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Urban planning is a technical and political process that communities use to guide orderly development and resource allocation. In 1971, the State made it mandatory for every city and county to adopt a general plan and required that local land use approvals be consistent with the adopted general plan.

Ukiah’s current General Plan was adopted in 1995. After 24 years, it is time to revisit the General Plan to ensure that the policy direction for the future is representative of current community values and is responsive to the changes of the next decade and beyond. The Existing Conditions Workbook is a snapshot of Ukiah in 2019, prior to the Covid-19 Pandemic of 2020. While this is a snapshot of 2019, some data may be older based on availability of information.

This section provides an overview of the Ukiah General Plan process, why it is prepared, and why it is important.
What is in a General Plan?

A general plan represents the community’s aspiration for its future and establishes the local government’s long-term framework for future growth and development. The general plan contains the goals and polices upon which the City Council and Planning Commission will base their land use and resource decisions. Typically, a general plan is designed to address the issues facing the city for the next 20 years.

The general plan is made up of a collection of “elements,” or topics. There are currently nine mandatory elements: land use, circulation, housing, conservation, open space, noise, safety, environmental justice, and air quality. Communities can include other elements that address issues of local concern, such as economic development, community character, or urban design. Communities can also organize their general plan anyway they choose, as long as they address each of the required elements.

A general plan has three defining features:

- **General** – Provides general policy guidance for future land use and resource decisions.
- **Comprehensive** – Covers a broad range of topics, including land use, housing, economic development, infrastructure, public safety, recreation, and natural resources.
- **Long-Range** – Provides guidance for achieving a future envisioned 20 or more years into the future.

What is the Existing Conditions and Trends Workbook?

This workbook tells the story of Ukiah – where it has been, where it is today, and the trends that will shape its future. This workbook focuses on providing the foundational information about the physical, natural, cultural, and economic conditions and trends that sets the stage for updating the General Plan.
What is the Difference between the General Plan and Zoning?

A general plan is distinct from zoning. Although both the general plan and the zoning ordinance designate how land may be developed, they do so in different ways. A general plan has a broad, long-term outlook that identifies the types of development that will be allowed, the spatial relationships among land uses, and the general pattern of future development. A zoning ordinance regulates development through specific standards such as lot size, building setbacks, height, and allowable uses.

Under State law, all planning documents maintained, prepared, or approved must be found to be consistent with the adopted general plan for the jurisdiction. This relationship is illustrated on Figure 1-1. For land use, zoning is a key tool used to implement a general plan. Zoning supports implementation of the general plan and, therefore, must be consistent with the general plan. Upon adoption of the updated general plan, a jurisdiction may need to amend the zoning ordinance and zoning map to ensure consistency with the adopted general plan. Development projects must not only meet the specific requirements of the zoning ordinance, but also the broader policies set forth in the general plan.

**FIGURE 1-1: RELATIONSHIP BETWEEN THE PLANS**

- **General Plan**: Longer term, more general
- **Specific Plan**: Medium-term
- **Zoning**: Short-term
- **Building Permits**: Most detailed
Why Should We Update the General Plan?

Because the City’s current General Plan is more than two decades old, there are a number of concerns that must be addressed through this update (Figure 1-2 and below):

- To meaningfully engage the community. The General Plan is a pivotal opportunity to bring the community together to learn and collaborate to define a common vision and priorities for the future.
- To address major changes from the past two decades and prepare for shifts on the horizon.
- To address new State laws (see next page for details).

**FIGURE 1-2: SAMPLE CHANGES TO ADDRESS IN THE UPDATE**

**Social and demographic changes**
- Increasing diversity
- Changing needs and behaviors
- Growing population and the need for more housing

**Economic shifts**
- Rise of internet commerce and reduction in “brick and mortar” stores
- Focus on specialty knowledge-based industries, compared to manual trades

**Technological changes**
- Autonomous vehicles
- Ride-, car-, bike-, and scooter-sharing
- Smart phones

**Global issues**
- Climate change
- Adaptation, resiliency, and mitigation
Notable New State Laws

- To reduce statewide greenhouse gas (GHG) emissions to 1990 levels by 2020
- To reduce statewide GHG emissions 40 percent below 1990 levels by 2030

**CALIFORNIA COMPLETE STREETS ACT (2008)**
- To accommodate all forms of transportation, including the needs of all non-motorized travelers, through planning, maintenance, and improvements

**AB 379 (2008)**
- To address climate change adaptation and resilience

**SB 244 (2011)**
- SB 244 requires cities and counties to address the infrastructure needs of unincorporated disadvantaged communities in city and county general plans

**SB 743 (2013)**
- To use vehicle miles traveled (VMT) as the metric to evaluate environmental impacts to more appropriately balance congestion management with infill development, active transportation, and GHG emissions reduction

**AB 52 (2014)**
- To identify and minimize substantial adverse change(s) to significant tribal cultural resources during the CEQA analysis

**SB 1000 (2016)**
- To identify disadvantaged communities and develop measures to reduce health risks and to promote civic engagement in the public decision-making process

**CALIFORNIA 2017 HOUSING PACKAGE**
- To streamline housing development
- To provide State financial incentives for housing production

**CALIFORNIA 2019 HOUSING LEGISLATION**
- To further streamline permitting and approval processes and limit fees for housing production
- To facilitate the development of more accessory dwelling units by removing barriers to approval and construction
History

Ukiah was incorporated into a city more than 140 years ago, and has existed as a distinct community for more than 160 years. The history of Ukiah and the Ukiah Valley, and the people who lived here, goes back even further. As Ukiah plans for the future, it is critical to understand the past to help guide the future of the community.

Pomo People, Initial Settlement-1850

Before western settlement, the Ukiah Valley and much of what is now Mendocino County, was inhabited by the Pomo people. Known for their intricate woven baskets, the Pomo primarily lived in small groups and relied on hunting, fishing, and foraging. With the arrival of western settlers, the Pomo were driven off their land, their population dropped dramatically, and they were eventually forced onto reservations. Today, there are three small reservations, called rancherias, in the Ukiah Valley that are home to groups of Pomo.

The name “Ukiah” draws from the history of the Pomo people. Ukiah is an anglicized version of the Pomo word yokaya, meaning “deep valley.”

Settlement and Early Growth, 1850-1920

Western settlers first settled in Ukiah in the mid-19th century. In 1859, Ukiah was designated the seat of Mendocino County and was incorporated in 1876. During Ukiah’s early history, the slow-growing city remained relatively isolated. In 1889, the railroad was extended to Ukiah and the city became more accessible to the region and country. Ukiah’s prime soils and climate supported farming and agricultural opportunities, which became a dominant economic driver for the city. The dominant crop during the early settlement period of the city was hops.

**HISTORIC TIMELINE**

- Governor of Alta California, Pío Pico, gave Rancho Yokaya to Cayetano Juárez
- Samuel Lowry builds a log cabin at what is now the corner of East Perkins Street and North Main Street
- Vichy Springs opens
- The first U.S. Post Office in Ukiah opens
- Mendocino County designates Ukiah as county seat
- Ukiah is incorporated as a city

1845 1854 1856 1858 1859 1876
The Growth Years, 1920-1960

Ukiah remained relatively small and slow growing until the 1920s. In the following decades, especially after the end of World War II, the city grew rapidly. This growth coincided with the growth of the logging industry in California’s northern coasts. The redwood forests to the north of Ukiah became extremely valuable for lumber, and the logging industry in the area grew rapidly supporting an increase in employment and growth in the region.

Today

Since the early 20th century, the logging industry has been on a steady decline along the northern coast and other industries have emerged. In 2020, Ukiah is the county seat and largest city in Mendocino County. With both City of Ukiah and County administrative offices within the city, Ukiah boasts a large number of public sector employment opportunities, particularly in education and social services. Outside the public sector, the city is known for strong retail and service industries and a bustling tourism industry catering to travelers and adventurers looking to explore the Valley.

Additionally, the city is surrounded by mineral rich agricultural lands capable of supporting viticulture operations. In recent years the region has seen an increase in local vineyards opening adjacent to the city. The increase in local wine production and processing reflects the increasing popularity of the Ukiah Valley as a wine region and destination.
Regional Setting
Located 45 miles north of Healdsburg and 155 miles south of Eureka, the City of Ukiah spans more than 3,000 acres (4.6 square miles). The city is regionally significant, serving as the seat of Mendocino County and the largest city in the county. It functions as a center for commerce, recreation, medical and social services, and cultural events.

The Ukiah Valley is approximately nine miles long, running north to south, comprising more than 40,000 acres along U.S. Route 101. The Russian River follows the valley, winding through agricultural lands just outside of Ukiah to the east. The valley is approximately 630 feet in elevation, with the hills of the Mendocino and Mayacamas ranges that flank the valley reaching up to 3,000 feet in elevation.

The nearest major city to Ukiah is Santa Rosa, a city of 175,000, which is located approximately 60 miles to the south. Larger urban centers including San Francisco and Sacramento are approximately 100 miles to the south and southeast. Ukiah's relative isolation from major population centers increases its importance as a regional center. Closer to Ukiah, there are several small unincorporated communities in the Ukiah Valley, as well as in the neighboring Redwood Valley to the north. Figure 1-3 shows Ukiah's location in the region.

In 2019, the region surrounding Ukiah is best known for its natural and scenic beauty. Once called the “Gateway to the Redwoods,” the city is a short drive from some of the largest redwood forests in California, protected in parks like Montgomery Woods and the sprawling Jackson State Forest. These massive trees grow natively in the city and on the hills above the valley.

Planning Area
As an important regional center in Mendocino County, the City of Ukiah designed the existing (1995) general plan as an areawide plan with a Planning Area encompassing the Ukiah Valley. The resulting Ukiah Valley General Plan (UVGP) included the city of Ukiah; the communities of Calpella, Talmage, The Forks, Vichy Springs, Presswood, Regina Heights, and El Roble; and goals, policies, and programs that reflected a valleywide approach.

Following this effort, Mendocino County took the lead in valleywide planning. Working with the City of Ukiah, the County adopted the Ukiah Valley Area Plan (UVAP) in 2011 with the same Planning Area boundary as the previous UVGP, shown below.

With the County heading long-range planning efforts in the valley, the City of Ukiah may consider contracting the Planning Area in order to refocus the general plan on the incorporated areas of the city and areas likely to be developed or annexed by 2040.

WHY IS THE PLANNING AREA IMPORTANT?
Although the County has legal land use authority over unincorporated areas of the county, the City of Ukiah provides some services outside city limits but within the Planning Area. As part of the General Plan, the City must evaluate current services in these areas and analyze the feasibility of future services.
FIGURE 1-3: REGIONAL SETTING
This Demographics section includes an overview of Ukiah’s population and provides a look at the distribution of that population by age and race/ethnicity. Information on employment and income can be found in Section 3, Economics and Economy. Having an understanding of the makeup of the population will support Ukiah in better gauging the needs of its residents.

Approximately 16,000 people call Ukiah home. Over the last few decades, Ukiah has become younger and more diverse. As the community looks to the future, Ukiah must evolve to meet the needs of its residents, both current and future.
Population

Over the past several years, Ukiah’s population has remained relatively static, hovering around 16,000 residents (Figure 2-1). As of the 2010 U.S. Census, Ukiah had 16,075 residents. In the following years, the estimated population dipped just below 16,000, before growing to an estimated population of 16,296 in 2019. Although population growth projections specific to Ukiah are unavailable, the California Department of Finance estimates that Mendocino County as a whole will grow by six percent by 2040, or an average rate of 0.3 percent annually. Between 2010 and 2019, Ukiah grew at a rate of 0.15 percent annually. If the city were to continue to grow at this rate, it would see about just over three percent growth by 2040.

![Figure 2-1: Ukiah Population, 2010 to 2019](image-url)

Age

Ukiah has a population that, overall, is decreasing in age. The median age, based on 2017 American Community Survey estimates, is 34.8 years old, down from 35.9 in 2010. Much of this change is due to an increased percentage of young adults between 25 and 35 in the city, indicating that young families are moving to Ukiah. This is a major divergence from countywide trends, which suggest, on average, a much older and increasingly aging population. The median age in the county in 2010 was 41.5 years old; in 2017 the median age was 42.4 years old. Ukiah also has a high percentage of working age residents between 25 and 54, which combine to make up nearly 42 percent of the population, as shown in Figure 2-2.

**FIGURE 2-2: POPULATION BY AGE, 2017**

Note: Data for ages 25-54 are only provided in ten year increments. Totals have been split into five year increments for comparison.
Race/Ethnicity

As shown in Figure 2-3, Ukiah’s racial demographic is mixed. While a majority of the population identifies as White (57.3 percent), nearly a third of the population identifies as Hispanic or Latino (32.7 percent). This differs from Mendocino County as a whole where just 24.5 percent of the population identifies as Hispanic or Latino.

Approximately 30 percent of Ukiah residents speak a primary language other than English. Countywide, only about 22 percent of residents speak a primary language other than English. This comparison is illustrated in Figure 2-4.

Strong fiscal health is essential to providing a high level of public services and community amenities, which also contribute significantly to the quality of life. Economic conditions in the private sector are an indicator of existing trends and point toward shifts in the local economy.

This section describes the current fiscal and economic development conditions in the city, including employment and existing jobs, major employers, job growth, income, and tax revenue.
Employment and Existing Jobs

Ukiah had approximately 6,700 residents employed in the labor force in 2017. Figure 3-1 provides a breakdown of Ukiah's workforce by industry. Residents of Ukiah are most commonly employed in education and healthcare, or in jobs related to retail or arts, tourism, recreation and food service. The unemployment rate in Ukiah was 8.7 percent in 2017, considerably higher than the countywide unemployment rate of 6.1 percent. Table 3-1 shows resident jobs by type of worker.

**FIGURE 3-1: UKIAH RESIDENTS, EMPLOYMENT BY INDUSTRY, 2017**

<table>
<thead>
<tr>
<th>Industry</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture, forestry, fishing and hunting, and mining</td>
<td>5.2%</td>
</tr>
<tr>
<td>Construction</td>
<td>4.9%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>6.7%</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>2.4%</td>
</tr>
<tr>
<td>Retail trade</td>
<td>12.6%</td>
</tr>
<tr>
<td>Transportation and warehousing, and utilities</td>
<td>4.8%</td>
</tr>
<tr>
<td>Information</td>
<td>1.6%</td>
</tr>
<tr>
<td>Finance and insurance, and real estate and rental and leasing</td>
<td>4.1%</td>
</tr>
<tr>
<td>Educational services, and health care and social assistance</td>
<td>24.4%</td>
</tr>
<tr>
<td>Professional, scientific, and management, and administrative and waste management services</td>
<td>8.4%</td>
</tr>
<tr>
<td>Arts, entertainment, and recreation, and accommodation and food services</td>
<td>13.1%</td>
</tr>
<tr>
<td>Other services, except public administration</td>
<td>4.3%</td>
</tr>
<tr>
<td>Public administration</td>
<td>7.5%</td>
</tr>
</tbody>
</table>


With both Ukiah and Mendocino County offices located within the city, Ukiah has the largest number of public services sector jobs in the county. Approximately 7.5 percent of the city’s residents are employed in public administration. Furthermore, as shown in Table 3-1, 1,480 (or approximately 22 percent) of the 6,708 jobs held by Ukiah residents are in government, which is comprised of public sector jobs across all industries, including public administrators, educators, public health and social workers, and professional and scientific staff.

**TABLE 3-1: UKIAH RESIDENTS, JOBS BY TYPE OF WORKER, 2017**

<table>
<thead>
<tr>
<th>Class of Worker</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Civilian employed population 16 years and over</td>
<td>6,708</td>
</tr>
<tr>
<td>Private wage and salary workers</td>
<td>4,585</td>
</tr>
<tr>
<td>Government workers</td>
<td>1,480</td>
</tr>
<tr>
<td>Self-employed in own not incorporated business workers</td>
<td>622</td>
</tr>
<tr>
<td>Unpaid family workers</td>
<td>21</td>
</tr>
</tbody>
</table>

Major Employers

Major employers are listed in Table 3-2 alphabetically by location. Key characteristics of these employers are as follows:

- Mendocino County and the City of Ukiah are major employers in the city.
- Ukiah Valley Medical Center, the largest medical center in the region, serving both the city and many of the rural communities nearby, is the largest employer in the city and within the healthcare sector.
- Costco and Walmart are the largest retail employers in the city (Retail Trade Sector), collectively employing several hundred residents.
- There are a number of agricultural and forestry related employers in the Ukiah Planning Area. The largest are Mendocino Forest Products, a lumber company (Manufacturing sector), and Redwood Empire Packing Inc. (Agriculture, Forestry, Fishing and Hunting, and Mining sector).

<table>
<thead>
<tr>
<th>Employer Name</th>
<th>Industry</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Ukiah</td>
<td>Educational Services and Health Care and Social Assistance</td>
</tr>
<tr>
<td>City of Ukiah</td>
<td>Public Administration</td>
</tr>
<tr>
<td></td>
<td>Professional, Scientific, and Management and Administrative and Waste Management Services</td>
</tr>
<tr>
<td></td>
<td>Educational Services and Health Care and Social Assistance</td>
</tr>
<tr>
<td>Costco Wholesale</td>
<td>Retail Trade</td>
</tr>
<tr>
<td>Mendocino Community Health</td>
<td>Educational Services and Health Care and Social Assistance</td>
</tr>
<tr>
<td>Mendocino County</td>
<td>Public Administration</td>
</tr>
<tr>
<td></td>
<td>Educational Services and Health Care and Social Assistance</td>
</tr>
<tr>
<td>Pacific Coast Farm Credit</td>
<td>Finance and Insurance and Real Estate and Rental and Leasing</td>
</tr>
<tr>
<td>Ukiah Unified School District</td>
<td>Educational Services and Health Care and Social Assistance</td>
</tr>
<tr>
<td>Ukiah Valley Medical Center</td>
<td>Educational Services and Health Care and Social Assistance</td>
</tr>
<tr>
<td>Walmart</td>
<td>Retail Trade</td>
</tr>
<tr>
<td>Planning Area</td>
<td>Educational Services and Health Care and Social Assistance</td>
</tr>
<tr>
<td>Dharma Realm Buddhist Association</td>
<td>Educational Services and Health Care and Social Assistance</td>
</tr>
<tr>
<td>Mendocino County Office of Education</td>
<td>Educational Services and Health Care and Social Assistance</td>
</tr>
<tr>
<td>Mendocino Forest Products</td>
<td>Manufacturing</td>
</tr>
<tr>
<td>Redwood Empire Packing, Inc.</td>
<td>Agriculture, Forestry, Fishing and Hunting, and Mining</td>
</tr>
</tbody>
</table>

Source: https://www.labormarketinfo.edd.ca.gov/majorer/countymajorer.asp?CountyCode=000045
Recent Job Growth

Between 2009 and 2017, Ukiah added 671 jobs at a compounded annual growth rate (CAGR) of 1.33 percent (Table 3-3). This growth rate contrasts with the stagnant job growth experienced in Mendocino County (-0.37 percent CAGR) during this same period.

Industries with the largest growth between 2009 and 2017 were: Agriculture, forestry, fishing and hunting, and mining (232 jobs added); professional, scientific, and management (201 jobs added); educational services and health care (286 jobs added) and arts, entertainment, recreation, accommodation, and food service (219 jobs added). The economic recession of 2010 caused industries related to housing construction and home purchases to shrink during this period, including construction (222 jobs lost), wholesale trade (48 jobs lost); and finance, insurance, real estate and rental and leasing (51 job lost).

Projected Job Growth

The California Employment Development Department provides employment growth projections for regions throughout the state. In the North Coast Region, which includes Del Norte, Humboldt, Lake, and Mendocino Counties, the largest projected growth between 2016 and 2026 is in educational services, health care, and social assistance sectors (21.5 percent); construction (18.6 percent); leisure and hospitality (13.3 percent), and farming (13.2 percent). The region’s top three industries are also projected to grow. Between 2016 and 2026 EDD projects that education, health care, and social services will add 4,280 jobs, government will add 1,360 jobs, and trade, transportation, and utilities will add 1,060 jobs.

Income

The median household income (MHI) in Ukiah was $43,480 in 2017 (Figure 3-2). This was slightly lower than the countywide median income of $46,528 and significantly lower than the statewide median income of $67,169 in the same year.

Between 2009 and 2017, incomes in Ukiah rose more steeply than in the county as a whole. During this period, the MHI in Ukiah grew at a CAGR of 1.32 percent while the MHI in Mendocino County grew at a lower CAGR of 0.87 percent.

### TABLE 3-3: JOBS AND WAGE SUMMARY

<table>
<thead>
<tr>
<th>Description</th>
<th>Employment</th>
<th>Median Household Income (MHI)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ukiah</td>
<td>6,037</td>
<td>6,708</td>
</tr>
<tr>
<td>Mendocino County</td>
<td>38,188</td>
<td>37,084</td>
</tr>
</tbody>
</table>

Revenue

Table 3-4 shows revenues for the City of Ukiah in 2017. In that year, the largest source of revenue for the city was in charges for service, which brought in more than $35 million and accounted for 57 percent of annual revenues. Taxes were the next largest source at 27.5 percent of revenues, followed by grants (6.0 percent) and licenses and permits (3.9 percent).

Figure 3-3 shows City revenues from taxes from Financial Year 2013-2014 through FY 2021-2022. The figure shows actual revenues for FY 2013-2018 and projections for years after this period. In Financial Year 2017-2018, the City of Ukiah received $17,036,826 in revenue from taxes. Between FY 2014-2014 and FY 2017-2018 the city’s revenues for taxes grew at average rate of 11.43 percent per year. Tax revenues have been rising steadily over the past several years in Ukiah, reflecting the relative health of the city’s economy. The City’s annual budget projects revenue from taxes to reach $21,231,843 in FY 2021-22. Revenue from taxes makes up between 25 and 30 percent of the total revenue received over time by the City of Ukiah.

<table>
<thead>
<tr>
<th>Revenue Source</th>
<th>Revenues</th>
<th>Percent of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Charges for Service</td>
<td>35,349,078</td>
<td>57.0%</td>
</tr>
<tr>
<td>Taxes</td>
<td>$17,036,826</td>
<td>27.5%</td>
</tr>
<tr>
<td>Grants and Subventions</td>
<td>$3,722,619</td>
<td>6.0%</td>
</tr>
<tr>
<td>Licenses/Permits/Franchises</td>
<td>$2,399,555</td>
<td>3.9%</td>
</tr>
<tr>
<td>Other Revenues</td>
<td>$1,805,149</td>
<td>2.9%</td>
</tr>
<tr>
<td>Use of Money and Property</td>
<td>$918,529</td>
<td>1.5%</td>
</tr>
<tr>
<td>Assessments</td>
<td>$587,827</td>
<td>0.9%</td>
</tr>
<tr>
<td>Fines, Forfeitures, and Penalties</td>
<td>$245,308</td>
<td>0.4%</td>
</tr>
</tbody>
</table>

Average annual growth rate: 11.43 percent
Land use policies, plans, and ordinances guide development and shape the urban fabric of the Ukiah Planning Area. This section provides a snapshot of local land use patterns in Ukiah and examines existing and planned land uses in Ukiah. The section also summarizes regional plans and discusses how these plans influence land use within the city of Ukiah.
Notable Boundaries

The existing General Plan uses several terms to describe the city and associated planning boundaries (Figure 4-1):

- **City Limits**: The political boundary that defines land that has been incorporated into a city. Ukiah has land use authority over all land within its city limits.

- **Sphere of Influence (SOI)**: The Local Agency Formation Commission (LAFCo) establishes the Sphere of Influence (SOI), which defines the probable physical boundary and service area of a local agency. An SOI typically includes both incorporated and unincorporated areas within which the City will have primary responsibility for the provision of public facilities and services. The mapped SOI for Ukiah does not reflect the amended SOI that was adopted by the City Council in Spring 2020, as this boundary is under consideration for adoption by LAFCO. Adoption of a new SOI is anticipated by Fall 2020.

- **Planning Area**: A general plan, pursuant to State law, must address all areas within the jurisdiction's Planning Area. The Planning Area encompasses all incorporated and unincorporated territory that bears a physical relationship to the long-term planning of the city. For Ukiah, the Planning Area is defined as the area within both the city limits and SOI.

THE 1995 UKIAH VALLEY GENERAL PLAN, although serving as the City's municipal general plan, was designed as an early area plan for the Ukiah Valley. This effort established a large Planning Area/Sphere of Influence, as well as goals, policies and programs that reflected an areawide approach.

In 2011, however, Mendocino County adopted the Ukiah Valley Area Plan (UVAP), a comprehensive and long range inter-jurisdictional planning document that defines how the Ukiah Valley will develop in the future. Although the regional approach of the 1995 General Plan was a worthwhile planning effort ultimately leading to development of the UVAP, the General Plan should be updated to serve as the City's municipal general plan focused on the incorporated areas of Ukiah and areas likely to develop by 2040. Although not required by State law, the General Plan Update will seek to achieve consistency with the UVAP.
FIGURE 4-1: BOUNDARIES

Source: City of Ukiah, 2019.
Existing Land Use

Critical to the preparation of the updated 2040 Land Use Diagram, is an understanding of the type and distribution of existing land uses and development in the city. Existing land use data is provided by the County Assessors Office and based on the taxed use for each parcel. The existing land use of a property does not carry any regulatory significance and may or may not be consistent with the current General Plan land use designation or zoning for the property. However, this information can assist in evaluating if past General Plan policies were effective in directing new growth and if development is consistent with the General Plan.

Ukiah city limits consist of 3,071 acres. Figures 4-2 and 4-3 show that over 33.1 percent of this area is comprised of residential development (i.e., single-family, multifamily, mobile home parks). Public and Quasi-Public uses, which include care facilities, churches, schools, shelters, and government-owned property, make up nearly 18.7 percent of the city. Commercial areas comprise 12.2 percent of the city and are concentrated along Main and State Streets and near Highway 101. Parks and open space areas make up 9.74 percent of Ukiah, which include parks, the Ukiah Valley Golf Course, and trails. Figure 4-2 shows a breakdown of existing land uses.

**FIGURE 4-2: EXISTING LAND USE BREAKDOWN, CITY OF UKIAH**

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Acres</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>72.4</td>
<td>2.4</td>
</tr>
<tr>
<td>Commercial</td>
<td>376.3</td>
<td>12.3</td>
</tr>
<tr>
<td>Industrial</td>
<td>43.4</td>
<td>1.4</td>
</tr>
<tr>
<td>Parks and Open Space</td>
<td>299.2</td>
<td>9.7</td>
</tr>
<tr>
<td>Public/Quasi-Public</td>
<td>574.9</td>
<td>18.7</td>
</tr>
<tr>
<td>Residential</td>
<td>1015.2</td>
<td>33.1</td>
</tr>
<tr>
<td>Vacant</td>
<td>239.4</td>
<td>7.8</td>
</tr>
<tr>
<td>Undefined</td>
<td>16.3</td>
<td>0.5</td>
</tr>
<tr>
<td>Roadways</td>
<td>433.9</td>
<td>14.1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>3,071</td>
<td>100.0</td>
</tr>
</tbody>
</table>
FIGURE 4-3: EXISTING LAND USE

Source: Mendocino County Assessor’s Office, 2019.
Existing (1995) General Plan Land Uses

Since 1995, the existing General Plan has served as a guide for how land in the city may be developed. The General Plan, and associated Land Use Diagram, assign each parcel a particular use and establish broad development policies that shape distinct neighborhoods, districts, and corridors, while preserving open space, parks, and public use areas. Land use designations identify the types of development (e.g., residential, commercial, industrial), the density for residential uses (how many units are permitted per acre), and the intensity for commercial and industrial designations (the maximum allowed building bulk and lot coverage) that is permitted on each parcel. Figure 4-4 diagrams existing general plan land uses.

The current General Plan, adopted in 1995 and amended in 2004, includes nine land use designations:

- **Rural Residential**: Permits residential uses up to one dwelling unit per acre.
- **Low Density Residential**: Permits residential uses up to six dwelling units per acre.
- **Medium Density Residential**: Permits residential uses up to 14 dwelling units per acre.
- **High Density Residential**: Permits residential uses up to 28 dwelling units per acre.
- **Commercial**: Permits retail and service businesses, as well as residential uses up to 28 dwelling units per acre.
- **Industrial**: Permits manufacturing and major employment uses.
- **Recreational**: Permits parks and other recreational uses in the city.
- **Public**: Permits public uses, including all land owned by public agencies, such as schools, public utility facilities, and civic centers.
- **Master Planned Area**: The Master Plan Area land use classification is to be applied to the parcels contained within a Master Plan or a Specific Plan at the time of adoption by the City or County. The master plan area depicted on the map represents the Airport Industrial Park.
FIGURE 4-4: EXISTING GENERAL PLAN LAND USES
Existing Zoning

While the General Plan provides general guidance on the location, type, and density/intensity of new growth and development projects over the long term, the City’s Zoning Ordinance provides detailed development regulations and use standards for each parcel of land. The Zoning Ordinance includes a set of zoning districts that specify uses that are permitted, conditionally permitted, and prohibited within each district. Figure 4-5 depicts existing zoning in the city. Table 4-1, found on page 32, shows a breakdown of existing zones.

Ukiah has 14 Zoning Districts, organized as follows:

- R1, R1H, R2, and R3 are residential zones ranging from low density hillside single-family to higher density multifamily. Combined, these residential zones account for more than 49 percent of the area within city limits and the majority of the west side. Residential land uses range in density from 1 du/ac in R1H to 28 du/ac in R3.

- Industrial and commercial zones are Manufacturing (M), Community Commercial (C1), Heavy Commercial (C2), and Neighborhood Commercial (CN). Commercial zones are generally situated immediately west of U.S. Route 101 and along North and South State Street, and account for approximately 15 percent of city. Height restrictions for commercial zones are 50 feet in Manufacturing zones, 50 feet in Community Commercial zones, 40 feet in Heavy Commercial zones, and 30 feet in Neighborhood Commercial zones.

- The Public Facilities zone (PF) includes City facilities, parks, and public land. PF is the largest zone in the city, containing approximately 24 percent of the city, including the Ukiah Municipal Airport. Building heights in the Public Facilities zone are restricted to 30 feet for park, school, and fairground buildings, and 40 feet for utility facilities and safety structures.

- Planned Development zones exist within the city, one for residential and one for commercial. Planned Development zones are intended to encourage development by providing more flexibility than is possible through the strict application of the Zoning Code requirements and allowing flexibility of design and the application of new techniques in land development. Large Residential Planned Development sites can be found at the intersection of Empire Drive and Despina Drive, along North Orchard Avenue just north of Clara Avenue, and along South Orchard Avenue just south of East Gobbi Street. Commercial Planned Development is comprised of a large area bounded by Airport Road to the west, U.S. Route 101 to the east, and Talmage Road to the North.
FIGURE 4-5: ZONING

Source: City of Ukiah, 2019.
In 2012 the City adopted the Downtown Zoning Code (DZC) to encourage the development of a healthy, safe, diverse, compact, and walkable urban community. The DZC created three downtown-specific zoning districts, shown on Figure 4-6:

- General Urban (GU) zone allows for mixed-use and urban residential uses in a wide range of building types, from single use and single-family to a mix of uses and multifamily. GU zone allows for residential densities between 10 and 28 du/ac.

- Urban Center (UC) zone allows for higher-density residential and mixed-use buildings that may accommodate retail, office, services, local and regional civic uses, and residential uses. This zone has a tight network of streets with wide sidewalks, regularly spaced street tree planting, and buildings set close to lot frontages. The UC zones allows for residential densities between 15 and 28 du/ac.

- Downtown Core (DC) zone allows the highest density and intensity of development by allowing a wide variety of commercial and residential uses located in mixed-use buildings. This zone has small, walkable blocks with regularly spaced street trees and buildings set at the frontage line. The DC zone allows for residential densities between 15 and 28 du/ac.

Table 4-1 shows the distribution of existing zones in the city of Ukiah.

**TABLE 4-1: EXISTING ZONES**

<table>
<thead>
<tr>
<th>Zone</th>
<th>Acres</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Commercial - C1</td>
<td>203.5</td>
<td>7.7%</td>
</tr>
<tr>
<td>Heavy Commercial - C2</td>
<td>138.4</td>
<td>5.2%</td>
</tr>
<tr>
<td>Neighborhood Commercial - CN</td>
<td>49.6</td>
<td>1.9%</td>
</tr>
<tr>
<td>Manufacturing - M</td>
<td>28.5</td>
<td>1.1%</td>
</tr>
<tr>
<td>Planned Development, Commercial - PDC</td>
<td>128.5</td>
<td>4.9%</td>
</tr>
<tr>
<td>Planned Development, Residential - PDR</td>
<td>91.5</td>
<td>3.5%</td>
</tr>
<tr>
<td>Public Facilities - PF</td>
<td>638.3</td>
<td>24.2%</td>
</tr>
<tr>
<td>Single-Family Residential - R1</td>
<td>626.0</td>
<td>23.7%</td>
</tr>
<tr>
<td>Single Family Residential, Hillside - R1H</td>
<td>489.4</td>
<td>18.6%</td>
</tr>
<tr>
<td>Medium-Density Residential - R2</td>
<td>75.1</td>
<td>2.8%</td>
</tr>
<tr>
<td>High-Density Residential - R3</td>
<td>108.4</td>
<td>4.1%</td>
</tr>
<tr>
<td>Downtown Core - DC</td>
<td>5.2</td>
<td>0.2%</td>
</tr>
<tr>
<td>General Urban - GU</td>
<td>14.7</td>
<td>0.6%</td>
</tr>
<tr>
<td>Urban Core - UC</td>
<td>37.7</td>
<td>1.4%</td>
</tr>
<tr>
<td>Right-of-Way</td>
<td>2.4</td>
<td>0.1%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2637.2</strong></td>
<td><strong>100.0%</strong></td>
</tr>
</tbody>
</table>
FIGURE 4-6: DOWNTOWN-SPECIFIC ZONING DISTRICTS

Source: City of Ukiah, 2019.

DC - Downtown Core
GU - General Urban
UC - Urban Center
Land Available for Development

The City of Ukiah 2019-2027 Housing Element identified vacant parcels and underutilized sites available for development within city limits. The vacant parcels inventoried in the process are summarized by the following:

- Ukiah has nearly 120 acres of vacant land available for development within the city limits (Figure 4-7 and Table 4-2).
- The majority of vacant land in Ukiah is designated for residential development (113.64 acres).
- With 5.17 acres of vacant land, commercial zones comprise much of the remainder of vacant land in the city.
- There is one vacant parcel in a Neighborhood Commercial zone (0.41 acres) and one vacant parcel in a General Urban zone (0.1 acres).

### TABLE 4-2: VACANT LAND BY ZONE

<table>
<thead>
<tr>
<th>Zone</th>
<th>Acres</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>113.6</td>
<td>95.2%</td>
</tr>
<tr>
<td>Commercial</td>
<td>5.2</td>
<td>4.3%</td>
</tr>
<tr>
<td>Neighborhood Commercial</td>
<td>0.4</td>
<td>0.4%</td>
</tr>
<tr>
<td>General Urban</td>
<td>0.1</td>
<td>0.1%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>119.3</td>
<td><strong>100.00%</strong></td>
</tr>
</tbody>
</table>

*Totals may not add due to rounding.
Source: City of Ukiah, 2019.

Underutilized Sites

In the Housing Element process (2019), the City used parcel improvement value data from the County Assessor to identify underutilized parcels. Underutilized sites were classified as parcels where the improvement value was less than $20,000, which suggested that the parcels were underutilized to a degree that would make them more likely to redevelop within the planning period. Figure 4-8 shows underutilized sites in Ukiah. Underutilized and vacant parcels are considered opportunity sites for future development or redevelopment.
FIGURE 4-7: VACANT SITES

Source: City of Ukiah, 2019.
FIGURE 4-8: UNDERUTILIZED SITES

Zoning District
- R1H - Single Family Residential - Hillside
- R1 - Single Family Residential
- R2 - Medium Density Residential
- R3 - High Density Residential
- CN - Neighborhood Commercial
- C1 - Community Commercial
- C2 - Heavy Commercial
- GU - General Urban
- UC - Urban Center
- DC - Downtown Core
- M - Manufacturing
- PF - Public Facility
- PDR - Planned Development Residential
- PDC - Planned Development Commercial

Source: City of Ukiah, 2019.
Other Notable City of Ukiah Plans

Design Guidelines

Ukiah established design guidelines in two steps, starting in 1992, when the City adopted Design Guidelines for Commercial Structures within the Downtown District. This effort was followed by adoption of Design Guidelines for Commercial Structures Outside the Downtown District in 1996. These design guidelines provide recommendations on the form, rather than use, of structures in the city. The City does not have design guidelines for residential structures.

Ukiah Municipal Airport Master Plan

The Airport Master Plan, adopted by the City in 1996, serves as a framework within which individual airport projects can be implemented. The Master Plan summarizes airport inventory, role and activity, and financial plan, and establish standards for airfield design and building area development. Importantly, the Master Plan analyzes noise and safety compatibility issues and provides compatibility measures for impact mitigation.

Regional Planning Efforts

Mendocino County Airport Comprehensive Land Use Plan

Adopted in 1993, the Mendocino County Airport Comprehensive Land Use Plan (ACLUP) established the criteria and policies which the Mendocino County Airport Land Use Commission use in assessing the compatibility between the public-use airports in Mendocino County and proposed land use development in the areas surrounding them. The ACLUP established airport compatibility zones, later adopted by the City of Ukiah Municipal Airport Master Plan, that cover the southern area of the city and unincorporated parks of Mendocino County. The compatibility zones do not change the underlying zoning, but place additional development standards to ensure that uses in those zones are compatible with both the needs and impacts of the airport. Table 4-3 describes the airport compatibility zones, which are shown on Figure 4-9.

Currently (2019), Mendocino County and the City of Ukiah are in the process of updating the ACLUP with an updated land use plan for Ukiah Municipal Airport. The new ACLUP is expected to be completed in July 2020.
FIGURE 4-9: AIRPORT COMPATIBILITY ZONES

Source: Mendocino County Airport Comprehensive Land Use Plan, 19966, Figure 3F.
TABLE 4-3: AIRPORT LAND USE COMPATIBILITY ZONES

<table>
<thead>
<tr>
<th>Zone</th>
<th>Location/ Compatibility Factors</th>
<th>Impact Elements</th>
<th>Density Restrictions</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Residential (du/ac)</td>
</tr>
<tr>
<td>A</td>
<td>Runway protection Zone or within Building Restriction Line</td>
<td>• High Risk</td>
<td>0 du/ac maximum</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• High noise levels</td>
<td></td>
</tr>
<tr>
<td>B1</td>
<td>Approach/Departure Zone and Adjacent to Runway</td>
<td>• Substantial risk - aircraft commonly below 400 ft. AGL or within 1,000 ft. of runway</td>
<td>Parcels should be a minimum of 10 acres</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Substantial noise</td>
<td></td>
</tr>
<tr>
<td>B2</td>
<td>Extended Approach Departure Zone</td>
<td>• Moderate risk - aircraft commonly below 800 ft. AGL</td>
<td>Parcels should be a minimum of two acres</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Significant noise</td>
<td></td>
</tr>
<tr>
<td>C</td>
<td>Common Traffic Pattern</td>
<td>• Limited risk - aircraft at or below 1,000 AGL</td>
<td>15 du/ac</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Frequent noise intrusion</td>
<td></td>
</tr>
<tr>
<td>D</td>
<td>Other Airport Environments</td>
<td>• Negligible risk</td>
<td>No limit</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Potential for annoyance from overflights</td>
<td></td>
</tr>
</tbody>
</table>

Source: California Department of Transportation, California Airport Land Use Planning Handbook, October 2011.

Ukiah Valley Area Plan

The Ukiah Valley Area Plan (UVAP), adopted by Mendocino County in 2011, governs land use and planning of the unincorporated areas of the Ukiah Valley. Although the document does not cover the city of Ukiah, it does establish land use designations and development standards within the City of Ukiah Planning Area/Sphere of Influence.

The UVAP planning area is depicted on Figure 4-10.
FIGURE 4-10: PLANNING AREA, UKIAH VALLEY AREA PLAN

- Ukiah City Limits
- Ukiah Valley Area Plan Planning Area/Sphere of Influence
- Highway
- Road
- Rail Line
- River/Stream

Map showing the planning area, Ukiah Valley Area Plan, within Ukiah City Limits. The map includes various roads and geographical features such as Rivers and Streams.