

City of Ukiah

2022 – Municipal Service Review and Sphere of
Influence Update

Prepared For:

Mendocino LAFCo

200 South School Street

Ukiah, California 95482

<http://www.mendoLAFCo.org>

Workshop: September 12, 2022

Workshop: November 7, 2022

Public Hearing: December 19, 2022

Adopted: **12/19/2022**

LAFCo Resolution No: 2022-23-06

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**Resolution No. 2022-23-06
of the Mendocino Local Agency Formation Commission**

**Approving Adoption of the
City of Ukiah
Municipal Service Review and Sphere of Influence Update and Certifying that
the Commission has Considered the Environmental Effects Identified in the
Environmental Impact Report (SCH No. 2022050556) for the Project; Adopting
Environmental Findings Pursuant to the California Environmental Quality
Act; and Adopting a Statement of Overriding Considerations**

WHEREAS, the Mendocino Local Agency Formation Commission, hereinafter referred to as the “Commission”, is authorized to conduct municipal service reviews and establish, amend, and update spheres of influence for local governmental agencies whose jurisdictions are within Mendocino County; and

WHEREAS, the Commission conducted a municipal service review to evaluate the City of Ukiah, hereinafter referred to as the “City”, pursuant to California Government Code Section 56430; and

WHEREAS, the Commission conducted a sphere of influence update for the City pursuant to California Government Code Section 56425; and

WHEREAS, the Commission held two public workshops on September 12, 2022 and November 7, 2022 to hear public and agency comments and provide direction on revisions to the City’s draft MSR/SOI update study; and

WHEREAS, the Executive Officer gave sufficient notice of a public hearing to be conducted by the Commission in the form and manner provided by law; and

WHEREAS, the Executive Officer’s report and recommendations on the municipal service review and sphere of influence update were presented to the Commission in the manner provided by law; and

WHEREAS, the Commission heard and fully considered all the testimony and evidence presented at a public hearing held on the municipal service review and sphere of influence update on December 19, 2022; and

WHEREAS, the Commission considered all the factors required under California Government Code Sections 56430 and 56425; and

WHEREAS, pursuant to PRC §21069 of CEQA, CEQA Guidelines §15381, and the Commission’s Local CEQA Guidelines; the Mendocino Local Agency Formation Commission is a CEQA Responsible Agency for the proposed Project.

NOW, THEREFORE, the Mendocino Local Agency Formation Commission does hereby RESOLVE, DETERMINE, and ORDER as follows:

1. The Commission, as Lead Agency, finds the municipal service review is categorically exempt from further review under the California Environmental Quality Act pursuant to Title 14 of

the California Code of Regulations §15306 (Class 6 Exemption). This finding is based on the use of the municipal service review as a data collection and service evaluation study. There are no land use changes or environmental impacts created or recommended by the MSR. The information contained within the municipal service review may be used to consider future actions that will be subject to additional environmental review.

2. The City of Ukiah, as Lead Agency for the sphere of influence update, certified an Environmental Impact Report (SCH No. 2022050556), adopted Findings of Fact pursuant to Public Resources Code (PRC) §21081 and California Environmental Quality Act (CEQA) Guidelines §15091, adopted a Statement of Overriding Considerations in accordance with PRC §21081(B) and CEQA Guidelines §15093, and approved a Mitigation, Monitoring and Reporting Program in connection with the City of Ukiah 2040 General Plan (Ukiah 2040), including analysis for the City of Ukiah sphere of influence update, on December 7, 2022 per City Resolution No. 2022-78. The Commission, as a Responsible Agency, makes the following findings related to the Lead Agency's CEQA determination in connection with the recommended City of Ukiah sphere of influence update:
 - a. The Commission has independently reviewed and analyzed the City of Ukiah 2040 General Plan Final Environmental Impact Report (FEIR) in connection with consideration of the recommended City of Ukiah sphere of influence update.
 - b. In accordance with CEQA Guidelines §15090, the City of Ukiah 2040 General Plan Final Environmental Impact Report reflects the Lead Agency's independent judgement and analysis, and the Commission has considered the FEIR and deems it adequate for the purposes of making a decision on the merits of the sphere of influence update.
 - c. The City of Ukiah found, based upon substantial evidence discussed throughout the FEIR, that the Project's impacts would be: (1) less than significant for Aesthetics, Agricultural and Forestry Resources, Land Use and Planning, Population and Housing, Public Services, Transportation, Utilities and Services Systems, Energy, Geology and Soils, Hazards and Hazardous Materials, Hydrology and Water Quality, and Mineral Resources; (2) Less than significant with mitigation for Biological Resources, Wildfire, and Paleontological Resources; and (3) Significant and unavoidable for Air Quality, Cultural Resources, Greenhouse Gas Emissions, and Noise.
 - d. The Commission makes a specific finding that there have been no changes in physical circumstances nor could have been changes in physical circumstances since the City of Ukiah certified the Environmental Impact Report for its General Plan on December 7, 2022. The Commission hereby affirms in accordance with CEQA Guidelines §15096 the Lead Agency's certified Environmental Impact Report.
 - e. The Commission hereby affirms, adopts, and incorporates by reference the City's Findings of Fact and Statement of Overriding Considerations, and the Mitigation Monitoring and Reporting Program included in City Resolution No. 2022-78.
3. This municipal service review and sphere of influence update is assigned the following distinctive short-term designation: "City of Ukiah MSR/SOI Update 2022".
4. Pursuant to Government Code Section 56430(a), the Commission makes the written statement of determinations included in the municipal service review, hereby incorporated by reference.
5. Pursuant to Government Code Section 56425(e), the Commission makes the written statement of determinations included in the sphere of influence update, hereby incorporated by reference.
6. The Executive Officer shall update the official records of the Commission to reflect this sphere of influence update for the City of Ukiah, which supersedes all previous records.

BE IT FURTHER RESOLVED that the City of Ukiah MSR/SOI Update 2022 is hereby approved and incorporated herein by reference and that the City's 2040 General Plan (Ukiah 2040)

sphere of influence boundary is adopted and an Area of Interest is designated for the Ukiah 2040 Planning Area boundary as depicted in Exhibit "A", attached hereto.

PASSED and ADOPTED by the Local Agency Formation Commission of Mendocino County this 19th day of December 2022 by the following vote:

AYES: Gonzalez, McGourty, Mulheren, Rodin, Ward

NOES:

ABSTAIN:

ABSENT:



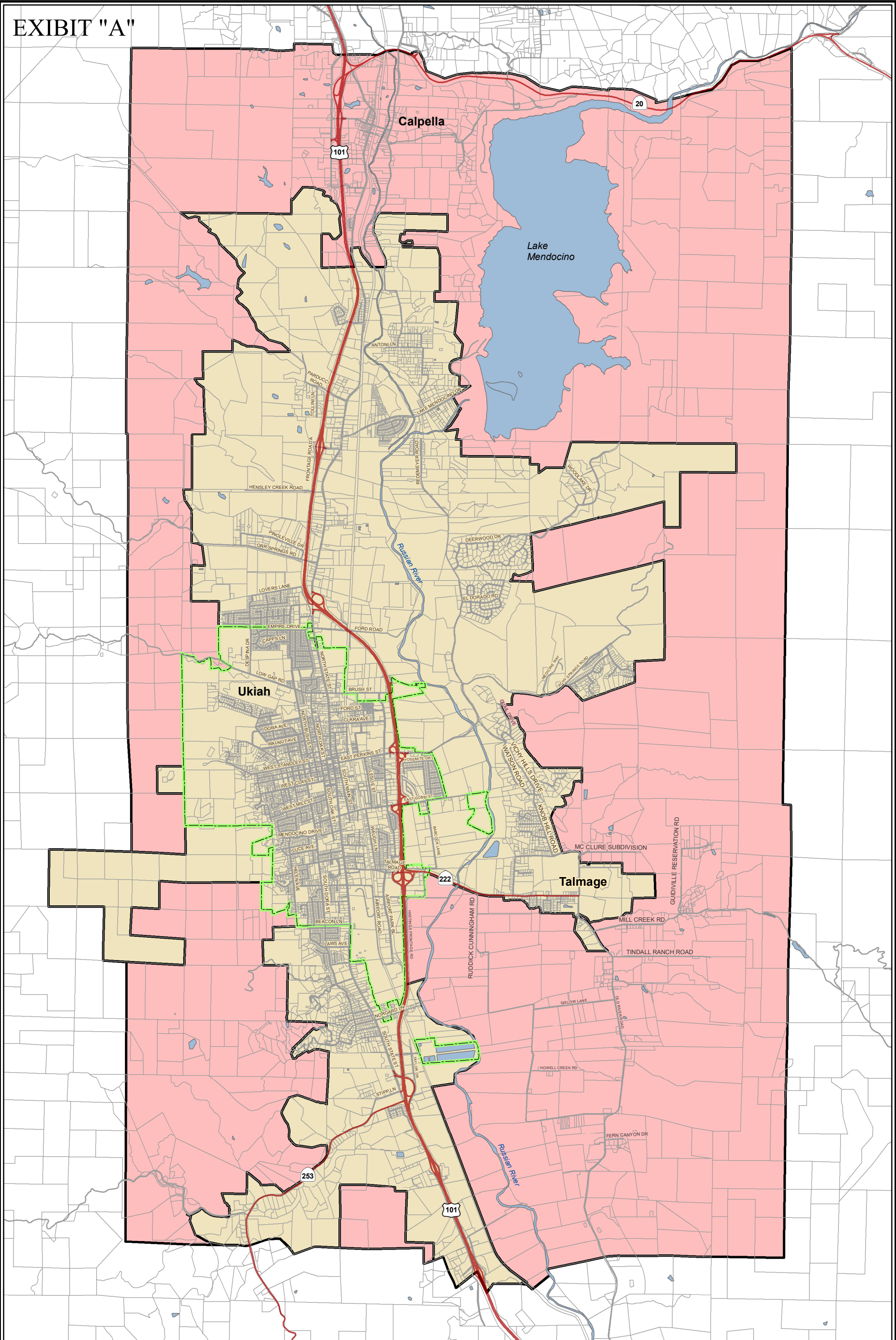
MAUREEN MULHEREN,
Commission Chair

ATTEST:



UMA HINMAN, Executive Officer

EXHIBIT "A"



City of Ukiah Area of Interest

Source: This map was created by the Mendocino County Information Services GIS Program, November 30, 2022.
Note: This map is not a survey product and should not be used to determine legal boundaries.

- Area of Interest
- Sphere of Influence
- City of Ukiah
- Parcels
- Highways
- Roads



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1 INTRODUCTION

1.1 Local Agency Formation Commission

Local Agency Formation Commissions (LAFCo) are quasi-legislative, independent local agencies that were established by State legislation in 1963 to oversee the logical and orderly formation and development of local government agencies including cities and special districts. There is one LAFCo for each county in California.

LAFCo is responsible for implementing the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000 (California Government Code Section 56000 et. seq.) in order to promote orderly growth, prevent urban sprawl, preserve agricultural and open space lands, and oversee efficient provision of municipal services.

LAFCo has the authority to establish and reorganize cities and special districts, change their boundaries and authorized services, allow the extension of public services, perform municipal service reviews, and establish spheres of influence. Some of LAFCo's duties include regulating boundary changes through annexations or detachments and forming, consolidating, or dissolving local agencies.

1.2 Mendocino LAFCo

The CKH Act provides for flexibility in addressing State regulations to allow for adaptation to local needs. Mendocino LAFCo has adopted policies, procedures and principles that guide its operations. These policies and procedures can be found on Mendocino LAFCo's website at the following location: <http://www.mendoLAFCo.org/policies.html>.

Mendocino LAFCo has a public Commission with seven regular Commissioners and four alternate Commissioners. The Commission is composed of two members of the Mendocino County Board of Supervisors, two City Council members, two Special District representatives, and one Public Member-At-Large. The Commission also includes one alternate member for each represented category.

1.3 Municipal Service Review

The CKH Act (GC §56430) requires LAFCo to prepare a Municipal Service Review (MSR) for all local agencies within its jurisdiction. MSRs are required prior to and in conjunction with the update of a Sphere of Influence (SOI).

An MSR is a comprehensive analysis of the services provided by a local government agency to evaluate the capabilities of that agency to meet the public service needs of their current and future service area. An MSR must address the following seven factors:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.

6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by commission policy.

MSRs include written statements or determinations with respect to each of the seven mandated areas of evaluation outlined above. These determinations provide the basis for LAFCo to consider the appropriateness of a service provider's existing and future service area boundary.

1.4 Sphere Of Influence

The CKH Act requires LAFCo to adopt an SOI for all local agencies within its jurisdiction. A SOI is "a plan for the probable physical boundary and service area of a local agency or municipality as determined by the Commission" (GC §56076).

When reviewing an SOI for a municipal service provider, LAFCo will consider the following five factors:

1. The present and planned land uses in the area, including agricultural and open space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

Sphere of Influence Plan Updates include written statements or determinations with respect to each of the five mandated areas of evaluation outlined above. These determinations provide the basis for LAFCo to consider the appropriateness of establishing or modifying a service provider's SOI or probable future boundary.

1.5 Mendocino LAFCo Policies

In addition to making the necessary determinations for establishing or modifying a SOI Plan consistent with the CKH Act, the appropriateness of an agency's SOI is also based on an evaluation of consistency with local LAFCo policies.

The following Sphere of Influence policies are from the Mendocino LAFCo Policies and Procedures Manual, adopted November 5, 2018.

10.1.1 Legislative Authority and Intent

A sphere of influence is the probable 20-year growth boundary for a jurisdiction's physical development. The Commission shall use spheres of influence to:

- a) promote orderly growth and development within and adjacent to communities;

- b) promote cooperative planning efforts among cities, the County, and special districts to address concerns regarding land use and development standards, premature conversion of agriculture and open space lands, and efficient provision of public services;
- c) guide future local government reorganization that encourages efficiency, economy, and orderly changes in local government; and
- d) assist property owners in anticipating the availability of public services in planning for the use of their property.

10.1.2 Definitions

The Commission incorporates the following definitions:

- a) an “establishment” refers to the initial development and determination of a sphere of influence by the Commission;
- b) an “amendment” refers to a limited change to an established sphere of influence typically initiated by a landowner, resident, or agency; and
- c) an “update” refers to a comprehensive change to an established sphere of influence typically initiated by the Commission.

10.1.3 Sphere Updates

In updating spheres of influence, the Commission’s general policies are as follows:

- a) The Commission will review all spheres of influences every five years for each governmental agency providing municipal services. Municipal services include water, wastewater, police, and fire protection services.
- b) Sphere of influence changes initiated by any agency providing a municipal service shall generally require either an updated or new service review unless LAFCo determines that a prior service review is adequate.
- c) Spheres of influence of districts not providing municipal services including, but not limited to, ambulance, recreation, hospital, resource conservation, cemetery, and pest control shall be updated as necessary.

10.1.4 Reduced Spheres

The Commission shall endeavor to maintain and expand, as needed, spheres of influence to accommodate planned and orderly urban development. The Commission shall, however, consider removal of land from an agency’s sphere of influence if either of the following two conditions apply:

- a) the land is outside the affected agency’s jurisdictional boundary but has been within the sphere of influence for 10 or more years; or
- b) the land is inside the affected agency’s jurisdictional boundary but is not expected to be developed for urban uses or require urban-type services within the next 10 years.

10.1.5 Zero Spheres

LAFCo may adopt a “zero” sphere of influence encompassing no territory for an agency. This occurs if LAFCo determines that the public service functions of the agency are either nonexistent, no longer needed, or should be reallocated to some other agency (e.g., mergers, consolidations). The local agency which has been assigned a zero sphere should ultimately be dissolved.

10.1.6 Service Specific Spheres

If territory within the proposed sphere boundary of a local agency does not need all of the services of the agency, a “service specific” sphere of influence may be designated.

10.1.7 Agriculture and Open Space Lands

Territory not in need of urban services, including open space, agriculture, recreational, rural lands, or residential rural areas shall not be assigned to an agency’s sphere of influence unless the area’s exclusion would impede the planned, orderly and efficient development of the area. In addition, LAFCo may adopt a sphere of influence that excludes territory currently within that agency’s boundaries. This may occur when LAFCo determines that the territory consists of agricultural lands, open space lands, or agricultural preserves whose preservation would be jeopardized by inclusion within an agency’s sphere. Exclusion of these areas from an agency’s sphere of influence indicates that detachment is appropriate.

10.1.8 Annexations Are Not Mandatory

Before territory can be annexed to a city or district, it must be within the agency’s sphere of influence (G.G. §56375.5). However, territory within an agency’s sphere will not necessarily be annexed. A sphere is only one of several factors that are considered by LAFCo when evaluating changes of organization or reorganization.

10.1.9 Islands or Corridors

Sphere of influence boundaries shall not create islands or corridors unless it can be demonstrated that the irregular boundaries represent the most logical and orderly service area of an agency.

10.1.10 Overlapping Spheres

LAFCo encourages the reduction of overlapping spheres of influence to avoid unnecessary and inefficient duplication of services or facilities. In deciding which of two or more equally capable agencies shall include an area within its sphere of influence, LAFCo shall consider the agencies’ service and financial capabilities, social and economic interdependencies, topographic factors, and the effect that eventual service extension will have on adjacent agencies. Where an area could be assigned to the sphere of influence of more than one agency, the following hierarchy typically applies:

- a) Inclusion within a city’s sphere
- b) Inclusion within a multi-purpose district’s sphere
- c) Inclusion within a single-purpose district’s sphere

Territory placed within a city’s sphere indicates that the city is the most logical provider of urban services. LAFCo encourages annexation of developing territory (i.e., area not currently receiving services) that is currently within a city’s sphere to that city rather than to one or more single-purpose special districts. LAFCo discourages the formation of special districts within a city’s sphere. To promote efficient and

coordinated planning among the county's various agencies, districts that provide the same type of service shall not have overlapping spheres.

10.1.11 Memorandum of Agreements (For City Sphere Amendments and Updates)

Prior to submitting an application to LAFCo for a new city sphere of influence or a city sphere of influence update, the city shall meet with the County to discuss the proposed new boundaries of the sphere and explore methods to reach agreement on development standards and planning and zoning requirements as contained in G.C. §56425. If an agreement is reached between the city and County the agreement shall be forwarded to LAFCo. The Commission shall consider and adopt a sphere of influence for the city consistent with the policies adopted by LAFCo and the County, and LAFCo shall give great weight to the agreement to the extent that it is consistent with LAFCo policies in its final determination of the city sphere.

10.1.12 Areas of Interest

LAFCo may, at its discretion, designate a geographic area beyond the sphere of influence as an Area of Interest to any local agency. (Resolution No. 2018-19-01)

- a) An Area of Interest is a geographic area beyond the sphere of influence in which land use decisions or other governmental actions of one local agency (the "Acting Agency") impact directly or indirectly upon another local agency (the "Interested Agency"). For example, approval of a housing project developed to urban densities on septic tanks outside the city limits of a city and its sphere of influence may result in the city being forced subsequently to extend sewer services to the area to deal with septic failures and improve city roads that provide access to the development. The city in such a situation would be the Interested Agency with appropriate reason to request special consideration from the Acting Agency in considering projects adjacent to the city.
- b) When LAFCo receives notice of a proposal from another agency relating to the Area of Concern, LAFCo will notify the Interested Agency and will consider its comments.
- c) LAFCo will encourage Acting and Interested Agencies to establish Joint Powers Agreements or other commitments as appropriate.

(LAFCo, 2018)

1.6 [Senate Bill 215](#)

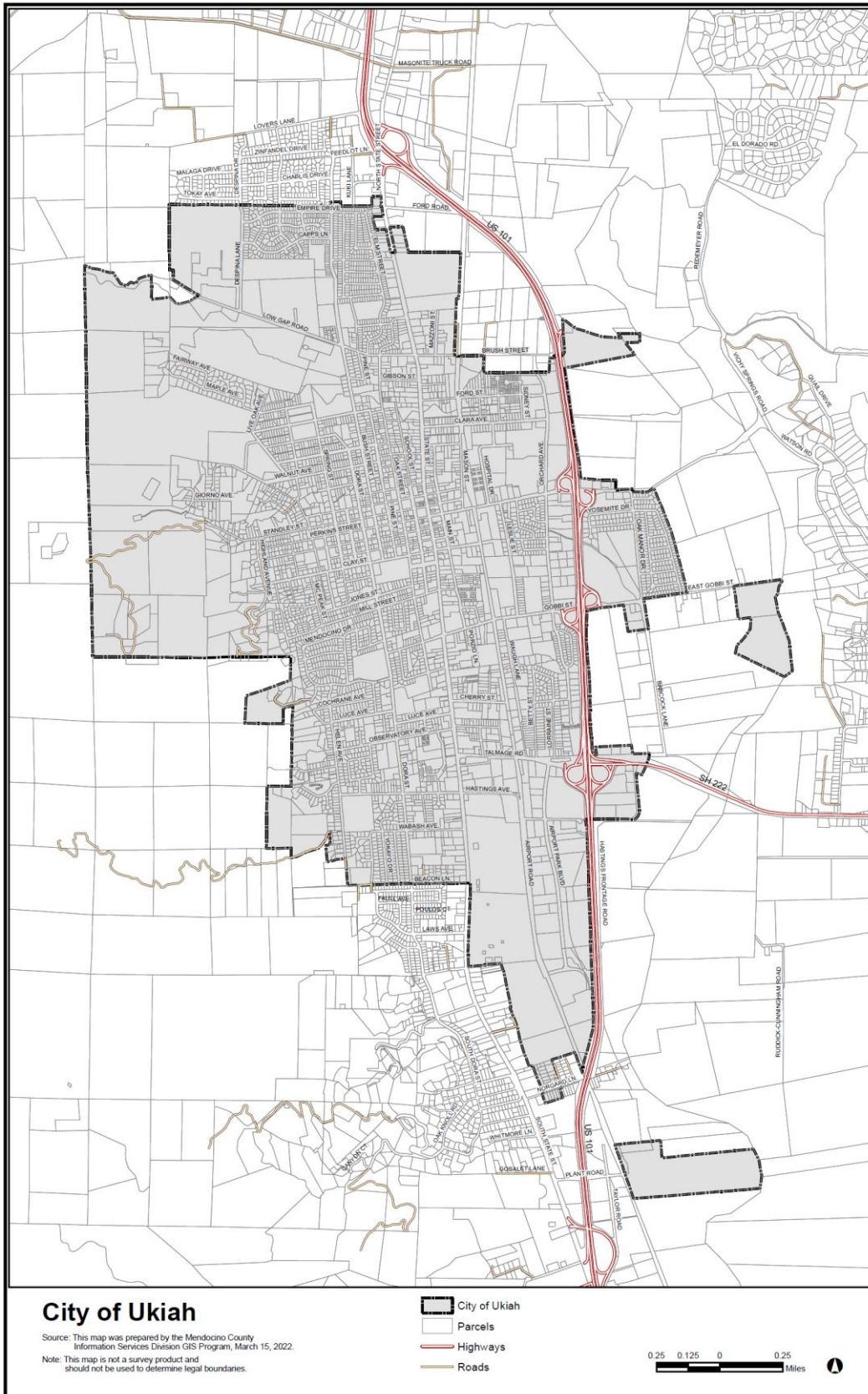
Senate Bill (SB) 215 (Wiggins) requires LAFCo to consider regional transportation plans and sustainable community strategies developed pursuant to SB 375 before making boundary decisions. Senate Bill 375 (Sustainable Communities and Climate Protection Act) requires each metropolitan planning organization (MPO) to address regional greenhouse gas (GHG) emission reduction targets for passenger vehicles in their Regional Transportation Plan (RTP) by integrating planning for transportation, land-use, and housing in a sustainable communities strategy.

Mendocino County is not located within an MPO boundary and therefore is not subject to the provisions of SB 375. However, the Mendocino Council of Governments (MCOG) supports and coordinates the local planning efforts of Mendocino County and the Cities of Fort Bragg, Point Arena, Ukiah, and Willits to address regional housing and transportation needs and helps provide a framework for sustainable regional growth patterns through the 2018 Mendocino County Regional Housing Needs Allocation (RNHA) Plan and Vision Mendocino 2030 Blueprint Plan. MCOG is also responsible for allocating regional

transportation funding to transportation improvement projects consistent with the 2017 RTP for Mendocino County.

Mendocino County and the Cities of Fort Bragg, Point Arena, Ukiah, and Willits are the local agencies primarily responsible for planning regional growth patterns through adoption and implementation of general plan and zoning regulations. While Mendocino County is not subject to the provisions of SB 375, LAFCo will review applicable regional transportation and growth plans when considering a change of organization or reorganization application.

Figure 1-1 City of Ukiah Existing Boundary Map



2 AGENCY OVERVIEW

Table 2.1 City of Ukiah Profile	
Agency Name:	City of Ukiah
Civic Center:	300 Seminary Avenue, Ukiah, CA 95482
Mailing Address:	Same as above
Phone Number:	(707) 463-6200
Fax Number:	(707) 463-6204
Website:	http://cityofukiah.com/
Date of Formation:	March 8, 1876
Agency Type:	General Law City, Multiple-Service Provider, At-Large
Enabling Legislation	Government Code Section 34000 et seq.
Council Meeting Schedule:	First and third Wednesday of the month at 6:00 p.m. at Civic Center.

Source: Ukiah, 2022a.

2.1 History

2.1.1 Formation

The City of Ukiah (City or Ukiah) incorporated on March 8, 1876 as a General Law City under the California Constitution and operates within the parameters and guidelines of California Municipal Law. (LAFCo, 2012)

2.1.2 Community Background

While Ukiah became a city more than 140 years ago, this area has existed as a distinct community for more than 160 years. The history of Ukiah, the Ukiah Valley, and its people, goes back even further. Before western settlement, the Ukiah Valley and much of what is now Mendocino County, was inhabited by the Pomo people. 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.” (Ukiah, 2020)

Western settlers first settled in Ukiah in the mid-19th century, which followed the initial settlement and development of Mendocino County along the coast. At the time, the major industry of inland Mendocino County was logging. Development of the timber industry led to the establishment of towns such as Ukiah, Hopland, Willits, Boonville, Comptche, Branscomb, Philo, and Yorkville during the 1860s. The rugged interior of the county is relatively isolated and many areas remain sparsely occupied to this day. (Mendocino County, 2008)

Ukiah was designated as the seat of Mendocino County in 1859. During Ukiah’s early history, the slow-growing city remained relatively isolated (Ukiah, 2020). In addition to logging, hot springs resorts attracted settlement of interior towns such as Ukiah, which is located near Vichy Springs. Vichy Springs, originally named Doolan Ukiah Vichy, began operation in the late 1880s and is one of the oldest continuously operated hot springs resorts in the country (Mendocino County, 2008). 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 (Ukiah, 2020).

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 continued development 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. (Ukiah, 2020)

Mendocino Forest Products still operates a sawmill in Ukiah. This mill is one of only a handful left in Mendocino County since the decline of the West Coast timber industry. As a result of the timber boom, Ukiah’s population grew to around 6,000 by 1950. In the 1960s, Mendocino County, including Ukiah, experienced an influx of former urbanites following the “back to the land movement.” (Ukiah, 2020; LAFCo, 2012)

Since the mid-20th century, the logging industry has been on a steady decline along the northern coast and other industries have emerged. In 2001, Masonite, which at the time employed 280 employees, closed its Ukiah location (Tsai, 2004). While vast tracts of the former industrial site remain vacant, portions have been returned to manufacturing activities, including 10 acres purchased in 2013 by Mendocino Industrial Park LLC, and used by companies such as Factory Pipe. (Ukiah, 2020)

As of 2022, Ukiah remains 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.

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.

2.1.3 Boundary

The City of Ukiah is located approximately 155 miles south of Eureka, 110 miles north of San Francisco, and is situated along US 101 in southeastern Mendocino County. The US 101 bypasses the City in a north/south direction. State Route (SR) 222, also known as Talmage Road, is a relatively short east/west state highway that intersects US 101 in the southern portion of the City. US 101 connects Ukiah to Santa Rosa and San Francisco, providing major regional access to the City. SR 253, located at the south end of Ukiah, begins at US 101 and travels in an east/west direction connecting Ukiah with SR 1 along the coast. (Ukiah, 2013) The City of Ukiah spans more than 3,000 acres (4.7 square miles), refer to Figure 1-1 (Ukiah, 2020).

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. (Ukiah, 2020)

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 for employment and commerce. Close to Ukiah there are several small unincorporated communities, including Talmage, The Forks and Calpella, as well as neighboring Redwood Valley to the north and Hopland to the south. (Ukiah, 2020)

2.1.3.1 BOUNDARY CHANGE HISTORY

City records show that the last jurisdictional boundary change involving the City of Ukiah was approved in 2004, but was not affirmed by the City Council until 2006. That boundary change involved the detachment of old North Fire Station property. The City has not expanded its jurisdictional area since the “Bush Street – North Reorganization” in 1988. That request added 0.41-acres for the Roy Lee Tindle Jr. College Court Apartments, currently owned and operated by the Community Development Commission of Mendocino County, as well as a portion of Bush Street to the City of Ukiah’s jurisdiction. Table 2.2 below shows the recent boundary change history for Ukiah.

Annexation Name	Action	Date	FILE #
“Denny & Gianoli-McCarty”	Reorganization	April 12, 1978	#76-12(LAFCO File #)
“Orchard Avenue – South”	Reorganization	December 7, 1979	#78-1(LAFCO File #)
“Orr Creek”	Annexation	October 12, 1979	#79-3(LAFCO File #)
“Lewis Lane”	Reorganization	May 16, 1980	#80-2 (LAFCO File #)
“Cagle-Kennedy”	Reorganization	September 4, 1980	#76-2(LAFCO File #)
“Las Casas”	Reorganization	December 16, 1980	#80-3 (LAFCO File #)
“Airport Industrial Park”	Reorganization	May 28, 1981	#80-5 (LAFCO File #)
“Munson-Hastings”	Reorganization	February 10, 1982	#81-6 (LAFCO File #)
“Old-Treatment Plant & North Fire Station”	Reorganization	April 30, 1985	#85-1 (LAFCO File #)
“Ukiah Airport South”	Reorganization	October 9, 1986	#86-3 (LAFCO File #)
“Caldwell Frontage”	Reorganization	November 25, 1986	#86-1 (LAFCO File #)
“Bush Street - North”	Reorganization	January 4, 1988	#87-1 (LAFCO File #)
“North Fire Station”	Detachment	April 7, 2004 (Sold); August 28, 2006 (Detached)	#80-45 (City Resolution)

2.1.4 Services

The City provides an array of municipal services to its citizens, including Administration, Airport, Animal Control, Electric Utility, Fire and Emergency Medical Services, Law Enforcement, Community Services (Parks and Recreation), Public Works, Solid Waste, Stormwater, Wastewater, and Water. For more information regarding City services refer to Chapter 3 and for other services provided by contract or Joint Powers Authority (JPA) refer to Section 2.3.3.

2.2 Government Structure

2.2.1 Governing Body

The City Council is the legislative body for the City and is responsible for enacting ordinances, establishing policy, adopting and amending the annual budget, adopting resolutions, and appointing committees. The City Council appoints the City Manager, the City Attorney, and all members of advisory boards and commissions.

The City is governed by a five-member City Council elected at-large to serve staggered four-year terms (Table 2.3). Council members must be residents of the City. City Council elections are held in November of even numbered years with the next upcoming election scheduled for November, 2022. The City Council elects officers, including Mayor and Vice Mayor, annually at the first meeting in December for one-year appointments. The Mayor conducts the Council meetings and represents the City in ceremonial functions. The City operates under an “at-large” election system where voters of the entire City of Ukiah elect all members of the City Council.

City Councilmembers receive \$490 per month compensation for their service. Elected officials may choose to have Social Security deducted or to participate in the Public Employees Retirement System (PERS). City Councilmembers are eligible for participation in City of Ukiah group health, dental, and vision insurance plans. Elected Officials are provided a monthly health insurance contribution by the City, which is equivalent to the “employee only” REMIF EPO 250 health plan premium (Fiscal Year 2022-23 is \$837 per month). (Ukiah, 2022a)

In addition, out-of-County travel and other eligible expenses incurred by Councilmembers in the performance of City-related duties are subject to reimbursement.

The City Council acts as the governing authority for the Successor Agency to the former Ukiah Redevelopment Agency (RDA) and is responsible for the following tasks:

- Administering debt service for the former agency's obligations
- Overseeing maintenance of former agency capital assets
- Administering the county-wide Oversight Board
- Support services to other departments and divisions involved in redevelopment dissolution

(Ukiah, 2022a)(V&F, 2021)(LAFCo, 2012)

The City Council, listed below in Table 2.3, also acts as the governing body of the Ukiah Public Finance Authority and the Ukiah Industrial Development Authority.

Name	Office/Position	First Year of Service	Term Expiration	Serving Consecutive Terms
Jim Brown	Mayor	2014	Nov. 2022	Yes
Josefina Dueñas	Vice Mayor	2020	Nov. 2024	No
Mari Rodin	Councilmember	2018	Nov. 2022	No
Douglas Crane	Councilmember	2004	Nov. 2024	Yes
Juan Orozco	Councilmember	2018	Nov. 2022	No

Source: Ukiah, 2022a.

Staff support for the City Council includes the City Manager, City Clerk, and City Attorney. The City Council is advised by a number of commissions and committees consisting of appointed members of the public. Some commissions/committees also have designated review functions. (Ukiah, 2022a)

Several of the Councilmembers have served the City for multiple consecutive terms which can be a significant benefit in establishing long-standing positive working relationships in the community, understanding the history and unique aspects of the organization, and maintaining institutional knowledge. The City Council does not currently have any vacancies and three seats are set to expire this year and are scheduled to be filled by election in November 2022.

The City Treasurer is an elected position and performs an oversight role for the investing of all public funds for the City of Ukiah, in concert with the City's Financial Department and Director of Finance. The City Treasurer is also responsible for the Investment Oversight Committee. (Ukiah, 2022a)

Name	Office/Position	First Year of Service	Term Expiration	Serving Consecutive Terms
Allen Carter	City Treasurer	2004	Nov. 2024	Yes

Source: Ukiah, 2022a.

2.2.2 Public Meetings

Regularly scheduled City Council meetings are held on the first and third Wednesday of the month at 6 p.m. in the Council Chambers at the Civic Center located at 300 Seminary Avenue in Ukiah. In response to the COVID-19 pandemic, public meetings have been held remotely via Zoom, and are currently being held as a hybrid model with both physical and virtual locations available in accordance with current health order protocols. City Council meetings are televised and broadcast live on the City website and on Cable Channel 3. Meetings are also recorded and then made available on the City website.

In accordance with the Brown Act, all public meetings are open to the public and are publicly posted a minimum of 72 hours prior to regular meetings, or a minimum of 24 hours prior to special meetings. Meeting notices are posted on the bulletin board at the main entrance of Ukiah City Hall and on the City's website. The City Council chambers are compliant with accessibility requirements of the Americans with Disabilities Act to ensure accessibility for all people to public meetings.

Public notice and meeting information including agendas, meeting minutes, reports, resolutions, and ordinances are published on the City's website and are available at the Civic Center upon request. Minutes are kept for all public meetings and are adopted at a subsequent meeting.

(Ukiah, 2022a)(LAFCo, 2012)

2.2.3 Standing Committees

Boards, commissions, and committees assist in carrying out various functions of local government.

The City of Ukiah has a number of citizen volunteers serving on boards, commissions, and committees. These bodies complete business of their own and/or make recommendations to the City Council. All members are appointed by the City Council with terms commencing throughout the year.

The City’s “planning agency” required by Government Code Section 65100 is the Planning Commission, which consists of five citizen members appointed by the City Council. (Ukiah, 2022a). The Planning Commission meets on the second and fourth Wednesdays of each month at the Civic Center Council Chambers (300 Seminary Avenue) beginning at 6 p.m. The Commission is responsible for approving certain environmental documents, design reviews, conditional use permits, and variances. The Planning Commission also makes recommendations to the City Council on General Plan amendments, zoning changes, and subdivision maps.

The Ukiah City Council has established other local advisory bodies to assist the City in its decision-making processes. Specific responsibilities for each advisory body are established by their respective ordinance or resolution. These advisory bodies include the following:

- **Airport Commission:** This Commission meets the first Tuesday of each month for regular meetings. It is a five-member Commission appointed by the City Council. The Commission acts in an advisory capacity to the City Council in all matters pertaining to the operations of the municipal airport; aids and advises the City Manager in the selection of personnel for the operation of the municipal airport in keeping with the provisions of the civil service ordinance; and recommends and advises regarding the purchase of supplies, materials and service required for the operation and maintenance of the municipal airport.
- **Building Appeals Board:** This Board meets on an as needed basis. It is a five (5) member Board with three (3) alternates appointed by the City Council that serves to hear and decide appeals of orders, decisions or determinations by the building official. The City’s building official is the ex officio member.
- **Civil Service Board:** This three (3) member Board meets on an as needed basis and is tasked with consideration of personnel matters.
- **Demolition Review Committee:** This Committee meets on an as needed basis. It is a five (5) member Committee appointed by the City Council as follows: Director of Community Development, Director of Public Works/City Engineer, Building Inspector, a representative of the Mendocino County Historical Society, as well as a City of Ukiah resident with expertise in architecture, building, or closely related field. Responsibilities include: recommendation to the City Council regarding whether any of the criteria listed in Ukiah City Code apply to the subject structure requesting a Demolition Permit, and whether the Demolition Permit should be issued, issued with conditions, or denied.
- **Design Review Board:** This Board meets on the fourth Thursday of the month as needed to evaluate development proposals. It is a five (5) member Board that serves as an advisory body to the Planning Commission on Major Use and Site Development Permits, the Zoning Administrator on Minor Use and Site Development Permits, and the City Council, as needed. It also reviews construction, renovations, and alterations to building exteriors located within the boundaries of the Downtown Design District for consistency with the Downtown Design Guidelines, as needed.
- **Public Spaces Commission:** The Commission consists of seven (7) members and is the result of the merging of the Paths, Open Space and Creeks Commission with the Parks, Recreation and Golf Commission. The Commission provides advice and recommendations to Council regarding 1) City-owned properties that are open to the public, free of charge, such as parks, paths, and public right-of-ways; 2) creeks within the City limits; 3) open spaces within and outside of the City limits that are undeveloped and conserved or in consideration of future conservation; 4) and the recreational uses of these spaces.

- **Diversity and Equity Committee:** This eleven (11) member standing committee meets on the fourth Wednesday of each month at 6 p.m. The Committee is tasked with adopting written objectives to improve diversity and equity in the City's workforce and in the provision of municipal services; developing a written Action Plan to achieve those objectives; implementing and overseeing the Action Plan; providing an annual review and update to the City Council on the Committee's progress; and proposing revisions to the plan as necessary.
- **Traffic Engineering Committee:** This Committee meets on the second Tuesday of the month as needed to serve as the City's Traffic Engineer. It is a nine (9) member Committee, that assists the City Engineer to determine the installation and proper timing and maintenance of traffic-control devices and signals, to conduct engineering analyses of traffic accidents and to devise remedial measures, to conduct engineering and traffic investigations of traffic conditions and to cooperate with other city officials in the development of ways and means to improve traffic conditions.
- **Investment Oversight Committee:** This is a five (5) member Committee that provides information quarterly. This Committee is responsible for the following: conducts a comprehensive review of the City's investment activities to ensure regulations are adhered to and adopted strategies are appropriate and being followed; reviews annual audit of investments; reviews policy, investment strategies, and investment performances; develops long range planning for the City's investment portfolio; receives and reviews monthly portfolio reports and quarterly performance reports from an Advisory firm; reports its findings and make recommendations as needed to the City Council.
- **Planning Commission:** The Planning Commission prepares, makes and adopts, subject to the provisions of law, a master plan for the physical development of the city, and of any land situated outside the City boundaries, which in the Commission's judgement bears relation to the planning thereof. The Commission may appoint officers and employees and contracts for services, subject to the provisions of law, provided that all expenditures of the Commission, exclusive of gifts, shall be within the amounts appropriated for the purpose by the City Council.
(Ukiah, 2022a)

2.2.4 Public Outreach

The City has a website at <http://cityofukiah.com/>, which is a helpful communication tool to enhance government transparency and accountability. The City's website is user-friendly, well organized, regularly maintained, and provides extensive information on City departments, services, programs, policies, finances, and public meetings including agendas and minutes dating back to 2015. Further, it can be translated into multiple languages for accessibility with a click of the button. (Ukiah, 2022a)

The City also communicates with its residents through a number of publications, including mailings and bill inserts. Residents may receive electronic subscriptions to news and press releases, water conservation updates, City Council agendas, and notification of recreational events upon request or electronic subscription. The City also publishes a recreation and activity guide describing recreational events and classes the City offers through its Community Services Department. The activity guide is published three times a year in January, June, and September. The activity guide is directly mailed to residences and businesses in Ukiah, Redwood Valley, Calpella, Talmage, and Potter Valley. The guide is also published on the City's website. (LAFCo, 2012)

Social media has become an integral part of local government communications as more Americans have developed a habit of consuming news and information from social media feeds. Since the pandemic, residents are increasingly seeking local community news and information from social media related

accounts. The City maintains multiple social media platforms. The audiences on Facebook of interest to the City of Ukiah, and that are likely to be active on this platform are: Ukiah residents, local government officials and staff, older residents, and local businesses. As of May 2022, the social media accounts, primarily Facebook, associated with the City are listed, below:

Department	Account	Followers (as of 05/2022)	Objective
City of Ukiah	@cityofukiah	5,400	Provide an online forum for the Ukiah community to engage with City staff; Share important City news and updates
Ukiah Recreation	@ukiahrec	6,500	Inform residents of upcoming events, sports leagues, and classes from the recreation department; Promote event participation and increase engagement with the community
Ukiah Police	@ukiahpolice	9,900	Inform residents of events that may impact community health and safety, criminal activity, etc.
Ukiah Valley Fire Authority	@ukiahvalleyfireauthority	9,457	Inform residents of fire emergencies, evacuations, fire prevention tips, fire hazards, etc.
Anton Stadium	@antonstadium	112	Promote event participation and increase engagement with the community
Ukiah Regional Airport	@ukiahairport	1,037	Inform residents of City efforts to improve the airport; Promote travel to and from the area when appropriate
Ukiah Latitude Observatory	@ukiahlatitudeobservatory	1,024	Educate residents about a historical landmark within Ukiah; Increase community participation at events
Ukiah Valley Conference Center	@ukiahvalleyconferencecenter	619	Promote City facilities for community use and attract business
Grace Hudson Museum	@GraceHudsonMuseum	465	Promote City preserve, document, research, and interpret the lifework of artist Grace Carpenter Hudson, and related exhibits

Additionally, a number of current elected officials maintain social media accounts (primarily Facebook). The City also utilizes official Twitter (@cityofukiah) and LinkedIn accounts. The City of Ukiah Police Department (UPD) utilizes both Twitter and Instagram accounts (@UkiahPolice). Additionally, the Community Services Department maintains an Instagram account (@UkiahRec). (Ukiah, 2022)

2.2.5 Complaints

Complaints with an imminent threat to public safety are of the highest priority and are immediately referred to and handled by the appropriate department. All other complaints are prioritized by the severity of the violation. (Ukiah, 2022a)

The City of Ukiah has established a code enforcement program to ensure compliance with the City's laws and regulations for building, housing, land use, zoning, and environmental health. A high priority is placed on code compliance as a means of accomplishing adopted community goals, such as maintaining the quality of neighborhoods, avoiding nuisances, and protecting the environment. (Ukiah, 2022a)

The code enforcement process is conducted on a city-wide basis, and all complaints are treated equally and processed according to the same administrative process. The code compliance process is not intended to be selective or discriminatory against any one individual, group, area, or business. The City is legally required to resolve code violations that are confirmed through investigations and cannot simply dismiss them at the request of the property owner. (Ukiah, 2022a)

In recent years, the City of Ukiah had partnered with iWorQ to provide a simple and intuitive platform empowering residents to identify civic issues (public safety, quality of life, environmental issues, etc.) and report them to city hall for quick evaluation. Types of issues/complaints submitted through the application, included: Storm Drain, Fire Hydrant, and Other Water Problems, Potholes/Street Surfaces, Street Lights, Signs, or Signal Issues, Building Permit Violations, Business License Check, Code Enforcement, Parks, Graffiti, Shopping Carts, and Street Tree Problems. (Ukiah, 2022a) Unfortunately, iWorQ was discontinued, and the City is looking for an alternative platform. The City is committed to new and digital platforms for engagement and reporting.

Additionally, the public may file complaints with the City Clerk and may provide verbal comments or complaints in person at City Hall during business hours, Monday through Friday from 8:00 a.m. to 5:00 p.m., or at the City Council meetings during the general public comment period. A member of the public may address the Council on any matter not appearing on the agenda and is within the jurisdiction of the Council. No action can be taken by the Council on any item not on the agenda. Council may request the item to be brought back at a subsequent meeting. (Ukiah, 2022a)

2.2.6 Transparency and Accountability

The Political Reform Act requires all state and local government agencies to adopt and promulgate a Conflict-of-Interest Code pursuant to GC §81000 et seq.

The Political Reform Act also requires persons who hold office to disclose their investments, interests in real property, and incomes by filing a Statement of Economic Interests (Fair Political Practices Commission Form 700) each year pursuant to GC §87203.

According to Assembly Bill (AB) 1234, if a local agency provides compensation or reimbursement of expenses to local government officials, then all local officials are required to receive two hours of training on public service ethics laws and principles at least once every two years and establish a written policy on reimbursements pursuant to GC §53235.

The City complies with these above requirements. Refer to Appendix A for a brief list of educational resources regarding open government laws and Appendix B for a website compliance handout.

The City Clerk is the local official who administers democratic processes such as elections, access to city records, and all legislative actions ensuring transparency to the public. (Ukiah, 2022a; City Clerk)

In 2020, the City of Ukiah became the first city in California to publish a fully digital budget, and was presented with an Innovation Award at this year's California State Municipal Finance Officers conference for its work using OpenGov's interactive budget book to publish the fully digital budget. (Opengov, 2020)

Current Ukiah Police Department Policy regarding Automatic License Plate Readers and other camera usage can be found in Section 470 of Ukiah Police Policy Manual. (Ukiah Police, 2022)

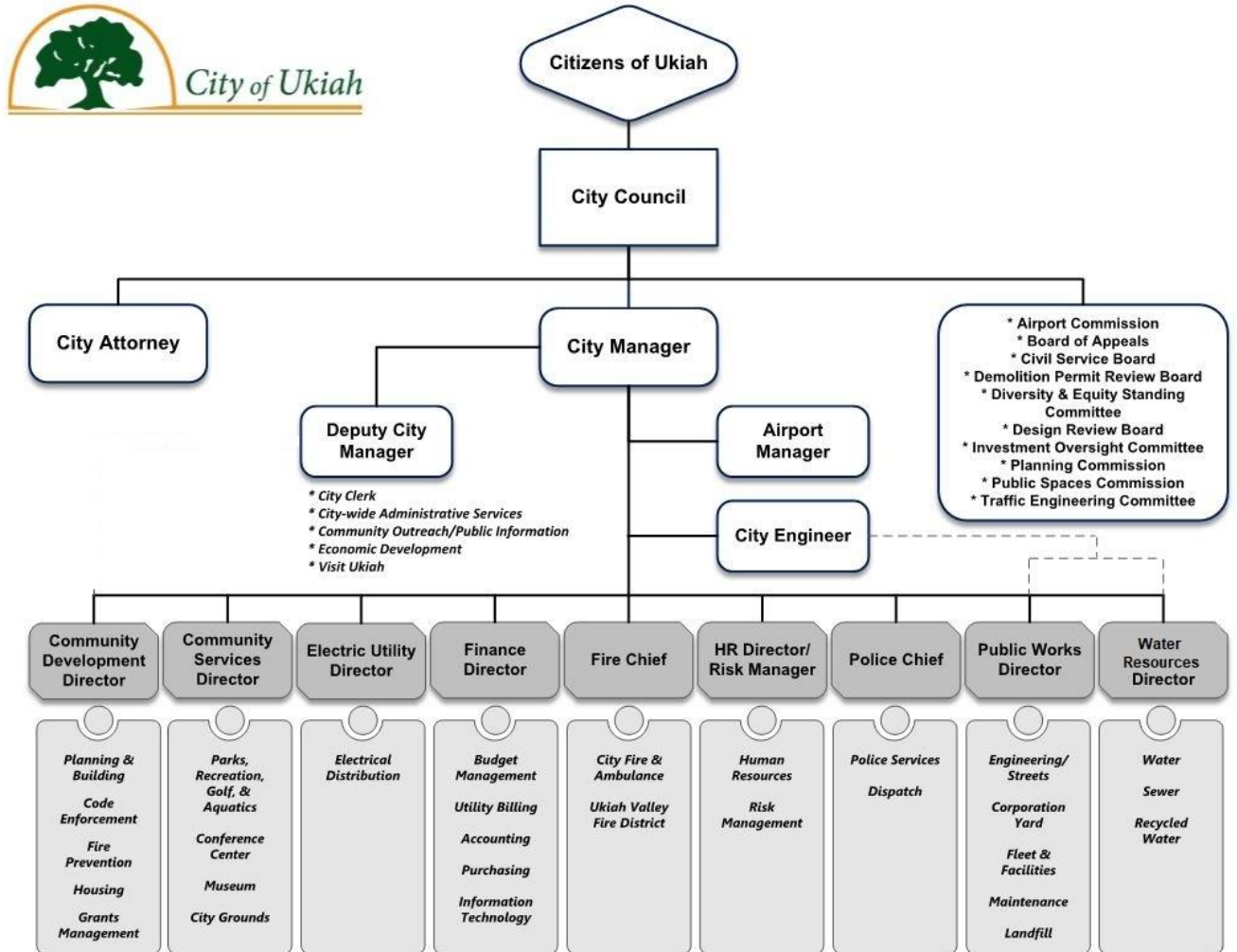
2.3 Operational Efficiency

2.3.1 Management and Staffing

The City operates under the Council-Manager form of government, whereby the City Council serves as the legislative body and the City Manager serves as the executive. The City Council appoints a City Manager to support their efforts, make recommendations, and oversee the daily operations of the City to ensure that the Council's policies, programs, and priorities are implemented. The City Manager is also responsible for the administration of City services and each department reports to the City Manager. (Ukiah, 2022a)

The City is comprised of nine municipal departments including Water Resources, Public Works, Finance, Human Resources/Risk Management, Community Development, Police, Fire, Electric Utility and Community Services. Per the 2021-2022 Budget, the City employs both full-time and part-time positions, for a total staffing level of 231 Full Time Equivalent (FTE) positions. The City contracts for the position of City Attorney. Management of city services is clearly defined. Figure 2-1 shows the organization chart for city departments.

Figure 2-1 City of Ukiah Department Organization Chart



Source: Ukiah, 2022a.

2.3.2 Agency Performance

A component of monitoring agency performance is routinely assessing staff productivity. The City tracks employee workload and progress through a timekeeping system, regular staff meetings, and annual written performance evaluations for all employees.

Evaluations for line employees are conducted by their Department heads, Department heads are evaluated by the City Manager, and the City Manager is evaluated by the City Council. Review and evaluation of the City Manager is conducted annually. An evaluation form is utilized for all evaluations and follows a standard process prescribed by Human Resources. All employees submit detailed time sheets by job task. This is important because employees can work in more than one department and/or

perform duties tied to a specific funding source during a pay period. All time sheets are reviewed by the Department heads and entered into the bookkeeping system by the Finance Department.

During the annual budget development process, the City Council reviews the goals and objectives from the prior fiscal year and establishes goals and objectives for the upcoming fiscal year.

In the regular performance of duty, City staff identifies areas of improvement and takes corrective action when feasible and appropriate or informs the City Manager when further direction is needed.

City staff also learns about new opportunities to achieve operational efficiencies by attending regional and service-specific meetings and communicating with colleagues regarding industry standards, best management practices, changing regulations, and service delivery models implemented by other local agencies.

The City monitors and evaluates agency operations through regulatory reporting and review of City databases and records reports.

(Ukiah, 2022)

2.3.2.1 STRATEGIC PLAN

In addition to the City's current efforts to update its General Plan, the City Council has worked to draft a Strategic Plan to provide a comprehensive framework that prioritizes focus on core functions and ensures City Departments are working together to meet the needs of residents and businesses. The priorities identified in the Plan guide decision-making to desired outcomes through strategies and specific actions.

During the annual budget process, the City Council reviews and modifies the Plan as necessary and sets annual objectives for all departments that are in line with the City's priorities. In addition, successful development and implementation of the Strategic Plan requires continued engagement, collaboration, and review with the commissions and citizens.

The primary outcomes for the Strategic Planning Process are threefold:

1. Create alignment among Council members, City Staff, and the Community about the top strategic priorities for the City of Ukiah.
2. Develop a set of operational principles that will guide the practices and decisions of the Council in focusing the strategic priorities.
3. Identify specific mechanisms for tracking these strategic priorities over time that will allow the Council and City Staff to make the necessary adjustments to achieve the strategic priorities.

(Ukiah, 2022a)

2.3.3 Shared Service Delivery and Collaboration

2.3.3.1 REGIONAL AND SERVICE-SPECIFIC PARTICIPATION

The City participates in the following regional and service-specific associations and organizations:

- League of California Cities-Redwood Empire
- Mendocino Council of Governments (MCOG)
- Mendocino Solid Waste Management Authority (MSWMA)
- Mendocino Transit Authority (MTA)
- Greater Ukiah Business and Tourism Alliance
- Mendocino County Inland Water and Power Commission (MCIWPC)
- Upper Russian River Water Agency (URRWA)
- Russian River Watershed Association (RRWA)
- Ukiah Valley Basin Groundwater Sustainability Agency (GSA)
- Northern California Power Agency (NCPA)
(Ukiah, 2022)

Some of these associations and organizations are further described in sections below.

2.3.3.2 INTERAGENCY COLLABORATION

Interagency collaboration involves local agency officials and/or staff proactively or willingly working together to address issues of common interest; such activities are not the result of a legally binding obligation, although these types of collaborative efforts can lead to such arrangements. It is to the benefit of each individual local agency and the constituents they serve when interagency relationship building is strong and productive.

The City's Emergency Management Office partnered with the Ukiah Valley Fire Authority, Mendocino College, Adventist Health Ukiah Valley, Coastal Valleys EMS Agency, North Coast Opportunities, and Mendocino County Public Health, to organize COVID-19 testing and vaccination sites where thousands of community members were successfully tested and/or vaccinated. (V&F, 2021)

The City is currently participating in an effort with the County and four Cities to develop a Master Tax Share Agreement for the purpose of future LAFCo applications. The City and the Sanitation District are currently participating in an ad hoc committee regarding a long-term plan for wastewater services in the Ukiah Valley.

During the 2021 drought, the City participated with several other local agencies in the County to find solutions to address emergency water shortages for specific communities.

A Mutual Aid Agreement was made and entered into by and between the City of Ukiah, the City of Fort Bragg, the City of Willits, and the City of Point Arena, and the Cities of Clearlake and Lakeport (Lake County) on October 24, 2022. The agreement addresses collaboration and response to potential vulnerabilities including natural and manmade disasters, such as earthquakes, fires, pandemics, droughts and other emergencies. Additionally, the City continues to maintain a long-standing mutual aid agreement with the Mendocino County Sheriff's Office for law enforcement services.

2.3.3.3 CONTRACT OR JPA SERVICES

In 2017, the Ukiah Valley Fire District (UVFD) and the City of Ukiah entered into an agreement for combined fire services, known as the Ukiah Valley Fire Authority (UVFA or Fire Authority). The JPA outlined terms for jointly managing, equipping, maintaining, and operating all types of (all-risk) fire, medical, and emergency services in the District and City boundaries. Although the District and City were not legally consolidated, for operational purposes they functioned as one entity.

On October 4, 2021, LAFCo approved the UVFD annexation of the City of Ukiah to support a more equitable and stable funding of fire services under the UVFA JPA (LAFCo Resolution No. 2021-22-03). The annexation was the final step of many taken between the agencies since 2012 to establish a long-range, functional consolidation of fire/emergency services to improve staffing and performance levels for the District and City service areas. The annexation was intended to equalize the tax structure and government representation model for all District and City residents.

The annexation is anticipated to result in additional revenue to address multiple needs and more effectively provide fire/emergency services. In the short-term, the same level of service is being provided by shared personnel using shared facilities and equipment under the same JPA service delivery model. The District and City anticipate accomplishing important service enhancement goals, such as increased staffing on apparatus and providing an overall improved level of service in the District and City service areas in the coming years. (LAFCo, 2021)

The Ukiah Electric Department receives power from generation facilities, jointly owned with other utilities and operated by Northern California Power Agency (NCPA), and power purchase contracts. (LAFCo, 2022)

Transportation services are provided by the Mendocino Transit Authority (MTA), a joint powers authority (JPA) providing bus service for Mendocino County. The City is a signatory and has a seat on the board of directors. (LAFCo 2012)

The City participates in regional water agencies such as the Mendocino County Inland Water and Power Commission (MCIWPC). The MCIWPC is a joint powers agency that includes Mendocino County, the City of Ukiah, Russian River Flood Control District (RRFC), Potter Valley Irrigation District, and Redwood Valley County Water District. The agency was formed to protect and procure adequate water supplies for its member agencies and to facilitate coordination between the Potter Valley Irrigation District and PG&E on the Potter Valley Project. (LAFCo 2012)

The City participates in the Mendocino Solid Waste Management Authority (MSWMA), a Joint Powers Authority, with the County of Mendocino, the City of Fort Bragg, and the City of Willits. Over the years, MSWMA has evolved into a special waste agency with the following main responsibilities: hazardous waste management, electronic waste management, appliance hazardous waste management, recycling promotion and public information, monitoring and reporting, and illegal dump abatement. It was organized in 1990 to deal with the increasing complexity of solid waste management. (LAFCo 2012). The agreement was amended and restated in 2019 by all parties.

The Ukiah Police Department contracts for a number of services including trainings, transcription, as well as repair and maintenance of equipment. (LAFCo 2012)

2.3.3.4 ADJACENT PROVIDERS

Unincorporated lands adjacent to Ukiah are governed by the County of Mendocino and feature a variety of special districts and service providers, as shown in Table 2.6 below.

District or Service Provider	Services
Ukiah Valley Fire Authority (UVFA)	Fire, Emergency Services
Millview County Water District (MCWD)	Treated Water

Russian River Flood Control and Water Conservation Improvement District (RRFC)	Untreated Water – Wholesale
Willow County Water District (WCWD)	Treated Water
Ukiah Valley Sanitation District (UVSD)	Sewer
Rogina Water Company	Treated Water
Russian River Cemetery District	Cemetery Services
County of Mendocino (MCSO, MCDOT, EH)	Law Enforcement, Transportation, Public Health

Multiple special districts provide services within the City’s boundary and adjacent areas. The Ukiah Valley Sanitation District (UVSD) boundaries include portions of Ukiah. The Willow County Water District (WCWD) serves customers in the City. The Millview County Water District (MCWD) boundaries include limited overlap with the City of Ukiah. MCWD overlaps with two properties within the City’s boundary, particularly 1461 North Bush Street and 1310 North State Street. The MWCD serves the Roy Lee Tindle Jr. apartments at 1461 North Bush Street, while the City provides service to 1310 North State Street, which has been subject to the City’s jurisdiction since the 1950s and historically served with City water for commercial purposes. (Ukiah, 2022)

A public library is available to City residents as part of the County library system. The main library branch is located within the City at the intersection of Main Street and Perkins Street. (LAFCo, 2012)

2.3.3.5 SHARED SERVICES AND FACILITIES

The City works cooperatively with federal entities, state agencies, Mendocino County, and special districts to reduce the cost of services and infrastructure.

School Facilities: The City works cooperatively with the Ukiah Unified School District (UUSD). The City has a facility use agreement that allows the City and the schools to use each other’s facilities at no cost by simply filing out an application. (LAFCo, 2012)

Electric Utility: The Department works cooperatively with the U.S. Army Corps of Engineers (USACE) and the Sonoma Water Agency to operate the Lake Mendocino Hydroelectric Plant. The City of Ukiah is responsible for maintaining and operating the hydroelectric plant, while the Coyote Dam and structures are operated and maintained by the USACE. (LAFCo, 2012). The Sonoma Water Agency controls water release through the dam’s outlet conduit needed for the generation of electricity. The hydroelectric plant, located at the outlet for Coyote Dam, became operational in 1986. It contains two turbine/generator units: a 1,000-kW unit and a 2,500-kW unit. (Ukiah, 2022a)

Animal Control: Animal control services for the City of Ukiah are shared between the County of Mendocino and the Ukiah Police Department. The County of Mendocino Department of Animal Care Services undertakes rabies prevention, licensing, impounding stray or lost animals, responding to injured or sick animals, investigating suspected cruelty to animals and promoting responsible pet ownership. However, the Ukiah Police Department’s Community Service Officers (CSOs) are responsible for most animal control related inquiries within City limits. In 2021, CSOs responded to 396 Animal Complaint calls.

The City shares costs for the Ukiah Animal Shelter with Mendocino County through staffing and by funding a portion of the debt service. Based on County data provided, the Ukiah animal shelter has been operating near its capacity for a number of years. In June 2022 the facility was at 100% capacity; however, space constraints are addressed through the support of a variety of non-profit organizations. The Mendocino

County Animal Control Unit is currently in the process of transitioning from the Sheriff Department to Animal Care Services by July 1, 2022 (Mendocino County, 2022). The City's FY 2021-22 budget appropriated \$95,000 to animal control related costs. Additionally, per agreement with the County, the City waives jurisdictional license fees for dogs within City limits, which further contributes to the operation of shared facilities and services (Sangiaco, 2022). The County Animal Shelter is located within City limits at 298 Plant Road, adjacent to the City's Wastewater Treatment Facility (WWTF).

Parks: The Community Services Department works cooperatively with the UUSD to share school facilities for recreational programming and facility use. The City's informal facility agreement allows the City and the schools to use each other's facilities by no-fee application. The Department and UUSD also share the Alex Rorabaugh Ukiah Valley Cultural & Recreational Center. The Community Services Department collaborates with all Ukiah based organizations to maximize the use of the athletic fields and turf areas in parks. The City leases park space to non-profit organizations such as Youth Baseball and Youth BMX to maximize the use of park space and provide greater services to residents. (LAFCo, 2012)

Additionally, the City and the County of Mendocino through various agreements are responsible for different aspects and amenities of Low Gap Park, as well as the Low Gap Dog Park (Mendocino County, 2022).

Wastewater: Wastewater services within and adjacent to the City are provided under a participation agreement between the City and UVSD that allows for conveyance to and treatment of wastewater at the City's WWTP. The agreement defines the allocation of Equivalent Sewer Service Units (ESSUs) to accommodate growth in both jurisdictions. As part of the agreement, the City also maintains the sewer system for the District and provides the UVSD with staffing services associated with operation and maintenance of the sewer collection system and the WWTP.

Public Works: The City maintains agreements with local and state agencies to share maintenance costs for portions of the transportation infrastructure. The City has an agreement with the County and Caltrans for maintaining traffic signals, with Caltrans for maintaining the overcrossings on US 101, and with the County for maintaining the Orchard Avenue Orr Creek Bridge.

Solid Waste: Through an agreement with the City of Ukiah, overseen by the Public Works Department, solid waste removal is provided by Ukiah Waste Solutions (UWS), which pays the City a franchise fee (refuse disposal fee) to provide services. The City charges fees to cover the cost of solid waste removal provided by UWS. Fees are based on the Consumer Price Index (CPI), Fuel Index, and other pass-through costs.

Airport: The Ukiah Municipal Airport affords accessibility to a number of public agencies as a shared facility. CALFIRE houses multiple air tankers and spotter planes at its Air Attack Base, located on the west side of the airport, for aerial suppression efforts with. The aircraft provide immediate response to wildland or structure fires. Additionally, the Mendocino County Sheriff uses the airport for search and rescue services. MCSO uses its aircraft to conduct training missions and search and rescue operations. Further, the California Highway Patrol (CHP) uses the airport for traffic surveillance. The Airport also houses planes for Fed Ex and UPS, as well as Reach air ambulance (Ukiah, 2022). (LAFCo, 2012)

Law Enforcement: The City's Police Department is the Public Safety Answering Point (PSAP) for emergency (9-1-1) calls within the City of Ukiah and its surrounding area, as well as the City of Fort Bragg. The Police

Department coordinates with the Mendocino County Sheriff's Office, the California Highway Patrol, the Ukiah Valley Fire Authority (UVFA), and CALFIRE. UPD also provides after-hours dispatching services for Electric, Water, Wastewater and other City of Ukiah services, and makes emergency notifications to the community. UPD serves on the Redwood Community Services Homeless Services Community Center and the Mendocino County Youth Project. There is also regular collaboration between UPD and County Health and Human Services (HHSA) Administration Staff, including a crisis worker from County Behavioral Health responding to mental health crisis for de-escalation. (Ukiah Police, 2022; Ukiah, 2022)

The Major Crimes Task Force (MCTF) operates under the supervision of the State Department of Justice, Bureau of Narcotics Enforcement. The MCTF deals with crimes involving violence, such as homicide and assault as well as burglary and drug crimes. However, drug suppression is its major mission and the unit directs its primary activities toward elimination of production, trafficking, and use of methamphetamine in the County. Personnel consist of Sheriff's deputies and officers from each from the Fort Bragg, Ukiah, and Willits Police departments; the California Highway Patrol; a County Probation Officer; a representative from the State Parks Department; and a representative of the District Attorney. The City of Ukiah provides salary and related support funding for one UPD officer to participate on the task force. The MCTF was formed to operate under a Memorandum of Understanding. (LAFCo, 2012)

The City works cooperatively with other service providers to deliver services more effectively or efficiently by sharing public facilities, resources, and/or service delivery responsibility when feasible.

2.3.4 Governmental Structure and Community Needs

2.3.4.1 ENHANCED SERVICE DELIVERY OPTIONS

As the largest urbanized area in the region, the City serves as a regional hub for municipal services. The City's airport, golf course, museum, and wastewater treatment plant (WWTP) serve populations beyond the City limits within the Ukiah Valley. Residents of neighboring communities often participate in the City's recreation programs and enjoy City streets, parks and open space. The City limits contain regional facilities including a hospital, high school, and cemetery. (LAFCo, 2012)

As a full-service City, there are limited instances of other public agencies directly serving City residents, such as internet and phone service. However, there is a large overlap area between the City and Sanitation District and a small amount of overlap areas between the City and Water Districts.

The existing City limits is substantially built-out, and future proposals for City annexation or expansion have the potential to extend into areas already served by special districts and the County, or within the jurisdictional boundary of these agencies for undeveloped properties.

Significant wastewater service efficiencies have already been realized through the partnership agreement between the City and the Sanitation District and associated functional consolidation for this service. It is likely that further efficiencies or cost savings for wastewater service in the Ukiah Valley could only be accomplished upon a future reorganization effort between these agencies.

The current provision of water service in the Ukiah Valley involves many public agencies, complex interagency service arrangements and relationships, and represents a significant opportunity to achieve both greater organizational and operational efficiencies.

The purpose of the Upper Russian River Water Agency (URRWA) JPA is to provide economies of scale, provide a method of jointly addressing sewer and water issues, and fostering coordination on these issues. The intent of the JPA is to work towards the consolidation of Ukiah Valley's water, which was expanded to a regional consolidation of water and wastewater service providers with the inclusion of the UVSD. The board now consists of a single board member from Willow County Water District (CWD), Calpella CWD, Redwood Valley CWD, Millview CWD, and the UVSD. The JPA is a collaboration of member agencies formed with the purpose of working together for the voluntary consolidation of Ukiah Valley's water and wastewater service providers. While the City of Ukiah is not a member of the JPA, the water districts within URRWA, similar to UVSD, have recently been communicating with the City to discuss the regional provision of water services in Ukiah Valley.

Due to prolonged and extreme drought conditions, in recent years multiple local water agencies have struggled with very limited to critically low local water supply to serve coastal and inland communities resulting in interagency collaboration and mutual aid agreements for emergency short-term shared facilities and water resources.

Although the Mendocino Council of Governments (MCOG) does not typically deal with housing issues, the State of California Department of Housing and Community Development (HCD) has designated them as the appropriate regional agency to coordinate the housing need allocation process. The political jurisdictions that comprise the region consist of the Mendocino County unincorporated area and the Cities of Ukiah, Fort Bragg, Willits and Point Arena.

2.3.4.2 GOVERNMENT RESTRUCTURE OPTIONS

Government restructure options should be pursued if there are potential benefits in terms of reduced costs, greater efficiency, greater accountability, or other advantages to the public.

Fire District Annexation

In 2012, the UVFD and the City hired a consultant to investigate the possibility of legally consolidating their fire agencies. The study concluded that consolidation would improve service but would not provide any cost savings for multiple reasons, such as the salary differential between fire personnel and the substantial equipment replacement needs of both agencies.

In 2021, the UVFD annexed the City of Ukiah to provide fire services, equalize the tax structure, and improve level of service for all residents within the previous service areas. The two agencies continue to coordinate unified services under the Ukiah Valley Fire Authority.

Wastewater Service Reorganization

The City and the Sanitation District have been working through an ad hoc committee assigned for the purpose to develop an interim agreement for service provision in the areas adjacent to the City, and ultimately, the long-term plan for the provision of wastewater services in the region. The mutual agreement identifies the applicant and future annexation thresholds for reorganization of the UVSD into either a subsidiary district or merger with the City, among other things.

The mutually developed points of the agreement are roughly as follows (paraphrased):

- The City will be the applicant for any Out of Area Service Agreement and the District will bear the costs for the application process to LAFCo.
- The City will not pursue detachment of District territory from the City now or in the future.
- The District will support City annexations and will work cooperatively with the City on General Plan and SOI Updates.
- Consistent with statutes, the District will support merger or reorganizing as a subsidiary district of the City upon reaching the threshold of 70% or more of District registered voters and 70% of District area is annexed into the City.
- The District will support the City's pursuit of legislation to eliminate the statutory threshold for 70% of area of land.
(City/UVSD, 2022)

As the City of Ukiah expands in accordance with the annexation plan developed for and in conjunction with its 2040 General Plan Update, the area served by the Sanitation District will concurrently decrease. The interrelated nature of the sewer collection, treatment and disposal systems support a merger or reorganization of the District. This concept has gathered momentum as a result of the substantial groundwork of the City/UVSD ad hoc committee established for the purpose of the collaborative development of a long-term plan for the interim and long-term provision of sewer services in the Ukiah Valley.

Water Service Consolidation

There are five major providers of community water services in the Ukiah Valley. The City of Ukiah serves customers within the City, while Rogina Water Company and Millview, Calpella, and Willow County Water Districts (predominantly) serve the unincorporated areas. There are, however, small areas of overlap between the City and Willow and Millview County Water Districts. All suppliers are regulated by the California Department of Health Services, and the privately-owned Rogina Water Company is additionally regulated by the California Public Utilities Commission. These water providers hold varying claims to water rights for current and future use. The primary water source for water providers in the Valley is the Russian River and water stored in Lake Mendocino, which also includes diverted Eel River water through the Potter Valley Project.

Property owners without access to the City or community systems obtain water from individual wells, springs or direct diversions of Russian River water. Some water needs are also supplied by wells that tap groundwater aquifers that are not connected to the underflow of the Russian River. (Mendocino County, 2011). Since the Mendocino County Ukiah Valley Special Districts Municipal Service Review (2013), a variety of consolidation approaches have been considered by the City, LAFCo, State Water Resources Control Board (SWRCB) and individual special districts. In recent years, climate change, uncertainty around Pacific Gas & Electric's (PG&E) [Potter Valley Project](#), and fiscal/operational considerations have presented new motivation to pursue water service consolidation efforts.

While no active application or pre-applications have been submitted, on May 18, 2022, the Ukiah City Council approved a Letter of Intent to the SWRCB regarding *Consolidation of Municipal Water Providers*. Under new programs, the SWRCB is offering significant financial incentives to help fund the necessary infrastructure that would allow the interconnection and overall improvement of small systems into a single resilient provider. The City of Ukiah has a large and diverse water supply, but there is no mechanism

to share it at a regional scale. Currently, the City of Ukiah and the URRWA are only connected with emergency interties.

2.4 Finances

The City of Ukiah's financial resources are accounted for in different funds based on organizational units, such as departments, divisions, programs, functions, and services. The General Fund is the City's primary operating fund and accounts for the financial resources of the City's general government services.

The City Council establishes annual budgets for the General Fund, proprietary (enterprise and internal service) funds, and all special revenue funds, with a possible exception for certain special revenue funds for which expenditures are controlled by grant funding or by special assessments. The City also has annually audited financial statements prepared by a Certified Public Accountant (CPA) which serves as financial assurance for the use of public funds.

The City's investments are professionally managed by Public Financial Management, Inc. (The PFM Group) in accordance with investment policies adopted by the City Council. These investment policies conform to both Federal and State laws governing investments of public funds. City Council appoints an investment oversight committee consisting of the Treasurer, a council member, and City staff, as well as a public member, who advises the City Council regarding investment policies and management. (Ukiah, 2022a)

All the City's major functions are grouped into either governmental activities or business-type activities. The City's basic services (categorized below) are governmental activities, and these services are supported by general City revenues, such as taxes, and by specific program revenues, such as user fees and charges.

Governmental Activities

- General and administrative (City Council, City manager, City Clerk)
- General government (administration, finance and accounting, human resources, legal, treasurer, etc.)
- Community development (planning and building)
- Roads and infrastructure (road maintenance, city engineer and public works,)
- Housing and support programs (CDBG and HOME grants, etc.)
- Redevelopment/Economic development
- Public safety (Police and Fire)
- Parks, buildings, and grounds (parks, building and grounds maintenance, etc.)
- Culture and recreation (museum, pool, sports, etc.)

The City's business-type or enterprise activities (categorized below) are unlike governmental activities. These services are supported by charges paid by users based on the amount of the service they use.

Business-type activities

- Airport
- Ambulance
- Conference Center
- Electric
- Golf Course
- Landfill
- Parking District
- Street lighting

- Wastewater
- Water

Revenue Sources

The City's largest two sources of General Fund revenue are sales tax and property taxes. As shown in Figure 2-2 below, the City's top ten revenue sources account for roughly 85-percent of total General Fund income, and include revenues generated from the City's various enterprise activities. Focusing on these sources can provide a useful understanding of the City's revenue position.

Figure 2-2 City of Ukiah Top 10 Revenue Sources

TOP 10 - REVENUES

Current from Prior
Year Ended June 30, 2021

REVENUE	2020-21	2019-20	Percent Change	Percent of Total 2020-21 General Revenues
Top 10:				
Bradley-Burns Sales Tax	\$ 7,813,891	\$ 6,572,573	18.89%	29.11%
1/2% District Sales Tax (Measure Y)	3,862,145	3,368,450	14.66%	14.39%
1/2% District Sales Tax (Measure P)	3,858,985	3,372,183	14.44%	14.38%
Prop Tax In Lieu Of Vif	1,559,290	1,530,602	1.87%	5.81%
Transient Occupancy Tax (TOT)	1,362,133	1,365,477	-0.24%	5.08%
Redevelopment Tax Increment Pass-Through	1,007,559	763,483	31.97%	3.75%
City Utility Franchise Fee	979,180	951,857	2.87%	3.65%
Secured Property Tax	710,556	743,317	-4.41%	2.65%
Refuse Disposal Franchise Fee	686,967	657,307	4.51%	2.56%
Business License Tax	484,533	389,829	24.29%	1.81%
Total top 10	22,325,239	19,715,078	13.24%	83.18%
Other Revenue	4,513,875	1,620,423	178.56%	16.82%
Total current revenue	\$ 26,839,114	\$ 21,335,501	25.80%	100.00%

Source: V&F, 2021.

Overall, these key revenue sources, discussed further below, performed better in FY 2020-21 than in FY 2019-20. The strongest performer was the Redevelopment Tax Increment Pass-Through, due principally to changes in funding and obligation requirements for the Ukiah Redevelopment Successor Agency. Business License Tax revenue was the next best performer in this period, but increased revenues from this source reflect more on the timing of payments from businesses that were past due or late in payment from the prior year. The most informative change in terms of the underlying revenue picture for the City's General Fund is that of sales and transaction and use taxes (Bradley Burns and Measures P and Y). As the City is strongly reliant on the economic vitality of its retailers, strong returns in this revenue source signaled strong overall economic health for both the City and broader retail trade area. (V&F, 2021)

Sales Tax

The City collects sales tax from three sources: normal Bradley-Burns sales taxes (1 percent of taxable transactions), a ½ cent transaction and use tax, commonly referred to as Measure P, and a ½ cent transaction and use tax, commonly referred to as Measure Y. All are devoted entirely to the City and are distinct and considered separate sources of revenue. Each behave slightly differently given their tax base.

Bradley-Burns sales taxes are referred to as "sales and use" taxes, levied on transactions based geographically in the City. More information about these taxes are presented in Section 2.4.1.4.

Measures P and Y are referred to as a “transaction and use” taxes and are applied to any taxable sale in the City as well as any sale where the use of the item is in the City.

For instance, a car purchased outside the City but registered to an address within the City, and therefore presumed to be used in the City, would be levied the ½ cent on the purchase price for Measure P and the same amount for Measure Y. Both are general taxes and can be used for any regular, general governmental purpose; however, the City Council, through resolution, has assigned their use to public safety and streets, respectively.

Due to the pandemic restrictions on socialization and commerce resulting in more remote and online shopping, sales tax collected from Measures P and Y was more pronounced. Overall, sales tax receipts (Bradley-Burns and Measure P) increased in FY 2020-21 due in part to growth across most of the City’s major industry groups. Driving the change was general consumer goods (up 13.9% from the prior year), which also affected the City’s share in the state and county pool allocation (up 28.9%). All sales tax due to the City is administered by the California Department of Tax and Fee Administration (CDTFA).

Property Tax in Lieu of Vehicle License Fee

These are property tax shares allocated to cities and counties beginning in FY 2004-05 as compensation for the state’s take of Vehicle License Fees (VLF). This revenue source typically follows regular property tax collections (Secured Property Tax), and modest growth is expected from this revenue source.

Transient Occupancy Tax

Transient Occupancy Tax (TOT) is commonly referred to as a “bed,” “hotel,” or “room” tax. The TOT rate in Ukiah is currently 10-percent, and 1 percentage point has been committed by the Ukiah City Council to fund the Visit Ukiah Program, and another 1 percent goes to help fund the museum.

TOT has performed strongly in the last decade; however, travel restrictions due to the pandemic negatively impacted this revenue source, which is driven by tourism in the greater Mendocino County area and travelers heading to adjacent regions. This revenue source is expected to continue its growth trend.

City Utility Franchise Fees

Franchise fees are not taxes; rather, they are rents paid by utility providers to operate on or in City rights-of-way and City property, such as roads, sidewalks, parklands, etc. This revenue source is a charge to the City’s electric utility. The rents are established by the City Council and typically are correlated to gross revenues generated by the utility provider.

Electric revenues, most notably commercial revenues, were impacted more than other utilities. As such, the franchise fee to the general fund was diminished. The state of the economy in FY 2020-23 will be a driving factor in how this revenue source performs. Revenues from this source anticipated to trend positively or increase.

Redevelopment Tax Increment Pass-Through

After the dissolution of Redevelopment in California by the Legislature, the Ukiah Redevelopment Agency was sent into receivership of a successor agency. Property tax increment revenue once received by the

former redevelopment agency was instead held in trust by the County Auditor-Controller in a specific fund, known as the Redevelopment Property Tax Trust Fund (RPTTF).

Property tax increment collected in this fund would first pay the County Auditor-Controller's administrative costs, then pass to the successor agency of the former RDA (City of Ukiah) to satisfy the obligations of the former agency, then to the taxing entities in the project area of the former RDA, including the Ukiah Unified School District and the County of Mendocino General Fund. The City also receives a share of these residuals which are reported in the General Fund.

This revenue source tracks like regular (secured) property tax, although it is calculated from a slightly different derivative property tax base (tax increment). This revenue source is expected to continue to trend positively.

Secured Property Tax

Property taxes are assessed against real and unsecured property in the City. Secured property is any property that cannot be moved, like homes or land. Proposition 13 limits the tax rate to 1-percent of a property's current assessed value, plus any voter-approved bonds and assessments.

The City is not the only entity that collects property tax on property assessed in the City of Ukiah. For every dollar of secured property taxes collected in the City, the City receives about nine cents. The majority is distributed to local schools (61 cents) and the County of Mendocino (24 cents). Local special districts also collectively receive 6 cents of the total dollar.

Traditionally, revenue from property tax was viewed as a very stable source. The housing collapse of 2008 tested that assumption. However, as the housing market continued to recover modestly in Ukiah, receipts came in lower than the year prior. This was due to adjustments made by the County Auditor-Controller.

Revenue from this source may continue to trend positively over the next few years, but not as robustly as desired. Even though housing prices are expected to reach all-time highs in FY 2023, low inventory and turnover will hinder the City's ability to realize a significant benefit from property taxes. Low real estate transfer volumes limit Proposition 13 property value adjustments that yield higher secured property taxes from increased housing prices.

Refuse Disposal Franchise Fees

Franchise fees, as noted above, are not taxes. This revenue source is a charge to the City's franchise solid waste hauler, for the use of rights-of-way to provide and distribute its services.

In FY 2020-21, revenues from this source were higher than in the preceding year due to increased sales and rate adjustments by the hauler, Ukiah Waste Solutions. Nominal increases to this revenue source are expected.

Business License Tax

Businesses that operate within City limits are required to obtain a business license. The fees are based on the type of business and an estimate of their gross receipts. The proceeds from the Business License Tax collected are available for unrestricted use in the General Fund.

As noted above, receipts from Business License Tax were higher in FY 2020-21 than in the prior year due to late payments. Before the onset of the pandemic in March 2020, business license activity was trending positively. That trend slowed due to the pandemic, began to normalize in FY 2021-22, and is currently showing signs that this revenue source will continue to increase as businesses re-open and even expand.

(Ukiah, 2022a)(V&F, 2021)(Ukiah, 2022)

FY 2022-23 Budget

The figure below shows the total amount of budgeted appropriations for the City as a whole broken down into major cost categories.

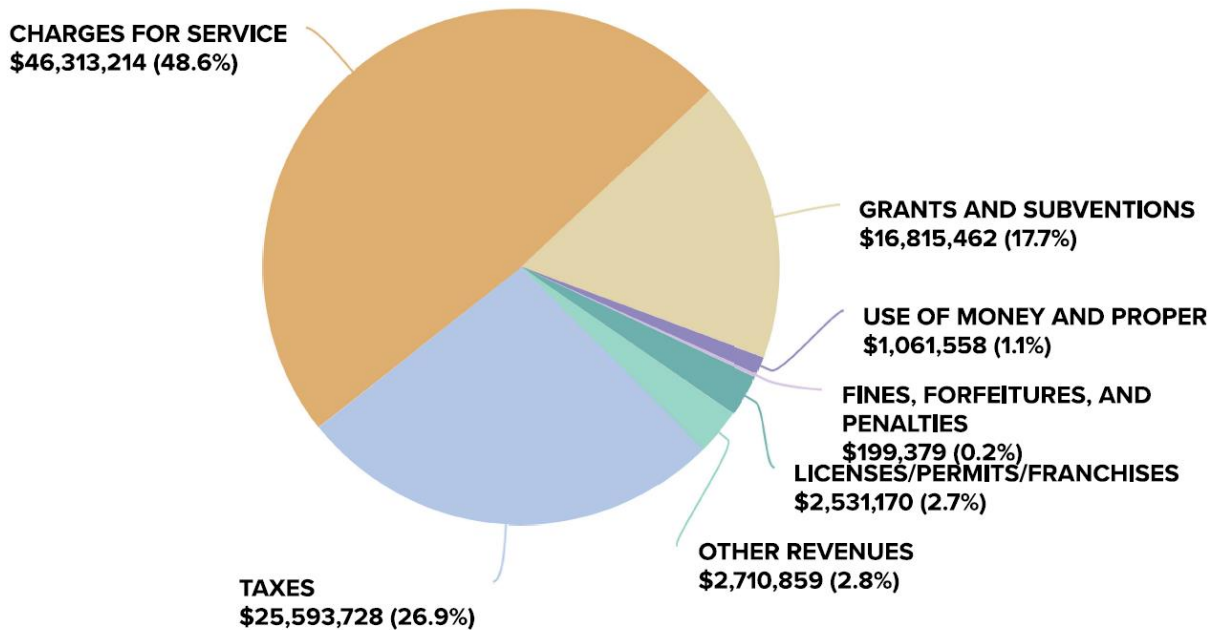
Figure 2-3 Ukiah City-wide Expenditures for FY 2022-23

Category	2023
CAPITAL	\$60,346,560.43
SERVICES & OTHER OPERATING	\$34,625,858.08
PERSONNEL	\$33,088,159.00
DEBT SERVICE	\$11,759,264.72
GRANTS AND LOANS	\$2,098,811.74

Source: Ukiah, 2022a.

The figure below shows the total amount of budgeted revenues for the City as a whole broken down into major revenue categories.

Figure 2-4 Ukiah City-wide Revenues for FY 2022-23



Source: Ukiah, 2022a.

Economic Outlook

As the economic hub of the greater Mendocino County and adjacent areas, Ukiah has a strong and diverse sales tax base. This served the City well in providing sufficient revenues to maintain service levels at pre-pandemic levels with minimal interruption or disruption. Ukiah businesses have endured, and continue to endure, through the most challenging financial impacts of the pandemic, and the City finances have remained reasonably stable.

The City's sales tax and property taxes grew modestly in FY 2020-21 and are expected to grow modestly in FY 2021-22. In FY 2022-23, the City expects strong growth in revenues derived from sales tax due to significant inflationary pressure on the price of taxable goods. In addition, the housing market has improved markedly and property-related revenues in general are expected to increase modestly in FY 2022-23 and beyond, likely to average 2-2.25 percent. Expenses related to personnel (primarily in health premium and pension costs) are increasing at a substantial, though manageable, pace.

To date, Measure Y has generated roughly \$3.5 million per year, helping to finance major projects like the reconstruction of Washington, Luce, Observatory, Orchard, and parts of State Street, as well as extensive slurry seals.

Grant funding was obtained for Phase Four of the Great Redwood Trail Ukiah, which will take the trail south, even beyond the city limits. All non-recurring capital outlay currently programmed for FY 2022-23 and in the underlying five-year CIP budget are not expected to affect current or future operating budgets and the services the City of Ukiah provides.

Maintaining and growing revenue streams and continuing to maximize cost saving measures remains a high priority for City staff balanced with providing the highest level and quality of service that the community needs, expects, and deserves. The City continues to maintain a cautiously optimistic view through recovery from the pandemic and plans and budgets for service delivery with conservative revenue assumptions.

(Ukiah, 2022a; Ukiah 2022)(V&F, 2021)

2.4.1 Current Fiscal Health

This section includes City financial information for Fiscal Year (FY) 2016-17, 2017-18, 2018-19, 2019-20, and 2020-21 and long-term financial considerations.

2.4.1.1 FINANCIAL SUMMARY

The City prepares and adopts an annual budget prior to the beginning of each fiscal year (July 1), which serves as a financial planning tool and an expense control system. The annual budget also serves as a financial management tool and an operational plan for the delivery of City services and the implementation of funded capital projects. Expenses cannot exceed the authorized budgeted amounts unless the budget is amended by the City Council by resolution during the fiscal year. The City completes a quarterly and mid-year budget review to ensure that the City is on target with departmental and fund budget amounts and to verify the necessity of any budget amendments.

Year-end revenue over expenses (net position) is an important measure of an agency's financial performance during a fiscal year. When an agency operates at a net income, annual revenue exceeds annual expenses producing a surplus. When an agency operates at a net loss, annual expenses exceed annual revenue producing a deficit. When an agency operates at a net neutral, annual revenue equals annual expenses producing a balance.

When year-end revenue over expenses for multiple years is compared, it shows the financial planning and policy of an agency, such as structural surplus/deficit budgeting practices or a balanced budget. Under normal operating circumstances, the financial approach of prior years can be useful in projecting the long-term financial standing of an agency. This comparison may serve as a valuable indicator for upcoming decision-points, such as whether there is sufficient annual revenue generated to continue the current level of service or whether a rate increase is necessary to maintain or expand the level of service.

The following tables provides year-end audit (not budget) financial information for the City. This table summarizes the Statement of Activities prepared by Van Lant & Frankhanel, LLP, a firm of CPAs that the City contracts with for independently audited financial statements. The table below represents the short-term financial standing of the City based on reporting annual income, expenses, and profits/losses using the full accrual basis of accounting, which is an accounting method where revenue or expenses are recorded when a transaction occurs rather than when payment is received or made.

The financial information in the table below also involves depreciation expense, which is a method of spreading the cost of a capital asset over its estimated useful life, as opposed to recognizing the full cost of a capital asset as an expenditure at the date of acquisition. The City's annual financial report defines capital assets, including roads, bridges, curbs and gutters, streets, sidewalks, drainage systems, and lighting systems, as assets with a cost of more than \$10,000 and an estimated useful life of more than two years. (V&F, 2021)

Figure 2-11 shows the most recent Statement of Net Position, which represents the long-term financial standing, or net position, of the City based on reporting the difference between the City's assets and liabilities.

Table 2.7 City of Ukiah Financial Summary - Governmental Activities (in \$)

	FY 16-17	FY 17-18	FY 18-19	FY 19-20	FY 20-21
Beginning Net Position	18,728,066	28,029,808	29,490,947	36,055,617	38,088,337
Prior Period Adjustments	0	0	0	0	0
Ending Net Position	28,029,808	29,490,947	36,055,617	38,088,337	47,894,303
Program Revenues Over Total Expenses					
General and Administrative	827,729	0	0	0	0
General Government	47,919	(1,249,613)	(1,965,315)	147,606	(561,505)
Public Safety	(7,902,988)	(12,358,054)	(11,207,740)	(11,981,649)	(12,536,790)
Roads and Infrastructure	168,864	0	0	0	0
Housing and Community Development	(545,764)	(1,061,468)	(1,324,889)	(2,414,740)	4,616,454
Public Works	0	1,143,077	(1,179,899)	(3,417,072)	(1,150,683)
Parks, Buildings, and Grounds	(957,520)	(1,412,291)	(354,205)	2,649,700	(1,200,252)
Recreation and Culture	3,034,071	(817,556)	(2,357,051)	(2,796,301)	(854,843)
Economic Development & Redevelopment	(163,124)	0	(32,020)	(396,519)	(40,261)
Interest on Long-term Debt	0	(73,532)	(176,067)	(165,210)	(992,902)
Total Net Income (Loss)	(5,490,812)	(15,829,437)	(18,597,186)	(18,374,185)	(12,720,782)
General Revenues/Transfers:					
Property Tax	1,470,323	2,838,902	2,984,192	3,139,960	3,408,846
Sales Tax	9,805,225	10,853,469	11,974,379	13,313,206	15,535,021
Transient Occupancy	1,302,336	1,406,417	1,496,473	1,365,477	1,367,852
Other Taxes	249	0	462	888	1,136
Licenses, Permits, Franchises	1,792,595	1,653,146	1,781,141	1,742,671	1,815,271
Business License	391,224	434,464	303,604	411,997	560,527
Fines, Forfeitures, and Penalties	73,835	0	0	0	0
Use of Money and Property	404,235	328,535	850,711	696,930	266,006
Other Revenue	192,351	139,439	181,676	189,241	17,052
Gain on Sale of Assets	0	0	0	57,078	0
Transfers	(639,819)	(363,796)	(410,782)	(510,543)	(444,963)
<u>Total General Revenues/Transfers</u>	14,792,554	17,290,576	19,161,856	20,406,905	22,526,748
Redevelopment Agency Loan Reinstated	0	0	6,000,000	0	0
Change In Net Position from Prior FY	9,301,742	1,461,139	6,564,670	2,032,720	9,805,966

Source: V&F, 2021, 2020a, 2020b, 2019, & 2018.

Consistent net income or revenue gain is a key measure of fiscal health and indicates the following:

- An agency does not need to utilize reserve or unrestricted funds to balance the budget or meet current operating costs.
- An agency is generating sufficient annual revenue to continue the current level of operations.

- An agency maintains a sufficient fund balance to protect against unexpected costs and/or build reserves to fund capital improvements and equipment maintenance.

According to the audited financial information in the governmental activities table above, certain City programs operated at a net loss, or revenue shortfall, during the five years studied; however, the overall governmental activities operated at a net income, or revenue gain, each year. Over the five fiscal years studied, the City's financial performance for governmental activities shows an increase in net position of \$29,166,237 or 61-percent, which signals a strengthening in financial position.

Table 2.8 City of Ukiah Financial Summary - Business-type Activities (in \$)					
	FY 16-17	FY 17-18	FY 18-19	FY 19-20	FY 20-21
Beginning Net Position (*restated)	83,375,660	77,688,331	90,965,211	*102,691,776	121,379,142
Prior Period Adjustments/Restatement	0	10,230,998	0	0	0
Ending Net Position	77,688,331	90,965,211	102,691,776	121,379,142	119,006,192
Program Revenues Over Total Expenses					
Airport	(503,431)	(275,216)	239,783	3,469,145	88,967
Ambulance Services	0	0	0	28,352	23,997
Conference Center	(42,456)	(1,582)	(131,060)	(228,651)	549,111
Electric	(1,430,570)	571,548	(390,494)	(3,107,122)	(933,459)
Golf	(8,116)	(81,782)	(177,280)	(211,078)	30,586
Landfill	(203,801)	(44,759)	(1,467,965)	(3,462,162)	(253,577)
Parking District	(99,294)	(18,941)	(8,522)	(57,637)	(37,251)
Street Lighting	(144,633)	(204,334)	145,465	41,012	(3,487)
Wastewater	69,605	574,303	(453,560)	17,108,763	(1,723,577)
Water	629,873	1,774,741	12,363,863	3,628,671	(950,941)
Recycled Water	(78,018)	0	0	0	0
Total Net Income (Loss)	(1,810,841)	2,293,978	10,120,230	17,209,293	(3,209,631)
General Revenues/Transfers:					
Property Tax	13,146	73,004	17,121	16,815	16,714
Licenses, Permits, Franchises	72,038	0	0	0	0
Use of Money and Property	289,051	315,104	1,166,919	950,715	352,781
Other Revenue	47,770	0	11,513	0	22,223
Transfers	639,819	363,796	410,782	510,543	444,963
<u>Total General Revenues/Transfers</u>	<u>(3,876,488)</u>	<u>751,904</u>	<u>1,606,335</u>	<u>1,478,073</u>	<u>836,681</u>
Change In Net Position from Prior FY	(5,687,329)	3,045,882	11,726,565	18,687,366	(2,372,950)

Source: V&F, 2021, 2020a, 2020b, 2019, & 2018.

According to the audited financial information in the business-type or enterprise activities table above, several (six out of eleven) City enterprise programs and the overall business-type activities in FY 2016-17 and FY 2020-21 operated at a net loss, or revenue shortfall, during the five years studied. While a net loss

in any given year is not ideal, isolated revenue shortfalls do not necessarily indicate a problem, especially when infrequent and/or followed by years of net income. The following enterprise programs operated at a net loss consistently (three out of five years) over the study period: Conference Center, Electric Utility, Golf Course, Landfill Closure, Parking District, and Street Lighting.

Also, during the five years studied, several (seven out of eleven) City enterprise programs and the overall business-type activities in FY 2017-18, FY 2018-19, FY 2019-20 operated at a net income, or revenue gain. Over the five fiscal years studied, the City's financial performance for business-type activities shows an increase in net position of \$35,630,532 or 30-percent, which signals a strengthening in financial position.

FY 2020-21 Overall Activities

Expenses incurred by the City for FY 2020-21 totaled \$65.4 million, a decrease from FY 2019-20 of \$3.0 million. Much of this decrease was related to reductions to pension costs of the City unfunded accrued pension liabilities (UAL) with CalPERS. Governmental expenses totaled nearly \$24.9 million or 38-percent of total expenses. Public safety costs represented most of the governmental expenses, followed by public works and recreation. Business-type activities incurred \$40.6 million of expense during FY 2020-21, 62-percent of all City expenses.

FY 2020-21 Governmental Activities

Net expenses of \$10.5 million for the provision of these governmental activities was funded by general revenues, primarily in the general fund, including taxes, licenses, permits, franchise fees, and rents. Public safety (police, fire, and emergency medical services) comprised the largest activity segment of governmental expenses (\$13.6 million, 60.32-percent). A significant portion of this expense is related to retirement benefit costs. Maintenance of streets and rights-of-way were the next largest expense of the City's governmental activities. The City has deployed a significant portion of its discretionary and programmatic resources toward the improvement of City streets, walkways, and trails.

Significant revenues for the City came from taxes (59.4-percent), which included sales taxes (Bradley-Burns, Measure P and Measure Y transactions and use taxes), property taxes, and transient occupancy taxes. Despite the continuation of the pandemic, tax revenues overall were higher than in FY 2019-20 due to increases to the sales and property tax base from a strong and diversified local economy.

FY 2020-21 Business-type Activities

In FY 2020-21, business-type activities decreased the City's net position by \$2.3 million. That loss came from net revenues, which is defined as total expenses minus program revenues, which include charges for service, as well as operating and capital grants and contributions.

General revenues for business-type activities include rents and interest earnings as well as some property taxes collected by the City's parking district. The general revenues were down from FY 2019-20 approximately 50-percent resulting primarily from smaller returns on the City's investment portfolio from less cash invested. Charges for services, however, was higher than FY 2019-20 due to certain reimbursable jobs in the electric utility as well as increased rate revenue from the scheduled adjustment to water and sewer rates in October 2020.

FY 2020-21 Capital Assets

The City's investment in capital assets for its governmental and business-type activities as of June 30, 2021 totaled \$236.5 million (net of accumulated depreciation). The investment in capital assets includes land, buildings and improvements, equipment, vehicles, infrastructure, and construction in progress. The total amount of depreciation expense for the year, government-wide, totaled \$7.5 million. Reasons for the change in capital assets were engagement in major work on several construction projects, including work on the airport runway and several streets and rights-of-way.

FY 2020-21 Long-Term Liabilities

The City's outstanding noncurrent liabilities, including bonds, loans payable, the net pension liability, and compensated absences totaled over \$135 million as of June 30, 2021. The most significant obligation added during FY 2020-21 was to the landfill closure, post closure, and corrective action plan, the engineering estimates for which were updated in 2019 and adjusted for inflation. However, a more accurate estimate of total landfill closure, post-closure, and corrective action costs will not be determined until contractor bids are received.

FY 2020-21 General Fund Financial Condition

The City's General Fund is its primary source of discretionary resources for the provision of service deemed necessary and desirable by the citizens of Ukiah and the City Council. General fund revenues were up nearly \$4.6 million from FY 2019-20, driven by stronger than anticipated sales tax growth (even with the continuation of the pandemic) and the receipt of grant revenues. A diverse local economic base supports this growth. Similarly, total expenditures were higher by \$2.2 million due mostly to lower capital outlays. After other financing sources and uses were accounted for, fund balance increased by \$1.9 million. As of June 30, 2021, the City's governmental fund balance was \$30.7 million.

Other governmental funds reported a net increase in fund balance of \$8.8 million, primarily influenced by an addition of \$3.5 million of cash from bond proceeds refunding the City's payment to CalPERS for its 2021 unfunded accrued liability payment. This amount was placed in a newly created fund as a reserve for future advanced prepayment of unfunded pension liabilities. These funds also include revenues from many federal, state and special district grants which vary greatly from year to year. Governmental funds reported \$5.04 million in non-spendable fund balance at the end of FY 2020-21. This is comprised of long-term interfund advances held by the General Fund as well as reinstatement of a loan receivable from the Ukiah Redevelopment Successor Agency.

The balance of \$15.3 million in restricted fund balance is found in special revenue funds for law enforcement, housing and streets, and infrastructure; these financial resources can only be spent on specific activities as defined by outside entities (e.g. a grantor, state agency, statute, etc.).

Committed fund balance of \$415 thousand consists primarily of several select capital projects earmarked by the City Council through resolution. \$4.9 million in assigned fund balance consists of reserve amounts designated by management for future capital acquisition and specific projects, including maintaining a reserve for the advanced payment of pension liabilities.

The remaining amount of \$4.9 million of unassigned fund balance result primarily from general fund reserves and deferred revenues in several special revenue funds that have not been converted to revenues but are expected to in the following year.

FY 2020-21 Proprietary Funds

Landfill Enterprise Fund: The net position of the landfill closure and post-closure fund increased \$223 thousand from a negative 9.4 million to \$9.2 million. Surcharge amounts collected at the Ukiah Transfer Station and transferred to the Landfill fund helped to bolster it in preparation for final closure and remediation activities forthcoming.

Electric Enterprise Fund: The net position of the electric enterprise fund decreased \$817 thousand primarily due to decreased pandemic-related rate revenue in commercial accounts. Operating expenses exceeded operating revenues by \$757 thousand, driven by increased personnel costs related to market-based salary adjustments.

Water Enterprise Fund: The net position of the water enterprise fund decreased \$563 thousand primarily due to decreased pandemic-related rate revenue. Operating expenses nominally exceeded operating revenue while non-operating expenses, influenced by interest and fiscal costs, outpaced non-operating revenue.

Wastewater Enterprise Fund: The net position of the wastewater enterprise fund decreased \$1.9 million. Operating revenue was lower than operating expenses, resulting in an operating loss of \$977 thousand. The change was influenced in large part by operating costs (notably insurance premium increases) that exceeded pandemic-related decreasing rate revenue. The adoption of rate adjustments in October 2020 helped to reduce the effect. Further, nonoperating expenses outpaced revenues by \$1.6 million driven by interest and other fiscal charges.

(V&F, 2021)

2.4.1.2 PROPERTY TAXES

The City receives a portion of Mendocino County property taxes. The total amount of property taxes associated with governmental activities received by the City between FY 2016-17 and FY 2020-21 ranged from a high of \$3,408,846 and a low of \$1,470,323, as shown in Table 2.7 above.

2.4.1.3 GANN LIMIT

Local agencies that receive taxes are subject to certain spending limits (Gann Limit or Proposition 4). Annual appropriations that are subject to spending limits may not exceed an appropriations limit based on a calculated limit for fiscal year 1978-1979, adjusted annually for population and cost of living increases. On or before July 1st of each year the board is required to adopt its appropriation limit and make other necessary determinations for the following fiscal year pursuant to Article XIII B of the California Constitution and Government Code Section 7900 et seq. [61113(b)].

Not all appropriations are subject to this limit. The limit only applies to tax revenues. The limit does not apply to proceeds from user charges, user fees or other such assessments provided that these revenue sources do not exceed the costs reasonably borne in providing the product or service for which the fee or assessment is imposed. The limit does not apply to a district which existed on January 1, 1978 and which did not as of 1977-1978 fiscal year levy an ad valorem tax on property in excess of 12½ cents per hundred dollars of assessed value.

For FY 2022-23, the City's Gann or appropriations limits is \$51,268,540, and the appropriations subject to this limit are estimated to be \$20,897,877. (Ukiah, 2022a)

2.4.1.4 SPECIAL TAXES AND REVENUES

The City does not levy or collect any special taxes but does collect other special revenues. (Ukiah, 2022)

Measure P

Measure P is a one-half of one-percent general (unrestricted) transaction and use tax used to fund essential public services, including police, fire prevention and protection, and emergency medical services (Ordinance No. 1149).

A general, unrestricted tax is one that can be used to fund any program, function, service, or project at the discretion of the City Council. It is not a special, restricted tax, which would require approval of two-thirds of the voting public.

This ballot measure passed by a simple majority (50-percent plus 1) of Ukiah voters in November of 2014 and is effective until repealed by majority vote in a municipal election.

Measure P replaced a sun-setting transaction and use tax, known as Measure S (2005), accompanied by an advisory Measure T (2005) indicating the voting public's preference for the use of Measure S proceeds. Measure P passed without an advisory measure. The purpose of Measure P is to augment public safety expenditures to provide a higher level of police and fire service to the community. Amounts collected from the tax are to be used in addition to, not in replacement of, the commitment of the General Fund.

The Ukiah City Council established an expenditure plan (Resolution No. 2014-28) for the use of Measure P revenues, consistent with the previously passed advisory Measure T. That resolution stated that those revenues should be used first to maintain a minimum level of public safety services defined to be the level of services available in FY 2014-15, including the following: (1) thirty-two full-time peace officers, and (2) a level of fire prevention and protective services commensurate with the City of Ukiah's portion of any City and District contractual agreement for joint fire, paramedic, and fire prevention operations.

(Ukiah, 2022a)(V&F, 2021)

Measure Y

Measure Y is a one-half of one-percent general (unrestricted) transaction and use tax used to fund essential City services, including street repair and maintenance (Ordinance No. 1165).

This ballot measure passed by a simple majority (50-percent plus 1) of Ukiah voters in November of 2016 and is effective until repealed by majority vote in a municipal election.

Advisory Measure Z passed in conjunction with, but distinctly separate from, Measure Y and indicated the voting public's preference for the exclusive use of Measure Y proceeds for street repair and maintenance and related public infrastructure improvements and additionally indicated that Measure Y revenues would add to, not replace, current spending for street maintenance and repair.

(Ukiah, 2022a)(V&F, 2021)

Former Ukiah Redevelopment Agency

The City's governmental activities include the housing activities of the (former) Ukiah Redevelopment Agency, a separate legal entity for which the City is financially responsible. As of February 1, 2012, the Ukiah Redevelopment Agency was dissolved, and a successor agency was established to handle the remaining affairs and obligations of the former agency. The City of Ukiah volunteered to be the successor

agency. Upon dissolution, the assets and liabilities of the former agency were transferred to a private-purpose trust fund, which is not reported on the government-wide statements but is presented in fund-based statements using the full accrual basis of accounting. (V&F, 2021)

2.4.1.5 ENTERPRISE ACTIVITIES

The City's enterprise services are accounted for and reported as proprietary funds, or business-type activities, instead of governmental activities. Enterprise or proprietary services are financed and operated in a manner similar to private business enterprises where the costs (including depreciation) to provide the public service are recovered through service rates or supported by user charges paid by customers based on the amount of the service used. Wastewater, water, and electric City enterprise services are expected to realize increased revenue related to recent rate increases with annual adjustments for five-years.

Wastewater Enterprise

The City and the Ukiah Valley Sanitation District (UVSD) have a longstanding joint venture for shared operation of the City-owned Wastewater Treatment Plant (WWTP) that treats the combined sewage from the City and UVSD sewer collection systems, based on the number of Equivalent Sewer Service Units (ESSUs). There are several agreements between the agencies that constitute the arrangement regarding the allocation of cost for the combined sewer system operation, as briefly listed below.

- 1995 Participation Agreement
- 2018 Operating Agreement
- 2018 Settlement Agreement
- 2020 Refinance Agreement
- 2020 Joint Sewer Rate Study Professional Services Agreement
- Annual Budget Approval Agreement

The Ukiah City Council and UVSD Board of Directors adopt an annual Wastewater Enterprise Joint Budget for the combined City/District sewer system operation, including shared expenses and capital projects. For Fiscal Year 2021-22, a total budgeted estimate of \$5,166,465 for the Wastewater Enterprise was projected to be shared at a rate of 50.52% City and 49.48% District, and included \$4,524,050 in direct operating budgeted costs, defined as costs of Personnel and Operations, and an Operating Indirect Rate (OIR) on such costs of 14.20% (\$642,415). The joint budget also included total direct costs of \$2,730,000 for Capital Outlay funded at the same share of cost of 50.52% City and 49.48% District, and a Capital Indirect Rate (CIR) of 9% for costs less than \$200,000, and a negotiated rate for projects over \$200,000 based on an estimate of required indirect costs to complete the capital project.

The City and UVSD have retained Hildebrand Consulting, LLC to provide consulting services related to the share of cost between the agencies for the combined City/District sewer system operation. Since wastewater flow meters are problematic, the share of cost is allocated based on each agency's proportionate share of winter water usage (monthly average of January through March) from multiple water providers in the valley from the prior fiscal year, and the relative strength of sewage discharge to the wastewater treatment plant, based on the relative number of Equivalent Sewer Service Strength Units (ESSSUs).

The relative number of ESSSUs varies slightly every year due to the ever-changing volume of water usage and number of customers in the overall service area but remains close to a 50-50 share of cost. The water

usage data needed to determine the ESSSU percentages for the share of cost becomes available after the annual joint budget is adopted. Therefore, often an Annual ESSSU Reconciliation Memo is prepared by the consultant resulting in amendments to the annual joint budget and re-adoption by the agencies.

Additional components of the Wastewater Enterprise Joint Budget are as follows.

- The City and UVSD are each responsible for the administrative and other overhead costs allocated directly to the wastewater activities of their respective agencies.
- The District makes fixed monthly payments to the City of 1/12th of the District's share of the agreed upon operating budget (Personnel, Operations, and Indirect Rate) by the 1st of every month.
- The budgeted share of cost (operating, capital, and debt service) between the agencies can change based on updated ESSSU percentages and result in true-up payments after the fact.
- Every quarter, the City and District review the actual costs incurred and reconcile differences between actual costs incurred, budget costs, and over/under payments made by either agency within 90 days after the end of the fiscal year.
- The share of debt service between the City and District is based on two components. A constant calculation for the "Capacity" portion of 25.8414% of the existing debt is allocated 35% to the City and 65% to the District. Second is a variable calculation for the "Upgrade/Rehabilitation" portion of the remaining 74.1586% of the existing debt is allocated based on the ESSSU percentages or split.
- The agencies negotiate the rate of City indirect administrative and overhead costs for District-only activities or projects (e.g. a main line replacement of a District asset) performed by the City or City contractor on the District's behalf.
- Any portion of capital projects paid by the District are capitalized on its books as intangible assets and depreciated.

(City/UVSD, 2021) (Fox, 2022)

The financial arrangement between the agencies for the combined sewer system operation is based on terms and conditions contained in multiple legal agreements. This complex structure represents the historically complicated nature of the relationship between the agencies involved and emphasizes the need for a more simplified service delivery structure for public wastewater in the Ukiah Valley area. It is recommended that the City and UVSD prepare a summary of the key points of agreement between the agencies related to finances in a single document to improve broad-based understanding and overall public transparency.

As a requirement of a 2020 loan refinance process, the City and UVSD collaborated in contracting with Hildebrand Consulting, LLC and The Reed Group, Inc. to prepare the 2020 Joint Sewer Rate Study completed on April 24, 2020. The 2020 Sewer Rate Study proposed increases for commercial and residential rate payers in response to anticipated current and future expenditure increases in operating costs, capital outlays, and settlement payments to the Sanitation District. The City adopted the wastewater rate increase on June 17, 2020 per Resolution No. 2020-34. The rate increase went into effect on October 1, 2020. An annual adjustment to rates was scheduled to continue at the beginning of each fiscal year (July 1) for four years. (V&F, 2021)(Ukiah, 2022) The figure below shows the City's current Wastewater Rate Schedule.

Figure 2-5 City of Ukiah Wastewater Rate Schedule

Table 16: City 5-Year Sewer Rate Schedule

	July 1, 2020	July 1, 2021	July 1, 2022	July 1, 2023	July 1, 2024
Monthly Service Charge*:	\$49.35	\$50.34	\$51.35	\$51.86	\$52.38
Consumption Rate (per HCF):					
Residential:	\$3.57	\$3.64	\$3.71	\$3.75	\$3.79
Commercial 1:	\$3.57	\$3.64	\$3.71	\$3.75	\$3.79
Commercial 2:	\$3.89	\$3.97	\$4.05	\$4.09	\$4.13
Commercial 3:	\$7.77	\$7.92	\$8.08	\$8.16	\$8.24
Commercial 4:	\$10.32	\$10.53	\$10.74	\$10.85	\$10.96

* Service Charge is per dwelling unit for residential and per ESSFU for commercial accounts (with a minimum charge of 1 ESSFU).

Source: Ukiah, 2022a.

Water Enterprise

The City contracted with Hildebrand Consulting, LLC and The Reed Group, Inc. to prepare the 2020 Water Rate Study completed on June 5, 2020. The 2020 Water Rate Study proposed to maintain the current cost allocation methodology and rate structure, involving a uniform water usage rate for all customer classes and monthly service charges based water meter size, and to change the total amounts allocated for the usage rate and service charges to meet revenue requirements and the cost of service analysis. The City adopted the water rate increase on August 19, 2020 per Resolution No. 2020-45. The rate increase went into effect on October 1, 2020. An annual adjustment to rates was scheduled to continue at the beginning of each fiscal year (July 1) for four years. (V&F, 2021)(Ukiah, 2022) The figure below shows the City's current Water Rate Schedule.

Figure 2-6 City of Ukiah Water Rate Schedule

Exhibit III-3 City of Ukiah Current and Proposed Water Rates						
	Current (1)	Oct. 2020	July 2021	July 2022	July 2023	July 2024
Water Usage Rate (\$/CCF)						
All Water Usage	\$ 3.22	\$ 3.26	\$ 3.48	\$ 3.72	\$ 3.98	\$ 4.18
Monthly Service Charge						
3/4" meter	\$ 37.85	\$ 39.88	\$ 42.67	\$ 45.66	\$ 48.86	\$ 51.30
1" meter	\$ 60.78	\$ 63.87	\$ 68.34	\$ 73.12	\$ 78.24	\$ 82.15
1 1/2" meter	\$ 117.57	\$ 123.31	\$ 131.94	\$ 141.18	\$ 151.06	\$ 158.61
2" meter	\$ 186.02	\$ 194.92	\$ 208.56	\$ 223.16	\$ 238.78	\$ 250.72
3" meter	\$ 345.80	\$ 362.14	\$ 387.49	\$ 414.61	\$ 443.63	\$ 465.81
4" meter	\$ 574.03	\$ 600.97	\$ 643.04	\$ 688.05	\$ 736.21	\$ 773.02
6" meter	\$ 1,144.08	\$ 1,197.51	\$ 1,281.34	\$ 1,371.03	\$ 1,467.00	\$ 1,540.35

Notes:

(1) Effective January 1, 2020.

Source: Ukiah, 2022a.

Electric Enterprise

An electric rate increase was proposed in February 2022 to address increasing cost pressures related to accelerated system investment for fire mitigation and to improve resiliency, such as undergrounding of facilities, coupled with an inflationary market increasing energy and transmission costs. Since 2017, electric utility reserves had been reduced to \$3.6 million, despite a target reserve of \$6.5 to \$7.5 million.

To meet these challenges and increase cash reserves to acceptable levels, a phased five-year rate increase was proposed with a review and adjustment of rates implemented each year (April 1) through 2026 to adequately account for changes in the Utility's reasonable operating costs.

In addition, the Ukiah 100% Green Energy Rate of an additional 2.021 cents per kilowatt hour was proposed to be established for customers interested in reducing greenhouse gas emissions via the electric utility procuring renewable energy resources on their behalf to match their monthly energy consumption.

The City adopted the electric rate increase and the Ukiah 100% Green Energy Rate establishment on February 2, 2022 per Resolution No. 2022-08. The rate increase went into effect on April 1, 2022.

In August 2022, a Power Cost Surcharge Rider was proposed to be established to fully recoup the cost to deliver power to Ukiah customers because the projections for energy costs from January 2022 utilized for the February 2022 rate increase and FY 2022-23 budget fell short of actual energy purchase costs due to the California energy market's price volatility from drought, natural gas prices, inflation, and geopolitical issues.

The Power Cost Surcharge was proposed to true-up any differences in the actual cost to provide power with the cost projected in January 2022, either up or down, and to be adjusted bi-annually on the first of April and October of every year.

The City adopted the electric rate increase on August 17, 2022 per Resolution No. 2022-54. The rate increase went into effect on October 1, 2022. The figure below show the City's current Electric Rate Schedule.

(Ukiah, 2022)

Figure 2-7 City of Ukiah Electric Rate Schedule

Residential Service Electric Rate E1, E2*							
Rate Year	Rate effective date	Energy kWh Charge		Monthly Fixed Charge - per KWH level			Mimimun monthly charge
		Kwh less than Baseline (\$/kWh)	kWh equal to or Greater than Baseline (\$/kWh)	Less than 200 kWh per month	201-550 kWh per month	Greater than 550 kWh per month	
1	April 1, 2022	\$0.14797	\$0.19395	\$1.00	\$1.75	\$2.75	\$5.00
2	April 1, 2023	\$0.16009	\$0.20983	\$2.00	\$3.19	\$4.56	\$5.00
3	April 1, 2024	\$0.17344	\$0.22733	\$3.00	\$4.63	\$6.38	\$5.00
4	April 1, 2025	\$0.18837	\$0.24691	\$4.00	\$6.06	\$8.19	\$5.00
5	April 1, 2026	\$0.20493	\$0.26861	\$5.00	\$7.50	\$10.00	\$5.00

(The amended rates will apply to the first full month's consumption following the rate's effective date)

BASELINE QUANTITIES (kWh PER MONTH)

	WINTER (Nov 1-Apr 30)	SUMMER (May 1 -Oct 31)
Basic Service (E1)	360	360
All Electric E2*	660	360

***All Electric Rate E2 was closed to new customers effective 1/1/2017.** Current customers will be allowed to stay on the rate no matter how they qualified. Other rate discounts and or adjustments to baseline quantities for various programs such as but not exclusive of senior and life support will remain the same. The minimum charge will be billed if the sum of the basic and the energy charges are less than the minimum charge amount.

This rate schedule is applicable to general commercial and non-commercial residential lighting, heating and all single phase and three phase alternating current loads in which energy use is less than 144,000 kWh per meter for 12 consecutive months. This schedule will not be applicable to commercial uses permitted by the City under a Home Occupation Permit.

Small Commercial Service Electric Rate E5, E6, C5, C6					
Rate Year	Rate effective date	Energy Charge (\$/kWh)		Monthly fixed charge (\$)	
		Winter	Summer	E5/C5	E6/C6
1	April 1, 2022	\$0.16090	\$0.20010	\$15.50	\$16.50
2	April 1, 2023	\$0.17619	\$0.21911	\$17.21	\$18.32
3	April 1, 2024	\$0.19292	\$0.23992	\$19.10	\$20.33
4	April 1, 2025	\$0.21125	\$0.26272	\$20.91	\$22.26
5	April 1, 2026	\$0.23132	\$0.28768	\$22.90	\$24.38

WINTER (Nov 1 – Apr 30)
SUMMER (May 1 – Oct 31)

***New electric accounts with intermittent loads (used infrequently) and disconnected within the last 12 months shall be charged \$50 in addition to all other new account fees**

This rate is applicable to commercial and non-residential lighting, heating, and all single phase and three phase loads in which energy use is 144,000 kWh or greater per meter for 12 consecutive months. The customer bill will consist of a basic month charge, energy and demand charges.

Demand Charge

The customer will be billed for demand according to the customer's "maximum kilowatt demand" each month. The number of kilowatt (kW) used will be recorded over 15-minute intervals: the highest 15-minute average kW use in the month will be the customer's maximum demand.

Medium/Large Commercial Service with Demand Electric Rate E7, C7						
Rate Year	Rate effective date	Energy Charge (\$/kWh)		Demand Charge (\$/kW)		Monthly Fixed Charge (\$)
		Winter	Summer	Winter	Summer	
1	April 1, 2022	\$0.11139	\$0.13834	\$5.48	\$8.10	\$114.62
2	April 1, 2023	\$0.12108	\$0.15037	\$6.42	\$8.85	\$137.54
3	April 1, 2024	\$0.13260	\$0.16470	\$7.03	\$9.69	\$150.61
4	April 1, 2025	\$0.14520	\$0.18030	\$7.70	\$10.61	\$164.92
5	April 1, 2026	\$0.15900	\$0.19740	\$8.43	\$11.62	\$180.59

WINTER (Nov 1 – Apr 30)
SUMMER (May 1 – Oct 31)

Industrial Service with Demand Electric Rate I1

This schedule is applicable to large industrial production, lighting, heating and all single and three phase loads in which energy use is an average of 75,000 kWh monthly or greater with a demand of 200 kW monthly or greater for at least six consecutive months (multiple meters at a single location will be combined).

The Industrial rate is applicable to large manufacturing facilities, defined as businesses or corporations that produce products for either wholesale or retail sales or businesses that contract to fulfill obligations to produce specific components.

Demand Charge

The customer will be billed for demand according to the customer's "maximum kilowatt demand" each month. The number of kilowatt (kW) used will be recorded over 15-minute intervals; the highest 15-minute average kW use in the month will be the customer's maximum demand.

Industrial Service with Demand Electric Rate I1 (Replaces EI Rate)						
Rate Year	Rate effective date	Energy Charge (\$/kWh)		Demand Charge (\$/kW)		Monthly Fixed Charge (\$)
		Winter	Summer	Winter	Summer	
1	April 1, 2022	\$0.08608	\$0.11300	\$5.29	\$8.10	\$143.27
2	April 1, 2023	\$0.09426	\$0.12374	\$5.92	\$8.83	\$179.09
3	April 1, 2024	\$0.10320	\$0.13550	\$6.48	\$9.67	\$196.10
4	April 1, 2025	\$0.11300	\$0.14840	\$7.10	\$10.59	\$214.73
5	April 1, 2026	\$0.12370	\$0.16250	\$7.77	\$11.60	\$235.13

WINTER (Nov 1 – Apr 30)
SUMMER (May 1 – Oct 31)

For customers wishing to promote the development and use of renewable energy; the City of Ukiah offers a 100% Green Electric Rate. This rate is available to all City of Ukiah customers.

The City will procure, on the customer's behalf, Renewable Energy to match the customer's monthly energy consumption. Customers choosing the Green Rate will incur an additional 2.021 cents per kWh for every kWh consumed during the billing period. The 100% Green Rate will be updated yearly and will be based on renewable energy cost, delivery costs and imposed fees. Customers may opt into the program anytime and may opt out any time after the second complete billing cycle on the program.

100% Green Energy Rate		
Program:	Ukiah Green Energy Rate:	Billing Period:
Ukiah Green Energy	0.02021 per kWh	Monthly

Electric Vehicle Charging Station Rate

This rate schedule is applicable to electric vehicle (EV) charging stations that are available to the public and owned by City of Ukiah Electric. This schedule is not applicable to EV chargers owned by the City of Ukiah or by private residences or businesses.

Electric Vehicle Charging Station Rate EV1 (Public)	
Charging Energy Rate, \$/kWh:	\$0.2100
Non-Charging (Parking) Rate \$/hr.	\$3.00

Source: Ukiah, 2022a.

Solid Waste Enterprise

The City provides solid waste collection services to residents and businesses through a contract with Ukiah Waste Solutions, Inc (UWS). The current solid waste rate was adopted by the City on December 6, 2017 per Resolution No. 2017-59. The rate schedule went into effect on January 1, 2018 and provided for annual modification based on changes in the Consumer Price Index, the Fuel Index, Recycling Reduction, and Pass-through Costs primarily from the disposal of solid waste collected at the Ukiah Transfer Station.

The UWS contract specifies that every five-years after rate adoption, the City will conduct a review of the rates in accordance with Proposition 218 procedures and standards to determine whether the automatic annual adjustments adequately account for the actual changes in the reasonable operating costs for UWS.

A five-year rate review was completed utilizing UWS business and financial records through December 30, 2020 and resulted in a proposed rate increase public hearing on March 16, 2022. A rate increase was not adopted at that time; therefore, the 2018 solid waste rate remains in effect. (Ukiah, 2022) The figure below shows the City's current Solid Waste Schedule.

Figure 2-8 City of Ukiah Solid Waste Rate Schedule

Effective Date January 1, 2018

SUMMARY OF RATES FOR STANDARD SERVICES

Service Level	YEAR 2018	New 2018 Rate
<u>Curbside Service</u>		
No Service Minimum Charge		\$ 10.00
20 gallon can rate		17.12
32 gallon can rate		18.63
68 gallon can rate		44.03
95 gallon can rate		62.02
Other combinations - rate per gallon		0.73
1 yard bin rate		131.80
1.5 yard bin rate		155.74
2 yard bin rate		207.67
3 yard bin rate		311.48
4 yard bin rate		415.31
6 yard bin rate		622.97
<u>Packout Service</u>		
32 gallon can rate		24.40
68 gallon can rate		57.31
95 gallon can rate		82.79
Other combinations - rate per gallon		0.89
<u>Remote Area Service</u>		
Add to the Packout Service rate.		8.14
In areas with limited access, an additional fee is charged to fund the costs of special equipment and special handling necessary to provide garbage pickup services. This fee is in addition to the "Packout Service" fee listed in this schedule.		

*10-gallon containers and rates will no longer be available to new customers, effective January 1, 2018.

<u>Commercial / Multi-Family Service</u>		
20 gallon can rate		20.68
32 gallon can rate		20.68
68 gallon can rate		48.87
95 gallon can rate		68.87
1 yard bin rate		131.80
1.5 yard bin rate		155.74
2 yard bin rate		207.67
3 yard bin rate		311.48
4 yard bin rate		415.31
6 yard bin rate		622.97

Source: Ukiah, 2022.

2.4.2 Long Term Financial Considerations

2.4.2.1 RESERVES

The Ukiah City Council approved Policy Resolution No. 39 in 2013, incorporated in the City's financial management policies, which established an unrestricted fund balance of at least 25-percent of annual operating expenditures in the General Fund to serve as a strategic reserve, ensuring liquidity of the General Fund and to make certain adequate resources are available to manage economic uncertainties (Fund Balance and Reserves Policy J.1).

The City maintains a general minimum reserve policy of 25-percent of annual expenditures in its major operating funds. Most funds have balances in excess of the minimum, including the General Fund, with a reported fund balance reserve of 52.3-percent of expenditures.

(V&F, 2021)(Ukiah, 2022)

2.4.2.2 OUTSTANDING DEBT

The City has issued and currently services a number of debt financings used to construct capital facilities and restructure more expensive obligations, such as its unfunded accrued pension liability (UAL), with lower-cost bond financing, resulting in significantly lower interest expense and budgetary savings over the remaining maturity of those obligations. Estimated total savings from restructured debt issues approached \$20 million. In fiscal year 2021-22, the City issued lease and rate revenue bonds totaling \$50 million to engage in infrastructure and other capital projects, and taking advantage of historically low borrowing costs while saving on construction costs, which have and will continue to increase dramatically due to historic inflationary pressures. Specifically, bond proceeds are scheduled as follows: \$25 million on streets and rights-of-way projects, \$15 million to reconstruct an end-of-life corporation yard, and \$10 million on electric equipment and infrastructure. These projects are expected to be completed by the 2024-25 fiscal year. The following schedules outline the debt service obligations for City governmental and enterprise activities, through their maturities. (Ukiah, 2022)

Figure 2-9 Long-term Debt Activity for FY 2022-23

Debt Service Schedule Governmental		Governmental Activities									
Year Ending	I-Bank Financing Lease (2017)		Capital Lease, Fire Engines (2017)		Capital Lease-Purchase, Fire Brush Truck (2020)		Equipment Lease-Purchase, Fire Self-Contained Breathing Apparatus System (2020)		Series 2020A Community Facilities Improvement Project Lease Revenue Bonds		
June 30,	Principal	Interest	Principal	Interest	Principal	Interest	Principal	Interest	Principal	Interest	
2023	91,173	130,383	112,338	15,622	21,389	4,355	31,921	6,961	90,000	89,750	
2024	94,182	127,050	115,159	12,800	21,907	3,837	32,694	6,188	95,000	87,050	
2025	97,290	123,609	118,051	9,908	22,437	3,307	33,485	5,397	95,000	84,200	
2026	100,501	120,053	121,016	6,943	22,980	2,764	34,295	4,587	100,000	80,400	
2027	554,495	542,690	187,246	4,693	23,536	2,208	35,125	3,757	105,000	76,400	
2028-2032	652,230	434,456	-	-	74,082	3,150	129,769	6,318	590,000	315,200	
2033-2037	767,188	307,151	-	-	-	-	-	-	715,000	188,400	
2038-2042	902,411	157,403	-	-	-	-	-	-	500,000	40,600	
2043-2047	404,047	15,271	-	-	-	-	-	-	-	-	
2048-2052	-	-	-	-	-	-	-	-	-	-	
Total	\$ 3,663,517	\$ 1,958,066	\$ 653,810	\$ 49,966	\$ 186,331	\$ 19,621	\$ 297,290	\$ 33,209	\$ 2,290,000	\$ 962,000	
Due within one year	\$ 91,173	\$ 130,383	\$ 112,338	\$ 15,622	\$ 21,389	\$ 4,355	\$ 31,921	\$ 6,961	\$ 90,000	\$ 89,750	
Due after one year	3,572,344	1,827,683	541,472	34,344	164,942	15,266	265,369	26,248	2,200,000	872,250	
Total	\$ 3,663,517	\$ 1,958,066	\$ 653,810	\$ 49,966	\$ 186,331	\$ 19,621	\$ 297,290	\$ 33,209	\$ 2,290,000	\$ 962,000	

Year Ending	Series 2020B CalPERS Prepayment Project Taxable Lease Revenue Bonds		Series 2022 Lease Revenue Bonds (Street Projects)		Series 2022 Lease Revenue Bonds (Corporate Yard Projects)		Total	
June 30,	Principal	Interest	Principal	Interest	Principal	Interest	Principal	Interest
2023	1,220,000	1,803,540	1,245,000	651,522	235,000	604,263	3,046,821	3,306,396
2024	1,295,000	1,784,374	1,335,000	564,200	280,000	560,063	3,268,942	3,145,562
2025	1,330,000	1,761,038	1,385,000	510,800	290,000	548,863	3,371,263	3,047,122
2026	1,380,000	1,734,411	1,440,000	455,400	305,000	537,263	3,503,792	2,941,821
2027	1,410,000	1,700,753	1,500,000	397,800	315,000	525,063	4,130,402	3,253,363
2028-2032	7,960,000	7,862,154	8,445,000	1,040,000	1,775,000	2,426,313	19,626,081	12,087,591
2033-2037	9,850,000	6,395,063	-	-	2,170,000	2,028,263	13,502,188	8,918,876
2038-2042	12,705,000	4,224,323	-	-	2,655,000	1,548,563	16,762,411	5,970,888
2043-2047	10,475,000	1,553,864	-	-	3,000,000	991,563	13,879,047	2,560,697
2048-2052	1,545,000	88,884	-	-	3,825,000	381,063	5,370,000	469,946
Total	\$ 49,170,000	\$ 28,908,403	\$ 15,350,000	\$ 3,619,722	\$ 14,850,000	\$ 10,151,275	\$ 86,460,948	\$ 45,702,263
Due within one year	\$ 1,220,000	\$ 1,803,540	\$ 1,245,000	\$ 651,522	\$ 235,000	\$ 604,263	\$ 3,046,821	\$ 3,306,396
Due after one year	47,950,000	27,104,863	14,105,000	2,968,200	14,615,000	9,547,013	83,414,127	42,395,866
Total	\$ 49,170,000	\$ 28,908,403	\$ 15,350,000	\$ 3,619,722	\$ 14,850,000	\$ 10,151,275	\$ 86,460,948	\$ 45,702,263

Source: Ukiah, 2022.

Figure 2-10 Long-term Debt Activity for FY 2022-23

Debt Service Schedule Enterprise (Business-Type)								
Year Ending June 30,	Enterprise Activities							
	2017 Cal Trans (FAA) Loan - Airport		2016 Water Revenue Refunding Bonds		2017 SRF Recycled Water Loan		Series 2020 Wastewater Refunding Bonds	
	Principal	Interest	Principal	Interest	Principal	Interest	Principal	Interest
2023	10,903	3,471	415,000	335,618	529,130	176,996	1,471,000	528,008
2024	11,157	3,217	435,000	316,444	534,421	171,705	1,507,000	492,192
2025	11,417	2,957	460,000	294,069	539,765	166,360	1,543,000	455,505
2026	11,683	2,691	480,000	270,569	545,163	160,963	1,581,000	417,934
2027	62,629	9,243	2,795,000	957,218	2,808,689	721,941	1,620,000	379,444
2028-2032	41,191	7,784	3,470,000	280,891	2,951,960	578,669	8,710,000	1,286,097
2033-2037	27,776	976	-	-	3,102,538	428,151	5,752,000	246,054
2038-2042	-	-	-	-	3,260,800	269,829	-	-
2043-2047	-	-	-	-	3,427,134	103,495	-	-
Total	\$ 176,756	\$ 30,339	\$ 8,055,000	\$ 2,454,809	\$ 17,699,600	\$ 2,778,109	\$ 22,184,000	\$ 3,805,232
Due within one year	\$ 10,903	\$ 3,471	\$ 415,000	\$ 335,618	\$ 529,130	\$ 176,996	\$ 1,471,000	\$ 528,008
Due after one year	165,853	26,868	7,640,000	2,119,191	17,170,470	2,601,113	20,713,000	3,277,225
Total	\$ 176,756	\$ 30,339	\$ 8,055,000	\$ 2,454,809	\$ 17,699,600	\$ 2,778,109	\$ 22,184,000	\$ 3,805,232

Year Ending June 30,	Series 2022 Lease Revenue Bonds (Utilities Projects)		Series 2022 Electric Revenue Bonds		Total	
	Principal	Interest	Principal	Interest	Principal	Interest
	2023	-	378,074	-	363,539	2,426,033
2024	-	356,300	310,000	388,350	2,797,578	1,728,208
2025	-	356,300	330,000	372,850	2,884,182	1,648,041
2026	-	356,300	345,000	356,350	2,962,846	1,564,807
2027	-	356,300	360,000	339,100	7,646,318	2,763,246
2028-2032	2,360,000	1,600,100	2,070,000	1,410,750	19,603,151	5,164,291
2033-2037	2,885,000	1,071,800	2,590,000	906,850	14,357,314	2,653,831
2038-2042	3,525,000	434,200	3,185,000	311,600	9,970,800	1,015,629
2043-2047	-	-	-	-	3,427,134	103,495
Total	\$ 8,770,000	\$ 4,909,374	\$ 9,190,000	\$ 4,449,389	\$ 66,075,356	\$ 18,427,252
Due within one year	\$ -	\$ 378,074	\$ -	\$ 363,539	\$ 2,426,033	\$ 1,785,705
Due after one year	8,770,000	4,531,300	9,190,000	4,085,850	63,649,323	16,641,547
Total	\$ 8,770,000	\$ 4,909,374	\$ 9,190,000	\$ 4,449,389	\$ 66,075,356	\$ 18,427,252

Source: Ukiah, 2022.

2.4.2.3 CAPITAL IMPROVEMENT PLAN

A Capital Improvement Plan (CIP) is a comprehensive financial planning tool that identifies and prioritizes current and future major capital asset projects for facilities, infrastructure, and equipment.

The [City's CIP Schedule for FY 2022-23 through FY 2026-27](#) identifies estimated costs and potential funding sources for capital projects over the next five years in the following categories: Streets & Rights-of-Way, Infrastructure, Information Technology, Facilities, Buildings, and Land, Vehicle and Machinery & Equipment, Future Projects, and Unfunded Projects. Actual project implementation is scheduled and funded as part of the annual budget development process.

The [City's Ukiah Capital Improvement Map](#) is an interactive way for the public to view the location and description for individual capital projects. There is additional information for individual capital projects available under the map through CIP Category tiles which provide project tiles by capital project name.

The City uses current financial resources, including current revenues and available fund balance or working capital reserves, to finance routine maintenance and repairs of City facilities and equipment. The City uses a combination of current resources (revenues and reserves), interfund borrowing, and debt

financing to fund major capital improvements and some major equipment purchases. Debt financing is typically reserved for purchasing assets with an estimated useful life of more than ten-years. (Ukiah, 2022)

Figure 2-11 FY 2020-21 City of Ukiah Statement of Net Position

City of Ukiah
Statement of Net Position
June 30, 2021

	Primary Government		Total
	Governmental Activities	Business-type Activities	
ASSETS			
Cash and investments	\$ 15,763,095	\$ 20,133,777	\$ 35,896,872
Restricted cash and investments	2,864,287	-	2,864,287
Investment in NCPA reserves	-	7,749,546	7,749,546
Accounts receivables (net allowance for uncollectibles)	6,252,963	7,680,913	13,933,876
Notes and loans receivable	121,175	-	121,175
Inventories and prepaids	207,097	1,430,648	1,637,745
Land held for resale	2,435,114	-	2,435,114
Internal balances	943,385	(943,385)	-
Noncurrent assets:			
Notes and loans receivable	11,868,777	5,500	11,874,277
Capital assets not being depreciated:			
Land	4,092,630	7,042,727	11,135,357
Construction in progress	6,971,422	8,470,658	15,442,080
Intangible assets	-	180,000	180,000
Capital assets, net depreciation:			
Buildings and improvements	14,013,246	29,341,998	43,355,244
Infrastructure and network	29,801,312	127,499,366	157,300,678
Machinery equipment and vehicles	3,525,612	5,515,025	9,040,637
Total assets	<u>98,860,115</u>	<u>214,106,773</u>	<u>312,966,888</u>
DEFERRED OUTFLOWS OF RESOURCES			
Deferred outflow of resources related to pension	35,276,895	18,409,328	53,686,223
Total deferred outflows of resources	<u>35,276,895</u>	<u>18,409,328</u>	<u>53,686,223</u>
Total assets and deferred outflows of resources	<u>134,137,010</u>	<u>232,516,101</u>	<u>366,653,111</u>
LIABILITIES			
Accounts payable	3,998,603	2,232,794	6,231,397
Accrued payroll liabilities	1,241,136	650,835	1,891,971
Interest payable	639,990	311,375	951,365
Deposits payable	-	5,724	5,724
Noncurrent liabilities:			
Due within one year	1,124,841	3,914,868	5,039,709
Due in more than one year	78,801,801	106,385,420	185,187,221
Total liabilities	<u>85,806,371</u>	<u>113,501,016</u>	<u>199,307,387</u>
DEFERRED INFLOWS OF RESOURCES			
Deferred inflow of resources related to pension	436,336	8,893	445,229
Total deferred inflows of resources	<u>436,336</u>	<u>8,893</u>	<u>445,229</u>
Total liabilities and deferred inflows of resources	<u>86,242,707</u>	<u>113,509,909</u>	<u>199,752,616</u>
NET POSITION			
Net investment in capital assets	50,915,097	126,053,127	176,968,224
Restricted for:			
Housing and community development	13,749,628	-	13,749,628
NCPA Projects	-	251,126	251,126
Parks and recreation:			
Expendable	8,460	-	8,460
Nonexpendable	137,576	-	137,576
Public safety	920,250	-	920,250
Public works	668,822	-	668,822
Unrestricted	(18,505,530)	(7,298,061)	(25,803,591)
Total net position	<u>\$ 47,894,303</u>	<u>\$ 119,006,192</u>	<u>\$ 166,900,495</u>

Source: V&F, 2021.

2.5 Growth

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 development.

2.5.1 Present and Planned Land Use and Development

2.5.1.1 COMMUNITY PROFILE

Ukiah is a travel and recreation-oriented destination and serves as a hub for Lake, Mendocino, southern Humboldt, and northern Sonoma counties. The Ukiah business environment is positive and well organized. Driven by an active business and tourism alliance, local businesses are community-oriented and engaged in City-business partnerships, including economic development, job creation, tourism, and community events. The City's permanent retail trade area population is approximately 104,000 people with 45,000 within a 10-mile radius. Ukiah's historic downtown area is the center of commercial activity within the community. There are also commercial areas along Orchard/Perkins corridor, Airport Park Boulevard, Perkins Street, as well as much of State Street.

The City's total labor force is approximately 6,960. Unemployment in Ukiah was approximately 6.4 percent in June 2021, down from 15.3 percent in June 2020. Within ten miles, there is a diverse labor force specializing in such occupations as sales, technical and professional services, education, medical, agriculture, and government services, and other specialties. The largest employment sectors in the Ukiah area are: government (county and city); education; healthcare; light industry; and the service and hospitality trades. The agricultural and construction sectors are important, and the transportation/public utilities, wholesale trade, finance/insurance/real estate and manufacturing sectors round out the employment picture. Some of the larger employers in the primary trade area include the Ukiah Valley Medical Center, Ukiah Unified School District, County of Mendocino, City of Ukiah, and Savings Bank of Mendocino County. Approximately 19.14 percent of all jobs in Mendocino County are located within the City of Ukiah.

(V&F, 2021)(Ukiah, 2022)

2.5.1.2 LAND USE PLANNING HISTORY

The 1995 City of Ukiah 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, as well as goals, policies and programs that reflected an area-wide approach. (Ukiah, 2020)

In 2011, 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. (Ukiah, 2020)

In February 2019, the City of Ukiah, with support from the County of Mendocino and the Airport Land Use Committee initiated a planning effort to prepare an updated compatibility plan for the Ukiah Municipal Airport, entitled the Ukiah Municipal Airport Land Use Compatibility Plan (UKIALUCP). Subsequently, on July 21, 2021, the City adopted the UKIALUCP. The basic function of this airport land use compatibility plan is to promote compatibility between the Airport and surrounding land uses. The plan sets compatibility criteria applicable to local agencies in their preparation or amendment of land use plans and ordinances and to landowners in their design of new development. By maintaining an updated and

compatible airport land use plan, the City provides clarity to developers regarding potential development within areas influenced by the airport. (MCALUC, 2021)

While the 1995 City General Plan has served the community well, the City has initiated an update to refine the Plan, address emerging trends and recent State laws, consider new issues, and remove completed implementation measures. The City General Plan Update is being developed by City staff with direction from the City Council and input from the Planning Commission and the community. Completion is expected by 2023.

In accordance with good planning principles and practices, LAFCo has coordinated with the City's General Plan Update process to prepare a concurrent MSR and SOI Update, which will be analyzed in the City's 2040 General Plan Update and associated Environmental Impact Report (EIR).

2.5.1.3 LAND USE

Existing development in the Ukiah Valley consists of a mix of uses, including agricultural, residential, commercial, and light industrial. The City boundaries encompass 4.72 square miles. 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 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. The table below shows a breakdown of existing land uses based on review provided by the Mendocino County Assessors' Office and considers the taxed use for each parcel. This 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 (Ukiah, 2020)(Ukiah, 2022).

Land Use	Acres	Percent of City Jurisdiction
Agriculture	72.4	2.4
Commercial	376.3	12.3
Industrial	43.4	1.4
Parks and Open Space	299.2	9.7
Public/Quasi-Public	574.9	18.7
Residential	1015.2	33.1
Vacant	239.4	7.8
Undefined	16.3	0.5
Roadways	433.9	14.1
Total	3,071	100.0

Source: Ukiah, 2020.

Single-Family Residential (R-1) zoning is predominant (55%); however, since 2017, a number of multi-family residential projects have been completed or planned for development. These projects are indicative of the City's efforts to appropriately locate housing within City limits with immediate access to needed services, infrastructure and retail (Table 2.10). Additionally, recent large-scale commercial developments include two developments on Airport Boulevard were completed since 2017 (Table 2.10).

Table 2.10 Large Scale Development Projects since 2017

Development Name	Location	Units	Status
Residential Projects			
Willow Terrace	237 East Gobbi Street	38	Completed 2018
Sun House Apartments	170 Cleveland Lane	41	Completed 2018
Main Street Apartments	345 North Main Street	35	Completed 2019
Ukiah Senior Apartments	763 South Oak Street	31	Completed 2021
Live Oak Apartments – Project Homekey	555 South Orchard Avenue	50	30 Units Completed; 20 Units Remain Under Construction, 2022
Acorn Valley Plaza	210 East Gobbi Street	72	Permit Review, 2022
Commercial Projects			
Costco Wholesale	1275 Airport Boulevard	141,000 sq ft	Completed 2018
Holiday Inn Express	1270 Airport Park Boulevard	52,634 sq ft/92 rooms	Completed 2021

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, General Urban (GU), Urban Center (UC), and Downtown Core.

- 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.

Including the aforementioned downtown districts, the City of Ukiah has 11 additional 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 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.

Table 2.11 shows the land distribution of existing land use zones in the City of Ukiah.

Zone	Acres	Percent (%)
Community Commercial (C1)	203.5	7.7
Heavy Commercial (C2)	138.4	5.2
Neighborhood Commercial (CN)	49.6	1.9
Manufacturing (M)	28.5	1.1
Planned Development, Commercial (PDC)	128.5	4.9
Planned Development, Residential (PDR)	91.5	3.5
Public Facilities (PF)	638.3	24.2
Single-Family Residential (R1)	626.0	23.7
Single Family Residential, Hillside (R1H)	489.4	18.6
Medium-Density Residential (R2)	75.1	2.8
High-Density Residential (R3)	108.4	4.1
Downtown Core (DC)	5.2	0.2
General Urban– (GU)	14.7	0.6
Urban Core (UC)	37.7	1.4
Right-of-Way	2.4	0.1
Total	2637.2	100.0

Source: Ukiah, 2020.

In the UVAP, the County supplements its General Plan inland land use classifications, adding several special land use classifications associated with specific parcels within the UVAP planning area. The following new land use classifications are specific to the UVAP planning area:

- Mixed Use North State Street (MUNS)
- Mixed Use Brush Street Triangle (MUBST)
- Mixed Use General (MU-2)

Generally, mixed use and compact development patterns allows greater efficiency and economy in providing public services, conserves agriculture and resource lands, preserves the rural character desired by many of the County’s residents, and can provide more affordable housing. It also encourages more walking and biking, benefiting community health. Both the County’s General Plan and this document

include Mixed Use as a land use option. Within the UVAP, Land Use policies encourage higher population, building and land use density and intensity along appropriately classified roads with existing capacity.

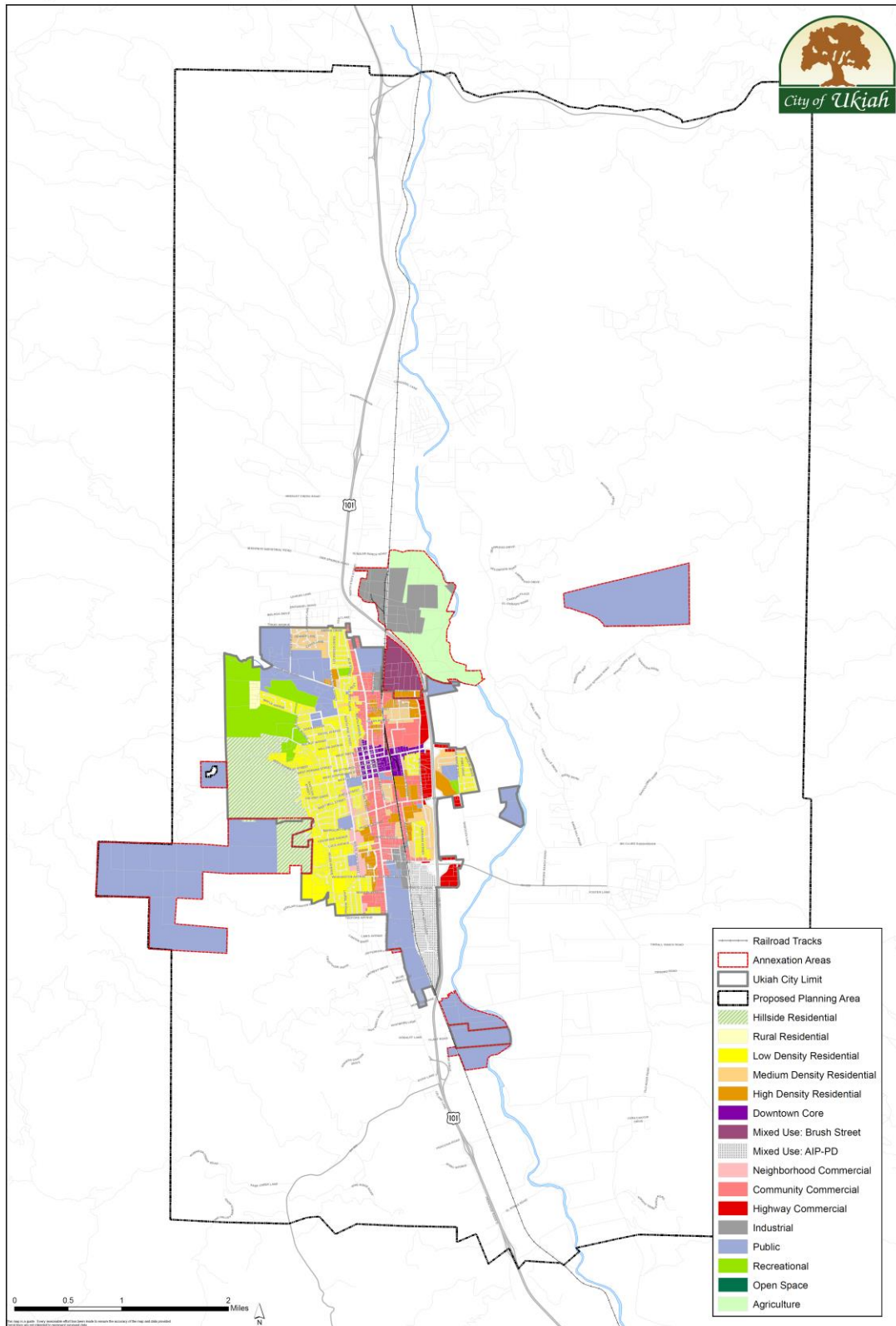
(Ukiah, 2020)

2.5.1.4 DEVELOPMENT

Future development patterns in the Ukiah Valley are anticipated to follow applied zoning and proximity to existing infrastructure, maintaining a north-south pattern following the major transportation corridors. The area within the City limits is approaching build-out and a relatively significant level of urban development has already occurred in areas adjacent to the City, particularly along North State Street. The UVAP effectively maintains these past patterns and inserts new mixed-use and commercial considerations along the US 101 corridor, as well as limited growth in the eastern hills. (LAFCo, 2021)

As part of the City's 2040 General Plan Update, the City is developing an updated land use map that will guide locations of specific land uses, as well as what density/intensity of development will be allowed. (Figure 2-12) In April 2022, the City Council selected a preferred development pattern (Alternative #3) that introduced new, expanded land use designations that provide greater distinction between residential and commercial land use types and align existing land uses with corresponding designations. Four new designations are included to reflect a variety of considerations, including Hillside Residential, Agriculture, Mixed-Use: Brush Street Triangle, and Mixed Use: AIP-PD. The selected alternative also identified increased residential densities and building intensities (FARs). (Ukiah, 2022b)

Figure 2-12 City of Ukiah 2022 General Plan Update Land Use Diagram
City of Ukiah Planning Area



Source: Ukiah, 2022.

In the 2019 Housing Element process, 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. As required by State Law, the vacant and underutilized parcel list is updated annually, and is included as **Appendix C** to this MSR. While considered vacant, it is noted that only a handful of these parcels have no intended development within the next ten years. Most are associated with some intended development for expansion or replacement of existing facilities, such as the County Courthouse, hospital, airport, etc.

While not particular to the City of Ukiah, recent updates to State law will inform and encourage more effective use of underutilized properties within the City, as well as bolster additional infill projects. SB 9, as well as various Accessory Dwelling Unit (ADU) streamlining efforts, including AB 68, AB 881, SB 13, AB 587, AB 670 and AB 671 encourage the use of underutilized properties by reducing the barriers to subdivision or more intensive residential use of existing space. In 2022, the City processed its first SB 9 subdivision. Beginning in 2020, staff notes that 17 applications for ADU construction or conversion have been received by the City.

In the coming years, substantial opportunities for redevelopment or adaptive reuse will arise in the City's downtown. Opportunities include development of a new courthouse along East Perkins Street, as well as redevelopment of the former courthouse site and associated facilities along State Street and School Streets. These future projects follow recent investments along the State Street corridor that included sidewalk widening, curb ramps and bulb outs, street lights, street furniture and tree planting. The project also included a road diet between Henry Street and Mill Street that transformed the existing corridor into a more walkable environment. Additionally, future streetscape improvement projects are proposed along the State Street and Perkins Street corridors in accordance with the City's Capital Improvement Plan.

The California Court system is planning to develop a new courthouse to serve Mendocino County, which will replace two County Courthouses that have been deemed unsafe, overcrowded, and physically deficient court facilities: the main Ukiah Courthouse and the Willits branch. The Mendocino Courthouse in Ukiah dates to the 1950s and is located on a downtown city block between South State and South School Streets, and West Perkins and West Standley Streets. The Willits branch closed at the end of 2009.

The current Courthouse in downtown Ukiah is overcrowded and has significant security deficiencies, functional deficiencies, and problems with access under the Americans with Disabilities Act (ADA). As proposed, the new courthouse will be located off East Perkins Street behind the historic train depot. Hospital Drive will be extended into the property, where it will meet with a new extension of East Clay Street. The City is facilitating this development in order to preserve the community's interest in the location and functionality of the project, ensure that "islands" of land that can't be developed aren't created, keep the development compatible with other City plans and projects, and ensure that no negative impacts (parking, drainage, etc.) will result from the project.

The site of the existing courthouse, as well as associated County facilities such as parking lots and administrative offices that may need to be relocated, present substantial opportunity for enhancing the urban fabric of Downtown Ukiah. The proposed courthouse project will provide a new 7-courtroom courthouse of 82,000 square feet and will include secured parking for judicial officers and approximately 160 surface parking spaces for jurors and the public, with solar power generation capability.

Another substantial downtown redevelopment site is the Palace Hotel, which has been vacant since 1995. The building is privately owned, thus complicating the abatement process. Over the last three decades, the City of Ukiah has actively worked to encourage improvements of the nearly 60,000 square foot structure. Various studies, evaluations, and an appraisal were commissioned by the City and/or the Redevelopment Agency in an effort to facilitate repairs. In 2021, the City entered into a purchase agreement, starting a nine-month escrow during which additional due diligence will be performed. If the current purchase agreement closes successfully and other terms of the settlement agreement are reached, redevelopment of the site can commence. (Ukiah, 2022a)

In general, the City of Ukiah has a demonstrated history of attracting new tenants when larger retail properties have become vacant. This includes Home Depot replacing Big Kmart and Kohl's replacing Mervyn's. This trend extends to manufacturing uses as well, where recent cannabis related businesses have been approved to occupy vacant manufacturing/warehouse structures at 902 Waugh Lane (APN 003-090-38), as well as 120 and 150 Brush Street (APN 002-040-32).

2.5.1.4.1 Annexation Efforts

Annexation efforts for the City of Ukiah have been discussed over the last three decades and addressed in multiple planning documents. Themes within these documents include collaboration between cities on regional housing and the need for preservation of open space and agricultural lands. Consistent with direction received from Council, an adopted Annexation Policy, and relevant City and County planning documents, the City of Ukiah intends to pursue annexation of land within the planning period of this study. The areas currently proposed for annexation are identified in Table 2.12.

Annexation Area	LAFCo File No.	Acreage	Status
City-Owned Properties	A-2021-01	+437	Submitted 2020
Western Hills Area	A-2022-02	+707	Submitted 2022
Brush Street/Masonite Area	TBD	+473	Tentatively proposed for 2023
Total		+1,617	

The following provides additional detail about the areas proposed for annexation. Annexation requests and jurisdictional changes must be reviewed and approved first by City Council, then by the County for Tax Share Agreement, and then by LAFCo, and must be located within an agency's SOI, among other requirements.

A: City-Owned Properties: The City proposes to annex approximately 437 acres of non-contiguous City-owned properties acquired by the City for public purposes over the past three decades. The City, however, only recently applied to LAFCo for annexation (LAFCo File No. A-2021-01). City-owned lands proposed for annexation include the following:

- The former landfill site on Vichy Springs Road;
- An airport hanger associated with the Ukiah Municipal Airport along South State Street;
- Landbanked properties, recycled water infrastructure, and a wastewater treatment pond adjacent to the City's Wastewater Treatment Plant along Norgard Lane, Taylor Drive and Plant Road;
- The City's Solid Waste Transfer Station located on Plant Road;
- Former fish hatchery and headwaters for Gibson Creek, at the terminus of Standley Street.

As mentioned above, the majority of these properties host City operations such as the WWTP, recycled water system, and a portion of the Ukiah Municipal Airport. Other parcels are undeveloped and are to be preserved as open space.

Once annexed, these City-owned properties would continue to be used for their existing uses of agriculture, open space, or municipal function. As such, these lands are proposed to be designated as Public Facilities, and the buildout analysis assumed no 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 properties totaling approximately 473 acres north of the City limits and consists of areas locally known as the “Masonite” and “Brush Street Triangle”. These areas are located 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 UVAP Mixed-Use: Brush Street Triangle designation. For the Masonite area, the existing Industrial designation was used. The Agriculture designation is proposed to remain on the areas south of the Masonite site and north of Ford Road that are currently developed with agriculture uses.

C: Western Hills Annexation Area.

This request is concentrated in the hills west of Ukiah. This area contains approximately 752 acres and a portion of that area (707 acres) is being pursued as part of the Western Hills Open Land Acquisition and Limited Development Agreement, approved by City Council on September 15, 2021. Approximately 640 acres of this land is currently preserved for open space conservation and is pre-zoned as Public Facilities. Approximately 54 acres of this land would allow for residential development through the creation of seven “Development Parcels,” beginning at the terminus of Redwood Avenue. Parcels eligible for residential uses feature a Single-Family Residential – Hillside Overlay, allowing for a maximum of 14 units total (seven-single family homes and seven accessory dwelling units) upon annexation. Additionally, 14 acres of privately owned property was included in the Western Hills Open Land Acquisition and Limited Development Agreement for access to the project parcels. These parcels currently provide access to the project and are also proposed for annexation. Although these parcels are pre-zoned as Single-Family Residential – Hillside Overlay for consistency with surrounding zoning and land uses, they are not included in the Development Agreement and no further development is proposed or expected. Finally, approximately 44 acres of private property are included in this annexation to address existing LAFCo policies and known mapping errors, and to avoid the formation of an unincorporated island. The median size of these privately owned parcels is .94 acres, as the majority are unincorporated remnants of lots already developed within the City along Lookout Drive. As these additional parcels are privately owned, the application of a Public Facilities zoning designation is inappropriate. Therefore, a Single-Family Residential - Hillside Overlay was applied to these fragment and island parcels for consistency.

2.5.2 Existing Population and Projected Growth

Over the past several years, Ukiah’s population has remained relatively static, hovering around 16,000 residents. 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. Based on the 2020 Census, the population for the City is 16,607.

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% annually. (Ukiah, 2020a) As of January, 2022, similar to the State of California, a slight population decline was noted for the City of Ukiah (-0.9%) and County of Mendocino (-0.7%). As of January 1, 2022, the population for the City of Ukiah was 16,228. (DOF, 2022)

Within the City’s 2020 Urban Water Management Plan (UWMP), the City cites a Department of Finance (DOF) growth rate of 0.36% for their projections. Population projections for 2045 from the UWMP at every five-year increment are shown in the table below (Ukiah, 2020b):

Year	Population
2025	16,350
2030	16,639
2035	16,928
2040	17,217
2045	17,506

Source: Ukiah, 2020b.

2.5.3 Demographics and Housing

Overall, Ukiah has a population that 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, an older and increasingly aging population. In 2010, the median age in the county was 41.5 years old, which increased to 42.4 years old in 2017. Ukiah also has a high percentage of working age residents between 25 and 54, which combine to make up nearly 42% of the population.

While a majority of the population identifies as White (57.3%), nearly a third of the population identifies as Hispanic or Latino (32.7%). This differs from Mendocino County as a whole where just 24.5% of the population identifies as Hispanic or Latino. Approximately 30% of Ukiah residents speak a primary language other than English, compared to a countywide average of approximately 22%.

The California DOF estimates that in January 2018, the majority (55%) of the City’s housing stock was single-family detached homes. The second most common type of housing was multifamily (19%), which includes apartments and condominiums. In 2018, there were significantly less 2-unit to 4-unit complexes or mobile homes. From 2013-2017, Ukiah had a higher rate of overcrowding in owner-occupied households at 6.3% compared to statewide rate of 4.0%. However, statewide, there was significantly more overcrowding in renter-occupied housing at 13.3% compared to 2.9% in Ukiah.

Over 90% of all housing stock in the City of Ukiah was built prior to 1990 and is over 30 years of age. Only 10% of housing stock is newer, and until quite recently very few new housing units were constructed. From 2013-2017, Ukiah had a higher rate of overcrowding in owner-occupied households at 6.3% compared to statewide rate of 4.0%. However, statewide, there was significantly more overcrowding in renter-occupied housing at 13.3% compared to 2.9% in Ukiah.

State law requires each city and county to plan for its “fair share” of the statewide housing need. This fair share is calculated through a process called the Regional Housing Needs Allocation (RHNA). For the sixth cycle RHNA projection period from December 31, 2018 to August 15, 2027, the City of Ukiah was assigned a RHNA of 239 units. Even after accounting for the difference in the number of years in this cycle compared to the 2014-2019 cycle, the 2018-2027 RHNA is significantly higher (more than 200 percent) than the 2014-2019 RHNA at 45 units.

(Ukiah, 2020a)

In general, the City continues to make adequate progress on its assigned RHNA. In 2021, the City reported completion of 86 of the required 239 units with 5 years remaining in the accounting period.

Income Level	Units Required	Units Issued	Units Remaining
Very Low	86	30	56
Low	72	33	39
Moderate	49	11	38
Above Moderate	32	12	20

Source: Ukiah, 2022.

2.6 Disadvantaged Unincorporated Communities

Senate Bill (SB) 244, which became effective in January 2012, requires LAFCo to evaluate any Disadvantaged Unincorporated Communities (DUCs), including the location and characteristics of any such communities, when preparing an MSR that addresses agencies that provide water, wastewater, or structural fire protection services. A DUC is an unincorporated geographic area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$80,440 or \$64,000 (USCB, 2019c). This State legislation is intended to ensure that the needs of these communities are met when considering service extensions and/or annexations in unincorporated areas.

2.6.1 CALAFCO DUC Mapping

Three DUCs were identified per the [CALAFCO Statewide DUC Mapping Tool](#), which is based on the American Community Survey 5-Year Data (2015-2019) and updated March 2022. The mapping parameters meet the definition of DUCs per SB 244 and utilizes a threshold of 50 registered voters to identify communities. The following DUCs are located Adjacent to the City of Ukiah (CALAFCO, 2022).

- DUC #1: Ukiah SXSW
- DUC #2: Norgard/Airport South
- DUC #3: Empire Gardens (Alexander Estates)

2.6.2 City General Plan Update DUC Analysis

As defined under Government Code Section 65302.10, the DUCs identified below for the City of Ukiah 2040 Land Use Element are detailed in Table 2.15 and shown in Figure 2-13. The DUCs of ‘Talmage’ and ‘The Forks’ were identified by the County of Mendocino in their 6th Cycle Housing Element and for consistency are included in this review.

- 1) Ukiah SXSW

- 2) Norgard/Airport South
- 3) Empire Gardens (Alexander Estates)
- 4) Talmage
- 5) The Forks

Table 2.15 Infrastructure in Disadvantaged Unincorporated Communities – City of Ukiah 2022					
DUC Identifier	Water	Wastewater	Storm-Water	Fire Protection	Underserved
South - City of Ukiah City Limits					
Ukiah SXSX - DUC	■	■	■	■	■
Norgard/ Airport South – DUC	■	■	■	■	■
North - City of Ukiah City Limits					
Empire Gardens (Alexander Estates)– DUC	■	■	■	■	■
Mendocino County Housing Element DUCs					
The Forks - DUC	■	■	■	■	■
Talmage - DUC	■	■	■	■	■
KEY:					
■ No Deficiencies					
■ Deficient					

Ukiah SXSX (DUC #1): The Ukiah SXSX DUC is located adjacent to the southwestern boundary of the City of Ukiah in unincorporated Mendocino County. This area spans from Beacon Lane to Gobalet Lane and includes ±586 parcels totaling ±286 acres with a mixture of single-family, mobile-home and multi-family residential units. Considered a ‘Fringe Community’, this DUC is within the existing and proposed Sphere of Influence for the City of Ukiah, and was first identified by the City of Ukiah in 2019.

While the DUC boundaries identified by CALAFCO are slightly different than those finalized, the City has updated the boundaries to remove parcels not contiguous to City limits or the DUC itself. The community is associated with Block Group 2, Census Tract 113, which has a MHI of approximately \$44,229.

Norgard/Airport South (DUC #2): The Norgard/Airport South DUC is located adjacent to the southern boundary of the City of Ukiah in unincorporated Mendocino County to the north of Norgard Lane. Considered a ‘Fringe Community’, it is within the existing and proposed Sphere of Influence for the City of Ukiah. Approximately half of this DUC was identified by the City of Ukiah in 2019. Presently, this area includes 36 parcels totaling nearly 15 acres. It is adjacent to the Ukiah Municipal Airport, and is bifurcated by U.S. Route 101 (US 101).

While the DUC boundaries identified by CALAFCO are slightly different than those finalized, the City has modified this boundary to include similar residential development to the east of the US 101. The community on the eastern side of the US 101 is within a different Census Block Group, which is a potential reason why it was not included with the previous analysis.

Additional considerations for this DUC include development limitations created by the associated Airport Compatibility Zones, as well as the applied non-residential zoning designations of industrial (Light-Industrial – I 1) and agricultural (AG 40). The community is primarily associated with Block Group 3, Census Tract 116, which has a MHI of approximately \$31,344. Again, a portion of the community also exists in Block Group 2, which is substantially wealthier.

According to the County of Mendocino Geographic Information System (GIS), as well as FEMA flood maps, portions of the community, particularly along Norgard Lane, are within the 100-year floodplain. With limited storm-water infrastructure, flood-events for this DUC are likely to be more severe and frequent in the future. Both Pomo Lane and Townswend Lane are considered private, and are not publicly maintained. Stormwater drainage capture and transport appear non-existent within this community. Even roadside ditches, used to manage and transport stormwater runoff, appear limited. There does appear to be some curbs diverting water in front of at least one (1) residential property along Norgard Lane, but it does appear installed as part of a planned system. Due to these conditions, the Norgard/Airport South DUC is considered underserved for stormwater, and is underserved overall due to the constraints of zoning, noise, airport land use, and flooding.

Empire Gardens (Alexander Estates) (DUC #3): This Empire Gardens DUC is adjacent to the northern boundary of the City of Ukiah in unincorporated Mendocino County. Considered a ‘Fringe Community’, it is within the existing and proposed Sphere of Influence for the City of Ukiah, and was identified as a DUC by the City of Ukiah in 2019. This area includes 295 parcels spanning approximately 66 acres that feature a mixture of single-family, duplexes and multifamily residential.

While the DUC boundaries identified by CALAFCO are slightly different than those finalized, the City has modified the boundaries, as previous iterations included a gap between the City boundary and the identified DUC. Additionally, the DUC as identified by CALAFCO included portions of active agricultural land, as well tribal properties.

The community is associated with Block Group 1, Census Tract 113, which has a MHI of approximately \$47,833

The Forks (DUC #4): The Forks DUC is located due north of Ukiah and one mile west of Lake Mendocino. It was originally identified by the County of Mendocino and the City of Ukiah in their respective 6th Cycle Housing Elements. Considered a ‘Fringe Community’, it is within the existing and proposed Sphere of Influence for the City of Ukiah. The Forks DUC was not identified by the CALAFCO Statewide DUC Mapping Tool, but is included to ensure consistency with the County of Mendocino’s Housing Element, as it is located within the City’s proposed Sphere of Influence.

The existing residential land uses located in The Forks DUC consist of approximately 75 housing units on approximately 85 acres. The current Mendocino County zoning is primarily Suburban Residential (SR), although there are some agricultural parcels as well. Surrounding land uses consist mainly of low-density residential uses, but the DUC itself includes the mobile-home park communities of ‘Happiness Is’ and ‘Lake Mendocino Mobile Home Estates’. The West Fork Estates subdivision was not included or identified as part of this DUC. Per the County of Mendocino’s Housing Element, The Forks DUC has a median household income of \$53,735 or lower.

Talmage (DUC #5): The Talmage DUC is located one mile southwest of Ukiah along Talmage Road and bounded by Mill Creek to the south. Existing residential land uses located in Talmage DUC consist of

approximately 136 housing units within an area of 49 acres, leading to an average density of 2.8 dwelling units per acre. The current Mendocino County zoning in Talmage DUC is Suburban Residential (SR), Multi-Family Residential (R3), and Inland Limited Commercial (C1). Surrounding land uses consist mainly of agricultural and low-density residential uses. The Census tract where Talmage DUC is located contains median household incomes of \$53,735 or lower. Presently, there is no wastewater collection and treatment system in Talmage DUC. Talmage DUC is considered underserved for wastewater and storm-water infrastructure.

2.6.3 City General Plan Update – Environmental Justice Policies

As required by State Law, environmental justice objectives and policies should seek to reduce the unique or compounded health risks in disadvantaged communities through strategies such as reducing pollution exposure, improving air quality, and promoting public facilities, food access, safe and sanitary homes, and physical activity; promote civil engagement in the public decision-making process; and prioritize improvements and programs that address the needs of disadvantaged communities. Included below are some of the policies identified in Section 2.7 (Environmental Justice) of the City’s 2040 General Plan.

2040 General Plan Goals and Policies

Goal: LU-12: To ensure that land use decisions do not adversely impact disadvantaged individuals and groups differently than the population as a whole.

- **Policy: LU 12.2: Disproportionate Land Use Impacts** - The City shall evaluate and avoid, reduce, or mitigate disproportionate adverse health and safety impacts of land use decisions on identified disadvantaged communities.
- **Policy: LU 12.3: Coordination on Siting of Utilities** - The City shall coordinate with utility providers in the siting, site layout, and design of gas and electric facilities, including changes to existing facilities, to minimize environmental, and safety impacts on disadvantaged communities.

Goal: LU-14: To develop, implement, and enforce policies to ensure access to safe and sanitary housing throughout the community.

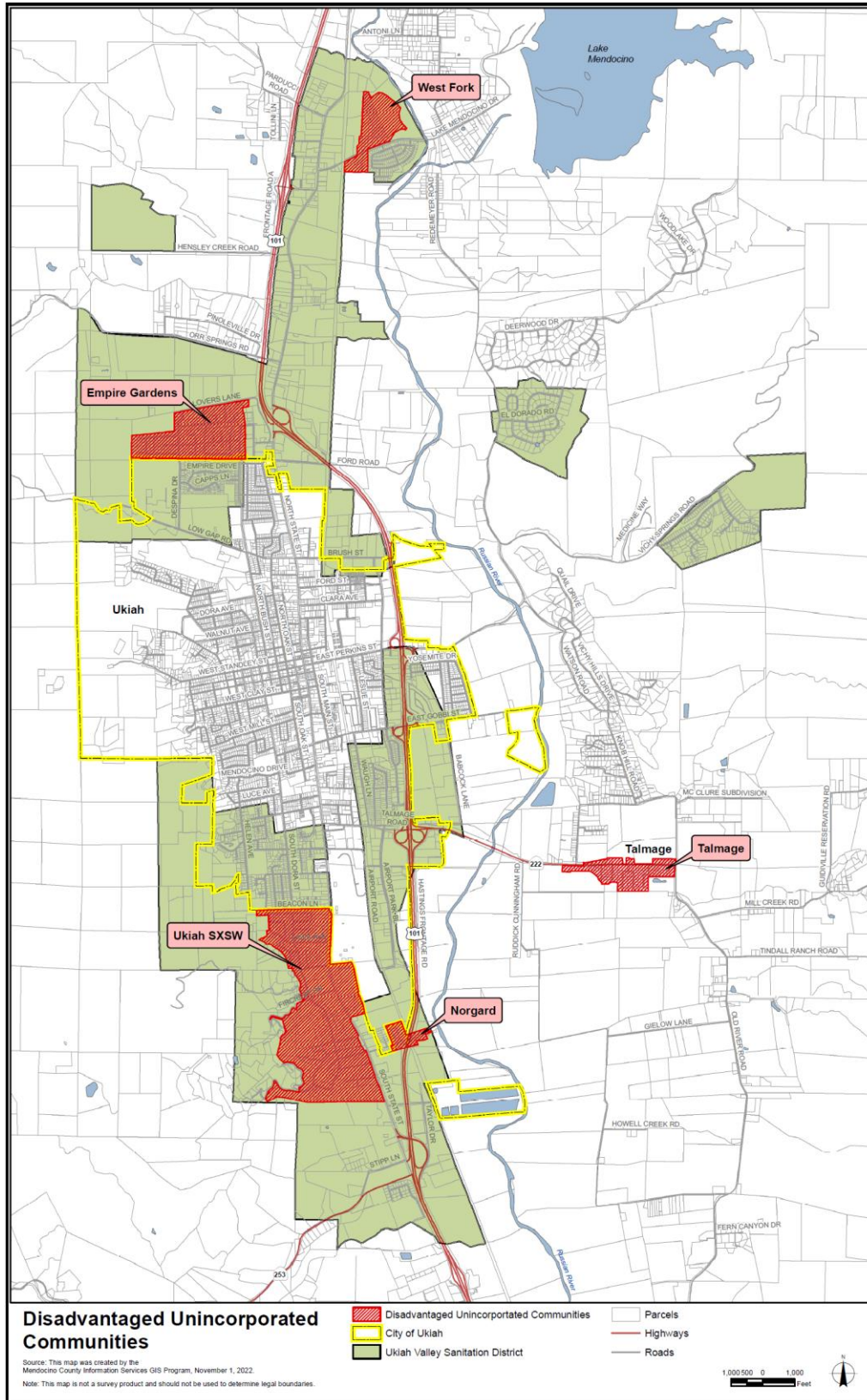
- **Policy: LU 14.1: Code Enforcement** - The City shall prioritize code enforcement for rental housing in disadvantaged communities to assure safe, sanitary housing.
- **Policy: LU 14.2: Clean and Safe Drinking Water** - The City shall ensure access to clean and safe drinking water for all community members.

Goal: LU-15: To promote meaningful dialogue and collaboration between members of disadvantaged communities and decision-makers to advance social and economic equity.

- **Policy: LU 15.1: Community Input** - The City shall continue to facilitate opportunities for disadvantaged community residents and stakeholders to provide meaningful and effective input on proposed planning activities early on and continuously throughout the public review process.
- **Policy: LU-15.3: Public Engagement** - The City shall hold special meetings, workshops, and other public engagement opportunities at times and locations that make it convenient for disadvantaged community members to attend, particularly stakeholders who are the most likely to be directly affected by the outcome.

(Ukiah, 2022c)

Figure 2-13 - City of Ukiah 2040 Land Use Element DUC Mapping



3 MUNICIPAL SERVICES

3.1 Service Overview

A Municipal Service Review (MSR) is a comprehensive analysis of the services provided by a local government agency to evaluate the capabilities of that agency to meet the public service needs of their current and future service area. The MSR determinations inform the SOI Update process and assist LAFCo in considering the appropriateness of a public service provider's existing and future service area boundary. The information and analysis presented in Chapters 2 and 3 of this document form the basis for the MSR determinations provided under Section 3.7.

3.1.1 Services

One of the core responsibilities of a City is to ensure provision of public facilities and services to its residents. Public facilities and services contribute to the quality of life for both individuals and groups in the community. A key consideration in the MSR process is planning adequate public facilities, services, and infrastructure to accommodate future growth and changes.

This section provides information regarding the wide range of municipal services provided by the City of Ukiah, including the following:

- General Government
- Finance
- Public Safety
- Community Development
- Community Services (Parks and Recreation)
- Public Works
- Water & Recycled Water
- Wastewater
- Airport
- Electrical Utility

Additional municipal services are provided to City residents by other public agencies through agreements and Joint Powers Authority (JPA) and by private businesses through service contracts. This MSR only reviews services provided by the City. This is the second MSR prepared for the City; the first one was adopted by the Commission on September 4, 2012.

Table 3.1 shows the services provided in the City and adjacent areas. The City of Ukiah is a full-service city, providing services through city departments. Unique for its size is the City's electric utility and airport. As seen in the table, special districts also provide services within the City's boundary. The Ukiah Valley Sanitation District (UVSD) boundaries include portions of Ukiah. Additionally, the Willow County Water District (WCWD).

Table 3.1 Services Provision in the Ukiah Valley by Agency

Service	City	UVSD	UVFA	Willow	Millview	RRFC ¹	County	BLM & USACE
Airport	●							
Animal Control ²	●						●	
Electric Utility	●							
Fire			●					
Law Enforcement	●						●	
Parks & Recreation ²	●						●	●

Public Works	●							
Public Health							●	
Storm-Water	●							
Wastewater	●	●						
Water	●			●	●	●		
Recycled Water	●							

¹Wholesale Provider
²Shared operations and/or maintenance:
 ○ Animal Control: The County maintains the facility on City property and Ukiah Community Service Officers respond to animal control issues within the City limits.
 Parks & Recreation: Low – Gap Park (Trail Creation and Maintenance)

Source: Ukiah, 2022.

3.1.2 Service Area

The City limits is 4.7-square miles in size and located along the busy Highway 101 corridor and near the east/west intersection with Highway 20, providing access to the Central Valley and Coast. Refer to Section 2.1.3 for a detailed description of the City’s jurisdictional boundary. (V&F, 2021)

The City serves a resident population of approximately 16,000. In addition, the weekday population can increase to as much as 40,000 or more because the City of Ukiah is the Mendocino County seat and the business/education/shopping center for much of Mendocino, Lake, southern Humboldt, and northern Sonoma Counties. There are also large influxes of visitors to the Ukiah Valley area during the summer tourist season, as well as for special events such as Concerts in the Park and Pumpkinfest. (V&F, 2021)

There is a common area between the City of Ukiah and the Ukiah Valley Sanitation District (UVSD) service areas, known as the “overlap area” and represents roughly one-third of City residents, which was created when the City incorporated this area without a concurrent detachment from the District.

3.1.3 Out-of-Agency Services

The City has agreed to provide municipal water Out-of-Agency Services (OAS) to a single parcel to serve up to 151 units of affordable housing through a LAFCo approved OAS agreement (LAFCo Resolution No. 2004-01). As of June 2022, 80 units of supportive housing have been constructed in conjunction with *Orr Creek Commons*, located in the Brush Street Triangle area. In 2022, the County of Mendocino approved the subject parcel for subdivision. It is the intention of the developer (RCHDC) to construct an additional 32 units of multi-family affordable housing on the resulting lot. (Mendocino, 2022)

3.2 Administration

3.2.1 Staffing

The City of Ukiah operates a full range of municipal functions including public safety, public works, community development, and community services. The City provides electric, water, and wastewater utilities for its residents and operates an airport, golf course, museum, and conference center. In fiscal year (FY) 2021-2022, the City had 231 full-time equivalent (FTE) employees budgeted, nearly half of whom work in administrative and technical roles. (Ukiah, 2022a)

3.2.1.1 CITY MANAGER

The City Manager's Office is a department consisting of seven divisions: City Manager, City-Wide Administration, Community Outreach, City Clerk, Economic Development, Visit Ukiah, Emergency

Management; and the Redevelopment Successor Agency. The daily business of City operations is the responsibility of the City Manager who is appointed by the City Council. The City Manager prepares recommendations and implements the policy direction approved by the Council. The City Manager is also responsible for the administration of services provided by the City. Each department reports to the City Manager.

The City Council/City Manager Administrative Support role involves providing direct support for office services and meeting management. The Public Relations and Communications role involves informing, engaging, educating, and interacting with the people the City government serves, as well as with regional partners and the media. (Ukiah, 2022a)

3.2.1.2 CITY CLERK

The City Clerk's office serves the City Council and is a resource for the public and City staff, as well as functioning as administrative support for the City Manager's office. The City Clerk conducts municipal elections, and is also charged with keeping and maintaining complete and accurate records for the City and other related proceedings; maintaining the Municipal Code; assisting in the filing of Campaign Statements and Statements of Economic Interests; publishing all ordinances adopted by Council; posting notices of hearings, bid openings, Board and Commission vacancies, and other legal notices; receiving claims and court documents; processing Public Record Act requests; administering the Records Management Program; Recruiting and Maintaining the Qualified Contractors List; and maintaining a comprehensive historical collection of documents; and writing staff reports to Council throughout the year. (Ukiah, 2022a)

3.2.1.3 CITY ATTORNEY

The City of Ukiah contracts with David Rapport, City Attorney, and Darcy Vaughn, Deputy City Attorney, for the provision of general legal services, to provide sound, timely, and cost-effective legal advice and representation to the City Council, Commissions, Boards, City officers, and staff. Responsibilities, include:

- Provide legal representation to the City
 - Review contracts, leases, agreements, and other documents
 - Assist with the formation of policy, regulations, and ordinances
 - Assess claims and other risk management issues
- (Ukiah, 2022a)

3.3 Community Development

The Community Development Department is comprised of the following five integrated divisions.

- Planning Division
 - Building and Code Enforcement Services Division
 - Housing Services Division
 - Grants Management Division
 - Fire Prevention Services Division
- (Ukiah, 2022a)

3.3.1.1.1 Planning Division

The Planning Services Division assists with planning for the City's future development and maintains and implements the City's General Plan, while also providing information to the public and processing applications related to planning permits, zoning, and development requirements.

The Division also provides primary staff support to the Planning Commission, Zoning Administrator, Design Review Board, Building Appeals Board, as well as the Demolition Permit Review Committee. The Division supports and assists with the City Engineer and Traffic Engineering Committee. (Ukiah, 2022a)

3.3.1.1.2 Building and Code Enforcement Division

The Building and Code Enforcement Services Division is responsible for reviewing plans, issuing building permits, performing field inspections, and monitoring building code enforcement activities to ensure compliance with local and state mandated regulations related to building construction, maintenance, rehabilitation, and accessibility. The Division partners with the Ukiah Police Department for code enforcement activities and to ensure building safety. (Ukiah, 2022a)

3.3.1.1.3 Housing Services Division

The Housing Services Division administers and implements the City's federal, state, and local housing and community development programs to improve and expand the City's housing stock and assist in the development of economic opportunities for residents. Housing Services also coordinates the City's housing efforts and implementation of the General Plan Housing Element with Planning Division staff and partners with the City Manager's Office to implement business assistance loan activities. (Ukiah, 2022a)

3.3.1.1.4 Grants Management Division

Grants Management is a division of the Community Development Department. Grants Management acquires grant funds and provides grant seeking, coordination and grants management to City departments to assist in the delivery and/or improvement of City services, expand housing and economic opportunities for the Ukiah community, and to supplement limited City resources. (Ukiah, 2022a)

The largest funding sources for Division programs include the State Community Development Block Grant (CDBG) Program and the HOME Investment Partnerships (HOME) Program. (Ukiah, 2022a)

3.3.1.1.5 Fire Prevention Services Division

Fire Prevention is a division of the Community Development Department and works in partnership and close coordination with the Ukiah Valley Fire Authority to provide fire code plan check services, the issuing of fire prevention permits, and fire code-related inspection services. The Division also works closely with Code Enforcement on fire prevention enforcement issues such as weed abatement and tire storage. (Ukiah, 2022a)

3.3.2 Service Adequacy

3.3.2.1 CHALLENGES

Needs: Enhanced GIS and Mapping, Electronic Permit System, and Digitalization of Records.

Challenges: State Law Updates and Mandates, CEQA Complexity.

3.4 [Airport](#)

The Ukiah Municipal Airport (UKI) provides an important alternative form of transportation and emergency access for Ukiah and is situated on 160 acres at the south end of the City. The Ukiah Municipal

Airport has been owned and operated by the City of Ukiah since the 1930s. Several companies, including Federal Express and Calstar, are longstanding users of its facilities, and the airport serves as a CAL FIRE air attack base to combat wildfires throughout the region, including coordinated suppression efforts with the United States Forest Service across Mendocino, Lake, Trinity, Sonoma, and Tehama Counties.

3.4.1 Service Overview

The operations and maintenance activities of the airport include management, supervision and training of staff as well as the upkeep of facilities and equipment. Services include freight operations, flight instruction, charter flights, sales and rental, as well as emergency services, including search and rescue, fire suppression, and medical air ambulance flights to nearby medical facilities.

Per the *Ukiah Municipal Airport Land Use Compatibility Plan (2021)*, 30,916 annual operations are expected by 2040. This forecast is double the 2019 activity level of 15,458 annual operations and is representative of the airport's current condition and potential growth, especially as it relates to potential increase in wildfire activity across Northern California. (MCALUC, 2021)

3.4.1.1 STAFFING

Per the FY 2021-2022 City of Ukiah Budget, the Airport was allocated the following positions and employed approximately five (5) individuals:

- Airport Manager
- Airport Assistant
- Airport Attendant
- Airport Attendant (part-time)
- Airport Grounds Maintenance Attendant (part-time)

The City estimates that an additional 126 employees are supported by operations of the Ukiah Municipal Airport. (Ukiah, 2022a)

3.4.2 Facilities and Capacity

The Ukiah Municipal Airport sits on 160 acres at the south end of Ukiah. The Airport has one asphalt runway, Runway 15-33, which is currently 4,451 feet in length, 150 feet wide and 31 years old. The Airport has three instrument approach procedures:

- RNAV (GPS) Procedure – Circling (as low as 1 ¼ mile visibility minimums)
- VOR procedure – Circling (as low as 1 ¼ mile visibility minimums)
- Localizer Procedure – Runway 15 (as low as 1 ¼ mile visibility minimums)

The existing Airport Reference Code (ARC) at Ukiah Municipal Airport is B-II. The ARC is based on the largest aircraft that operates at least 500 times per year at the Airport. For Ukiah Municipal Airport, the aircraft meeting that requirement is the Beechcraft King Air. The Airport's existing layout satisfies safety standards for a B-II airport.

With regard to fueling service, the Airport maintains two fuel trucks holding 5,000 gallons (Jet A truck) and 750 gallons (Avgas truck) of fuel; 12,000 gallons self-service Avgas storage tank; and a 20,000-gallon bulk fuel storage tank that is split, but currently is only used to store 8,000 gallons of Jet A fuel.

Other improvements at the Airport include the terminal office building, a 75-slot parking lot, 4 tie-down areas, and 10 conventional hangars. The tie-down areas can accommodate 65 aircraft. In addition, there are two T-hangar buildings with a capacity to store approximately 20 aircraft and a shade hangar with a capacity of 24 aircraft. In total, approximately 100 aircraft are based at the Airport with a capacity for 109. (Ukiah, 2022a)

3.4.2.1 INFRASTRUCTURE NEEDS

The current master plan for the Ukiah Municipal Airport was adopted by the City in 1996. The Airport Layout Plan drawing was approved by the Federal Aviation Administration (FAA) in January 2016 and illustrates proposed alterations to the airfield system. The principal development proposal shown on the Airport Layout Plan is extending the Runway 15 end 465 feet north.

In November 2020, the Ukiah City Council unanimously approved a recommendation to the ALUC that the Ukiah Municipal Airport Land Use Compatibility Plan (UKIALUCP) protect for a future 5,000-foot runway to accommodate operations by CalFire Lockheed C-130 fire attack aircraft.

(MCALUC, 2021)

On February 3, 2022, the Ukiah City Council commenced an Exploratory Study to determine the feasibility of extending the Ukiah Municipal Airport Runway 15/33 to a total length of 5,000 feet; this would require an extension of 577 feet. This study is funded by the City of Ukiah with no participation from the FAA.

3.4.3 Service Adequacy

3.4.3.1 CHALLENGES

As is common in communities with airports, the Ukiah Municipal Airport faced pressure from nearby development. Land use conflicts among adjacent uses, such as residential, commercial, industrial or aviation-related uses, often occur as density of development increases near airports. At the same time, the airport land use restrictions, to a certain extent, limit infill potential in both the City and the unincorporated County. Because airport planning matters involve both jurisdictions, City-County cooperation is essential in planning for the viable operation of the airport.

Per the UVAP, it is important to maintain consistent City-County land use regulations that protect the airspace to ensure safe flight operations, minimize hazards on the ground in the event of a crash, and minimize noise impacts to surrounding development. Adhering to airport compatibility guidelines by strategically planning for acceptable types of uses and density of development near the airport will enhance safety and minimize potential land use conflicts. The adoption of the UKIALUCP in 2021 addressed many of these associated challenges.

3.5 Animal Control

Animal control services for the City of Ukiah are shared between the County of Mendocino and the Ukiah Police Department. Ukiah's Community Service Officers work closely with the Mendocino County Department of Animal Care Services that operates out of the Ukiah Animal Shelter located at 298 Plant Road, Ukiah, CA.

3.5.1 Service Overview

Services provided in the field by the Mendocino County Department of Animal Care Services are rabies prevention, impounding stray or lost animals, responding to injured or sick animals, investigating suspected cruelty to animals and promoting responsible pet ownership.

In 2021, the City of Ukiah Community Service Officers responded to 396 Animal Complaint calls, and worked closely with the Department of Animal Care Services. The City of Ukiah is responsible for responding to most animal related concerns or complaints within City limits. (Ukiah, 2022a)

3.5.1.1 STAFFING

Per the 2021-2022 City of Ukiah Budget, the Ukiah Police Department allocated four (4) Community Service Officers that were responsible for parking and animal control related issues. The Police Department funds the Community Service Officer positions, and the City of Ukiah funds its proportional share of the animal shelter and related services, which is operated by the Mendocino County Department of Animal Care Services.

3.5.2 Facilities and Capacity

The Mendocino County Department of Animal Care Services operates out of the Animal Shelter located at 298 Plant Road, Ukiah, CA. The facility and subject property are owned by the County of Mendocino, but located within the City-limits. The City's FY 2021-22 budget appropriated \$95,000 to animal control related costs. The County Animal Shelter is located within City limits at 298 Plant Road adjacent to the City's Wastewater Treatment Facility. Additionally, per agreement with the County, the City does not collect associated license fees for dogs, which further contributes to the operation of shared facilities and services. (Personal Communication: Sage Sangiacomo and Dan Buffalo)

3.5.2.1 INFRASTRUCTURE NEEDS

There are no plans to expand the animal shelter even though the Ukiah and Fort Bragg facilities generally operate at or near capacity.

3.5.3 Service Adequacy

The Mendocino County Animal Shelters can house approximately 60 dogs and 60 cats at 100% occupancy. The Ukiah animal shelter has been operating near capacity for a number of years, and was at 100% capacity in June 2022 (Mendocino, 2022).

3.5.3.1 CHALLENGES

During the pandemic stay-at-home orders, there was an increase in dog ownership that was not successful in the long-term and has resulted in especially high occupancy levels in dog kennels. (Mendocino, 2022)

3.6 [Electric Utility](#)

The Electric Utility Department oversees the procurement of wholesale power and energy sales; maintains and operates the electricity distribution system; and provides advanced engineering and planning for improvements, replacement, and expansion of the distribution system. In addition, the Department provides engineering services to new commercial and residential development projects. The Department also maintains the City's streetlights and provides engineering support to other City Departments.

3.6.1 Service Overview

The Ukiah Electric Utility Department is Mendocino County's only municipal-owned electric utility, supplying electricity to more than 16,000 residents and 2,000 businesses. The Electric Utility Department is a department that consists of three divisions (Distribution, Technical Services, and Administration). The Distribution Division provides skilled construction services supporting the customer's electric needs. The Division also provides a wide range of services including contract administration, inspection and 24/7 emergency response services supporting first responders.

The Technical Services Division is responsible for the operation, maintenance, testing and calibration of the Department's substation, hydroelectric plant, metering, protection and control systems used for generation, distribution, and communication systems. Responsibilities include High Voltage maintenance of circuit breakers, switchgear and power transformers, which are necessary and critical to the Department's operation. The Division plans and schedules work on the Lake Mendocino Hydroelectric Plant (LMHP) internally and externally with the United States Corps of Engineers (USACE), Fish & Wildlife, Sonoma Water Agency and Northern California Power Agency (NCPA). The team deals with a wide variety of advanced systems that provide control and protection of the Utility's most critical systems.

The Administration Division provides the financial and organizational oversight of the department. Additionally, other duties include; system design and engineering, administrative support, energy resource purchasing, system planning and management of the Public Benefit Program. This Division develops rates and rate structures, establishes department policies, goals and objectives, monitors cash flow, capital and Operation and Maintenance (O&M) budgets, and coordinates training that develops each individual to their full potential for the department. (Ukiah, 2022a)(LAFCo, 2012)

3.6.1.1 STAFFING

Per the 2021-2022 City of Ukiah Budget, the Electric Utility was allocated the following positions and employed approximately 21 individuals across the following Personnel Division:

- Professional – 6
 - Management – 3
 - Administration and Technical- 10.96
 - Executive - 1
- (Ukiah, 2022a)

3.6.2 Facilities and Capacity

As of 2021, the electric utility serves 6,665 residential and 1,677 commercial customers for a total of 8,342 customers. The department operates the Lake Mendocino Hydro Plant, which has the capability to produce 3.5MW, and yields an annual production of 10,000 MWh. The lake is a result of the Coyote Dam, which straddles the East Fork of the Russian River. Water flowing through the dam's outlet conduit is used to power turbines that generate electricity at the plant. The Coyote dam and structures are operated and maintained by the U.S. Army Corps of Engineers (USACE). The USACE has the responsibility for flood control releases. The Ukiah Electric Department also receives power from generation facilities, jointly owned with other utilities and operated by Northern California Power Agency (NCPA), and through power purchase contracts. (LAFCo, 2012)(Personal Communication: Cindy Sauers)

Name	Location
Lake Mendocino Hydroelectric Plant	1229 Lake Mendocino Drive
Distribution System	40 miles UG cable 36 miles OH conductor Transformers & switchgear
Orchard Street Substation	724 South Orchard Avenue
Electric Service Center (to be completed by 2023)	1350 Hastings Road

Source: LAFCo, 2012; Ukiah, 2022; Personal Communication: Cindy Sauers.

3.6.2.1 INFRASTRUCTURE NEEDS

Currently, offices for the Distribution and Technical Services Division are located in 40-year old temporary modular buildings with no foundation. The electrical construction and maintenance materials are stored in an unsealed, non-insulated tin building. The Electric Service Center property at 1350 Hastings Road was purchased to house all divisions and provide adequate warehousing for materials and equipment. Site improvements on the new Electric Service Center were completed in 2021. As of 2022, design for the interior remodel is underway. (Ukiah, 2022a)

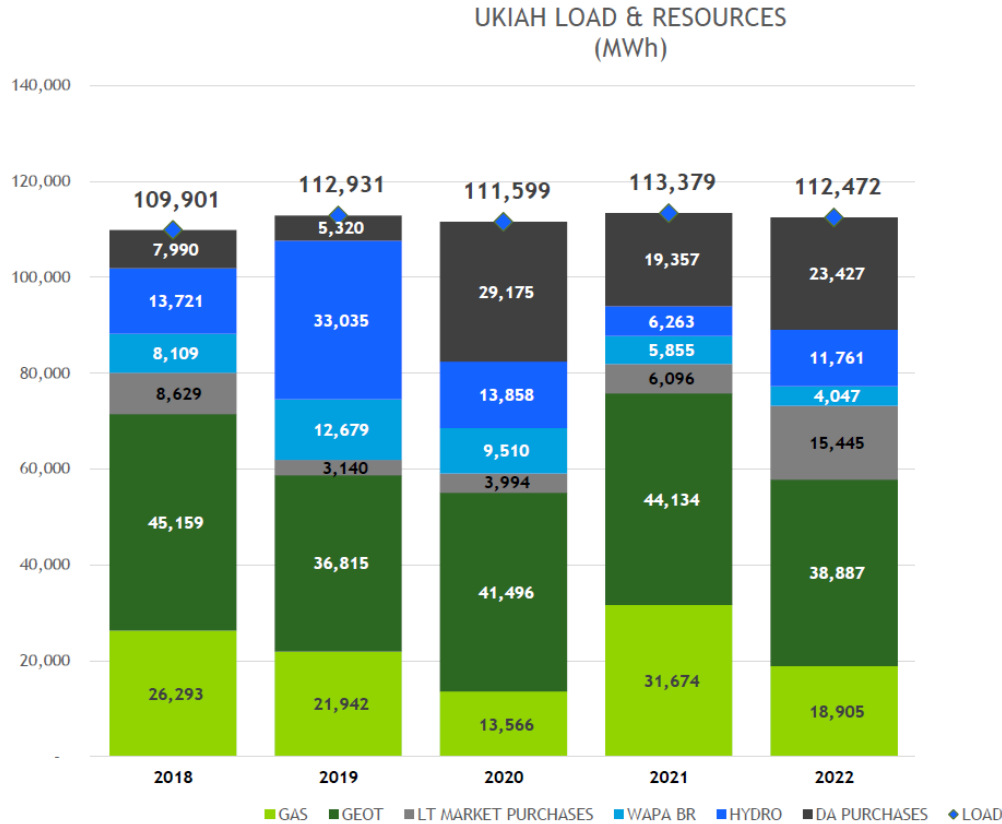
3.6.3 Service Adequacy

The Electric Utility Department produces up to 3.5MW at Lake Mendocino Hydroelectric Plant and also receives power from jointly owned generation facilities and through power purchase contracts. Power is delivered to the Orchard Street substation, which serves as the main distribution center and has adequate capacity to serve current demand.

As the City grows, additional energy resources will be procured, and subsequent energy facilities will be built systematically to meet additional load. The City's 2021 Power Content Label lists Ukiah's energy resources as 38.8 percent eligible renewable which exceeds its renewable energy source requirement of 33 percent in 2020.

The figure below shows the historic energy use demand for the City and the different energy sources.

Figure 3-1 City of Ukiah Electricity Portfolio



Source: Ukiah, 2022a.

The Electric Utility has sufficient capacity to meet power needs of the City, and should there be an anticipated shortage, the City has the ability to purchase additional power from jointly owned generation facilities and through power purchase contracts.

3.6.3.1 CHALLENGES

The Electric Utility Department faces many challenges, including increasing energy prices and drought, which directly impacts the supply for the energy market. Additionally, keeping up with the State goals for climate while balancing resources and keeping rates low for City customers is a challenge.

3.7 Fire Protection and Emergency Medical Services

Emergency services within the City of Ukiah are provided through the Ukiah Valley Fire Authority (UVFA), a Joint Powers Agreement (JPA) under which the Ukiah Fire Department and Ukiah Valley Fire District (UVFD) seamlessly operate and manage the provision of services. The Ukiah Valley Fire Authority responds to fires, medical emergencies, traffic collisions, technical rescues, hazardous materials, explosions, floods and earthquakes, as well as non-emergency public service calls, through a consistent state of readiness. Volunteer Firefighters participate in training activities and augment career staffing during emergency and non-emergency activities.

For purposes of this MSR, the description of services and analysis will be focused on the UVFA. Unless noted otherwise, all information in this section is sourced from the 2021 UVFD MSR/SOI Update.

3.7.1 Service Overview

The UVFA is organized into five divisions: Administration, Operations, Emergency Medical Services, Training and Safety, and Fire Prevention. The Administration division provides leadership and management to the operations, training and safety, and fire prevention activities, including the implementation and liaison of the financial and general services provided by the City of Ukiah. The Administration division also supports the UVFA Board and FEC functions.

The Operations division provides emergency response to fires, medical emergencies, traffic collisions, technical rescues, hazardous materials, explosions, floods and earthquakes, as well as non-emergency public service calls, through a consistent state of readiness. Volunteer firefighters participate in training activities and augment career staffing during emergency and non-emergency activities.

The Emergency Medical Services (EMS) division oversees the training, continuous quality improvement (CQI), and continuing education (CE) for all of the Fire Authority's Emergency Medical Technicians (EMTs) and Paramedics. The EMS division also oversees the operation of the city's ambulance service.

The Training and Safety division ensures that all personnel complete annual in-service mandatory and recurrent training, all required medical continuing education and certifications, along with maintaining license and training records, administering skills testing, course development and instruction, maintaining and updating training materials, setting standards, assisting in recruitments and testing, all designed to attain and provide for a high level of proficiency and excellence for career and volunteer staff.

The Fire Prevention division ensures compliance and is responsible for administering the California Fire Code, as amended by the City and District, as it relates to new and existing businesses, schools, multifamily and other permitted occupancies. Further, services are provided for new construction plan reviews and inspections, vegetation management and weed abatement, hazard abatement, along with fire cause and origin investigations, community awareness and safety programs, public education and outreach.

3.7.1.1 UKIAH VALLEY FIRE AUTHORITY

The Ukiah Valley Fire Authority (UVFA) became effective on July 1, 2017, as a result of a Joint Powers Agreement (JPA) between the City of Ukiah and the Ukiah Valley Fire Protection District (UVFD). The Agreement jointly manages, equips, maintains and operates all-risk fire, emergency medical and rescue services to the City and Fire District. UVFA was formed with the desire to maximize the use of existing resources, create cost containment opportunities, reduce duplication, maintain local control and continue to deliver fire, medical, and other emergency services at a high level of service.

3.7.1.2 STAFFING

The Fire Chief of the UVFA reports to the City Manager and provides general administration and oversight of the City and District Fire Operations. A Fire Executive Committee (FEC) consists of two appointees each from the City Council and Fire District Board and provides advisory support to the Fire Chief. The Fire Chief coordinates and cooperates with the City and District regarding performance of services within their respective jurisdiction. The City and District provides direction to the Fire Chief regarding services or any desired special projects to be performed for them. The FEC collaborates regarding directions from their respective agencies, for the purpose of avoiding conflicting guidance or creating conflicts relating to priority of services

The Fire Chief manages and oversees the daily operations of the Fire Authority to ensure that the policies, programs, and priorities of the joint fire service operation between the District and City is implemented effectively and efficiently. The following table provides information regarding the current staff resources dedicated to providing fire protection and emergency medical services to the District and the City under the Fire Authority.

Table 3.3 Fire Authority Staffing			
Title	Career	Paid On-Call	Volunteer
Fire Chief	1	0	0
Battalion Chief	2	0	0
Captain	6	0	0
Engineer	8	0	0
Firefighter	4	0	15
Adm. Secretary	1	0	0
Ambulance Operator-Paramedic	3	0	-
Ambulance Operator-EMT	3	5	-

Note: There are 19 EMTs and 13 Paramedics that operate at an EMT level. All career personnel are at least EMT or Paramedic certified.

The District reports that the current paid staffing level is not adequate to deliver services. Based on the International City Managers Association’s recommendation of 0.98 firefighters per 1,000 residents, the Fire District should have at least 33 firefighters. The National Fire Protection Association (NFPA) Code and Standard 1720 calls for a minimum of 15 firefighters to respond to a residential structure fire in an urban area (defined as an area with more than 1,000 people per square mile).

3.7.1.3 TRAINING

The Fire Authority is an All-Risk combination fire department, consisting of paid career firefighters as well as volunteer firefighters. Volunteer firefighters have been provided with the necessary safety equipment and basic training, including mandatory weekly training. Volunteers are eligible to augment daily staffing levels as well as receive additional training, and they receive a stipend semiannually based upon their attendance at training and their response to emergency incidents.

Volunteer personnel are trained in emergency medical services, fire suppression, technical rescue, hazardous materials release response, the Incident Command System, wildland firefighting, and the operation of fire engines and aerial apparatus. The volunteer workforce creates a source of individuals who can also compete for and obtain permanent full-time career positions.

The maximum number of volunteers that the District can support is 25 regular members. Currently, the District has 15 volunteer firefighters and 0 auxiliary members. The District reports that there are not sufficient volunteers available to supplement paid staff for all shifts throughout the 24/7 operation. The District is always recruiting for new volunteer firefighters because their volunteer force is aging, declining in number, and becoming less available during daytime hours.

3.7.1.4 DISPATCH

In Mendocino County, dispatch for fire protection services and emergency medical services are provided by the CAL FIRE Emergency Communications Command Center (ECC) at the Howard Forest Station near Willits. Mendocino County pays for the countywide dispatch system through a portion of Proposition 172 funds.

Due to the dynamic and unpredictable nature of emergencies, multiple public agencies could be dispatched to a single service call. In responding to medical emergencies, local fire protection and ambulance service providers are often dispatched simultaneously. In many cases, local fire agencies are the first to arrive on scene and provide first aid and basic life support while preparing the patient for transport.

3.7.1.5 MUTUAL AND AUTOMATIC AID AGREEMENTS

The UVFA participates in the following regional and service-specific associations and organizations:

- The Fire Chief is an active member of the Mendocino County Fire Chief's Association, the Mendocino County Association of Fire Districts, the Fire Districts Association of California, and the California Fire Chiefs Association.
- The District is a sponsor of the Mendocino Fire Safe Council.

Below are examples of the UVFA's interagency collaborative arrangements and efforts:

- The District actively participates in Redwood Empire Hazardous Incident Team.
- The District is a County Emergency Medical Services (EMS) System participant.
- The District works with CAL FIRE in implementing vegetation fuel management grants to reduce vegetative fire hazards in and around the District, such as when the District as part of the UVFA cooperated with CAL FIRE on the Western Hills Fuel Break.

Mutual aid refers to reciprocal service and support provided to another agency upon request under a mutual aid agreement between one or more agencies. Automatic aid differs in that no request for aid is necessary for reciprocal service and support between agencies within the automatic aid agreement. These types of pre-arrangements allow for the dispatch and use of additional equipment and personnel that a single jurisdiction cannot provide on its own and also entails a reciprocal return of resources when needed. The District maintains verbal mutual aid agreements with the Redwood Valley-Calpella Fire District, Hopland Fire Protection District, Potter Valley Community Services District and Little Lake Fire Protection District, as well as an automatic aid agreement with CAL FIRE.

The Fire Authority primarily serves residents and property within the District and City jurisdictional boundaries. However, due to the critical need for rapid response in emergency situations, when a call for service is received, the nearest available response unit is dispatched regardless of jurisdictional boundary. Therefore, the Fire Authority response area is larger than the District and the City boundaries based on the Countywide Mutual Aid System. According to the 2015 Mendocino County Community Wildfire Protection Plan, the Fire Authority is within Mutual Aid/Planning Zone 2, which includes the City of Ukiah, Ukiah Valley Fire District, Potter Valley Community Services District, Redwood Valley-Calpella Fire District, and Hopland Fire Protection District.

The UVFA does not maintain contracts with individual property owners to provide services outside its boundary. The District does not provide any other out-of-agency services, except for mutual aid responses

and dispatched service calls as necessary for public health and safety. In addition to the local mutual aid system, the Fire Authority participates in the California Fire Service and Rescue Emergency Mutual Aid System for wildland fire incidents throughout the State. The Fire Authority responds to out-of-County fire incidents upon request and when the remaining equipment and personnel are capable of providing adequate service levels in the District and City boundaries.

3.7.2 Facilities and Assets

The UVFA has worked cooperatively with the City of Ukiah to maximize the efficient provision of fire services in Ukiah Valley since 2012. All fleet maintenance is completed by trained fleet mechanics at the City of Ukiah Fleet Maintenance facility.

The Fire Authority operates and maintains multiple capital assets including land, buildings, equipment, and infrastructure owned and funded by the District and the City.

3.7.2.1 FACILITIES

The Fire Authority primarily operates from the stations listed below:

- The South Fire Station is located at 1500 South State Street and is the Main Station. The South Station was once a CHP administrative office and was not intended to house staff. The Fire Authority currently houses its administrative staff, including three Division Chiefs, one Fire Chief and one Administrative Secretary, as well as two to three suppression members at this station. The South Station needs significant remodel to bring it up to modern, livable standards, since it was never intended to be used to house suppression staff. The apparatus bay is a detached uninsulated steel building that can house one Type I Fire Engine, one Type 3 Fire Engine, and one Ambulance. Neither building meets current seismic standards for an essential facility or ADA access requirements.
- The North Fire Station is located at 141 Lovers Lane. The North Station was once a general contractor's business location and residence. The typical on-duty staff of two live in a relatively comfortable doublewide modular home, which adequately houses them, and may be able to accommodate two additional members if the need should arise. The apparatus bay at this location is an uninsulated building housing the duty office, Type 1 Fire Engine, one Type 3 Fire Engine and one ambulance. The property is not paved and needs paving around the entire site. The dust generated at this site is problematic for the micro-switches and electronics on the apparatus as well as the storage of safety gear and structural turnout. Neither building meets current seismic standards for an essential facility or ADA access requirements.
- The Central Fire Station is owned by the city and is attached to the rear of the Civic Center at 300 Seminary. The station currently houses one Type I Fire Engine, one Type 6 Fire Engine, a Water Tender, a 75-foot Quint Fire Truck, one Incident Support vehicle, one Ambulance and the on-duty Battalion Chief's vehicle. The County's Hazardous Material Response Unit is also housed there under an agreement with Mendocino County. The on-duty Battalion Chief's quarters are located there, along with quarters for the UVFA's full time paramedic ambulance. The station does not meet current seismic standards for an essential facility, or ADA access requirements. The size of the apparatus bay doors is also a limiting factor in what apparatus can be housed here.

The Talmage Volunteer Fire Station is located at 1301 Talmage Road, at the intersection of Talmage Road and Sanford Ranch Road. It has a small office space but no kitchen, living room, or sleeping quarters. Additionally, it is uninsulated, not climate controlled and does not meet current seismic standards for an essential facility or ADA access requirements.

3.7.2.2 EQUIPMENT

The UVFA owns, operates, and maintains multiple fire engines, emergency response vehicles, and other capital assets. The following table shows the current schedule of vehicles for the Fire Authority.

Reserve and volunteer assigned apparatus includes a Type I Ladder Truck (Quint), Type I (Structural) Engine, Type V (Wildland) Engine, Type I Water Tender, Breathing Air Support Unit, Breathing Air and Light Trailer, USAR Trailer and Rescue Boat. The Fire Authority is also the host agency for the Redwood Empire Hazardous Incident Team Hazmat Unit and the Mendocino County Fire Chiefs Association's Fire Safety Trailer.

Identifier	Manufacture Year	Equipment Description
6881	2018	Type I Engine
6882	2007	Type I Engine
6883	2018	Type I Engine
6861	2014	Type II Engine
6862	2019	Type IV Engine
6863	2015	Type II Engine
6872	1980	Type III Engine
6852	2009	75 ft. Aerial/Quint
6892	2005	2000 gal. Water Tender
6856	2002	Support Unit
6821	2014	Type 3 Ambulance*
6823	2000	Type 3 Ambulance*
6822	2018	Type 3 Ambulance
6800	2019	Utility Pickup
6802	2007	Utility Pickup
6804	2008	Utility Pickup
6806	2019	Utility Pickup
6807	2006	Utility Pickup
6841	1999	Utility

Source: Ukiah, 2022.

*Identified for Replacement

The District reports that the current fire protection fleet is adequate to deliver services, provided that the Fire Authority Fleet Replacement Plan continues to be implemented and updated regularly to reflect the actual condition of vehicles and to address unanticipated needs.

Routine maintenance of equipment and facilities is generally performed based upon the manufacturer's recommended schedule, industry best practices, and actual need, and is funded through the annual budget development process.

EMS and ambulance services in the Ukiah Valley and throughout Mendocino County have been severely constrained in recent years due to a lack of funding and resources. These resources have been further constrained as the need for these services has increased since and because of the COVID-19 pandemic. The increase in demand for ambulance services is driven by two primary factors:

- 1) An increase in sick patients, primarily in low- and moderate-income (LMI) communities who do not have access to primary health care; and

- 2) Limited Intensive Care Unit (ICU) beds in hospitals countywide resulting in an increased need to transfer seriously ill COVID-19 patients to other, non-local hospitals that have open ICU beds.

In addition to the COVID-19 pandemic stretching already limited ambulance services, existing UVFA ambulances are at the limits of their operational capacities. Of the UVFA's three current ambulances, one is 21 years old, and the other has over 200,000 miles. While these ambulances are useful for occasional back-up services, using them as primary ambulances for the UVFA, especially with the increase in volume of calls due to COVID-19, is significantly straining the capability of these vehicles. The purchase of new ambulances for the UVFA, expected to be delivered in April 2023, will enhance ambulance and EMS services in the Ukiah Valley, providing a safe and modern ambulance to address increasing service demands due to COVID-19. With insurance records showing 79% of the UVFA's ambulance patients as LMI, purchase of the ambulances is necessary for ensuring safe and equitable access to ambulance/health care services to LMI communities throughout the Ukiah Valley. (Ukiah, 2022)

3.7.2.3 FIRE FLOW AND WATER SUPPLY

Available water supply for fire suppression varies based on location in the UVFA and includes such resources as hydrants from small water districts, on-site residential water storage tanks, various water tenders, on-board tanks on fire engines, and other water supplies available for drafting such as ponds, rivers, and streams. In some cases, property located within the UVFA near the City limits may have use of City fire hydrants in an emergency.

In the City of Ukiah, water for fire suppression is available from the City's public water system via fire hydrants located throughout the City limits. The City's water distribution system provides adequate water pressure for fire flow and is not subject to unreliability issues from different pressure zones.

3.7.3 Service Adequacy

3.7.3.1 SERVICE CALLS

The following table provides a summary of the total number and types of service calls by location the Fire Authority responded to over the last two years. Of note, in 2021 the Ukiah Valley Fire District annexed the entire City of Ukiah jurisdiction (LAFCo Resolution No. 21-22-03).

Service Call Type	2020		2021		2022 - YTD	
	District	City	District	City	District	City
Fires	92	129	98	114	22	33
Overpressure rupture, explosion, overheat (No fire)	3	1	2	1	1	1
Rescue & Emergency Medical Service	666	1287	742	1429	257	524
Hazardous Condition (No fire)	27	55	40	49	16	29
Service Call	123	299	161	288	52	102
Good Intent Call	305	631	289	677	100	228
False Alarm & False Call	34	103	70	132	25	60
Severe Weather & Natural Disaster	2	1	2	8	1	
Special Incident Type	2	1	0	1		1
Subtotal	1254	2507	1404	2699	474	978
Grand Total	3761		4103		1452	

Source: Ukiah, 2022.

The Fire Authority responds to over 4,000 calls per year, varying from structure fires to public assistance. The majority of service calls are related to emergency medical responses, at approximately 70%. The Fire Authority can struggle at times to successfully manage multiple service calls simultaneously and for all shifts throughout the 24/7 operation. In 2020, the Fire Authority had an overall overlapping call rate of 35.5%, which rose to 38.2% in 2021. These overlaps can last seconds to hours depending on the type of incident(s) occurring. With only two-staffed units, anything more than two simultaneous incidents, or a single multi-unit response, effectively limits any further response from the Fire Authority until volunteers arrive, unless volunteers are already included in the multi-unit response, or until adjacent service providers are dispatched for additional service calls.

The Ukiah Valley Fire Authority operates Emergency Medical Services (EMS) 24 hours per day/7 days per week with one full time ambulance (starting May 2022), and two on-duty Engine Companies that can cross staff two additional ambulances as needed. In 2021, the two Engine Companies responded to over 4,000 calls, covering an area of approximately 160 square miles. Just prior to the COVID-19 pandemic, one of the private ambulance providers in the county stopped service, resulting in a 1/3rd reduction in available ambulances countywide. As a result, the burden to UVFA in providing service significantly increased. Additionally, as a result of COVID-19, the amount of time spent on calls increased due to prolonged cleaning and decontamination time and the increase in patient transfers. These issues coupled with a lack of existing resources have both reduced the capacity and increased the need for UVFA's ambulance services. (Ukiah, 2022)

Since the start of COVID-19 vaccination efforts, UVFA personnel have administered and stood by to administer COVID-19 vaccines at local vaccination clinics. UVFA personnel have also been available in case of allergic reactions or other complications from vaccines. Supporting these vaccination sites also means having an ambulance on scene and leaving only one of the two ambulances available for Ukiah Valley residents. Purchase of a new ambulance would enable this vaccination support to continue without impairing the ability of the UVFA to provide ambulance services in the Ukiah Valley. (Ukiah, 2022)

3.7.3.2 RESPONSE TIMES

Response time relates to the time elapsed between the dispatch of personnel and the arrival of the first responder on the scene of an incident. There are different response time expectations and first responder capabilities in serving urban, suburban, and rural areas. In general, the faster the response time the higher the likelihood of a positive outcome related to managing and addressing the incident. A fast response time for medical care is especially important for incidents involving patients who are suffering from a life-threatening condition. Further, a fast response time for fire suppression is important to prevent a structure fire from rapidly spreading to other structures and/or wildland interface areas.

3.7.3.3 ISO RATING

Fire services in communities are classified by the Insurance Service Office (ISO), which is an advisory organization depended on by insurance companies for establishing the availability and costs for fire insurance. The ISO rating classifies fire service in communities with a ranking from 1 to 10, indicating the general adequacy of coverage. Communities with the best fire protection facilities, systems for water distribution, fire alarms, communications, equipment, and personnel receive a rating of 1. Primary factors assessed in establishing ISO ratings are maintaining more than one fire station within a district boundary to meet the 5-mile radius requirements, ensuring appropriate facility maintenance and upgrades are made, and sufficient personnel and volunteers exist to respond to each station.

The UVFD has an ISO rating of 4/4X on a scale of 1 to 10, with 1 being the highest. The City of Ukiah has an ISO rating of 3. While wildfires are a natural occurrence in California, the effects of prolonged drought, high tree mortality rates from bark beetles and other infestations, high fuel loads and ladder fuels in wildland areas, record high temperatures, and longer fire seasons are resulting in increasingly extreme and destructive wildfires both in the wildland areas as well as the wildland urban interface (WUI) and even urban areas. There is a growing trend of insurance companies issuing non-renewal notices for existing homeowner's insurance policies due to high wildfire risk.

The insurability of property has historically been closely tied to the ISO rating classification system. With the changing landscape of wildfires in California, some insurance companies are moving away from ISO rating altogether and some are also relying on information regarding the level of fire severity established by CAL FIRE. With more sophisticated fire behavior modeling available, CAL FIRE is anticipated to update the 2007 Fire Hazard Severity Zones mapping, which could potentially result in property being re-classified into a higher fire severity zone and becoming less insurable.

As a last resort, the California Fair Access to Insurance Requirements (FAIR) Plan is a fire insurance pool comprised of all California licensed insurers to provide insurance for property owners that are not able to obtain basic coverage in the voluntary insurance market. There may be properties within the UVFA boundary that have received notice of non-renewal, but the UVFA has not received reports of property owners unable to find coverage from other insurance providers.

3.7.3.4 CHALLENGES

As it relates to fire protection services, adequate water supply, pressure and hydrants play a critical role in fire suppression activities. Water availability has long been an issue in the Ukiah Valley outside the City limits and is a likely constraint to future development in the Valley, complicated by legal, environmental, political and socioeconomic issues. Challenges include decreased water diversion, as well as difficulties and lengthy time inherent in developing new supplies in the face of increasing demand. Various "unknowns" related to water supply make planning for future growth and development a difficult task. There are areas within the UVAP planning area that are served by public water providers which are under a moratorium. Non-environmental constraints to development include a limited amount of developable land and regulatory requirements mandated by state government. While neither factor prevents development, it does increase time and cost of land use projects.

The UVFA and the City work together to plan and fund capital improvements through a 5-Year Capital Improvement Plan (CIP). Through the Fire Authority, the District and City prepare a Fleet Replacement Plan to address equipment needs. The Fire Authority does not currently have a Facilities Replacement Plan, which would require studies to determine the best locations based on various factors, such as, current and projected population growth, call volumes, response times.

While funding capital needs and maintenance costs are generally addressed at the individual agency level, conducting joint comprehensive planning activities for capital needs and priorities is important since deficiencies in facilities, equipment, and infrastructure can translate to a diminished level of the shared delivery of services.

It is recommended that the Fire Authority develop a long-range comprehensive Service Enhancement Plan that prioritizes fire and emergency response service enhancement projects related to such goals as increasing staffing levels, equipment replacement and major maintenance, facility upgrades and

improvement needs including water storage, tactical and specialized training, expanded fire prevention programs, and technological advancements (drones, in-helmet thermal imaging cameras, etc.) and identifies options for generating additional revenue and an anticipated implementation schedule for priority projects.

Below are needs and deficiencies identified by the UVFA to date:

- UVFA fire station deficiencies include providing adequate sleeping quarters for personnel, ADA compliance, seismic retrofits, and emergency generators for power during outages.

The UVFA is also impacted by a reduction in Learning and Development funding due to significant staff turnover and the high cost of external training sources. The UVFA is working to increase the number of staff members in the instructor cadre so that they can provide in-house training as much as possible.

3.8 Law Enforcement

The Ukiah Police Department (UPD) is a professional organization comprised of dedicated, well-trained officers and staff who are committed to work in partnership with the community to provide public safety to the residents and visitors of Ukiah. Officers serve by patrolling the City and by responding to calls for police service, performing crime prevention activities, conducting investigations, promoting traffic safety, and apprehending offenders. Officers are also responsible for providing general public safety and public order and strive to make a positive difference in the community's quality of life.

The department is organized into three divisions which are overseen by the Police Captain who is second-in command. The Operations and Administrative Divisions are commanded by lieutenants, and the Communications and Records Division is supervised by a civilian manager.

The UPD Communications Center handles all 911 and non-emergency calls for the City of Ukiah and City of Fort Bragg Police Departments, provides after-hours dispatching services for Electric, Water, Wastewater and other City of Ukiah services, and makes emergency notifications to the community.

The Police Department has continued to maintain and build its relationships with community and county agencies along with various supportive service providers. To facilitate reducing neighborhood crime and addressing community concerns, the City maintains memberships on RCS Homeless Services Community Center and the Mendocino County Youth Project. Additionally, the City has entered into partnership with Mendocino County's Whole Person Care program to establish a pilot Homeless Outreach Team and develop this program.

3.8.1 Service Overview

3.8.1.1 STAFFING

Ukiah Police Department Staffing is made up of many divisions (described below), but overall the total number of full-time equivalent staff is as follows:

- Professional 31
- Management 9
- Administrative 2.76
- Executive 1

(Ukiah, 2022)

The Operations Division is the most visible division within the Ukiah Police Department, with Patrol typically the first point of contact between law enforcement and the community. The Patrol Division is divided into shifts that provide coverage to the entire City of Ukiah 24 hours per day, 365 days per year. The Patrol Division works 12-hour shifts and is the backbone of the Ukiah Police Department. A typical shift will comprise of a patrol Sergeant and include two to three officers.

The Patrol Division is responsible for providing law enforcement and crime prevention services to Ukiah's residents and visitors, which is accomplished by providing uniformed police response to emergency and non-emergency calls for service. These law enforcement services include but are not limited to serving criminal warrants, making arrests, issuing citations, taking reports, conducting criminal investigations, providing extra security and traffic control patrol for special events, vacation home checks, extra patrol requests, traffic enforcement and collision reports, and assisting other law enforcement agencies when needed.

The Patrol Division's Community Service Officers (CSOs) handle numerous calls for service each day, which diverts workload from patrol officers by increasing their availability for priority calls for service. CSOs are typically responsible for handling non-hazardous situations such as traffic collisions, lost and found property, abandoned vehicle complaints, animal control enforcement, theft-related calls when a suspect is unknown, and a variety of other service requests.

The Department's CSOs also assist the Detective Bureau by facilitating mandated registration of individuals convicted of sex and arson crimes.

3.8.1.1.1 Administrative Division Arrests

The Detective Bureau prepares and submits cases to be reviewed and prosecuted by the District Attorney's Office, works closely with neighboring law enforcement and social service agencies, provides testimony and presents evidence in court, and assists the DA's office in prosecuting those that victimize our community.

The Detective Bureau is responsible for conducting initial and follow up investigations on complex crimes that fall outside the scope of normal patrol duties. Those crimes include:

- Arson, Assault with a Deadly Weapon, Burglary, Homicide, Child Abuse, Elder Abuse, Embezzlement, Robbery, Missing Persons, Sex Crimes, and Sex Offender Registration Monitoring.

3.8.1.1.2 Parking Enforcement

The Community Services Officer assigned to Parking Enforcement unit is responsible for ensuring drivers comply with local parking regulations and ordinances, especially in the downtown Ukiah area. In 2021, the Parking Enforcement vehicle was equipped with a pair of License Plate Reader (LPR) mounts that use satellite technology to aid in identifying parking violations as opposed to chalking tires.

3.8.1.1.3 School Resource Officer

In partnership with the Ukiah Unified School District (UUSD), the UPD assigns one School Resource Officer (SRO) to oversee attendance for six elementary schools, two middle schools, and two high schools within the district. The SRO maintains a close partnership with school administrators in order to provide for a safe school environment. The SRO is visible within the school community, often attends and participates in school functions, as well as providing safety by being present during school searches, which may involve weapons or controlled dangerous substances.

In addition to day-to-day duties, the SRO provides Gang Resistance Education and Training (GREAT). This violence prevention program is designed to be taught by trained law enforcement officers. In this program, children learn important skills to help them avoid participating in bullying, violence, and gangs.

3.8.1.1.4 Property and Evidence

Thousands of pieces of property pass through the UPD each year. The CSO assigned to the Property and Evidence unit ensures these items are properly catalogued and maintained as either evidence, safekeeping, or found property. Evidence is held until needed for court. Illegal property, such as narcotics, paraphernalia and weapons, are destroyed.

3.8.1.1.5 Communications & Records

The Communications Center is the initial contact point for public safety services for the City of Ukiah and the City of Fort Bragg.

The center consists of a team of eight fulltime Dispatchers and one Dispatch Supervisor, with two dispatchers assigned to a 12-hour shift seven days a week. Dispatchers quickly assess incoming calls and dispatch the appropriate units through the police radios. The dispatchers type the caller's information into the Computer Aided Dispatch System and use several different computer software applications simultaneously.

3.8.1.1.6 Records

The Records Division processes and files all the paperwork necessary for the courts, district attorney's office, and in-house detectives. Clerical staff also answer calls from the public on business lines and assist walk-in citizens during business hours. Additionally, they handle a variety of tasks ranging from receiving subpoenas, sending monthly statistical crime reports to the State of California, processing taxi permits, conducting Livescan fingerprinting services, processing Public Records Acts requests, among several other administrative functions.

3.8.2 Facilities and Capacity

The Police Department is headquartered at the Ukiah Civic Center at 300 Seminary Avenue. The Police Department has a staff of 44, which includes dispatch. Table 3.6 shows staffing for years 2018 through 2022 year-to-date (YTD). The table distinguishes between sworn personnel and support personnel.

	2018	2019	2020	2021	2022 -YTD
Chief/DOPs	1	1	1	1	0
Captains	1	1	1	1	1
Lieutenants	2	2	2	2	2
Sergeants	6	6	6	6	5
Officers	22	17	16	15	19
Sworn Officers Total	32	27	26	25	27
Records Clerk	3	3	3	3	3
CSO (Animal & Parking)	2	5	4	3	3
Evidence Tech & Crime Analyst	2	2	2	1	2
UPD Dispatch	9	9	9	9	9
Support Total	16	19	18	16	17

Source: (Ukiah, 2022 - UPD)

The ratio of sworn officers per 1000 population is a measure of the need for more services. Typically, large urban areas strive for one (1) officer per thousand, while smaller communities have higher ratios because of the minimum staffing requirements of a police department. The ratio of sworn officers per thousand for the City ranges from 1.92 to 1.62 between 2018 and 2021. On average, UPD has 27 sworn officers for a population of around 16,000, a ratio of 1.62 per thousand. The FY 2022-23 budget proposes no change in the number of positions in UPD from FY 2021-22. (Ukiah, 2022 - UPD)

Since officers are responding to calls in excess of industry work and staffing standards, the department is operating at capacity. To accommodate growth, the department should maintain or exceed the current ratio of sworn officers per thousand.

The department has been housed at its current location for more than 30 years. During this time, the policing needs of the community have increased and the department has grown both in its patrol and dispatch operations. The department facility is currently at capacity for what the Police Facility can accommodate. A few examples are the limited space in report writing, training, evidence storage, locker rooms, parking and dispatch facilities. The facility also lacks modern security features such as secured parking and electric gates. The department also currently relies on the use of external ranges for firearms training, which is perishable skill and would benefit from the operation of its own facility.

3.8.2.1 INFRASTRUCTURE NEEDS

The UPD has several current needs which include secured parking/ access for staff and patrol vehicles. The department will need to replace outdated radio equipment at our repeater site and comply with future requirements for radio encryption.

The department has been using the same Computer Aided Dispatch (CAD) System since 1998. The provider of this CAD system has changed ownership multiple times since the initial purchase. Currently there are only 6 Agencies in the state using this system and it does not have standard functionality such as mapping, found in more modern systems. It is likely that this system will be discontinued in the future. The department is reviewing options and funding sources for replacement of our CAD system. The expected cost of a new system is in the area of \$500,000.

3.8.3 Service Adequacy

Overall, in 2021 the City's Emergency Communication Center received 78,534 calls: 16,188 emergency 911 calls and 62,346 non-emergency calls. Of these, 24,355 total calls for service were generated from patrol officers to assist the community. (Ukiah, 2022)

Table 3.7 shows a summary of calls for service by type for years 2018 through 2022-YTD.

	2018	2019	2020	2021	2022 -YTD
Misdemeanor Arrests	945	986	526	483	396
Felony Arrests	427	427	438	475	329
DUI	125	123	63	132	116
Total Arrests	1,372	1,413	964	1,109	725
Crime Reports	3,317	3,505	2,934	2,420	1,879
Total Calls for Service	24,142	24,967	26,605	24,355	17,786
Outside Agency Assists (#)	679	685	663	618	345
Outside Agency Assists (%)	2.8%	2.7%	2.5%	2.5%	1.9%

Average Calls Per Day	66	68	73	67	69
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Source: (UPD, 2022 - UPD)

Between 2018 and 2021, UPD calls for service ranged from a low of 24,142 to a high of 26,605 annually or approximately 70 calls per day. With this level of demand for service, police officers are currently committed to calls over 80-percent of their work time. Industry work and staffing standards recommend that a typical patrol officer be committed no more than 60-percent of the time, which allows 40-percent of the time to be available for proactive preventative and community service type functions.

The following table shows crime statistics from 2021.

Crime	Number
Misdemeanors	483
Felonies	475
Driving Under the Influence (DUI)	132
Larceny/Theft	403
Aggravated Assault	262
Stolen Vehicle	86
Burglary	67
Robbery	19
Rapes	12

Source: Ukiah, 2022 - UPD.

In 2021, CSOs handled 2,498 calls for service and wrote 442 reports. (Ukiah, 2022 - UPD)

The UPD average call response times are shown below:

- Call Priority 1 - 3:10 minutes
- Call Priority 2 - 8:06 minutes
- Call Priority 3 - 13:27 minutes

(Ukiah, 2022)

3.8.3.1 CHALLENGES

For several years, police departments across the nation have struggled to recruit, hire and retain officers to meet staffing levels. To address these challenges, the Ukiah Police Department has increased incentives for new hires such as:

- \$20,000 bonus for lateral police officers
- \$10,000 bonus for Academy graduate recruits
- \$8,000 relocation benefit for out of the area applicants
- Vacation & sick bank hours for lateral applicants.
- Current employees are eligible for a recruitment bonus for new hired police officers

In 2021, the UPD was able to hire five Police Officers, one Dispatcher, and one Records Clerk. Recruiting continues to be a top priority for the UPD. The Department is still actively recruiting for diverse and community-oriented candidates to serve the City in a professional manner.

3.9 Community Services (Parks and Recreation)

3.9.1 Service Overview

Community Services is a department consisting of nine divisions, including the Alex Rorabaugh Recreation Center, Parks, Park Development, Aquatics, Golf, Conference Center, Museum, Recreation, and Special Services. While operated by the City of Ukiah, the Community Services Department plays a significant role in providing recreational services and opportunities to a broad population base, including those in unincorporated areas of the Ukiah Valley. According to the Trust for Public Land, 76.9-percent of Ukiah residents live within a 10-minute walk to a park or recreational asset. (TPL, 2022)

3.9.1.1 STAFFING

Per the 2021-2022 City of Ukiah Budget, Community Services allocated the following positions and employed approximately thirty-three (33) individuals across the following Personnel Division:

- Executive – 1
- Management – 4
- Administrative and Technical – 28
- Seasonal – 50-175 (Varies)

The maintenance practices and procedures within the Parks Division place a high priority on safety in parks. Therefore, Parks Division staff members must maintain current certifications and licensing for Playground Safety Inspections, Certified Pool Operator, Pesticide Application, Tree Care, and the ability to operate maintenance equipment in a safe and appropriate manner. The City of Ukiah is one of the largest employers of youth within Mendocino County, with the Community Services Department employing the majority of these individuals during summer months or in support of after-school programming.

3.9.2 Facilities and Capacity

3.9.2.1 EXISTING PARK AND RECREATIONAL FACILITIES

3.9.2.1.1 Recreation Facilities

The Community Services Department is responsible for maintenance and operations of multiple facilities. Major facilities are described below.

Grace Hudson Museum

The Grace Hudson Museum is an art, history, and anthropology museum focusing on the life's work of Grace Carpenter Hudson (1865-1937) and her ethnologist husband, Dr. John W. Hudson (1857- 1936). Permanent and changing exhibits feature Western American art, California Indian cultures, histories of California's diverse North Coast region, and the work of contemporary regional artists. Grace and John Hudson built their Craftsman bungalow home, The Sun House, on a large lot in central Ukiah in 1911. The property is now preserved as a park by the City of Ukiah. The Grace Hudson Cultural Center park includes the Sunhouse, Museum, Wild Gardens, and the Ts'wish Wetlands. The Norma & Evert Person Gallery features articles, textiles, photographs, and manuscripts highlighting the history and celebrating the legacy of the Carpenter-Hudson family. The six-room Sun House is furnished with items from the museum collection to retain the flavor of the Hudson's lifestyle. The Sun House is California Historical Landmark No. 926, and is listed in the National Register of Historic Places.

Ukiah Valley Conference Center

The department also manages the Ukiah Valley Conference Center. The Ukiah Valley Conference Center is a 26,000-square-foot facility located in Ukiah’s historic downtown district alongside shopping and dining services. The Center has popular street front retail space, a number of office tenants as well as meeting room facilities for small groups and large groups. The facility includes eight meeting rooms named for red and white grape varietals. The white rooms (Chardonnay, Riesling, Chenin, and Blanc) are small and medium-size conference rooms designed for board meetings, seminars, small receptions, and banquets. The red rooms (Cabernet I, Cabernet II, Merlot, and Zinfandel) can be divided into two rooms or combined to form a large room for wedding receptions, banquets, trade shows, and large seminars. By December, 2022, installation of a backup emergency generator for use during Public Safety Power Shutoffs or other emergencies will be finalized.

Alex Rorabaugh Center

The Community Services Department operates the 21,000-square-foot Alex Rorabaugh Center, while UUSD is responsible for field and outdoor maintenance. The indoor meeting rooms and active community spaces provide an important venue for recreation programs, as well as community activities and events. The facility is co-managed with the UUSD, as well as a local non-profit.

Ukiah Municipal Pool

The Ukiah Municipal Pool offers the only Red Cross-certified learn-to-swim program in the Ukiah Valley. The 65,000 square foot pool facility is located at Todd Grove Park. In addition, the pool offers public swim, lap swim, private party rentals, and aquatic sports.

Civic Center & 501 South State Street

In 2020, the City purchased the former Bank of America building located at 501 South State Street. Presently, a comprehensive plan for space allocation/usage and facility renovations is under development for both the Civic Center and 501 South State Street. The City has successfully bonded for facility improvements. A Community Development Block Grant (CDBG) planning grant was awarded for ADA planning at 501 South State and additional funding for ADA improvements will be sought.

Observatory Park

The city acquired the property for Observatory Park in 1991, but the observatory and adjoining land was closed to the public until March 2014. A \$54,000 grant from the California Land and Water Conservation Fund, along with matching funds from the City of Ukiah, made the improvements necessary to reopen the park. The park is currently subject to the City of Ukiah Observatory Park Strategic Plan 2018—2023.

Community and Recreation Programming

A substantial aspect of the Community Service Department includes regional programming and events, which occur throughout the City, predominantly on City owned properties. The largest events include the Sundays in the Park Series with 6-8 concerts per year, Summer Safari youth camp, Pumpkin Fest, the Holiday Ice Rink, and the Holiday Light Parade, as well as the Tree lighting ceremony. These larger events attract thousands of participants from across the Ukiah Valley.

Recreation staff also average two to three smaller events per month. These smaller events include the Splash Parties, Community Yard Sales, “Bounce to the Stars” events at the Historic Observatory, Kids Triathlon, *Día de los Muertos*, Movies in the Park (4-6 per year), Haunted House, Dog Walks, volunteer opportunities, and more. Recreation staff support the provision of community led recreation by publishing

a three time per year recreation guide. City staff, with support from Public Safety, Public Works, and Parks, collaborate and provide support to a wide variety of community led parades and street closing events including the Chili Cook Off, Car Shows, and the Taste of Downtown.

As a result of associated programs, the City is considered the largest employer of youth in the region. The number of youth employed varies seasonally. In the summer, youth work as lifeguard and camp counselors. Youth also work in our After School Education and Safety (ASES) program providing education, supervision, and recreation after school to hundreds of students under a contract with UUSD. Youth also work as support staff throughout the year with a wide variety of recreational programs.

3.9.2.1.2 Parks and Recreation

Table 3.9 shows the park and trail facilities across the City. The skate park is one of the newest facilities, having opened in early 2011, and is regularly utilized in conjunction with Low Gap Regional Park.

Park/Facility	Address	Acreage	Open Area	Playground or Skate Park	Picnic Tables and/or Benches	Reservable Group Picnic Area	Tennis Courts & Pickleball	Basketball Courts	Covered Gazebo/Shelter	Softball/Baseball Diamonds	Multipurpose Meeting Rooms	Wetland/Resource Protection	Concert Area/Amphitheater	Restrooms/Portalets	Community Garden	Trail(s)	Soccer Field(s)
Alex R. Thomas Plaza	310 S State St	>1 Acre	X		X	X			X				X	X			
Alex Rorabaugh Center & Fields - UUSD	1640 S State St	±10 Acres	X	X				X			X			X			X
Gardner Park	248 N Oak St	>.5 Acre			X												
Giorno Park & Anton Stadium	506 Park Blvd	12 Acres	X							X							
Grace Hudson Museum & Ts'wich Wetlands	431 S Main St	>1 Acre	X		X						X	X		X			
Great Redwood Trail	N/A	± 3 miles	North South Community Path/Trail													X	
Low Gap Park (County & City)/City View Trail	1167 Low Gap Rd	±80 Acres	X	X	X	X	X		X				X	X		X	
McGarvey Park	310 Dora St	>1 Acre	X		X												
Nokomis Park (Tennis Courts) - UUSD	1323 Laurel Ave	>1 Acres	X				X										
Oak Manor Park	500 Oak Manor Dr	>1 Acre	X	X	X	X	X		X					X			
Observatory Park	855 Cindee Dr	>1 Acre	X		X											X	

Orchard Park	432 Observatory Ave	2.5 Acres	X	X	X														X
Orr Creek Trail and Oak Park	Multiple	±3 Acres	East - West Community Path/Trail													X	X		
Riverside Park	1281 E Gobbi St	38 Acres	X		X								X						X
Seminary Avenue/Carl Purdy Park	N/A	0.22 Miles	X																
Todd Gove Park	600 Live Oak Ave	16.2 Acres	X	X	X	X			X				X	X					
Ukiah Civic Center	300 Seminary Ave	2.5 Acres	X		X							X		X					
Ukiah Municipal Golf Course	599 Park Blvd	67 Acres	X									X		X					X
Ukiah Municipal Pool	511 Park Blvd	>1 Acre			X	X								X					
Ukiah Valley Conference Center	200 S School St	±26,000 sq ft										X		X					
Ukiah Skate Park	1043 Low Gap Rd	>1 Acre		X										X					
Ukiah Sports Complex	905 City Well Rd	10.3 Acres	X	X	X				X					X					
Vinewood Park	1260 Elm St	4.7 Acres	X	X	X	X		X						X	X				
Western Hills - Open Space Acquisition	N/A	± 639 Acres	X										X						
Watershed Park	1825 Airport Rd	>1 Acre	X										X						

Source: Ukiah, 2022.

Parks and recreation services are provided through the City's Community Services Department. The park system includes 53 acres of neighborhood and community parks. In addition, the 80-acre Low Gap Regional Park, in the County system, is located partially within the City limits, offering additional recreation opportunities. In 2022, 28-percent of softball teams were from outside Ukiah. With regard to soccer, approximately 400 youth from the Ukiah Valley participate in the Mendocino Soccer Academy across their beginner, developmental and select teams, and there are approximately 575 players in the Ukiah Valley Youth Soccer League. Nearly all soccer games occur on properties associated with UUSD, as

the City does not maintain any designated soccer fields, besides open-space that sometimes serves as practice locations.

Observatory Park is the home of the Ukiah Latitude Observatory, one of five international latitude observatories around the world operated from 1899 to 1982. The City of Ukiah offers several events associated with this unique park. In 2014, Observatory Park was dedicated to the people of Ukiah. A commitment was made at that time to preserve the Ukiah Latitude Observatory and for the park to become part of Ukiah's living heritage.

3.9.2.2 INFRASTRUCTURE NEEDS

The City's Softball complex is currently only accessible via Highway 101 and is therefore inaccessible to pedestrians or bicyclists. Access could be provided with an over or underpass or via a bike path along Highway 101 or via an easement across private property. Many of the City's parks have aging irrigation systems that will require replacement. Access to the Russian River is limited and there are no developed entrances or exits for kayaking or floating the river. Also, the City has a shortage of quality soccer fields. (Personal Communication: Neil Davis)

3.9.2.3 FUTURE IMPROVEMENTS AND EXPANSION

The City of Ukiah has recently acquired 700 acres of open space on the southwestern hills of Ukiah. The City is working on a conservation and recreation plan with hopes to open the area for recreational use in the future. The City is also exploring the possibility of establishing new park facilities with Russian River access at Riverside Park and is looking for property on which to enhance recreational opportunities for the Wagenseller neighborhood. (Personal Communication: Neil Davis)

A conceptual plan to establish an Orr Creek Greenway with a goal to provide creek restoration and a bike and pedestrian walkway from Low Gap Park to the Russian River.

3.9.3 Service Adequacy

The Community Services Department strives to fill gaps of recreational and quality of life opportunities that are unmet by commercial providers. The City undertakes periodic surveys and assessments to determine unmet community needs. Where possible, fee for service charges are collected to expand services. Otherwise the City attempts to address unmet needs where possible and within budgetary constraints. (Personal Communication: Neil Davis)

3.9.3.1 CHALLENGES

The City's 87-acre Ukiah Municipal Golf Course is a challenging asset and is maintained as an enterprise funded service. The City of Ukiah contracts with Tayman Park Golf Group, Inc. (TPGG), a private contractor specializing in golf course management, to manage the operations, maintenance, and improvements at the Ukiah Valley Golf Course. Revenue at the golf course was severely impacted by pandemic, and future operations are likely to be constrained by ongoing drought, as well as demographic changes in course users. (Ukiah, 2022)

3.10 Public Works

The Public Works Department develops, operates, and maintains the public infrastructure of Ukiah, excepting electrical utility services and water and wastewater services. This includes maintaining streets, storm drains, buildings, the Landfill, and the City's plant and fleet. In FY 2023, the Building Maintenance Division was reorganized into the Public Works Department from Community Services upon consideration

of staffing and operational efficiencies. The Public Works Department is comprised of six (6) divisions providing public infrastructure-related services.

3.10.1 Service Overview

The engineering services division performs a variety of professional engineering and project management services. This includes, but is not limited to, review and inspection of development projects, floodplain management, project design and inspection, contract and construction administration, encroachment and transportation permits, technical assistance to the Traffic Engineering Committee, and related engineering and administration services. The engineering division also manages the City's stormwater program.

The street maintenance division maintains over 53 centerline miles of two-way streets within the City of Ukiah. The division maintains street lights, signs, and markings, repairs potholes, removes graffiti and cleans up debris from traffic collisions, maintains stormwater drains and creeks, sweeps the streets, and maintains other City-owned rights-of-way including weed abatement. The landfill property is also maintained on a regular basis by the street maintenance division, and the engineering division is currently working with other agencies on the final closure of the 283-acre property.

The City fleet and plant maintenance division provides maintenance to over 400 vehicles and equipment. Vehicles are serviced at regular intervals, depending on use. The division also performs maintenance and repair for machine equipment at the Water Treatment Plant and Wastewater Treatment Plant. The City mechanics ensure compliance with requirements of the California Highway Patrol, Bi-annual Terminal inspections, Occupational Safety and Health Administration Aerial Inspections, California Air Resources Board, Mendocino County Air Quality Management District, and Mendocino County Division of Environmental Health.

The Building Maintenance division provides operational maintenance for the Civic Center, Annex Facility, Train Depot, UVCC, Grace Hudson Museum, Alex Rorabaugh Recreation Center (ARRC), and many other City owned and operated buildings. It is also responsible for ongoing preventative and routine maintenance as well as emergency repairs.

The Corporation Yard, located at 1320 Airport Road, is the base of operations for Public Works field crews and Electric Utility Department crews, and serves as the City Fleet and Maintenance Facility. The Street Maintenance Crew, the Water and Sewer Maintenance Crew, and the Electric Utility Maintenance Crew stage their equipment and maintenance supplies at the Corporation Yard.

(Ukiah, 2022a)(LAFCo, 2012)

3.10.1.1 STAFFING

According to the 2021-2022 City of Ukiah Budget, the Public Works Department was allocated the following positions:

Engineering Services Division

- One (1) Public Works Director/City Engineer
- One (1) Senior Civil Engineer
- One (1) Associate Engineer
- One (1) Management Analyst II
- One (1) Engineering Technician I

Street Maintenance Division

- One (1) Street Sweeper Operator
- Four (4) Public Works Maintenance I
- One (1) Public Works Maintenance II

Fleet and Plant Division

- One (1) Fleet Maintenance Supervisor
- One (1) Lead Equipment Mechanic
- Two (2) Equipment Mechanics
- One (1) Equipment Mechanic Apprentice

Landfill Division

- No allocated personnel.

Corporation Yard Division

- No allocated personnel.

Building Maintenance Division

- One (1) Custodian
- One (1) Event & Facility Attendant
- One (1) Receptionist/Clerk
- One (1) Building Specialist
- One (1) Buildings/Facilities Lead Worker

3.10.2 Facilities and Capacity**Corporation Yard**

As referenced in previous sections, the base of operations for public works field crews is the Corporation Yard, located at 1320 Airport Road. The Street Maintenance Crew, the Water and Sewer Maintenance Crew, and the Electric Utility Maintenance Crew stage their equipment and maintenance supplies at the Corporation Yard. Given the age and existing condition of this facility, planned within the 2022-2023 CIP schedule is for the design of plans and specifications for the future renovation of this facility.

Ukiah Landfill Closure Project

The proposed landfill closure project is located at 3100 Vichy Springs Road and is owned and was operated by the City of Ukiah. The landfill operated from 1955 to September 2001. Closure of the Ukiah Landfill will be performed in accordance with applicable regulatory standards.

3.10.2.1 INFRASTRUCTURE NEEDS

Annually, the Public Works Department makes updates to the CIP schedule with review and approval by the City Council. Recent and future Capital Improvement Projects include:

Downtown Ukiah Streetscape Project – Completed in 2021

In late 2021, the Public Works Department, in partnership with the Electric Utility Department, Water Resources, and City Manager's Office, completed the Ukiah Downtown Streetscape Project. The project provided streetscape improvements in downtown Ukiah on State Street, Perkins Street, Church Street, Clay Street, and Standley Street, including sidewalk widening, curb ramps and bulb outs, street lights,

street furniture and tree planting. The project also included a road diet between Henry Street and Mill Street that transformed the existing four-lane cross section into a three-lane cross section with one travel lane in each direction and a two-way left-turn lane in the center with on-street parking maintained. In addition to the road diet, signal modifications were made at each of the three signalized intersections (Standley Street, Perkins Street, and Mill Street) to provide vehicle detection, improve coordination and re-orient the signal equipment to support the road diet alignment. This work also included a pavement overlay, striping, and pavement markings.

Corporation Yard Renovation Project (Pending)

This project is for the complete renovation of the existing Corporation Yard. The project will include demolition of all accessory buildings and construction of new structures and facilities, depending on results of a needs assessment. Planned for 2022-23 is development of plans and specifications.

Landfill Closure (Pending)

Specific details of landfill closure will require additional City Council review, input, and approval. Construction activity for closure of the landfill will commence once these details are approved.

Streets and Rights-of-Way Projects (Pending)

Several street improvement projects are planned, including:

- Dora Street Utility Improvement Project
- East Clay Street Improvement Project
- Street Striping
- Slurry Seal Project
- Main Street Reconstruction Project
- Clara Avenue Reconstruction Project
- Leslie Street Rehabilitation Project
- Perkins Street Storm Drain and Widening Project

Planned rights-of-way projects include:

- Completion of a planning study for the Orr Street Bridge and Transportation Corridor, which will eventually lead to transportation improvements for the corridor
- Gobbi/Main Streets Traffic Signal

3.10.3 Service Adequacy

Street Maintenance – Prioritizing Repairs

The Public Works department uses a strategized approach to improve and maintain over 53 centerline miles within the City of Ukiah. City staff use a Pavement Management System (computer program) that evaluates the health of local streets and identifies the right treatment for the street: reconstruction, overlay, or slurry seal. Based upon the amount of Measure Y and gas tax funds available, the weather, and the timing of other related projects in the area, the street rehabilitation project is then submitted to City Council for review and approval. Measure Y funds are not used for electric, water, or sewer utilities, or for other City projects; those projects are either funded through their associated departments or through grants.

The majority of the street network comprises residential/local streets. In order to determine maintenance needs, the City rates each of its roadways in terms of a pavement condition index (PCI). The PCI ranges from 0 to 100. A newly constructed road would have a PCI of 100, while a failed road would have a PCI of 25 or less. The average weighted PCI for the City’s network in 2021 was 53. Table 3.10 describes the pavement rating scale, while Table 3.11 shows the percentage of the City’s roadways in each category for 2021.

PCI Range	Condition	Description
70 – 100	Good to Excellent	No or little distress, with the exception of utility patches in good condition or minor to moderate hairline cracks. Typically, lightly weathered. No treatments assigned if PCI > 90.
50 – 69	At Risk	Light to moderate weathering, light load-related base failure, moderate linear cracking.
25 – 49	Poor	Moderate to severe weathering, light to moderate levels of base failure, moderate to heavy linear cracking.
0 – 25	Failed	Extensive weathering, moderate to heavy base failure, failed patches, extensive network of moderate to heavy linear cracking.

Source: Department of Public Works, 2022.

Functional Class	2022 Average PCI
Arterial	50
Collector	50
Residential/Local	56

Source: Department of Public Works, 2022.

3.10.3.1 CHALLENGES

In recent years, cities have been challenged to maintain streets due to insufficient funding. Ukiah’s street maintenance is currently funded through General funds, Measure Y funds, and grant-funding when available. Starting in 2004, State and Federal monies that formerly went to local jurisdictions for street repairs were either diverted or reduced. For example, local agencies had relied upon State Transportation Improvement Program (STIP) funding to improve local streets. Now, these funds are reserved for roads that are connected to State Highway facilities. As a result, by 2016, 67% of Ukiah’s streets were in poor or “failed” condition.

In 2016, City of Ukiah voters passed Measure Y as a way to provide additional annual funding for street maintenance. Measure Y is a 0.5% transaction and use tax. According to the 2021-2022 City of Ukiah budget, Measure Y was projected to generate \$3,822,144 for street maintenance projects.

3.11 Solid Waste

3.11.1 Service Overview

Through an agreement with the City of Ukiah, overseen by the Public Works Department, Ukiah Waste Solutions (UWS) provides solid waste removal within City limits, and pays the City a franchise fee (refuse disposal fee) to provide this service. UWS has served the City of Ukiah since 2007.

As shown in the FY 2021-22 budget, the City anticipates receiving \$415,000 in refuse disposal fees or 1.3 percent of general fund revenues. The City charges fees to cover the cost of solid waste removal provided by UWS, which are based on the Consumer Price Index (CPI), Fuel Index, and other pass-through costs. (Ukiah, 2022a).

Within unincorporated portions of the Ukiah Valley and proposed Sphere of Influence, solid waste collection is undertaken by Redwood Waste Solutions (RWS), which commenced services on July 1, 2022. More particularly, RWS services Franchise Collection Area #2, which includes areas of unincorporated Ukiah, as well as Fort Bragg and some unincorporated communities along the coast, including Albion and Mendocino. UWS and RWS exist as stand-alone companies managed by C&S Waste Solutions. (Ukiah, 2022)

3.11.1.1 STAFFING

According to the FY 2021-2022 City of Ukiah budget, there were no City staff assigned or allocated for the provision of solid waste collection, as UWS provides all services to the City of Ukiah. The Customer Service branch of the City of Ukiah Finance Department, however, handles service setup, disconnect, and billing services for residential customers. UWS works directly with commercial and institutional customers for service setup and billing. (Ukiah, 2022)

3.11.2 Facilities and Capacity

3.11.2.1 SOLID WASTE

Solid waste collected by UWS is transported to the Ukiah Transfer Station. This facility, located at 3151 Taylor Drive, operates as a location for the collection of municipal solid waste (garbage) as well as a number of household and commercial materials that are subsequently recycled. When loads of mixed waste arrive at the facility, they are sorted to the extent feasible to extract recyclables and increase diversion from landfilling. Non-recyclable materials are then transported to Potrero Hills Landfill located in Solano County.

Based on estimated capacity, anticipated closure of the Potrero Hills Landfill in Solano County is expected to occur in 2059. RWS operations within unincorporated portions of the proposed Sphere of Influence are similar to those of UWS, and utilize the same facilities just outside City limits. C&S Waste Solutions manages the following facilities within the Ukiah Valley:

- Pacific Organic Solutions - Green Waste Processing Facility - 3515 Taylor Drive
- Pacific Recycling Solutions - Materials Recovery Facility - 3515 Taylor Drive
- Tri-County Scrap Metals – Scrap-Yard - 3515 Taylor Drive
- Ukiah Transfer Station and Recycling Center - 3151 Taylor Drive

Solid Waste Systems operates the Ukiah Transfer Station, which handles solid waste and recyclables from both incorporated and unincorporated sources. The transfer station is currently configured to facilitate 200 tons of waste per day and receives an average of 120 to 130 tons per day. Under the existing permit,

the transfer station can be expanded to accommodate 400 tons per day, should additional capacity be necessitated.

(Ukiah, 2022)

3.11.2.2 GREEN WASTE & ORGANIC WASTE

Green waste is biodegradable discards composed of garden, food or yard waste, such as leaves, branches under 4 inches in diameter, grass or flower cuttings and hedge trimmings, from residential and commercial sources. Once chipped and ground, green waste can be recycled into organic matter that can be used for composting, anaerobic digestion or gasification. Both wood waste, food waste, and green waste are processed at the Pacific Organic Solutions' Ukiah facility. After any contaminants are removed, wood, food, and green waste is processed through a grinder and used in a variety of ways, including compost production, landscaping materials, and electricity generation. Beginning in 2022, SB 1383 requires every jurisdiction to provide organic waste collection services to all residents and businesses.

UWS and RWS transport compostable organic waste from designated 'Greenwaste Bins' to Cold Creek Compost in Potter Valley, California (6000 East Side Potter Valley Road, Ukiah, CA). Compostable bags or plastics are not accepted by Cold Creek Compost, Inc.

3.11.2.3 RECYCLABLES

Recyclables are processed at Pacific Recycling Solutions Materials Recovery Facility (MRF) utilizing machinery and employees to sort all received material. This facility processes commingled recyclables collected from homes and businesses across the Ukiah Valley.

Manual and mechanical methods are used to separate the commingled materials into individual commodities. These materials are then baled separately and sent to additional processors and manufactures for making new recycled products. Materials processed include glass, aluminum, cardboard, newspaper, mixed paper and mixed plastics. Incoming material that is free of contamination gets baled and sent for processing into new recycled products. (Ukiah, 2022a) (LAFCo, 2012)(C&S, 2022)

3.11.2.4 HOUSEHOLD HAZARDOUS WASTE

Hazardous and electronic waste (e-waste) is prohibited from being landfilled and must be handled separately from trash and recyclables. This includes all paints, thinners, pesticides, motor oil, fluorescent tubes, and electronics such as televisions, monitors, and VCRs.

Certain hazardous waste and e-waste are accepted in designated areas of the Transfer station at no charge. Other hazardous waste and e-waste are accepted through the Mendocino Solid Waste Management Authority (MendoRecycle) at 3200 Taylor Drive, Ukiah. (LAFCo, 2012)

3.11.2.5 INFRASTRUCTURE NEEDS

Since 2018, C&S Waste Solutions has worked to create efficiencies by consolidating operations closer to existing facilities and office along Taylor Drive in unincorporated Mendocino County. C&S Waste Solutions has the ability to expand the Green Waste Processing facility by six more bunkers if needed.

3.11.3 Service Adequacy

The transfer station is adequately designed to accommodate service demands and abate odors and other associated nuisances pursuant to applicable laws and regulations.

The City continues to steadily reduce the amount of refuse material sent to the landfill and exceed the state mandated diversion rate of 50% with an estimated average of 69%.

The Ukiah Transfer Station is operating at 65-percent capacity and 33-percent of permitted capacity and the Potrero Hills Landfill in Solano County has capacity through 2059, which is anticipated to be sufficient to serve the City and greater Ukiah Valley area.

3.11.3.1 CHALLENGES

Educating customers on evolving regulations, which are constantly changing as to the appropriate refuse protocols, is considered a pressing challenge, as it substantially affects downstream operations and waste diversion percentages. This is especially important as SB 1383 took effect on January 1, 2022. Moving forward all levels of the community will need to be educated on appropriate organic waste recycling, edible food recovery, reduction, and diversion requirements to ensure compliance with State law.

3.12 Stormwater

The City maintains a system of surface and underground drainage facilities, and has developed a Stormwater Management Plan (SWMP) to reduce the discharge of pollutants from urban runoff into creeks and the Russian River. The storm drainage system is maintained by the Public Works Department, and residents are charged fees that support these activities. The City maintains a system of surface and underground drainage facilities as well as three named main creeks within the City of Ukiah: Orrs Creek, Gibson Creek, and Doolin Creek. There is also an “unnamed” creek (Mendocino Creek) that flows through the City of Ukiah and joins Doolin Creek. These creeks ultimately discharge into the Russian River outside of the city limits, in the unincorporated area of Mendocino County. (LAFCo, 2012)

3.12.1 Service Overview

In 2006, the City adopted a Stormwater Management Plan. The purpose of the Plan is to implement and enforce a series of management practices designed to reduce the discharge of pollutants from urban runoff or municipal separate storm sewer systems to the “maximum extent practicable,” to protect water quality, and to satisfy the applicable water quality requirements of the Clean Water Act. The plan groups BMPs under six “minimum control measures,” as follows:

- 1) Education and outreach,
- 2) Public involvement and participation,
- 3) Illicit discharge detection and elimination
- 4) Construction site stormwater runoff control,
- 5) Post-Construction stormwater management, and
- 6) Pollution prevention and good housekeeping for municipal operations.

In 2014, the City adopted the Low Impact Development (LID) Manual that is utilized by Santa Rosa and Sonoma County. The Manual provides the technical design guidelines for development projects in the implementation of permanent water quality features. (Ukiah, 2022a)(LAFCo, 2012)

3.12.1.1 STAFFING

Managing the City’s stormwater collection system is the responsibilities of field crews within the Public Works Department. The Streets Division is responsible for the maintenance of City streets, creeks, storm drains, and overall maintenance of the City-owned rights-of-way. The Streets Division is a General Fund operation. It consists of five full-time permanent employees, one street sweeper and one seasonal position.

3.12.2 Facilities and Capacity

The City maintains a system of surface and underground drainage facilities that drain into Orrs Creek, Gibson Creek, and Doolin Creek, and eventually to the Russian River. The capacity of the stormwater drainage system is unknown. Much of the City's stormwater is conveyed by surface flow along the curb and gutter. There are intermittent storm drains throughout the City; however, there is no central trunk line for all of the storm drains to collect and convey stormwater to the Russian River. (LAFCo, 2012)

If recycled water needs increase in the future, the City can expand its recycling capacity and recycle additional wastewater entering the WWTP from the City's sewer piping network. Thus, the City does not need additional sources of water for recycling purposes. Finally, the costs associated with expansion of the WWTP to include stormwater recycling would be prohibitive unless sufficient recycled water customers are identified in the future, or State regulations are enacted requiring treatment of stormwater runoff.

Nonetheless, stormwater can provide groundwater recharge benefits for the City, provided that the stormwater entering Basin aquifers does not compromise groundwater quality. Development of land typically increases impervious surfaces which can compromise stormwater quality.

In 2014, the County of Mendocino published a LID Technical Design Manual. This manual provides technical guidance for redevelopment projects that significantly impact the impervious surface on a redevelopment site, and therefore require permanent stormwater best management practices (BMPs) to offset the impact. In 2011, the City of Santa Rosa and County of Sonoma prepared a similar LID manual. The City of Ukiah adopted the latter LID Manual by Resolution No. 2014-27. (Santa Rosa, 2011)

3.12.2.1 COLLECTION SYSTEM

As noted above, the City maintains a system of surface and underground drainage facilities that drain into Orrs Creek, Gibson Creek, and Doolin Creek, and eventually to the Russian River.

3.12.2.2 TREATMENT

The City has developed a Stormwater Management Plan to reduce the discharge of pollutants from urban runoff into creeks and the Russian River. The plan addresses several areas of concern, public education and outreach, public involvement and participation, illicit discharge detection and elimination, construction site runoff control, post-construction stormwater management, and pollution prevention. The Public Involvement and Participation Program includes development and implementation of ways to detect and eliminate illicit discharges to the storm sewer system. Construction runoff control could include silt fences and temporary stormwater detention ponds.

Post-construction management consists of preventative actions such as protecting sensitive areas (e.g., wetlands) or the use of structural best management practices such as grassed swales or porous pavement. Pollution prevention involves developing and implementing a program for preventing or reducing pollutant runoff from municipal operations. (LAFCo, 2012; page 116)

3.12.2.3 INFRASTRUCTURE NEEDS

Currently unknown.

3.12.3 Service Adequacy

The City maintains a system of surface and underground drainage facilities that drain into Orrs Creek, Gibson Creek, and Doolin Creek, and eventually to the Russian River. There is no central trunk line to collect and convey stormwater to the Russian River and the stormwater system capacity is unknown.

3.12.3.1 CHALLENGES

Currently unknown.

3.13 Wastewater

The City wastewater enterprise provides for the collection, treatment, and disposal of wastewater for the City of Ukiah and the Ukiah Valley Sanitation District (UVSD). Due to the overlap area of the City and UVSD jurisdictional boundaries, some City residents receive wastewater services from the City, while other City residents receive wastewater services from the UVSD.

The City provides wastewater services to approximately two-thirds of City residents. The remaining one-third of City residents receive service from the UVSD. The UVSD also serves areas located north and south of the City limits. In total, half of the UVSD service units are located within the City limits.

In 1995, the City and UVSD entered into a participation agreement whereby the City agreed to operate and maintain the UVSD sewer collection system and provide UVSD wastewater treatment services at the City's Wastewater Treatment Plant (WWTP), and UVSD agreed to share the costs based on the number of Equivalent Sewer Service Units (ESSUs). ESSUs are utilized as a measure of flow volume and treatment capacity, and one ESSU is equivalent to a two-bedroom dwelling unit. (LAFCo, 2012)

Costs for operation and capital are jointly developed through the City's annual budget process, budgeted in City funds, and costs are shared by the City and UVSD based on an agreed upon apportionment. (Ukiah, 2022a)

3.13.1 Service Overview

The Wastewater Division is managed under the Water Resources Department and is comprised of three sections: Administration, Collection and Treatment. The Administration section is responsible for all compliance, permitting, funding oversight, budgeting and assists the other divisions with technical assistance. The Collection section is closely coordinated with the Water Distribution section of the Water Division, as the same team of employees maintains and improves both systems. The Treatment section is responsible for the operation and maintenance of the WWTP and all discharges from the WWTP.

Administration:

- Ensure that Compliance with the Wastewater Collection System and WWTP meets all State requirements
- Administer the National Pollutant Discharge Elimination System (NPDES) permit for discharge to the Russian River from the WWTP
- Implement Capital Improvement Projects for system upgrades while monitoring revenues and expenditures to ensure the rates are supporting their purpose

Operations and Maintenance:

- Provide daily maintenance to the collection system to keep it in operation

- Identify defects in the system that need to be repaired or upgraded

Treatment:

- Operate and maintain the WWTP in a manner that meets the regulatory requirements for discharge
- Maintain the plant to keep it fully functioning (Ukiah, 2022a)

3.13.1.1 STAFFING

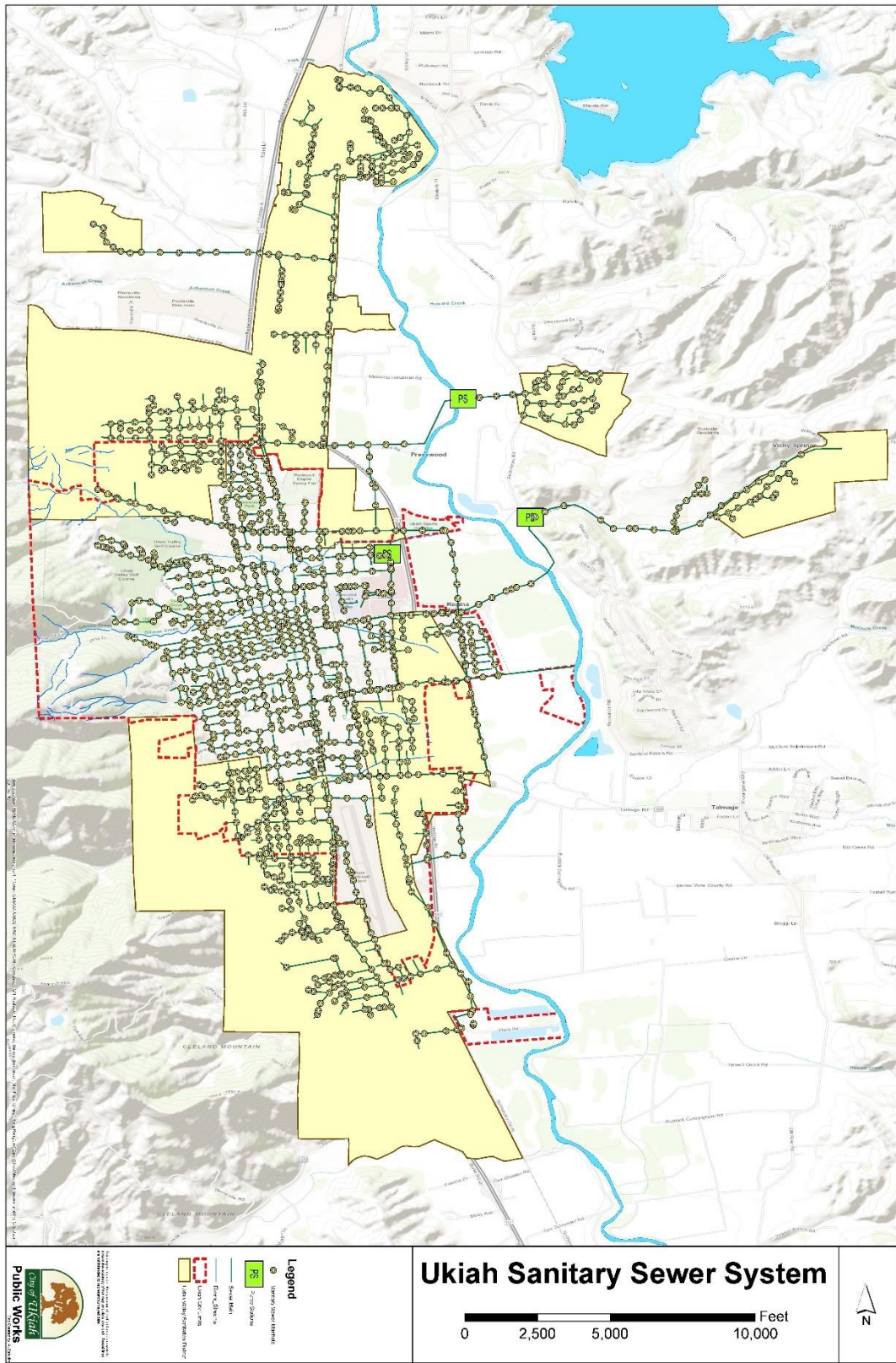
Per the 2021-2022 City of Ukiah Budget, Wastewater Services were allocated the following positions and employed approximately sixteen (16) individuals:

- Executive (.6)
- Management (1.7)
- Professional (.55)
- Administrative and Technical (13.75)
(Ukiah, 2022a)

3.13.1.2 OPERATIONS

The WWTP is owned by the City and serves the City of Ukiah, as well as the UVSD. The WWTP has a current treatment capacity of 3.01 million gallons per day (MGD) of average dry weather flow and 24.5 MGD of peak wet weather flow. The WWTP includes primary, secondary, and tertiary treatment. Wastewater collection is provided by the City of Ukiah and the UVSD and conveyed to the City's WWTP, located southeast of the City. Like the electric utility, wastewater collection and treatment is an enterprise activity. Residents are charged fees for service. (LAFCo, 2012)(Ukiah, 2022a)

Figure 3-3 City of Ukiah and UVSD Entire Sewer System Map



Source: City/UVSD, 2020a.

3.13.1.3 JOINT AGREEMENT WITH UKIAH VALLEY SANITATION DISTRICT

Within the Ukiah Valley there are three agencies that provide wastewater treatment services: (1) City of Ukiah (City); (2) UVSD and; (3) Calpella County Water District (CWD). The City owns the collection system within a portion of its jurisdictional boundaries and a WWTP. The UVSD owns the collection system within its jurisdictional boundaries, a part of which is within the City's boundaries (known as the overlap area). The UVSD contracts via a Participation Agreement with the City of Ukiah for use of the City-owned WWTP and for operation and maintenance of the UVSD collection system. Calpella CWD owns its collection system and treatment plant. (UVSD, 2022)

In 2008, the UVSD transitioned to a five-member elected board. Prior to that, the district was represented by a three-member board of directors chosen from the City Council and Board of Supervisors. The UVSD is responsible for maintaining its portion of the network of collection pipes leading to the City of Ukiah's sewage treatment facility. The district currently encompasses lands north of the City to Mendocino College and beyond The Forks, south of Ukiah extending past State Route 253, east to El Dorado, Vichy Springs and Guideville Rancheria in the eastern valley and within limited areas of the City in the overlap area. (Mendocino County, 2011)

The UVSD does not have operations staff and contracts with the City of Ukiah for the provision of wastewater services. The City has its own staff, equipment and facilities for management and operation of wastewater services within the City's jurisdiction. Under the Participation Agreement, and subsequent agreements, both agencies are able to operate together in a unified manner to provide wastewater services to their respective jurisdictions.

The current Participation Agreement was finalized in July of 1995. In March of 1999, an amendment was agreed to by both agencies (Amendment No. 1) and following that in December of 2004, Amendment No. 2 was adopted by both agencies. Collectively, the 1995 Agreement and Amendments 1 & 2 contain the entire Agreement between the City and the UVSD concerning the City owned WWTP and the City's operation of the sewer collection system for the City and the UVSD. The term of the Agreement is for thirty-years and allows either agency to cancel upon five-years notice.

The Participation Agreement specifies that the annual costs of the entire sewer system (WWTP and collection system) be apportioned between the City and the UVSD each year according to the ratio of ESSUs utilized between the two entities. Annual costs include treatment, maintenance, operation, administration, repair and replacement, expansion, upgrading, debt service, insurance and financial services for the system.

Under this Agreement, the UVSD is required to establish rules and regulations necessary for the orderly administration of the UVSD's collection system. These rules and regulations address the use of the sewers, the installation of sewer laterals and mains, and the discharge of wastewater into the collection system. The UVSD is also required to establish fees and charges for use of the system to include connection fees, service fees and capacity charges. Additionally, the UVSD is required to establish fees for permits and inspection sufficient to reimburse the City for its actual of performance of these services.

The City is no longer the paying and receiving agent for UVSD operation and maintenance funds. The UVSD provides monthly billing to service recipients and receives payments for the billings via a contract with the Willow CWD. The City is responsible for the initial preparation of the proposed annual budget for the

entire sewer system which must receive approval from the City Council and the Board of Directors of UVSD.

(UVSD, 2022)

3.13.2 Facilities and Capacity

3.13.2.1 COLLECTION SYSTEM

The City provides wastewater collection services to approximately two-thirds of its service area, which covers the entirety of the City's boundaries. Additionally, the City also collects wastewater from the UVSD service area, located within and just outside of the City.

Municipal wastewater in the City is generated from a combination of residential, commercial, and institutional sewer discharges. The City does not have any industrial properties that discharge high amounts of industrial wastes, such as brine. The sewage from the City is collected from roughly 490,000 feet (93 miles) of local sewer mains that range in size from 4 inches to 12 inches. The wastewater proceeds in a southerly direction and consists of three (3) lift stations. The wastewater is discharged into larger trunk sewer lines that range in size from 15 inches to 42 inches that proceed southerly to the WWTP. The trunk sewers travel about five (5) miles from the northern portion of the City to the WWTP in the southerly part of the City. (Ukiah, 2020b)

3.13.2.2 WASTEWATER TREATMENT FACILITY

The Wastewater Treatment Plant is located at 300 Plant Road, south of the airport, east of US 101, and west of the Russian River. The WWTP has been operational since 1958 and has been upgraded multiple times over the years.

The WWTP is owned and operated by the City, and treats wastewater collected from the City and the UVSD. The WWTP has an average dry-weather flow capacity of 3.01 million gallons per day (MGD), an average wet-weather flow capacity of 6.89 MGD, and a peak wet-weather flow capacity of 24.5 MGD. The WWTP includes primary, secondary, and tertiary treatment, as well as solids handling facilities.

Primary treatment removes floating material, oils and greases, sand and silt and organic solids heavy enough to settle in water. Secondary treatment biologically removes most of the suspended and dissolved organic material. Treatment steps are grit removal, primary sedimentation, secondary treatment (trickling filters), secondary sedimentation, final clarification (advanced waste-water treatment facility), sludge digestion (digesters), disinfection, dechlorination, and effluent discharge to the percolation ponds.

The WWTP discharges disinfected secondary effluent to three percolation/evaporation ponds located east of the plant along the Russian River. During dry weather months, wastewater flows are low enough that the full flow is stored in percolation ponds. The WWTP is permitted to discharge disinfected, tertiary wastewater to the Russian River only from October 1 through May 14 at a rate of up to 1 percent of the total Russian River flow, according to the State Water Resources Control Board (SWRCB) Discharge Permit No. CA0022888 issued on November 2018. (LAFCo, 2012; Ukiah, 2022) As of 2021, about one-third of the wastewater at the WWTP is recycled, and about two-thirds of the wastewater is discharged to percolation ponds at the WWTP. (Ukiah, 2020b)

Between 2005 and 2009, the WWTP underwent a multi-year, \$56.5M improvement project to meet Title 22 recycled water standards and to add wastewater service capacity of 2,400 ESSUs to accommodate future growth. (Ukiah, 2022; WWTP)(LAFCo, 2012)

3.13.2.3 SYSTEM CAPACITY

The current WWTP dry weather flow is currently roughly 2 MGD, which is significantly lower than the WWTP design dry-weather flow capacity of 3.01 MGD (Ukiah, 2022). The quantities of wastewater generated are proportional to the population and the water used in the City's service area. Estimates of the wastewater flows in the City's service area are included in Table 3.12 below. The wastewater flows were calculated assuming wastewater flow is equivalent to about 75% of the water demand, which is in accordance with typical municipal wastewater master plans.

Year	Wastewater (AF)	Wastewater (MG)
2020	2,671	870
2019	2,568	837
2018	2,572	838
2017	2,546	830
2016	2,326	758
Average	2,537	827

Since housing development and population growth are not expected to drastically spike over the course of this UWMP planning period (2045), the City anticipates that future wastewater flows can be estimated using the projected demands from the 2020 UWMP, multiplied by a return rate of 75%. Table 3.13 below shows the projected wastewater flows:

Year	Flows (AF)	Flows (MG)
2025	2,875	937
2030	2,852	929
2035	2,825	921
2040	2,796	911
2045	2,785	907
Average	2,827	921

As indicated in the above table, wastewater flows will only be slightly greater in 2045 than in 2020, in spite of a projected 10% growth in population by 2045 as indicated in the 2020 UWMP. This is due to increases in water use efficiency by institutional and residential users.

3.13.2.4 INFRASTRUCTURE NEEDS

The City and UVSD plan for capital projects for the collection system and WWTP through the Capital Improvement Program (CIP) as part of the annual budget development process. Refer to Section 2.4.2.3 for the City's Fiscal Year 2022-23 Five-year CIP Schedule.

3.13.3 Service Adequacy

The WWTP was significantly upgraded twelve years ago and remains in good working order. Based on the available capacity data in Table 3.14 below, the City has 434 ESSUs or forty-eight percent capacity remaining for growth or expansion of existing uses.

Table 3.14 Summary of ESSUs by Agency			
Area	UVSD	City of Ukiah	Totals
Current Usage (May 2022)	5,688	6,833	12,521
Percent of Total ESSUs	45.43%	54.57%	49.84%
New WWTP Agreement	65%	35%	100%
New WWTP Capacity	1,560	840	2,400
New WWTP ESSU's Used	618	406	1,024
New WWTP ESSU's Percent Used	39.63%	48.33%	42.68%
New WWTP ESSUs Remaining	942	434	1,376

Source: City/UVSD, 2020b.

The aging sewer collection system is the primary factor influencing the City's ability to provide wastewater services to customers.

The City and UVSD 2009 Sewer System Management Plan (SSMP) was updated in 2020 by Winzler & Kelly. The SWRCB requires the SSMP to provide a plan and schedule to properly manage, operate, and maintain all parts of the sanitary sewer system in order to reduce and prevent sanitary sewer overflows (SSOs) as well as mitigate any future SSOs. The City and UVSD identified the following goals to achieve the SWRCB requirements:

1. Maintain or improve the condition of the collection system infrastructure in order to provide reliable service now and into the future.
2. Cost-effectively minimize infiltration/inflow and provide adequate sewer capacity to accommodate design storm flows.
3. Minimize the number and impact of sanitary sewer overflows.

The City and UVSD have several programs to implement these goals, such as: adopted fats, oils, and grease (FOG) ordinances, scheduled cleaning of known areas that have been the cause of overflows (hot spots), mapped FOG problem areas, and conducted closed-circuit television (CCTV) inspections of the entire collection system, including laterals.

The City and UVSD have an Operation and Maintenance (O&M) Program to maintain the collection system mapping, conduct routine preventative O&M activities, perform rehabilitation and replacement, keep contingency equipment and replacement part inventories, and provide training opportunities for staff.

The City and UVSD have ordinances, standards, and established guidance for sewer main and lateral construction, inspections, and testing.

The City has an Overflow Emergency Response Plan (OERP) to minimize any health risks or damage to private property or the environment from SSOs.

The City and UVSD continue to work to identify and implement best management practices through the SSMP, including implementing a new Computerized Maintenance Management System.

(City/UVSD, 2020a)

3.13.3.1 CHALLENGES

Currently unknown.

3.14 Water

Water availability has long been an issue in many areas of the Ukiah Valley outside the City of Ukiah and is a likely constraint to future development in the Ukiah Valley outside the City of Ukiah.

Surface water supplies for the Ukiah Valley include the Eel River, from which water is diverted into the Russian River watershed through the Potter Valley Project, Lake Mendocino, and the Russian River and its tributaries. Groundwater is extracted from the Ukiah Valley groundwater basin. The Ukiah Valley groundwater basin is the northernmost basin in the Russian River water system.

There are five major providers of community water services in the Ukiah Valley. With limited exceptions, the City of Ukiah serves customers within the City, while Rogina Water Company and Millview, Calpella, and Willow County Water Districts serve the unincorporated areas. Each of these water service providers are regulated in part by the California Department of Health Services, and Rogina Water Company is additionally regulated by the California Public Utilities Commission. These water providers hold varying claims to water rights for current and future use.

The primary source of surface water for water service providers in the Ukiah Valley is the Russian River and imported supplies from the Eel River. A majority of property owners without access to the City, County Districts, or community water systems obtain water from individual/domestic groundwater wells, springs or direct diversions of surface water. Some water needs are also supplied by wells that tap groundwater aquifers that are not connected to the underflow of the Russian River.

(Mendocino County, 2011)

3.14.1 Service Overview

3.14.1.1 STAFFING

Per the 2020-2021 City of Ukiah Budget, Water Resources were allocated the following positions and employed approximately 27 individuals:

- Executive (1.4)
 - Management (2.5)
 - Professional (2.1)
 - Administrative and Technical (26.25)
- (Ukiah, 2022a)

3.14.1.2 OPERATIONS

Water resources is a department consisting of three divisions water services, wastewater services, recycled water services:

Water Services Division: The Water Services Division is comprised of three sections: Administration, Production and Distribution. The Administration section is responsible for all compliance, permitting, funding oversight, budgeting, and assists the other divisions with technical assistance. The Distribution section is closely coordinated with the Wastewater Collection section of the Wastewater Division, as the same team of employees maintains and improves both systems. The Production section is responsible for the operation and maintenance of the Water Treatment Plant (WTP) and all other groundwater and surface water sources. The Water Services Division provides three primary functions:

- **Administration:** Provide technical assistance to the Water Division Teams in order to ensure their operations are efficient Implement Capital Improvement Projects for system upgrades while monitoring revenues and expenditures to ensure the rates are supporting their purpose
- **Operations and Maintenance:** Provide daily maintenance to the system to keep it in operations; Identify defects in the system that need repaired or upgraded
- **Treatment:** Operate the Water Treatment Plant in a manner that meets the regulatory requirements for providing clean, safe and reliable drinking water supply for the community; Maintain the Water Treatment Plant and groundwater wells to keep them fully functioning; Monitor the Water Distribution system to ensure it is properly functioning.

Wastewater Division: The Wastewater Division is comprised of three sections: Administration, Collection and Treatment. The Administration section is responsible for all compliance, permitting, funding oversight, budgeting and assists the other divisions with technical assistance. The Collection section is closely coordinated with the Water Distribution section of the Water Division, as the same team of employees maintains and improves both systems. The Treatment section is responsible for the operation and maintenance of the Wastewater Treatment Plant (WWTP) and all discharges from the WWTP. See Section 3.12 for more detail.

Recycled Water Division: The Recycled Water Division is a relatively new operation that evolved from the need to discharge treated effluent from the WWTP to a location other than the Russian River and was driven by the increased regulations that are in place for discharging treated effluent to a surface water body. The recycled water system is a valuable resource that augments existing water supplies in the Ukiah Valley. Recycled water use offsets existing and future water demands for irrigation and frost protection of agricultural land outside the City, benefitting the local agricultural industry, reducing demands for limited groundwater and surface water resources, and improving the reliability of the water supply over a wider range of hydrologic conditions. While a shared responsibility amongst existing staff, the Recycled Water Division is responsible for the following:

- Operation of the Phases 1-3 of the Recycled Water System
- Design and construction of Phase 4 of the Recycled Water System
- Maintenance of system facilities and equipment
- Manage distribution of recycled water to customers

(Ukiah, 2022a)

3.14.1.3 GROUNDWATER SUSTAINABILITY PLAN

A Groundwater Sustainability Plan (GSP) is a 20-year plan to ensure the sustainable use of groundwater within a groundwater basin. The [Ukiah Valley Basin Groundwater Sustainability Agency \(UVBGS\)](#) is required by state law, the Sustainable Groundwater Management Act (SGMA), to develop a GSP by 2022. The goal of the GSP is to establish a standard for “sustainability” of groundwater management and use, and to determine how the basin will achieve this standard (Mendocino County, 2022; GSP). All studies currently indicate that there is little concern regarding the sustainability of groundwater within the Ukiah Valley.

SGMA, passed by the California legislature in 2014, requires local entities to jointly assess groundwater conditions in their local areas and to develop a GSP by a specified deadline to ensure that sustainable conditions are achieved within 20 years of GSP adoption. An effective and efficient groundwater

management plan is critical for the local economy and the health and welfare of the people, the environment, and all other beneficial uses and users of groundwater in a local area.

The Ukiah Valley Groundwater Basin (Basin) is a medium-priority groundwater basin located in Mendocino County. The sole Groundwater Sustainability Agency (GSA) for the Basin is the UVBGSA. UVBGSA consists of the following local agencies: the County of Mendocino, the City of Ukiah, the Upper Russian River Water Agency (URRWA), and the Russian River Flood Control and Water Conservation and Improvement District (RRFC). The UVBGSA applied for and was awarded Proposition 1 and Proposition 68 grant funds to develop its GSP and meet the SGMA-mandated schedule for submitting a GSA-approved GSP to the California Department of Water Resources (DWR) by January 31, 2022.

The UVBGSA will be funded through member agency contributions during the first 5-year implementation period until a fee structure is implemented to support and fund UVBGSA activities. Additional funding opportunities will continue to be explored, including grants. In late-2022, DWR will open Round 2 solicitations under the SGMA Grant Program, which will provide approximately \$204 million to high and medium priority sub-basins to implement GSPs and any associated projects and management actions.

(Mendocino County, 2021)

3.14.1.4 URBAN WATER MANAGEMENT PLAN

The 2020 Urban Water Management Plan (UWMP) for the City of Ukiah was prepared in compliance with the Urban Water Management Planning Act, which was established in 1983 and has been codified into the California Water Code sections 10610 through 10657. The Act requires “every urban water supplier providing water for municipal purposes to more than 3,000 customers or supplying more than 3,000 acre-feet of water annually, to prepare and adopt, in accordance with prescribed requirements, an Urban Water Management Plan.” These plans must be filed with the DWR every five (5) years, describing and evaluating reasonable and practical efficient water uses, reclamation, and conservation activities.

(Ukiah, 2020b)

3.14.2 Water Supply and Demand

3.14.2.1 WATER SUPPLY

The City currently uses both potable water and non-potable (recycled) water to meet the needs of its service area. The City’s potable water comes from local water sources only, including surface water from the Russian River and groundwater from the Basin. The groundwater basin is not currently limited with water rights agreements, whereas the City has water rights agreements with the State for use of surface water from the Russian River water. The City maintains groundwater wells, a Ranney collector, surface well, and a potable water treatment plant to produce water in the City. The City supplies its water from the following sources: (1) Surface Water – Russian River, (2) Surface Water (Pre-1914), (3) Imported (Surface) Water, and (4) Groundwater. In the near future, the City's overall water supply reliability is expected to increase due to increases in water use efficiency and through the use of the City’s new recycled water system.

Supply Source	Supply Available (AF)	Projected Supply Use (AF)
Surface Water	16,507	1,500
Groundwater	4,677	1,250

Recycled Water	1,400	1,400
Total	23,584	4,150

Source: Ukiah, 2020b.

The City’s available supply through permitted rights is more than sufficient to meet the City’s needs. By maintaining the City’s wells and WTP in excellent condition, the City’s water supply capacity should be able to meet demands for all climate scenarios through 2045. The City’s UWMP does not anticipate a water supply shortage for City residents and water users due to drought conditions through 2045. Groundwater supplies are not expected to be affected during droughts lasting up to five (5) years. Likewise, the City’s Pre-1914 surface water rights are expected to be available during drought periods.

(Ukiah, 2020b)

3.14.2.1.1 Water Rights

The drought of 2020-2021 impacted agencies throughout the Russian River watershed and has continued into the 2021-2022 water year. Data from local flow monitoring stations indicate that water levels in the Russian River are close to a “Critical Drought” classification under the water rights permits given to local agencies in 1961 and 1986. Due to the drought, Sonoma County Water Agency has requested temporary allowances to the conditions of its water right permits, which affects dam releases from Lake Mendocino into the Russian River upstream of the City’s surface water intake. These conditions indicate that local agencies that rely on surface water should increase efforts to maintain and enhance groundwater and recycled water supplies, to prepare for up to five (5) years of drought. However surface flows during recent severe droughts still exceeded the City’s Pre-1914 surface water rights, and the City expects to be able to rely on this right even through periods of drought.

The City maintains multiple water-rights permits with the SWRCB for diversions from the Russian River. The City’s Pre-1914 Appropriative Right to divert from the Russian River provides a reliable supply source, but was once curtailed in 2021. The City also has a water right from 1954, Permit 12952, to divert up to 20 cubic feet per second or 14,479.6 acre-feet a year from the Russian River for use within the City and environs. The City has another water right from 1963, License 8821, to divert up to 0.6 cubic feet per second from the Russian River. Finally, the City has a right, License 12982, to divert up to 400 cubic feet per second for purposes of hydropower from the East Fork of the Russian River – this is a water right for non-consumptive use.

Despite this diverse portfolio, for conservative planning purposes, it is assumed that the City’s surface water supplies during dry years will be one-third of normal water year surface supplies. Importantly, this assumption would impact only the City’s Water Right Permit 12952 (Application 15704), since the City’s Pre-1914 Right is unlikely to be curtailed by the SWRCB. This would result in the following surface water supplies during dry years:

- Surface Water (Pre-1914): 2,027 AFY
- Surface Water (Permit 12952): 4,826 AFY

This results in a total surface supply of 6,853 AFY. Since annual groundwater recharge exceeds the City’s pumping capacity, groundwater is expected to be a “drought proof” source of supply. Thus, the City’s total supply (surface + groundwater) during dry years is 11,534 AFY.

(Ukiah, 2020b)

3.14.2.1.2 Water Storage

For potable water storage needs, the City maintains eight operating storage reservoirs with a combined storage capacity of 6.1 million gallons (MG) (Table 3.16).

Reservoir	Storage Capacity (gallons)	Date
Concrete Tank	2,500,000	1948
Steel Tank*	160,000	2021
Steel Tank	30,000	1996
Steel Tank	1,500,000	2005
Steel Tank	1,500,000	2005
Steel Tank	315,000	2005
Redwood Tank	13,000	1960
Concrete clearwell	135,000	1990
Total	6,153,000	

*The City recently completed upsizing the steel tank from 100,000 gallons.

Source: Ukiah, 2020b; Ukiah 2022.

Two reservoirs provide flood protection and water supply storage for the Russian River Watershed: 1) Lake Mendocino on the East Fork Russian River near the City of Ukiah, and 2) Lake Sonoma on Dry Creek west of Healdsburg. Lake Mendocino was formed when the Coyote Valley Dam was constructed in 1958, and Lake Sonoma was formed in 1984 after completion of the Warm Springs Dam. Both dams were constructed by the USACE as flood control projects, but also provide both water storage and hydroelectric power.

During dry periods, the volume of surface flows in the Russian River within the Ukiah Valley are significantly influenced by the operations of the Potter Valley Powerhouse (PVP) and Lake Mendocino. The PVP is managed by Pacific Gas & Electric Company (PG&E). Lake Mendocino is managed by the UUSACE, San Francisco District, for purposes of flood control operations and by Sonoma County Water Agency for purposes of water supply operations for Sonoma County. Sonoma County Water Agency and the RRFC own storage space in Lake Mendocino. These agencies coordinate water releases from Lake Mendocino with the USACE and the National Marine Fisheries Service (NMFS).

(Ukiah, 2020b)

3.14.2.2 RECYCLED WATER

As of 2019, the City distributes recycled water through a 7.8-mile network of recycled water distribution mains. Per the 2015 UWMP, the City did not deliver recycled water, but had secured grant funding to expand recycled water delivery by 2020. The implementation of recycled water was broken up into a four-phase plan to deliver up to 1,400 AFY of recycled water to irrigation and industrial users. The City completed Phases 1 to 3 in September of 2019.

“Recycled” or “reclaimed” water is defined as wastewater purified through primary, secondary, tertiary (Title 22), or advanced treatment. Recycled water is acceptable for most non-potable water purposes such as agriculture, golf course and park irrigation, and industrial processes. The City of Ukiah treats roughly 2.7 MG of wastewater each day. Since 2019, a portion of this wastewater is recycled within the City’s service area. The remainder of the wastewater is treated and discharged to adjacent percolation ponds

for groundwater replenishment. Recycled water is considered a reliable and droughtproof water source that reduces the City’s reliance on potable water. Recycled water will continue to be a critical part of the City’s water supply portfolio, with planned expansions under design.

The WWTP underwent a \$56.5 million upgrade in 2009 for expansion and regulation compliance purposes. This expansion also enabled the City to construct a recycled water pumping and distribution system. The City was subsequently awarded \$25,564,000 from the Clean Water State Revolving Loan Fund (CWSRF) and \$9,996,000 in grants from the Water Recycling Funding Program (WRFP) to construct Phases 1, 2 and 3 of the Recycled Water Project. In 2019, the City completed the first three phases of the City’s recycled water system, which provides up to 1,000 AFY of recycled water to the City and surrounding Ukiah Valley.

The project also addresses regulatory requirements that limit the City’s wastewater discharges to the Russian River. Ultimately, it also creates a more diversified and drought-resilient water supply for agricultural and irrigation uses. The new recycled water system includes nearly eight (8) miles of pipeline, a 66 MG water storage reservoir, upgraded treatment (tertiary) facilities. The system also included recycled water pipelines along Highway 101 and Oak Manor Drive. This recycled water system allows the City to serve approximately 325 MG of water to farmers, parks, and schools each year.

The City meters the recycled water flow in their system. As of 2019, the City’s recycled water distribution system provides irrigation to agricultural lots and softball fields. The Table below indicates the recent recycled water used by the City.

Year	Recycled Water Produced or Used (AF)	Recycled Water Produced or Used (MG)
2016	0	0
2017	0	0
2018	0	0
2019	120	39
2020	742	242
2021	982	320

Source: Ukiah, 2020b.

The current annual capacity of the City’s recycled water system is approximately 1,000 AFY. The City estimates that about 1,000 AF of recycled water was used in 2021. The fourth phase of the recycled water project will supply an additional 400 AFY of recycled water to the City for agriculture and recreational purposes. Once Phase 4 of the recycled water project is complete, the City projects the following amounts of recycled water through 2045 (Table 3.18).

Year	Recycled Water Production/Use (AF)	Recycled Water Production/Use (MG)
2025	456	1,400
2030	456	1,400
2035	456	1,400
2040	456	1,400

Source: Ukiah, 2020b.

Among the amounts projected above, about 220 AF will be used at the Ukiah Valley Golf Course once Phase 4 is complete.

The expansion of the recycled water system beyond the pending capacity of 1,400 AFY would be possible if the funding for recycled water pipeline infrastructure was covered by potential recycled water users, and an agreement was in place for the use of recycled water. The City would then be able to expand the use of recycled water beyond 1,400 AFY.

A recycled water master plan has not been prepared for the City to date, and the City has not made a formal identification of potential recycled water users other than those mentioned in Phases 1 to 4 of its current recycled water project. A detailed study was conducted and noted that the system will be at capacity after Phase 4. Phase 4 construction is intended to commence in 2023. However, typical recycled water users include the following:

- Landscape Users (parks, sports fields)
- Commercial/Manufacturing Users
- Energy/Power Production

The City has large landscape municipal customers such as parks and schools located in the center of the City. Theoretically, there would be existing customers available to purchase recycled water if and/or when additional recycled water infrastructure is in place. More specifically, the City will be able to identify existing or future potential recycled water users through the following means:

- Existing water consumption records (*determine high volume users of water*)
- Existing commercial website data (*to determine potential use of recycled water*)

By using recycled water, the City has offset diversions from the Russian River and has improved water supply reliability in Lake Mendocino. The City can encourage recycled water use by restructuring its water rates and service charges for customers who use recycled water for a period of time. For example, the City is currently providing recycled water to its initial recycled water customers at no cost. The exact incentive methods for recycled water are currently in development. This may include (1) monitoring, enforcement and training for recycled water use, and (2) delivery of recycled water at a reduced rate or a rate less than that of potable water for an initial period of time.

(Ukiah, 2020b)

3.14.2.3 WATER CONSERVATION

In the commercial and institutional sector, water needs vary as customers range from restaurants to offices and from retail stores to schools. Office buildings and retail stores require significantly less water than restaurants and schools and are not usually the key focus of water conservation efforts.

To prevent water waste the City follows a domestic irrigation schedule that limits the length of irrigating lawns and gardens to avoid overspray runoff and also evapotranspiration from daytime watering. Overall water use characteristics within the City's service area reflect slightly higher than average regional water use characteristics within the North Coast Hydrologic Region and Mendocino County.

Nevertheless, the City has reduced water consumption by about 22% in the past two decades. Additionally, the City is updating its Water Shortage Contingency Plan to prohibit water waste.

Although the population of the City has mildly increased over the past two decades, overall water use within the City's service area has declined steadily. This is a result of water conservation, as water-use

efficiency has outweighed the additional water users. The City can maintain its water consumption rates below its SBx7-7 target by focusing on water conservation measures.

The City should experience only mild increases in its water consumption over the long term in spite of overall population increases. This is due to “passive savings.” That is, over time, homes will be equipped with water-saving fixtures and landscapes. Also, over time, residents will become more aware of water conservation and City water code policies such as limitations on landscape irrigation and car washing. This “passive savings” will offset new water demands stemming from population growth. For the sake of future water demand projections in this UWMP, “passive savings” is taken into consideration by analyzing the declines in water consumption rates. The estimated rate of decline in the water consumption rate (GPCD) is 0.5% annually. It is practical to assume that water use efficiency will continue to increase on its own over the next couple of decades.

The City acknowledges that efficient water use is the foundation of its current and future water planning and operations policies. The City implements water conservation through a combination of programs, resources, and policies, including Demand Management Measures (DMM) that have a significant impact on water use. The City actively promotes the reduction of water demand through various water conservation outreach programs.

- 1) Water Waste Prevention
- 2) Metering
- 3) Conservation Pricing
- 4) Public Education and Outreach
- 5) Programs to Assess and Manage Distribution System Real Loss
- 6) Water Conservation Program Coordination and Staffing Support

In addition to the six DMMs described above, the City implements a large landscape irrigation conservation program and a commercial, industrial, institutional water customer conservation program. The City has not historically tracked the actual water savings associated with the implementation of this conservation measure. Implementation of this conservation measure is expected to help the City maintain its water use targets by tracking water use of large industrial customers and alerting the customer to substantial changes in water use that could indicate the need for greater water use awareness within the industrial facility.

3.14.2.4 WATER SUPPLY ENHANCEMENT

The City continually reviews practices that will provide its customers with adequate and reliable supplies in an environmentally and economically responsible manner. The City’s water demand within its service area should remain relatively constant over the next 25 years due to minimal population growth combined with water use efficiency measures and the potential use of recycled water. Although the current water supply sources are considered adequate for existing and projected water demands, the City may add additional groundwater wells in the future to improve the reliability of the City’s overall water supply. The City will also be focusing on replacement of pipelines, water meters, valves, and fire hydrants to improve water supply reliability and enhance the operations of the City’s water system.

Currently, there are no plans in place for new groundwater wells within the next five years, or until the 2025 UWMP. With the formation of the UVBGS, the City will be coordinating its long-term groundwater planning with other local Ukiah Valley Basin agencies.

3.14.2.5 WATER DEMAND

The City's water service area is almost fully developed, and water use needs have been well-established for nearly three decades. As such, total water demand on the City's water supply system is not subject to significant change each year. However, water use within the City's service area varies each month based on climate conditions. The full impacts of the coronavirus pandemic on the water industry are still emerging, including the effect on residential and commercial water demands. Available data for most agencies indicate that residential water demand has increased while non-residential demand has decreased.

The City records water use per service connection only and bills customers based on a single water rate structure. Water sales data is compiled by City water staff and submitted to DWR in the Electronic Annual Report.

The total water consumption by customer type since 2015 is shown on table below. As noted by the table below, single-family and multi-family residential accounts are equivalent, and are the highest consuming sectors in the City since most of the City is zoned mostly for residential accounts.

Sector	2016	2017	2018	2019	2020
Single Family Residential	710	777	783	786	817
Multi-Family Residential	710	777	783	786	817
Commercial/Institutional	652	714	723	719	748
Industrial	48	53	54	53	55
Landscape Irrigation	185	202	205	200	209
Other	25	27	26	26	27
Total Water Sales	2,326	2,547	2,573	2,569	2,672
Unaccounted for Water	232	257	317	313	359
Total Water Consumption	2,557	2,803	2,890	2,881	3,030

As indicated above, the City's unaccounted for water ranged from 232 to 359 AF, which is about 10.4 percent of the total water supply into the City's distribution system. Unaccounted for water consists of routine flushing, unmetered use, and water losses. Although water losses have cost impacts on water agencies, they cannot be prevented entirely. Instead, effort is given to controlling the quantity of water losses (to a cost-effective extent) in order to reduce the cost impact of water losses on water operations. For this reason, the City has prepared water loss audits using American Water Works Association (AWWA) software. The water audits for 2016 to 2019 are provided in the appendix of the UWMP. The 2019 Audit shows that the City's Leakage Index (the ratio of real loss to unavoidable loss) was 2.39, which is a good score for water agencies.

Although the City is in a "built-out" condition, the UWMP analyzed three scenarios, the first of which was a "normal" scenario (no expansion of the water service area) and resulted in up to 2,500 additional service connections. The other two were possible, however unlikely, growth scenarios that indicated up to 5,000 additional service connections by the year 2045. It is assumed that in each five-year increment a total of 500 or 1,000 additional service connections could be served by the City, until the year 2045. The additional service connections estimated would come from outside the City's current water service area.

Under existing conditions, it is assumed that in each five year increment a total of 500 or 1,000 additional service connections could be served by the City, until the year 2045. The additional service connections estimated would come from outside the City's current water service area, but within the City's proposed SOI.

The UWMP stated that the analysis did not imply any intent by the City to expand their water service area. Rather, the scenarios were analyzed only for the purpose of demonstrating resiliency of the City's water system to meet demands.

(Ukiah, 2020b)

3.14.2.6 REGIONAL CONTEXT

The City is a retail agency within the Ukiah Valley Groundwater Basin. The City draws water from the Russian River, which includes imported water from the Eel River and the Ukiah Valley Groundwater Basin. Other agencies, such as the Redwood Valley County Water District, Willow County Water District, Millview County Water District, Calpella County Water District, Rogina Water Company, RRFC, and Sonoma County Water Agency, also rely on one or more of these sources of water.

The City is also a member of the Russian River Watershed Association (RRWA), which is a coalition of eleven cities, counties and special districts in the Russian River watershed that have come together to coordinate regional programs for clean water, habitat restoration, and watershed enhancement. The RRWA was formed in 2003 to create opportunities for member agencies to expand their stewardship role in the watershed. These member agencies include the cities of Cloverdale, Cotati, Healdsburg, Rohnert Park, Santa Rosa, Sebastopol, and Ukiah, as well as Mendocino and Sonoma County, Sonoma Water Agency, and the Town of Windsor.

(Ukiah, 2020b)

3.14.2.6.1 Emergency Interties

The City does not regularly transfer or exchange water with its neighboring water agencies. However, the City maintains emergency agreements with both the Willow County Water District and the Millview County Water District.

Besides the two agencies above, the Redwood Valley County Water District, benefits indirectly from the City's actions. For instance, the City's relinquishing of its agreement with the RRFC allow the Redwood Valley County Water District to obtain additional surface water from the RRFC through an agreement for "surplus" water.

(Ukiah, 2020b)

In 2021, extreme drought conditions resulted in substantial water supply shortages for Mendocino County's coastal communities, and in the City of Fort Bragg and the Town of Mendocino in particular. Through the City's insistence and Mendocino County's drought emergency coordination efforts, the City of Ukiah used a small portion of its Pre-1914 water right to divert 1.4 CFS to support the interbasin hauling of water to these impacted communities through the drought. The City now maintains an ongoing emergency services agreement for shared water resources with Fort Bragg, Willits and the County of Mendocino.

Following the curtailments of 2021, efforts to develop a more dynamic approach to allocating water supply during severe drought resumed. The outcome of the year-long effort is an agreement that creates an alternative, voluntary, tract to the traditional water rights system. Key points of the [Upper Russian River 2022 Voluntary Water Sharing Program](#) are:

- Program is first of its kind – This regional, voluntary water-sharing program offers a chance for collaboration on water transfers and exchanges to maximize use of available water for community benefit.
- Program is preferable to curtailment – Rather than face strict, top-down curtailment orders from the State (like in 2021), this program offers water users a more flexible, bottom-up approach. The partnership allows for locally driven decisions to be made to adapt to changing conditions.
- City of Ukiah was in the leadership role – From the beginning of discussions about possible curtailment actions, the City called for an approach that would avoid regional curtailment of water for the entire Upper Russian River Watershed, regardless of use and regardless of priority. The City has senior water rights and values interagency participation to protect the region as a whole and to leverage available resources for maximum benefit.
- Improves information sharing and collaboration – In the past, individual water users have made siloed decisions, with incomplete information. The new program will improve tracking on supply and demand, and feed that information into a process for collaborative decision-making.
- Protects and preserves water rights legal framework – The program recognizes the existing water rights system, and allows for actions based on seniority. Senior water rights holders will have greater certainty in avoiding curtailment, while junior rights holders will have an opportunity to secure transfers from regional partners who are in a position to share.
- The entire Ukiah Valley will benefit – This partnership offers a new way to manage limited resources in the Upper Russian River watershed so that water can be transferred or exchanged based on the most urgent needs. This helps minimize the economic harm and community impact that comes from strict curtailment orders.
- Success depends on participation – This program depends on the participation of a variety of water users with both junior and senior water rights.

Implementation of the Voluntary Regional Water Sharing Program was considered at the SWRCB board meeting on June 7, 2022. After hours of positive testimony, the Water Board approved the program unanimously, and touted it as great example for other areas in the state. The Ukiah City Council approved becoming a signatory participant in the Voluntary Regional Water Sharing Program at its [June 15, 2022 City Council meeting](#). Due to excessive drought conditions, the Program was paused in July, although is expected to come back into effect once there is sufficient water available and as long as the Governor’s Emergency Drought Declaration remains in effect.

3.14.3 Facilities and Capacity

3.14.3.1 COLLECTION FACILITIES

The City maintains groundwater wells, a Ranney collector, surface well, and a potable water treatment plant to produce potable water in the City. The City maintains four active wells, including one new well since the 2015 UWMP (Well #9), which went online in 2017. The City’s wells are summarized as follows:

Well No.	Capacity (GPM)	Location
4	1,000	Lorraine Street & Betty Street
7	700	East Gobbi Street
8	850	Oak Manor Drive
9	700	Orchard Avenue

Source: Ukiah, 2020b.

Prior to 2019, Well #4 had been offline for rehabilitation. Well #8 experienced some problems during installation and has not produced as anticipated from the beginning of its operation. It was rehabilitated in 2021 from 500 to 850 gpm as of 2022. The total pumping capacity of Wells #4, #7, and #8 are 3,548 AFY. Well #9 went online in 2017 with a pumping capacity of approximately 1,129 AFY. This brings the total groundwater pumping capacity of all 4 groundwater wells to 4,677 AFY.

Further, the City's capacity to extract its total available surface water rights is limited by its current pumping infrastructure, which currently consists of its Ranney Collector and Well #3. Well #3 draws water from an alluvial zone along the Russian River as well. The City's Ranney Collector has a capacity of 5,155 AFY and Well #3 has a capacity of 483 AFY, which results in a combined total of 5,638 AFY, and roughly double the City's current water demand level.

(Ukiah, 2020b)

3.14.3.2 TREATMENT FACILITIES

The City's WTP was constructed and began operation in April 1992, and treats water collected in the Ranney Collector. The WTP is located about 300 feet away from the Ranney collector and uses the Microfloc contact clarification-filtration. Treatment processes include prechlorination, adsorption, clarification, mixed media gravity filtration, and disinfection. Filter backwash water generated from the water treatment plant processes is discharged to two 216,000-gallon clarification reservoirs for recycling. Treated water is pumped to a 1.5 MG clearwell / reservoir for post chlorination. From the clearwell, the water is pumped into the distribution system by vertical turbine high service pumps. Operation of the treatment plant is controlled through the use of a pressure transducer in the City's new 1.5 MG reservoir.

The most-recent improvements to the WTP included an additional Microfloc contact clarification-filtration unit for reliability and redundancy, new chlorine scrubber, new sodium hydroxide tank and dispensing system, new water distribution SCADA system, and high service pumps.

(Ukiah, 2020b)

3.14.3.3 DISTRIBUTION FACILITIES

The City distributes water to residential, commercial, and other customers through approximately 5,030 service connections using a 62-mile network of distribution mains. The water system consists of four pressure zones that provide modified pressure to customers. Zone 1 is the main zone and serves 97 percent of the City's water system. Zone 1 is served by gravity from the two largest storage tanks. Smaller pressure zones are supplied by booster pump stations.

3.14.3.4 RECYCLED WATER SYSTEM

The new recycled water system includes nearly eight miles of pipeline, a 66 MG water storage reservoir, and upgraded treatment (tertiary) facilities. The system also included recycled water pipelines along US

101 and Oak Manor Drive. The recycled water system allows the City to serve approximately 325 MG of water to farmers, parks, and schools each year. The fourth phase will commence construction in 2023, which will expand the recycled water system by 400 AFY to serve the Ukiah Valley Golf Course, Ukiah High School, an agricultural field, adjacent parks, and softball fields. See Section 3.13.2.2 for more information.

3.14.3.5 CURRENT INFRASTRUCTURE NEEDS

The City plans for capital projects for the distribution system and WTP through the Capital Improvement Program (CIP) as part of the annual budget development process. Refer to Section 2.4.2.3 for the City's Fiscal Year 2022-23 Five-year CIP Schedule.

3.14.4 Service Adequacy

The City's potable water comes from local water sources only, including surface water from the Russian River and groundwater from the Ukiah Valley Groundwater Basin. The City's total annual potable water supply available through permitted rights is 21,184 AF. The City's total annual potable water supply available from surface and groundwater sources during dry years is 11,534 AF. In addition, the City's total non-potable water supply currently available for agriculture and recreational purposes is 1,000 AF. The City also maintains eight operating storage reservoirs with a combined potable water storage capacity of 6.153 MG.

The City maintains four groundwater wells with an annual total pumping capacity of 4,677 AF, a Ranney Collector with an annual capacity of 5,155 AF, a surface water well with an annual capacity of 483 AF, and a water treatment plant to produce potable water for City customers. The City's capacity to extract its total available surface water rights is limited by its current pumping infrastructure consisting of its Ranney Collector and Well #3, which draw water from an alluvial zone along the Russian River.

The City's total annual water consumption ranges between 2,800 to 3,000 AF, based on 2017 - 2020 water demand data. The City has sufficient water available to meet current demand and for considerable growth.

The City's single-family and multi-family residential accounts are the highest water consuming sectors. The City has reduced water consumption by about twenty-two percent in the past two decades due to water-use efficiency, and this trend is expected to continue with prolonged drought and necessary water conservation efforts.

The City's WTP was built about 20 years ago and remains in good working order. The recycled water system was recently completed in 2019. It is common to have unaccounted for water in water distribution systems. The City's 2019 water audit showed that the City's Leakage Index (the ratio of real loss to unavoidable loss) was 2.39, which is a good score for water agencies.

3.14.4.1 CHALLENGES

If water quality becomes an issue for water supply reliability in the future, the City will evaluate the need for upgrades to its current treatment system or construction of a new water treatment facility.

3.15 Determinations

3.15.1 MSR Review Factors

3.15.1.1 GROWTH

Growth and population projections for the affected area

1. The City of Ukiah has land use authority over its jurisdictional boundary and makes land-use decisions based on the City's General Plan, which is currently being updated.
2. Areas adjacent to the City limits are under the jurisdiction of the County of Mendocino and are regulated through the County's General Plan and Zoning Code.
3. During the 2020 Census, the population for the City was 16,607. Based on the California Department of Finance, as of January 1, 2022, the population for the City of Ukiah was 16,228.
4. Population growth projections specific to the City 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% annually.

3.15.1.2 DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

5. A DUC is an unincorporated geographic area with 12 or more registered voters with a median household income (MHI) that is less than 80% of the State MHI of \$80,440 or \$64,000.
6. According to the CALAFCO Statewide DUC Mapping Tool, the following three DUCs have been identified adjacent to or near the City limits: DUC #1: Ukiah SXSX, DUC #2: Norgard/Airport South, DUC #3: Empire Gardens (Alexander Estates).
7. According to the City of Ukiah 2040 General Plan Update Land Use Element, the following five DUCs have been identified adjacent to or near the City limits: 1) Ukiah SXSX, 2) Norgard Lane, 3) Empire Gardens, 4) Talmage, 5) The Forks.
8. Special consideration will be given to any DUCs affected by future annexation proposals consistent with GC §56375(8)(A) and LAFCo Policy.

3.15.1.3 CAPACITY OF FACILITIES AND ADEQUACY OF SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged unincorporated communities within or contiguous to the sphere of influence

9. The City is a full-service city and provides Administration, Airport, Animal Control, Electric Utility, Fire and Emergency Medical Services, Law Enforcement, Community Services (Parks and Recreation), Public Works, Solid Waste, Stormwater, Wastewater, and Water municipal services.
10. The City provides wastewater services to approximately two-thirds of City residents. The remaining one-third of City residents receive service from the UVSD. The UVSD also serves areas located north and south of the City limits. In total, half of the UVSD service units are located within the City limits.
11. The City's WWTP was significantly upgraded twelve years ago and remains in good working order. The current WWTP dry weather flow is currently roughly 2 MGD, which is significantly lower than the WWTP design dry-weather flow capacity of 3.01 MGD. Based on the available capacity data, the City has 434 ESSUs or forty-eight percent capacity remaining for growth or expansion of existing uses.

12. The aging sewer collection system is the primary factor influencing the City's ability to provide wastewater services to customers, which is addressed through the 2020 Sewer System Management Plan to reduce and prevent sanitary sewer overflows.
13. The City's total annual potable water supply available through permitted rights is 21,184 AF. The City's total annual potable water supply available from surface and groundwater sources during dry years is 11,534 AF. In addition, the City's total non-potable water supply currently available for agriculture and recreational purposes is 1,000 AF. The City also maintains eight operating storage reservoirs with a combined potable water storage capacity of 6.153 MG.
14. The City maintains four groundwater wells with an annual total pumping capacity of 4,677 AF, a Ranney Collector with an annual capacity of 5,155 AF, a surface water well with an annual capacity of 483 AF, and a water treatment plant to produce potable water for City customers. The City's capacity to extract its total available surface water rights is limited by its current pumping infrastructure consisting of its Ranney Collector and Well #3, which draw water from an alluvial zone along the Russian River.
15. The City's total annual water consumption ranges between 2,800 to 3,000 AF, based on 2017 - 2020 water demand data. The City has sufficient water available to meet current demand and for considerable growth.
16. The City's WTP was built about 20 years ago and remains in good working order. The recycled water system was recently completed in 2019. It is common to have unaccounted for water in water distribution systems. The City's 2019 water audit showed that the City's Leakage Index (the ratio of real loss to unavoidable loss) was 2.39, which is a good score for water agencies.
17. The City has agreed to provide municipal water outside the City limits to a single parcel, located in the Brush Street Triangle area, to serve up to 151 units of affordable housing through a LAFCo approved Out-of-Agency Services Agreement (LAFCo Resolution No. 2004-01).
18. There are currently no water or wastewater capacity issues or infrastructure needs for the City that need to be addressed within the timeframe of this MSR.
19. On average, the Ukiah Police Department (UPD) has 27 sworn officers for a population of around 16,000, a ratio of 1.62 per thousand. Based on 2018 and 2021 data, the average total UPD calls for service is approximately 70 calls per day, with approximately 3% of calls assisting outside agencies. Since officers are responding to calls in excess of industry work and staffing standards, the department is operating at capacity. To accommodate growth, the department should maintain or exceed the current ratio of sworn officers per thousand.
20. The Ukiah Valley Fire Authority reports that the current paid staffing level is not adequate to deliver services. Based on the International City Managers Association's recommendation of 0.98 firefighters per 1,000 residents, the Fire Authority should have at least 33 firefighters. The Ukiah Valley Fire Authority currently has 22 career firefighters and 15 volunteer firefighters.
21. The City rates each of its roadways in terms of a pavement condition index (PCI) In order to determine maintenance needs. The average weighted PCI for the City's network in 2021 was 53 or considered at risk (light to moderate weathering, light load-related base failure, moderate linear cracking). This is an improvement from 2016 when 67% of Ukiah's streets were in poor or "failed" condition.
22. The Electric Utility (EU) serves 6,665 residential and 1,677 commercial customers for a total of 8,342 customers. The EU operates the Lake Mendocino Hydro Plant, which has the capability to produce 3.5MW, and yields an annual production of 10,000 MWh. Power is delivered to the Orchard Street substation, which serves as the main distribution center and has adequate capacity to serve current

demand. Power is also received from generation facilities, jointly owned with other utilities and operated by Northern California Power Agency (NCPA), and through power purchase contracts. The EU has sufficient capacity to meet power needs of the City and has the ability to purchase additional power. As the City grows, additional energy resources will be procured, and subsequent energy facilities will be built systematically to meet additional load. The Electric Utility has sufficient capacity to meet power needs of the City, and should there be an anticipated shortage, the City has the ability to purchase additional power.

23. The City has a franchise agreement with Ukiah Waste Solutions (UWS) for solid waste removal. UWS collects and transports solid waste to the Ukiah Transfer Station, operated by Solid Waste Systems and managed by C&S Waste Solutions, which is then transferred to the Potrero Hills Landfill in Solano County. Within the Ukiah Valley unincorporated areas, solid waste collection is undertaken by Redwood Waste Solutions (RWS); UWS and RWS are stand-alone companies managed by C&S Waste Solutions. The City continues to steadily reduce the amount of refuse material sent to the landfill and exceed the state mandated diversion rate of 50% with an estimated average of 69%. The Ukiah Transfer Station is operating at 65-percent capacity and 33-percent of permitted capacity and the Potrero Hills Landfill in Solano County has capacity through 2059, which is anticipated to be sufficient to serve the City and greater Ukiah Valley area.
24. The City has owned and operated the Ukiah Municipal Airport since the 1930s. This regional facility has longstanding commercial users and serves as a CAL FIRE air attack base to combat wildfires, including coordinated suppression efforts with the United States Forest Service across Mendocino, Lake, Trinity, Sonoma, and Tehama Counties. Based on 2019 data, the current activity level at the Airport is 15,458 annual operations and is expected to increase to 30,916 annual operations by 2040. In total, approximately 100 aircraft are based at the Airport with a capacity for 109.
25. The Community Services Department (CSD) provides parks and recreation services, including 53-acres of neighborhood and community parks. In addition, the 80-acre Low Gap Regional Park, in the County system, is located partially within the City limits, offering additional recreation opportunities. In addition to parks, the CSD maintains and operates the Grace Hudson Museum, Ukiah Valley Conference Center, Alex Rorabaugh Center, Ukiah Municipal Pool, Ukiah Civic Center, and Observatory Park. The City also recently acquired 700-acres of open space on the southwestern hills of Ukiah. 76.9-percent of Ukiah residents live within a 10-minute walk to a park or recreational asset. The City plays a significant role in providing recreational services opportunities to a broad population base, including those in unincorporated areas of the Ukiah Valley.
26. The City's 87-acre Ukiah Municipal Golf Course is a challenging asset and is maintained as an enterprise funded service. The City contracts with Tayman Park Golf Group, Inc. to manage the operations, maintenance, and improvements at the Ukiah Valley Golf Course. Revenue at the golf course was severely impacted by pandemic, and future operations are likely to be constrained by ongoing drought, as well as demographic changes in course users.
27. The Mendocino County Animal Shelters can house approximately 60 dogs and 60 cats at 100% occupancy. The Ukiah animal shelter has been operating near capacity for a number of years, and there are no plans to expand the animal shelter even though the Ukiah and Fort Bragg facilities generally operate at or near capacity.
28. The City maintains a system of surface and underground drainage facilities that drain into Orrs Creek, Gibson Creek, and Doolin Creek, and eventually to the Russian River. There is no central trunk line to collect and convey stormwater to the Russian River and the stormwater system capacity is unknown.

3.15.1.4 FINANCIAL ABILITY OF AGENCY

Financial ability of agencies to provide services

29. The City prepares and adopts an annual budget prior to the beginning of each fiscal year (July 1), which serves as a financial planning tool and an expense control system. The City also has annually audited financial statements prepared by a Certified Public Accountant (CPA) which serves as financial assurance for the use of public funds. The City's financial documents are posted on their website.
30. According to the audited financial information from Fiscal Years 2016-17 through 2020-21, certain City programs operated at a net loss, or revenue shortfall, during the five years studied; however, the overall governmental activities operated at a net income, or revenue gain, each year. Over the five fiscal years studied, the City's financial performance for governmental activities shows an increase in net position of \$29,166,237 or 61-percent, which signals a strengthening in financial position.
31. According to the audited financial information from Fiscal Years 2016-17 through 2020-21, several (six out of eleven) City enterprise programs and the overall business-type activities in FY 2016-17 and FY 2020-21 operated at a net loss, or revenue shortfall, during the five years studied. In addition, multiple enterprise programs operated at a net loss consistently (three out of five years) over the study period. Also, during the five years studied, several (seven out of eleven) City enterprise programs and the overall business-type activities in FY 2017-18, FY 2018-19, FY 2019-20 operated at a net income, or revenue gain. Over the five fiscal years studied, the City's financial performance for business-type activities shows an increase in net position of \$35,630,532 or 30-percent, which signals a strengthening in financial position.
32. The City maintains a Five-year Capital Improvement Plan (CIP) that prioritizes current and future major capital asset projects and identifies estimated costs and potential funding sources during the annual budget development process.

3.15.1.5 SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities

33. The City works cooperatively with many other service providers to deliver services more effectively or efficiently by sharing public facilities, resources, and/or service delivery responsibility when feasible.
34. In 2017, the City and the Ukiah Valley Fire District (UVFD) entered into a joint powers agreement for combined fire services, known as the Ukiah Valley Fire Authority. Since then, the Fire Authority has been jointly managing, equipping, maintaining, and operating all-risk fire, medical, and emergency services in the City and Fire District boundaries.
35. In 2021, the UVFD annexed the Ukiah City limits to provide fire services, equalize the tax structure, and improve level of service for all residents within the previous service areas. The two agencies continue to coordinate service provision under the Ukiah Valley Fire Authority.
36. The Ukiah Valley Sanitation District boundaries include portions of Ukiah. The Willow County Water District serves customers in the City. The City provides wastewater services through an interconnected system of sewer collection and shared WWTP capacity that is operated and maintained under agreements with the City and the Ukiah Valley Sanitation District.
37. Due to prolonged and extreme drought conditions, in recent years multiple local water agencies have struggled with very limited to critically low local water supply to serve coastal and inland communities

resulting in interagency collaboration and mutual aid agreements for emergency short-term shared facilities and water resources.

3.15.1.6 ACCOUNTABILITY, STRUCTURE AND OPERATIONAL EFFICIENCIES

Accountability for community service needs, including governmental structure and operational efficiencies

38. The City is governed by a City Council comprised of five seats elected to serve staggered 4-year terms.
39. Regularly scheduled meetings for the City Council are held on first and third Wednesdays of each month at the Civic Center Council Chambers (300 Seminary Avenue) beginning at 6 p.m. All meetings are open to the public and are publicly posted a minimum of 72 hours prior to the meeting in accordance with the Brown Act. Meetings are currently being held via a hybrid model with both an in-person and virtual option for attendance and public participation.
40. The City Council conducts business and takes action by approving motions and adopting resolutions and ordinances by a majority vote of a sufficient quorum. The City Council has adopted policies and procedures related to elected officials including conflict of interest and reimbursement, finances, and personnel. The City Council members file a Statement of Economic Interests (Fair Political Practices Commission Form 700) each year pursuant to Government Code §87203 of the Political Reform Act and receive two hours of training on public service ethics laws and principles at least once every two years pursuant to AB 1234. The City Council considers proposed increases to rates and fees at a properly noticed public hearing and subject to mailing a notice of hearing for protests to all property owners pursuant to Proposition 218. The City complies with local government ethics laws and regulations and operates with accountability and transparency.
41. The City has a website at <https://www.cityofukiah.com>, which is a helpful communication tool to enhance government transparency and accountability. The City's website is user-friendly, well organized, regularly maintained, and provides extensive information on City departments, services, programs, policies, finances, and public meetings including agendas and minutes dating back to 2015.
42. The public can submit written or provide verbal comments or complaints in person or by phone at the City's Civic Center during business hours, Monday through Friday from 8:00 a.m. to 5:00 p.m., via the website, or at the City Council meetings during the general public comment period.
43. The interconnected sewer collection systems, shared WWTP capacity, and overlapping service areas suggest efficiencies could be gained by a reorganization with the Ukiah Valley Sanitation District.
44. The current provision of water service in the Ukiah Valley involves many public agencies, complex interagency service arrangements and relationships, and represents a significant opportunity to achieve both greater organizational and operational efficiencies.

3.15.1.7 OTHER SERVICE DELIVERY MATTERS

Any other matter related to effective or efficient service delivery, as required by commission policy

45. There are no other matters related to service delivery required by Mendocino LAFCo Policy.

4.1.2 Study Areas

Study areas are unique to a specific agency and are used to define the extent of one or more locations for SOI analysis purposes. Study areas may be created at different levels of scope and/or specificity based on the circumstances involved. The following descriptions demonstrate the array of scenarios that may be captured by a SOI study area.

- An area with clear geographic boundaries and scope of service needs based on years of interagency collaboration or public engagement and a project ready for grant funding or implementation.
- An area involving broader community regions or existing residential subdivisions with a large or long-term vision in need of fostering and/or establishing interagency partnerships.
- An area in early stages of conception that is not currently geographically well-defined and generally involves one or more ideas identified by agency or community leaders needing further definition.
- An area geographically defined by a gap between the boundaries of existing public service providers.
- An area adjacent to an existing agency's boundary slated for development needing urban services.

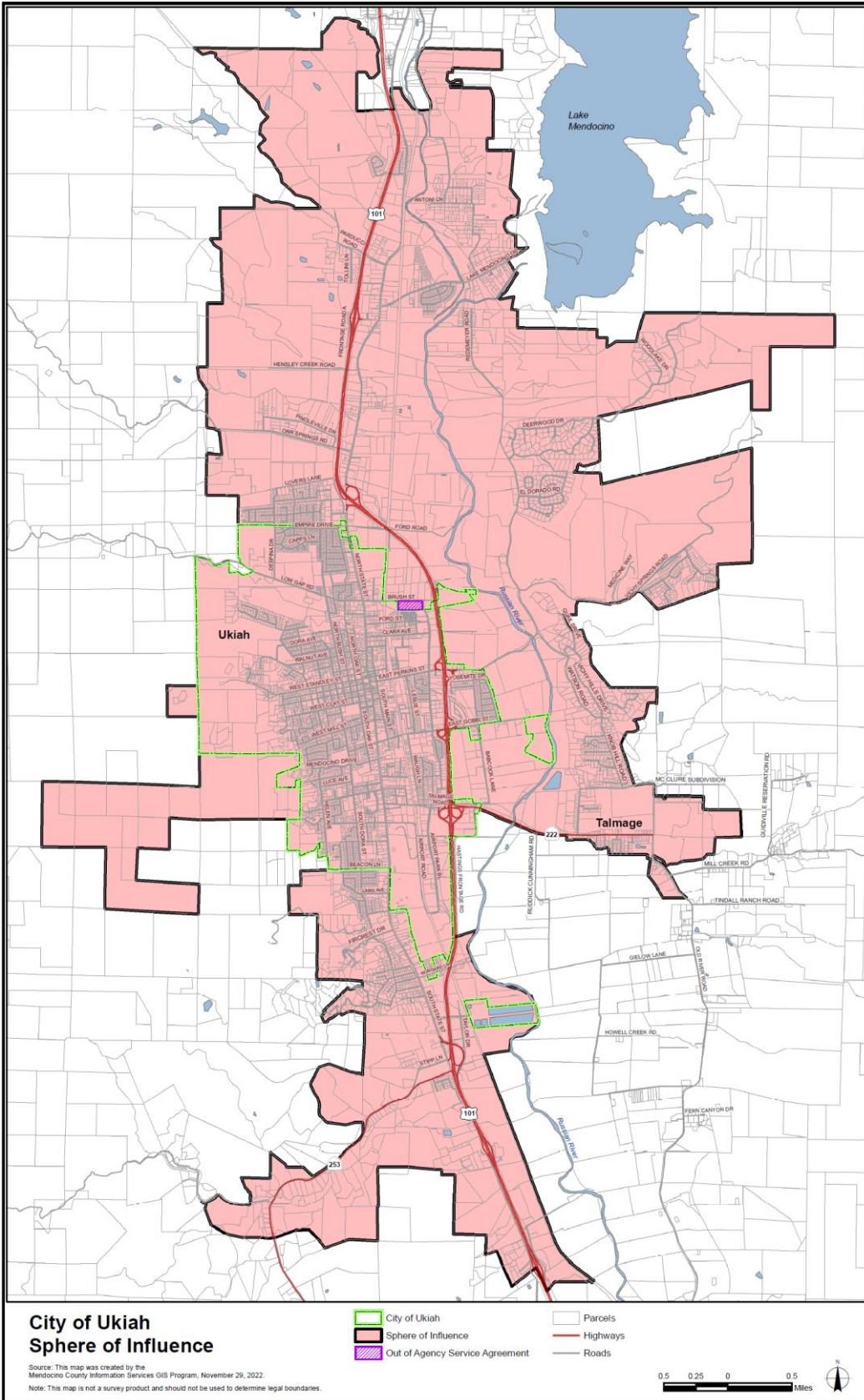
Study areas can result in a proposed SOI boundary, an Area of Interest designation for enhanced interagency coordination, or areas earmarked for future SOI consideration.

4.1.2.1 CITY 2040 GENERAL PLAN PROPOSED SOI

As part of the City's 2040 General Plan Update, the City developed a proposed SOI boundary shown in Figure 4-2. The City's proposed SOI encompasses territory of existing wastewater and water agencies, including a portion of the Rogina Mutual Water Company, in support of consolidation efforts. The proposed SOI boundary is based on direction from the Ukiah City Council in 2020 and is considerably smaller than the City's 1984 sphere boundary. The proposed SOI also includes territory located west of the current City limits associated with the City-owned Properties and Western Hills annexation proposals.

The City's 2040 General Plan Update (Ukiah 2040) designates land uses defining the type and amount of development that can occur throughout the City and proposed annexation areas (refer to Section 2.5.1.4.1 Annexation Efforts) through the 2040 planning horizon. Based on the potential land use changes, Ukiah 2040 has a maximum buildout potential of an additional 2,350 housing units and an additional 4,514,820 square feet of non-residential use (refer to Figure 2-12 City of Ukiah 2022 General Plan Update Draft Land Use Diagram). Ukiah 2040 does not include new or amended land use designations for the remaining SOI boundary, and so development within the sphere is assumed to be consistent with current development patterns and buildout opportunities. Growth facilitated by Ukiah 2040 would occur primarily as infill and redevelopment within urbanized areas of the City and some adjacent areas where existing roads, water, sewer, and other utilities are already in place or within the service area of existing utility service providers. (Ukiah, 2022c & 2022d)

Figure 4-2 City of Ukiah Proposed SOI Boundary



4.1.2.2 UKIAH 2040 PLANNING AREA

A General Plan 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 the City, the Planning Area is defined as the area that includes the City limits, proposed SOI boundary, and is very similar to the UVAP Planning Area boundary shown in Figure 4-1. The UVAP was adopted by Mendocino County in 2011 and includes land use and planning goals and policies for the unincorporated areas of the Ukiah Valley. Although the UVAP does not cover the City limits, it does establish land use designations and development standards within the City of Ukiah General Plan Planning Area and proposed sphere boundary. (Ukiah, 2022c). While similar, the City's proposed Planning Area differs slightly from the UVAP to encompass the proposed Western Hills Annexation area.

4.1.3 Area of Interest Designation

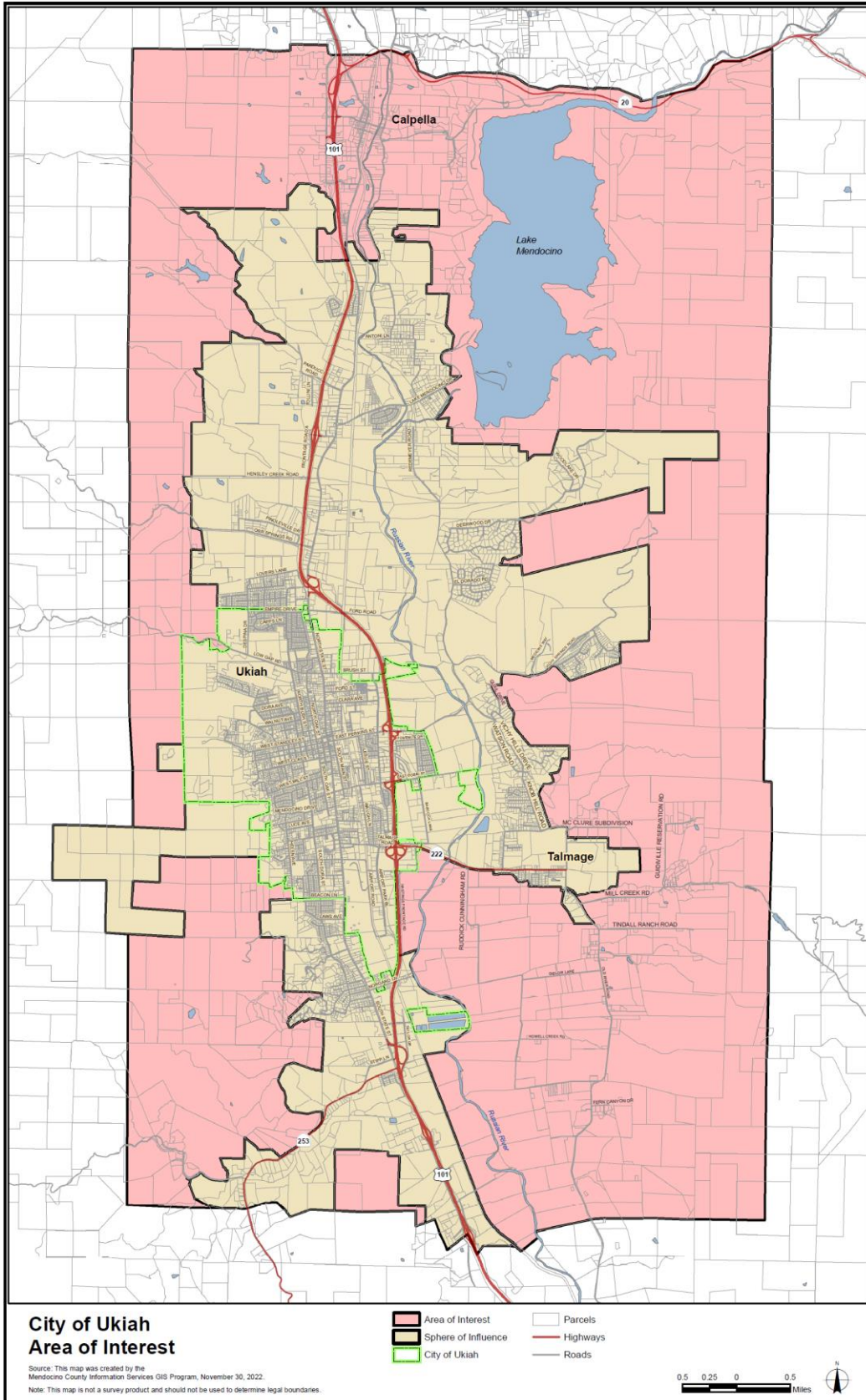
LAFCo's Area of Interest Policy, per Section 10.1.12, provides for the designation or identification of unincorporated areas located near to, but outside the jurisdictional boundary and established SOI of a city or district, in which land use decisions or other governmental actions of another local agency directly or indirectly impact the subject local agency.

An Area of Interest (AOI) designation serves as a compromise approach that recognizes situations involving challenging boundary or municipal service delivery considerations, or for which urbanization may be anticipated in the intermediate or long-range planning horizons. It is a tool intended to enhance communication and coordination between local agencies.

An AOI designation is most helpful when the county and city or district can reach agreement that development plans related to LAFCo designated AOI will be treated the same as if these areas were within the city or district SOI boundary, particularly regarding notification to and consideration of input from the city or district.

The Ukiah 2040 Planning Area Study Area described above has been designated as an AOI for the City of Ukiah as shown in Figure 4-3.

Figure 4-3 City of Ukiah Proposed AOI Boundary



4.1.4 Proposed Sphere of Influence

The City's 2040 General Plan Update proposed SOI boundary, which is larger than the current City limits and smaller than the 1984 sphere boundary (Figure 4-2), is proposed for Commission consideration.

4.1.5 Consistency with LAFCo Policies

Mendocino LAFCo has established policies to help meet its Cortese-Knox-Hertzberg Act mandates. This section identifies potential inconsistencies between the proposed SOI and local LAFCo policies.

Agricultural Preservation

Mendocino LAFCo Policy 10.1.7 specifies that areas that do not need urban services, such as open space and agricultural areas, should not be included in the agency's SOI, unless excluding the area would impede the planned, orderly and efficient development of the area.

Normally agricultural areas and/or resources are not included in a city's sphere in order to prevent annexation and premature conversion to non-agricultural uses and to minimize potential conflicts between proposed urban development and adjacent agricultural uses.

Upon adoption of the 2040 General Plan Update, the City will be one of a few cities in California with an Agriculture Element, which emphasizes the City's long-term vision for and dedication to agricultural preservation in the valley. This is supported by the following Agriculture Goals, Policies, and Programs:

Goal AG - 1

To preserve and strengthen agricultural uses in and around Ukiah that influence the regional economy.

- Policy AG-1.1 Reduce Agricultural/Urban Conflict
The City shall reduce conflict between incompatible uses and agriculture within and adjacent to the City.
- Policy AG-1.2 Preserve Agricultural Lands
With the exception of presently proposed or approved subdivisions, the City shall discourage urban development on unincorporated land within its Sphere of Influence until annexed by the City. The City shall support County land use regulations that protect the viability of local agriculture in the Ukiah Valley.
- Policy AG-1.3 Plan Together
The City shall identify and involve stakeholders, as well as advisors with knowledge and expertise, to create and implement a comprehensive planning framework that preserves and strengthens agricultural uses in and around Ukiah that inform and influence the regional economy.
 - Implementation Program A - Agricultural Buffer
The City shall work with Mendocino County to establish setback or buffers for new non-agricultural development adjacent to agricultural lands to reduce conflict between incompatible land uses.
 - Implementation Program B - Right to Farm
The City shall adopt a right-to-farm ordinance to ensure appropriate disclosure of agricultural activities both within and adjacent to the City of Ukiah.
 - Implementation Program C - Align Agricultural Standards
The City shall revise agricultural standards and use terminology to be consistent with adjacent jurisdictions within the Ukiah Valley for the support of future annexation efforts.

- Implementation Program D - Williamson Act

In coordination with the County Assessor, the City shall establish a Williamson Act program that aligns with ongoing efforts to preserve agricultural lands across Mendocino County.

In addition, the City has created a new Agriculture Land Use Designation which 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).

(Ukiah, 2022c & 2022d)

Upon adoption of the City's 2040 General Plan, the City will begin a collaborative stakeholder process to implement the Agriculture Element goals, policies, and programs by creating a comprehensive planning framework that preserves and strengthens agricultural uses in and around Ukiah and unifies land use policies. This process will implement the City's new Agriculture Land Use Designation through the Zoning Ordinance. This process will also align with the County's approach to agricultural preservation and create an agricultural plan unique to the characteristics and needs in the Ukiah Valley.

The City is capable and motivated to provide long-term agricultural stewardship in the valley both to bolster economic vitality and foster a community sense of identity and quality of life.

The agricultural areas and resources proposed to be included in the City's SOI boundary are currently susceptible to sprawl or disorderly development by nature of the multiple water/sewer single-service districts adjacent to the City limits in concert with unincorporated ministerial-level development permits.

The expected outcome of including agricultural areas and resources in the City's SOI boundary is an enhanced level of agricultural preservation and on-going agriculture operations. Therefore, agricultural preservation is not anticipated to be jeopardized by inclusion of these areas in the City's SOI boundary.

It is noteworthy that without development of the City's upcoming Agricultural Zoning District and effective assignment to appropriate lands consistent with the City's new Agricultural Land Use Designation, or another effectively similar arrangement, the City's SOI may be re-evaluated for policy consistency.

Irregular Boundaries

Mendocino LAFCo Policy 10.1.9 specifies that the SOI area should not create irregular boundaries, such as islands or corridors, unless it represents the most logical and orderly service area of an agency. The proposed irregular SOI boundary is related to topographical constraints from the hillsides located west and east of the City limits, natural constraints from water features, and the historically established extent of existing wastewater and water service providers, and represents a logical and orderly SOI boundary.

Overlap Areas

Mendocino LAFCo Policy 10.1.10 specifies that agencies providing the same type of service should not have overlapping spheres in order to avoid unnecessary and inefficient duplication of services or facilities. Further, territory placed within a city's sphere indicates that the city is the most logical provider of urban services and the appropriate agency for annexation of developing territory rather than to one or more single-purpose special districts.

There is a large overlap area between the City and Sanitation District and a small amount of overlap areas between the City and Water Districts. Overlap areas were created over the years as parcels were annexed into the City without concurrent detachment from single-service special districts.

The overlap area between the City and Ukiah Valley Sanitation District (UVSD) represents approximately one-third of the District's geographic area and one-half of its customers, as shown on Figure 4-3.

The overlap area between the City and Willow County Water District (WCWD) is visible on the south end of the City limits, as shown on Figure 4-4.

The overlap area between the City and Millview County Water District (MCWD) is very limited in size and is not visible on the north end of the City limits, as shown on Figure 4-4. The City-MCWD overlap is limited to the following two properties: 1461 North Bush Street (APN 170-220-07) and 1310 North State Street (APNs 170-140-16 and 170-140-17).

As the City expands in accordance with the annexation plan developed for and in conjunction with its 2040 General Plan Update, areas served by single-service districts would normally concurrently decrease.

The interrelated nature of the City and UVSD sewer collection, treatment and disposal systems support the ultimate merging of these two agencies. The agencies have developed a strategy and agreement for the interim provision of wastewater services to areas around the City seeking to develop and ultimately the long-term plan for the provision of wastewater services in the region (Interim Service Agreement). The Interim Service Agreement also conditions a delay in detaching overlap areas until minimum thresholds are met, after which the UVSD would cease to be independent and separate from the City, through a LAFCo application process. The thresholds identified in the Interim Service Agreement are summarized as follows:

- Consistent with statutes, the District will support merger or reorganizing as a subsidiary district of the City upon reaching the threshold of 70% or more of District registered voters and 70% of District area is annexed into the City.
- The District will support the City's pursuit of legislation to eliminate the statutory threshold for 70% of area of land.

The Interim Service Agreement established between the City and UVSD represents a significant evolution in the relationship between the agencies, and in recognition and support of those efforts and results, a coterminous sphere is recommended for the UVSD, thus maintaining the overlap structure in an effort to sustain the UVSD financial viability and ability to serve their customers in the interim period.

The current provision of water service in the Ukiah Valley involves many public agencies, complex interagency service arrangements and relationships, and represents a significant opportunity to achieve both greater organizational and operational efficiencies. The City and Water Districts are in the early stages of interagency coordination. The potential for collaborative development of a long-term plan for the interim and long-term coordinated provision of water services in the region would be a significant step forward.

Figure 4-4 City and Wastewater District Boundary Overlap

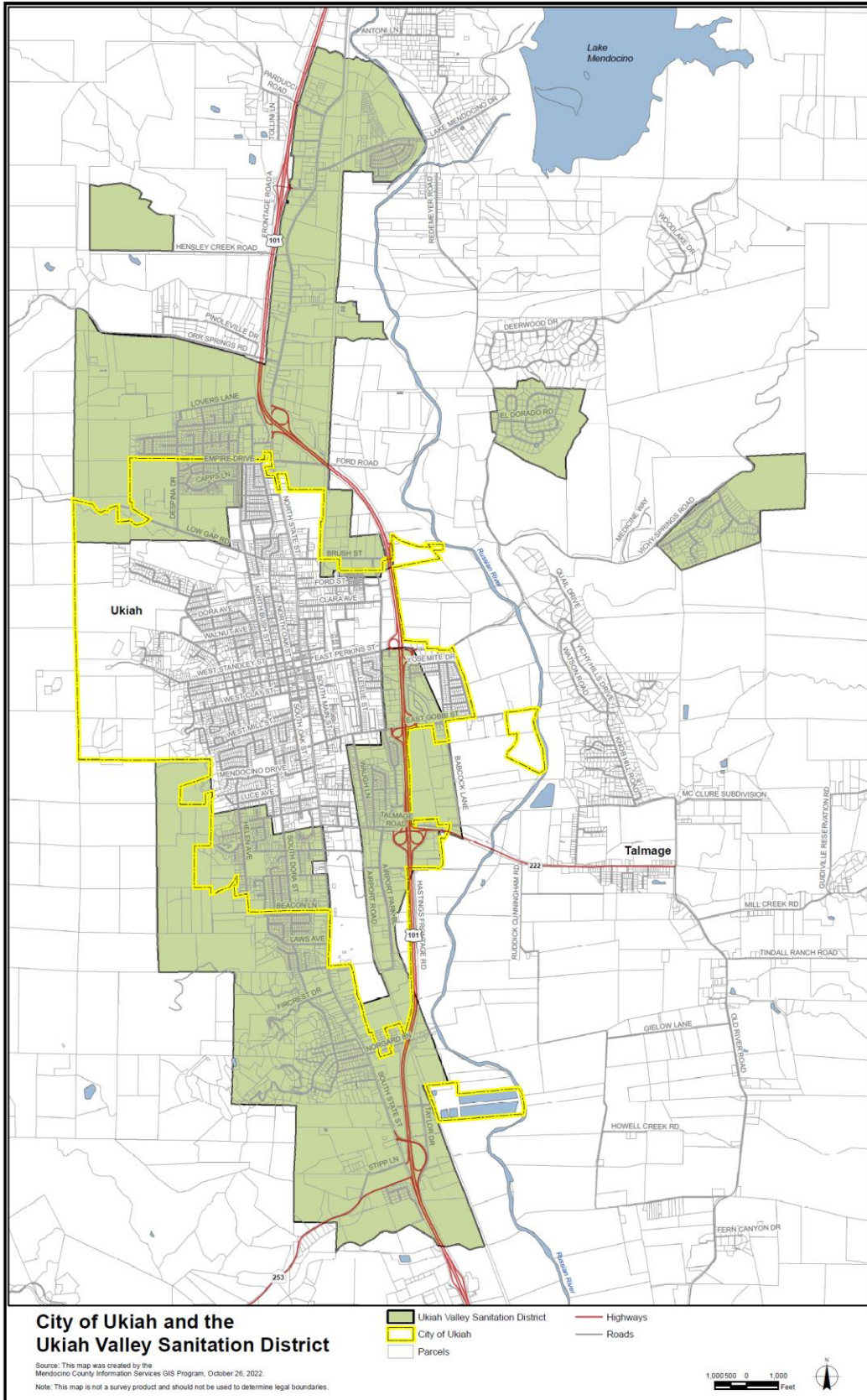
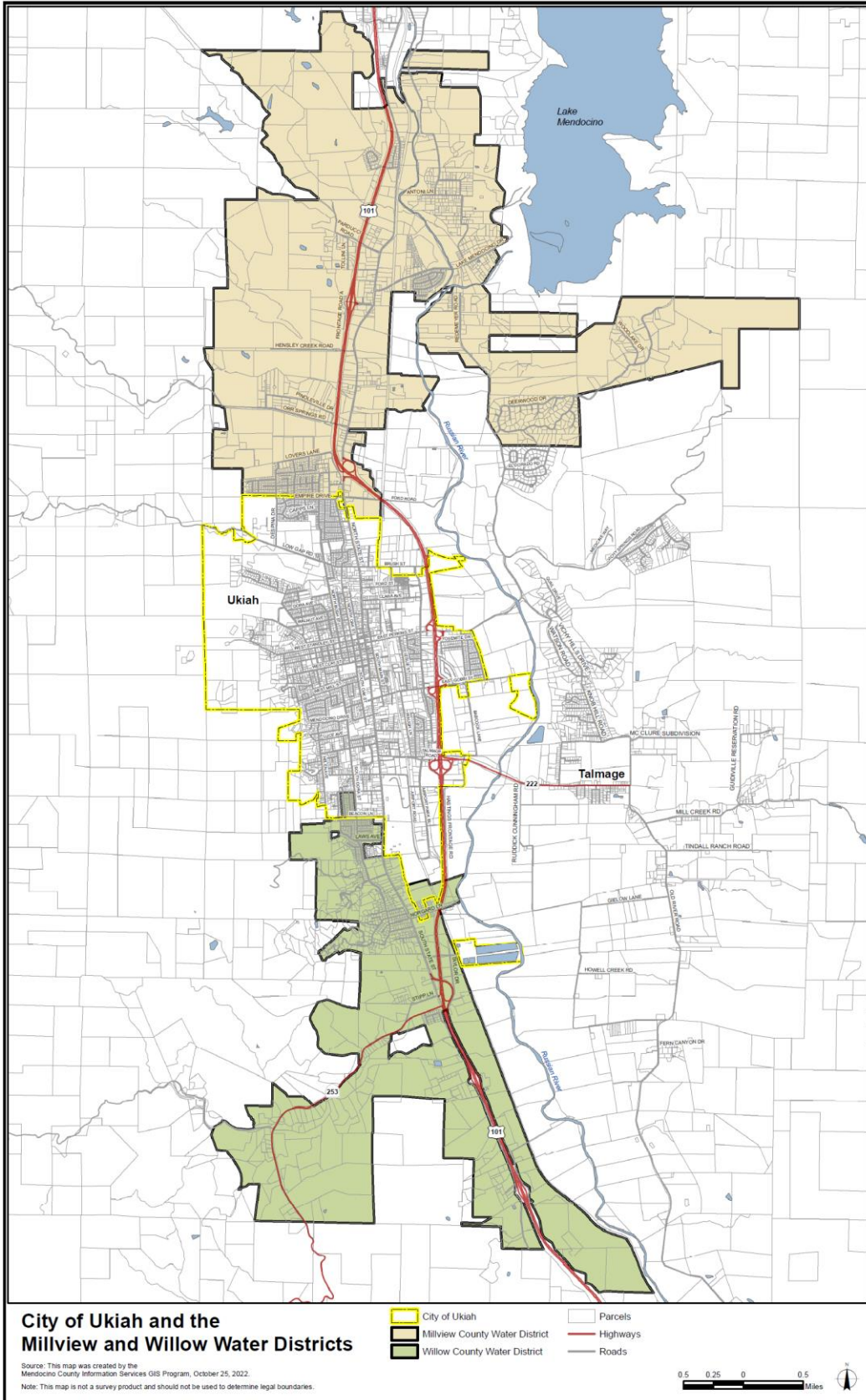


Figure 4-5 City and Water District Boundary Overlap



4.1.6 Determinations

It is recommended that the Commission adopt the City's 2040 General Plan Update proposed SOI boundary for the City of Ukiah that is larger than the current City limits and smaller than the 1984 sphere boundary (Figure 4-2). The following statements have been prepared in support of this recommendation.

4.1.6.1 LAND USES

The City of Ukiah has land use authority over its jurisdictional boundary and makes land-use decisions based on the City's General Plan, which is currently being updated, and Zoning Regulations.

Over 33.1 percent of the City limits is comprised of residential development (i.e., single-family, multifamily, mobile home parks). Public and Quasi-Public uses 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.

Areas adjacent to the City limits are under the jurisdiction of the County of Mendocino and are regulated through the County's General Plan, Zoning Regulations, and Specific Plans. Existing development in the greater valley consists of a mix of uses, including agricultural, residential, commercial, and light industrial.

The Ukiah Valley Area Plan (UVAP) was adopted in 2011 and provides a comprehensive land use plan for the area from just south of Ukiah and north to Calpella. The following land use classifications are specific to the UVAP planning area: Mixed Use North State Street (MUNS), Mixed Use Brush Street Triangle (MUBST), and Mixed Use General (MU-2).

4.1.6.2 NEED FOR FACILITIES AND SERVICES

The City of Ukiah is estimated to serve a population of roughly 16,228. Population growth is expected to increase at an annual rate of 0.3 percent for Mendocino County as a whole. Based on the growth rate, the City can expect a small population increase of approximately 411 by 2030.

The City provides multiple services that are critical for public health and safety. The residents and visitors currently receiving City services will continue to need these public services.

Based on the City's proposed General Plan Update potential land use changes, there is a maximum buildout potential of an additional 2,350 housing units and an additional 4,514,820 square feet of non-residential use through the 2040 planning horizon.

As identified in the City's 2040 General Plan Update, the City is pursuing three separate annexation areas currently under the County of Mendocino's jurisdiction, totaling approximately 1,617 acres.

Annexation Area A consists of 16 City-owned properties located southeast, northeast, and west of the City, totaling approximately 437 acres. The City-owned properties currently host City operations, such as landfill, airport, and wastewater treatment uses. Once annexed, Annexation Area A would continue to be utilized as agriculture, open space, or municipal uses and the lands would be designated as Public and Open Space.

Annexation Area B consists of 63 properties comprised of the Bush Street Triangle/Masonite area located north of the City, totaling approximately 473 acres. The properties contain commercial, industrial, and manufacturing uses (both existing and decommissioned), as well as areas containing vacant and agricultural lands. Once annexed, most of Annexation Area B would be designated by the City as a new

land use category proposed under Ukiah 2040, Mixed-Use: Brush Street Triangle, which is consistent with its existing designation under the UVAP. Other portions of Annexation Area B would be designated as Industrial, while the lands currently vacant or developed with agriculture uses would be designated as Agriculture.

Annexation Area C is concentrated in the hills west of Ukiah and contains approximately 752 acres and a portion of that area (707 acres) is being pursued as part of the Western Hills Open Land Acquisition and Limited Development Agreement, approved by City Council on September 15, 2021. Most of the area is pre-zoned as Public Facilities and would be preserved for open space conservation. The remaining portions of Annexation Area C are pre-zoned as Rural Residential with a Single-Family Residential-Hillside Overlay designation. However, development on these parcels would be restricted to a maximum number of 14 units total (seven-single family homes and seven accessory dwelling units) due to the existing Development Agreement with the current property owner.

4.1.6.3 CAPACITY OF FACILITIES AND ADEQUACY OF SERVICES

The City of Ukiah is a full-service city and provides Administration, Airport, Animal Control, Electric Utility, Fire and Emergency Medical Services, Law Enforcement, Community Services (Parks and Recreation), Public Works, Solid Waste, Stormwater, Wastewater, and Water municipal services.

As determined in the MSR prepared for this agency, the City has adequate facilities, personnel, finances, and equipment to meet current and future growth demands for public services within the timeframe of this study.

4.1.6.4 COMMUNITIES OF INTEREST

Communities of interest are typically located adjacent to an agency's boundary or a proposed sphere.

The Ukiah Valley Area Plan Planning Area boundary has been designated as an Area of Interest for enhanced interagency coordination.

No other social or economic communities of interest have been identified that should be included in the City limits or SOI.

4.1.6.5 DISADVANTAGED UNINCORPORATED COMMUNITIES

According to the City of Ukiah 2040 General Plan Update Land Use Element, the following five DUCs have been identified adjacent to or near the City limits: 1) Ukiah SXSU, 2) Norgard Lane, 3) Empire Gardens (Alexander Estates), 4) Talmage, 5) The Forks. Special consideration will be given to any DUCs affected by future annexation proposals consistent with GC §56375(8)(A) and LAFCo Policy.

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6 ACRONYMS

AB	Assembly Bill
ADA	American with Disabilities Act
ADU	Accessory Dwelling Unit
ARC	Airport Reference Code
AWWA	American Water Works Association
BLM	Bureau of Land Management
BMP	Best Management Practices
CAD	Computer Aided Dispatch
CALFIRE	California Department of Forestry and Fire Protection
CALTRANS	California Department of Transportation
CDGB	Community Development Block Grant
CHP	California Highway Patrol
CIP	Capital Improvement Plan
CPI	Consumer Price Index
CSO	Community Service Officer
CWSRF	Clean Water State Revolving Loan Fund
DA	District Attorney
DMM	Demand Management Measures
DOF	Department of Finance
DUC	Disadvantaged Unincorporated Community
DWR	California Department of Water Resources
DZC	Downtown Zoning Code
ECC	Emergency Command Center
EH	Environmental Health
EIR	Environmental Impact Report
EMT	Emergency Medical Technician
FAA	Federal Aviation Administration
FAIR	California Fair Access to Insurance Requirement
FAR	Floor Area Ratios
FEC	Fire Executive Council
FTE	Full Time Equivalent
FY	Fiscal Year
GPS	Global Positioning System
GREAT	Gang Resistance Education and Training
GSA	Groundwater Sustainability Agency
GSP	Groundwater Sustainability Plan
ISO	Insurance Service Office
JPA	Joint Powers Authority
kW	Kilowatt
LID	Low Impact Development
LMHP	Lake Mendocino Hydroelectric Plant
LPR	License Plate Reader
MCALUC	Mendocino County Airport Land Use Commission

MCDOT	Mendocino County Department of Transportation
MCIWPC	Mendocino County Inland Water and Power Commission
MCOG	Mendocino Council of Governments
MCSO	Mendocino County Sheriff Office
MCTF	Major Crimes Task Force
MCWD	Millview County Water District
MGD	Million gallons per day
MSR	Municipal Service Review
MSWMA	Mendocino Solid Waste Management Authority
MTA	Mendocino Transit Authority
NCPA	Northern California Power Agency
NFPA	National Fire Protection Association
NMFS	National Marine Fisheries Service
NPDES	National Pollutant Discharge Elimination System
PG&E	Pacific Gas and Electric
PSAP	Public Safety Answering Point
PVP	Potter Valley Project
RHNA	Regional Housing Needs Allocation
RNAV	Area Navigation
RRFC	Russian River Flood Control District
RRWA	Russian River Watershed Association
SB	Senate Bill
SGMA	Sustainable Groundwater Management Act
SOI	Sphere of Influence
SRO	School Resource Officer
STIP	State Transportation Improvement Program
SWA	Sonoma Water Agency
SWMP	Stormwater Management Plan
SWRCB	State Water Resources Control Board
UKI	Ukiah Municipal
UKIALUCP	Ukiah Municipal Airport Land Use Compatibility Plan
UPD	Ukiah Police Department
URRWA	Upper Russian River Water Agency
USACE	United States Army Corps of Engineers
UUSD	Ukiah Unified School District
UVAP	Ukiah Valley Area Plan
UVFA	Ukiah Valley Fire Authority
UVFD	Ukiah Valley Fire District
UVBGS	Ukiah Valley Basin Groundwater Sustainability Agency
UVSD	Ukiah Valley Sanitation District
UWS	Ukiah Waste Solutions
UWMP	Urban Water Management Plan
VOR	Very High Frequency Omni-Directional
WCWD	Willow County Water District

WRFP	Water Recycling Funding Program
WTP	Water Treatment Plant
WUI	Wildland Urban Interface
WWTF	Wastewater Treatment Facility
WWTP	Wastewater Treatment Plant

7 ACKNOWLEDGEMENTS

7.1 Report Preparation

This Municipal Service Review was prepared by Hinman & Associates Consulting, Inc., contracted staff for Mendocino LAFCo.

Uma Hinman, Executive Officer
 Larkyn Feiler, Analyst
 Kristen Meadows, Commission Clerk

Additionally, technical writing support was provided by Jessica Hankins, an independent contractor under Hinman & Associates Consulting, Inc.

7.2 Assistance and Support

This Municipal Service Review could not have been completed without the assistance and support from the following organizations and individuals.

City of Ukiah	Sage Sangiacomo, City Manager Shannon Riley, Deputy City Manager Craig Schlatter, Community Development Director Jesse Davis, Chief Planning Manager Daniel Buffalo, Finance Director Sean White, Water and Sewer Director
County of Mendocino	Russ Ford, Senior Planner/Cartographer

8 APPENDICES

8.1 Appendix A – Open Government Resources

The purpose of this appendix is to provide a brief list of some educational resources for local agencies interested in learning more about the broad scope of public interest laws geared towards government transparency and accountability. This appendix is not intended to be a comprehensive reference list or to substitute legal advice from a qualified attorney. Feel free to contact the Mendocino LAFCo office at (707) 463-4470 to make suggestions of additional resources that could be added to this appendix.

The websites listed below provide information regarding the following open government laws: (1) **Public Records Act** (Government Code §6250 et seq.), (2) **Political Reform Act** – Conflict-of-Interest regulations (Government Code §81000 et seq.), (3) **Ethics Principles and Training** (AB 1234 and Government Code §53235), (4) **Brown Act** – Open Meeting regulations (Government Code §54950 et seq.), and (5) **Online Compliance** regulations (Section 508 of the US Rehabilitation Act and Government Code §11135).

- Refer to the State of California Attorney General website for information regarding public access to governmental information and processes at the following link: <https://oag.ca.gov/government>.
- Refer to the State of California Attorney General website for information regarding Ethics Training Courses required pursuant to AB 1234 at the following link: <https://oag.ca.gov/ethics>.
- The Fair Political Practices Commission (FPPC) is primarily responsible for administering and enforcing the Political Reform Act. The website for the Fair Political Practices Commission is available at the following link: <http://www.fppc.ca.gov/>.
- Refer to the California Department of Rehabilitation website for information regarding Section 508 of the US Rehabilitation Act and other laws that address digital accessibility at the following link: <http://www.dor.ca.gov/DisabilityAccessInfo/What-are-the-Laws-that-Cover-Digital-Accessibility.html>.
- Refer to the Institute for Local Government (ILG) website to download the Good Governance Checklist form at the following link: www.ca-ilg.org/post/good-governance-checklist-good-and-better-practices.
- Refer to the Institute for Local Government (ILG) website to download the Ethics Law Principles for Public Servants pamphlet at the following link: www.ca-ilg.org/node/3369.
- Refer to the Institute for Local Government (ILG) website for information regarding Ethics Training Courses required pursuant to AB 1234 at the following link: <http://www.ca-ilg.org/ethics-education-ab-1234-training>.

Refer to the California Special Districts Association (CSDA) website for information regarding online and website compliance webinars at the following link: <http://www.csda.net/tag/webinars/>.

8.2 Appendix B – Website Compliance Handout

Refer to the next page.

Appendix B

California Website Compliance Checklist

Use this checklist to keep your district's website compliant with State and Federal requirements.

Public Records Act

SB 929

Our district has created and maintains a website

Passed in 2018, all independent special districts must have a website that includes contact information (and all other requirements) by Jan. 2020

SB 272

Our Enterprise System Catalog is posted on our website

All local agencies must publish a catalog listing all software that meets specific requirements—free tool at getstreamline.com/sb272

AB 2853 (optional):

We post public records to our website

This bill allows you to refer PRA requests to your site, if the content is displayed there, potentially saving time, money, and trees

The Brown Act

AB 392:

Agendas are posted to our website at least 72 hours in advance of regular meetings, 24 hours in advance of special meetings

This 2011 update to the Act, originally created in 1953, added the online posting requirement

AB 2257:

A link to the most recent agenda is on our home page, and agendas are searchable, machine-readable and platform independent

Required by Jan. 2019—text-based PDFs meet this requirement, Microsoft Word docs do not

State Controller Reports

Financial Transaction Report:

A link to the Controller's "By the Numbers" website is posted on our website

Report must be submitted within seven months after the close of the fiscal year—you can add the report to your site annually, but posting a link is easier

Compensation Report:

A link to the Controller's PublicPay website is posted in a conspicuous location on our website

Report must be submitted by April 30 of each year—you can also add the report to your site annually, but posting a link is easier

Healthcare District Websites

AB 2019:

If we're a healthcare district, we maintain a website that includes all items above, plus additional requirements

Including budget, board members, Municipal Service Review, grant policy and recipients, and audits

Open Data

AB 169:

Anything posted on our website that we call "open data" meets the requirements for open data

Defined as "retrievable, downloadable, indexable, and electronically searchable; platform independent and machine readable" among other things

Section 508 ADA Compliance

CA gov code 7405:

State governmental entities shall comply with the accessibility requirements of Section 508 of the federal Rehabilitation Act of 1973

Requirements were updated in 2018—if you aren't sure, you can test your site for accessibility at achecker.ca



California Special Districts Association
CSDA
Districts Stronger Together

csda.net



STREAMLINE
Website compliance made easy

getstreamline.com

The Brown Act: new agenda requirements

Tips for complying with AB 2257 by January, 2019

Placement:

What it says: An online posting of an agenda shall be posted on the primary Internet Web site homepage of a city, county, city and county, special district, school district, or political subdivision established by the state that is accessible through a prominent, direct link to the current agenda.

What that means: Add a link to the **current agenda directly to your homepage**. It cannot be in a menu item or otherwise require more than a single click to open the agenda.

Exception:

What it says: A link to the agenda management platform may be added to the home page instead of a link directly to the current agenda, if the agency uses an integrated agenda management platform that meets specified requirements, including, among others, that the current agenda is the first agenda available at the top of the integrated agenda management platform.

What that means: If you use an agenda management system, you may add a link to that system directly to your homepage (again, not in a menu item), if the format of the agenda meets the requirements below, and if the current agenda is the first at the top of the list.

Format:

What it says: [agenda must be] Retrievable, downloadable, indexable, and electronically searchable by commonly used Internet search applications. Platform independent and machine readable. Available to the public free of charge and without any restriction that would impede the reuse or redistribution of the agenda.

What that means: You cannot add Word Docs or scanned (image-based) PDFs of your agenda to your website—Word Docs are not platform independent (the visitor must have Word to read the file), and scanned PDFs are not searchable. Instead, **keep your agenda separate from the packet** and follow these steps:

1. From Word or other document system: Export agenda to PDF
2. Add that agenda to your website (or to your agenda management system), and include a link to that agenda on your homepage
3. Then, you can print the agenda, add it to your pile of documents for the packet, and scan that to PDF - just keep the packet separate from the agenda (only the agenda must meet AB 2257)
4. Keep the link on the homepage until the next agenda is available, then update the link

Questions? Contact sloane@getstreamline.com or dillong@csga.net

8.3 Appendix C - Vacant and Underutilized Parcel List

Refer to the next page.

TABLE 4.3: VACANT AND UNDERUTILIZED INVENTORY

Amended 12-09-2022

Map ID	APN	Location	Existing Use	Zoning	General Plan	Acres	Square feet	Realistic Potential (units)	Population	Income Group	Constraints	Notes
Very-Low/Low Vacant Parcels												
4	00230155	763 S Oak St	Vacant	C1	C	0.88	38,332	31	77	Very-Low/Low	Zone 4	<i>Removed 2/14/22. Construction of Ukiah Senior Apartments completed: 31 Units</i>
2	00237027	None Assigned. Corner of Clara & N Orchard	Vacant	C1	C	0.67	29,185	15	37	Very-Low/Low	None	Undeveloped. Realistic development capacity- 22,806 sf available to build up to 15 multi-family units. Due to need for housing and citywide build-out, expected to be developed within planning period.
3	17903025	700 E Perkins St	Vacant	C1	C	1.24	54,014	25	62	Very-Low/Low	None	Undeveloped. Realistic development capacity- 37,800 sf available for up to 25 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
4	17903028	730 E Perkins St	Vacant	C1	C	0.58	25,264	16	40	Very-Low/Low	0.2 % Annual Chance Flood Hzd	Undeveloped. Realistic development capacity- up to 16 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
5	17906104**	705 E Perkins St	Underutilized – Parking Lot	C1	C	0.52	22,651	14	35	Very-Low/Low	0.2 % Annual Chance Flood Hzd	Minor improvements including parking lot. Realistic development capacity for up to 14 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
Very-Low/Low Vacant Parcels Subtotal						3.89	169,446	101 70	251 174			
Moderate/Above-Moderate Vacant Parcels												
6	00141426	655 Dora Ave, Unit A & B	Vacant	R1	LDR	0.16	6,969	2	5	Mod/Above-Med	None	<i>Removed 2/14/22. Construction of an SFD and ADU completed. 2 Units</i>
7	00114239*	179 Park Pl	Vacant	R1	LDR	0.41	17,859	2	5	Mod/Above-Med	None	Mostly undeveloped but some topographical lot restrictions. Surrounded by SFDs. Realistic development capacity of up to 2 units. Due to need for housing and citywide build-out, expected to be developed within planning period.

Map ID	APN	Location	Existing Use	Zoning	General Plan	Acres	Square feet	Realistic Potential (units)	Population	Income Group	Constraints	Notes
8	00114244	169 Park Pl	Vacant	R1	LDR	0.27	11,761	2	5	Mod/Above-Mod	None	<i>Removed 2/14/22. Previously developed with SFD.</i>
9	00114245	169 Park Pl	Vacant	R1	LDR	0.24	10,454	2	5	Mod/Above-Mod	None	Undeveloped. Some lot restrictions including road access. Realistically could build 2 units- SFD and accessory dwelling unit (ADU). Due to need for housing and citywide build-out, expected to be developed within planning period.
10	00121404	None Assigned. Near S Barnes St & W Clay St	Vacant	R1	LDR	0.54	23,522	3	7	Mod/Above-Mod	None	Undeveloped. Lot restrictions and zoning restrict number of units that can be realistically developed to 3. Could increase density if merging with parcel 00121409. Due to need for housing and citywide build-out, expected to be developed within planning period.
11	00125330; 00125331; 00125332; 00125333; 00125334	None Assigned. Oak Park Ave Between W Clay St & Jones St	Vacant	R1	LDR	0.47	20,473	3	7	Mod/Above-Mod	None	Undeveloped and surrounded by SFDs. Realistic development capacity for up to 3 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
12	00142036	274 Mendocino Pl	Vacant	R1	LDR	0.46	20,037	2	5	Mod/Above-Mod	Slope	<i>Removed 2/19/20. One legal lot of record with APN 001-420-37 (divided by tax line).</i>
13	00211480	None Assigned (Behind SFR on Oak Street)	Vacant	R1	LDR	0.15	8,464	2	5	Mod/Above-Mod	0.2 % Annual Chance Flood Hzd; Floodway (Portion)	Undeveloped. Needs road access but realistically could develop 2 units- an SFD and ADU. Due to need for housing and citywide build-out, expected to be developed within planning period.
14	00304059	302 Banker Blvd	Vacant	R1	LDR	0.15	6,534	2	5	Mod/Above-Mod	None	<i>Removed 2/14/22. Developed with landscaping and accessory structures associated with adjacent residence on Bankers Boulevard.</i>
15	00302124	None Assigned. Cochrane Ave Between 410 & 420	Vacant	R1	LDR	0.14	6,098	1	2	Mod/Above-Mod	None	Undeveloped. Due to setback limitations realistic development capacity is 1 unit. Due to need for housing and citywide build-out, expected to be developed within planning period.

Map ID	APN	Location	Existing Use	Zoning	General Plan	Acres	Square feet	Realistic Potential (units)	Population	Income Group	Constraints	Notes
16	00311056	None Assigned. At the terminus of Redwood Ave	Vacant	R1	LDR	0.29	12,632	2	5	Mod/Above-Mod	Slope	Undeveloped. Existing slope constraints allow a realistic development maximum of 2 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
17	00311079	1080 Helen Ave	Underutilized	R1	LDR	0.50	21,780	3	7	Mod/Above-Mod	None	Undeveloped flag lot; surrounded by SFDs. Due to lot limitations realistic development capacity is 3 units maximum. Due to need for housing and citywide build-out, expected to be developed within planning period.
18	00352055	None Assigned. Off of S Dora St Near Washington behind homes	Vacant	R1	LDR	0.16	6,969	2	5	Mod/Above-Mod	None	Undeveloped; surrounded by SFDs. Due to lot size, setbacks, and access limitations, realistic development capacity is up to 2 units. Expected to be developed within the planning period.
19	00352056	None Assigned. Off of S Dora St near Washington behind homes	Vacant	R1	LDR	0.15	6,534	2	2	Mod/Above-Mod	None	Undeveloped; similar to parcel 00352055 and same owner. Due to lot size, setbacks, and access limitations, realistic development capacity is up to 2 units. Expected to be developed within the planning period.
20	00354065	181 Cresta Dr	Vacant	R1	LDR	0.21	9,147	2	5	Mod/Above-Mod	Zone 6	Undeveloped. Lot size limitations and setbacks set realistic development capacity at not more than 2 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
21	00354066	191 Cresta Dr	Vacant	R1	LDR	0.20	8,712	2	5	Mod/Above-Mod	Zone 6	Undeveloped. Lot size limitations and setbacks set realistic development capacity at not more than 2 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
22	00357217	None Assigned. Cooper Ln near Betty St	Vacant	R1	LDR	0.19	8,276	2	5	Mod/Above-Mod	Zone 3; 0.2 % Annual Chance Flood Hzd	Undeveloped. Lot size limitations and setbacks set realistic development capacity at not more than 2 units. Due to need for housing and citywide build-out,

Map ID	APN	Location	Existing Use	Zoning	General Plan	Acres	Square feet	Realistic Potential (units)	Population	Income Group	Constraints	Notes
												expected to be developed within planning period.
23	00357218	None Assigned. Cooper Ln near Betty St	Vacant	R1	LDR	1.792	78,085	2	5	Mod/Above-Mod	Zone 3; 0.2 % Annual Chance Flood Hzd	Undeveloped. Lot size limitations and setbacks set realistic development capacity at not more than 2 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
24	00309045	None Assigned (Behind 21 Betty Street, along Waugh Ln.)	Vacant	R2	MDR	0.13	5,662	1	2	Mod/Above-Mod	Zone 3; 0.2 % Annual Chance Flood Hzd	Undeveloped. Parcel has some access and lot size limitations and realistically could accommodate one SFD. Due to need for housing and citywide build-out, expected to be developed within planning period.
25	00211432	670 N State St	Vacant	C1	C	0.31	13,503	9	22	Mod/Above-Mod	None	Undeveloped, surrounded by residential development. Realistically could accommodate up to 9 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
26	00214611	528 N State St	Vacant	C1	C	0.31	13,815	9	22	Mod/Above-Mod	None	Undeveloped, surrounded by residential development. Realistically could accommodate up to 9 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
27	00230153	638 S State St	Vacant	C1	C	0.26	11,325	3	7	Mod/Above-Mod	Zone 4	Undeveloped but given lot limitations and setbacks only 4,550 sf could be realistically developed, setting maximum capacity at 3 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
28	00204047	None Assigned. On Low Gap Rd in between N State St & Mazzoni St	Vacant	C2	C	0.21	9,147	6	15	Mod/Above-Mod	None	Undeveloped, narrow lot sets realistic development capacity at up to 6 units. Due to need for housing and citywide build-out, expected to be developed within planning period.

Map ID	APN	Location	Existing Use	Zoning	General Plan	Acres	Square feet	Realistic Potential (units)	Population	Income Group	Constraints	Notes
29	00228110*	190 Cleveland Ln	Vacant	G2	G	0.19	8,403	6	15	Mod/Above-Mod	Zone-6	Removed 2/14/22. Developed with SFD and ADU.
30	00313065	1137 S Dera St	Vacant	CN	G	0.41	17,859	6	15	Mod/Above-Mod	Zone-6	Removed 2/14/22. Parking lot was developed for medical facilities. Not likely to be developed with residential.
31	00226307	None Assigned. Corner of W Clay St & S Oak St	Underutilized	GU	C	0.10	3,257	2	5	Mod/Above-Mod	Zone 6	Undeveloped; surrounded by commercial development. Zoning allows up to 28 du/acre but lot and setback limitations limit realistic development capacity to 2 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
32	00350014	None Assigned. Access from Helen Ave and Foothill Ct	Vacant	R1	LDR	7.56	329,313	12	30	Mod/Above-Mod	Slope; HFHZ	Existing slope constraints allow for 299,000 sf (6 ac) of lot to be developed. Although General Plan allows up to 6 units per acre, given other residential development in this district, as well as existing lot limitations and constraints, realistic development capacity has been calculated at roughly 2 du/acre setting realistic development capacity at 12 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
33	00104002**	None Assigned. Access off of W Stanley St	Vacant	R1H	LDR	36.97	1,610,413	2	5	Mod/Above-Mod	Slope; infrastructure ; VHFHZ	Undeveloped but constrained by steep slopes. Although General Plan allows up to 6 units per acre, given other residential development in this district, as well as existing lot limitations and constraints, realistic development capacity has been calculated at roughly 2 du/acre with a 5 acre lot; 2 units are possible on this parcel and are expected to be developed within the planning period given need for housing and citywide build-out.
34	00104065**	500 Lookout Drive	Vacant	R1H	LDR	6.29	273,992	2	5	Mod/Above-Mod	Slope; infrastructure ; VHFHZ	Undeveloped but constrained by steep slopes. Although General Plan allows up to 6 units per acre, given other residential development in this district, as well as existing lot limitations and constraints, realistic development capacity has been

Map ID	APN	Location	Existing Use	Zoning	General Plan	Acres	Square feet	Realistic Potential (units)	Population	Income Group	Constraints	Notes
												calculated at roughly 2 du/acre with 5 acre lots; a maximum of 2 units is possible on this parcel and is expected to be developed within the planning period given need for housing and citywide build-out.
35	00104082** *	360 S Highland Ave	Vacant	R1H	LDR	29.63	1,290,682	12	30	Mod/Above-Mod	Slope; infrastructure ; VHFHZ	Undeveloped but constrained by steep slopes. Although General Plan allows up to 6 units per acre, given other residential development in this district, as well as existing lot limitations and constraints, realistic development capacity has been calculated at roughly 2 du/acre with 5 acre lots; a maximum of 12 units is possible on this parcel and is expected to be developed within the planning period given need for housing and citywide build-out.
36	00104084** *	None Assigned. Access from Highland Ave	Vacant	R1H	LDR	10.08	439,084	4	10	Mod/Above-Mod	Slope; infrastructure ; \VHFHZ	Undeveloped but constrained by steep slopes. Although General Plan allows up to 6 units per acre, given other residential development in this district, as well as existing lot limitations and constraints, realistic development capacity has been calculated at roughly 2 du/acre with 5 acre lots; a maximum of 4 units is possible on this parcel and is expected to be developed within the planning period given need for housing and citywide build-out.
37	00104088** *	None Assigned. Access from Highland Ave	Vacant	R1H	LDR	8.45	368,081	4	10	Mod/Above-Mod	Slope; infrastructure ; VHFHZ	Undeveloped but constrained by steep slopes. Although General Plan allows up to 6 units per acre, given other residential development in this district, as well as existing lot limitations and constraints, realistic development capacity has been calculated at roughly 2 du/acre with 5 acre lots; a maximum of 4 units is possible on this parcel and is expected to be developed within the planning period given need for housing and citywide build-out.
38	00104092	335 Janix Dr	Vacant	R1H	LDR	4.77	207,781	8	20	Mod/Above-Mod	Slope; infrastructure ; VHFHZ	Undeveloped but constrained by steep slopes. Although General Plan allows up to 6 units per acre, given other residential development

Map ID	APN	Location	Existing Use	Zoning	General Plan	Acres	Square feet	Realistic Potential (units)	Population	Income Group	Constraints	Notes
												in this district, as well as existing lot limitations and constraints, realistic development capacity has been calculated at roughly 2 du/acre; a maximum of 8 units is possible on this parcel and is expected to be developed within the planning period given need for housing and citywide build-out.
39	00104093** *	335 Janix Dr	Vacant	R1H	LDR	4.86	211,701	2	5	Mod/Above-Mod	Slope; infrastructure ; VHFHZ	Undeveloped but constrained by steep slopes. Although General Plan allows up to 6 units per acre, given other residential development in this district, as well as existing lot limitations and constraints, realistic development capacity has been calculated at roughly 2 du/acre with 5 acre lots; a maximum of 2 units is possible on this parcel and is expected to be developed within the planning period given need for housing and citywide build-out.
Moderate/Above-Moderate Vacant Parcels Subtotal						115.43 113.79	5,000,718 4,929,155	124 104	308 258			
Very-Low/Low Underutilized Parcels												
40	00304079; 00304077*; 00304078*;	210 E Gobbi St	Vacant	C1;C2	C	2.4	22,098	36	90	Very-Low/Low	Zone 2 & Zone 4	<i>All three parcels were included in the rezone and establishment of the East Gobbi Housing Overlay Zone "HOZ" that was adopted by City Council in March 2021, as a part of Housing Element Implementation Task 2h to create by right housing. As of 11/19/22, building permits were submitted and under review for 72 Units of housing.</i>
41	00357407**	817 Waugh Ln	Underutilized	R3	HDR	1.66	72,309	24	60	Very-Low/Low	Zone 3	Underutilized with existing SFD and minor outbuildings. Existing topographical and lot limitations, plus airport constraints, set realistic development capacity at up to 24 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
Very-Low/Low Underutilized Parcels Subtotal						4.06	94,407	60	150			

Map ID	APN	Location	Existing Use	Zoning	General Plan	Acres	Square feet	Realistic Potential (units)	Population	Income Group	Constraints	Notes
Mod/Above-Mod Underutilized Parcels												
42	00104061	None Assigned. Parcel off of Hillview Ave	Underutilized	R1	LDR	3.23	140,698	14	35	Mod/Above-Mod	VHFHZ	Partially developed with residential and/or commercial. Due to existing lot limitations, approximately 30% of the lot has been removed for potential development capacity. Lot area for development is expected to be 87,000 sf and would accommodate up to 14 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
43	00125129	438 Mcpeak St	Underutilized	R1	LDR	0.18	7,840	1	2	Mod/Above-Mod	None	Partially developed with residential and/or commercial. Existing lot limitations and development set future realistic development capacity at 1 unit. Due to need for housing and citywide build-out, expected to be developed within planning period.
44	00126618	611 W Clay St	Underutilized	R1	LDR	0.29	12,632	2	5	Mod/Above-Mod	None	Partially developed with residential and/or commercial. Given existing development on site, realistic development capacity is 1 SFD and 1 ADU (2 units). Due to need for housing and citywide build-out, expected to be developed within planning period.
45	00142034	275 Mendocino PI	Vacant	R1	LDR	0.98	42,688	6	15	Mod/Above-Mod	HFHZ; Slope	Partially developed with residential and/or commercial. Given existing topographical, development, and lot limitations including slope constraints, realistic development capacity anticipated at no more than 6 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
46	00142041	145 Mendocino PI	Vacant	R1	LDR	0.84	36,590	5	12	Mod/Above-Mod	Slope	Partially developed with residential and/or commercial. Given existing topographical, development, and lot limitations including slope constraints, realistic development capacity anticipated at no more than 5 units. Due to need for

Map ID	APN	Location	Existing Use	Zoning	General Plan	Acres	Square feet	Realistic Potential (units)	Population	Income Group	Constraints	Notes
												housing and citywide build-out, expected to be developed within planning period.
47	00113052	1217 W Standley Ave	Underutilized	R1H	LDR	1.18	51,400	1	2.5	Mod/Above-Mod	Slope; HFHZ	Partially developed with residential and/or commercial. Given existing development on site plus slope limitations, realistic development capacity is 1 SFD and 1 ADU (2 units). Due to need for housing and citywide build-out, expected to be developed within planning period.
48	00212404	217 Ford St	Underutilized	R2	MDR	0.22	9,583	3	7	Mod/Above-Mod	None	Partially developed with residential and/or commercial. Given existing development on site plus topographical limitations, realistic development capacity is no more than 3 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
49	00213309	308 Clara Ave	Underutilized	R2	MDR	0.22	9,582	3	7	Mod/Above-Mod	None	Partially developed with residential and/or commercial. Given existing development on site plus topographical limitations, realistic development capacity is no more than 3 units. Due to need for housing and citywide build-out, expected to be developed within planning period.
50	00215305	221 Norton St	Underutilized	R3	HDR	0.46	20,037	2	5	Mod/Above-Mod	None	Partially developed with residential and/or commercial. Given existing development on site plus slope limitations, realistic development capacity is 1 SFD and 1 ADU (2 units). Due to need for housing and citywide build-out, expected to be developed within planning period.
51	00208004	170 Low Gap Rd	Underutilized	C1	C	0.17	7,405	4	10	Mod/Above-Mod	None	Parking lot. Realistic development capacity is up to 4 units and expected to be developed within the planning period.

Map ID	APN	Location	Existing Use	Zoning	General Plan	Acres	Square feet	Realistic Potential (units)	Population	Income Group	Constraints	Notes
52	00211436	678 N State St	Underutilized	C1	C	0.22	9,583	1	2	Mod/Above-Mod	None	Partially developed with residential and/or commercial. Given existing development on site plus lot limitations, realistic development capacity is 1 unit. Due to need for housing and citywide build-out, expected to be developed within planning period.
Moderate/Above-Moderate Underutilized Parcels Subtotal						7.77	197,757	41	100.5			
Very-Low/Low Vacant Parcels Subtotal						3.89 3.01	169,446 131,114	104 70	254 174			
Moderate/Above-Moderate Vacant Parcels Subtotal						115.43 113.79	5,000,718 4,929,155	124 104	308 258			
Very-Low/Low Underutilized Parcels Subtotal						4.06	94,407	60	150			
Moderate/Above-Moderate Underutilized Parcels Subtotal						7.77	197,757	41	100.5			
Totals Very-Low/Low Vacant + Underutilized Parcels						7.95 7.07	263,853 225,518	164 111	404 274.5			
Totals Moderate/Above-Moderate Vacant + Underutilized Parcels						123.2 121.56	5,19,847 4,489,912	165 145	408.5 358.5			
<p>LEGEND: Zoning: R1- Single Family Residential; R1h-Single Family Residential, Hillside Combining District; R-2- Medium Family Residential; R-3- High Density Residential; C1- Community Commercial; CN-Neighborhood Commercial; C2-Heavy Commercial; GU-General Urban; DC- Downtown Core; UC-Urban Center. General Plan: LDR- Low Density Residential; MDR- Medium Density Residential; HDR- High Density Residential; C-Commercial. Constraints (Airport Influence Zones): Zone 2 (Inner Approach/ Departure), Zone 3 (Inner Turning), Zone 4 (Extended Approach/ Departure), Zone 5 (Sideline), Zone 6 (Traffic Pattern); Other Airport Environs (OAE) are not included; Very-High Fire Hazard Zone (VHFHZ); High Fire Hazard Zone (HFHZ) *= Identified in both 2009-2014 and 2014-2019 HE cycles ** = Neither of these sites were identified in the prior planning period. ***= R1H regulations require a 5 acre lot for parcels with 30-50% slopes. NOTE: All parcels have access to infrastructure and utilities unless otherwise noted NOTE for 2022 update: Additionally, the table has not been updated to reflect the zoning code amendments adopted by City Council (Ordinance 1216) on 9/1/2021 under HE Program 2h including by-right housing development with objective design and development standards, increasing residential density in the C-N zone, and by-right housing for select parcels.</p>												