



Final Findings of Consistency:

**Downtown Zoning Code (DZC) Amendments, Creation
of the Recreation (REC) Zoning District, and General
Plan Amendments**

CEQA Section 15183

Approved by the Ukiah City Council on July 15, 2026

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I. PROJECT INFORMATION

Project Title: Downtown Zoning Code (DZC) Amendments, Creation of the Recreation (REC) Zoning District, and General Plan Amendments
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Applicant: City of Ukiah
Property Owner: City of Ukiah
Project Location: Downtown Ukiah, specifically the Downtown Core, the East Perkins Street Corridor, and adjacent parcels including portions of the Great Redwood Trail Corridor. The project area is located within Airport Influence Area Compatibility Zones 4 (Outer Approach/Departure Zone), and 6 (Traffic Pattern Zone), and Other Airport Environs (OAE) of the Ukiah Municipal Airport.
General Plan Designation: Downtown Core (DC), Community Commercial (CC), Public (P), Recreation (REC) and Open Space (OS)
Zoning Designation: <i>Existing:</i> General Urban (GU), Urban Center (UC), Neighborhood Commercial (CN), Community Commercial (C-1), and Heavy Commercial (C-2). <i>Proposed:</i> • <u>Community Commercial (C-1)</u>: Applied to portions of the Perkins Street corridor currently zoned General Urban (GU) or Urban Center (UC). • <u>Heavy Commercial (C-2)</u>: Applied to specific parcels currently zoned Urban Center. • <u>Public Facilities (PF)</u>: Applied to specific parcels currently zoned General Urban (GU) and Urban Center (UC) associated with the courthouse project and related public infrastructure. • <u>Recreation (REC)</u>: Establish a new city-wide Recreation (REC) Zoning District to implement the Recreational General Plan designation. Rezone specific parcels along the Great Redwood Trail and Railroad Depot area to REC and remove those parcels from the Downtown Zoning Code boundaries. • <u>Downtown Zoning Code Expansion</u>: Apply the General Urban (GU) district and associated Downtown Zoning Code standards to approximately 24 parcels currently zoned Neighborhood Commercial (CN) and Community Commercial (C-1) along the Oak Street and Seminary Avenue corridors.

II. INTRODUCTION

1. Purpose of the CEQA Guidelines Section 15183 Findings of Consistency

California Public Resources Code section 21083.3 and California Environmental Quality Act (CEQA) Guidelines Section 15183 provide an exemption from additional environmental review for projects that are consistent with the development density established by existing zoning, community plan or general plan policies for which an Environmental Impact Report (EIR) was certified, except as might be necessary to examine whether there are project-specific significant effects which are peculiar to the project or its site.

Section 15183 specifies that examination of environmental effects shall be limited to those effects that:

- (1) Are peculiar to the project or the parcel on which the project would be located, and were not analyzed as significant effects in a prior EIR on the zoning action, general plan, or community plan, with which the project is consistent,
- (2) Are potentially significant off-site impacts and cumulative impacts which were not discussed in the prior EIR prepared for the general plan, community plan or zoning action, or
- (3) Are previously identified significant effects which, as a result of substantial new information which was not known at the time the EIR was certified, are determined to have a more severe adverse impact than discussed in the prior EIR.

Section 15183(c) further specifies that if an impact is not peculiar to the parcel or to the proposed project, has been addressed as a significant effect in the prior EIR, or can be substantially mitigated by the imposition of uniformly applied development policies or standards, then an additional EIR need not be prepared for that project solely on the basis of that impact.

2. Ukiah 2040 General Plan EIR

The Ukiah 2040 General Plan and its associated EIR (SCH# 2022050556) were certified in December 2022. The General Plan designates land uses defining the type and amount of development that can occur throughout the City through the planning horizon year of 2040. The EIR comprehensively evaluated environmental impacts that would result from the General Plan's implementation, including information related to existing site conditions, analyses of the types and magnitude of project-level and cumulative environmental impacts, and feasible mitigation measures. The EIR acknowledges that future projects consistent with the General Plan may qualify for streamlined environmental review pursuant to CEQA Guidelines Section 15183, subject to evaluation of project-specific effects and the criteria contained in that section.

3. Rationale for Utilization of Section 15183

The City has determined that CEQA Guidelines Section 15183 is the appropriate streamlining mechanism for environmental review of the Project. The purpose of Section 15183 is to streamline review for projects that are consistent with the development density and policy framework previously analyzed in a certified Environmental Impact Report (EIR), thereby reducing the need for repetitive environmental analysis. By utilizing the streamlining provisions of CEQA Guidelines Section 15183, the City relies on the comprehensive analysis, mitigation measures, and

development assumptions already certified in the Ukiah 2040 General Plan EIR, including the land use framework implemented through General Plan Policy LU-10.1 (Downtown Zoning Code), which directs periodic updates to the Downtown Zoning Code to maintain consistency with General Plan goals, policies, and land use designations. This allows the environmental review to focus on whether the proposed amendments would result in project-specific effects that were not previously analyzed, rather than re-analyzing environmental effects already evaluated in the certified General Plan EIR.

This streamlining mechanism is distinct from a Negative Declaration (ND) or Mitigated Negative Declaration (MND). An ND or MND is only appropriate when there is no substantial evidence that a project may have a significant effect on the environment, or when project revisions or mitigation measures reduce potentially significant effects to a less-than-significant level.

The Ukiah 2040 General Plan EIR identified significant and unavoidable impacts related to Vehicle Miles Traveled (VMT) and Noise associated with implementation of the General Plan through the year 2040. Because the Project consists of amendments to zoning districts, development standards, and implementing regulations associated with the General Plan, the Project contributes incrementally to the development anticipated and evaluated by the General Plan EIR. Accordingly, preparation of a Negative Declaration or Mitigated Negative Declaration would not appropriately reflect the significant and unavoidable impacts previously identified and acknowledged through certification of the General Plan EIR.

Section 15183 addresses this circumstance by providing that additional environmental review is not required for impacts previously evaluated in a certified EIR unless project-specific circumstances described in CEQA Guidelines Section 15183 are present. This allows implementation of the General Plan through subsequent zoning and regulatory actions without duplicative environmental review for impacts already evaluated at the plan level.

As documented in Section IV below, the Project remains consistent with the applicable land use designations, residential density ranges, and implementation policies of the Ukiah 2040 General Plan, including Policy LU-10.1 (Downtown Zoning Code), Land Use Goal LU-4 (Commercial), Policies PFS-12.1 (Connected Park System) and PFS-12.7 (Great Redwood Trail - Ukiah), and Policies ED-5.1 (Outdoor Recreation) and ED-5.3 (Great Redwood Trail). The Project does not result in project-specific effects that were not previously analyzed in the Ukiah 2040 General Plan EIR or the 2012 Downtown Zoning Code MND. Therefore, streamlined environmental review pursuant to CEQA Guidelines Section 15183 applies, and further environmental review is limited to the analysis contained herein.

4. 2012 Downtown Zoning Code Mitigated Negative Declaration

In September 2012, the City of Ukiah adopted a Mitigated Negative Declaration (MND) (SCH# 2012062026) for the adoption of the original Downtown Zoning Code (DZC) [See Attachment 1 *DZC Final ISMND*]. This prior environmental document analyzed the transition of the project area from standard commercial zoning to form-based codes. It identified potentially significant impacts regarding air quality (construction dust), biological resources (creek setbacks), cultural resources, and traffic, all of which were mitigated to a less than significant level through adopted mitigation measures. These measures have subsequently been incorporated into City ordinances, standard

development review procedures, and other uniformly applied development standards. This Findings of Consistency document draws upon the environmental setting and analysis established in the 2012 MND in evaluating whether the proposed amendments would result in project-specific effects not previously analyzed through prior environmental review.

III. PROJECT DESCRIPTION

1. Project Purpose

The proposed Project involves amendments to the Downtown Zoning Code (DZC) text and a comprehensive rezoning of specific parcels within the DZC boundary to improve consistency between zoning regulations, existing land use patterns, and the Ukiah 2040 General Plan, including Policy LU-10.1 (Downtown Zoning Code), which directs updates to the Downtown Zoning Code to maintain consistency with General Plan goals, policies, and land use designations. Specifically, the Project proposes to:

- Rezone parcels currently designated General Urban (GU) mostly back to Community Commercial (C-1), consistent with General Plan Land Use Goal LU-4 (Commercial) and the Community Commercial land use designation described in Table 2-1 of the Ukiah 2040 General Plan, which contemplate retail, service, and commercial activities along major commercial corridors. Certain parcels are also proposed for rezoning to Public Facilities (PF) where existing or planned governmental and civic uses are present, including the new Mendocino County Superior Courthouse and associated public infrastructure.
- Rezone portions of the Urban Center (UC) district to Recreation (REC) to implement the Recreational (REC) General Plan land use designation and support Policies PFS-12.1 (Connected Park System), PFS-12.7 (Great Redwood Trail - Ukiah), ED-5.1 (Outdoor Recreation), and ED-5.3 (Great Redwood Trail).
- Rezone portions of the Urban Center (UC) district to Heavy Commercial (C-2), recognizing existing warehouse, contractor, equipment storage, and service-commercial activities and improving consistency between zoning and the Highway Commercial land use designation described in Table 2-1 of the Ukiah 2040 General Plan. The amendment also supports Policies ED-3.1 (Land Supply Inventory) and ED-3.2 (Infill Sites), which encourage maintaining an adequate supply of commercially designated land and facilitating development consistent with adopted land use designations.
- Rezone one parcel from Heavy Commercial (C-2) to Recreation (REC) to maintain consistency between the zoning designation, Recreational General Plan designation, and the existing Great Redwood Trail corridor.
- Refine the DZC boundaries to apply Downtown Zoning Code standards within areas designated Downtown Core and Neighborhood Center, consistent with Policies LU-2.1 (Downtown Mixed-Use), LU-2.3 (Mixed-Use Design), and LU-2.4 (Pedestrian Orientation), while applying commercial zoning districts to properties designated Community Commercial or Highway Commercial.

The purpose of this Project is to implement Policy LU-10.1 (Downtown Zoning Code), improve consistency between zoning and General Plan land use designations, facilitate residential development through the City's Objective Design and Development Standards (ODDS),

implement the Recreational land use designation, and apply zoning districts that correspond to the land use designations established by the Ukiah 2040 General Plan.

The Project also establishes the Recreation (REC) Zoning District to implement the Recreational (REC) land use designation of the Ukiah 2040 General Plan and support implementation of Policies PFS-12.1 (Connected Park System), PFS-12.7 (Great Redwood Trail - Ukiah), ED-5.1 (Outdoor Recreation), and ED-5.3 (Great Redwood Trail). The REC District was modeled after the recently adopted Open-Space (O-S) Zoning District contained in Division 9, Chapter 2 of the Ukiah City Code and establishes a combination of allowed uses, discretionary Use Permit review, operational standards, and “Determination of Appropriate Use” procedures for recreational lands and trail-oriented public facilities. The district establishes a regulatory framework for public parks, trails, recreational amenities, trail-support facilities, and recreational public infrastructure consistent with the Recreational land use designation and Policies PFS-12.1 (Connected Park System), PFS-12.7 (Great Redwood Trail - Ukiah), ED-5.1 (Outdoor Recreation), and ED-5.3 (Great Redwood Trail).

2. Environmental Setting and Project Location

The Project area encompasses approximately 65 acres comprising 216 parcels within the central portion of the City of Ukiah (See Attachment 2, Existing DZC Maps & Parcels, and Attachment 3, Proposed DZC Map). 93 of those parcels are proposed for a change in zoning (See Attachment 4, Table of Rezoned Parcels). The area includes the historic Downtown Core, the East Perkins Street corridor, and the rail corridor:

- Perkins Street Corridor: Characterized by auto-oriented commercial uses and larger irregular parcels.
- Airport Influence Area: The project site is located approximately one mile north of the Ukiah Municipal Airport. The project area falls within the Airport Influence Area (AIA) as defined by the 2021 UKIALUCP. Specifically, portions of the project area are located within Compatibility Zone 4 (Outer Approach/Departure Zone), Compatibility Zone 6 (Traffic Pattern Zone), and the Other Airport Environs (OAE) zone (See Attachment 5 *DZC Existing Airport Zone Map*).
- Hydrology: Gibson Creek flows through a portion of the project area from the northwest to the southeast.

3. Background

Legislative History

In 2007, the City conducted a design charrette to develop a vision for the Downtown and Perkins Street areas, which led to the adoption of the DZC in 2012. The original environmental review for the DZC determined that the code would result in beneficial impacts to aesthetics and air quality by encouraging compact, walkable development. However, the original DZC relied heavily on the availability of redevelopment funds to finance the site assembly, infrastructure upgrades, and gap financing necessary to transform irregular, auto-oriented parcels into the pedestrian-oriented urban grid envisioned by the charette.

The dissolution of redevelopment agencies by the State of California in 2012 fundamentally altered the implementation landscape. This legislative shift transferred the burden of public infrastructure improvement, as is evidenced by the street extensions originally planned to break up large blocks, almost entirely to private development. Consequently, the strict form-based standards of the DZC, which required buildings to be pulled to the street and parking to be hidden, became economically infeasible for many property owners along the Perkins Street corridor, where parcels vary widely in width, depth, and frontage.

Ukiah 2040 General Plan

The Ukiah 2040 General Plan directs periodic updates to the Downtown Zoning Code to ensure consistency with General Plan goals, policies, and land use designations (Policy LU-10.1 – Downtown Zoning Code). Table 2-1 of the Land Use Element differentiates the Downtown Core designation, which emphasizes mixed-use infill development, pedestrian-oriented design, and downtown revitalization, from the Community Commercial and Highway Commercial designations, which accommodate regional-serving retail, automobile-oriented commercial activities, and larger commercial sites.

This distinction is reflected in Policies LU-2.1 (Downtown Mixed-Use), LU-2.3 (Mixed-Use Design), and LU-2.4 (Pedestrian Orientation), which promote pedestrian-oriented mixed-use development within the Downtown Core, while Land Use Goal LU-4 (Commercial) supports commercial development within designated commercial areas. Policies PFS-12.1 (Connected Park System) and PFS-12.7 (Great Redwood Trail - Ukiah) support the development of an interconnected park and trail system, including the Great Redwood Trail, while Policies ED-5.1 (Outdoor Recreation) and ED-5.3 (Great Redwood Trail) recognize recreation and trail-oriented facilities as important components of the City's economic development and tourism strategy.

Review of the adopted zoning framework, General Plan land use designations, existing development patterns, the courthouse project, and the Great Redwood Trail corridor identified several areas where zoning classifications did not correspond directly with adopted General Plan land use designations. The proposed amendments address those areas by implementing the Recreational land use designation through the REC District, applying Public Facilities zoning to courthouse-related properties, applying commercial zoning districts to properties designated Community Commercial or Highway Commercial, and applying Downtown Zoning Code standards within areas designated Downtown Core and Neighborhood Center.

New Ukiah Courthouse EIR and Addendum (2012/2022)

In December 2022, the Judicial Council of California adopted an Addendum to the New Ukiah Courthouse EIR (SCH #2011042089). This Addendum analyzed the specific environmental impacts of developing the new courthouse on the parcels the City proposing to rezone to Public Facilities (PF), (APNs associated with the “Railroad Depot site”). The Addendum concluded that the finalized project design would result in reduced environmental impacts compared to the original 2012 analysis. Specifically, the facility size was reduced from 114,000 square feet to 77,887 square feet, and the project site was configured to exclude the parcel containing the historic Railroad Depot, thereby avoiding direct impacts to the historic resource. This environmental document provides project-specific environmental analysis for the courthouse site

that informs the City's evaluation of whether the proposed Public Facilities zoning would result in environmental effects not previously analyzed through prior environmental review.

Prior to the Courthouse EIR, the City prepared an Initial Study and Mitigated Negative Declaration for the Railroad Depot Site Land Acquisition and Soil Remediation (July 2011). This document specifically analyzed the environmental effects of assembling the parcels now proposed for Public Facilities (PF) zoning and remediating soil contamination associated with historic rail uses. Additionally, the 2012 New Ukiah Courthouse EIR provided site-specific analysis regarding hazardous materials, railroad safety and traffic interactions at the Perkins Street crossing. These documents established a baseline of mitigation for the Depot site that remains applicable to the proposed rezoning.

4. Comparative Zoning Analysis

To demonstrate that the Project is consistent with the Ukiah 2040 General Plan and remains within the scope of the certified Environmental Impact Reports (EIRs), this section provides a comparative analysis of the existing and proposed zoning standards.

- **Table 1** (Zoning Realignment) details the specific parcel counts for both the “unwinding” of the DZC along Perkins Street and the “expansion” of the DZC along Oak/Seminary. For a comprehensive overview all changed parcels, please refer to Attachment 3 *Proposed DZC Zoning Map* and Attachment 4 *Table of Rezoned Parcels*.
- **Table 2** (Comparison of Density Standards) further illustrates the DZC reduction and expansion:
 1. DZC Reduction: Returning the Perkins Street corridor to Community Commercial (C-1) maintains the existing maximum residential density of 28 dwelling units per acre. Residential development remains permitted consistent with the density range analyzed in the Ukiah 2040 General Plan EIR.
 2. DZC Expansion: Incorporating the Oak Street and Seminary Avenue parcels into the General Urban (GU) zone increases or maintains residential density allowances while applying zoning standards consistent with the Downtown Core designation described in General Plan Table 2-1 and Policies LU-2.1 (Downtown Mixed-Use), LU-2.3 (Mixed-Use Design), and LU-2.4 (Pedestrian Orientation).
- **Table 3** (Changes to Land Use Allowances) summarizes the principal regulatory changes associated with the proposed rezoning actions. The Perkins Street amendments restore access to commercial uses contemplated by the Community Commercial designation, while the Oak Street and Seminary Avenue amendments apply Downtown Zoning Code development standards intended to support the pedestrian-oriented mixed-use development pattern envisioned by Policies LU-2.1 (Downtown Mixed-Use), LU-2.3, and LU-2.4 (Pedestrian Orientation).

Table 1: Zoning Realignments

Existing Zoning (GP Designation)	Proposed Zoning	Count	Rationale
UC (DC) UC (CC) GU (DC)	C-1	65 parcels	Aligns zoning with the Community Commercial land use designation described in General Plan Table 2-1 and supports Land Use Goal LU-4 (Commercial). The affected properties are located within the East Perkins Street commercial corridor, which contains existing retail, service, restaurant, and commercial uses.
UC (DC)	C-2	2 parcels	The affected properties contain warehouse, contractor, equipment storage, and service-commercial uses located east of Main Street. The amendment improves consistency with the Highway Commercial land use designation described in General Plan Table 2-1 and supports Policies ED-3.1 (Land Supply Inventory) and ED-3.2 (Infill Sites).
GU (DC) UC (DC)	REC	2 parcels	Implements the Recreational land use designation for the Great Redwood Trail corridor and associated trail-support facilities and supports Policies PFS-12.1 (Connected Park System), PFS-12.7 (Great Redwood Trail - Ukiah), ED-5.1 (Outdoor Recreation), and ED-5.3 (Great Redwood Trail).
CN (NC) C-1 (CC)	GU	24 parcels	Incorporates the Oak Street and Seminary Avenue corridors into the Downtown Zoning Code and supports Policies LU-2.1 (Downtown Mixed-Use), LU-2.3 (Mixed-Use Design), and LU-2.4 (Pedestrian Orientation), which promote pedestrian-oriented mixed-use development within the Downtown Core.

Table 2: Comparison of Density Standards

Zoning District	Residential Density (Min/Max)	Rationale
CN <i>Existing Zoning for Expansion Area</i>	1-15 du/ac	The CN district permits a maximum density of 15 dwelling units per acre. The Downtown Core designation and Policies LU-2.1 (Downtown Mixed-Use), LU-2.3 (Mixed-Use Design), and LU-2.4 (Pedestrian Orientation) contemplate higher-density mixed-use and infill development within the downtown area.
GU <i>Proposed Zoning for</i>	10-28 du/ac	The GU district permits residential densities between 10 and 28 dwelling units per acre and applies the Downtown Zoning Code framework within areas designated Downtown Core. This density range is consistent with the Downtown

<i>Expansion Area</i>		Core designation and Policies LU-2.1, LU-2.3 (Mixed-Use Design), and LU-2.4 (Pedestrian Orientation) supporting mixed-use and pedestrian-oriented infill development.
<i>UC Existing Zoning for Perkins St</i>	15-28 du/ac	The UC district permits residential densities between 15 and 28 dwelling units per acre and was originally applied to portions of the Perkins Street corridor through the Downtown Zoning Code adoption process.
<i>C-1 Proposed Zoning for Perkins St</i>	15-28 du/ac	The C-1 district maintains the same maximum residential density (28 dwelling units per acre) currently permitted within the affected Downtown Zoning Code districts. Residential development remains subject to the City's Objective Design and Development Standards, and the amendment supports Land Use Goal LU-4 (Commercial) by retaining residential and commercial development opportunities within designated commercial areas.
C-2	N/A (Mixed Use Allowed)	Residential uses are permitted in C-2 when complying with the City's Objective Design and Development Standards. The district continues to accommodate commercial and employment-generating uses while remaining consistent with the Highway Commercial land use designation and Policies ED-3.1 (Land Supply Inventory) and ED-3.2 (Infill Sites).
PF	N/A	Public Facilities zoning is intended for governmental, civic, and public-serving uses rather than residential development. The amendment supports Policies ED-2.1 (City Investment Priorities) and ED-4.2 (Downtown) by aligning zoning with the courthouse project and associated public infrastructure.

Table 3: Changes to Land Use Allowances

Land Use Category	Area of Change	Effect of Zoning Change	Planning Rationale
Housing Approvals	Perkins St Corridor (DZC→C-1)	Discretionary → Ministerial (ODDS)	Residential development remains permitted at densities previously analyzed in the Ukiah 2040 General Plan EIR. Application of the City's Objective Design and Development Standards supports Housing Element Implementation Program 2h (Ensure capacity of adequate sites for meeting RHNA) and Land Use Goal LU-4 (Commercial) by facilitating

			housing development within designated commercial areas.
Formula Restaurants	Perkins St Corridor (DZC→C-1)	Prohibited → Allowed	Restores a use category commonly associated with Community Commercial corridors and supports Land Use Goal LU-4 (Commercial) and Policy ED-3.1 (Land Supply Inventory) by maintaining opportunities for commercial activity within designated commercial areas.
Drive-Through Facilities	Perkins St Corridor (DZC→C-1)	Prohibited → Allowed	Restores a use category permitted within the Community Commercial zoning district and consistent with the Community Commercial land use designation described in General Plan Table 2-1. The affected properties are located within the East Perkins Street commercial corridor, which contains existing retail, restaurant, service, and auto-oriented commercial uses. The amendment supports Land Use Goal LU-4 (Commercial), while future site-specific traffic impacts remain subject to project-level review.
Commercial Services	Perkins St Corridor (DZC → C-1)	Restricted → Expanded	Restores access to commercial service, personal service, and retail uses anticipated under the Community Commercial designation. The amendment supports Land Use Goal LU-4 (Commercial), Policy ED-3.1 (Land Supply Inventory), and Policy ED-6.1 (Regulatory Environment).
Artisan Manufacturing	Perkins St Corridor (DZC → C-1)	Restricted → Allowed	Allows small-scale artisan and craft production uses commonly associated with commercial districts and supports Policies ED-3.1 (Land Supply Inventory) and ED-3.2 (Infill Sites), which encourage maintaining employment-generating

			commercial land and facilitating appropriate infill development.
Warehouse/Service Commercial Uses	Mason Street (UC → C-2)	Limited → Expanded	The affected properties contain existing warehouse, contractor, equipment storage, and service-commercial activities east of Main Street. The amendment improves consistency with the Highway Commercial land use designation and supports Policies ED-3.1 (Land Supply Inventory) and ED-3.2 (Infill Sites).
Recreation Facilities	Great Redwood Trail Corridor (UC/C-2 → REC)	Not Clearly Regulated → Specifically Authorized	Implements the Recreational land use designation for the Great Redwood Trail corridor and establishes a zoning framework for parks, trails, interpretive facilities, recreation buildings, and trail-support amenities. The amendment supports Policies PFS-12.1 (Connected Park System), PFS-12.7 (Great Redwood Trail - Ukiah), ED-5.1 (Outdoor Recreation), and ED-5.3 (Great Redwood Trail).
Civic Facilities	Courthouse Area (UC/GU → PF)	Commercial/Mixed-Use → Public Facilities	Aligns zoning with the courthouse project and associated public infrastructure previously evaluated through separate environmental review. The amendment supports Policy ED-2.1 (City Investment Priorities) and Policy ED-4.2 (Downtown).
Auto-Oriented Uses	Oak/Seminary Corridor (CN/C-1 → DZC)	Allowed → Restricted	Application of Downtown Zoning Code standards restricts certain auto-oriented site design features, including new drive-through facilities, while applying frontage standards and pedestrian-oriented development requirements consistent with Policies LU-2.1 (Downtown Mixed-Use), LU-2.3 (Mixed-Use Design), and LU-2.4 (Pedestrian Orientation).

Building Form	Oak/Seminary Corridor (CN/C-1 → GU)	Standard → Form-Based	Applies Downtown Zoning Code frontage standards, build-to lines, and pedestrian-oriented design requirements within areas designated Downtown Core. The amendment implements Policies LU-2.1 (Downtown Mixed-Use), LU-2.3 (Mixed-Use Design), and LU-2.4 (Pedestrian Orientation) and is consistent with the Downtown Core land use designation described in General Plan Table 2-1, which identifies the Downtown Core as a walkable, infill-oriented area intended for mixed-use, commercial, office, entertainment, hospitality, and urban residential uses.
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IV. EVALUATION OF ENVIRONMENTAL EFFECTS

The following evaluation determines whether the proposed Ordinance qualifies for streamlined review pursuant to CEQA Guidelines Section 15183 by addressing the three mandatory findings related to density, project-specific effects, and previously unanalyzed impacts.

1. Density

Finding: The proposed Ordinance is consistent with the residential density ranges and land use designations established by the Ukiah 2040 General Plan and analyzed in the Ukiah 2040 General Plan EIR (SCH# 2022050556).

Discussion: The Project modifies zoning boundaries and zoning district classifications to improve consistency between zoning and the land use designations established by the Ukiah 2040 General Plan. A comparative analysis demonstrates that the proposed zoning changes remain within the development intensity analyzed in the Ukiah 2040 General Plan EIR and the 2012 Downtown Zoning Code (DZC) MND.

The proposed rezoning of the Perkins Street corridor from Downtown Zoning Code districts to Community Commercial (C-1) does not reduce the residential density potential previously analyzed under the Downtown Zoning Code. The 2012 DZC MND analyzed the project area with a maximum residential density of 28 dwelling units per acre (du/ac). The proposed C-1 zoning district also permits a maximum density of 28 du/ac, consistent with the Community Commercial designation identified in General Plan Table 2-2. Returning these parcels to Community Commercial (C-1) zoning therefore maintains the same maximum residential density previously analyzed for these properties under the Downtown Zoning Code.

The Project also remains within the development intensity analyzed in the Ukiah 2040 General Plan EIR. The General Plan EIR analyzed the Downtown Core (DC) designation with a maximum density of 40 dwelling units per acre (du/ac). By rezoning approximately 65 parcels currently designated Downtown Core or Community Commercial to Community Commercial (C-1), which is capped at 28 du/ac, the Project remains below the maximum residential density analyzed for the Downtown Core designation. Accordingly, the Project does not exceed the density assumptions established in the certified environmental documents.

In addition to maximum densities, the Project remains consistent with the density ranges established by the General Plan. The Ukiah 2040 General Plan Land Use Element identifies a residential density range of 15–28 dwelling units per acre for the Community Commercial designation (Table 2-2). Future residential mixed-use development within the proposed C-1 zoning district therefore remains subject to the density range established by the General Plan and evaluated in the Ukiah 2040 General Plan EIR. Accordingly, the rezoning remains consistent with the residential density ranges and development assumptions analyzed in the Ukiah 2040 General Plan EIR.

Rezoning the courthouse properties to Public Facilities (PF) and the Great Redwood Trail and associated Depot properties to Recreation (REC) removes those properties from the residential and mixed-use development assumptions applicable to the Downtown Zoning Code districts. The 2022 Courthouse EIR Addendum evaluated a courthouse facility totaling 77,887 gross square feet, compared to the 114,000-square-foot facility evaluated in the original 2012 Courthouse EIR. Accordingly, the proposed PF zoning remains within the development intensity analyzed through prior environmental review.

The Project also expands application of the General Urban (GU) district to approximately 24 parcels along the Oak Street and Seminary Avenue corridors. While some of these parcels are currently zoned Neighborhood Commercial (CN), the Ukiah 2040 General Plan designates the area as Downtown Core. General Plan Table 2-1 and Policies LU-2.1 (Downtown Mixed-Use), LU-2.3 (Mixed-Use Design), and LU-2.4 (Pedestrian Orientation) support mixed-use, pedestrian-oriented development within the Downtown Core. The 2012 DZC MND analyzed environmental effects associated with application of the General Urban district within the Downtown Zoning Code area. Application of the General Urban (GU) district to these properties therefore remains consistent with the Downtown Core land use designation and within the density range previously analyzed through the 2012 Downtown Zoning Code MND and the Ukiah 2040 General Plan EIR.

The proposed density also remains compatible with the Ukiah Municipal Airport Land Use Compatibility Plan (UKIALUCP). The project area lies within Compatibility Zone 4 (Outer Approach/Departure Zone) and Compatibility Zone 6 (Traffic Pattern Zone). While Zone 6 generally imposes no limit on residential density, Zone 4 includes an Urban Overlay Zone that permits residential densities up to 35 dwelling units per acre within the downtown area (UKIALUCP Table 3A). Because the proposed Ordinance generally limits residential density to 28 du/ac or less, the Project remains within the residential density allowances established by the UKIALUCP and does not exceed the density assumptions evaluated through prior environmental review.

2. Project-Specific Effects Peculiar to the Project or its Site

Finding: The Project area contains several site-specific conditions, including the historic Railroad Depot, documented hazardous materials associated with former railroad operations, Gibson Creek and associated riparian habitat, airport compatibility constraints, and the East Perkins Street rail crossing. These conditions have been analyzed through the Ukiah 2040 General Plan EIR, the 2012 Downtown Zoning Code (DZC) MND, the 2011 Depot Site IS/MND, the New Ukiah Courthouse EIR and Addendum, the Ukiah Municipal Airport Land Use Compatibility Plan (UKIALUCP), and applicable City ordinances. The proposed rezoning does not create new project-specific environmental effects peculiar to the project or site that were not previously analyzed through those environmental documents or regulatory programs.

Discussion:

Aesthetics

The Oak Street and Seminary Avenue corridors contain structures with potential historic or architectural value. Expansion of the Downtown Zoning Code to these areas applies the same frontage standards, design requirements, and historic building provisions previously analyzed in the 2012 DZC MND. That environmental document concluded that application of those standards would result in beneficial aesthetic effects associated with improved building design and compatibility. Because the proposed amendments extend an existing regulatory framework previously evaluated through environmental review, no new project-specific aesthetic effects peculiar to the project area have been identified.

Airport Safety and Airspace

Portions of the project area are located within Compatibility Zones 4 and 6 and the Other Airport Environs area identified by the UKIALUCP. The proposed zoning amendments do not establish land uses identified as incompatible within the applicable airport compatibility zones. Future development within the project area remains subject to the requirements of the UKIALUCP, applicable FAA regulations, and City review procedures. No project-specific airport compatibility effects have been identified that were not previously addressed through the UKIALUCP and prior environmental review.

Biological Resources

The project area encompasses Gibson Creek, a sensitive riparian corridor that also presents flood hazards. The proposed rezoning to Public Facilities (PF) and Community Commercial (C-1) does not create peculiar environmental effects because the creek is protected by a robust framework of existing mitigation measures and recently adopted City ordinances that address both biological integrity and flood safety.

The 2012 DZC MND identified potential impacts to the creek from development and adopted mitigation measures requiring a 50-foot building setback from the riparian corridor (unless a shorter distance is supported by CDFW) and prohibiting native plant removal. These protections are reinforced by Ukiah 2040 General Plan Policy ENV-6.5 (Creek Protection). Additionally, the 2011 IS/MND for the Depot site acquisition specifically evaluated excavation activities located 50–

75 feet from the creek and found impacts to be less than significant through the implementation of a Stormwater Pollution Prevention Plan (SWPPP) to protect the riparian corridor from sedimentation.

Portions of the creek corridor are located within flood hazard areas (Zones A and B). However, flood risks are not peculiar to this rezoning because they are uniformly regulated by the City's 2025 Floodplain Management regulations (Ordinance 1259, adding Division 9, Chapter 6 to the Ukiah City Code). This ordinance adopts the most recent Flood Insurance Rate Maps (FIRM) and requires that any new development obtain a floodplain permit and elevate structures above the base flood elevation. Furthermore, the 2022 Courthouse EIR Addendum confirmed that recent infrastructure, such as the bridge crossing over Gibson Creek built subsequent to the 2012 EIR, has accommodated site access without worsening flood conditions.

As these specific site constraints are managed by the 2025 Floodplain Ordinance and the biological mitigation measures established in the 2012 MND, the rezoning does not introduce new, unmitigated peculiar effects related to the creek.

Cultural Resources

The project area includes the historic Ukiah Railroad Depot. While the 2012 MND and the 2012 Courthouse EIR identified potential impacts to this resource, the 2022 Courthouse EIR Addendum provides substantial evidence that the specific rezoning of the courthouse parcels to Public Facilities (PF) will not adversely affect the depot. The Judicial Council acquired only the vacant tracts adjacent to the depot and did not acquire the parcel containing the historic structure. Consequently, the 2022 Addendum concluded that construction will have no direct impact on the historic depot structure. Therefore, rezoning the courthouse site to PF does not create a peculiar significant effect on historic resources.

Hazards and Hazardous Materials

The parcels proposed for Public Facilities (PF) zoning (the Depot site) are identified on the Regional Water Quality Control Board's hazardous materials list (Case #1NMC397) due to historic railroad operations. The 2011 IS/MND and the 2012 Courthouse EIR (Impact 4.6-2) analyzed these peculiar site conditions and determined that impacts would be less than significant through compliance with the Remedial Action Plan approved by the North Coast Regional Water Quality Control Board. As the cleanup and construction activities are governed by these existing regulatory frameworks and adopted mitigation measures, the rezoning does not create a new or peculiar unmitigated hazard.

Housing

The proposed rezoning of the Perkins Street corridor to Community Commercial (C-1) would allow residential development to proceed pursuant to the City's Objective Design and Development Standards (ODDS). The 2012 Downtown Zoning Code (DZC) Initial Study/Mitigated Negative Declaration stated that the form-based regulations were intended to facilitate compact, pedestrian-oriented development, mixed land uses, and a variety of housing types. Since adoption of the DZC in 2012, relatively limited redevelopment has occurred within portions of the

Perkins Street corridor subject to DZC regulations. City records indicate that one new standalone commercial structure (536 E. Perkins Street) has been constructed within the corridor during that period. Under the existing DZC, certain development proposals may require approval of an Exception pursuant to Ukiah City Code Section 9231.5.

Under the proposed C-1 zoning, multifamily dwellings may be approved subject to compliance with the City's Objective Design and Development Standards (Ukiah City Code Chapter 2, Article 5.2; Sections 9055 and 9081). Accordingly, residential development within the Perkins Street corridor would remain permitted at densities previously analyzed in the Ukiah 2040 General Plan EIR while utilizing the City's existing objective residential development standards.

Land Use

The proposed rezoning of certain parcels from Urban Center to Heavy Commercial (C-2) applies a zoning classification that permits warehouse, contractor, equipment storage, and service-commercial activities already present on portions of the affected properties. These uses fall within the range of commercial and employment-generating uses evaluated in the Ukiah 2040 General Plan EIR. The rezoning does not introduce a land use not previously analyzed through prior environmental review and does not create a project-specific land use effect peculiar to the site.

Transportation

The 2012 Courthouse EIR (Impact 4.10-3) analyzed potential safety hazards resulting from increased traffic near the at-grade railroad crossing on East Perkins Street. The EIR adopted mitigation requiring coordination with the California Public Utilities Commission, and the North Coast Railroad Authority to ensure safety standards are met. The proposed rezoning to C-1 and PF maintains the land use assumptions of that analysis. Therefore the specific safety hazard regarding the rail crossing has already been analyzed and mitigated, and this Ordinance creates no new peculiar safety effects.

3. Significant Impacts Not Analyzed in the Prior EIR

Finding: There are no project-specific impacts associated with the proposed Ordinance that were not previously analyzed through the Ukiah 2040 General Plan EIR, the 2012 Downtown Zoning Code MND, the 2011 Depot Site IS/MND, the 2012 Courthouse EIR, the 2022 Courthouse EIR Addendum, or other applicable environmental review documents.

Discussion: The Ukiah 2040 General Plan EIR served as a Program EIR, comprehensively analyzing the impacts of land use changes. The 2012 MND provided site-specific analysis for the DZC area.

Air Quality

The 2012 Downtown Zoning Code MND identified construction-generated particulate matter (PM-10) as a potentially significant impact associated with future redevelopment activities within the Downtown Zoning Code area. Mitigation measures requiring dust control practices, including watering of disturbed areas and covering of stockpiles, were incorporated into the MND. The Ukiah 2040 General Plan EIR similarly evaluated construction-related air quality impacts (Impact

AQ-2) and identified compliance with Bay Area Air Quality Management District Basic Construction Mitigation Measures as a means of reducing impacts.

The proposed Ordinance does not increase development intensity beyond that analyzed in the Ukiah 2040 General Plan EIR. In addition, the 2022 Courthouse EIR Addendum evaluated the courthouse project under a reduced development footprint compared to the original 2012 Courthouse EIR and noted that prior demolition activities had already occurred on the courthouse site. Accordingly, no new air quality impacts have been identified that were not previously analyzed through prior environmental review.

Cultural Resources

The project area contains historic and cultural resources, including the Ukiah Railroad Depot. The 2012 Downtown Zoning Code MND evaluated potential impacts to historic resources and concluded that application of the Downtown Zoning Code's historic building standards would reduce impacts associated with future redevelopment. The Ukiah 2040 General Plan EIR identified impacts to historic resources as significant and unavoidable (Impact CUL-1) and incorporated mitigation measures including implementation of the Historic Resources Study Program.

The proposed Ordinance does not eliminate or modify the historic review procedures contained in Ukiah City Code Section 3016. In addition, the 2022 Courthouse EIR Addendum concluded that the courthouse project would not directly affect the historic Depot structure because the Depot parcel was excluded from the courthouse development footprint. No new impacts to historic or cultural resources have been identified that were not previously evaluated through prior environmental review.

Land Use

The Downtown Zoning Code prohibited formula fast-food restaurants and drive-through facilities within the Downtown Zoning districts. The proposed Ordinance rezones portions of the Perkins Street corridor to Community Commercial (C-1), where drive-through facilities and formula restaurants are permitted subject to the standards of that district.

The affected properties are designated Community Commercial or Downtown Core by the Ukiah 2040 General Plan and are located along the East Perkins Street commercial corridor. The Community Commercial designation, associated development intensities, and commercial land use assumptions were evaluated through the Ukiah 2040 General Plan EIR. The proposed rezoning does not introduce land use categories beyond those contemplated by the Community Commercial designation or analyzed through the General Plan EIR.

In addition to drive-through facilities and formula restaurants, the rezoning restores access to commercial service, retail, personal service, and artisan manufacturing uses permitted within the Community Commercial district. Similarly, rezoning selected parcels to Heavy Commercial (C-2) permits warehouse, contractor, equipment storage, and service-commercial activities consistent with the Highway Commercial land use designation. These land use categories and associated

development assumptions were evaluated through the Ukiah 2040 General Plan EIR and do not constitute new land use impacts not previously analyzed.

Noise

The Ukiah 2040 General Plan EIR evaluated airport-related noise exposure (Impact NOI-3) and concluded that continued implementation of applicable state and federal aviation regulations, together with the UKIALUCP, would minimize noise-related impacts. Portions of the project area are located within the Airport Influence Area; however, the project area is generally located outside the 55 dB CNEL contour associated with the Ukiah Municipal Airport.

The proposed Ordinance does not introduce land uses or development intensities beyond those previously evaluated in the General Plan EIR. No new noise impacts have been identified that were not previously analyzed through prior environmental review.

Public Services

The Ukiah 2040 General Plan EIR evaluated impacts associated with parks, recreational facilities, and public services, including implementation of trail and recreation improvements throughout the City (Impact PSR-3). The EIR concluded that impacts associated with expansion of recreational facilities would be less than significant.

The proposed Recreation (REC) zoning district implements the Recreational land use designation established by the General Plan and provides a zoning framework for recreational facilities, trails, and trail-support amenities previously contemplated by the General Plan. No new public service impacts have been identified that were not previously analyzed through the General Plan EIR.

Traffic

Previous environmental documents, including the 2012 Downtown Zoning Code MND, the 2012 Courthouse EIR, and the Ukiah 2040 General Plan EIR, evaluated transportation impacts associated with development within the project area. The Courthouse EIR identified impacts at the US-101 Northbound Ramp/Perkins Street intersection and adopted Mitigation Measure 4.10-2 requiring fair-share participation in future transportation improvements.

The proposed rezoning of Perkins Street corridor properties to Community Commercial (C-1) and courthouse-related parcels to Public Facilities (PF) does not increase residential density beyond the levels analyzed in the Downtown Zoning Code MND or the Ukiah 2040 General Plan EIR. In addition, properties proposed for Public Facilities (PF) and Recreation (REC) zoning are no longer available for mixed-use residential development assumed under portions of the Downtown Zoning Code.

The expansion of the Downtown Zoning Code to Oak Street and Seminary Avenue applies development standards previously evaluated through the 2012 Downtown Zoning Code MND. The General Urban district and associated development standards were analyzed as part of the Downtown Zoning Code environmental review.

Accordingly, the transportation impacts associated with development in the project area have previously been analyzed through applicable environmental documents, and the proposed Ordinance does not create transportation impacts that were not previously evaluated.

Wildfire

The Ukiah 2040 General Plan EIR evaluated wildfire hazards associated with future development within the City. Since certification of the General Plan EIR, the City has adopted Ordinance No. 1256 and updated Ukiah City Code Section 5200 to incorporate current Fire Hazard Severity Zone mapping and applicable fire safety standards.

Future development facilitated by the proposed Ordinance remains subject to applicable provisions of the California Building Code, Public Resources Code Sections 4290 and 4291, and the City's adopted fire hazard regulations. The proposed Ordinance does not create wildfire-related impacts beyond those previously analyzed through the General Plan EIR and applicable regulatory programs.

4. Cumulative Impacts

Finding: There are no potentially significant offsite and/or cumulative impacts that the Ukiah 2040 EIR failed to evaluate.

Discussion: The General Plan EIR analyzed cumulative impacts for all resource areas.

Traffic

The 2012 MND identified the US-101/Perkins Street ramp intersections as operating at unacceptable levels and adopted a mitigation measure requiring future development to contribute fair share payments toward signalization and improvements. The 2040 General Plan EIR also analyzed VMT and traffic impacts. The rezoning to C-1 does not increase the trip generation potential beyond what was analyzed in the 2012 MND or the 2040 General Plan EIR, because the applicable residential density ranges remain within those evaluated in the 2012 DZC MND and the Ukiah 2040 General Plan EIR.

Airport Operations

The cumulative effects of development within the Airport Influence Area were evaluated through the Ukiah Municipal Airport Land Use Compatibility Plan (UKIALUCP) and the Ukiah 2040 General Plan EIR. Future development within the project area remains subject to the compatibility requirements, density limitations, and operational standards established by the UKIALUCP. The proposed zoning amendments do not establish land uses or development intensities beyond those previously evaluated through the UKIALUCP and the General Plan EIR. Accordingly, no cumulative airport compatibility impacts have been identified that were not previously analyzed.

5. New Information

Finding: There is no substantial new information that results in more severe environmental impacts than anticipated by the Ukiah 2040 EIR.

Discussion: No substantial new information has emerged since the certification of the Ukiah 2040 General Plan EIR in December 2022 that results in more severe impacts. The 2022 Courthouse EIR Addendum provides new information confirming that impacts related to the courthouse site (density, cultural resources, hazards) are less severe than previously analyzed. The 2012 MND provides historical context for the DZC area, confirming that the high-density mixed-use concept was environmentally cleared. The proposed zoning amendments modify zoning classifications within the framework of land use designations established by the Ukiah 2040 General Plan and do not result in development intensities exceeding those evaluated through prior environmental review.

V. ALTERNATIVES

The following alternatives are not analyzed pursuant to CEQA Guidelines Section 15126.6, as this document is not an EIR. Instead, they are evaluated solely to confirm that each potential policy outcome remains within the scope of impacts previously analyzed in the Ukiah 2040 General Plan EIR and related environmental documents, consistent with CEQA Guidelines Section 15183.

Alternative 1: No Project

Under this alternative, no amendments to the Downtown Zoning Code (DZC) or General Plan would occur. Existing zoning designations, including the application of DZC (General Urban, Urban Center, and Downtown Core) regulations along the Perkins Street corridor and adjacent areas, would remain in effect.

This alternative would maintain the existing regulatory framework and development assumptions analyzed in the 2012 DZC Mitigated Negative Declaration and the Ukiah 2040 General Plan EIR.

Alternative 2: Proposed DZC

This alternative modifies the rezoning footprint of the Project by retaining Downtown Zoning Code (DZC) regulations on parcels located west of the Northwestern Pacific railroad tracks, while implementing the proposed rezoning east of the tracks. Specifically:

- All parcels along Perkins Street west of the railroad tracks would remain subject to DZC zoning (Urban Center and General Urban). These areas include parcels developed with both traditional downtown building forms (e.g., structures located at or near the street frontage) and parcels with existing development patterns that include deeper setbacks and on-site parking configurations. Retaining DZC zoning in these areas would continue to apply form-based development standards, including frontage, siting, and streetscape requirements consistent with the existing regulatory framework analyzed in the 2012 DZC MND.
- Parcels located east of the railroad tracks, including the East Perkins Street corridor and the rail corridor/Depot area, would be rezoned as proposed under the Project to Community Commercial (C-1), Public Facilities (PF), and Recreation (REC), consistent with the applicable General Plan land use designations.

This alternative does not introduce new or peculiar environmental effects. Retention of DZC zoning on western parcels maintains the previously analyzed regulatory baseline, while the rezoning of eastern parcels remains consistent with the density and land use assumptions evaluated in the Ukiah 2040 General Plan EIR and prior environmental documents. These relationships are reflected in the comparative zoning framework described in Tables 1 through 3 above.

Finding: The alternatives described above remain within the scope of environmental impacts previously analyzed in the Ukiah 2040 General Plan EIR and related environmental documents.

Discussion: Both alternatives remain within the range of development densities, land use designations, and regulatory frameworks evaluated through prior environmental review. The No Project Alternative retains the existing DZC regulatory framework. Alternative 2 retains DZC zoning on western parcels and applies the proposed rezoning to eastern parcels. As demonstrated in Table 1 (Zoning Realignment), Table 2 (Density Standards), and Table 3 (Land Use Allowances), the applicable zoning districts under both alternatives do not exceed previously analyzed density thresholds or introduce land uses beyond those evaluated in the Ukiah 2040 General Plan EIR and the 2012 DZC MND.

Neither alternative introduces new physical development beyond that previously analyzed. Site conditions and applicable regulations remain unchanged. Accordingly, neither alternative results in new or peculiar environmental effects.

VI. DETERMINATION

In accordance with CEQA Guidelines Section 15183, the Downtown Zoning Code (DZC) Amendments and Rezoning qualify for streamlined environmental review pursuant to CEQA Guidelines Section 15183 because the following findings are supported by substantial evidence in the record:

1. The project is consistent with the development density established by existing zoning, community plan or general plan policies for which an EIR was certified.
2. There are no project-specific effects which are peculiar to the project or its site, and which the Ukiah 2040 EIR failed to analyze as significant effects.
3. There are no project-specific impacts which the Ukiah 2040 EIR failed to analyze as significant effects.
4. There are no potentially significant offsite and/or cumulative impacts that the Ukiah 2040 EIR failed to evaluate.
5. There is no substantial new information that results in more severe impacts than anticipated by the Ukiah 2040 EIR.

Therefore, the City Council relies upon the EIR previously certified for the Ukiah 2040 General Plan, and further CEQA review is limited pursuant to CEQA Guidelines Section 15183 and Public Resources Code Section 21083.3.