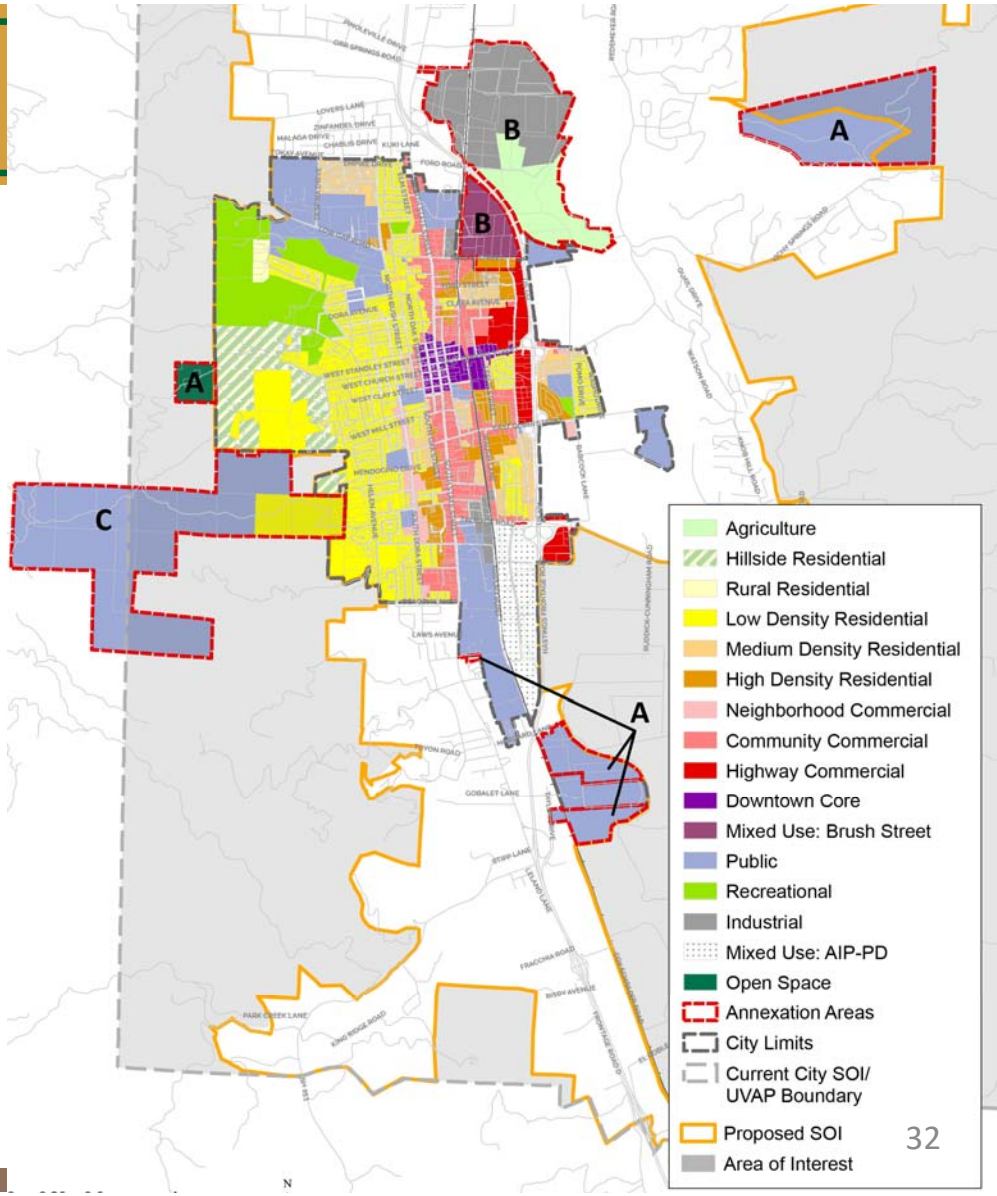
- Assumes increases in the residential densities allowed by each land use designation.
- Redesignation of three parcels currently designated Rural Residential that are developed with recreation uses including a portion of the Ukiah Municipal Golf Course, Low Gap Park, and the City View Trail.
- Applies City designations in annexation areas.



City of Ukiah

Alternative 3

- Assumes increased residential densities and building intensities.
- Includes new designations that provide additional refinement of the types of uses allowed in the City.
- Divides the Commercial land use designation into more detailed designations: Downtown Core, Highway Commercial, Community Commercial, and Neighborhood Commercial.



City of Ukiah

Buildout Outcomes – Residential Density

Designation	Alternative 1	Alternative 2	Alternative 3
	Max Density	Max Density	Max Density
Hillside Residential	-	-	**1**
Rural Residential	1	**4**	**2**
Low Density Residential	6	**10**	**15**
Medium Density Residential	14	**22**	**28**
High Density Residential	28	**40**	40
Downtown Core	-	-	40
Mixed-Use Brush Street	20	20	20
Commercial	28	**40**	-
Highway Commercial	-	-	**40**
Community Commercial	-	-	**28**
Neighborhood Commercial	-	-	**15**

City of Ukiah

Buildout Outcomes – Nonresidential FAR

Designation	Alternative 1	Alternative 2	Alternative 3
	Max FAR	Max FAR	Max FAR
Downtown Core	-	-	**2.5**
Mixed-Use Brush Street	1	1	1
Commercial	1	1	-
Highway Commercial	-	-	1
Community Commercial	-	-	**1.5**
Neighborhood Commercial	-	-	1
Industrial	-	-	1
Recreational	-	-	-
Public	1	1	1
Master Planned Areas	1	1	1

Buildout Outcomes

- The total buildout based on potential land use changes for each alternative are as follows:

1	2	3
Housing Unit Capacity: + 1,692 Non-Residential Sq Ft: + 3,831,300 sq ft	Housing Unit Capacity: + 1,868 Non-Residential Sq Ft: + 3,831,300 sq ft	Housing Unit Capacity: + 2,350 Non-Residential Sq Ft: + 4,514,820 sq ft

City Council and Planning Commission Deliberation on a Preferred Alternative

City of Ukiah

Vote on the Alternative for inclusion in the General Plan

City of Ukiah

Next Steps

City of Ukiah

Upcoming Timeline

City of Ukiah

Thank You

City of Ukiah