

May 10, 2012

**REGULAR MEETING
BENICIA PLANNING COMMISSION
CITY HALL COUNCIL CHAMBERS
AGENDA
May 10, 2012
7:00 P.M.**

I. OPENING OF MEETING

- A. Pledge of Allegiance
- B. Roll Call of Commissioners

Reference to Fundamental Rights of Public - A plaque stating the Fundamental Rights of each member of the public is posted at the entrance to this meeting room per Section 4.04.030 of the City of Benicia's Open Government Ordinance.

II. ADOPTION OF AGENDA

III. OPPORTUNITY FOR PUBLIC COMMENT

This portion of the meeting is reserved for persons wishing to address the Commission on any matter not on the agenda that is within the subject jurisdiction of the Planning Commission. State law prohibits the Commission from responding to or acting upon matters not listed on the agenda.

Each speaker has a maximum of five minutes for public comment. If others have already expressed your position, you may simply indicate that you agree with a previous speaker. If appropriate, a spokesperson may present the views of your entire group. Speakers may not make personal attacks on council members, staff or members of the public, or make comments which are slanderous or which may invade an individual's personal privacy.

A. WRITTEN

B. PUBLIC COMMENT

IV. CONSENT CALENDAR

Consent Calendar items are considered routine and will be enacted, approved or adopted by one motion unless a request for removal for discussion or explanation is received from the Planning Commission or a member of the public by submitting a speaker slip for that item.

*Any Item identified as a Public Hearing has been placed on the Consent Calendar because it has not generated any public interest or dissent. However, if any member of the public wishes to comment on a Public Hearing item, or would like the item placed on the regular agenda, please notify the Community Development Staff either prior to, or at the Planning Commission meeting, prior to the reading of the Consent Calendar.

A. [Approval of Minutes from April 12, 2012](#)

V. PRESENTATION:

A. REVIEW OF THE BUSINESS DEVELOPMENT ACTION PLAN (BDAP)

[Staff Report](#)

[Business Development Action Plan \(BDAP\)](#)

In May of last year the City Manager enlisted the services of Chabin Concepts, lead by President Audrey Taylor, to develop a business action plan. This plan was designed to build upon the plans and studies performed by the City over the last few years and call out specific actions to encourage and improve economic growth in the City of Benicia. The Plan is a 79 page report with multiple appendices that details Benicia's past economic strategies, assess our achievements, provides an analysis of our current situation and an outline of specific actions to move forward. The draft plan was reviewed by the Economic Development Board and City Council in a joint session on October 25, 2011. The BDAP was revised to incorporate comments from that meeting and earlier public workshops and presented to the Economic Development Board for recommendation. On March 6th the City Council adopted the Plan.

Recommendation:

Review the Business Development Action Plan.

VI. REGULAR AGENDA ITEMS

A. [APPROVAL OF USE PERMIT REQUEST FOR 257 ESSEX WAY \(APN: 083-210-210\)](#), TO INSTALL A NEW VERIZON WIRELESS TELECOMMUNICATIONS FACILITY

11PLN-00060 Use Permit

257 Essex Way, APN: 083-210-210

PROPOSAL:

The proposal is to install a new Verizon Wireless telecommunication facility consisting of 12 panel antennas mounted to 3 ground-mounted poles measuring 15 feet in height and associated equipment within a new 750 square foot equipment enclosure on the hilltop located near the City's water tanks. The antenna support poles would be grouped in 3 sectors and located in 2 different areas on the property adjacent to the existing fence. The proposed equipment enclosure measuring 750 square feet would consist of a new equipment shelter (11'-6" tall, 12'-0" wide, 16'-0" long), a back up generator and utility cabinets adjacent to the existing fence near the northwest side of the hilltop.

Recommendation:

Approve a Use Permit (11PLN-00060) to install a new Verizon wireless communication facility consisting of 12 panel antennas mounted to 3 ground-mounted poles each measuring 15 feet in height, associated equipment and back-up generator located near the City-owned water tanks at 257 Essex Way, based on the findings and conditions of approval set forth in the draft Resolution.

B. [APPROVAL OF USE PERMIT REQUEST FOR 257 ESSEX WAY \(APN: 083-210-210\)](#), TO INSTALL A NEW METRO PCS WIRELESS TELECOMMUNICATIONS FACILITY

11PLN-00073 Use Permit

257 Essex Way, APN: 083-210-210

PROPOSAL:

The proposal is to install a new Metro PCS wireless telecommunication facility consisting of 8 panel antennas mounted to 3 ground-mounted poles measuring 15 feet in height and 5 radio equipment cabinets within a 200 square foot equipment enclosure located near the water tanks. The antenna support poles would be located in 3 different areas on the property, all which would be integrated into the existing chain link fence that runs along the perimeter of the water tanks. The proposed equipment enclosure would be located on the hilltop adjacent to the existing chain link fence on the northwest side.

Recommendation:

Approve a Use Permit (11PLN-00073) to install a new wireless communication facility consisting of 8 panel antennas and 4 microwave antennas mounted to 3 ground-mounted poles each measuring 15 feet in height and 5 radio equipment cabinets within a 200 square foot equipment enclosure located near the City-owned water tanks at 257 Essex Way, based on the findings and conditions of approval set forth in the draft Resolution.

C. PLANNING COMMISSION WORK PRIORITIES

PROPOSAL:

During the annual review of priorities at the April meeting, the Planning Commission directed staff to modify the list.

Recommendation:

Review the Draft Planning Commission Priorities of 2012-2013 and modify as desired.

VII. COMMUNICATIONS FROM STAFF

VIII. COMMUNICATIONS FROM COMMISSIONERS

IX. ADJOURNMENT

Public Participation

The Benicia Planning Commission welcomes public participation.

Pursuant to the Brown Act, each public agency must provide the public with an opportunity to speak on any matter within the subject matter jurisdiction of the agency and which is not on the agency's agenda for that meeting. The Planning Commission allows speakers to speak on agendized and non-agendized matters under public comment. Comments are limited to no more than 5 minutes per speaker. By law, no action may be taken on any item raised during the public comment period although informational answers to questions may be given and matters may be referred to staff for placement on a future agenda of the Planning Commission.

Should you have material you wish to enter into the record, please submit it to the Commission Secretary.

Disabled Access

In compliance with the Americans with Disabilities Act (ADA), if you need special assistance to participate in this meeting, please contact the ADA Coordinator, at (707) 746-4211.

Notification 48 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to this meeting.

Meeting Procedures

All items listed on this agenda are for Commission discussion and/or action. In accordance with the Brown Act, each item is listed and includes, where appropriate, further description of the item and/or a recommended action. The posting of a recommended action does not limit, or necessarily indicate, what action the Commission may take.

The Planning Commission may not begin new public hearing items after 11 p.m. Public hearing items, which remain on the agenda, may be continued to the next regular meeting of the Commission, or to a special meeting.

Pursuant to Government Code Section 65009; if you challenge a decision of the Planning Commission in court, you may be limited to raising only those issues you or someone else raised at the Public Hearing described in this notice, or in written correspondence delivered

to the Planning Commission at, or prior to, the Public Hearing. You may also be limited by the ninety (90) day statute of limitations in which to file and serve a petition for administrative writ of mandate challenging any final City decisions regarding planning or zoning.

Appeals of Planning Commission decisions that are final actions, not recommendations, are considered by the City Council. Appeals must be filed in the Public Works & Community Development Department in writing, stating the basis of appeal with the appeal fee within 10 business days of the date of action.

Public Records

The agenda packet for this meeting is available at the City Clerk's Office, the Benicia Public Library and the Public Works & Community Development Department during regular working hours. The Public Works & Community Development Department is open Monday through Friday (except legal holidays), 8:30 a.m. to 5 p.m. (closed from noon to 1 p.m.). Technical staff is available from 8:30 - 9:30 a.m. and 1:00 - 2:00 p.m. only. If you have questions/comments outside of those hours, please call 746-4280 to make an appointment. To the extent feasible, the packet is also available on the City's web page at www.ci.benicia.ca.us under the heading "Agendas and Minutes." Public records related to an open session agenda item that are distributed after the agenda packet is prepared are available before the meeting at the Public Works & Community Development Department's office located at 250 East L Street, Benicia, or at the meeting held in the City Hall Council Chambers. If you wish to submit written information on an agenda item, please submit to Kathy Trinque, Administrative Secretary, as soon as possible so that it may be distributed to the Planning Commission.

-  [April 12, 2012 Draft Minutes](#)
-  [Business Development Action Plan Staff Report](#)
-  [Business Development Action Plan \(BDAP\)](#)
-  [Verizon at 257 Essex - Staff Report](#)
-  [Metro PCS at 257 Essex Staff Report](#)
-  [Planning Commission Priorities](#)



DRAFT

**BENICIA PLANNING COMMISSION
CITY HALL COUNCIL CHAMBERS
MINUTES**

**Thursday, April 12, 2012
7:00 p.m.**

I. OPENING OF MEETING

A. Pledge of Allegiance

B. Roll Call of Commissioners

Present: Don Dean, Susan Cohen Grossman, Belinda Smith (arrived at 7:13 pm), Lee Syracuse and Vice-Chair Rod Sherry.

Absent: Commissioner George Oakes (excused)

Staff Present: Heather McLaughlin, City Attorney
Charlie Knox, Public Works & Community Development Director
Lisa Porras, Senior Planner
Kathy Trinque, Administrative Secretary

C. Reference to Fundamental Rights of Public - A plaque stating the Fundamental Rights of each member of the public is posted at the entrance to this meeting room per Section 4.04.030 of the City of Benicia's Open Government Ordinance.

II. ADOPTION OF AGENDA

On motion of Commissioner Syracuse, seconded by Commissioner Grossman, the agenda was adopted by the following vote:

Ayes: Commissioners Dean, Grossman, Smith, Syracuse and Vice-Chair Sherry

Noes: None

Absent: Commissioner Oakes

Abstain: None

III. ELECTION OF OFFICERS (CHAIR & VICE-CHAIR)

On motion of Commissioner Dean and seconded by Commissioner Syracuse, the Planning Commission elected Rod Sherry as Chair, by the following vote:

- Ayes: Commissioners Dean, Grossman, Smith, Syracuse and Vice-Chair Sherry
- Noes: None
- Absent: Commissioner Oakes
- Abstain: None

On motion of Chair Sherry and seconded by Commissioner Syracuse, the Planning Commission elected Don Dean as Vice-Chair, by the following vote:

- Ayes: Commissioners Dean, Grossman, Smith, Syracuse and Chair Sherry
- Noes: None
- Absent: Commissioner Oakes
- Abstain: None

IV. OPPORTUNITY FOR PUBLIC COMMENT

A. WRITTEN

None.

B. PUBLIC COMMENT

None.

IV. CONSENT CALENDAR

A. APPROVAL OF MINUTES FROM FEBRUARY 9, 2012

City Attorney, Heather McLaughlin, requested that the February 9, 2012 minutes be amended to remove the parenthetical comment that Chair Brad Thomas's term was finished. She explained that because the City Council had not yet made a new Planning Commission appointment, the Commissioners' whose term had expired were contacted to see if they are willing to serve on the Commission until a new appointment is made.

On motion of Commissioner Dean and seconded by Commissioner Syracuse, the February 9, 2012 meeting minutes, as amended, were approved by the following vote:

- Ayes: Commissioners Dean, Smith, Syracuse and Chair Sherry
- Noes: None
- Absent: Commissioner Oakes
- Abstain: Commissioner Grossman

V. TRAINING:

A. OPEN GOVERNMENT PRINCIPLES

The Open Government ordinance requires that all public officials and some employees read the Open Government Ordinance and attend an annual training on the ordinance. This training includes a review of the Brown Act, the City's Code of Conduct and other related documents.

After the Commission held a brief discussion, a motion was made by Commissioner Dean and seconded by Commissioner Syracuse to postpone the Open Government training until a full Commission is seated; the motion was adopted by the following vote:

Ayes: Commissioners Dean, Grossman, Smith, Syracuse and Chair Sherry
Noes: None
Absent: Commissioner Oakes
Abstain: None

VI. REGULAR AGENDA ITEMS

A. SIGN ORDINANCE

PROPOSAL:

The City's sign ordinance is in need of updating. The last comprehensive revision of the sign ordinance was in 1977. Although some changes have been made since then, the ordinance is not fully in compliance with law. In addition, there are some aspects of the sign ordinance that are not business friendly such as the restrictions on signs on the second floor businesses on First Street. It would also be appropriate to consider if the current restrictions, such as A-frame signs, are still desired by the community. This proposal would provide for public outreach and input followed by drafting revisions to the sign ordinance.

Recommendation:

Review and comment on a plan to revise the sign ordinance.
Recommend the City Council approve a plan to revise the sign ordinance.

Heather McLaughlin, City Attorney, presented an overview of this item. She outlined the proposed process that includes the assistance of an outside attorney, Randal Morrison, an expert in sign law. Ms McLaughlin recommended that a team comprised of two members of the Planning Commission and two members of the Economic Development Commission be appointment by the respective commissions. After outreach to the Chamber of Commerce, Main Street, Benicia Industrial Park Association and other members of the public, a public workshop, sponsored by the team would be held. At this meeting, Randal Morrison would present the parameters of a proposed sign ordinance. Members of the public would then advise Mr. Morrison and the City Attorney what revisions they would like made or included in a draft ordinance. The ordinance would be drafted and presented to the Economic Development Commission and the Planning Commission with final approval made by the City Council. The City Council would hold a public hearing to consider the ordinance.

The Planning Commission held a discussion and asked whether the Economic Development Board has discussed this process (not yet); and what is the cost (\$25,000 or less); several Commissioners commented that the downtown area specifically needs attention.

Commissioner Dean asked Ms. McLaughlin whether the staff recommendation is for the Planning Commission to provide input and then recommend City Council approve revising the Sign Ordinance according to the proposed plan? Ms. McLaughlin responded that this item is before the Planning Commission to receive suggestions and input on the proposed plan process and then recommend that City Council approve the plan to revise the ordinance.

Chair Sherry commented that it is important that the process include involvement of the business community. Once we have a draft ordinance, he would like to invite various business groups to review it and provide additional feedback to the City. He further stated that he would like to see defined steps for the process.

Commissioner Smith suggested that the Commission start with the plan as outlined in the staff report and then include members from the Chamber of Commerce, Main Street, local merchants and a minimum number of workshops. Address the legalities of the ordinance, receive input from merchant groups, and then draft a new ordinance. She requested that we set a time frame with an end date.

Ms. McLaughlin responded that the time frame will depend on the schedule and number of subcommittee meetings. She is planning to take the proposed plan to the Economic Development Board next month.

The Commission continued with a discussion of what they would like added to the proposed plan and the best approach.

Public Comment:

Paula Schwartz, of PS Hair Studio, spoke in support of a revised sign ordinance process. She stated that the existing ordinance causes a variety of problems for local business owners, specifically with A-frame signs. Regarding electronic signs, there should be continuity within the city. She is not happy that the current ordinance does not allow signs for second floor businesses on First Street. She would like a business person to be included on the committee. If \$25,000 is not enough to complete a new ordinance for the entire city, she wants to see the priority be given to the downtown, then the industrial park area.

Chair Sherry asked Commissioners to volunteer to serve on this sub-committee. He suggested that the City invite business representatives to also be included on the committee.

Ms. McLaughlin responded that the committee could include: 2 members from the Economic Development Commission, 2 members from the Planning Commission, 2 members from the City Council, 1 member from the Chamber of Commerce, 1 from the Main Street Program Board, and 1 from the Industrial Park Association. Ms. McLaughlin would be the staff representative.

Commissioner Grossman asked what the process would be for approval of a new sign ordinance? She also asked to improve efficiency if we could combine commissions for final review of the draft ordinance.

Ms. McLaughlin responded that the draft ordinance would go first to Economic Development, second to Planning Commission, last to City Council. She answered that yes, we can combine commission meetings.

Commissioner Smith volunteered to represent the Planning Commission on this committee. Chair Sherry also volunteered for now. He mentioned that he will check with Commissioner Oakes in case he would like to participate. If so, then

Chair Sherry will step down to allow Commissioner Oakes to participate on the committee.

After additional discussion, Commissioner Dean summarized the Planning Commission's recommendation to the City Attorney for updating the sign ordinance as follows:

1. Develop a Committee (invite realtors association to join in addition to those listed above).
2. Hold 1 or more public workshops (also invite HPRC to workshops for input).
3. Incorporate staff input into proposed ordinance.
4. Present draft ordinance to Economic Development Board and Planning Commission for input/review.
5. Schedule the draft ordinance for City Council review and approval.
6. This will be a 4 to 6 month process and the Planning Commission recommends expending \$25,000 for the consulting attorney.

On motion of Commissioner Syracuse and seconded by Commissioner Dean the previously described process was approved by the Planning Commission of the City of Benicia at the regular meeting of said Commission held on the 12th day of April 2012 and adopted by the following vote:

Ayes: Commissioners Dean, Grossman, Smith, Syracuse and Chair Sherry
Noes: None
Absent: Commissioner Oakes
Abstain: None

B. GENERAL PLAN IMPLEMENTATION REPORT

PROPOSAL:

California Government Code Section 65400 requires that cities submit an annual report on the status of their General Plan and progress in its implementation to the Governor's Office of Planning and Research and Department of Housing and Community Development.

Recommendation:

Receive and file the Annual General Plan Progress Report, 2011 for final acceptance by the City Council.

Lisa Porras, Senior Planner, presented an overview of this item. She explained the background and annual process the City follows before submitting the report to the Governor's Office of Planning and Research and the Department of Housing and Community Development.

Ms. Porras pointed out General Plan accomplishments that have been completed over the past year:

- ✓ Solano Square pedestrian friendly improvements
- ✓ New transit stops
- ✓ New Bicycle racks
- ✓ New community center
- ✓ Historic Context Statement
- ✓ New Business Development Action Plan
- ✓ New Economic Development website
- ✓ Grant for new waterfront enhancement plan

Ms. Porras noted that since General Plan adoption in 1999, the Community Development Department has completed 66% of the programs for which it is responsible.

Commissioners asked questions of staff and discussed this item.

Comments made by Commissioners follow:

Commissioner Syracuse asked when Housing Element will be reviewed.

Ms. Porras explained the process will include another review by the Planning Commission before it is presented to the City Council for their approval, after which the report will be submitted to the State for certification.

Commissioner Dean asked for a status update on the Arsenal Specific Plan project and the train station project.

Charlie Knox, Public Works & Community Development Director, provided a brief status update of the Arsenal Specific Plan. After the potential hazardous soils issue is resolved by the State Dept of Toxic Substances Control, the draft plan will eventually be brought back to the Planning Commission for review or modification before it is presented to City Council.

Mr. Knox stated that a train station is still some years away. About 10 years ago, there was an estimated \$40 million cost to build it. There is not a lot of work activity on it at the present time. It is included as a placeholder on the Regional Transportation Plan.

Commissioner Dean asked staff to reformat the General Plan Implementation Report to include headings and to separate and regroup the items according to the General Plan goals, rather than by department.

Commissioner Smith asked when the report was last done (2009); when it should be submitted to the State (within the next few months); can Commissioners change it or just provide comments (comments welcome); and she would like more time to review it.

Mr. Knox recommended that staff incorporate Commissioners' comments at this meeting and return with a revised plan for Commission review before presenting it for City Council acceptance.

Public Comment.

Kathy Kerridge, Vice-Chair of the Community Sustainability Commission, spoke as a private citizen. She expressed support for the report, but requested the pages be numbered consecutively. Regarding the water conservation item, not all of the \$10 million from the Valero/Good Neighbor Steering Committee Fund is available any longer. There is \$1.6 million designated for water conservation. She is happy that in-law units are now easier to obtain and stated that it is very important that this is included in next housing element update.

Public Comment closed.

Commissioner Grossman asked Staff to: re-format and reorganize the report to correspond with the General Plan goals and chapters, rather than by City department; define acronyms (on the page where shown); unify status language to reflect the City in its entirety (rather than by department).

A motion was made by Commissioner Smith and seconded by Commissioner Syracuse, to continue this item and was approved by the following vote:

Ayes: Commissioners Dean, Grossman, Smith, Syracuse and Chair Sherry

Noes: None
Absent: Commissioner Oakes
Abstain: None

C. PLANNING COMMISSION WORK PRIORITIES

PROPOSAL:

In April 2011, the Planning Commission submitted its recommended actions for the City of Benicia's Strategic Plan for Fiscal Years 2011-2013. This list included the Commission's priorities and also served as a compendium of ongoing topics for discussion and action by the Commission. This list is reviewed, updated, and prioritized on an annual basis by the Planning Commission. Items from the list may be reprioritized, modified, added or removed by a majority consensus of the Planning Commission.

Recommendation:

Review, discuss, and modify as necessary the Planning Commission's preferred work program for 2012-2013.

Lisa Porras, Senior Planner, presented an overview of this item and staff's recommendation. She briefly reviewed each of the 8 projects listed on the work program priority list for 2011-13.

Commissioners held a discussion concerning the best approach to review and update the work priorities list.

Charlie Knox provided additional information about the purpose of the work program. He explained that each City commission agrees on a set of desired objectives that is forwarded to the City Council during the Strategic Plan update process. While the department doesn't have the resources to accomplish all the items on the list, the items represent areas or objectives that the Planning Commission has asked staff to work on as time and resources permit.

Commissioners and staff discussed the various work items listed and the purpose of the priority list.

Chair Sherry asked Commissioners if they would like to re-prioritize the list.

Commissioners requested that staff divide the priorities into long and short-term groups and bring back it to the Commission for a future agenda.

Mr. Knox agreed and suggested that items #2 and #3 (First Street Pedestrian Improvements) be combined and moved to the top of the list.

Chair Sherry agreed with Mr. Knox's suggestion. He asked staff what happened to the City gateways program – is the City still looking for a way to improve them?

Ms. Porras responded that the gateway program concluded with a recommendation from the Planning Commission to the City Council to pursue implementation when resources became available.

Commissioner Dean recommended that Items #5 (green building and energy standards) and #8 (Southampton open space trails and community gardens) be removed from the list. Item #5 is completed.

Commissioner Grossman asked if staff would add to the list a bicycle connection along East H Street from the lower Arsenal to the Downtown area.

Commissioner Dean agreed that this item should be on the list and would like an item added to provide additional emergency access from the lower Arsenal to the Downtown area.

The Commission reviewed the list, item by item, removing and re-prioritizing as desired. The Commission asked staff to specify which items they are expected to accomplish.

By consensus the Planning Commissioners directed staff to incorporate their comments and provide Commissioners with a new draft for review and adoption at a future Planning Commission meeting.

VI. COMMUNICATIONS FROM STAFF

Ms. Porras informed Commissioners that at the May 2012 meeting, Mario Giuliani, Interim Economic Development Manager will present the new Business Development Action Plan to the Commission.

Ms. Porras provided a status update of the ISystems Technology wireless facility at 257 Essex Way. The project was completed and went into operation in July 2011.

Ms. Porras asked if Commissioners had received a memo from the City Attorney that was recently emailed to them concerning a mandatory Ethics Training on April 25, 2012 at 5:30 pm in Conference Room 1 at City Hall. If Commissioners are not available to attend this training, a free on-line ethics course is available any time. She asked Commissioners to RSVP for the April 25 training. Commissioners are required to attend ethics training every two years.

VII. COMMUNICATIONS FROM COMMISSIONERS

Commissioner Dean asked about a report on the number of bird strikes from the wind turbine at the water reservoir near Panorama Drive and Essex Way.

Ms. Porras responded that a report should be available in August 2012 (it went into operation in July 2011). We expect to have a report to Commissioners in August regarding the wind turbine's impact on birds. (There have been zero bird deaths so far.)

Commissioner Smith commented that she recently saw a presentation by Sr. Civil Engineer, Mike Roberts, on the Downtown Intermodal Project. The project looks very good.

Chair Sherry commented that the new Park Road Sidewalk project will be bid soon.

VIII. ADJOURNMENT

The meeting was adjourned at 9:50 pm.

AGENDA ITEM
PLANNING COMMISSIN MEETING DATE - MAY 10, 2012

DATE : April 23, 2012
TO : Planning Commission
FROM : Acting Economic Development Manager
SUBJECT : **REVIEW OF THE BUSINESS DEVELOPMENT ACTION PLAN**

RECOMMENDATION:

Review the Business Development Action Plan (BDAP).

EXECUTIVE SUMMARY:

In May of last year the City Manager enlisted the services of Chabin Concepts, lead by President Audrey Taylor, to develop a business action plan. This plan was designed to build upon the plans and studies performed by the City over the last few years and call out specific actions to encourage and improve economic growth in the City of Benicia. The Plan is a 79 page report with multiple appendices that detail Benicia's past economic strategies, assess our achievements, provides an analysis of our current situation and an outline of specific actions to move forward. The draft plan was reviewed by the Economic Development Board and City Council in a joint session on October 25, 2011. The BDAP was revised to incorporate comments from that meeting and earlier public workshops and presented to the Economic Development Board for recommendation. On March 6th the City Council adopted the Plan.

STRATEGIC PLAN:

Relevant Strategic Plan Goals and Strategies:

Strategic Issue 3: Strengthening Economic and Fiscal Conditions

- Strategy #2: Strengthen Benicia Industrial Park Competitiveness
- Strategy #3: Retain and Attract Business

BUDGET INFORMATION:

The \$25,000 agreement with Chabin Concepts to develop the BDAP, valued at \$25,000, was entered into in May of 2011. Funds from FY 2010/2011 from the Economic Development, Contract Services Account No. 010-2605-8100 were appropriated to pay for these services.

The Plan does enumerate additional funding to support a more robust economic development program. The funding for such efforts and where to

apply those resources will be reserved for a future budget development discussion.

BACKGROUND:

The City Manager, utilizing General Fund savings from FY 10/11, acquired the services of a team of nationally known economic development experts, Chabin Concepts, to conduct an assessment of the City's current economic development program, evaluate Benicia's current business climate and competitiveness in terms of demographics, trade area, building stock and other key business attraction and retention factors and prepare a draft action plan that recommends concrete initiatives for expanding our economic base.

Following initial meetings with staff, the Chabin team met with various merchants, property owners, brokers, City staff and all members of the Economic Development Board ("EDB") to ascertain Benicia's current economic standing and gauge perceptions on revised priorities. After these face-to-face interviews, the Chabin team set forth on their economic analysis, developing market studies as well as a Benicia Economic Indicators Report. On September 21st Audrey Taylor presented the draft report to the EDB for their review and comment. This was followed by an all day Economic Development Conference, held at the Benicia Community Center, on October 12th. This conference had three 90-minute sessions that focused on Benicia's three economic drivers: Downtown, Commercial Centers, and the Industrial Park. Following these conferences a joint City Council/EDB meeting was held on October 25, 2011 as the third opportunity for the public and policy makers to offer thoughts and comments on the Plan.

The final version of the BDAP incorporates the comments noted during those meetings, with changes to Sections 4.6 and 4.7 as well as adds the work session notes as an appendix.

As one will see in Section 4.6, Chabin Concepts has included a measurement matrix section, as requested during the October 25th Joint Meeting. This section titled: *Measuring Economic Performance and Effectiveness*, on page 65, details three measuring tools that will assist in evaluating economic initiatives and programs. Those tools include a Key Economic Indicators Report, Economic Impact Analysis, and a report on Key BDAP Initiatives.

Section 4.7 memorializes the 120 Day Point Implementation Plan that was recommended by Chabin Concepts at the October 25th meeting and accepted by both the EDB and City Council. The following chart notes the status of the initiatives outlined the 120 Day Implementation Plan:

120 Day Implementation Plan (November 1, 2011 – March 1, 2012)

ACTION / INITIATIVE	STATUS
Set-up a formal Business retention/Expansion Program – including software, surveys and schedule	In Progress. Commissioned Executive Pulse Software in February 2012. (Estimated date of completion: April 2012)
Form a Streamline Permit Process Task Force	In Progress. (Estimated date of completion: March/April 2012)
Begin reviewing incentive and investment options for the Benicia Industrial Park, including Sustainable Management Program.	In Progress. Sustainable Management Program to be reviewed by CSC on March 19 th , City Council Approval on April 3 rd .
Begin creation of the Economic Development Website	In Progress. ED Suite hired to develop new ED Website. (Estimated date of completion: April 2012)
Continue to work with CODA & Amports on opportunities to expand this niche market	Continuing to work to schedule meetings with CODA representatives.
Begin meetings with BIPA on infrastructure needs in the Benicia Industrial Park	In Progress. ED Staff continues to pursue funding for Broadband, (East Bay Consortium secured grant funding of \$450,000 over 3 years).
Finalize operational structure (EDB, Staffing, Budget)	In Progress. Staff continues to negotiate with third parties for structure lease agreements on City Property. Revenues may augment ED Budget. (Estimated date of completion: June 2012)
Finalize BDAP	Near completion. Reviewed at EDB meeting on Feb. 15 th . City Council approval on March 6, 2012.

Moving forward, following adoption of the BDAP, staff will complete the initial implementation actions and then prepare a recommended priority list of programs, actions and initiatives that can be aligned with costs. The decisions on the priority list can be made when future budgets are discussed and adopted.

Attachments:

- ❑ Business Development Action Plan
- ❑ Appendix 13
- ❑ BDAP Summary Review Sheet

Attachment 13 – Work Session Notes

The draft Business Development Action Plan was reviewed in three different public work sessions:

- September 21, 2011 – Plan review with the Economic Development Board
- October 12, 2011 – Three public work sessions overviewing each section of the plan – Downtown/Tourism, Commercial Centers and Benicia Industrial Park
- October 25, 2011 – Special Joint Meeting, City Council & Economic Development Board

The following are notes and comments provided at each work session.

September 21, 2011 – Economic Development Board Work Session Notes

1. Appendix 1 Economic Indicators, could additional information be added to the school information about the quality of the schools. Additional comments on quality of schools compared to Danville was cited from audience.
2. Economic Indicators, benchmark to other areas (competitors or comparative areas) vs. Solano. Feel that Benicia should “stretch” itself to the next level.
3. Update of the zoning ordinance is a priority and deserves attention.
4. Projections on tax revenue numbers 2010 reflect refinery expansion which will end this year.
5. Audience comment: Can do the Sustainable Management Program immediately through the Good Neighborhood, recommend the Board submit application, very interested in funding...have done two already with residence, Ron Myska volunteered to be the pilot project.
6. Question from audience “What would be the comparison of sales tax leakage to other cities” (*cities would need to be selected and report run, there could be major difference depending on the retail mix of the cities chosen for comparison*).
7. Staff should be concierge to people coming to the city.
8. Need to fund it.
9. Change “work together to get results” to “working together to get results”.
10. Concierge for BIP.
11. What are good “measures” for tourism.
12. Question on marketing – would there be key message platform?

October 12, 2011 – Public Work Sessions

1. Downtown / Tourism Work Session

- Impediments to new business locating or expanding in downtown – Historic Preservation and Design Review Board
- Curb Appeal is needed at the major entrance off the freeway
- Update – the Park Committee has received a grant for Waterfront Master Plan
- A concern brought up about the Traffic Flow of Main Street
- Comments from several attendees the “modern-type” businesses that attract the young working classes is not located in downtown
- Socially responsible planning should be done for key buildings in the downtown
- Business Retention is a priority, however, not sure “who is on first”. Need to clearly articulate the team and what tools are available to assist business (note one business in attendance who needed immediate help with relocation)
- Gap in the business mix of the 12-19 year old group demographic, which represents 10% of the populations who feel not welcome downtown and creates wandering teens

- Question from an attendee: is there a ratio of retail to service business for a vibrant downtown? Also are there methods to control the ratio via zoning
- Recommendation from attendee that the plan, or some planning should be done to bridge all the economic generators, particularly the downtown and Industrial Park

2. Commercial Centers Work Session

- Discussion about Buying Local. An attendee mentioned a website call New Rules Project, The Institute for Local Self-Reliance (ILSR), www.newrules.org.
- The Business Alliance for Local Living Economies is also a good resource for Think Local First. www.livingeconomies.org
- An attendee asked about implementing a Buy Local Campaign – several other attendees noted there was a campaign by the Chamber Benicia First. The Buy Local Campaign may need to be “refreshed”. <http://www.newrules.org/retail/tools-growing-local-businesses>
- Agreement that there needed to be better Internal Marketing to Benicia’s residents
- Technology in the Downtown may also need to be evaluated
- Trader Joe’s is a desired business and should be targeted
- Recommendation from attendee to look at what big boxes offer that we would like to have in the community and that are not currently being offered, be entrepreneurial and design own small footprint stores to provide those goods
- Should also have connections with businesses in Napa to promote their products locally

3. Benicia Industrial Park

- Communications on the status of the DTSC needs to be improved. Quarterly Meeting w/property owners was promised but have been missed. Brad Kilger, City Manager, responded to direct inquiry and status and acknowledged could do a better job of informing owners and those affected
- Rail most likely not viable
- Toll are a cost factor that is being considered by companies when looking for a location.

October 25, 2011 Joint City Council & Economic Development Board Work Session Notes

The draft Business Development Action Plan was reviewed with the Council and EDB by sections, with comments from public at end of each section:

Section 1 – Situational Analysis

- Reallocation of staff time
- Parking study (revisit)
- Timeline – entry to recession late / may come out late
- Historic Overlay affects the location of businesses
- Width of First Street – build-outs, vehicular & pedestrian traffic
- Rents downtown – price of rents attracts new business
- Building bridges between 3 economic generators
- Merchants have a voice
- DTSC in Industrial Park
- Higher rent, higher occupancy – better infrastructure

Section 2 – Assessment Findings

- Views of the waterfront are an asset, should take better advantage of it
- Coastal Conservancy Master Plan
- Majestic Theater – explore asset that could be better used
 - Majestic Theater Corporation is 501 (c) (3) – Larry Whitney
- Specific ways businesses are/can be collaborating between the 3 economic generators – downtown, Arsenal and Benicia Industrial Park
- Need a map to help tie everything together (this would help residents better understand what is available)
- Revenue from Industrial Park not sufficiently considered in budget. Need to continue to focus on this
- Refocus on commercial centers and Industrial Park
- Working together to achieve results is important
- Who takes the lead?
- Need examples or Best Practices of similar demographics
 - Industrial Park, commercial centers, population downtown
 - Uniqueness creates opportunity
- Employees in vibrant commercial park will drive to other retail businesses

Section 3 – Business Development Action Plan

- Zoning – priority streamlined permitting
- CEQA – Environmental Review/Plan

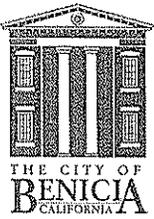
Section 4 – Implementing the Action

- How do We Measure Success?
 - Performance Measurement Tool (add bullet 120 day launch schedule)

- BIP Infrastructure Priorities – future
- Matrix for Assessment/Action (EDB)
- Incubator
- Benchmarking/Measurement
- Technical Advisory Taskforce
- BIPA list of needs/priorities with staff help
- Website Business Directory

Final Comments

The City Council and the Economic Development Board accepted the Draft Business Development Action Plan and directed staff to move forward with implementation of the 120-day launch for priorities with the added performance measures and reporting back to Council at the end of that time.



Benicia Business
Development Team
Office of Economic
Development

Business Development Action Plan

A Call to Action for Benicia's Economic Future

February, 2012

Background

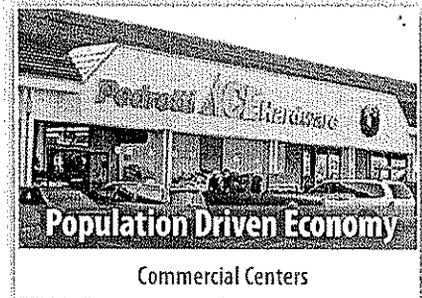
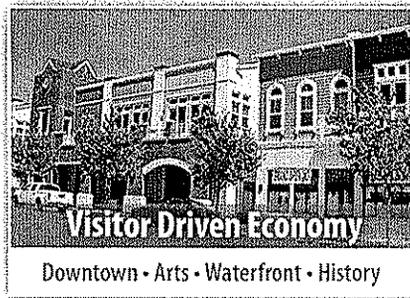
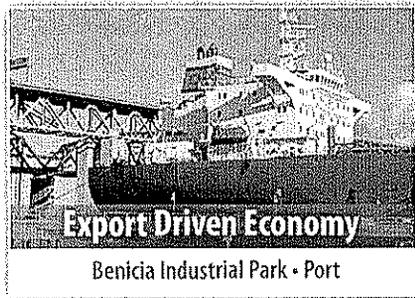
From July 2011 through September 2011 a team of professionals in economic development, downtown and retail development were assigned to work with the City to update the 2007 Economic Development Strategy. The goal was to create a Business Development Action Plan which focused activities and action over the 18-36 months on 1) economic prosperity and jobs and 2) generate/increase city revenues to maintain and support the quality of life Benicia's residents enjoy.

Process

The strategic planning process included in-depth of assessment of Benicia's past activities and current situation, input from community and businesses and with staff preparation of the Business Development Action Plan.

"Given the current economic turmoil and declining revenues of local government, it is prudent for cities to re-evaluate and adjust their economic (activities that encourage economic growth) and business development (activities focused on business) action plans to address current issues and opportunities."

CITY MANAGER, BRAD KILGER, JULY 2011



Findings

Benicia has three distinct economic generators, 1) Benicia Industrial Park & Port exporting goods and services outside the region, 2) Commercial Centers & Downtown providing goods and services to local residents and 3) Downtown & Arsenal attracting visitors from outside Benicia.

A retail market analysis indicates opportunity for additional businesses to serve the local market in both Downtown and Commercial Centers. The efforts over the past years in Tourism have built an excellent base for attracting visitors which should be continued to continually build Benicia's brand. The Benicia Industrial Park is the most significant economic driver in the City contributing nearly 50% of the business-driven tax revenue to the City.

Business Development Action Plan (BDAP)

The BDAP recommended a realignment/balance of economic development efforts with the Benicia Industrial Park as a priority and the adoption of mantra for Tourism/Downtown activities “Working Together to Achieve Results.”

The BDAP aligns with the City’s General Plan, includes three key initiatives, 22 strategies and 100 short- mid- and long-term actions to accomplish the goals of economic prosperity, jobs and maintaining city revenues.

The full report can be downloaded at: www.ci.benicia.ca.us (go to Business Services, then choose Document Library).

Key Initiative – Benicia Industrial Park

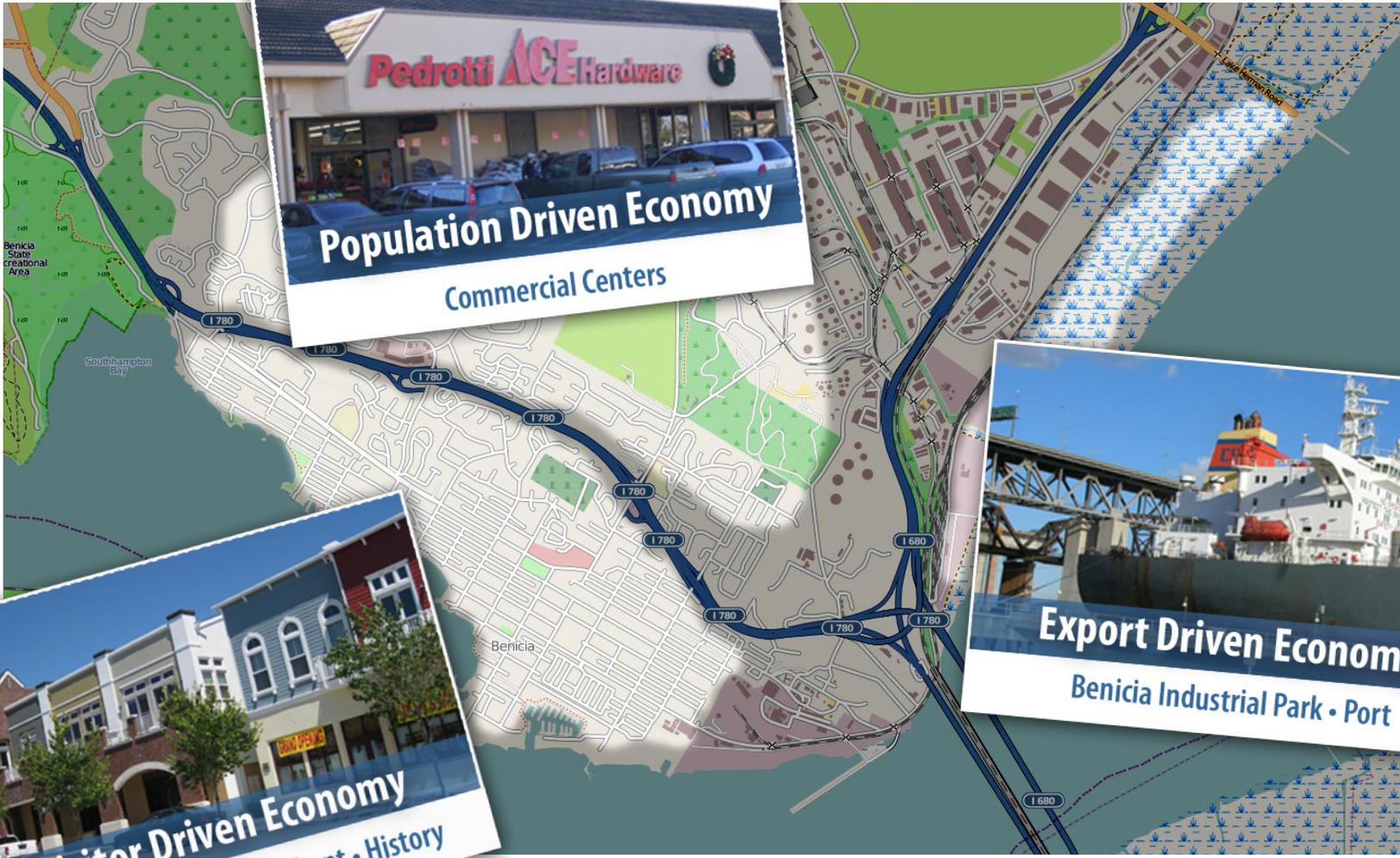
1. Initiate a formal *Business Retention & Expansion Program*
2. Work with BIPA on *Industrial Park Competitiveness Plan*
3. Address *Infrastructure Needs* in the Industrial Park
4. Streamline *Permitting Process*
5. Inventory and Assess Competitiveness of *Sites & Buildings*
6. Develop *Business Resources and Incentives*, Economic Development Tool Box
7. Create an Economic Development *Website*
8. Initiate a *Business Attraction Program*
9. *Document, Report and Measure Progress*

Key Initiative – Downtown & Tourism

1. Complete *BID Feasibility Study*
2. Continue to Support *Benicia Main Street*
3. Initiate a *Downtown Business Retention & Attraction Program*
4. Address *Streamlining Permit Process for Downtown Businesses*
5. Prioritize *Capital Improvements* for Downtown and Develop Timeline
6. Encourage *Collaboration*
7. Continue *Wolf Communications Marketing Contract*
8. Provide *Support to Marketing Campaign*
9. Build capacity of Tourism Committee to encourage *Collaboration*
10. Development an *Annual Tourism Work Plan*

Key Initiative – Commercial Centers

1. *Outreach* to Benicia’s Commercial Centers Owners/Managers
2. Implement Business Walk as Key Element of *Business Retention*
3. Develop Timeline and Material for *Retail Business Attraction* for Vacant Facilities.




Population Driven Economy
Commercial Centers



Visitor Driven Economy
Downtown • Arts • Waterfront • History



Export Driven Economy
Benicia Industrial Park • Port

Business Development Action Plan
A Call to Action for a Sustainable Economic Future
Benicia, California March 2012

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3. Commercial Business Clustering Guidelines
4. Sample Commercial Targets & Marketing Campaigns
5. LoopNet Property for Lease and 10,000-100,000 sq. ft. Facility Search & Map
6. Sample – Industrial Attraction Research & Marketing
7. Proposed BIP Sustainable Management Program
8. Sample – “Lafayette Green” Business Recognition
9. Sample – San Jose Business Cooperation Program
10. Sample Plan Check Flowcharts
11. Applied Economics, MetroComp
12. Applied Economics, Economic Impact Analysis
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Reference Materials:

Reports:

- Benicia General Plan, adopted June 15, 1999
- City of Benicia, Strategic Plan FY 2009-2011
- City of Benicia, Climate Action Plan, 2010
- 2007 Economic Development Strategy
- Downtown Mixed Use Master Plan, Sept 2007
- Strategic Tourism Marketing Plan, April 2, 2008
- Benicia Downtown Market Study, October 2002
- 1995 Economic Development Strategy
- BIP Needs Assessment, Sept 15, 2010 / BIP Broadband Survey Report
- Lower Arsenal Mixed Use Specific Plan, March 30, 2007
- Benicia Climate Action Plan, www.BeniciaClimateActionPlan.com
- Diablo Innovation Alliance, Regional Innovation Cluster Strategic Action Plan, 2011
- Colliers International Research & Forecast Reports

Internal Reports, Memos, Documents:

- Economic Development Board, Business Retention & Recruitment Committee Goals
- www.ci.benicia.ca.us
 - Benicia Community Profile, March 2006 – Business Economic Outlook
 - Cleantech Opportunities & Issues, July 2008
 - LoopNet Properties for Lease
 - Jan 2009, Memo – Status Capital Projects BIP
- Various Staff Memos & Reports to City Manager & EDB
- Sample Fee Deferral Agreements
- Status of CDBG
- Benicia Industrial Park Data Sheet, 2011 / June 7, 2001 BIP Information Request
- Tourism Marketing Update June 21, 2011
- Annual Financial Report, Jun 30, 2010; Proposed Budget; Taxable Sales Data (Sales Tax Data is prepared by HdL for the City of Benicia)

Articles

May 26, Benicia Herald, *Chamber Committee promotes “green” biz*

How the Bay Area Helped the Union with the Civil War

Downtown Napa, *Time to Wine and Dine: Do Napa Campaign Sheds New Light on Downtown Napa*

Energy Newsletter *Guide Makes Solar Power Accessible to Small Businesses and Local Governments*

Trumer Brauerei Awarded Grant for Energy-Saving Ozone System – Sustainable Energy Associates

Introduction and Summary

The City of Benicia is a small¹, waterfront community with a unique history as one of California's Capitols (1853-1854), and a Civil War military post. Today, Benicia boasts a historic Museum and Camel Barns, a beautiful waterfront pier and marina and a high quality of life for its residents.

To build on its history and waterfront location along the Carquinez Strait, as well as its burgeoning artist community and downtown (First Street), a tourism campaign was initiated in 2008 to bring tourists, "**Benicia, A Great Day by the Bay**". In 2010 Sunset Magazine ran a 2-page article promoting Benicia, "an East Bay day trip".

In addition to the City's natural resources and beauty, the Benicia Port and the Benicia Industrial Park drive the economic strength of the City. The Benicia Industrial Park (BIP) has more than 8 million square feet, 450 businesses and 6,500 employees and is home to diverse anchors such as Valero Refinery, Dunlop Manufacturing, BioRad Laboratories and Schoenstein & Co. Pipe Organs, the oldest and most successful pipe organ manufacturer in the Western United States.

Project Purpose

Given the current economic turmoil, private and public, and declining revenues of local government, it is prudent for cities to re-evaluate and adjust their economic (*activities that encourage economic growth*) and business development (*activities focused on business*) action plans to address current issues and opportunities. As part of evaluating and updating actions for economic development, a team of experienced economic development and downtown/tourism professionals conducted an assessment of past activities. Purpose is to learn from the past, plan for the future and take advantage of current opportunities.

¹ Population as Jan 2011, 27,118, CA Dept. of Finance, US Census



The City of Benicia created and Council adopted an Economic Development Plan in 1994-95 and updated the strategy in 2007. Many of the initiatives outlined in the 2007 Economic Development Strategy have been accomplished (Section 2.0). The City has also made significant capital investments in projects related to economic development and has provided operating funds to various organizations, particularly for tourism activities (Section 1.2).

The Benicia Economic Development Board, appointed by the Council, has provided guidance to implementing economic development actions, both business development and tourism.

The intent of this project is to create a *Business Development Action Plan*, based on the assessment. The Action Plan should be an addendum to the 2007 Economic Development Strategy, which will reflect actions that are needed in the current economic environment. The 2007 Economic Development Strategy will still need to be updated, but the economic situation requires immediate action.

The objectives of the Business Development Action Plan are to focus activities and actions that will:

- ▲ continue to create economic prosperity and jobs for the community, and,
- ▲ in the near term generate and increase tax revenues to maintain and support the quality of life Benicia’s residents enjoy.

Business Development Action Report/Process

The report is divided into four sections:

1.0 Situational Analysis. This section outlines the “current situation” regarding the local economy and initiatives.

Tasks included:

- 1.) Review of the General Plan and Economic Development Element to identify economic development goals,
- 2.) Review of existing reports and studies,
- 3.) Analysis of economic indicators, comparing Benicia to Solano County and the California State Average from 2005 to present,
- 4.) Preparation of a retail market analysis,
- 5.) Competitive assessment of the industrial park/properties,
- 6.) Defining the City’s key economic drivers,
- 7.) Status of project implementation of the 2007 Economic Development Strategy,
- 8.) Synthesis of City’s investment in organizations, programs and capital improvements, and,
- 9.) Review of organizational operations, participants in economic development and dedicated staff time.

2.0 Economic Development Assessment. The Economic Development Assessment is based on the theory that economic prosperity is derived from three interrelated economic generators and activity:

- 1) *Export-Oriented* – businesses producing goods and services in Benicia but selling them outside the city bringing new dollars to the community;
- 2) *Population Driven* – the demand for and purchase of goods and services by the local resident at local businesses; and
- 3) *Visitor Potential* – the potential for visitors (those living outside of Benicia) to spend at local businesses.



Using these categories, the Economic Development Assessment encapsulates the ***Strengths-Assets, Challenges and Opportunities*** of Benicia’s three economic generators and employment centers:

- Benicia Industrial Park,
- Commercial Centers, and
- Tourism related activities including Downtown, Arts, History, Waterfront and Recreational Activities.

3.0 Business Development Action Plan. Based on the assessment and consultant findings, the Business Development Action Plan recommends specific actions to increase economic activity (prosperity, jobs and revenues) over the next 18-24 months.

4.0 Implementing the Business Development Action Plan. This section provides recommendations for implementing and operationalizing the Business Development Action Plan.

Key Findings

Economic expansion is critical to maintaining and growing the City of Benicia’s operating budget to provide basic community infrastructure and services.

Benicia is unique in that it has three economic generators – export-oriented businesses, commercial centers serving residents and numerous venues and events for the visitor (see Section 2.0 for further description).

Over 47% of the City’s revenue is directly attributed to business activity with 39% contributed by the businesses located in the Benicia Industrial Park.

The largest economic and revenue drivers for the City are the businesses in the Benicia Industrial Park (BIP). However, newer and more modern industrial parks, properties and buildings have been developed in the surrounding communities since the Benicia Industrial Park was first built, mitigating the BIP’s once “coveted” competitive advantages of location, highway access and port facilities.

For the City to maintain its Quality of Life – support arts, parks, schools, safety, good road, et al – the Benicia Industrial Park must be a thriving economic engine generating revenue. With the age and condition of the Park and nearby state-of-the-art industrial properties, the City will need to become more aggressive and strategic to compete for new businesses and to retain existing ones.

The City’s “seeding” and implementation of tourism initiatives have generated some early results and should be continued. Future priorities should include increased collaboration among stakeholder

groups and creation of both an annual work plan and a comprehensive tourism strategy.

Downtown Benicia is the core commercial, civic, cultural and social center in the City. It has made continual improvement—both physically (streetscape, promenade) and economically, with overall good first floor occupancy (92%), and a multitude of strong events. Leveraging this momentum, it can now turn more attention to sustaining established businesses and targeting merchandise/other niches to fill vacant space.

As noted in Section 2.0, the City has many opportunities for economic growth in all three economic generators, such as:

- 10.) Working with existing businesses on expansion plans;
- 11.) Industrial space available to attract new businesses;
- 12.) Retail sales leakage of \$341 million annually with the potential to fill numerous retail niches; and
- 13.) Available commercial and retail spaces.

These opportunities and actions are addressed in Section 3.0 *Business Development Action Plan*.

To successfully implement economic development activities for all three *economic generators* it will take **community collaboration, partnership on strategies and activities and prioritizing to get results**. No one group can do it alone – it will take working together and developing consensus on moving forward actions.

This Business Development Action Plan will challenge the city to be strategic, focused, more responsive to business, competitive in the marketplace and earn a “business friendly” reputation.

Section 1.0 Situational Analysis

The City of Benicia’s economic development is guided by several documents and reports. The goals² for economic development are embodied in the **City’s General Plan and Economic Development Element**, the long-range vision for the City. The City also updates an annual Strategic Plan³ which addresses strategies over a two year period, tied to current budgets, which provides shorter-term objectives that directly relate to the goals of the General Plan and 2007 Economic Development Strategy.

In addition to the General Plan, several reports and studies support economic development initiatives:

- 14.) 1995 Economic Development Strategy
- 15.) 2007 Economic Development Strategy
- 16.) Strategic Tourism Marketing Plan, April 2008
- 17.) Benicia Downtown Market Study, October 2002
- 18.) Lower Arsenal Development Plan

The status of the 2007 Economic Development Strategy is outlined in Section 1.2. The 2007 Strategy priorities focused on developing

- 1.) tourism plan/brand, encouraging first-floor retail uses, fund a Business Improvement District and capital improvement in downtown and
- 2.) update zoning code to encourage clean-tech and research/development, technology needs assessment and fee deferral program.

² Benicia General Plan, June 15, 1999, Chapter 2-B, pages 37-& 3; and 2007 Economic Development Strategy

³ City of Benicia, Strategic Plan, FY 2009-2011, www.ci.benicia.ca, Strategic Plan

Economic Development Goals City of Benicia General Plan Chapter 2-B – Economic Development Element

- Goal 2.5: Facilitate and encourage new uses and development which provide substantial and sustainable fiscal and economic benefits to the City and the community while maintaining health, safety and quality of life.
- Goal 2.6: Attract and retain a balance of different kinds of industrial uses to Benicia.
- Goal 2.7: Attract and retain industrial facilities that provide fiscal and economic benefits to – and meet the present and future needs of – Benicia.
- Goal 2.8: Maintain the viability of the Port now and in the future to benefit the City of Benicia.
- Goal 2.9: Ensure adequate land for Port activity.
- Goal 2.10: Provide for carefully-defined visual and physical public access where security and safety considerations permit.
- Goal 2.11: Encourage the retention and continued evolution of the lower Arsenal into a historic, cultural, commercial, industrial center of mutually compatible uses.
- Goal 2.12: Strengthen the Downtown as the City’s central commercial zone.
- Goal 2.13: Support the economic viability of existing commercial centers.

As noted in Section 1.2 most of these priorities have been acted upon and completed.

The Strategy also identified “benchmarks” for measuring progress which have also been included in Section 1.2

This Section, 1.0, of the Business Development Action Plan provides an overview of the current situation in the City of Benicia as it relates to economic development, including:

- 1.1 Economic Development Organizational Structure
- 1.2 Status of the 2007 Economic Development Strategy
- 1.3 Economic Indicators 2005-Current
- 1.4 Retail Market Indicators, July 2011
- 1.5 Key Drivers of the Economy and City Revenue

1.1 Economic Development Organizational Structure

For the City, economic development is the responsibility of The **Economic Development Division**, which is assigned to the **City Manager's Office**. Economic Development Division is responsible for implementing the adopted Economic Development Strategy (2007), facilitating businesses relocating to or expanding within Benicia, monitoring the status of the City's economy, recommending strategies, initiatives, and projects to improve economic vitality citywide, and representing the City's developable real estate interests⁴.

City of Benicia, Economic Development Board

The Economic Development Division also serves as staff liaison to the **Economic Development Board (EDB)** which is appointed by the City Council. The Board serves to identify and investigate economic development needs and opportunities in the City and annually make recommendations to the Council regarding those needs and opportunities on both a short and long-term basis. There are seven members on the Board each serving four year terms and there are two subcommittees, *Business Retention & Recruitment and Tourism Committee*.

"Economic Development Division is responsible for implementing the adopted Economic Development Strategy (2007), facilitating businesses relocating to or expanding within Benicia, monitoring the status of the City's economy, recommending strategies, initiatives, and projects to improve economic vitality citywide, and representing the City's developable real estate interests."

The Tourism Committee formed in December 2008, which includes representatives of organizations and groups (restaurants, lodging, merchants, Benicia Main Street, historical, visual arts, glass arts, performing arts, real estate, transportation, marketing, Chamber of Commerce, recreation, public) involved in Tourism to coordinate local visitor attraction efforts. After a brief hiatus in late 2010/early 2011, the Tourism Committee has recently been re-engaged and meeting monthly.

⁴ http://www.ci.benicia.ca.us/index.asp?Type=B_BASIC&SEC=%7BFE4A1884-3AE3-4F59-AFEC-C7012F0B1E93%7D

The Business Retention and Recruitment Sub-committee was formed in early 2010 and has developed a preliminary list of goals⁵:

- 1) Organize, develop, and institute an Ambassadorship and Ombudsman program between EDB, local business, and City staff.
- 2) Encourage a culture at City Hall of business promotion.
- 3) Develop a one-stop-shop program to make doing business with the City as efficient as possible.
- 4) Provide awareness of government programs and grants available to our business community.
- 5) Develop incentives for businesses & property owners.
- 6) Solicit Specific Targeted Businesses or Types of Businesses.

These sub-committee goals have been incorporated in the Business Development Action Plan.

Economic Development Division Staff

Economic Development has always been an initiative for the City of Benicia but has ebbed and flowed over the years. One of the first economic development strategies was adopted in 1995 as a 5-year strategy. In 1999 the General Plan Economic Element was adopted and in 2007 a new Economic Development Strategy was prepared.

Staffing for Economic Development has varied since 2000:

2000-2002 – Full-time Assistant City Manager/Economic Development Director and half-time support, Administrative Secretary. The position was reclassified to Assistant City Manager to a full time Economic Development Manager reporting to the City Manager after Assistant City Manager left in 2002.

2002-2008 –Economic Development Manager was full time with Administrative Secretary support but at 30% time.

2008-2010 – After a personal leave of absence, the ED Manager was part-time (3 days a week) Economic Development Manager with a full-time budgeted Administrative Secretary.

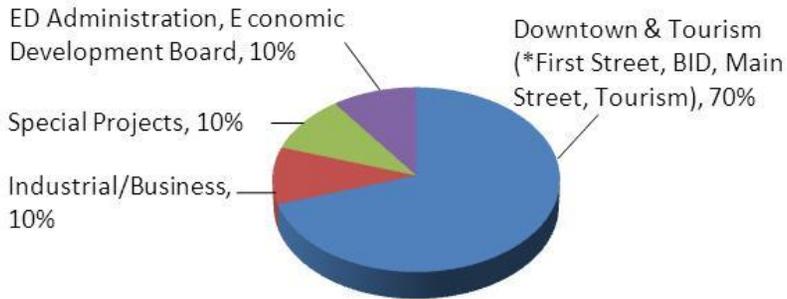
Oct. 2010-Present: Management Analyst on loan from City’s Parks & Community Services Department is Acting Economic Development Manager (full time) with support from Administrative Secretary at approximately 30%.

Ultimate responsibility of Economic Development is with the City Manager. New City Manager was appointed in late 2010. His economic development background and experience were among the reasons for his selection, an indication of the Council’s priority for economic development.

The pie charts on the following page indicate the economic development activity percent of time spent by the Acting Economic Development Manager and the Administrative Secretary. The City Manager is also expending approximately 15-20% of his time on economic development along with 5% from other city staff participating on projects.

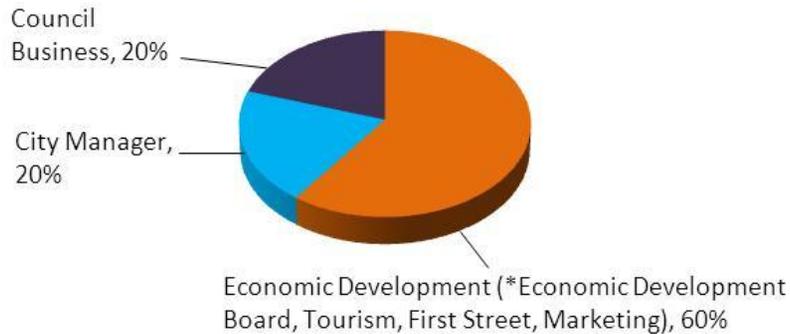
⁵ Economic Development Board, Feb 23, 2011, Agenda Item – Business Retention/Recruitment Sub-Committee Draft Report

**Economic Development Staff – Management Analyst*
Acting Economic Development Manager
% Time Spent – Duties**



*Note: Additional 15% is dedicated to Parks & Community Services

**Economic Development Staff –
Administrative Secretary
% Time Spent - Duties**



The Economic Development Division operating budget includes contracts for tourism and downtown services, memberships and a small amount for development of materials and other contract services.

Economic Development in Benicia involves not only the City but many other organizations, particularly organizations involved with attracting visitors – downtown, arts, history and recreation.

**Chart 1 – City of Benicia Economic Development Division
2011-12 Operating Budget**

Main Street (contract)	\$127,000
Wolf Communications (contract)	\$50,000
Sunset Weekend	\$3,000
Civitas Advisors (2007 Strategy BID Feasibility/Formation)	\$10,000
Chamber of Commerce (membership)	\$6,200
Solano EDC (membership)	\$9,500
Solano SBDC (contract)	\$3,000
Materials, Brochures	\$3,000
Training, Travel, Memberships, Misc. Publications	\$4,500
Contract Services – Miscellaneous	\$12,500
Total Economic Development Operating Budget (not including staffing)	\$233,700

Figure 1 – *Benicia Economic Development Program – Current*, below is graphically overview of the current economic development program, including guiding reports, existing and active initiatives and projects as well as management and collaboration tasks.

The current program focus has been Tourism, Downtown and special projects.



Economic Development in Benicia involves not only the City but many other organizations, both formal organized entities and informal groups or individuals. As indicated in Figure 2 there are many formal organizations involved with attracting visitors – downtown, arts, history and recreation – there are also many individuals interested and involved. Figure 2 is to provide an overview of the extent of those involved.



1.2 Status of the 2007 Economic Development Strategy

The 2007 Economic Development Strategy focused on three priority actions aligned with the overall goals of the General Plan:

1. Increasing Tourism,
2. Supporting and maintaining downtown as the community core, and
3. Increasing research and development (R&D) and campus-style office uses in the Benicia Industrial Park (BIP), through zoning changes, incentives or other means.

Chart 2 is an overview of the recommendations and project status of the 2007 Economic Development Strategy:

Chart 2 – 2007 Economic Development Strategy – Recommendations & Status	
Recommendations	Status
1. Develop a tourism plan for the community, starting with a tourism brand, which will drive future marketing programs and partnerships with the City and private sector.	<ul style="list-style-type: none"> ◆ Tourism Plan completed (2008), through Wolf Communications contract (October 2009 and ongoing) and City staff support, implemented branding, advertising, web site, media relations, social media, Sunset Celebration Weekend, etc. ◆ Implemented directional and interpretative signage upgrades. ◆ Hosted successful Sunset Magazine bus tour event. ◆ Refined and implemented expanded downtown Benicia event calendar.
2. Encourage first-floor retail uses on First Street.	<ul style="list-style-type: none"> ◆ Mixed Use Master Plan (DMUMP) adopted in 2007 encourages ground floor retail in First Street core and recommends design and code approaches to encourage same. ◆ Main Street Benicia promotes retail uses on ground floor.
3. Fund Business Improvement District (BID) start-up costs if requested by a ratepayers' committee.	<ul style="list-style-type: none"> ◆ Awarded contract to Civitas (April 2011) to complete feasibility study; ongoing.
4. Invest in capital improvements downtown: <ul style="list-style-type: none"> • First Street tourism-oriented beautification - plaza and more benches on street, nighttime accent lighting on trees and/or street poles, hanging flower baskets, wayfinding signage, information kiosk, etc. 	<ul style="list-style-type: none"> ◆ Benches have been added. ◆ Nighttime accent lighting on trees and street poles, under review. ◆ Way finding signage created.

Chart 3 – 2007 Economic Development Strategy – Recommendations & Status

Recommendations	Status
<ul style="list-style-type: none"> • First Street circulation and parking improvements - bulbouts at crosswalks, crosswalk improvements (special paving, lighting, etc.), implement angled parking (or painted Ts), use trolley for special events. • Develop E Street lot as mixed-use residential over commercial building with public parking component. • News rack ordinance leading to standardized racks. 	<ul style="list-style-type: none"> ◆ Parking Study completed. ◆ Mixed Use Master Plan (DMUMP) addresses circulation improvements. ◆ City actively pursued E Street lot development with private developer; on hold due to economy. ◆ Painted Ts installed. ◆ Bicycle Racks to be installed ◆ News rack ordinance enacted <p><i>Note: City actively pursued E Street lot development with private developer which is currently on hold due to economy. It should be noted that comments given to the city reflected the process was not inclusive or consensus building which leads to fragmentation.</i></p>
<p>5. Update Zoning Code to encourage clean energy, high-tech, research and development (R&D) uses in industrial districts, and/or create new overlay for certain technology uses without discouraging existing businesses</p>	<ul style="list-style-type: none"> ◆ The intent of this recommendation was to articulate “permitted uses” as part of marketing and attraction and to ensure certainty in the process and minimize the company’s entitlement time and costs. Nov 2009 staff submitted report with recommendations which was supported by a letter from BIPA. As of Sept 2011, staff has submitted changes to Planning Commission who has requested some revisions which are being worked on and will be brought back to Planning Commission. <p><i>Note: The current industrial use classifications⁶ allow for a breadth of permitted uses in the industrial park, including clean energy, high-tech, and R&D. The code allows staff flexibility in determinations. The intent of the recommendation was to provide certainty on the process. This could be accomplished with internal staff processes and promotion of a “fast-tracked” or streamlined process.</i></p>
<p>6. Work with Benicia Industrial Park Association (BIPA) to conduct technology needs assessment for present and future Industrial Park users; implement its recommendations.</p>	<ul style="list-style-type: none"> ◆ BIP Broadband Survey and Final Report were completed September, 2010⁷. Over 30% of the BIP tenants believe Internet services are inadequate and 20% feel connections are insufficient. This report provides data on the level of broadband usage, amount of current broadband that’s being met and the potential demand for broadband services 3-5 years out. City has had initial meetings with service providers. This is an on-going initiative.

⁶ Benicia Municipal Code, Chapter 17.16 Use Classifications, 17.16.060 Industrial Use Classifications, <http://www.codepublishing.com/ca/benicia/>

⁷ Broadband Needs Assessment for the Benicia Industrial Park, Prepared by Successful.com, September 15, 2010

Chart 4 – 2007 Economic Development Strategy – Recommendations & Status

Recommendations	Status
7. Revise fee deferral program to target high-wage job growth; consider sales tax rebates and other financial incentives only for high-wage paying companies	<ul style="list-style-type: none"> ◆ The action requested “revising” a fee deferral program, however, there has not been and there is currently no formal “fee deferral policy”. Deferrals have been used on a case-by-case basis, such as, Holiday Inn Express, a multi-family project and Insight Glass. Fee deferrals are based on a repayment plus interest. Also a sales tax sharing agreement was used with the Bio Rad project. Criteria for any incentive offering, fee deferral or sales tax sharing, is based on the economic impact of a project to the city – retention or attraction of jobs and tax base.

The **2007 Economic Development Strategy** also recommended key benchmarks, illustrated below in the matrix is 2006 benchmarks recommended and 2010 benchmark data. Data reference for 2006 Economic Development Strategy, pages 8-10, 2010 data source City of Benicia records.

Chart 5 – Benchmarks		
Downtown & Tourism Benchmarks	2006	2010
Sales Tax Revenue to City	\$204,981	\$156,978 ⁸
Jobs	477	355 ⁹
<i>Rental Rates (Source: LoopNet)</i>		
Retail	\$1.80-\$2.50	\$1-\$1.50
Office	\$2.00	\$1.25
Hotel Tax (TOT)*Holiday Inn Express opened 2009	\$200,011	\$279,320
Industrial Area Benchmarks	2006	2010
Sales Tax	\$3.8M	\$3.5M
Jobs	6,336	6,500
<i>Rental Rates (Source: Colliers International)</i>		
Warehouse	\$0.33-\$0.75	\$0.42
Manufacturing Flex	\$0.52-\$0.80	\$0.59-\$0.65

⁸ Sales Tax Data Source: City of Benicia, HdL Companies Sales Tax Data, Summary GEOS, CY 2010

⁹ City of Benicia Business License List, 2011

Since the adoption of the Economic Development Strategy the City has invested over \$1.5 million in organizations that support economic development, business development and tourism efforts in the City and nearly a \$1 million in Capital Improvements and Other Investments.

Chart 6 – City of Benicia Annual Organizational Funding				
Organization	2008	2009	2010	Current
Main Street	\$114,500	\$114,000	\$149,000	\$127,000
Arts	\$85,620	\$89,700	\$71,830	\$49,530
Museum	\$80,000	\$50,000	\$50,000	\$50,000
Theater Groups	\$10,550	\$10,675	\$8,545	\$9,260
Chamber of Commerce	\$5,990	\$6,045	\$6,045	\$6,200
Solano EDC	\$10,000	\$9,500	\$9,500	\$9,500
Solano SBDC	\$3,000	\$3,000	\$3,000	\$3,000
<i>Contracts Funded:</i>				
Tourism (contract)	--	\$140,000	\$140,000	\$57,000
BID Feasibility	--	--	--	\$20,000
Total Annual	\$309,660	\$422,920	\$437,920	\$331,490
Total 2008-2011				\$1,501,990

Chart 7– Capital Improvements and Other Investments, 2005-2010	
Project	Investment
First Street Peninsula Project – 2005	\$816,201
Benches & Trash Cans	\$10,000
Bicycle Racks	\$30,000
Signage – Way Finding	\$15,110
Tourism Advertising (beyond tourism contract)	\$25,598
Brochures-Tourism	\$7,595
Web Development	\$20,000
Rose Drive Bicycle/Pedestrian Bridge	\$2,500,000
Benicia Bridget to Jefferson	\$400,000
Total Investment	\$3,824,504

1.3 Economic Indicators Analysis 2005-2010¹⁰

For this report, Applied Economics conducted an Economic Indicator Analysis. The information looks at key economic indicators over a period of time (2005-2010) and compares City of Benicia to Solano County and the State of California (as a baseline average).

Indicators analyzed include population, quality of life, median income, labor force, economy, construction, taxable sales, municipal revenue and assessed value. The full analysis is included in the Appendix.

2005-2010 Benicia Economic Indicators Analysis Highlights
<ul style="list-style-type: none"> ◆ Almost no net new population growth, 0.1% growth. ◆ Lowest unemployment rate in Solano County and nearly 40% less than the State. ◆ Highest per capita income and median household income in Solano County, and 14% above state levels. ◆ Despite a 21% decline in retail sales, total taxable sales grew by 30%. ◆ Taxable per capita sales are 66% greater than the state and 59% greater than the county. ◆ Of the total taxable sales 69% are from non-retail sales. ◆ Over 86% of the businesses have less than 10 employees. ◆ 19% of Benicia’s employment is in basic industries. ◆ Significantly higher share of manufacturing compared to state (19% vs. 10%), a positive factor for economic stability. ◆ Rank high for patents issued and new business formation. ◆ SAT Score 110% of the state. ◆ The largest share of revenue to the City is local taxes.

Benicia’s Top 10 Private Employers 2010	
Valero Refining Co	516
Dunlop Manufacturing Inc.	248
Cytosport	221
Bio-Rad Laboratories	209
Coca-Cola Enterprises, Inc.	162
Valley Fine Foods Company, Inc.	133
The Pepsi Bottling Group	119
Radiator Express Warehouse, Inc.	106
Benicia Fabrication & Machine	104
Cycle Gear, Inc.	103

Source: City of Benicia, Economic Development Division, June 2011

¹⁰ Appendix – City of Benicia, Economic Indicators Report, 2005-2010, prepared by Applied Economics

As part of the Economic Analysis, a Benicia Local Business Taxonomy was prepared, Chart 6.

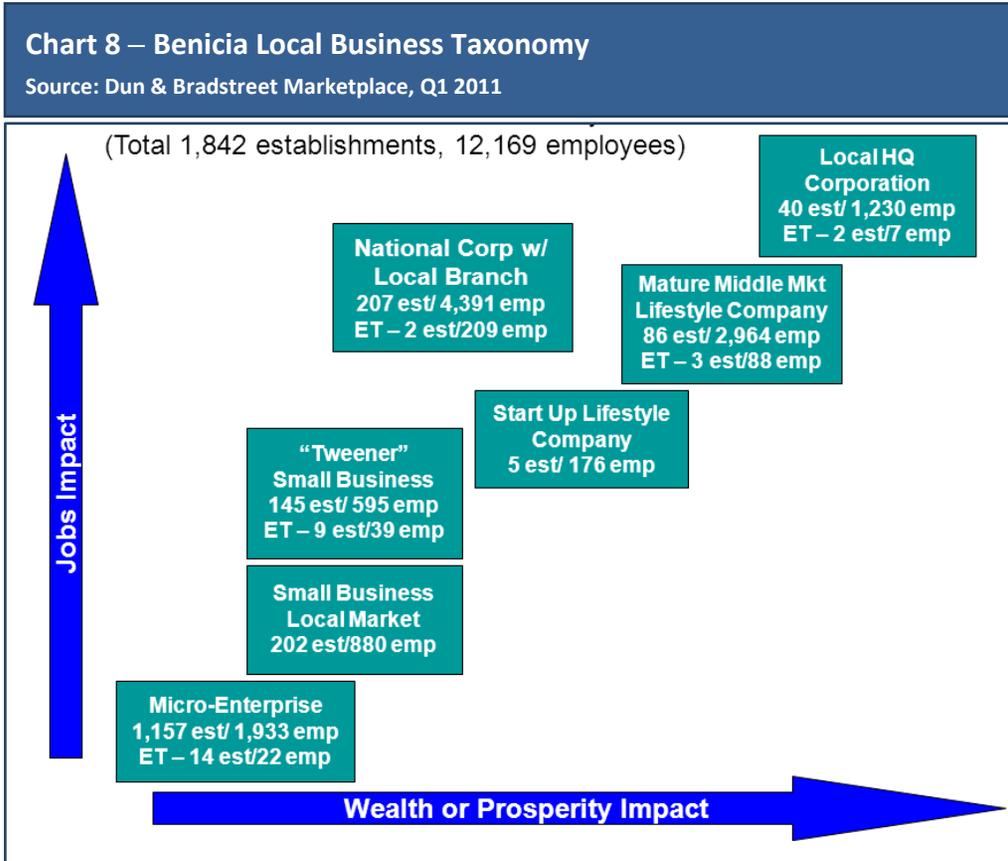
The Taxonomy Chart is a snapshot of the business **segments** based on both a jobs impact and a wealth/prosperity impact.

The purpose of the Taxonomy Chart is to diagram the type and mix of businesses in the City. Businesses are mainly categorized as:

- 1) *“Micro/small business”* which mainly serve the local market, with sales less-than \$1M and typically less-than 5 employees,
- 2) *“Small ‘tweener’ and start-up lifestyle”* businesses that serve a regional market, sales less-than \$5M, employees 10-50, and
- 3) *“Mature Mid-Market and Major Corporations”* are those who have growth potential for serving markets beyond Benicia, sales \$5-\$50M and more than 10 employees.

In addition to national corporations with a local branch, over 40 establishments consider Benicia their headquarters (no size criteria defined).

In each category there are emerging business sectors appearing, noted in each category as “ET”. Those businesses include energy conservation planning, custom programming, prepackaged software and surgical instruments. As identified in the Economic Indicators Analysis 86% of Benicia’s businesses have less than 10 employees.

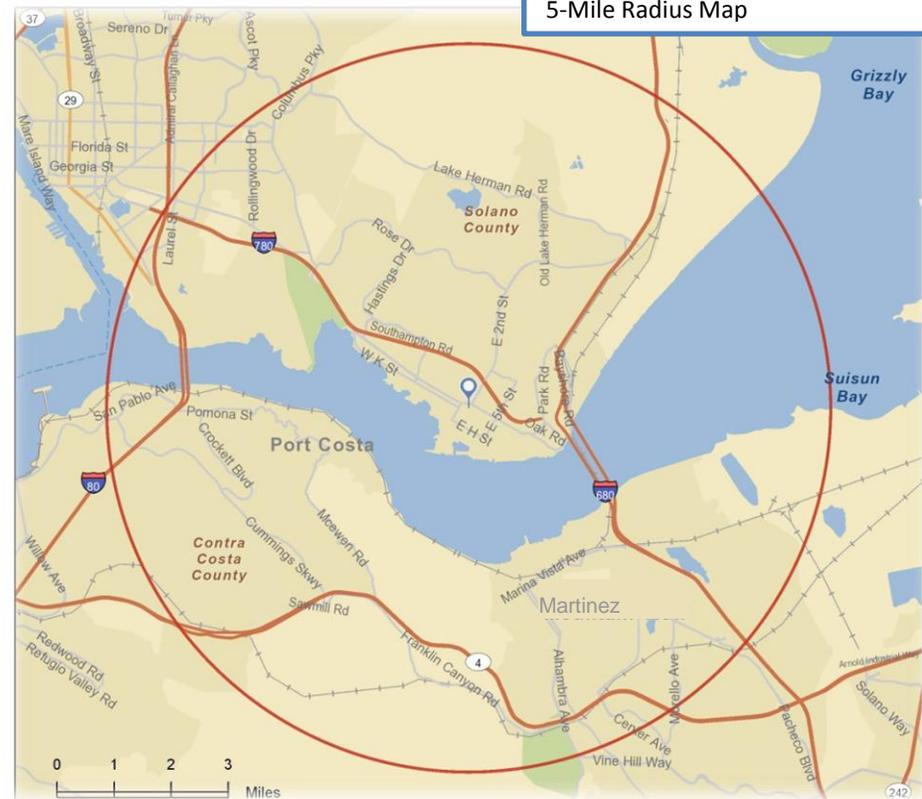


1.4 Retail Market Indicators, July 2011

An updated Retail Market Indicators¹¹ was prepared for this report; the previous analysis was conducted in 2002. Using various demographics and household data sources the Retail Market Indicators provides an overview of the retail market area, the Benicia market profile (referred to as the Tapestry Market Segments, consumer preference & purchases), visitor spending and the retail market potential.

2011 Benicia Retail Market Indicators Highlights

- ◆ Retail Market Area population of over 87,500 persons and 33,300 households.
- ◆ A large business marketplace of over 1,600 businesses and 12,800 employees in City of Benicia, generating demand for retail goods and services throughout the year.
- ◆ Retail sales leakage of nearly \$342 million (or 1.4 million sq. ft.) of retail space in the Market Area.
- ◆ Greatest untapped demand in General Merchandise, Restaurants and Apparel.
- ◆ With little or no population growth, Benicia is challenged to capture a greater share of existing market demand from residents, visitors and employees.
- ◆ Benicia's developable commercial acreage is limited for chain store and big box development, pointing to specialty and convenience goods as the 'best bets' for retail expansion and attraction.



The Retail Market Area is the geographic area from which the majority (75%-80%) of Benicia's customers emanates. This market area is used to estimate demand from local consumers. Visitor spending is not included.

¹¹ Appendix – Benicia Retail Market Indicators, July 2011, prepared by Marketek

Chart 9 – Competitive Regional Retail Centers

Vallejo

Vallejo Plaza Shopping Center – *Location:* 3505 Sonoma Blvd, Vallejo

Year Built: est. 2000 or newer *GLA:* 239,695 SF

Vacancy: 9,700 SF (4%) – spaces range from 1,210 SF to 2,956 SF

Asking Rent: \$9/SF/NNN for 2,956 SF to \$21/SF/NNN for 1,210 SF; Est. average asking rent is \$18/SF/NNN

Anchor: Dollar Tree

Cotenants: DD' s Discounters, Seafood City, Factory-2-U, Rent-A-Center, Togo' s, Starbucks, Bank of America, Les Schwab Tires, The UPS Store, Radio Shack, Eastwood Insurance, Labor Ready, Metro PCS, American General Finance

Gateway Plaza – *Location:* 114-173 Plaza Drive & Turner Pkwy, Vallejo

Year Built: est. mid 2000s *GLA:* 548,871

Vacancy: 56,767 SF (10%) – spaces range from 960 SF to 42,049 SF

Asking Rent: Negotiable

Major Tenants: Bed Bath & Beyond, Black Angus Restaurant, Century Theaters, Costco, CVS, Marshalls, Michaels, OfficeMax, Old Navy, Party City, Pep Boys, PETCO, Pier 1 Imports, Ross Dress For Less

Park Place – *Location:* Sonoma Boulevard and Solano Drive, Vallejo

Year Built: est. mid 1980s *GLA:* 150,766

Vacancy: 16,941 SF (11%) – spaces range from 1,200 SF to 3,720 SF

Asking Rent: Negotiable

Anchor Tenants: Raley's, 24 Hour Fitness, Aaron's

Cotenants: Aura 88 Hair Salon, Bank of the West, Bayside Family Optometry, Cigarette City, Fashion Mart, H&R Block, Hair Love Beauty Supply, Jiffy Lube, L&L Hawaiian Barbecue, London Nails, Paradise Jewelry, Park Place Wash 'n Dry, Rainbow Shops

Fairfield

Westfield Solano Shopping Center – *Location:* 1350 Travis Blvd, Fairfield

Year Built: pre-2000 *GLA:* est. 1,000,000 SF

Vacancy: unknown

Asking Rent: unknown

Anchors: Best Buy, JC Penney, Macys, Sears, Forever 21, Old Navy, Edwards Cinema Fairfield Stadium 16

Cotenants: Applebee's, AT&T Wireless Store, Hollister, Lane Bryant, Lens Crafters Radio Shack, Wet Seal

Winery Square – *Location:* 1955 West Texas Street, Fairfield

Year Built: unknown *GLA:* est. 186,240 SF

Vacancy: 15,230 SF (8%) – spaces ranging from 900 SF to 4,240 SF

Asking Rent: Negotiable

Anchors: Food Maxx, Walgreens

*A Wal-Mart-anchored center with a Dollar Tree is currently under construction in Fairfield

Martinez

Wal-Mart

Location: 1021 Arnold Drive, Martinez

GLA: est. 115,000 SF

Note: Additional competitor Retail Centers includes Vacaville outlets, Sun Valley, Concord, Broadway Plaza, and Walnut Creek. *See Appendix Retail Market Indicators, Competitive Regional Retail Centers.*

1.5 Industrial Park Competitiveness

The Benicia Industrial Park (BIP) is a key asset for Benicia. As noted in the Economic Indicators Analysis, Benicia is fortunate to have such a significant industrial base. Basic industries, those that bring in wealth from outside the area, make up approximately 19% of Benicia’s employment and generate approximately \$13.4 million in total tax revenue¹² to the City annually.

The BIP has approximately 1.5 million square feet vacant and available¹³ of the total 8 million square feet in the BIP, a 15-18% vacancy.

According to several real estate brokers interviewed competitor areas include Fairfield, Richmond, Vallejo and vacant buildings, which may or may not be in an industrial park setting but new in development and product offering.

Brokers interviewed noted that the age of the industrial park is a challenge; many of the competitor areas have new buildings and infrastructure which meet current requirements of users. They also indicated I-5 locations are also becoming very attractive to those companies with inbound and outbound trucking freight. There is also new demand for rail served sites because of the cost of truck transportation (fuel).

Inventory of available space is extremely high with over 19.8 million square feet of industrial space availability throughout the region¹⁴. Over 19 Industrial Parks are directly competing with the BIP as depicted in Chart 8 Industrial Park Competitors.

Address	Location	Size	Price	Features
1660 Lewis Brown Dr	Vallejo, CA	6,530 SF	Negotiable	Property Features> 6,530 total sq. ft.4,580 sq. ft. warehouse1,980 sq. ft. office> 3.05 gross...
101 Yola	Vallejo, CA	30,000±s.t		mezzanine showroom Keegan &
226 Curt	Vallejo, CA			This is an comprisim office for m
1080 Nin	Vallejo, CA	1,300 SF		Multi-tenar 1,300 SF t combined CB Richar
145 Vall	Vallejo, CA			Office with sewer, wa charges.
1175 Nin	Island (E			
Gasket Engineering	Richmond, CA	6,000 - 16,000 SF	\$7.20 /SF/Year	Approx. 16,000 sq. ft. in two contiguous building on a parcel of 30,056 sq. ft. For sale or...
Rheem Industrial Park	Richmond, CA	5,000 SF	\$6 /SF/Year	5 loading docks and secure cross docking building. Plenty of parking.
Rheem Industrial Park	Richmond, CA	5,000 - 14,130 SF	\$4.20 /SF/Year	30' Clear Height Warehouse, Heavy Power, Two loading docks, Gated facility, Drive in door, Office...
Central Avenue	Richmond, CA	900 - 10,500 SF	\$11.40 - \$13.20 /SF/Year	Nice Office R and D complex. 5150 sq.ft.
Cordelia Rd Investment Property	Cordelia, CA	16,000 - 50,800 SF	Negotiable	2 Industrial buildings totaling 50,800 sf I-80 visibility and signage Building #1 = 16,800 sf... Cassidy Turley BT Commercial
Fairfield Industrial Park	Cordelia, CA	6,400 SF	\$7.20 /SF/Year	Nice improve 1700sf offices + mezz storage Grubb & Ellis Walnut Creek
Fairfield Industrial Park	Cordelia, CA	750 - 6,200 SF	\$7.20 /SF/Year	Bay A2- Office: 4,500sf \$.65/\$1.25 Grubb & Ellis Walnut Creek
490 Edison Ct	Cordelia, CA	3,150 - 12,600 SF	\$9.60 /SF/Year	\$0.80/sf for warehouse and \$0.10/sf for yard. Office size BTS. Plan Occupancy Fall 2011... Grubb & Ellis Walnut Creek

¹² Tax Revenue Estimates (Sales, Property, Utility, Franchise, Business) FY 2011 Finance Department

¹³ LoopNet Search, properties 10,000-100,000 sq. ft.

¹⁴ Sources: Colliers International Research & Forecast Reports

Chart 10 – Industrial Park Competitors

City	Industrial or Business Park	Location	Zoning
Fairfield	Green Valley Corporate Park	I-80, I-680, Hwy 12	Industrial Business Park
	Green Valley Office Park	I-80, I-680, Hwy 12	Regional & Neighborhood Commercial
	Fairfield Corporate Commons	Suisun Valley Rd, adjacent to Solano Community College	Industrial Business Park
	Solano Business Park	Between Chadbourne Road and Beck Avenue	Limited Industrial, Industrial Business Park
	Busch Corporate Center	I-80 and Hwy 12	Limited Industrial, Industrial Business Park
	Tolenas Industrial Park	NE Fairfield along Air Base Parkway & Peabody Road	Heavy Industrial, Limited Industrial
	South Cordelia Park	I-680, along Fulton Drive	Limited Industrial
Vallejo	Gateway 80 Business Park	I-80 and Hwy 12	Light Industrial
	39 acre site	790 Derr Street	IU Industrial Use
Vacaville	Vacaville 140	I-80	Industrial Park & Ag 20
Dixon	Interstate 80 & State Hwy 113	I-80 & Hwy 113	Highway Commercial, Light Industrial, Office
Suisun City	Lambie Industrial Park/Creed Road	12 miles East of I-80 (East of Travis AFB)	Zoning: MG3 General Manufacturing, minimum 3 acres
Richmond	Pinole Point Business Park	Atlas Road & Giant Highway	Warehouse/distribution; manufacturing
	Richmond Distribution Center	211-213 Cutting Blvd, West	
	Regatta Business Center	I-580; immediate access to I-880	Industrial
	Harbour Business Center	I-580	M2 Zoning/R&D
	Britannia Business Center	3023-3075 Research Drive	
	Point Richmond Tech Center – Ph. I	Point Richmond historic downtown	
Point Richmond Tech Center – Ph. II	Point Richmond historic downtown		

Note: Bold Industrial Parks are main competitors.

Chart 9 provides an overview of the vacancy rates in the region for first and second quarter, 2011. Vacancy rates are an indicator of the competition in the market. Benicia’s main competitors also have high vacancy rates – available space for industry.

Chart 11 – Vacancy Rates Comparisons					
	Overall Office	Industrial/ Manufacturing	Warehouse	R&D Flex	Overall Industrial
Solano & Napa Counties	25.1%	12.4%	21.5%	15.4%	14.7%
Benicia	1.7%	15.4%	22.0%	8.8%	18.6%
Fairfield	31.1%	16.5%	11.4%	16.8%	12.7%
Vacaville	28.3%	13.0%	18.0%	65.4%	17.8%
Vallejo	10.9%	7.5%	n/a	n/a	5.9%
Walnut Creek/North I-680 Corridor	1.5%	10.9%	26.3%	14.3%	13.6%
Concord	17.5%	12.7%	6.6%	17.3%	12.9%
Pittsburg	n/a	4.2%	28.6%	n/a	9.2%
Martinez	n/a	8.9%	31.3%	14.3%	11.9%
Antioch	n/a	20.7%	27.6%	14.8%	23.8%
Oakland I-80/I-880 Corridor	15.7%	6.8%	10.3%	12.4%	8.8%
Richmond	n/a	19.7%	10.9%	8.7%	13.8%
Oakland	11.1%	4.9%	11.1%	n/a	6.9%
Stockton/San Joaquin County	19.5%	13.4%	16.6%	19.1%	15.6%
Sources: Colliers International Research & Forecast Reports: Fairfield: Solano & Napa Counties Q1 2011 Industrial & Q1 Office; Oakland Q2 2011 Industrial & Q2 Office; Walnut Creek/North I-680 Corridor Q1 2011 Industrial& Q2 Office; Stockton/San Joaquin County Q1 2011 Industrial & Q1 Office.					

Chart 10 shows the actual square footage available. According to brokers interviewed Fairfield and Richmond are the key competitors based on the type and size of buildings in their inventory.

Chart 12 – Vacant Square Feet					
	Overall Office	Industrial/ Manufacturing	Warehouse	R&D/Flex	Total Industrial
Solano & Napa Counties	1,162,881	1,574,788	4,225,322	294,835	6,094,945
Benicia	2,142	568,160	953,139	23,042	1,544,341
Fairfield	545,184	443,289	971,605	57,128	1,472,022
Vacaville	145,585	208,253	814,141	87,733	1,110,127
Vallejo	25,548	41,560	n/a	n/a	41,560
Walnut Creek/North I-680 Corridor	3,358,565	1,488,462	750,885	165,009	2,404,356
Concord	1,130,358	808,770	17,341	117,490	943,601
Pittsburg	n/a	129,786	230,471	n/a	383,951
Martinez	168,065	79,564	37,242	19,980	136,786
Antioch	n/a	336,33	454,050	16,801	807,189
Oakland I-80/I-880 Corridor	5,187,382	4,363,439	5,923,578	1,204,811	11,491,828
Richmond	703,449	1,003,606	465,760	298,533	1,767,899
Oakland	1,881,885	1,104,276	1,181,690	n/a	2,285,966

Sources: Colliers International Research & Forecast Reports: Fairfield: Solano & Napa Counties Q1 2011 Industrial & Q1 Office; Oakland Q2 2011 Industrial & Q2 Office; Walnut Creek/North I-680 Corridor Q1 2011 Industrial& Q2 Office; Stockton/San Joaquin County Q1 2011 Industrial & Q1 Office.

Chart 11, based on Colliers International first and second quarter report, and shows the average lease rates by county by type of facility as well as average lease rates by city by type of facility.

Chart 13 – Lease Rates (monthly rate /s.f.)						
	Class A Office	Class B Office	Office/ Flex	Industrial/ Manufacturing	Warehouse	R&D/Flex
Solano & Napa Counties	\$2.13	\$1.61	\$1.59	\$0.68	\$0.45	\$0.85
Benicia	n/a	\$1.78	n/a	\$0.65	\$0.42	\$0.59
Fairfield	\$2.42	\$1.35	\$1.69	\$0.68	\$0.50	\$0.68
Vacaville	\$1.91	\$1.55	n/a	\$0.68	\$0.40	\$0.80
Vallejo	n/a	n/a	n/a	\$0.35	n/a	n/a
Walnut Creek/North I-680 Corridor	\$2.24	\$ 1.70	n/a	\$ 0.83	\$ 0.30	\$0.90
Concord	\$1.89	\$1.52	n/a	\$0.95	n/a	\$1.14
Pittsburgh	n/a	n/a	n/a	\$0.64	\$0.35	n/a
Martinez	n/a	\$1.50	n/a	n/a	n/a	n/a
Antioch	n/a	n/a	n/a	\$0.58	\$0.29	\$0.87
Oakland I-80/I-880 Corridor	\$2.34	\$1.71	\$1.71	\$0.57	\$0.38	\$0.64
Richmond	n/a	\$1.34	\$1.34	\$0.38	\$0.33	\$0.71
Oakland	\$2.56	\$1.88	\$1.88	\$0.38	\$0.37	n/a
Stockton/San Joaquin County	\$1.80	\$1.25	n/a	n/a	\$0.28-0.35	n/a

Sources: Colliers International Research & Forecast Reports: Fairfield: Solano & Napa Counties Q1 2011 Industrial & Q1 Office; Oakland Q2 2011 Industrial & Q2 Office; Walnut Creek/North I-680 Corridor Q1 2011 Industrial& Q2 Office; Stockton/San Joaquin County Q1 2011 Industrial & Q1 Office.

Besides real estate brokers, the Solano EDC has been the main entity to market the BIP available properties. Through industry cluster reports developed by Collaborative Economics, the Solano EDC promotes available properties to six key industry sectors – biotech & light manufacturing, value-added food & beverage processing, transportation-logistics-distribution, construction production materials, research and development (including tech-based start-ups) and clean-tech & energy.

The BIP has a good mix of manufacturing businesses, as noted with the Top 10 Employers, including manufacturing, wholesale trade, transportation, suppliers to major anchor businesses and emerging new technology businesses, such as, information technology, software, biotech, instruments and environmental services.

Solano County EDC Key Industry Targets

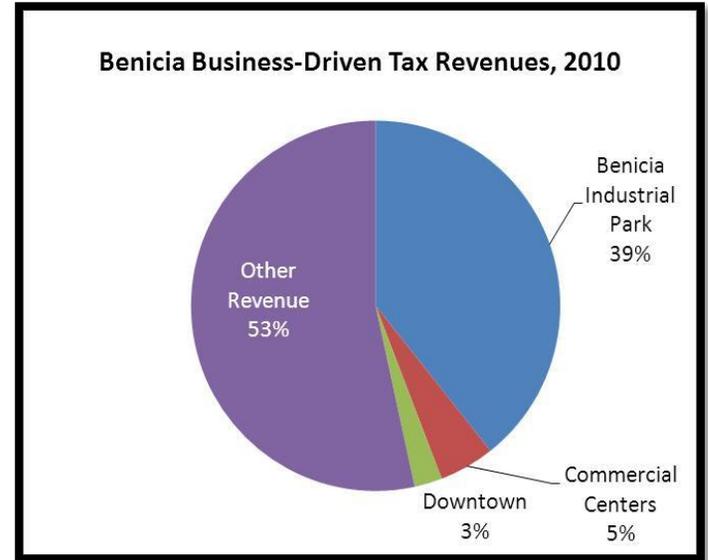
- ◆ Biotech & Light manufacturing,
- ◆ Value-added Food & Beverage Processing,
- ◆ Transportation-Logistics-Distribution,
- ◆ Construction Production Materials,
- ◆ Research and Development (including tech-based start-ups)
- ◆ Clean-tech & Energy

1.6 Key Drivers of Economy & City Revenue

Benicia’s basic industries, those that bring in wealth from outside the area, are the drivers of the local economy and the City’s tax revenue. Basic industries, those located at the Benicia Industrial Park, have the largest economic impact on the local, regional and state economics – these industries drive the “multiplier effect” – the number of times the dollar turns over in the community being spent on goods and services. The other benefit of business, according to Association of Government, is they typically generate more revenue than they cost a city in services.

	Benicia Industrial Park	Commercial Centers	Downtown
Sales Tax	\$3,568,000	\$801,765	\$156,978
Property Taxes	\$4,238,434	\$162,954	\$294,778
Utility User Tax (Est.)	\$3,987,000	\$493,859	n/a
Hotel Tax	n/a	n/a	\$279,000
Total Tax Revenue	\$11,793,434	\$1,458,578	\$730,756

Source: 2010 HdL Summary Sales Tax Revenue, Property Data; Est. Utility Tax City Finance



2.0 Benicia Economic Development Assessment Findings

Economic prosperity is built on three economic drivers:

Export Oriented Economy – businesses that produce goods and services that are “exported” out of the community, bringing new dollars into the community;

Population Driven Economy – demand for goods and services by local residents of the community and who purchase those goods and services from local business (keeping dollars local); and

Visitor Potential Economy – the potential of increasing the dollars spent in the community at local businesses by attracting visitors and ‘importing’ new dollars.

The goal of developing a business development action plan is to increase *economic activity* of key drivers, which are referred to in this report as **Economic Generators and Employment Centers**. The City of Benicia has three distinct economic generators and employment centers that contribute to the City’s economic prosperity, job base and revenue for services and infrastructure:

1. **Benicia Industrial Park**, the largest employment center in the city as well as the largest tax revenue generator to the city;
2. **Commercial Centers**, the four major commercial centers and strip commercial areas, would be classified as “*community serving*”. These centers provide a majority of goods and services required by local residents and contribute significant tax revenue to the City.
3. **Visitor Destinations**, Downtown, Waterfront, Historical and Arts venues are areas positioned to not only serve local residents but draw visitors to Benicia who spend outside dollars at local venues.

The economic development assessment is a review of the *Strengths/Assets, Challenges and Opportunities* of each of the economic generators and employment centers in Benicia. These findings were prepared by the Consulting Team from research (Section 1.0), interviews, meetings and on-site tours of Benicia, July and August 2011. The Situational Analysis and the Assessment Findings are the foundational context for recommended actions, **Business Development Action Plan**, Section 3.0. The following chart, Figure 3, provides an overview of the three economic generator and employment centers in Benicia with Assessment Findings following:

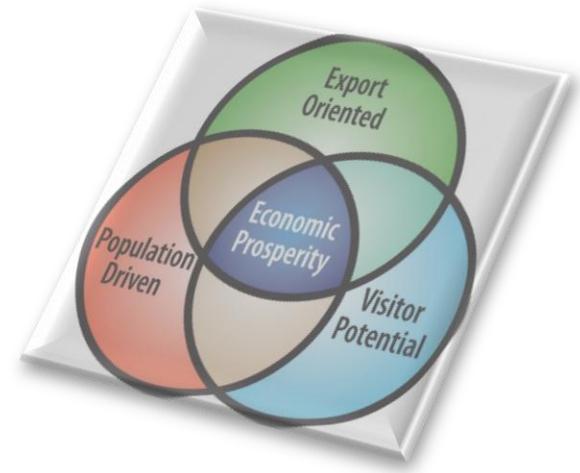


Figure 3 - Benicia Economic Generators & Employment Centers

**Industrial Park - Arsenal
Export-Oriented Businesses**

Benicia Industrial Park

- 450+ businesses
- 6500 employees
- 8+ million built sq ft

Port of Benicia - AMPORTS

Arsenal

**Commercial Centers
Serving Residents**

Solano Square

- 70,000 sq ft, vacancy 2%
- Anchors: Safeway, Rite Aid

**Southampton
Center**

- 160,000 sq ft, vacancy 4%
- Anchor: Raley's

**Parkway
Plaza**

- 30,000 sq ft, vacancy 31%
- Anchors: Jiffy Lube, Burger King

Rose Center

- 33,450 sq ft, vacancy 12%
- Anchor: CVS

Downtown*

- 108 Store Fronts
- 8% vacancy

**Commercial
Strips**

- Military East & West

**Arts, History, Waterfront, Downtown
Attracting & Serving the Visitor**

Visitor Centers (Destination Points)

Downtown

- Historic Downtown
- Historic State Capitol
- Shopping, Dining, Spa
- Certified Farmers Market
- Galleries
- Waterfront
- Events

Arts Benicia, Arsenal

- Art Glass
- Galleries
- Visual Arts & Crafts
- Performing Arts

Benicia Historical Venues

- Museums
- Historical Sites

Recreational

- Waterfront
- Marina
- Parks (27)
- Benicia State Recreation Area

***Downtown serves both the local and visitor markets**

2.1 Assessment Findings July 2011 – Benicia Industrial Park

Geography/Description – Benicia Industrial Park: The Benicia Industrial Park has over 3,000 acres, 8+ million square feet of built space with direct access off of I-680 and a direct route to I-80 via I-780. The Industrial Park also includes the area referred to as the “Arsenal”. Unique to the Industrial Park is the **Port of Benicia**, operated by AMPORTS with 640 acres and 140,000 square feet of buildings. The Port’s deep-water pier which can berth three vessels at the same time and a pier owned by Valero. Operating depth is 38 ft. MLLW. Rail is provided by Union Pacific Railroad.

Strengths/Assets – Benicia Industrial Park

- ◆ **Industrial Park** – The City of Benicia, a community of under 30,000 in population is fortunate to have such a large Industrial Park with over 450 businesses and 6,500 employees. This contributes to Benicia’s low unemployment rate of 7.5%¹⁵ as compared to the State’s 12.1% and Solano County’s 12.0%, June 2011.
- ◆ **Available Space** – Approximately 900,000 to 1.5 million sq. ft. is available for lease in the Industrial Park, with sizes ranging from 10,000 to over 100,000 sq. ft. and lease rates slightly below average for Solano County¹⁶. There is a variety of space available from older industrial to newer, more modern warehouse and warehouse/office and some R&D.
- ◆ **Location, Access & Transportation** – easy access to Napa, Fairfield and across the bridge from Contra Costa and East Bay markets. Served with easy access to I-680 and I-780.
- ◆ **Port** – an inland, non-congested port with ability to handle up to three vessels at a time. Rail availability is noted but needs to be verified as to actual service, locations and delivery.
- ◆ **Existing businesses** – There are anchor businesses, i.e., Valero, that draw supplier companies. There is also a strong and stable mix of businesses in the Industrial Park, large and small.
- ◆ **Safety** – businesses interviewed valued the safety and security of the park.
- ◆ **Labor** – According to interviews with businesses the quality of the labor living and working in Benicia is ranked very high. There is a high level of professional also living in Benicia and traveling to the surrounding metro areas. There are several workforce development and community college programs to work with businesses on building specialized skilled sets.
- ◆ **Job Rich Community** – Although many Benicia residents commute to work outside of Benicia, the City of Benicia imports workers, which bring additional dollars to the community. Businesses interviewed estimated 50% of their employees live in Benicia, with the other 50% commuting to Benicia.
- ◆ **Business Climate** – “Business climate” is typically a reflection of a community’s desire and actions to support business. A number of factors indicate that the city is supportive of business – General Plan goals, championing the tourism initiative, capital investment in downtown and historical venues, and contracting the business services of SBDC and Solano EDC. More recently the City has become more proactive as it relates to businesses in the Industrial Park, meeting with businesses and brokers.
- ◆ **Benicia Industrial Park Association (BIPA)** – The BIPA under the umbrella of the Chamber is organized to work with businesses at the park, new businesses coming in, as well as with the City on the needs of businesses at the park and to ensure the quality of the park is maintained to attract new users.

¹⁵ Labor Force and Unemployment, California Employment Development Department, LMID, June 2011 Data

¹⁶ LoopNet, Aug 2011, Industrial Space Search, space available 10,000-100,000 sq. ft. – results 18 facilities/spaces, total 869,344 sq. ft. and Colliers Reports, Section 1.5 Industrial Park Competitiveness.

Challenges / Weaknesses – Benicia Industrial Park

- ◆ **Loss of Businesses & Employees** – The number of businesses at the Industrial Park has decreased from 600¹⁷ to the current 452 businesses and from 7,000 to 6,500 employees since 2006¹⁸.
- ◆ **Business Consolidation** – A challenge, which is beyond the control of the City, is business consolidation, businesses deciding to consolidate divisions and departments into one location, which may or may not be in Benicia – this is a reality of economic times. However this could be an opportunity – companies looking to consolidate in central location to reduce costs.
- ◆ **Business Climate** – Although shown as a strength, there is a perception by businesses in the park, and businesses that serve businesses in the park, that the City is not demonstrating with “actions” that the Industrial Park or the businesses contributing tax revenue are priorities.
- ◆ **Age of Buildings** – Though the available space is noted as a strength, according to Brokers interviewed a challenge for the Benicia Industrial Park is that the building and infrastructure is older. Many of the buildings do not meet the requirements of many businesses seeking space in today’s marketplace, i.e., clear height. Also a challenge for older properties is their cost competitiveness to newer buildings in newer parks. According to Colliers Market Data Reports, average lease rates in Benicia are slightly lower than Fairfield (\$.65/sq. ft. average Benicia versus \$.68/sq. ft. avg. Fairfield) and there is also a high vacancy rate in Fairfield for industrial space with over 1.4 million sq. ft. available. According to the Solano EDC, recent inquiries seeking manufacturing space have selected West Sacramento vs. Solano County because of cost.
- ◆ **Infrastructure** – Both brokers and existing businesses list infrastructure as a weakness of the Park, particularly streets (flooding), cell/broadband service and “curb appeal” (attractiveness of park to new tenants, entry points).
- ◆ **Rail** – Business location in today’s market will be about reducing cost. Trucking transportation is a major cost for many businesses and they are looking at alternative methods to reduce those costs, i.e., using rail for inbound and outbound products. Benicia has rail service, but it is not clear from research and interviews, how many rail-served sites are available and operating. This would have to be verified with the rail company.
- ◆ **Formal Retention Program** – The former Economic Development Manager scheduled Green Team Visits to BIP businesses with the Chamber Director and a member of the Planning Department. These have been on hold. Recently staff has started to reach out through one-on-one business meetings.
- ◆ **Marketing Materials / Economic Development Website** – Benicia is served by several large brokerage firms who provide quality flyers on specific buildings, however, the city has limited marketing materials on why Benicia is the location for R&D, light industrial or heavy industrial – from brochure to maps. Finding economic development and related information on the city’s website is a challenge in itself and material currently posted is out-of-date. Linkage to other sites could be beneficial.
- ◆ **Competitiveness** – One of Benicia’s biggest challenges is the overall competitiveness of the industrial park. Compared to other industrial parks and available facilities, Benicia’s product is older (both facilities and infrastructure) and does not necessarily meet the needs of today’s businesses. Both Fairfield and Richmond have more modern facilities, nicer park settings, fiber technology and competitively-priced lease rates.

¹⁷ Benicia Community Profile March 2006, City Website

¹⁸ Source: 2007 Economic Development Strategy, 2006 Economic Profile and Current City Data (Economic Development Division)

Opportunities – Benicia Industrial Park

◆ **Economic Opportunity** – The Benicia Industrial Park (BIP) is the economic engine of the City. It is the key driver of the City’s taxable sales and revenue. The BIP’s large employment base also supports business throughout the City, providing goods and services to employees and visitors to the BIP.

If the BIP were to gain back the almost 500 jobs that have been lost since 2008 (a high of 7000 employees) the economic impact could be significant. The economic impact of a manufacturing job (considering direct, intermediate and induced impacts) averages \$100,000 to \$150,000 per manufacturing worker in a community. *That equates to a potential \$106,250,000 economic impact for Benicia.*¹⁹

◆ **Business Attraction Opportunity** – The good news is over the past six months there has been an increase in market activity for space – Benicia has over 1.5 million sq. ft. of space available to attract new businesses.

◆ **Business Consolidation** is a major industrial trend. Although a challenge it can also be an opportunity – providing space and location solutions for those businesses considering consolidation could be a competitive advantage.

◆ **Business Expansion Opportunity** – Considering the large existing business base at the park, even with the down economy, some of these businesses may have expansion opportunities or other issues/opportunities where the City, through a formal Business Retention/Expansion Program could assist.

◆ **Infrastructure** – The time is now to address the infrastructure issues of the Industrial Park, even if it is with a long term plan detailing what can and will be done to improve streets and flooding. What business wants to know is (1) they are being heard and (2) something is actually happening on some timeline.

Note: *The City did take action on the Broadband issue, BIP Broadband Survey Report, July 22, 2010 and meetings with carriers. This is a continuing priority for the park. “Curb appeal” – Amenity improvements would go a long way to improving the appearance of the Industrial Park, particularly at key entrances and along the freeway – help make the Park look fresh and not “older inventory.”*

◆ **Go to Person** – The time is right for the City to have a point person for the BIP and industrial businesses. The go-to person that businesses in the park, brokers and others call for issues or expediting projects. That person needs to have the authority, with the City Manager, to pull teams together to expedite and service projects.

◆ **Collaboration** – There is opportunity to work closely with and engage the Chamber of Commerce and the Benicia Industrial Park Association as well as brokers and property owners in marketing the park.

◆ **Regional Economic Development Organizations** – There are a number of regional initiatives, which may be opportunities for the City, such as, Solano EDC business attraction efforts, the East Bay iHubs are working with regional technology firms, whose service maybe appropriate for Benicia businesses and the Workforce Development Board just completed a Regional Innovation Cluster Strategic Action Plan to address working with cleantech and water technology businesses.

◆ **Economic Development & Sustainability** – Opportunity to align economic development and environmental sustainability so as not to have conflicting goals. Use the opportunity to develop a “business tool” program for the Park businesses.

See Section 3.0 *Business Development Action Plan* for recommendations.

¹⁹ Vacant Space Economic Impact Potential - Manufacturing worker impact, est. 1,000 sq. ft./worker and average \$130,000 generator/workers.

2.2 Assessment Findings July, 2011 – Downtown Benicia and Tourism

Geography/Description – Downtown Benicia & Tourism: Downtown Benicia is Benicia’s core commercial, civic, cultural and social center. It is approximately one mile or 12 blocks long with First Street as ‘Main Street.’ It extends from the joining of Military West and Military East on the north to the pier at the end of the peninsula to the south.

Strengths/Assets – Downtown & Tourism	
<ul style="list-style-type: none"> ◆ Several documents guide downtown actions including the Downtown Mixed Use Master Plan (2006) and Tourism Marketing Plan (2008). ◆ Benicia Main Street spearheads downtown promotion and other efforts and organizes and manages 27 events a year. ◆ City’s support of downtown has been significant, with hundreds of thousands of dollars in investment over the last 5 years, including street/lighting maintenance, wayfinding signage and development of the pier and currently spearheading a BID feasibility study. ◆ City’s support of tourism has also been very strong, >\$300,000 for Wolf Communications, public relations, advertising support. City also has ongoing investments in heritage tourism resources — both of historic properties and organizations promoting history. ◆ City’s \$3 million contribution to preserve and restore the historic Commanding Officers’ Quarters (COQ) is a benefit not only for Benicia’s history but also as a potential economic generator for special events, meetings, etc., depending on the final usage of the building. ◆ Downtown is uniquely situated on a peninsula in Carquinez Strait with a panoramic view at the tip. It is an exceptional business location with views of water from many downtown vantage points. ◆ Diverse multi-faceted marketplace: local residents, area employees, visitors and highway travelers/business visitors²⁰. ◆ In addition to arts, there has been a growing retail element in the Arsenal including clothing, furniture, and consignment stores. 	<ul style="list-style-type: none"> ◆ Downtown makes a very positive impression with recent streetscape improvements, on-street parking and most properties in good condition. ◆ Benicia is becoming positioned as a Bay Area visitor draw — especially for day trips (arts, history, shopping) ◆ Arts Benicia is a focal point for the local artist community (400 in town), though only a few studios are organized for drop in visitors. The organization is very eager to build bridges and collaborate with Benicia businesses, downtown, visitor attraction, industry, etc. ◆ There are many vital, quality specialty businesses and restaurants to cross promote. For example, Main Street identifies 22 dining establishments that together make downtown a destination for eating and entertainment — attracting visitors, employees and residents in the area. ◆ Main Street reports a 92% ground floor occupancy rate, which is very good in the current economic climate. ◆ Benicia Main Street historically has had strong public and private (EX: Valero Oil & Allied Waste) partners/funders. ◆ Depot Visitor Center is open 7 days a week with increasing numbers of visitors. In June 2011, 1,554 people were counted. ◆ Tourism Committee was formed in December 2008 and with City staff support seeks to coordinate all local visitor attraction efforts. ◆ There are buildings and site, such as the Majestic Theatre, that are important assets for downtown.

²⁰ Retail Market Analysis, Appendix, reports market demographics

Challenges – Downtown & Tourism

- ◆ Local retail market area population is relatively small (27,000 City, 87,500 in 5-mile radius) and is not growing.
- ◆ Benicia’s small local market and the significant nearby retail chain store/big box selection in Vallejo, Concord and Walnut Creek challenge it to create a critical mass of comparison retail to retain local shoppers²¹.
- ◆ Main Street organizations typically focus on filling vacancies and developing properties (through their Economic Restructuring Committee) as well as on community events and retail promotions (through the Promotion Committee). Although downtown Benicia has a well-developed Promotion Strategy, Economic Restructuring appears to be lagging. This includes the need to align available retail space with business targets and pursue business attraction and expansion campaigns.
- ◆ City and Main Street staffs share business visitation activities. More clarity is needed on who does what, the method and process, follow-up, deliverables and expected results. Other organizations like the Chamber of Commerce and Small Business Development Center can play an active role as well.
- ◆ Downtown needs to clearly distinguish itself and create a market position as a unique waterfront specialty shopping and entertainment district within the region.
- ◆ Lack of unified leadership among business and property owners, with unrealistic expectations of City government for managing and spearheading change in the district. EX: Many would like the City to compel downtown businesses to work together. Many believe the City is putting too much emphasis on tourism; others believe the City should be putting significantly more resources toward tourism.
- ◆ Mixed expectations by the EDB and business owners are evident about what role the City should play in attracting and supporting businesses downtown. Some believe this is Main Street’s charge and that the City should focus on industrial; others place limited value on industrial and want the City to focus on First Street business.
- ◆ Long linear nature of First Street is challenging for shoppers to navigate. The adopted Downtown Master Plan, Sept 2007, addresses notes of designated activity, creating ‘sense of place’ and use of public place which would provide a sense of ‘breaking up’ the long linear feel.
- ◆ Unclear who is ‘in charge’ of tourism marketing/development, except that most stakeholders do not see the Chamber in this role. City manages the Tourism Committee and consultant contract; Main Street runs downtown events; Benicia Historical Museum organization runs Camel Barns/Museum; Arts Benicia focuses on arts events/activities; and the City contributes to historic and downtown organizations.
- ◆ Coordination among organizations involved with downtown and tourism occurs ‘on paper.’ In reality, it appears that organizations are very focused on their own agendas and communication is sometimes challenged. The recent bus tour is a good model for future cross-promotion among local visitor assets.
- ◆ A divide exists between ‘old timers and new comers’ as expressed by multiple business owners. The division is reflected in differing priorities and the limited ability to work together in a unified fashion.
- ◆ Visitor spending within Solano County has declined in recent years (Source: Dean Runyan) and will hopefully turn around with increased advertising and marketing.
- ◆ Benicia’s visitor brand (A Great Day by the Bay) is focused on day trips, which are very important. Yet, overnight visitors are known to spend up to 3X more at a local destination. As one example, Benicia’s Transient Occupancy Tax (TOT) collections were declining rapidly in the 2006-2009 years from \$249k (06-07) to \$228k (09-10). The new Holiday Inn has helped boost TOT up to \$279k (10-11).

²¹ Benicia Key Commercial Centers, Appendix

Opportunities – Downtown & Tourism

- ◆ Benicia is becoming known as a unique visitor destination and is beginning to have brand recognition in the very large Bay Area marketplace. Promotion should continue to build and expand the brand.
- ◆ There is a need and a desire among some local organizations to better connect the tourism pillars – Art, History, Shopping and Dining – to capitalize on opportunities and promotional efforts.
- ◆ Restaurants are a key downtown draw for both visitors and locals. Organized promotions of the restaurant cluster can be another important building block for customer traffic in downtown Benicia.
- ◆ Downtown Benicia has the opportunity to position itself as the region’s one-of-a-kind, locally owned business district – the antidote to homogenous big box shopping. Over 90% of downtown businesses are locally owned and operated.
- ◆ The Retail Market Analysis identified significant retail leakage in categories where downtown has a good start at a business cluster and is poised to expand: Apparel, Specialty Retail (EX: Kitchen Shop, Running Store, Fabric Arts), and Home Furnishings. These are ‘best bets’ for a business development and attraction program for downtown Benicia.
- ◆ The southern end of downtown could be a potential location for a convenience grocer.
- ◆ Now that the tourism initiative has been seeded and being moved forward, the time is opportune for a focus on Downtown business expansion/attraction opportunities – fill niches in the categories identified above as a start to business attraction.

See Section 3.0 *Business Development Action Plan* for sample targets and recommended business development approach.

2.3 Assessment Findings, July 2011 – Benicia Commercial Base

Geography/Description – Commercial Base: In addition to downtown, Benicia has four commercial shopping centers, not counting downtown: Southampton, Rose, Solano Square, and Parkway Plaza. The centers range in size from 30,000 sq. ft. to 160,000 sq. ft., in age from 1980s to 2007 and in vacancy rate from 2% to 31%.²²

Strengths/Assets – Commercial Base	Challenges – Commercial Base
<ul style="list-style-type: none"> ◆ Very good selection of convenience goods merchandise in Solano Square and Southampton Centers in particular. ◆ Household incomes are well above the state average—attracting attention from expanding retailers. ◆ Over 1,600 businesses (including industrial park) and almost 13,000 employees in the City of Benicia²³ — a very strong daytime marketplace that supports/expands the local resident market. ◆ Solano Square and downtown Benicia are nearly adjacent providing the opportunity for cross-marketing and connecting customers, promotions and activities. ◆ The City enacted a Vacant and Foreclosed Property Ordinance (2008) to require maintenance of vacant, neglected and foreclosed properties (commercial, residential, etc.) and help ensure that their appearance is not a deterrent to their surrounding neighborhood. 	<ul style="list-style-type: none"> ◆ Limited residential growth may limit retail attraction. Retailers focus mainly on ‘rooftops’ not visitor numbers in making location decision. ◆ Retail competition is significant within a short drive, especially for comparison goods shopping, i.e., major regional centers. ◆ Retail vacancy rates are uneven at shopping centers throughout town; help may be needed to ‘fill gaps’ or reposition centers in lagging locations. ◆ City’s role in supporting and assisting Benicia’s shopping centers and commercial space outside of downtown appears to be very limited and is not defined. ◆ Commercial incentives are minimal. This could be a competitive disadvantage. (Note the City has had incentive agreements in the past). ◆ The City does not have an organized retail recruitment effort to fill retail gaps. ◆ Benicia has limited commercially zoned developable acreage²⁴ to accommodate large format retailers, chains and/or big box stores. Benicia’s niche, with their downtown and neighborhood shopping area, is in the smaller, unique and niche businesses who can utilize or adapt existing space for their operations. As noted in the recommendations any commercial/retail attraction plan will need to be focused on existing space.

²² Benicia Commercial Center Overview, Appendix

²³ Business Data Source: InfoUSA

²⁴ 2007 Economic Development Strategy identified 55 total acres, with most being located in the historic Arsenal area not ready for development

Opportunities – Commercial Base

- ◆ Retail leakage in Benicia's 5-mile market area is \$341.7 million (2010)²⁵, or the equivalent of 1.39 million square feet of commercial space. According to the Retail Market Indicators report there is sales leakage in all merchandise categories except Home Improvement. Largest gaps are General Merchandise, Restaurants and Grocery. If Benicia focused on capturing just 10% of that leakage, it would equate to approximate 139,000 square feet.
- ◆ Downtown Benicia and Benicia's commercial strip centers have many small size spaces available to accommodate specialty businesses. This is a prime opportunity to promote in concert with a marketing emphasis on Benicia as the '*Home of Small Business*' or the '*1st Choice for Entrepreneurs.*' With the average locally owned specialty/boutique store at <2,000 sq. ft. and a specialty grocery at about 15,000-20,000 sq. ft., several businesses could easily absorb the demand noted above.
- ◆ As with Downtown, working with partners (Chamber of Commerce, strip mall managers, Main Street) a commercial business retention and recruitment program could be implemented focused on small, unique, quality retail/service businesses to fill vacant spaces.

See Section 3.0 *Business Development Action Plan* for recommendations.

²⁵ Appendix Retail Market Analysis, July 2011, Marketek

3.0 Business Development Action Plan

Based on the findings from Section 1, Situational Analysis, and Section 2, Assessment Findings, Section 3.0 is the recommended **Business Development Action Plan**.

The Business Development Action Plan does not replace the 2007 Economic Development Strategy but is an addendum focused on actions related to providing direct services to businesses and increasing the “business development activity”, which will result in economic activity and revenue to the City. *It is critical that jobs, investment, economic growth and competitiveness lead Benicia’s agenda during these difficult economic times and budget challenges.*

The Business Development Action Plan outlines specific action initiatives and tasks for each of the economic generators and employment centers:

Action Initiative 3.1: Benicia Industrial Park

Action Initiative 3.2: Downtown

Action Initiative 3.3: Tourism

Action Initiative 3.4: Commercial Centers

Recommended actions include continuing some current efforts to starting new and more aggressive programs, such as, business attraction. Each Action Initiative outlines why it is important to the local economy, current and existing efforts and recommended actions which address the opportunities and/or weaknesses identified in Section 2.0 Assessment Findings.

Section 4.0 provides recommendations for implementing the Business Development Action Plan.

Before reviewing the Action Initiatives, however, there are two overriding “catalytic” strategies/changes that Benicia needs to address to see successful economic return on the City’s time and investment, as well as support Benicia’s overall quality of life.

Catalytic Strategies for Success

- 1. Realign the economic development priority to the Benicia Industrial Park** – identified in the General Plan, “*Attract and retain industrial facilities that provide fiscal and economic benefits to – and meet the present and future needs of – Benicia.*” **Refocus greater percentage of staff time and resources on the Benicia Industrial Park.** The Industrial Park is the key economic driver in the City. It needs to be preserved and enhanced to increase economic prosperity and raise revenue for City to support the quality of life for its residents.

2. Adopt mantra “Working Together to Achieve Results”.

The City seeded critical work and programs around Tourism and Downtown and continues to provide significant investment and staff time in programs and capital improvements.

With budgets decreasing and critical decisions needing to be made for investment, it is time for all the stakeholders and organizations wanting to participate in Tourism/Downtown activities, which are interlinked, to come together in a ***spirit of cooperation and collaboration***.

Leadership and responsibility are needed across all organizations and among different points of views for a collaborative “Visitor Attraction” initiative, *working together to achieve results*.

As the Economic Development Board, Council and City staff reviews, prioritizes and implements the Business Development Action Plan, it is important to consider the current needs given current economic conditions for long-term economic prosperity. This Business Development Action Plan focuses on the *Key Drivers of the Economy*. The largest economic impact is generated by the Benicia Industrial Park, followed by the commercial centers²⁶ that provide goods and services to residents of Benicia.

Visitor attraction efforts are a key part of Benicia’s identity bringing new people to visit the arts, history, waterfront and downtown bringing ‘outside’ dollars to the City.

“Working Together to Achieve Results”

Consultant Assessment Finding

The City budget has necessitated reduced support to key organizations throughout the city, ***but*** many community stakeholders continue to operate as though nothing has changed with the same or higher expectations of discretionary City services.

From interviews and observations, it appears that a loud vocal minority expects the City to take on a wide variety of complex projects from property redevelopment to trolley service linking visitor venues, many of which make limited or no contribution to City revenues.

Some business/community leaders are quick to criticize what is occurring but are short on recommendations for change or believe that their approach is the only one that will work. ***A spirit of cooperation and collaboration is missing.***

The City has neither the resources nor the ability to respond to the many personal and organizational demands that it is asked to. Nor can it spearhead alone the transformation that needs to occur to improve community congeniality and to create a cooperative community spirit.

Everyone will need to work together in new and different ways without the City in the lead role or as the chief funder of every endeavor.

²⁶ Data Source: Commercial Brokers, LoopNet, Google Earth July 2011

Action Initiative 3.1: Benicia Industrial Park

Why Benicia Industrial Park is Important:

- The City has an excellent industrial base. Industrial businesses provide the highest economic impact multipliers to a community as well as typically generate revenue in both property and business-to-business sales taxes.
- As noted in Section 1.6, 47% of the City's Budget is derived from business-driven revenue. Of the total business-driven tax revenue, \$13.9 million, 84% of the revenue (sales, property, and utility) is directly attributed to business activity at the Industrial Park, which supports 39% of the City's annual budget.
- New industrial users can generate on average \$130,000 per worker economic impact.
- The Industrial Park is also a major employment center for the City of Benicia.
- Throughout the economic downturn the Industrial Park fared relatively well. With a 25% decrease in the numbers of businesses there was only a 7% decrease in employment and an expansion of industrial space from 6 million to 8 million sq. ft. Still, there is almost 1.5 million square feet available for expansions or new users.

Current Efforts for the Benicia Industrial Park:

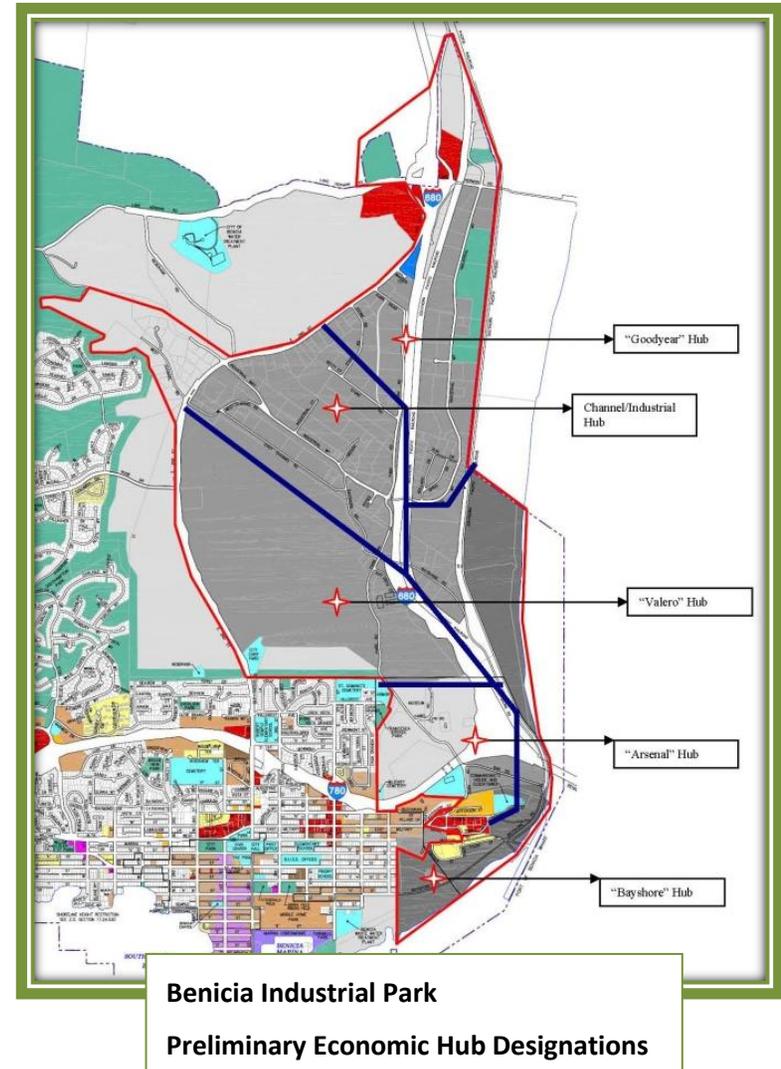
- City Manager and Acting Economic Development Manager meeting one-on-one with businesses in the Park;
- Meetings organized with Solano EDC and real estate brokers regarding best methods to market the Park and service existing businesses;
- City completed a Broadband Study in July 2010 and have continued to meet with service providers to address the issue of quality broadband service at the Industrial Park;
- Numerous CIP projects have been planned, funded or are underway including street resurfacing (2012 Industrial Way Overlay-\$600K, 2013 overlay/patching \$300K representing 50% of the discretionary funding for street resurfacing, water maintenance, sewer repairs, storm drain cleanings, trash removal and street signs²⁷).

²⁷ June 7, 2011 Letter to BIPA President Subject: Industrial Park Information Request

Recommended Actions for Benicia Industrial Park:

1.0 Business Retention/Expansion Program²⁸. Initiate a formal business retention and expansion call program to businesses in the Park (*Business is a Priority Program*).

- 1.1** As the Park is large with over 450 businesses, segment the Park to economic hubs to facilitate calls (staff has developed an initial map segmenting the Park).
- 1.2** Use Executive Pulse Business Intelligence System as the customer-relation database and communications platform²⁹.
- 1.3** Coordinate program with Chamber's Benicia Industrial Park Association (BIPA) and BizNet. Also there could be an opportunity to partner with Workforce Investment Board of Solano County. Also inform Solano EDC and SBDC on program implementation.
- 1.4** Prepare a package of the business assistance programs available (some of these programs will be provided by partner organizations and will require some meetings to identify how their resources can be brought to existing businesses in Benicia), such as:
 - Access to capital – loans, angel, venture and other non-traditional financing
 - Business counseling
 - EB-5 Visa program
 - Innovation programs, research development, commercialization
 - Workforce development, hiring or incumbent workers
 - Permitting Assistance
 - Deferred fees or structured fee payments



²⁸Note this action incorporates the Business Retention/Recruitment Subcommittee Goal #1 & #4.

²⁹ ExecutivePulse, <http://www.executivepulse.com/>

- 1.5** As part of the Business Retention Program, “Business is a Priority Program”, the city should identify those companies incurring State Use Tax (purchase of equipment, materials and fixtures from out of state) and initiate a Business Cooperation³⁰ review, which designates Benicia as the first function use of the equipment.
- 1.6** As part of the Business Retention & Expansion Program, align economic development program with sustainability strategy so as not to be in conflict with goals as well as avert any perception of new regulations or business risk.
- Institute a direct service program, BIP Sustainable Management Program that supports and assists businesses in the Industrial Park with initiating sustainability practices and developing a company Sustainability Plan. A specific BIP Sustainable Management Program would:
 - support businesses with a value-added service,
 - create collaboration with the Chamber’s BIPA and Green Business Committee³¹ and
 - align economic development services with the City’s Climate Action Plan.
 - Review program outline³² with VIP/GNSC for funding (see Appendix BIP Sustainable Management Program).
 - Formalize the program to be offered to businesses at the Industrial Park (a service to assist the businesses with planning and implementing their sustainability strategies).
 - The City should also provide grant funds (from the VIP/GNSC Agreement) to businesses to implement sustainability recommendations and actions, i.e., landscaping, recycling, energy efficiency or other programs/training. Work with VIP/GNSC on creating a Sustainability Set Aside Fund for BIP businesses.
- 1.7** In addition to the sustainable business assessments, perform a sustainable landscaping assessment of the Industrial Park for opportunities for “curb appeal” improvements.
- 1.9** Green Business Projects, work with the Chamber to identify businesses that may be developing new green products that may need assistance in the development or launch phase of the businesses. Review with VIP potential for a grant/loan program for new green product development assistance.



³⁰ Business Cooperation Program, City of San Jose <http://www.sjeconomy.com/bcp/overview.bcp.brochure.pdf>

³¹ The Chamber of Commerce has formed a **Green Business Committee** and will be initiating a Green Recognition Program similar to the Lafayette Green and other Bay Area programs.

³² BIP Sustainable Management Program Outline

- 1.9 Promote the Business Retention/Expansion program and the businesses through a new economic development website.
- 1.10 Coordinate with BIPA on an electronic newsletter and LinkedIn Group.
- 1.11 Initiate a business recognition program. Institute a formal presentation (10-min) of the company, their products, employees and contributions to the City starting with the top 20 business that have the largest economic impact on the City Presentation should be made to the Economic Development Board and the City Council

2.0 Industrial Park Competitiveness. The EDB Retention & Recruitment Committee, in collaboration with staff and the Benicia Industrial Park Association (BIPA), should lay out a “competitiveness plan” for the Industrial Park³³. As noted in Section 1.5 *Industrial Park Competitiveness* the Benicia Industrial Park is competing with multiple available sites and buildings in over 19 industrial parks within the region. According to real estate brokers, many of these parks have newer buildings at very competitive lease rates (see Chart 11, Section 1.5). Also, brokers and existing businesses interviewed indicated because of the age of the park there are three primary infrastructure issues that are of concern to existing businesses and potentially new businesses – street conditions (i.e., flooding), broadband and curb appeal. The Industrial Park’s competitiveness is important to both the retention of existing business and the attraction of new businesses. The competitiveness plan should encompass:

2.1 Infrastructure

- Re-start the Benicia Industrial Park Needs Assessment Committee, which previously had two representatives from the EDB, two from the BIPA and one-at-large. This committee, or the representatives, could become members of the Retention & Recruitment Committee. The Committee should review and update the infrastructure needs report (prepared in 2009³⁴), identify priorities and potential funding sources (such as, CDBG).³²
- Coordinate completing a more in-depth infrastructure evaluation and assessment which would determine the lifespan and capacity of all BIP infrastructure, transportation, sewer, water, utilities, broadband, etc.
- Review and determine next steps of the completed Broadband Study to begin resolving the issues – broadband is a critical infrastructure for all businesses.
- This could become a disincentive for existing and new businesses at the Industrial Park.
- Discuss with broker’s the “curb appeal” issue and best methods to address critical locations for improvements.
- Receive input from BIPA on other services, issues and opportunities at the Industrial Park, such as, safety. During interviews businesses commented on the safety aspect of the Industrial Park, the businesses appreciate the dedicated service of the city to provide security at the Industrial Park, it is highly valued. This could be a key selling point for the Industrial Park. Safety and security are major concerns for most businesses.

³³ Note this action incorporates the Business Retention/Recruitment Committee’s Goal #2 & #3

³⁴ Reports of infrastructure needs and priorities were developed in mid-2009 and capital improvements are listed in the City’s Capital Improvement Program (CIP).

- Depending on the outcome of redevelopment in California, creating a redevelopment for the BIP should be investigated.

2.2 Streamline Permitting Process

- Identify specific actions/commitments that will create competitiveness by being more responsive to business. In particular, pledge certainty in the permitting process and streamlining the permit process.
- Form a permit streamlining task force which would include City Planning, Building Official, ED Manager and real estate brokers to recommend improving the efficiencies of the permitting processes (administrative and discretionary) and increasing internal coordination.
- For the priority buildings to be marketed (top 10), Task Force should tour and review these buildings to assist the ED Manager in identifying allowable uses and providing any comments that would assist in marketing the buildings Institute any “pre” actions to help shorten the timeline for permit and location.
- Create a “14 days or less” permit pledge/process for pre-permitted uses for buildings in the BIP. The streamlined process should be promoted as faster than any one in Solano County or the East Bay.
- The Task Force would review current processes, develop recommendations for efficiencies for permitting uses in the BIP, create Plan Check Flow Chart, which designates how permits (for permitted uses) will be issued in 14-days³⁵ and identify any other potential methods to reduce time. Take recommendations to EDB and Council.
- Post 14-Day Plan Check Flow Chart on City website along with the CEQA Guidelines (posted now).

2.3 Sites / Buildings

- Inventory and prioritize the existing buildings to determine the best use for the building (which should be tied to the permitting task of reviewing buildings for expedited permits). Also identify those that may need maintenance or curb appeal improvements, which should be referred to the BIPA for action. These buildings would then be aligned to prospects for Business Attraction.
- Inventory sites which are rail-served. Contact rail provider to ensure that rail service is available to the building and any requirements for service.

2.4 Business Resources / Incentives

- This action would be started with the Business Retention Program but is also needed for the Business Attraction program, documenting all the resources available to businesses (list of resources is included in 1.0 Retention & Expansion Program).
- Prepare any documentation or criteria for incentives, such as, fee deferral programs or Business Cooperation assistance.

³⁵ Sample Plan Check Flow Chart, http://www.ci.porterville.ca.us/depts/CommunityDevelopment/documents/Flowchart_Final.pdf

- Schedule meetings with regional and state organizations on opportunities to leverage existing programs and initiatives, such as, Innovation Hubs (iHubs) – how can Benicia tap these resources for their business retention/expansion program as well as attraction program.

2.5 Website

- Develop a stand-alone economic development website with updated information, overview of the Benicia Industrial Park and featured properties and buildings, maps, permitting process and other key information for businesses. This website should have a separate URL but linked to the City’s main website.
- Recommend using the EDsuite³⁶ economic development website platform, an easy to use website platform that has:
 - Content Management System, allows staff to manage all content,
 - Community Profile,
 - Custom Profile Builder,
 - News & Press Release,
 - Site & Buildings Database,
 - On-line Proposal System and
 - Mobile Website Option
- Remove and update data and reports on City’s main website. Currently there is out-of-date information residing on the website.

³⁶ EDsuite, <http://www.edsuite.com/EDs/>

3.0 Initiate a Business Attraction Program

- 3.1 With the existing vacant space of over 1.5 million sq. ft. there is opportunity to structure an aggressive and proactive attraction program. It will require some initial meetings with key stakeholders, BIPA, brokers, owners, Solano EDC, etc. to identify who is doing what and where the best opportunities exist for attraction.
- 3.2 The Business Attraction Program should be built on Business Attraction Marketing principles 1) *Product available to new businesses (buildings)*; 2) *Targets – who is mostly likely candidate to locate* and 3) *Benefit to that business for locating in Benicia*. Basic steps are listed below:
- Buildings – inventory all available space; obtain flyers sheets and floor plans from brokers. As noted in BIP Action Plan 2.2. Permitting, at minimum do “walk-throughs” of building to determine readiness for permitting.
 - Targets – Because Benicia is mainly marketing available buildings, the buildings should be aligned with potential targets. Solano EDC has identified target industries (Section 1.0) BioTech, Food & Beverage, Transportation, Construction, Research & Development and Clean-Tech. It will be best to match buildings to certain industry type users within these categories as well as identify potential value chain or supplier industries that support existing businesses, such as the new CODA operations. Many communities conduct separate target industry analysis to facilitate identifying the target and business case of why the business should be located in Benicia. After the targets have been identified and business case developed, a marketing campaign and call program on those specific targets can be initiated.
 - Targets – Benicia is fortunate to have an active real estate broker’s network to work with on this effort as well as involving the BIPA who could assist in identifying targets that could be key suppliers to businesses in the park (including the Health Clinic, identified in 2009, which may or may not still be a priority of the businesses).
 - Business Benefit - Create, prepare and develop marketing pieces (also post on website)
 - Business Resource and Assistance Programs/Policies (this is included in Retention and Competitiveness),
 - Expedited permitting policies,
 - Maps and flyers on priority buildings to market;



- Business case (why a business should locate in Benicia),
- Develop key selling points – product, access, cost, safety, workforce, local initiatives.
- Selling the benefit. MetroComp³⁷ is a software model that can compare a business’ annual operating costs in Benicia to competitor areas. This can be very useful to demonstrate the cost advantages of a location in the Industrial Park plus other advantages provided by the city.
- Prepare a marketing campaign schedule, procedures and define roles and responsibilities of all involved.

4.0 Document, report and publicize City activities and results of industrial retention, expansion and recruitment to EDB, business owners and other key stakeholders.

Lead Organization	City of Benicia
Collaborators:	Benicia Chamber of Commerce, Benicia Industrial Park Association, Solano EDC & Real Estate Brokers
Expected Outcomes of the BIP Action Plan:	Create a reputation for a proactive, business oriented (retention and attraction) program; create plan and timeline for infrastructure development; through business calls retain and expand existing businesses and attract new tenants to the Industrial Park.

³⁷ MetroComp, developed by Applied Economics, <http://www.applieconomics.net/impact.html> – Appendix 11

Action Initiative 3.2: Downtown

Why Downtown is Important:

- Downtown Benicia is the community's main destination for visitors and local residents —the Waterfront, Shopping/Dining and History are all key tourist attractions. Downtown is also the heart of the community and closely linked to Benicia's identity. Although downtown is a relatively small contributor to sales/property tax revenues compared to the Industrial Park, its health and vitality have a significant impact on business location decisions and contribute to Benicia's quality of life.
- Downtown was identified as one of the key priorities in the 2007 Economic Development Strategy: *Support and Maintain Downtown as the Community's Core*. This is still relevant today.

Current Efforts in Downtown:

- Benicia Main Street is one of only 25 **certified** California Main Street Districts that follow the Four-Point Main Street approach. The Four-Point Main Street program approach focuses on Design, Organization, Promotion and Economic Restructuring. The City provides a significant annual operating contract to Benicia Main Street (*which is unusual for many Cities, Main Street are most often funded by a BID and membership*).
- Benicia Main Street is the primary customer marketing organization for downtown and the community at large with 27 events annually.
- The City of Benicia's annual financial support for downtown through Benicia Main Street (\$127,000/annually) remains strong though contributions are declining with City revenues as a whole.
- The City has made significant capital improvements to the downtown (streetscape, marina, signage, and promenade) and provides extensive staff time assisting in events and projects.
- City and Main Street staff shares business visitation activities.
- City-funded Business Improvement District (BID) feasibility study is underway.

Recommended Actions for Downtown:

- 1.0 BID Feasibility Study** – Complete BID feasibility study and delegate recommended action plan to the business community. This is a very good opportunity to shift the responsibility for setting priorities and working together to those who have the most to benefit and who would like to better control what goes on downtown. Depending on the study outcome ('go or no go') and the types of services and/or improvements desired by businesses (EX: promotion and marketing, lighting/décor, pedestrian improvements, etc.) discuss and determine how the work funded through the BID could be incorporated into the work plans of an existing organization or committee.
- 2.0 Benicia Main Street** – Continue to support Benicia Main Street as lead event organizer for downtown and visitors. Continue to detail and augment measurement of event results and impacts (local vs. visitor foot traffic, business sales, event visitor surveys, community PR value, etc.). Encourage expanded, 'fresh' merchant/business participation in Promotion/event activities and organization. Conduct annual business satisfaction survey as part of business visits. Identify and respond to top recommendations for downtown program.
- 3.0 Business Retention and Attraction** – Prepare a specific Downtown Business Development Work Plan that focuses on improving the business mix, filling vacant space and enhancing properties. This is a prime opportunity for the City to collaborate with its key downtown partner, Benicia Main Street on business retention and attraction. Together a highly functioning business assistance and recruitment team could implement a downtown business development work plan. Steps to create work plan include:
 - 3.1** Focus business development on blocks identified in Downtown Master Plan at the heart of the retail core and which are the highest foot traffic shopping areas.
 - 3.2** Review Retail Market Indicators; expand on local preferences, shopping patterns and resident needs.
 - 3.3** Block by block; prepare a generalized business clustering plan to help guide the types of businesses to be targeted³⁸ for expansion and recruitment.
 - 3.4** Identify and inventory key properties that provide the chance to influence the *business mix*: vacancies in the prime retail blocks as well as properties where leases may soon be up.
 - 3.5** Assess the condition of priority properties and with property owners, create a game plan for any needed improvements.

Key Retail Themes

Nationwide, historic downtown and neighborhoods are recognized and celebrated as the center of unique, specialty, one-of-a-kind merchandise and entrepreneurs. Successful downtown streets are lined with independent, creative retailers many focused on the themes below:

- Lifestyle and wellness retail
- Community gathering places
- Retailers that celebrate heritage
- Stores that entertain
- Stores that celebrate local arts
- Stores that educate
- Stores with a global perspective
- Gifts and indulgences

³⁸ Appendix 3: Sample Business Clustering

- 3.6** Identify and promote property improvement incentives that can be developed, such as, façade program.
 - 3.7** Formulate a business/merchandise-type target list using Retail Market Indicators findings and identified gaps in the retail base.
 - 3.8** Cross match properties and business types, target particular businesses to locations.
 - 3.9** Package the ‘Downtown Benicia Opportunity’, a sales package to promote to targets – why they should be located in Benicia.
 - 3.10** Prepare a prospect list including established businesses in nearby communities, established businesses and well-prepared entrepreneurs. The list should include national brands and owner/operators, the best fit with Benicia will be the owner-operator retail business.
 - 3.11** Prepare the Business Retention & Recruitment Committee, and others, for prospect calls – key messages, data, selling points, and assistance. Actively track and manage the process.
 - 3.12** Institute communications link with businesses, organizations and realtors/brokers (locally and outside of Benicia) about the retail business development initiatives and opportunities.
- 4.0 Streamline Permitting** – As with the BIP, there is a lot of room for improving time efficiency and permit processing efficiencies to facilitate locating and establishing business in the downtown, such as, signage permits and exterior changes. The Permit Streamlining Task Force, BIP Action Plan 2.2, should also address streamlining permits for downtown.
- 5.0 Capital Improvements** — Prepare a list of priorities with a timeline. At this time, it will be very difficult to finance capital improvements but a goal should be to continue with investments as the opportunities are presented and funding is found. This is an opportunity for collaboration with Downtown businesses.

Downtown stakeholders shared a number of ideas during the assessment process including: finish the streetscape at the end of 1st Street; create a commercial destination at the pier/edge of waterfront; provide traffic calming, pedestrian safety improvements on 1st Street; make design improvements to break up the linear nature of 1st Street; create safe and clear separation for all traffic modes—bike, vehicular and pedestrian. Many of these capital investments require City leadership. The City/EDB should lead or facilitate discussions with the downtown businesses to create consensus and development of the capital improvement priority list.

6.0 Encourage Collaboration — Discourage the formation of another downtown organization or merchants’ group as some business owners have discussed. There should be one organization focused on the main street centric orientation, identified as the 12 blocks along First Street from Military Road north and Peninsula Pier to the south. Other commercial centers should be represented separately but have a strong connection with downtown. Commercial Centers are addressed in Action Initiative 3.4 Commercial Centers.

As special projects, issues or opportunities come to light encourage formation of a task force through the appropriate existing organization — Main Street, Chamber, Tourism Committee, Historical Society, City, Arts Benicia, etc. Encourage/ask groups to collaborate on marketing/promotion/business assistance/downtown appearance, etc., perhaps even as a stipulation for receiving funds or staff assistance.

Lead Organization:	City of Benicia
Collaborators:	Benicia Main Street, Merchants
Expected Outcomes of the Downtown Action Plan:	Clarity on downtown business development approach and implementation; increased collaboration with all stakeholders, increase number of businesses retained, expanded, attracted; City staff time refocused to business development.

Action Initiative 3.3: Tourism Marketing

Why Tourism is Important:

- Tourism development is widely recognized and supported as an important economic development strategy to retain and nurture key community assets including downtown, historic venues and the arts, as well as to support the Benicia small business base.
- Tourism marketing is critical to attracting/importing consumer spending to support City services and business vitality.

Current Efforts in Tourism Marketing:

- Tourism program identifies the Arts, Waterfront, History and Downtown Shopping/Dining as key pillars. There are four identified visitors centers – Art Benicia, Historical Museum, Benicia Main Street and Chamber of Commerce.
- Main Street Benicia currently serves as the lead promotional organization for visitors along with the arts and historical organizations promoting and marketing to their key audiences.
- The 2008 Tourism Marketing Plan and brand is largely implemented through contract with Wolf Communications, (advertising, website, social media, PR, tracking).
- Measuring tourism marketing results through Wolf Communications, though that is shifting some to City staff.
- Excellent leveraging of the Sunset Magazine coverage with participation at the Sunset Tourism Weekend event, visitor bus tours and related activities.
- Tourism marketing/branding emphasizes increasing traffic from the day visitor. The City provides operating support for Arts Benicia, Historic Museum, Benicia Main Street as well as significant investment in physical improvements and specific sites (Museum/Camel Barns), and technical assistance/support as needed, (EX: negotiating future control of historic state capitol building).
- Staff assistance with Tourism Committee.

Recommended Actions for Tourism Marketing:

- 1.0 Marketing & Public Relations:** Continue to support Wolf Communications marketing contract. The service is a valuable, results-oriented means to gain media coverage and capture an increasing share of the Bay area visitor market.
- 2.0 Marketing Support:** Clarify City staff responsibilities for *essential* visitor marketing functions identified as a result of reductions in Wolf Communication's original contract to current 2011 contract. Responsibilities include:
 - 2.1 Actively updating/posting/managing the VisitBenicia.org website, Facebook page and Wiggio
 - 2.2 Cross-promoting among these resources and several local information websites for cross-promotion.
 - 2.3 Closely monitor the results from these efforts (quarterly) and the 'cost-benefit' of Wolf Communication.
 - 2.4 Clearly communicate to tourism stakeholders whose responsibility is what and what the time/budget resources are as part of 'managing expectations' for what can be added to the plate.
- 3.0 Collaboration:** Continue to reinvigorate and build the capacity of the Tourism Committee. The Committee has recently begun monthly meetings. The Committee should take leadership and more responsibility for stakeholder communication, coordination, cross-promotion and tourism tracking. Encourage core leadership development including volunteer chairperson with a focus on specific work plan activities. As part of this effort, create a Tourism Committee Charter with clear roles/responsibilities. Build well organized meeting agendas/purpose/activities.
- 4.0 Annual Work Plan:** For the Tourism Committee to be most effective in leadership and collaboration, create an annual work plan based on priorities from the 2008 Tourism Marketing Plan. In a work session update the 2008 Tourism Marketing Plan with current projects, updates, venues, collaborations and priorities.
 - 4.1 Align annual tasks and expenditures based on the expected City and partner resources/capacity to focus on tourism.
 - 4.2 Identify tasks where partners can collaborate and leverage resources, particularly for events and marketing.
 - 4.3 Utilize this annual work plan to guide resource distribution, organizational collaboration, volunteer interest and ideas for new initiatives that could be pursued.
 - 4.4 Create a clear process for adding new projects/tasks and ensuring implementation of those identified.
 - 4.5 Include strategies for cross-promoting existing assets/events for increased visitor attraction and visitor spending. For example, several City park/recreation assets are actively utilized by out of towners ('Big Slide' Park and City Park), yet no business promotion or event promotion is done for or at the parks to capture those visitors into other local venues.

Lead Organization:	Economic Development Board, Tourism Committee, City Staff
Collaborators:	Glass Arts, Lodging, Marketing, Merchants, Parks/Recreation, Performing Arts, Real Estate, Restaurants, Visitor Centers
Expected Outcomes for Tourism Action Plan:	Annual work plan to track progress, clear priorities and focus for action, increased collaboration and leverage of resources, increased tourism.

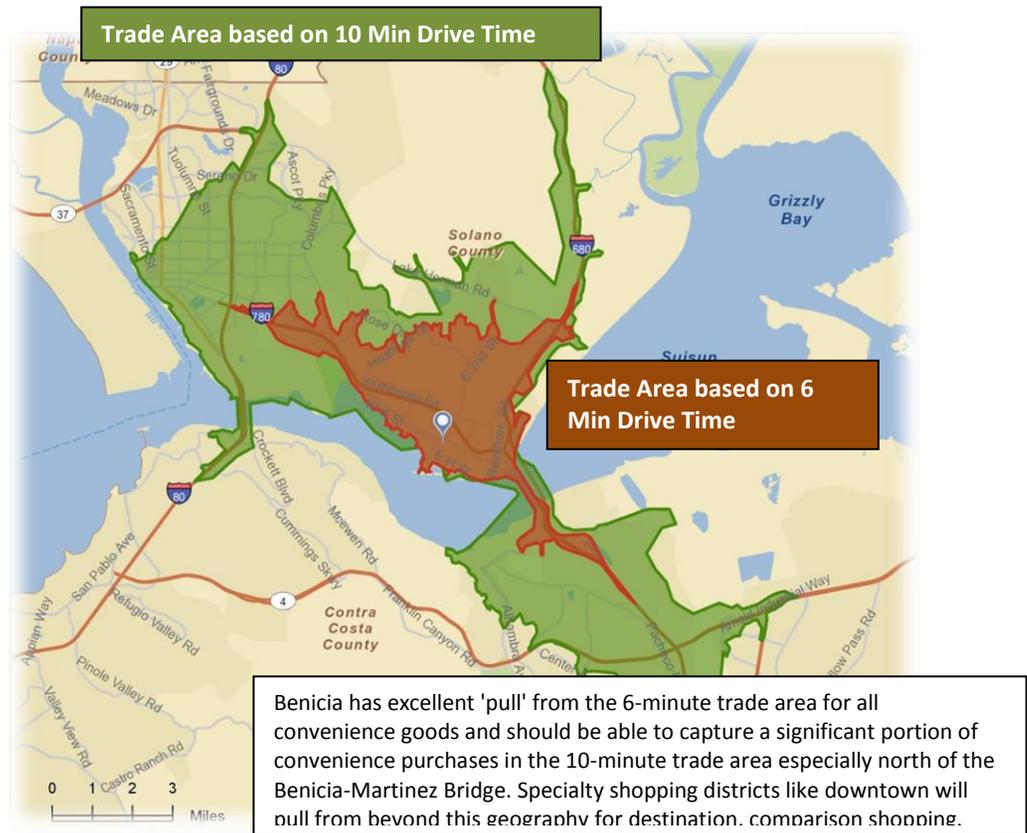
Action Initiative 3.4: Commercial Centers

Why Commercial Centers Important:

- Benicia's commercial centers contribute 18% of City sales tax and are the primary convenience, community-serving shopping centers for City residents.
- With \$342 million in retail leakage³⁹ from the Benicia market area, there is strong opportunity to grow and enhance the commercial base.
- Existing centers vary in their economic health with vacancies ranging from 2% to 31%.

Current Efforts in Commercial Centers:

- City provides commercial real estate listings on website through LoopNet.
- Business resources are mainly offered in partnership with the Solano SBDC and include business education/finance services, Microenterprise Assistance Program and Mystery Shopper Program.
- Prime incentives are: fast track permitting, fee deferral offered on a case-by-case project and a local preference initiative, where the City commits to making 10% of selected purchases with local businesses.



³⁹ Appendix – Retail Market Indicators, 2011

Recommended Actions for Commercial Centers:

- 1.0 Outreach with Centers:** EDB Business Retention/Recruitment Committee and staff meet/contact owners and/or managers of Benicia's commercial shopping centers semi-annually, starting in Fall 2011. Purpose is to understand their issues, opportunities and plans for center success and to identify and respond to any concerns that the City can control or influence.
- 2.0 Business Retention:** Implement business walk program for Benicia's commercial centers to understand business issues, challenges/opportunities for expansion and ways the City and partners may help.
- 2.1 Utilize a consistent business outreach survey that incorporates key indicators for measuring change/results.
 - 2.2 Conduct work session with EDB and SBDC as part of Business Outreach Team on key messages, information to gather, information to share, such as, Retail Market Indicators and how they could use and the City programs.
 - 2.3 Prepare leave-behind packet.
 - 2.4 Organize timely follow-up regarding City issues or concerns. *This outreach program would also utilize the Executive Pulse model for tracking.*
- 3.0 Business Attraction:** Following the same process as outlined for Downtown – inventory space, identify key spaces to be filled, match with potential types of users, package opportunity and call on prospects – organize a commercial business attraction/development Team with Chamber and commercial strip managers.
- 3.1 Inventory vacant space and post to website
 - 3.2 Identify “targets” by using the Retail Market Indicators as a first screen of potential types of businesses that could locate in specific spaces. Preliminary business targets identified from the Retail Market Indicators Report include Grocery downtown (Ex: Fresh & Easy), Recreational Apparel (Ex: Lululemon Athletica, Inc., Title Nine Sports), Bookshop downtown (independent), Wine Shop (Ex: Solano County Wineries) and Urban farm/garden store. A prospect list can be provided by an experienced retail attraction professional.



- 3.3 Coordinate with the Downtown business attraction effort to ensure specific target businesses are not duplicated and leverage calls to retailers. Although both will be calling on “retailers” most often the users for a commercial center will be different than for the Downtown, such as centers may target certain national brands and Downtown owner/operators and entrepreneurs. Coordination will reduce any duplication.
- 3.4 Staff should be the lead for intake and follow-through process with prospects.
- 3.5 Develop recruitment campaigns⁴⁰ for independent and chain stores as a Phase II for this Business Development Action Plan.
- 3.6 Determine a communications plan with the key targets. Add a “retail” section to the proposed Economic Development website, post available spaces along with Retail Market Indicators and incentives.
- 3.7 From target business list work with brokers (especially those active in ICSC⁴¹) on effective strategies to promote Benicia as a business location.

Lead Organization:	Economic Development Board, Retention/Recruitment Committee, City of Benicia
Collaborators:	Solano County SBDC, Benicia Chamber of Commerce
Expected Outcomes for Commercial Center Action Plan:	Clear approach and roles/responsibilities for commercial attraction; increased businesses retained, expanded, attracted

⁴⁰ Appendix: Business Clustering and Recruitment Campaign Samples

⁴¹ International Council of Shopping Centers

Summary of Business Development Action Plan

A summary overview of the recommended **Business Development Action Plan** initiatives is provided below.



4.0 Implementing the Business Development Action Plan

The Business Development Action Plan is very extensive and comprehensive. As noted throughout this report, it is critical that the City of Benicia have a pro-active economic development program to maintain and enhance the City's economic prosperity and quality of life.

There are a number of additional operational actions that need to be resolved prior to actually implementing any initiative. These recommended operational items are listed below:

4.1 Benicia Economic Development Board

- ◆ The Benicia Economic Development Board (EDB) currently has two committees – Tourism Committee and Business Retention/ Recruitment Committee. Given the Business Development Action Plan is focused on the three economic generator and employment centers, recommend the EDB realign their committees to three committees. This would allow each committee to focus their efforts on key initiative priorities:
 - Tourism Committee,
 - Benicia Industrial Park (BIP) Committee, and
 - Commercial Business Development Committee. *This committee would focus on implementing the commercial business development actions for downtown and the commercial centers while coordinating with the Tourism Committee.*
- ◆ To accelerate implementation, begin immediately with work sessions on each element of the Business Development Action Plan to prioritize actions, identify clear and specific tasks where members of the EDB can add value to the ED Division, confirm “move forward” strategy and methods to report progress.
- ◆ Organize and host an annual work sessions with the EDB and council to provide an update on local economic generators, regional/state trends and clarify the work plan for the committees.

4.2 Staffing – Economic Development Division, Business Development Team & Initiatives

4.2.1 Staff – Economic Development Division

- ◆ Designate three full time positions for economic development activities — ED Manager, ED Analyst and Administrative Support.
- ◆ Fill Economic Development Manager position and appoint new ED Manager as the “go to person” for economic development activities and projects.
- ◆ Redistribute staff time to shift the ED Manager's focus to industrial business development (50%) with other assignments as follows: strategic downtown/tourism initiatives (30%), administration (10%), and special ED projects (10%).

- ◆ Consolidate all tourism responsibilities to the ED Analyst position at 50% of total time, with 30% time focused on downtown and support the ED Manager and 20% on reporting, marketing and other duties.
- ◆ Administrative Support would work directly with ED Manager and ED Analyst, handle, with direction, business marketing (newsletters, website, etc.).
- ◆ Relocate/delegate special projects and other assignments not related to ED to appropriate departments.
- ◆ Provide staff with clear priorities, roles and responsibilities.

4.2.2 City Manager’s Business Development Team

- ◆ Institute economic development as a priority for all departments.
- ◆ City Manager has created a Business Development Team comprised of the City’s department heads who meet monthly or more frequently as needed. Include Economic Development Manager in meetings. Establish additional meetings around Economic Development projects with all department heads if needed.
- ◆ Drive a culture of business service. Create an Economic Development Mission Statement, such as, *“The mission of the Economic Development Team is to enhance Benicia’s quality of life through the creation and preservation of healthy, sustainable businesses and good jobs. We accomplish our mission by working with local companies to start or expand, provide and connect businesses to services and resources, streamline permit process, implement strategic actions to attract new businesses and jobs (commercial and industrial) and work with local merchants and organizations to attract visitors to our Downtown, Waterfront, Historical and Art venues.”*

4.2.3 Partner Organizations

- ◆ For all community/economic organizations receiving City financial assistance, clarify/connect expectations, activities and deliverables to ED goals/strategies. This includes Chamber, SBDC, Solano EDC, Museum, Main Street, Arts –all those who participate in business development and tourism/marketing.
- ◆ Be as specific as possible in encouraging each group’s direct participation in City ED projects and performance results.
- ◆ In addition, there should be clear procedures to define roles and responsibilities that produce results.

Economic Development Division

The Economic Development Division is assigned to the [City Manager's Office](#). Economic Development is responsible for implementing the adopted Economic Development Strategy (2007), facilitating businesses relocating to or expanding within Benicia, monitoring the status of the City’s economy, recommending strategies, initiatives, and projects to improve economic vitality citywide, and representing the City's developable real estate interests. The Economic Development Division serves as staff liaison to the [Economic Development Board](#).

[Source: http://ci.benicia.ca.us](http://ci.benicia.ca.us)

4.2.4 Specialized Services (Outsource specialized services as needed, not full time)

- ◆ City should continue to use expertise for start-up of new initiatives and to supplement staff – similar to contract with Wolf Communications. Examples of services the City may wish to outsource include:

- Prepare business target profiles and target lists, industrial and commercial,
- Assistance with business call program,
- Set up and begin implement Business Retention and Recruitment Program,
- Assist Economic Development Manager identify projects that could utilize CDBG financing for expansion,
- Identify state/federal resources for business or infrastructure projects,
- Website development and data collection for the website,
- Organize and development incentive fund programs for BIP,
- Organize and implement a Sustainable Management Program,
- Organize business attraction and marketing campaigns,
- Create a Business Cooperation program,
- Grant writing,
- Facilitated work session, and
- Annual Economic Indicators Report.

4.3 Economic Development Tools

The following tools should become part of the Economic Development Tool Kit:

- ◆ Economic Development Website
- ◆ Executive Pulse (Business Retention/Expansion and Business Attraction tracking software)
- ◆ Metro Comp (Business Operating Cost Module)

- ◆ Economic Impact Analysis⁴² (measure specific project's economic impact and revenue potential)
- ◆ Marketing pieces/packages for Industrial/Commercial and Communications Plan
- ◆ Prospect Lists
- ◆ Programs:
 - Business Cooperation
 - Sustainable Management Program for business in BIP
 - Annual Economic Indicators Report

4.4 Budget

The current Economic Development Division budget is \$233,700 (not including staff time). However, \$190,000 of the budget is allocated to Tourism/Downtown, \$18,700 to membership with Chamber, Solano EDC and SBDC and the remainder, \$25,000 is for Economic Development Division activities.

This budget is insufficient to implement the initiatives outlined in this Business Development Action Plan. To accelerate business expansion, investment and job growth in the City, the budget will need to be increased, most for one-time activities to create effective programs and processes. The currently budget is sufficient only to keep the status quo which will not accomplish the goal of generating economic impact over the next 18-36 months.

To implement the Business Development Action Plan, recommend the budget be increased by \$269,000 for 2011-12 to focus on implementing the Business Development Action Plan, with priority implementation of Action Initiative: Benicia Industrial Park, Commercial Attraction and development of economic development tools, including website and marketing. After initial development the annual budget for the Division should be in the \$330-\$450,000 range.

⁴² Economic Impact Analysis, <http://www.appliedeconomics.net/impact.html>, Appendix 12

**Chart 14 – City of Benicia
Economic Development Division Proposed Operating Budget**

	Current 2011-12	Proposed Additional Budget
1.0 Benicia Industrial Park		
Chamber of Commerce, Solano EDC	\$15,700	
<i>Implement Initiative: Business Retention Program organization and kick-off, Create Competitiveness Plan, Business Attraction - inventory, marketing, prospect lists, campaign</i>		\$125,000
2.0 Downtown & Tourism		
Existing Budget-Main Street, Wolf, Bid, Sunset Weekend	\$190,000	
<i>Implement Initiative:</i>		
<i>Tourism Annual Work Plan facilitated work sessions</i>		\$15,000
<i>Business Attraction, coordinate with Commercial Center effort.</i>		\$15,000
3.0 Commercial Centers		
Solano SBDC	\$3,000	
<i>Implement Initiative: Work sessions on Retail Retention/Recruitment, Business Clustering Plan, Inventory of Space, Target Business Location Requirements, Prospect Lists, Retail Market Campaigns, Business Calls</i>		\$35,000
<i>Tools – One Time Costs for Economic Development Website, Executive Pulse, Metro Comp & Impact Analysis Software</i>		\$50,000
Materials, Brochures	\$8,000	\$10,000
Annual Economic Indicators Update		\$4,000
Training, Travel, Memberships, Publications	\$4,500	\$15,000
Contract Services – Miscellaneous	\$12,500	Inc. with programs
Total Current & Proposed New Economic Development Budget	\$233,700	\$269,000
	TOTAL BUDGET 2011-12	\$502,700

Notes to the Proposed Budget:

- ◆ Budget does not include Capital Improvements for Downtown, Commercial Centers or Industrial Park – as recommended Capital Improvement list should be developed for each of the economic employment centers in participation with stakeholders.
- ◆ Budget does not include the development of an incentive fund for the BIP Businesses. There are several methods to establish an incentive fund which will be dependent on the size of the fund (amount to be invested). Many communities invest in Revolving Loan Funds, where funds are loaned to businesses at low interest based on investment and job criteria. A loan fund though will require additional staff to manage the loan fund unless there is another entity that can manage the loan fund, underwriting and loan monitoring. To support additional staff in managing a loan fund, the loan fund should be at minimum \$1.5m. Given the City is Small Cities CDBG Eligible, an effective method to set up a revolving loan fund would be to identify an expansion project or new project that could utilize the CDBG Over-the-Counter financing mechanism.
- ◆ If the City is interested in establishing an Incentive Fund (which is recommended to be competitive), staff should provide EDB with “incentive” options with criteria to set up incentive packages and policies, and pros/cons of each incentive program, such as fee deferral/waivers, infrastructure improvements in the industrial park tied to expansion or new location projects, revolving loan fund, grant program for investment in capital equipment. Staff should use the capital improvement priority list, which is to be developed with BIPA.
- ◆ At the June 29, 2011 EDB meeting the Sustainability Commission presented the Benicia Business Climate Action Plan reviewing sustainability and opportunities to partner as well as the VIP/GNSC funds for sustainable or green projects. It was recommended the EDB consider this an opportunity to apply for funds to assist businesses with sustainable and green initiatives.
- ◆ An incentive program that can easily be implemented and aligned to Benicia’s Climate Action plan is the proposed Sustainability Management Program, recommended Action Initiative: Benicia Industrial Park 1.6. The Sustainable Management Program is a “program in a box”. A team of sustainable management professionals does actual outreach and full sustainability evaluations for businesses, looking beyond energy efficiency to all areas of sustainability providing a report back to the company of actions they can take to implement sustainable management practices which will result in reducing greenhouse gas emissions. The program would include working with the Chamber to issue Green Business Certificates as well as teaching a local team on performing the evaluation and reports – job creation. Because this program gives the business a report of “sustainability actions” from small actions to major improvements, a Sustainability Grant Fund would be of great assistance to help business implement conservation recommendations.

Chart 15 – Proposed Sustainability Management Program for BIP Businesses	
Propose BIP Sustainability Management Program to VIP/GNSC for funding. Estimate Sustainability Management Assessment & Report cost, \$1500-\$3500 depending on size of company. Target 50 businesses.	\$125,000
Sustainability Grant Fund – recommend a fund set aside from the VIP/GNSC Agreement specifically for BIP businesses to apply for grants or loans to fund sustainability report recommendations which reduce greenhouse gas emissions.	\$ 500,000

4.5 Priority Initiatives

The City has “seeded” and continues to fund Tourism and Downtown initiatives. These initiatives continue to need work, mainly, collaboration, leveraging of resources and an annual work plan. The priority focus now should be on **Business Development**, *business retention and recruitment of industrial and commercial businesses*.

4.6 Measuring Economic Performance and Effectiveness

The goals and initiatives of the Business Development Action Plan should drive how the program is measured. The baseline goal is to Increase prosperity, jobs and revenue. To measure the actual economic performance and effectiveness three measuring tools should be used:

- ◆ **Key Economic Indicators Report** – a baseline Economic Indicators Report was prepared for the project. This should be updated annually to provide decision makers with trend and data. The original baseline was compared to Solano County and the State of California. As recommended by the Economic Development Board, the comparison data should be to other similar or aspiring areas to Benicia and outside of Solano County. This can easily be added. The Economic Indicators Report should include:
 - Population
 - Quality of Life
 - Median Income
 - Labor Force & Unemployment
 - Economy
 - Construction
 - Municipal Revenues (by employment center)
 - Assessed Value
 - Taxable Sales (by employment center)
- ◆ **Economic Impact Analysis** – using the economic impact model recommended, reports should be prepared for each business assistance provided. Staff will be documenting individual company impacts, capital investments, job created/retained, at the end of the year an analysis could be prepared based on the data of each company to provide a report of the total economic impact of these companies.
- ◆ **Key Initiative Implementation & Results** – the Business Development Plan has many actions for the three economic generators that staff, Economic Development Board and the Council will want to review to ensure the program is having a positive impact on business and the City’s business climate. We recommend the following:

Program Measurements	
Public Investment	<ul style="list-style-type: none"> • Capital improvements – infrastructure • Streamline Permitting Process • Sustainability Management Program • Plans for Benicia Industrial Park needs • Business Resource and Incentive Program • BID Feasibility • Organization Support
Private Investment	<ul style="list-style-type: none"> • Business, property or equipment investment • Leverage of organizations funding
Business Outreach	<ul style="list-style-type: none"> • Number of Businesses Visited – BRE Program • Number of Businesses Participating in the Sustainability Management Program • Number of New Business Visits • Target niches filled (Retail)
Real Estate	<ul style="list-style-type: none"> • Inventory – Industrial, Commercial & Retail • Square Footage • Occupancy Rates • Lease & Sales Rate (compared to previous year)
Economic Vitality	<ul style="list-style-type: none"> • New Locations / Closures • Business Expansion / Retention • Full and part time jobs (net) for each employment center • Sales growth • Business Inquiries
Promotion / Marketing	<ul style="list-style-type: none"> • Develop website, website counts • Marketing Materials complete • Event counts

4.7 Implementation

As noted above, implementing the Business Development Action Plan will require additional staffing, funding and outside assistance during start-up until the programs are fully operational. The following were identified as the top priorities to launch the Business Development Action Plan in the next 120 days:

- ◆ Set-up a formal Business Retention/Expansion and Business Attraction Program – including software, surveys and schedule
- ◆ Form a Streamline Permit Process Task Force
- ◆ Begin reviewing incentive and investment options for the Benicia Industrial Park, including Sustainable Management Program.
- ◆ Begin creation of the Economic Development Website
- ◆ Continue to work with CODA & Amports on opportunities to expand this niche market
- ◆ Begin meetings with BIPA on infrastructure needs in the Benicia Industrial Park
- ◆ Finalize operational structure (EDB, Staffing, Budget)

4.8 General Plan Goals

Chart 14 on the following page is a visual matrix aligning the Business Development Action Initiatives with the General Plan Goals.

Chart 16 – General Plan Goals Aligned with Business Development Action Plan

General Plan Goals	Reference	Business Development Action Initiative
Goal 2.5: Facilitate and encourage new uses and development which provide substantial and sustainable fiscal and economic benefits to the City and the community while maintaining health, safety and quality of life.	Section 3.0	<ul style="list-style-type: none"> Implementation of Benicia Business Development Action Plan
Goal 2.6: Attract and retain a balance of different kinds of industrial uses to Benicia.	Action 3.1: Benicia Industrial Park	BIP 1.0 Initiate formal Business Retention Program BIP 3.0 Initiative Business Attraction Program
Goal 2.7: Attract and retain industrial facilities that provide fiscal and economic benefits to – and meet the present and future needs of – Benicia.	Action 3.1: Benicia Industrial Park	BIP 1.0 Initiate formal Business Retention Program BIP 3.0 Initiative Business Attraction Program
Goal 2.8: Maintain the viability of the Port now and in the future to benefit the City of Benicia.	Action 3.1: Benicia Industrial Park	BIP 2.0 Benicia Industrial Park Competitiveness
Goal 2.9: Ensure adequate land for port activity.	Action 3.1: Benicia Industrial Park	BIP 2.0 Benicia Industrial Park Competitiveness
Goal 2.10: Provide for carefully-defined visual and physical public access where security and safety considerations permit.	Action 3.1: Benicia Industrial Park	BIP 2.0 Benicia Industrial Park Competitiveness
Goal 2.11: Encourage the retention and continued evolution of the lower Arsenal into a historic, cultural, commercial, industrial center of mutually compatible uses.	Action 3.3: Tourism Marketing Action: Commercial Centers	TM 3.0 Collaboration TM 4.0 Annual Work Plan CC 2.0 Business Retention CC 3.0 Business Attraction
Goal 2.12: Strengthen the Downtown as the City’s central commercial zone.	Action 3.2: Downtown	DT 1.0 BID Feasibility DT 2.0 Benicia Main Street DT 3.0 Business Retention and Attraction DT 4.0 Capital Improvements DT 4.0 Encourage Collaboration
Goal 2.13: Support the economic viability of existing commercial centers.	Action 3.4: Commercial Centers	CC 2.0 Business Retention CC 3.0 Business Attraction

About the Consulting Team

Chabin Concepts' core competency is strategic thinking, creative marketing and economic development program implementation.

We are more than a consulting group – we are a solutions **network**. We use our network to bring our clients the best practices of renowned experts in urban and rural economic development, site location analysis and hands-on experience in implementing and managing competitive and results-oriented economic development programs.

Our goal is to assist in positioning cities, counties, regions and states to win new jobs and investment by engaging the community and leadership in strategic planning **and** tactical implementation – *delivering a “Roadmap” to accomplish the mission.*

The consulting team for the City of Benicia included Audrey Taylor, Mary Bosch and Sarah Murley:



Audrey Taylor, President and CEO, Chabin Concepts, www.chabinconcepts.com

With over 30 years' experience, Audrey has assisted and represented over 300 communities in California, Colorado, Oregon, Washington, Nevada, New Mexico, Oklahoma, Hawaii, and Alaska. She has worked with companies such as 3M, Sony, Spectra-Physics, Joy Signal, Rio Pluma and NCI Building in strategic location analysis. Audrey is a member of the California Workforce Investment Board, Green Collar Jobs Council and also serves as the Marketing Chair for TeamCalifornia.



Mary Bosch, President, Marketek, www.marketekinc.com

Mary has completed market research, business development and management projects for a wide range of public sector and business clients during her 25 years of experience. Mary's specialty is downtown development where she has conducted assignments for well over 130 communities throughout the United States on various aspects of downtown development including market analysis, business retention and recruitment programming, niche marketing and cluster planning.



Sarah Murley, Co-founding Partner, Applied Economics

Sarah has working for 19 plus years in urban and regional economic analysis, particularly in economic development and public finance. She has conducted economic base analyses, business climate assessments, target industry analyses, supplier identification strategies, occupational assessments and labor market analyses, community improvement plans and economic impact analysis for numerous cities, counties, utilities and economic development agencies.



2515 Ceanothus Avenue, Ste 100,
Chico, CA 95973
800.676.8455 | www.chabinconcepts.com



11209 N. Tatum Blvd, Ste 225
Phoenix, AZ 85028
602.765.2400 | www.applieconomics.net



9220 SW Barbur Blvd
Portland, OR 97219
503.636.1659 | www.marketekinc.com

AGENDA ITEM
PLANNING COMMISSION MEETING: MAY 10, 2012
REGULAR AGENDA ITEM

DATE : April 26, 2012

TO : Planning Commission

FROM : Amy Million, Principal Planner

SUBJECT : **USE PERMIT FOR VERIZON WIRELESS
TELECOMMUNICATION FACILITY AT 257 ESSEX WAY**

PROJECT : 11PLN-00060 (Use Permit)
257 Essex Way,
APN: 083-210-210

RECOMMENDATION:

Approve a Use Permit (11PLN-00060) to install a new Verizon wireless communication facility consisting of 12 panel antennas mounted to 3 ground-mounted poles each measuring 15 feet in height, associated equipment and back-up generator located near the City-owned water tanks at 257 Essex Way, based on the findings and conditions of approval set forth in the draft Resolution.

EXECUTIVE SUMMARY:

The applicant requests approval of a Use Permit to install a wireless telecommunication facility located adjacent to the existing water tanks at 257 Essex Way. The facility consists of 12 panel antennas on 3 free-standing poles and an associated equipment enclosure.

BUDGET INFORMATION:

The subject parcel is owned by the City of Benicia. A lease agreement including compensation is required between the City of Benicia and Verizon Wireless. All terms of this agreement will be approved by the City Council prior to execution. No other budget impacts are anticipated.

ENVIRONMENTAL ANALYSIS:

Staff has determined that this project is categorically exempt from the California Environmental Quality Act pursuant to Section 15303 that

exempts the installation of new small equipment and facilities in small structures. The proposed facility would be considered the installation of small equipment as it consists of 3 new 15-foot tall poles to support the proposed antennas and a 750 square foot equipment enclosure for the equipment cabinets.

BACKGROUND:

Applicant/Owner: Clarence Chavis for Verizon Wireless/ City of Benicia

General Plan designation/Zoning: OS, Open Space

Existing use: Public, City of Benicia water tanks

Adjacent zoning and uses:

North: OS, Open Space / RS, Single Family Residential

South: OS, Open Space / RS, Single Family Residential

East: OS, Open Space / RS, Single Family Residential

West: OS, Open Space / RM, Medium Density Residential

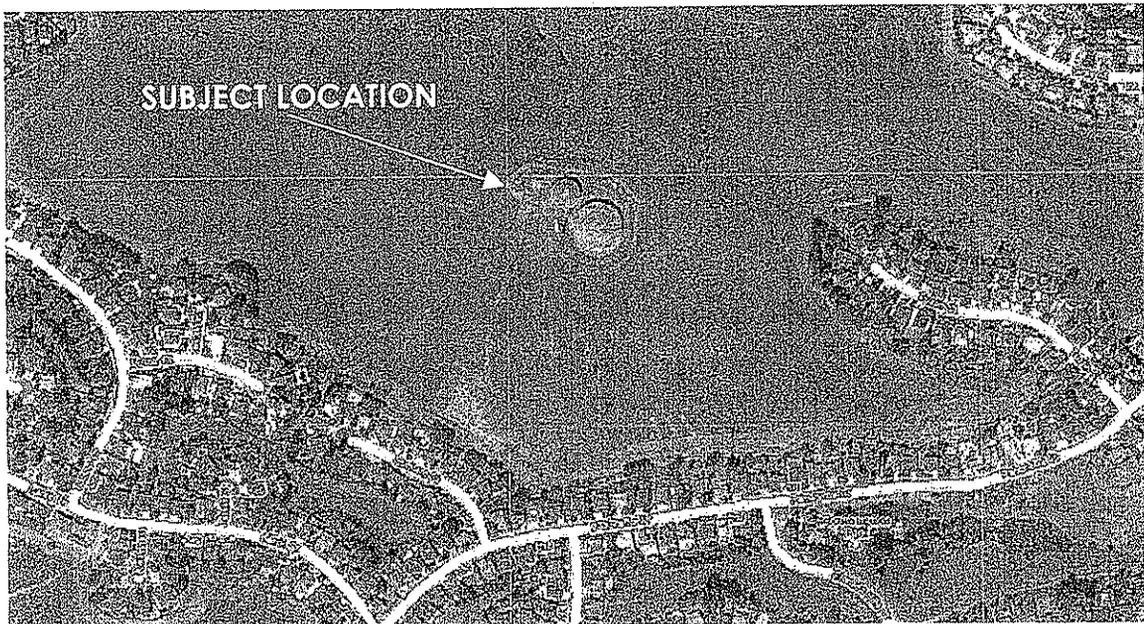


Figure 1: Aerial Photograph

257 Essex Way is a City-owned parcel located in the Open Space (OS) zoning district centrally located within the Southampton development north of I-780, west of East Second Street (See Figure 1). Vehicle access to the site is located near the intersection of Panorama Drive and Essex Way. This hilltop parcel consists of two of the City's treated water storage tanks and also has several wireless carrier facilities at this site, including T-Mobile, Sprint/Next, AT&T, ISystems, and other city and county agencies. Direct access to the water tanks is prevented by the existing 6-foot tall chain link fence with barbed wire that runs along the perimeter of the hilltop.

Section 17.70.250D of the Benicia Municipal Code requires a design review approval prior to the installation of any wireless communication facility. Staff-Level Design Review approval was granted on April 23, 2012.

SUMMARY:

A. Project Description:

Verizon Wireless proposes to install 12 panel antennas mounted on 3 individual support poles and an associated equipment enclosure. The panel antennas are grouped in 3 sectors of 4 antennas each. Each sector contains 3 antennas measuring 8'-0" long and 1 antenna measuring 5'-6" long.

Location 1 (Sectors A&C): 8 panel antennas mounted on 2 support poles located on the northwest corner of the water tanks' fence line

Location 2 (Sector B): 4 panel antennas mounted on a support pole located near the southeast corner of the water tanks' fence line

Equipment enclosure

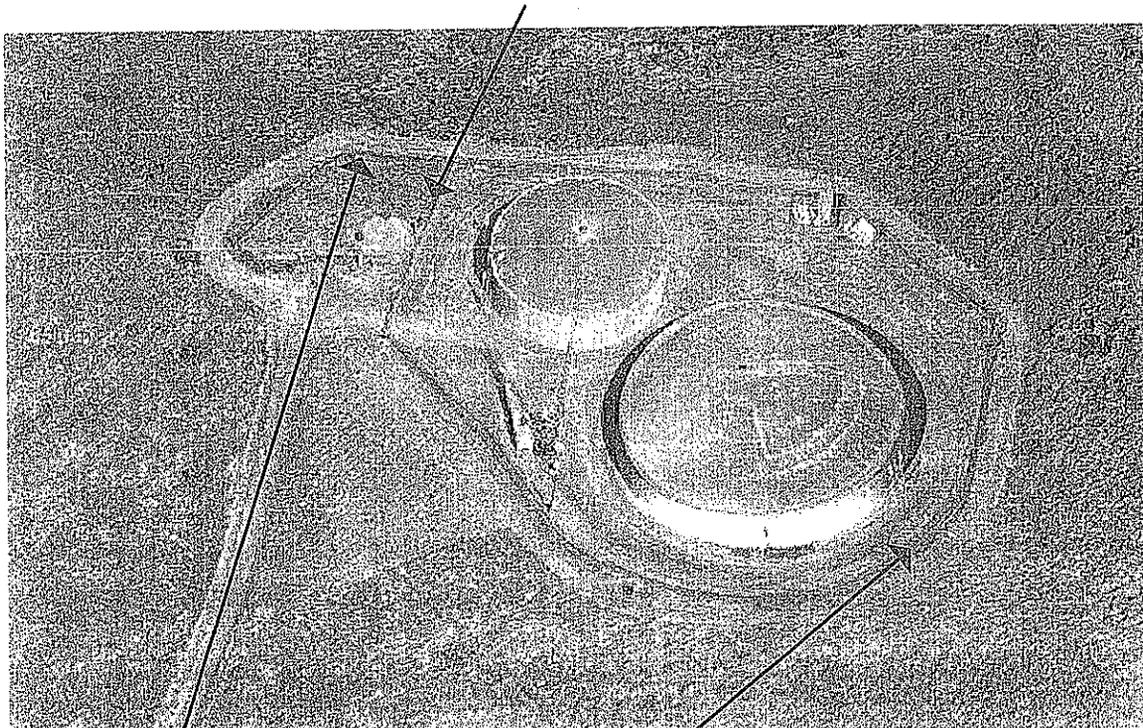


Figure 2

Location 1 (Sectors A&C):

Location 2 (Sector B):

In order to address the City's operation concerns regarding the underground infrastructure and overall security, the proposed facility is required to be located outside of the fence immediately surrounding both water tanks. All 3 poles and the associated equipment enclosure are proposed to be located on the outside edge of the fence line as shown in Figure 2 above. The pole and antenna structure will be no higher than a maximum of 15 feet tall and will be painted a matte gray to match the existing chain link fence. In order to reduce additional visual elements, staff is proposing that the proposed poles be moved approximately 2-5 feet so that they are incorporated into the existing fence line. This is the same design that Metro PCS is proposing and will provide additional continuity to reduce visual clutter. See condition of approval no.8.

The associated equipment enclosure measures 25 feet by 30 feet and will consist of a concrete pad and a new chain link fence with barbed wire to match the existing fence. Inside the fence will be a new equipment shelter measuring 12 feet long by 16 feet wide by 11 feet 4 inches tall, as well as a new back-up generator and utility cabinets for power and telephone connection. Access to the enclosure is provided by a 6-foot wide, double swing gate. In order to better incorporate the new structures into the hillside, the Design Review approval has been conditioned to add slats to the chain link fence and that the slats and equipment cabinets are painted a light, natural brown color to match the hillside during the dryer months.

B. Zoning Ordinance Consistency:

Subject property is located within the Open Space (OS) Zoning District. Pursuant to Section 17.70.250, all wireless communication facilities shall employ a design that minimizes the visual impact by making use of the following or similar techniques:

1. The proposed facility shall be sited to be screened by existing development, topography or vegetation in such a way as to have the least visual impact possible taking into consideration all technically feasible alternatives.

2. The materials, textures and colors of new or remodeled structures shall be visually compatible with the predominant materials. Facilities shall have a nonreflective finish and shall be painted and/or textured to match the exterior of the building or background.

3. Mounting of facilities on the peaks of roofs or hilltops shall be avoided to the greatest extent possible and all other related equipment shall be screened or hidden from view. Additional new

vegetation and its proper irrigation or other screening may be required as a condition of approval.

4. Antennas mounted on architecturally significant structures or significant details of a building should be covered by appropriate casing manufactured to match existing architectural features found on a building. Where feasible, antennas shall be placed directly above, below or incorporated into vertical design elements.

5. Equipment shelters or cabinets shall be placed underground to the greatest extent possible or screened from public view by using landscaping or materials and colors consistent with surrounding backdrop.

Design and Materials

As previously stated, Section 17.70.250D of the Benicia Municipal Code requires design review approval prior to the installation of any wireless communication facility. Staff-Level Design Review approval was granted on April 23, 2012. The subject location is located at the top of the hill where it is highly visible from the adjacent residential uses. However, the background of the water tanks help the proposed poles, antennas and equipment blend into the existing development of the hillside. The proposed facility will be far enough away from the adjacent residential area to blend in with the existing utilities located on the hilltop including the water tanks and other wireless communication facilities, when viewed from the hillside below.

The proposed antennas and support poles will be painted to match the existing fence and water tanks (non-reflective light grey color) and the equipment enclosure shall be painted brown to match the surrounding vegetation.

Noise and Lighting

The equipment and back up generator emit a minimal amount of noise. The noise associated with the equipment shelter is similar to a standard residential air conditioning unit. Similar to air conditioning equipment, the equipment shelter only emits a noise when the cooling unit is active. This is an automatic system to cool the equipment cabinets as needed. In addition to the equipment cabinets, the applicant is proposing to install a 48kw standby emergency diesel generator. The generator will only be in operation if there is a power outage or during testing periods of one hour a week. The testing will take place during the daytime hours. These parameters are reflected in draft condition of approval no. 7.

According to the applicant, the generator averages a noise level of 65.5 dBA at a distance of 23 feet, whereas the nearest residence is located approximately 650 feet from the proposed facility. Therefore the noise level would clearly meet the City's established noise standards set forth in the City's General Plan.

Maintenance of the equipment cabinets require that field technicians have access to the facility during all times of the day, including the evening, especially during an emergency situation. For safety, a light to the entrance of the equipment shelter is installed. A draft condition of approval requires that any exterior lighting will be manually operated by a switch and used only when necessary.

C. General Plan Consistency:

The site has a Zoning and General Plan designation of Open Space. General Plan Goal 2.43 is to "*allow installation of telecommunications equipment and distribution networks that maintain and protect health, safety, and quality of life and avoid visual clutter.*" The installation of the proposed antennas will be consistent with that goal because the cellular service that Verizon Wireless customers receive will be expanded and strengthened. In addition, the facility is located on a developed parcel with large water tanks, which give the pole-mounted facility a backdrop. The facility is also on a site with several wireless facilities to consolidate the visual clutter.

D. Public Health and Safety:

Pursuant to federal law, the Federal Communication Commission (FCC) has sole jurisdiction in determining the potential significant impacts on the environment caused by telecommunications signals. This includes establishing the guidelines for compliance of human exposure to radio frequency electromagnetic fields for the subject wireless telecommunication facility. According to the report dated April 25, 2012 provided by Hammett & Edison, Inc., the maximum calculated field strength in publicly accessible areas of the proposed project will be less than 71% of the applicable public limit for unlimited exposure. The cumulative levels for all radio sources at the subject property would be 78% of the applicable limit for unlimited exposure, which is below the exposure limits set forth by the FCC for human exposure to radio frequency electromagnetic fields. Therefore, the facility as proposed meets the established guidelines and will not create any nuisance or be detrimental to the health, safety or general welfare of persons residing or working in the neighborhood.

E. Findings:

Pursuant to Section 17.104.060, all use permits shall require the following findings:

- a) *The Planning Commission finds that the proposed development is consistent with the objectives and provisions of Title 17 of the Benicia Municipal Code and the purposes of the Open Space (OS) zoning district.*

Wireless telecommunication facilities are allowed upon approval of a Use Permit in the Open Space zoning district. The purpose of the Open Space zoning district is to provide a suitable classification for large public or private sites permanently designated for park or open space use. The subject property currently houses City water tanks and other wireless communication facilities. The proposed facility will use the area of the open space that is already developed and will not expand into the undeveloped open space.

- b) *The proposed location of the wireless communications facility and the proposed conditions of approval will be consistent with the General Plan and with Title 17 of the Benicia Municipal Code and will not be detrimental to the public health, safety, or welfare of persons residing or working in or adjacent to the neighborhood of the proposed use, nor detrimental to properties or improvements in the vicinity or to the general welfare of the city.*

The proposed facility will provide enhanced communication services for the subscribers. In addition, all wireless facilities are required to comply with the Federal Communications Commission (FCC) on radio frequency and electromagnetic fields exposure. Based on the study submitted, the radio frequency is at 71% the maximum permissible exposure (MPE) limits set by the FCC. The proposed facility is in compliance with all FCC regulations and is consistent with the Benicia Municipal Code and the General Plan.

- c) *The proposed use will comply with the provisions of Title 17 (Benicia Zoning Ordinance), including specific conditions required for use in the district in which it will be located.*

Based on the foregoing findings of approval, as well as the required findings codified in BMC Section 17.70.250 H, the project complies with the Benicia Municipal Code and all applicable conditions required in the Open Space (OS) zoning district.

In addition to the findings listed above, the following five additional wireless communication facility findings are required pursuant to 17.70.250 (H):

- a) *The proposed location of the project and the conditions under which it would be operated and maintained will not be detrimental to the health, safety, or welfare of persons residing or working in the neighborhood or the general public, and will not be materially injurious to properties or improvements in the vicinity.*

The proposed wireless communications facility would be installed at a site that currently consists of two City water tanks and several wireless communication facilities that is not intended for public access. All wireless facilities are required to produce a Federal Communications Commission (FCC) compliance study on radio frequency and electromagnetic fields exposure. Based on the study submitted, the radio frequency is at 71% the maximum permissible exposure (MPE) limits set by the FCC.

- b) *Development of the proposed facility as conditioned will not significantly affect any designated visual resources, environmentally sensitive resources, community character resources; or, that there are no other environmentally equivalent and/or superior and technically feasible alternatives to the proposed wireless communications facility as conditioned.*

The design, location and maintenance of the proposed installation would be consistent with the several existing wireless facilities on the subject property. The proposed facility is required to be reviewed for Design Review approval. As part of that Design Review approval the visual impacts of the proposed impact on the surrounding properties are evaluated. The applicant has demonstrated that the subject proposal is designed with the least visual impact that is technically feasible. As such, the proposed facility would not pose any significant impact to surrounding parcels.

c) *The proposed facility is in compliance with all FCC regulations.*

Based on the EMF Study performed by Hammett & Edison, Inc. dated April 25, 2012, the proposed wireless facility complies with the prevailing FCC standards and regulations for limiting public exposure to radio frequency energy.

d) *The proposed location and design of the project and the conditions under which it would be operated or maintained will be consistent with all elements of the Benicia General Plan.*

The subject property is designated as General Open Space in the General Plan. The proposed facility is consistent with the General Plan designation through its preservation of the existing open space by utilizing an already developed area.

e) *The proposed project will complement and harmonize with the existing and proposed land uses in the vicinity and will be visually compatible with the physical design aspects.*

The design of the facility is such that it is the least visually intrusive taking into consideration all technically feasible alternatives. The height and location of the proposed facility is consistent with the other communication facilities at this site that use the existing development as a backdrop. In addition, the proposed antennas as conditioned would incorporate into the existing fence to minimize any visual impacts.

CONCLUSION:

Staff recommends approval of the proposed installation of the wireless communication facility subject to the conditions of approval in the draft Resolution.

FURTHER ACTION:

The Planning Commission's decision will be final unless appealed to the City Council within ten (10) business days.

Attachment:

- Draft Resolution
- Radio Frequency Report
- Photo simulations
- Antenna Height Analysis
- Project Plans **

*** If viewing online, these attachments are available to view in the Public Works & Community Development Department or in the Benicia Public Library in the May 10, 2012 Planning Commission packet.*

DRAFT RESOLUTION

RESOLUTION NO. 12- (PC)

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF BENICIA APPROVING A USE PERMIT FOR INSTALLATION OF A VERIZON WIRELESS TELECOMMUNICATION FACILITY AT 257 ESSEX WAY, APN: 083-210-210 (USE PERMIT 11PLN-00060)

WHEREAS, on October 4, 2011, Clarence Chavis on behalf of Verizon Wireless submitted an application for a Use Permit to install a wireless communication facility consisting of twelve (12) panel antennas, an equipment enclosure with one (1) equipment shelter and a back-up generator at 257 Essex Way; and

WHEREAS, the Planning Commission at a regular meeting on May 10, 2012, conducted a public hearing, considered all testimony and documents and reviewed the proposed project.

NOW, THEREFORE, BE IT RESOLVED that the Planning Commission of the City of Benicia hereby approves Use Permit 11PLN-00060 based on the following findings:

- a) *The Planning Commission finds that the proposed development is consistent with the objectives and provisions of Title 17 of the Benicia Municipal Code and the purposes of the Open Space (OS) zoning district.*

Wireless telecommunication facilities are allowed upon approval of a Use Permit in the Open Space zoning district. The purpose of the Open Space zoning district is to provide a suitable classification for large public or private sites permanently designated for park or open space use. The subject property currently houses City water tanks and other wireless communication facilities. The proposed facility will use the area of the open space that is already developed and will not expand into the undeveloped open space.

- b) *The proposed location of the wireless communications facility and the proposed conditions of approval will be consistent with the General Plan and with Title 17 of the Benicia Municipal Code and will not be detrimental to the public health, safety, or welfare of persons residing or working in or adjacent to the neighborhood of the proposed use, nor detrimental to properties or improvements in the vicinity or to the general welfare of the city.*

The proposed facility will provide enhanced communication services for the subscribers. In addition, all wireless facilities are required to comply with the Federal Communications Commission (FCC) on radio frequency and electromagnetic fields exposure. Based on the study submitted, the radio frequency is at 71% the maximum permissible exposure (MPE) limits set by the FCC. The proposed facility is in compliance with all FCC regulations and is consistent with the Benicia Municipal Code and the General Plan.

- c) *The proposed use will comply with the provisions of Title 17 (Benicia Zoning Ordinance), including specific conditions required for use in the district in which it will be located.*

Based on the foregoing findings of approval, as well as the required findings codified in BMC Section 17. 70.250 H, the project complies with the Benicia Municipal Code and all applicable conditions required in the Open Space (OS) zoning district.

- d) *The proposed location of the project and the conditions under which it would be operated and maintained will not be detrimental to the health, safety, or welfare of persons residing or working in the neighborhood or the general public, and will not be materially injurious to properties or improvements in the vicinity.*

The proposed wireless communications facility will be installed at a site that currently consists of two City water tanks and several wireless communication facilities and is not intended for public access. All wireless facilities are required to produce a Federal Communications Commission (FCC) compliance study on radio frequency and electromagnetic fields exposure. Based on the study submitted, the radio frequency will be at 71% of the maximum permissible exposure (MPE) limits set by the FCC.

- e) *Development of the proposed facility as conditioned will not significantly affect any designated visual resources, environmentally sensitive resources, community character resources; or, that there are no other environmentally equivalent and/or superior and technically feasible alternatives to the proposed wireless communications facility as conditioned.*

The design, location and maintenance of the proposed installation would be consistent with the several existing wireless facilities on the subject property. The proposed facility is required to be reviewed for Design Review approval. As part of that Design Review approval the visual impacts of the proposed impact on the surrounding properties are evaluated. The applicant has demonstrated that the subject proposal is designed with the least visual impact that is technically feasible. As such, the proposed facility would not pose any significant impact to surrounding parcels.

- f) *The proposed facility is in compliance with all FCC regulations.*

Based on the EMF Study performed by Hammett & Edison, Inc. dated April 25, 2012, the proposed wireless facility complies with the prevailing FCC standards and regulations for limiting public exposure to radio frequency energy.

- g) *The proposed location and design of the project and the conditions under which it would be operated or maintained will be consistent with all elements of the Benicia General Plan.*

The subject property is designated as General Open Space in the General Plan. The proposed facility is consistent with the General Plan designation through its preservation of the existing open space by utilizing an already developed area.

- h) *The proposed project will complement and harmonize with the existing and proposed land uses in the vicinity and will be visually compatible with the physical design aspects.*

The design of the facility is such that it is the least visually intrusive taking into consideration all technically feasible alternatives. The height and location of the proposed facility is consistent with the other communication facilities at this site that use the existing development as a backdrop. In addition, the proposed antennas as conditioned would incorporate into the existing fence to minimize any visual impacts.

- i) This project is categorically exempt from the California Environmental Quality Act pursuant to Section 15303 that exempts the installation of new small equipment and facilities in small structures. The proposed facility consists of the installation

of a 750 square foot equipment area and 3 new 15-foot tall poles to support the proposed antennas.

BE IT FURTHER RESOLVED the Benicia Planning Commission hereby approves the proposed project subject to the following conditions:

1. The plans and maps submitted for approval and development of the site shall be in substantial compliance with the plans dated received April 5, 2012 and marked Exhibit A prepared by L.D. Strobel Co. Inc. consisting of nine sheets on file in the Public Works & Community Development Department.
2. This approval shall only be in effect upon execution of a lease agreement between the City of Benicia and Verizon Wireless
3. This approval shall expire two years from the date of approval, unless made permanent by the issuance of a building permit and the commencement of work that is diligently pursued to completion. Alternatively, the time period may be extended, by the Public Works & Community Development Director, if the application for time extension is received prior to the end of the initial two year deadline and there has been no change in the City's development policies which affect the site, and there is no change in the physical circumstances nor new information about the project site which would warrant reconsideration of the approval.
4. The project shall adhere to all applicable ordinances, standard plans, and specifications of the City of Benicia.
5. Unless modified by these conditions of approval, any alteration of the approved plans, including substitution of materials or changes in paint colors, shall be requested in writing for approval by the Public Works & Community Development Director or designee prior to changes being made in the field.
6. A revised radio frequency report consistent with the FCC public exposure guidelines shall be submitted for the revised design to reduce all antennas and support poles to a maximum of 15 feet in height above the ground. The report shall be submitted to Planning Division for their review prior to issuance of any building permit for the proposed installation.

In addition, any mitigation measures such as a fence shall be shown the plans submitted for building permit.

7. Within 10 days of installation of the facility, a certification (report) by a licensed engineer expert in the field of radio frequency (rf) / electromagnetic frequency (emf) emissions shall be submitted to the Public Works & Community Development Department, attesting that the facility is and has been operating within the current applicable FCC standards for frequency emissions.
8. The backup emergency diesel generator shall only operate during testing periods of no more than one hour a week or during times of a power outage. The testing periods shall take place during the daytime hours only (7am-10pm).
9. The proposed antenna support poles shall be moved 2-5 feet, as necessary, so that they are incorporated into the existing fence to the extent feasible. The antenna support pole shall replace an existing fence support pole to reduce visual clutter.
10. The pole and/or antenna height shall not exceed 15 feet as shown on the approved plans.
11. Any exterior lighting shall be manually operated and used only during night maintenance or emergencies. The lighting shall be constructed, located, and oriented so that only the intended area is illuminated and off-site glare is eliminated.
12. Power and Telecommunications conduit shall be run adjacent to and along the exterior of the fence. No conduit or other trenching shall occur within the interior of the fence line.
13. Underground Service Alert (USA) must be notified before any excavation commences to ensure that all utilities in the vicinity of the project site are identified accordingly.
14. Potholing of utilities is required before any digging can take place.
15. All appropriate permits, including an encroachment permit is required. Contact the City of Benicia Engineering Division at

746-4240 and the Building Division at 746-4230 for permit issuance and insurance requirements.

16. Antennas, support structures and related equipment shall be removed within 90 calendar days of the discontinuation of the use of a wireless communication facility and the site shall be restored to its previous condition. The applicant shall notify the Public Works & Community Development Department in writing of the intent to remove the facility at least 30 days prior to discontinuance.
17. All wireless communication facilities and associated equipment must be regularly maintained including but not limited to the painting and the removal of graffiti and debris.
18. The applicant or permittee shall defend, indemnify, and hold harmless the City of Benicia or its agents, officers, and employees from any claim, action, or proceeding against the City of Benicia or its agents, officers, or employees to attack, set aside, void, or annul an approval of the Planning Commission, City Council, Community Development Director, or any other department, committee, or agency of the City concerning a development, variance, permit or land use approval which action is brought within the time period provided for in any applicable statute; provided, however, that the applicant's or permittee's duty to so defend, indemnify, and hold harmless shall be subject to the City's promptly notifying the applicant or permittee of any said claim, action, or proceeding and the City's full cooperation in the applicant's or permittee's defense of said claims, actions, or proceedings.

* * * * *

On motion of Commissioner _____, seconded by Commissioner _____, the above Resolution was adopted by the Planning Commission of the City of Benicia at a regular meeting of said Commission held on May 10, 2012 by the following vote:

Ayes:

Noes:

Absent:

Abstain:

Rod Sherry
Planning Commission Chair

RADIO FREQUENCY REPORT

Verizon Wireless • Proposed Base Station (Site No. 248613 “Rose Drive”)
257 Essex Way • Benicia, California

Statement of Hammett & Edison, Inc., Consulting Engineers

The firm of Hammett & Edison, Inc., Consulting Engineers, has been retained on behalf of Verizon Wireless, a personal wireless telecommunications carrier, to evaluate the base station (Site No. 248613 “Rose Drive”) proposed to be located at 257 Essex Way in Benicia, California, for compliance with appropriate guidelines limiting human exposure to radio frequency (“RF”) electromagnetic fields.

Executive Summary

Verizon proposes to install directional panel antennas near the municipal water tanks located north of the intersection of Essex Way and Panorama Drive in Benicia. The proposed operation will, together with the existing radio sources at the site, comply with the FCC guidelines limiting public exposure to RF energy.

Prevailing Exposure Standards

The U.S. Congress requires that the Federal Communications Commission (“FCC”) evaluate its actions for possible significant impact on the environment. A summary of the FCC’s exposure limits is shown in Figure 1. These limits apply for continuous exposures and are intended to provide a prudent margin of safety for all persons, regardless of age, gender, size, or health. The most restrictive FCC limit for exposures of unlimited duration to radio frequency energy for several personal wireless services are as follows:

Wireless Service	Frequency Band	Occupational Limit	Public Limit
Microwave (Point-to-Point)	5,000–80,000 MHz	5.00 mW/cm ²	1.00 mW/cm ²
BRS (Broadband Radio)	2,600	5.00	1.00
AWS (Advanced Wireless)	2,100	5.00	1.00
PCS (Personal Communication)	1,950	5.00	1.00
Cellular	870	2.90	0.58
SMR (Specialized Mobile Radio)	855	2.85	0.57
700 MHz	700	2.40	0.48
[most restrictive frequency range]	30–300	1.00	0.20

General Facility Requirements

Base stations typically consist of two distinct parts: the electronic transceivers (also called “radios” or “channels”) that are connected to the traditional wired telephone lines, and the passive antennas that send the wireless signals created by the radios out to be received by individual subscriber units. The transceivers are often located at ground level and are connected to the antennas by coaxial cables. A small antenna for reception of GPS signals is also required, mounted with a clear view of the sky.

**Verizon Wireless • Proposed Base Station (Site No. 248613 “Rose Drive”)
257 Essex Way • Benicia, California**

Because of the short wavelength of the frequencies assigned by the FCC for wireless services, the antennas require line-of-sight paths for their signals to propagate well and so are installed at some height above ground. The antennas are designed to concentrate their energy toward the horizon, with very little energy wasted toward the sky or the ground. Along with the low power of such facilities, this means that it is generally not possible for exposure conditions to approach the maximum permissible exposure limits without being physically very near the antennas.

Computer Modeling Method

The FCC provides direction for determining compliance in its Office of Engineering and Technology Bulletin No. 65, “Evaluating Compliance with FCC-Specified Guidelines for Human Exposure to Radio Frequency Radiation,” dated August 1997. Figure 2 attached describes the calculation methodologies, reflecting the facts that a directional antenna’s radiation pattern is not fully formed at locations very close by (the “near-field” effect) and that at greater distances the power level from an energy source decreases with the square of the distance from it (the “inverse square law”). The conservative nature of this method for evaluating exposure conditions has been verified by numerous field tests.

Site and Facility Description

The site was visited by Mr. Robert H. Taylor, a qualified field technician employed by Hammett & Edison, Inc., during normal business hours on March 13, 2010, a non-holiday weekday. Observed near two municipal water tanks located within a fenced compound on the hill above the intersection of Essex Way and Panorama Drive in Benicia were fourteen directional panel antennas on several tall poles for use by one or more wireless carriers, including Sprint Nextel, as well as a tall lattice tower on which were mounted three microwave “dish” antennas and a number of omnidirectional antennas, presumably for intermittent two-way voice services. Measurements of existing ambient RF exposure levels were conducted in publicly accessible areas around the site. The measurement equipment used was a Wandel & Goltermann Type EMR-300 Radiation Meter with Type 18 Isotropic Electric Field Probe (Serial No. C-0010). The meter and probe were under current calibration by the manufacturer. The maximum observed exposure level, for the radio equipment as installed and operating at the time of the visit, was 0.010 mW/cm², which is 5.0% of the most restrictive public exposure limit.

AT&T Mobility is reported to have installed its own base station at the site subsequent to the measurement described above, pursuant to its approval by the City of Benicia. The maximum exposure level for a person at ground from that operation was calculated to be 29% of the applicable public exposure limit.

**Verizon Wireless • Proposed Base Station (Site No. 248613 “Rose Drive”)
257 Essex Way • Benicia, California**

Based upon information provided by Verizon, including zoning drawings by L.D. Strobel Co. Inc., dated April 3, 2012, that carrier proposes to install twelve Antel directional panel antennas – nine Model HTXC6318M000 and three Model WBX065X18M000 – on three new steel 15½-foot poles to be installed near the tanks. The antennas would be mounted with up to 5° downtilt at an effective height of about 11 feet above ground and would be oriented in identical groups of four toward 55°T, 150°T, and 315°T, away from the tanks. The maximum effective radiated power in any direction would be 4,320 watts, representing simultaneous operation at 960 watts for PCS, 2,560 watts for cellular, and 800 watts for 700 MHz service.

Study Results

For a person anywhere at ground, the maximum RF exposure level due to the proposed Verizon operation by itself is calculated to be 0.41 mW/cm², which is 71% of the applicable public exposure limit. The maximum calculated cumulative level at ground, for the simultaneous operation of AT&T and Verizon, is 73% of the public exposure limit (the individual maximum levels do not occur at the same location). Therefore, the maximum cumulative level at ground, for the simultaneous operation of all radio sources at the site, would be no more than 78% of the public exposure limit. The maximum calculated level for the proposed Verizon operation at the second-floor elevation of any nearby residence* is 0.60% of the public exposure limit. It should be noted that these results include several “worst-case” assumptions and therefore are expected to overstate actual power density levels from these operations.

No Recommended Mitigation Measures

While the area near the proposed poles is reported to be publicly accessible, the Verizon antennas will not be, due to their mounting height, and so no mitigation measures are necessary for Verizon to comply with the FCC public exposure guidelines. It is presumed that Verizon and the other radio operators will, as FCC licensees, take adequate steps to ensure that their employees or contractors comply with FCC occupational exposure guidelines whenever work is required near the antennas themselves.

Conclusion

Based on the information and analysis above, it is the undersigned’s professional opinion that operation of the base station proposed by Verizon Wireless located at 257 Essex Way in Benicia, California, will comply with the prevailing standards for limiting public exposure to radio frequency energy and, therefore, will not for this reason cause a significant impact on the environment. The highest calculated level in publicly accessible areas is much less than the prevailing standards allow

* Located at least 650 feet away, based on photographs from Google Maps.

Verizon Wireless • Proposed Base Station (Site No. 248613 "Rose Drive")
257 Essex Way • Benicia, California

for exposures of unlimited duration. This finding is consistent with measurements of actual exposure conditions taken at other operating base stations.

Authorship

The undersigned author of this statement is a qualified Professional Engineer, holding California Registration Nos. E-13026 and M-20676, which expire on June 30, 2013. This work has been carried out under his direction, and all statements are true and correct of his own knowledge except, where noted, when data has been supplied by others, which data he believes to be correct.



William F. Hammett

William F. Hammett, P.E.

William F. Hammett, P.E.

707/996-5200

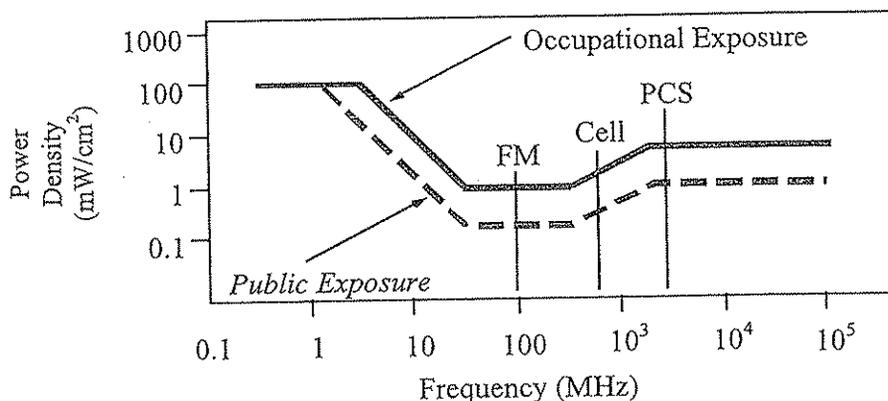
April 25, 2012

FCC Radio Frequency Protection Guide

The U.S. Congress required (1996 Telecom Act) the Federal Communications Commission ("FCC") to adopt a nationwide human exposure standard to ensure that its licensees do not, cumulatively, have a significant impact on the environment. The FCC adopted the limits from Report No. 86, "Biological Effects and Exposure Criteria for Radiofrequency Electromagnetic Fields," published in 1986 by the Congressionally chartered National Council on Radiation Protection and Measurements ("NCRP"). Separate limits apply for occupational and public exposure conditions, with the latter limits generally five times more restrictive. The more recent standard, developed by the Institute of Electrical and Electronics Engineers and approved as American National Standard ANSI/IEEE C95.1-2006, "Safety Levels with Respect to Human Exposure to Radio Frequency Electromagnetic Fields, 3 kHz to 300 GHz," includes similar limits. These limits apply for continuous exposures from all sources and are intended to provide a prudent margin of safety for all persons, regardless of age, gender, size, or health.

As shown in the table and chart below, separate limits apply for occupational and public exposure conditions, with the latter limits (in *italics* and/or dashed) up to five times more restrictive:

Frequency Applicable Range (MHz)	Electromagnetic Fields (<i>f</i> is frequency of emission in MHz)					
	Electric Field Strength (V/m)		Magnetic Field Strength (A/m)		Equivalent Far-Field Power Density (mW/cm ²)	
0.3 – 1.34	614	<i>614</i>	1.63	<i>1.63</i>	100	<i>100</i>
1.34 – 3.0	614	<i>823.8/f</i>	1.63	<i>2.19/f</i>	100	<i>180/f²</i>
3.0 – 30	1842/f	<i>823.8/f</i>	4.89/f	<i>2.19/f</i>	900/f ²	<i>180/f²</i>
30 – 300	61.4	<i>27.5</i>	0.163	<i>0.0729</i>	1.0	<i>0.2</i>
300 – 1,500	3.54√ <i>f</i>	<i>1.59√f</i>	√ <i>f</i> /106	<i>√f/238</i>	<i>f/300</i>	<i>f/1500</i>
1,500 – 100,000	137	<i>61.4</i>	0.364	<i>0.163</i>	5.0	<i>1.0</i>



Higher levels are allowed for short periods of time, such that total exposure levels averaged over six or thirty minutes, for occupational or public settings, respectively, do not exceed the limits, and higher levels also are allowed for exposures to small areas, such that the spatially averaged levels do not exceed the limits. However, neither of these allowances is incorporated in the conservative calculation formulas in the FCC Office of Engineering and Technology Bulletin No. 65 (August 1997) for projecting field levels. Hammett & Edison has built those formulas into a proprietary program that calculates, at each location on an arbitrary rectangular grid, the total expected power density from any number of individual radio sources. The program allows for the description of buildings and uneven terrain, if required to obtain more accurate projections.



RFR.CALC™ Calculation Methodology

Assessment by Calculation of Compliance with FCC Exposure Guidelines

The U.S. Congress required (1996 Telecom Act) the Federal Communications Commission ("FCC") to adopt a nationwide human exposure standard to ensure that its licensees do not, cumulatively, have a significant impact on the environment. The maximum permissible exposure limits adopted by the FCC (see Figure 1) apply for continuous exposures from all sources and are intended to provide a prudent margin of safety for all persons, regardless of age, gender, size, or health. Higher levels are allowed for short periods of time, such that total exposure levels averaged over six or thirty minutes, for occupational or public settings, respectively, do not exceed the limits.

Near Field.

Prediction methods have been developed for the near field zone of panel (directional) and whip (omnidirectional) antennas, typical at wireless telecommunications base stations, as well as dish (aperture) antennas, typically used for microwave links. The antenna patterns are not fully formed in the near field at these antennas, and the FCC Office of Engineering and Technology Bulletin No. 65 (August 1997) gives suitable formulas for calculating power density within such zones.

For a panel or whip antenna, power density $S = \frac{180}{\theta_{BW}} \times \frac{0.1 \times P_{net}}{\pi \times D \times h}$, in mW/cm²,

and for an aperture antenna, maximum power density $S_{max} = \frac{0.1 \times 16 \times \eta \times P_{net}}{\pi \times h^2}$, in mW/cm²,

- where θ_{BW} = half-power beamwidth of the antenna, in degrees, and
 P_{net} = net power input to the antenna, in watts,
 D = distance from antenna, in meters,
 h = aperture height of the antenna, in meters, and
 η = aperture efficiency (unitless, typically 0.5-0.8).

The factor of 0.1 in the numerators converts to the desired units of power density.

Far Field.

OET-65 gives this formula for calculating power density in the far field of an individual RF source:

power density $S = \frac{2.56 \times 1.64 \times 100 \times RFF^2 \times ERP}{4 \times \pi \times D^2}$, in mW/cm²,

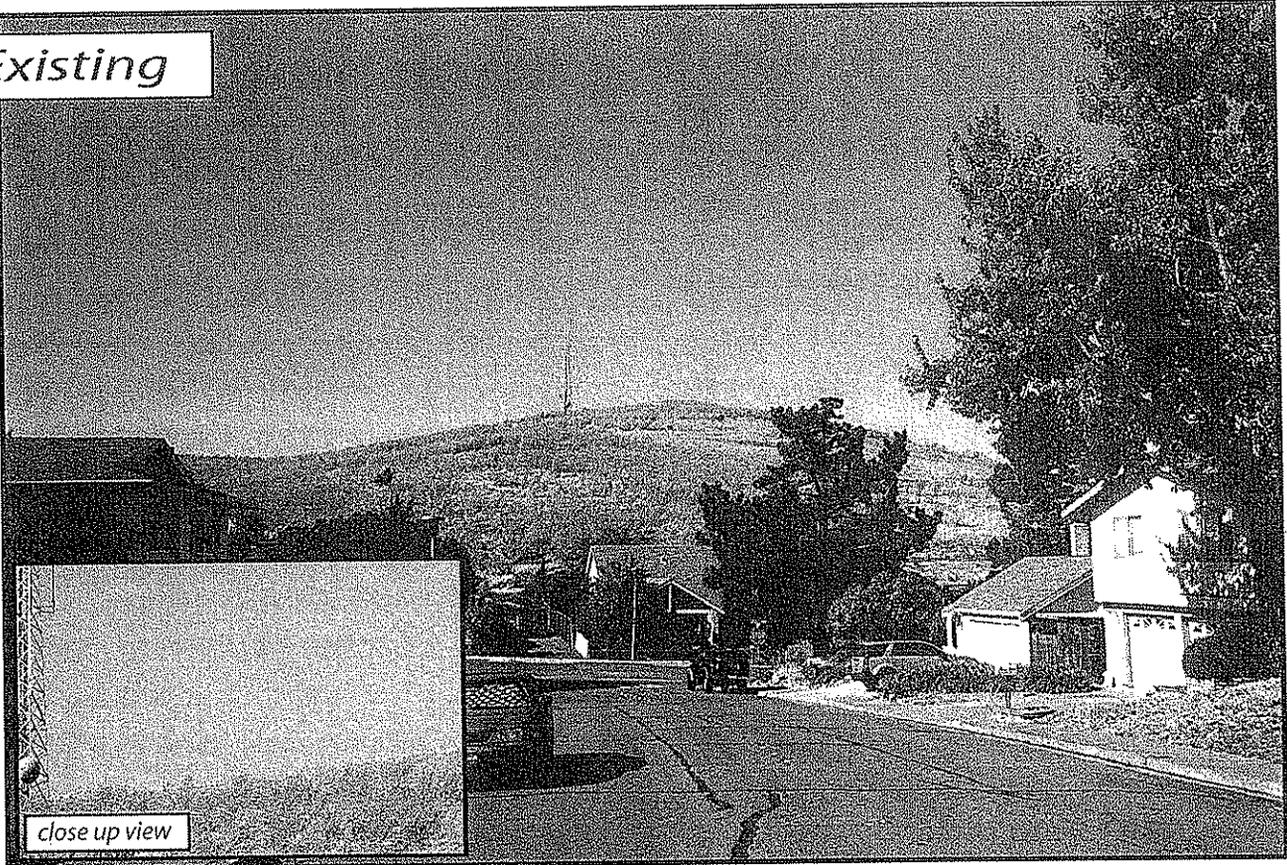
- where ERP = total ERP (all polarizations), in kilowatts,
RFF = relative field factor at the direction to the actual point of calculation, and
D = distance from the center of radiation to the point of calculation, in meters.

The factor of 2.56 accounts for the increase in power density due to ground reflection, assuming a reflection coefficient of 1.6 (1.6 x 1.6 = 2.56). The factor of 1.64 is the gain of a half-wave dipole relative to an isotropic radiator. The factor of 100 in the numerator converts to the desired units of power density. This formula has been built into a proprietary program that calculates, at each location on an arbitrary rectangular grid, the total expected power density from any number of individual radiation sources. The program also allows for the description of uneven terrain in the vicinity, to obtain more accurate projections.



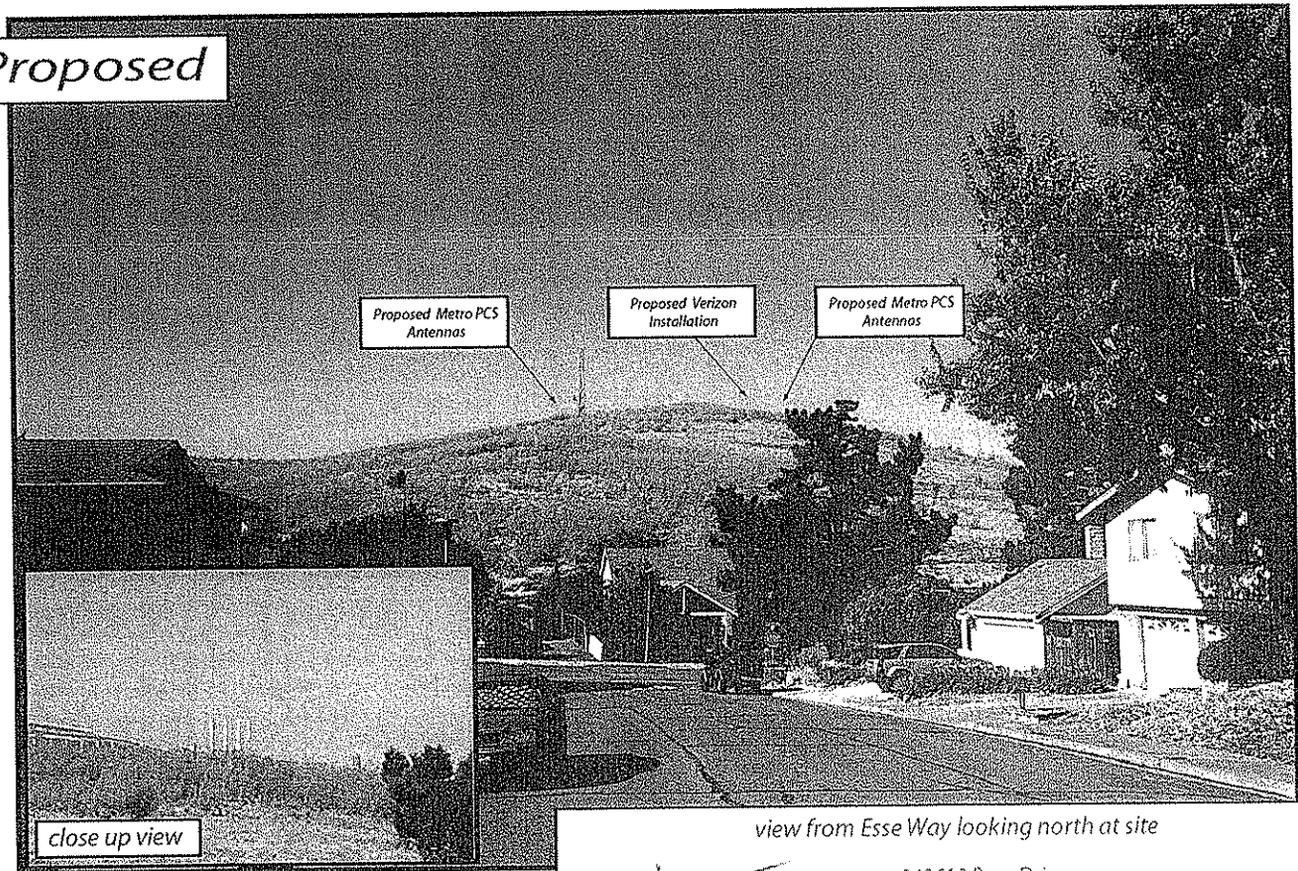
PHOTO SIMMULATIONS

Existing



close up view

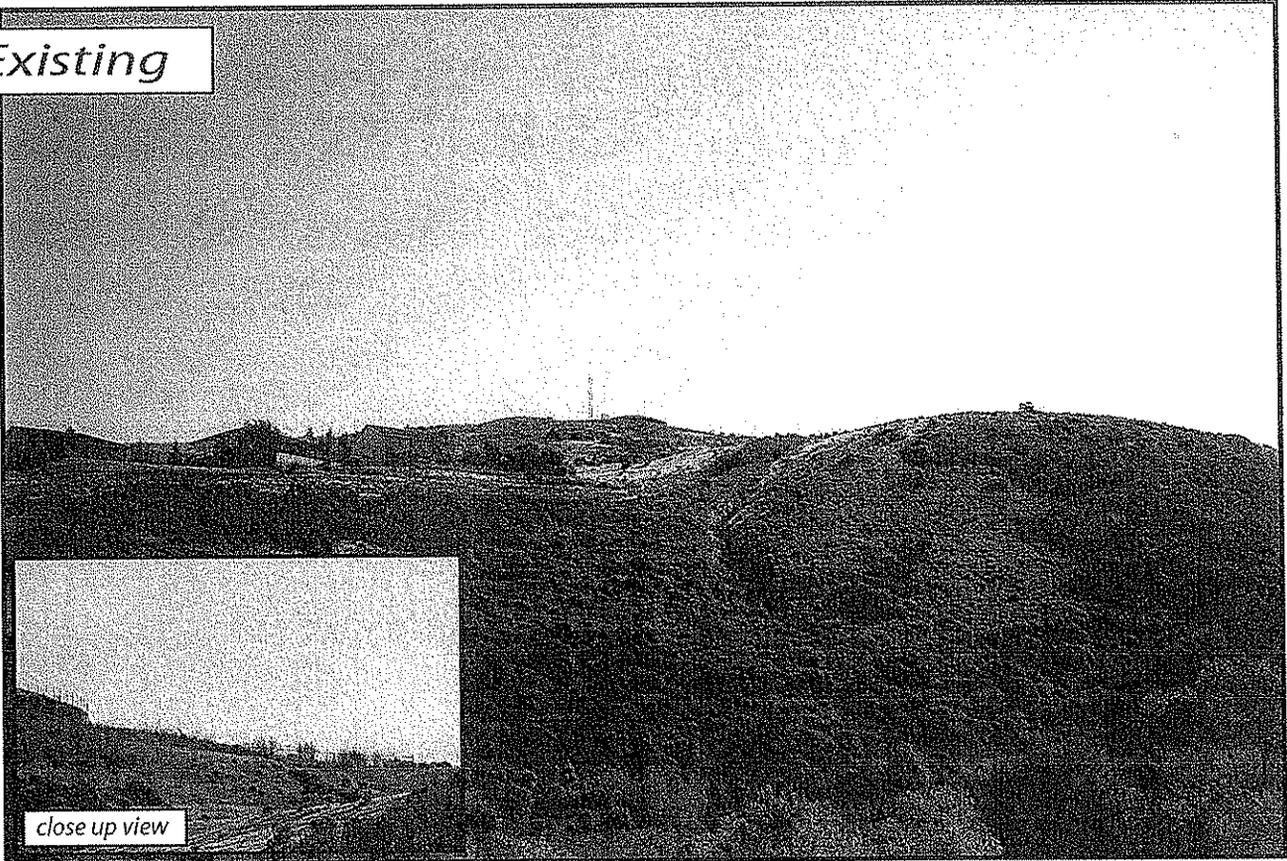
Proposed



close up view

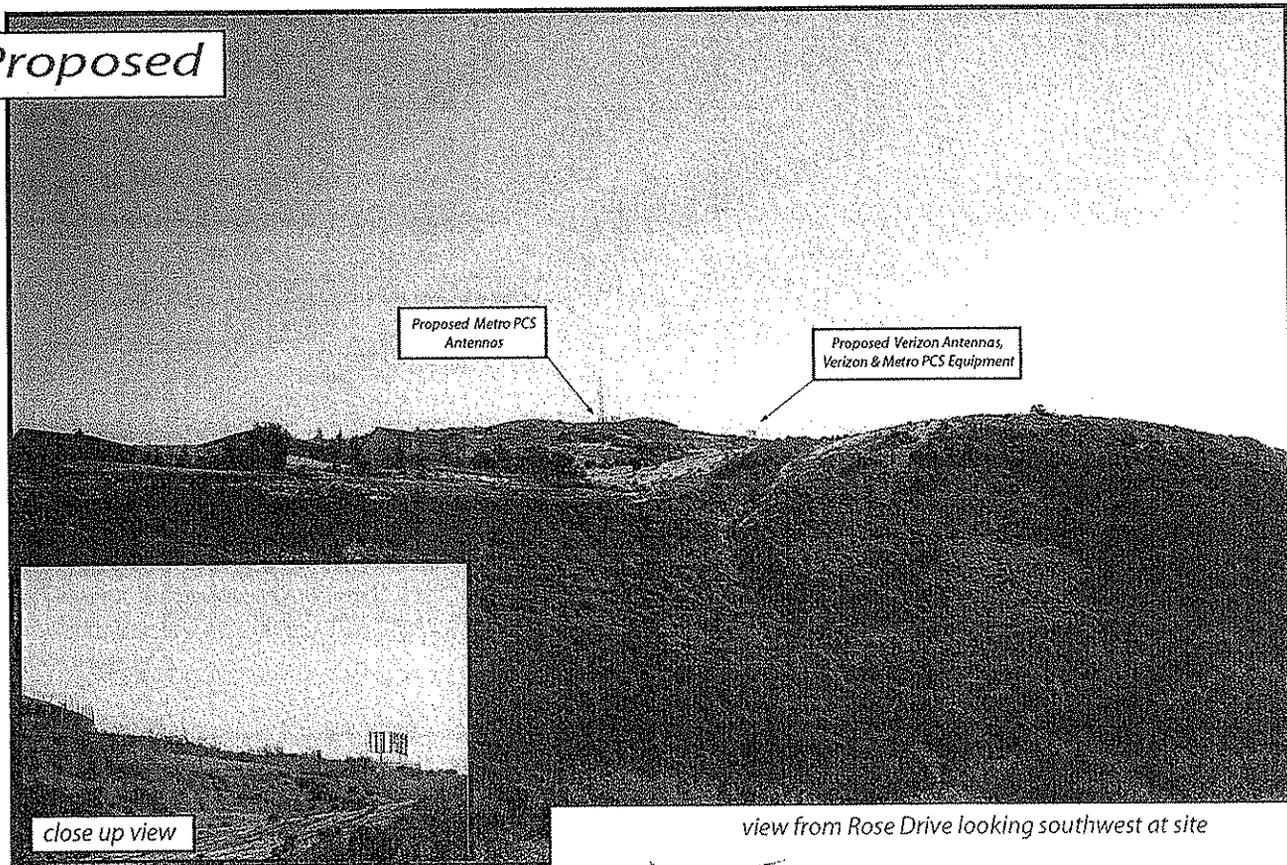
view from Esse Way looking north at site

Existing



close up view

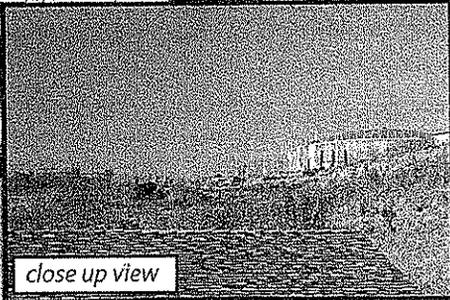
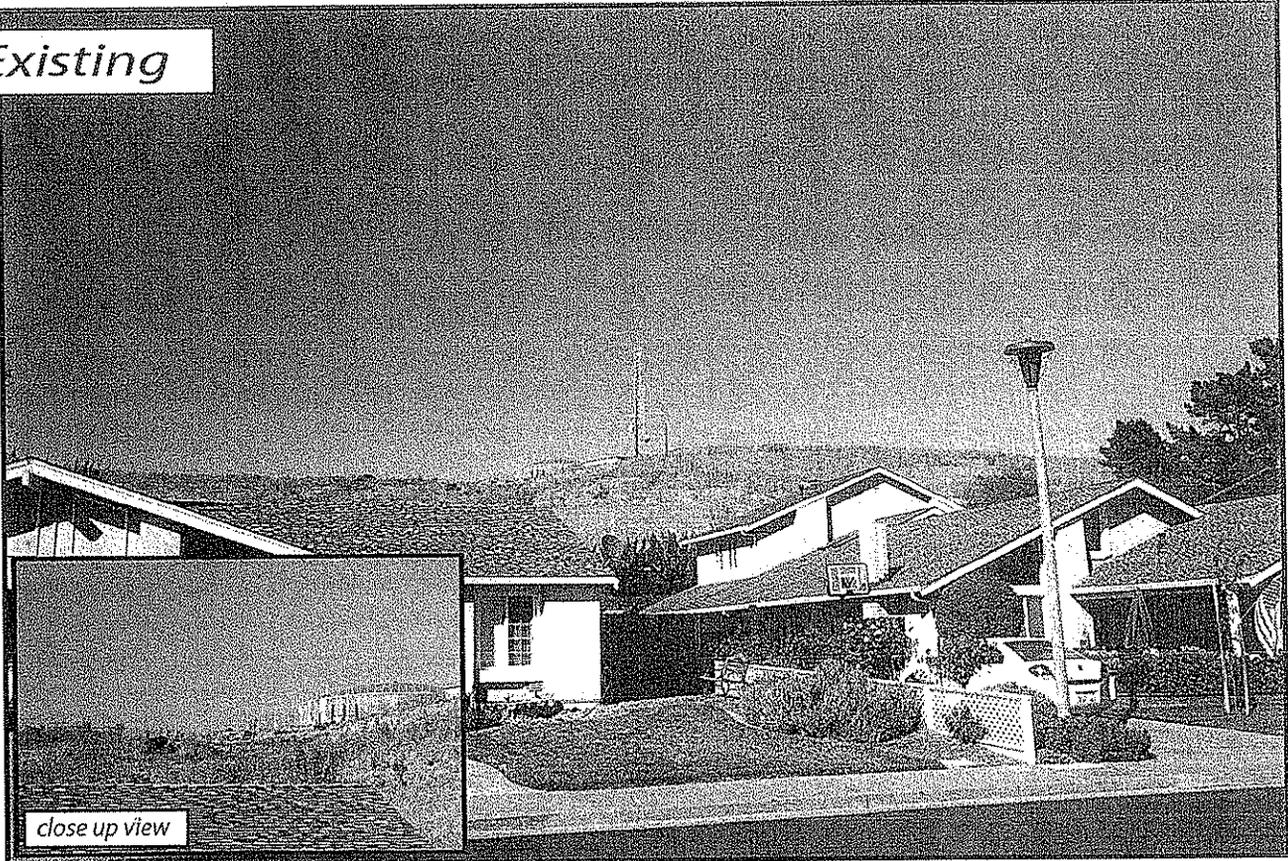
Proposed



close up view

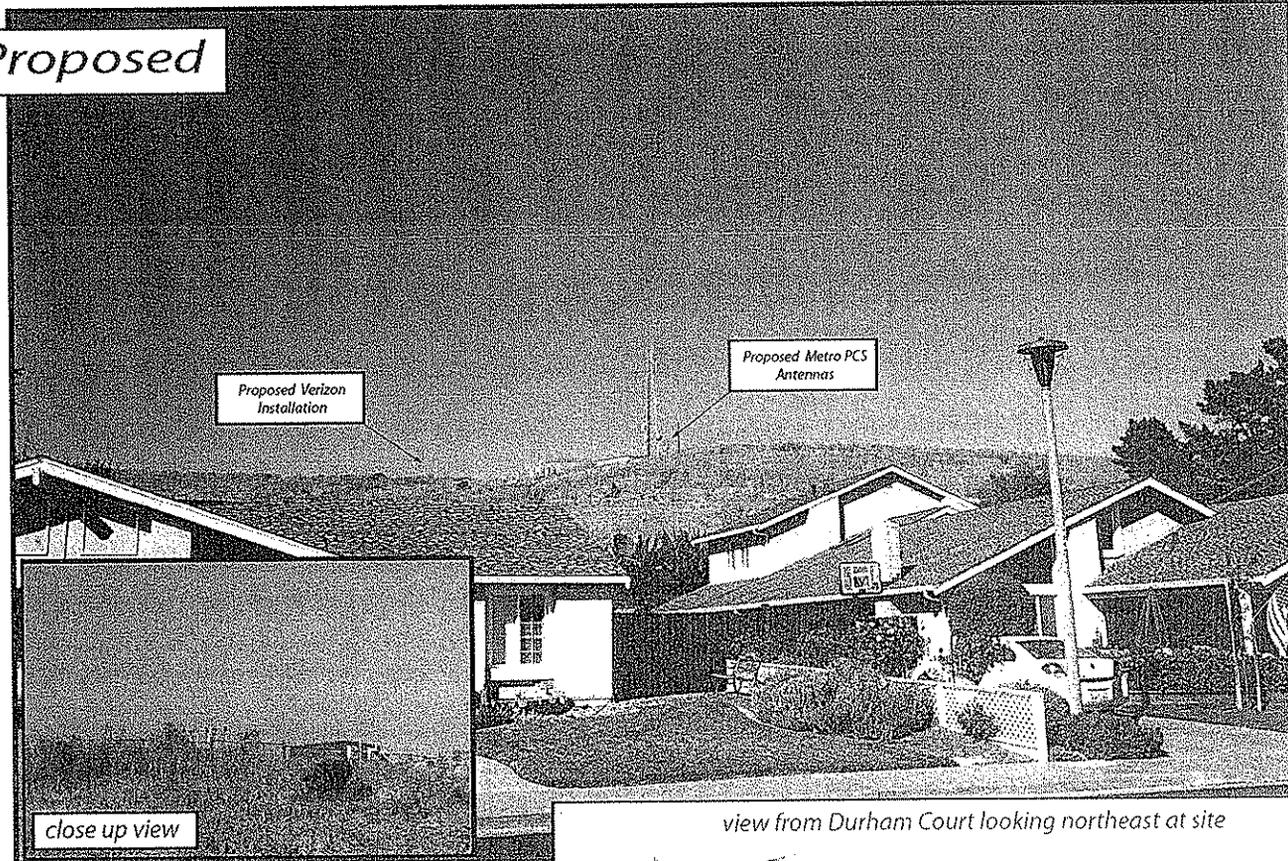
view from Rose Drive looking southwest at site

Existing



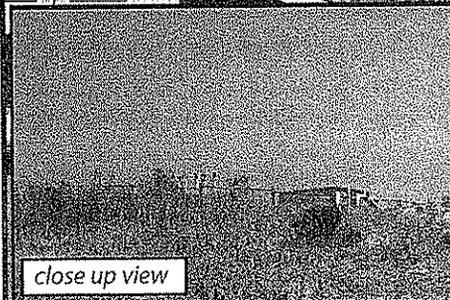
close up view

Proposed



Proposed Verizon Installation

Proposed Metro PCS Antennas

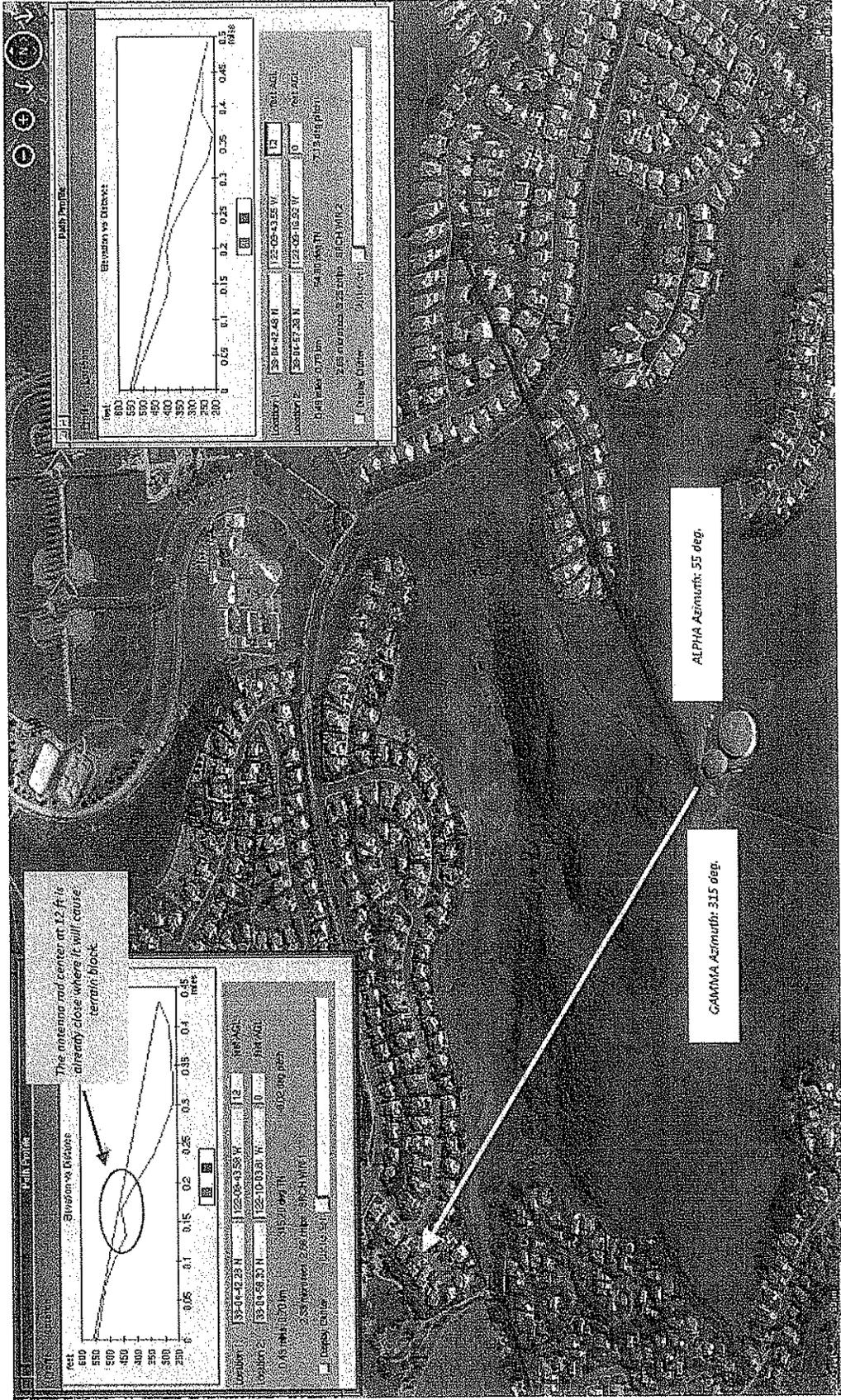


close up view

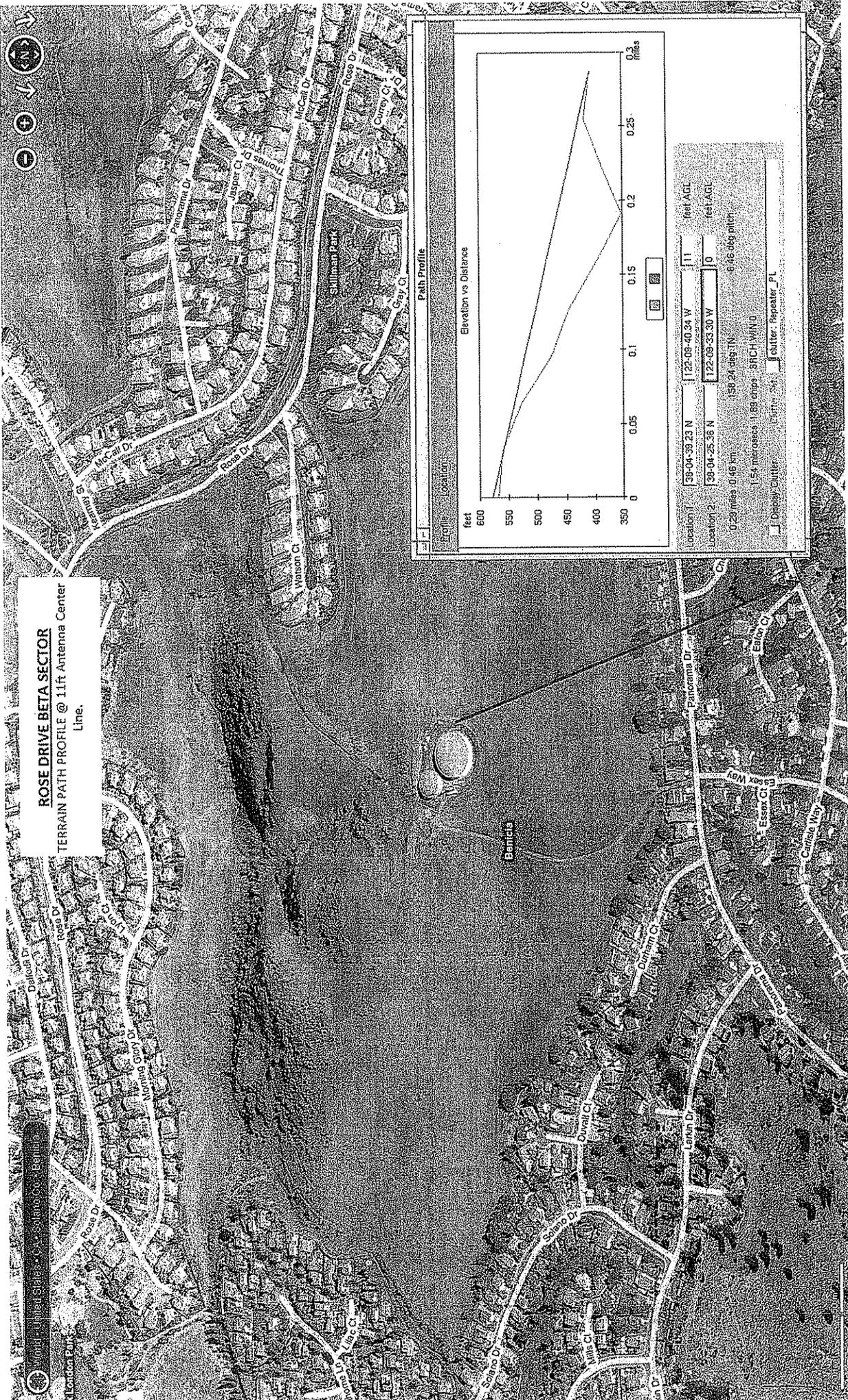
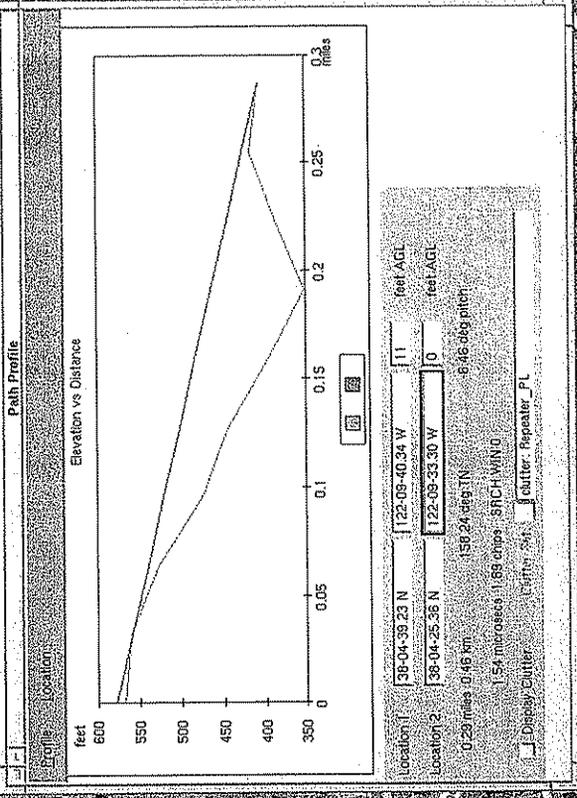
view from Durham Court looking northeast at site

ANTENNA HEIGHT ANALYSIS

Verizon Wireless Rose Drive Proposal Height justification for Alpha and Gamma sectors



ROSE DRIVE BETA SECTOR
 TERRAIN PATH PROFILE @ 11ft Antenna Center
 Line.



PROJECT PLANS**

*** If viewing online, these attachments are available to view in the Public Works & Community Development Department or in the Benicia Public Library in the May 10, 2012 Planning Commission packet.*

**AGENDA ITEM
PLANNING COMMISSION MEETING: MAY 10, 2012
REGULAR AGENDA ITEM**

DATE : April 26, 2012

TO : Planning Commission

FROM : Amy Million, Principal Planner

SUBJECT : **USE PERMIT FOR METRO PCS WIRELESS
TELECOMMUNICATION FACILITY AT 257 ESSEX WAY**

PROJECT : 11PLN-00073 (Use Permit)
257 Essex Way,
APN: 083-210-210

RECOMMENDATION:

Approve a Use Permit (11PLN-00073) to install a new wireless communication facility consisting of 8 panel antennas and 4 microwave antennas mounted to 3 ground-mounted poles each measuring 15 feet in height and 5 radio equipment cabinets within a 200 square foot equipment enclosure located near the City-owned water tanks at 257 Essex Way, based on the findings and conditions of approval set forth in the Resolution.

EXECUTIVE SUMMARY:

The applicant requests approval of a Use Permit to install a wireless communication facility along the exterior fence surrounding the City's water tanks off of Essex Way and Panorama Drive. The antenna support poles would be integrated into the existing fence and painted a light grey color to match the fence and water tank. The proposed equipment would be located within a chain link enclosure similar to equipment compounds of the other facilities.

BUDGET INFORMATION:

The subject parcel is owned by the City of Benicia. A lease agreement including compensation is required between the City of Benicia and Verizon Wireless. All terms of this agreement will be approved by the City Council prior to execution. No other budget impacts are anticipated.

ENVIRONMENTAL ANALYSIS:

Staff has determined that this project is categorically exempt from the California Environmental Quality Act pursuant to Section 15303 that exempts the installation of new small equipment and facilities in small structures. The proposed facility is minimal in size consisting of the installation of 3 new 15-foot tall poles to support the proposed antennas and a 200 square foot equipment enclosure for the equipment cabinets.

BACKGROUND:

Applicant/Owner: Shivani Patel on behalf of MetroPCS/ City of Benicia

General Plan designation/Zoning: OS, Open Space

Existing use: Public, City of Benicia water tanks

Adjacent zoning and uses:

North: OS, Open Space / RS, Single Family Residential

South: OS, Open Space / RS, Single Family Residential

East: OS, Open Space / RS, Single Family Residential

West: OS, Open Space / RM, Medium Density Residential



Figure 1: Aerial Photograph

257 Essex Way is a City-owned parcel located in the Open Space (OS) zoning district centrally located within the Southhampton development north of I-780, west of East Second Street (See Figure 1). Vehicle access to the site is located near the intersection of Panorama Drive and Essex Way. This hilltop parcel consists of two of the City's treated water storage tanks and also has several wireless carrier facilities at this site, including T-Mobile,

Sprint/Next, AT&T, ISystems, and other city and county agencies. Direct access to the water tanks is prevented by the existing 6-foot tall chain link fence with barbed wire that runs along the perimeter of the hilltop. Section 17.70.250D of the Benicia Municipal Code requires design review approval prior to the installation of any wireless communication facility. Staff-Level Design Review approval was granted on April 23, 2012.

SUMMARY:

A. Project Description:

Metro PCS proposes to install 8 panel antennas and 4 microwave antennas mounted on 3 individual support poles and an associated equipment enclosure. The panel antennas are approximately 4.5 feet long, 6 inches wide and 3 inches deep. The microwave antennas are approximately 28 inches in diameter and mounted below the panel antennas. The antennas will be grouped in pairs in three different areas on the site. Two poles will have 2 antennas and 1 pole will have 4 antennas.

Location 1 (Sectors A&D): Four antennas located on the north side of the water tanks near the equipment cabinets of the other existing carriers

Location 2 (Sector B): Two antennas located on the east side of the larger water tank

Location 3 (Sector C): Two antennas located on the west side of the larger water tank near the existing lattice tower.

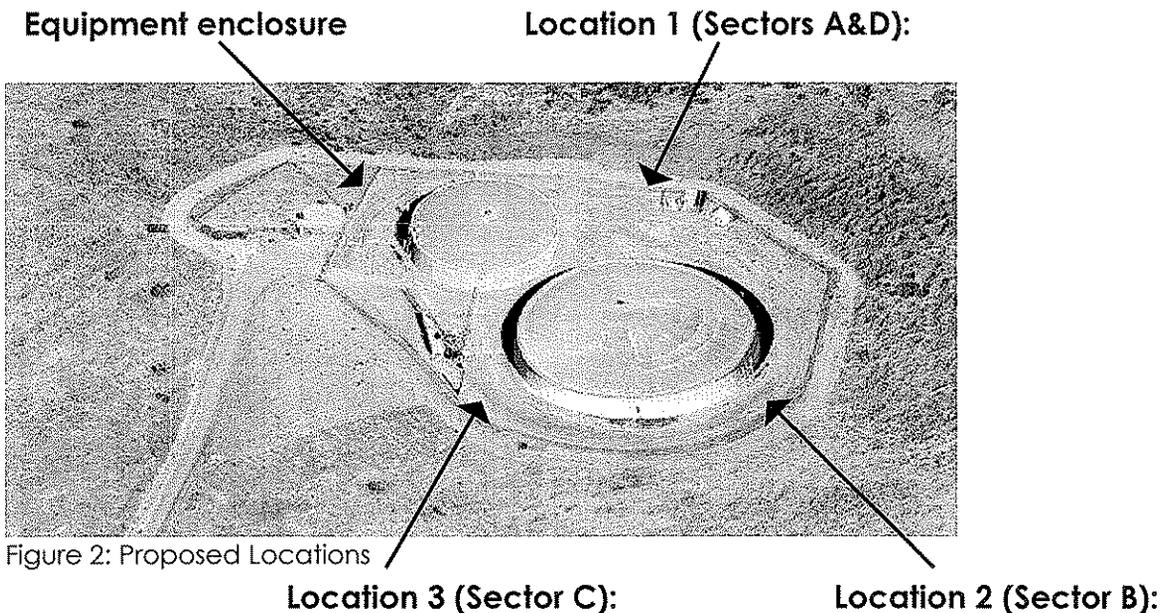


Figure 2: Proposed Locations

In order to address the City's concerns regarding the operation and utility system associated with the water tanks, all new wireless telecommunication facilities are required to be located outside the fence line on the hilltop. All 3 poles will be integrated into the existing 6-foot tall chain link fence by replacing one of the fence's support posts. The pole and antenna structure will be no higher than a maximum of 15 feet tall and will be painted a matte gray to match the existing chain link fence. Although not required for compliance with the FCC standards for public health and safety, Metro PCS is proposing to install a 5-foot tall fence around the antennas for additional security. The new fence will extend from the existing chain link fence and measure 5-feet square.

The associated equipment enclosure would consist of 5 base transceiver stations (BTS) cabinets, a telephone cabinet and an electrical (power) cabinet. The enclosure will measure 10-feet by 20-feet (200 square feet) and measure six feet in height. The enclosure consists of a concrete pad surrounded with a six-foot chain link fence with a 6-foot wide access gate. In order to better incorporate the new structure into the hillside, staff is recommending that slats are added to the chain link fence and that the slats and equipment cabinets are painted a light, natural brown color to match the hillside during the dryer months.

B. Zoning Ordinance Consistency:

Subject property is located within the Open Space (OS) Zoning District. Pursuant to Section 17.70.250, all wireless communication facilities shall employ a design that minimizes the visual impact by making use of the following or similar techniques:

1. The proposed facility shall be sited to be screened by existing development, topography or vegetation in such a way as to have the least visual impact possible taking into consideration all technically feasible alternatives.

2. The materials, textures and colors of new or remodeled structures shall be visually compatible with the predominant materials. Facilities shall have a nonreflective finish and shall be painted and/or textured to match the exterior of the building or background.

3. Mounting of facilities on the peaks of roofs or hilltops shall be avoided to the greatest extent possible and all other related equipment shall be screened or hidden from view. Additional new vegetation and its proper irrigation or other screening may be required as a condition of approval.

4. Antennas mounted on architecturally significant structures or significant details of a building should be covered by appropriate casing manufactured to match existing architectural features found on a building. Where feasible, antennas shall be placed directly above, below or incorporated into vertical design elements.

5. Equipment shelters or cabinets shall be placed underground to the greatest extent possible or screened from public view by using landscaping or materials and colors consistent with surrounding backdrop.

Design and Materials

As previously stated, Section 17.70.250D of the Benicia Municipal Code requires design review approval prior to the installation of any wireless communication facility. Staff-Level Design Review approval was granted on April 23, 2012. The subject location is located at the top of the hill where it is highly visible from the adjacent residential uses. However, the background of the water tanks help the proposed poles, antennas and equipment blend into the existing development of the hillside. The proposed facility will be far enough away from the adjacent residential area to blend in with the existing utilities located on the hilltop including the water tanks and other wireless communication facilities, when viewed from the hillside below.

The proposed antennas and support poles will be painted to match the existing fence and water tanks (non-reflective light gray color) and the equipment enclosure shall be painted brown to match the surrounding vegetation.

Noise and Lighting

The associated equipment cabinets emit a minimal amount of noise. The noise associated with the equipment shelter is similar to a standard residential air conditioning unit. Similar to air conditioning equipment, the equipment shelter only emits a noise when the cooling unit is active. This is an automatic system to cool the equipment cabinets as needed. Based on the distance of the nearest residence, located approximately 650 feet from the proposed facility, the noise level would clearly meet the City's established noise standards set forth in the City's General Plan.

Maintenance of the equipment cabinets require that field technicians have access to the facility during all times of the day, including the evening, especially during an emergency situation. For safety, a light to the entrance of the equipment shelter is installed. A draft condition

of approval requires that any exterior lighting will be manually operated by a switch and used only when necessary.

C. General Plan Consistency:

The site has a Zoning and General Plan designation of Open Space. General Plan Goal 2.43 is to “allow installation of telecommunications equipment and distribution networks that maintain and protect health, safety, and quality of life and avoid visual clutter.” The installation of the proposed antennas will be consistent with that goal because the cellular service that Metro PCS customers receive will be expanded and strengthened. In addition, the facility is located adjacent on a developed parcel with large water tanks, which give the pole-mounted facility a backdrop. The facility is also on a site with several wireless facilities to consolidate the visual clutter.

D. Public Health and Safety:

Pursuant to federal law, the Federal Communication Commission (FCC) has sole jurisdiction in determining the potential significant impacts on the environment caused by telecommunications signals. This includes establishing the guidelines for compliance of human exposure to radio frequency electromagnetic fields for the subject wireless telecommunication facility. According to the report dated December 9, 2011 provided by EBI Consulting, the maximum calculated field strength in publicly accessible areas of the proposed project will be less than 36% of the applicable public limit for unlimited exposure. The cumulative levels for all radio sources at the subject property would be 53% of the applicable limit for unlimited exposure, which is below the exposure limits set forth by the FCC for human exposure to radio frequency electromagnetic fields. Therefore, the facility as proposed meets the established guidelines and will not create any nuisance or be detrimental to the health, safety or general welfare of persons residing or working in the neighborhood.

E. Findings:

Pursuant to Section 17.104.060, all use permits shall require the following findings:

- a) *The Planning Commission finds that the proposed development is consistent with the objectives and provisions of Title 17 of the Benicia Municipal Code and the purposes of the Open Space (OS) zoning district.*

Wireless telecommunication facilities are allowed upon approval of a Use Permit in the Open Space zoning district. The purpose of

the Open Space zoning district is to provide a suitable classification for large public or private sites permanently designated for park or open space use. The subject property currently houses City water tanks and other wireless communication facilities. The proposed facility will use the area of the open space that is already developed and will not expand into the undeveloped open space.

- b) *The proposed location of the wireless communications facility and the proposed conditions of approval will be consistent with the General Plan and with Title 17 of the Benicia Municipal Code and will not be detrimental to the public health, safety, or welfare of persons residing or working in or adjacent to the neighborhood of the proposed use, nor detrimental to properties or improvements in the vicinity or to the general welfare of the city.*

The proposed facility will provide enhanced communication services for the subscribers. In addition, all wireless facilities are required to comply with the Federal Communications Commission (FCC) on radio frequency and electromagnetic fields exposure. Based on the study submitted, the radio frequency will be at 36% of the maximum permissible exposure (MPE) limits set by the FCC. The proposed facility is in compliance with all FCC regulations and is consistent with the Benicia Municipal Code and the General Plan.

- c) *The proposed use will comply with the provisions of Title 17 (Benicia Zoning Ordinance), including specific conditions required for use in the district in which it will be located.*

Based on the foregoing findings of approval, as well as the required findings codified in BMC Section 17.70.250 H, the project complies with the Benicia Municipal Code and all applicable conditions required in the Open Space (OS) zoning district.

In addition to the findings listed above, the following five additional wireless communication facility findings are required pursuant to 17.70.250 (H):

- a) *The proposed location of the project and the conditions under which it would be operated and maintained will not be detrimental to the health, safety, or welfare of persons residing or*

working in the neighborhood or the general public, and will not be materially injurious to properties or improvements in the vicinity.

The proposed wireless communications facility will be installed at a site that currently consists of two City water tanks and several wireless communication facilities and is not intended for public access. All wireless facilities are required to produce a Federal Communications Commission (FCC) compliance study on radio frequency and electromagnetic fields exposure. Based on the study submitted, the radio frequency will be at 36% of the maximum permissible exposure (MPE) limits set by the FCC.

- b) *Development of the proposed facility as conditioned will not significantly affect any designated visual resources, environmentally sensitive resources, community character resources; or, that there are no other environmentally equivalent and/or superior and technically feasible alternatives to the proposed wireless communications facility as conditioned.*

The design, location and maintenance of the proposed installation will be consistent with the several existing wireless facilities on the subject property. The proposed facility is required to be reviewed for Design Review approval. As part of that Design Review approval, the visual impacts of the proposed impact on the surrounding properties are evaluated. The applicant has demonstrated that the subject proposal is designed with the least visual impact that is technically feasible. As such, the proposed facility would not pose any significant impact to surrounding parcels.

- c) *The proposed facility is in compliance with all FCC regulations.*

Based on the EMF Study performed by EBI Consulting dated December 9, 2011, the proposed wireless facility complies with the prevailing FCC standards and regulations for limiting public exposure to radio frequency energy.

- d) *The proposed location and design of the project and the conditions under which it would be operated or maintained will be consistent with all elements of the Benicia General Plan.*

The subject property is designated as General Open Space in the General Plan. The proposed facility is consistent with the

General Plan designation through its preservation of the existing open space by utilizing an already developed area.

- e) *The proposed project will complement and harmonize with the existing and proposed land uses in the vicinity and will be visually compatible with the physical design aspects.*

The design of the facility is such that it is the least visually intrusive taking into consideration all technically feasible alternatives. The height and location of the proposed facility is consistent with the other communication facilities at this site that use the existing development as a backdrop. In addition, the proposed antennas as conditioned would incorporate into the existing fence to minimize any visual impacts.

CONCLUSION:

Staff recommends approval of the proposed installation of the wireless communication facility subject to the conditions of approval in the draft Resolution.

FURTHER ACTION:

The Planning Commission's decision will be final unless appealed to the City Council within ten (10) business days.

Attachment:

- Draft Resolution
- Radio Frequency Report
- Photo simulations
- Coverage Maps
- Project Plans **

*** If viewing online, these attachments are available to view in the Public Works & Community Development Department or in the Benicia Public Library in the May 10, 2012 Planning Commission packet.*

DRAFT RESOLUTION

RESOLUTION NO. 12- (PC)

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF BENICIA APPROVING A USE PERMIT FOR INSTALLATION OF A METRO PCS WIRELESS TELECOMMUNICATION FACILITY AT 257 ESSEX WAY, APN: 083-210-210 (USE PERMIT 11PLN-00073)

WHEREAS, on November 22, 2011, Shivani Patel on behalf of Metro PCS submitted an application for a Use Permit to install a wireless communication facility consisting of eight (8) panel antennas, four (4) microwave dishes and an equipment enclosure with five (5) radio equipment cabinets at 257 Essex Way; and

WHEREAS, the Planning Commission at a regular meeting on May 10, 2012, conducted a public hearing, considered all testimony and documents and reviewed the proposed project.

NOW, THEREFORE, BE IT RESOLVED that the Planning Commission of the City of Benicia hereby approves Use Permit 11PLN-00073 based on the following findings:

- a) *The proposed location of the project and the conditions under which it would be operated and maintained will not be detrimental to the health, safety, or welfare of persons residing or working in the neighborhood or the general public, and will not be materially injurious to properties or improvements in the vicinity*

The proposed wireless communications facility will be installed at a site that currently consists of two City water tanks and several wireless communication facilities and is not intended for public access. All wireless facilities are required to produce a Federal Communications Commission (FCC) compliance study on radio frequency and electromagnetic fields exposure. Based on the study submitted, the radio frequency will be at 36% of the maximum permissible exposure (MPE) limits set by the FCC.

- b) *Development of the proposed facility as conditioned will not significantly affect any designated visual resources, environmentally sensitive resources, community character resources; or, that there are no other environmentally equivalent and/or superior and technically feasible alternatives to the proposed wireless communications facility as conditioned*

The design, location and maintenance of the proposed installation will be consistent with the several existing wireless facilities on the subject property. The proposed facility is required to be reviewed for Design Review approval. As part of that Design Review approval, the visual impacts of the proposed impact on the surrounding properties are evaluated. The applicant has demonstrated that the subject proposal is designed with the least visual impact that is technically feasible. As such, the proposed facility would not pose any significant impact to surrounding parcels.

- c) *The proposed facility is in compliance with all FCC regulations.*

Based on the EMF Study performed by EBI Consulting dated December 9, 2011, the proposed wireless facility complies with the prevailing FCC standards and regulations for limiting public exposure to radio frequency energy.

- d) *The proposed location and design of the project and the conditions under which it would be operated or maintained will be consistent with all elements of the Benicia General Plan.*

The subject property is designated as General Open Space in the General Plan. The proposed facility is consistent with the General Plan designation through its preservation of the existing open space by utilizing an already developed area.

- e) *The proposed project will complement and harmonize with the existing and proposed land uses in the vicinity and will be visually compatible with the physical design aspects.*

The design of the facility is such that it is the least visually intrusive taking into consideration all technically feasible alternatives. The height and location of the proposed facility is consistent with the other communication facilities at this site that use the existing development as a backdrop. In addition, the proposed antennas as conditioned would incorporate into the existing fence to minimize any visual impacts.

- f) *The Planning Commission finds that the proposed development is consistent with the objectives and provisions of Title 17 of the Benicia Municipal Code and the purposes of the Open Space (OS) zoning district.*

Wireless telecommunication facilities are allowed upon approval of a Use Permit in the Open Space zoning district. The purpose of the Open Space zoning district is to provide a suitable classification for large public or private sites permanently designated for park or open space use. The subject property currently houses City water tanks and other wireless communication facilities. The proposed facility will use the area of the open space that is already developed and will not expand into the undeveloped open space.

- g)) *The proposed location of the wireless communications facility and the proposed conditions of approval will be consistent with the General Plan and with Title 17 of the Benicia Municipal Code and will not be detrimental to the public health, safety, or welfare of persons residing or working in or adjacent to the neighborhood of the proposed use, nor detrimental to properties or improvements in the vicinity or to the general welfare of the city.*

The proposed facility will provide enhanced communication services for the subscribers. In addition, all wireless facilities are required to comply with the Federal Communications Commission (FCC) on radio frequency and electromagnetic fields exposure. Based on the study submitted, the radio frequency will be at 36% of the maximum permissible exposure (MPE) limits set by the FCC. The proposed facility is in compliance with all FCC regulations and is consistent with the Benicia Municipal Code and the General Plan.

- h) *The proposed use will comply with the provisions of Title 17 (Benicia Zoning Ordinance), including specific conditions required for use in the district in which it will be located.*

Based on the foregoing findings of approval, as well as the required findings codified in BMC Section 17. 70.250 H, the project complies with the Benicia Municipal Code and all applicable conditions required in the Open Space (OS) zoning district.

- i) This project is categorically exempt from the California Environmental Quality Act pursuant to Section 15303 that exempts the installation of new small equipment and facilities in small structures. The proposed facility is small in nature and consists of the installation of a 200 square foot equipment

enclosure for the equipment cabinets of 3 new 15-foot tall poles to support the proposed antennas.

BE IT FURTHER RESOLVED the Benicia Planning Commission hereby approves the proposed project subject to the following conditions:

1. The plans and maps submitted for approval and development of the site shall be in substantial compliance with the plans dated received March 9, 2012 and marked Exhibit A prepared by Pacific Telecom Services, LLC consisting of seven sheets on file in the Public Works & Community Development Department.
2. This approval shall only be in effect upon execution of a lease agreement between the City of Benicia and Metro PCS.
3. This approval shall expire two years from the date of approval, unless made permanent by the issuance of a building permit and the commencement of work that is diligently pursued to completion. Alternatively, the time period may be extended, by the Public Works & Community Development Director, if the application for time extension is received prior to the end of the initial two year deadline and there has been no change in the City's development policies which affect the site, and there is no change in the physical circumstances nor new information about the project site which would warrant reconsideration of the approval.
4. The project shall adhere to all applicable ordinances, standard plans, and specifications of the City of Benicia.
5. Unless modified by these conditions of approval, any alteration of the approved plans, including substitution of materials or changes in paint colors, shall be requested in writing for approval by the Public Works & Community Development Director or designee prior to changes being made in the field.
6. The pole and/or antenna height shall not exceed 15 feet as shown on the approved plans.
7. Within 10 days of installation of the facility, a certification (er/emf report) by a licensed engineer expert in the field of radio frequency (rf) / electromagnetic frequency (emf)

emissions shall be submitted to the Public Works & Community Development Department, attesting that the facility is and has been operating within the current applicable FCC standards for frequency emissions.

8. Any exterior lighting shall be manually operated and used only during night maintenance or emergencies. The lighting shall be constructed, located, and oriented so that only the intended area is illuminated and off-site glare is eliminated.
9. Power and Telecommunications conduit shall be run adjacent to along the exterior of the fence. No conduit or other trenching shall occur within the interior of the fence line.
10. Underground Service Alert (USA) must be notified before any excavation commences to ensure that all utilities in the vicinity of the project site are identified accordingly.
11. Potholing of utilities is required before any digging can take place.
12. All appropriate permits, including an encroachment permit is required. Contact the City of Benicia Engineering Division at 746-4240 and the Building Division at 746-4230 for permit issuance and insurance requirements.
13. Antennas, support structures and related equipment shall be removed within 90 calendar days of the discontinuation of the use of a wireless communication facility and the site shall be restored to its previous condition. The applicant shall notify the Public Works & Community Development Department in writing of the intent to remove the facility at least 30 days prior to discontinuance.
14. All wireless communication facilities and associated equipment must be regularly maintained including but not limited to the painting and the removal of graffiti and debris.
15. The applicant or permittee shall defend, indemnify, and hold harmless the City of Benicia or its agents, officers, and employees from any claim, action, or proceeding against the City of Benicia or its agents, officers, or employees to attack, set aside, void, or annul an approval of the Planning Commission, City Council, Community Development Director,

or any other department, committee, or agency of the City concerning a development, variance, permit or land use approval which action is brought within the time period provided for in any applicable statute; provided, however, that the applicant's or permittee's duty to so defend, indemnify, and hold harmless shall be subject to the City's promptly notifying the applicant or permittee of any said claim, action, or proceeding and the City's full cooperation in the applicant's or permittee's defense of said claims, actions, or proceedings.

* * * * *

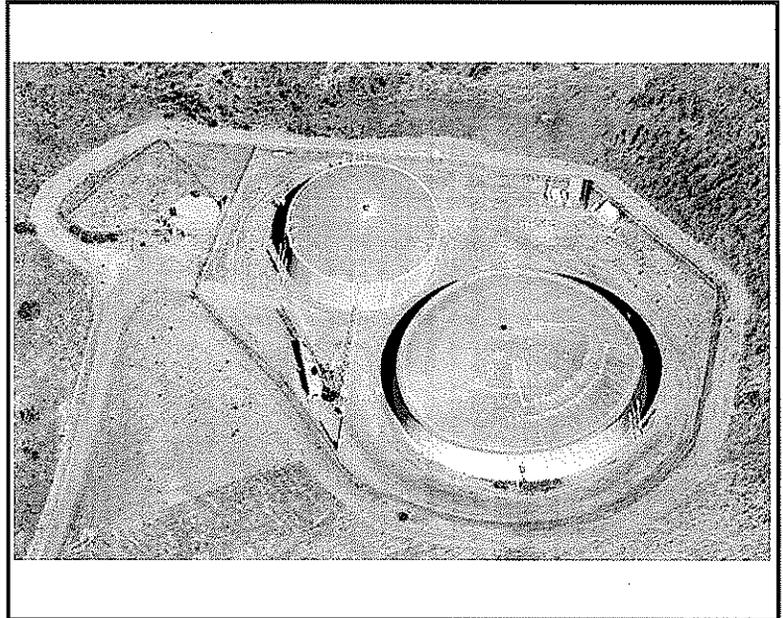
On motion of Commissioner _____, seconded by Commissioner _____, the above Resolution was adopted by the Planning Commission of the City of Benicia at a regular meeting of said Commission held on May 10, 2012 by the following vote:

Ayes:
Noes:
Absent:
Abstain:

Rod Sherry
Planning Commission Chair

RADIO FREQUENCY REPORT

Radio Frequency – Electromagnetic Energy (RF-EME) Compliance Report



Prepared for:
MetroPCS
1080 Marina Village Parkway
4th Floor
Alameda, CA 94501

Site No. SF93080A
Benicia Water Tank
257 Panorama Dr.
Benicia, California 94510
Solano County
38.078025; -121.161642 NAD83
pole

EBI Project No. 62112135
December 9, 2011



EXECUTIVE SUMMARY

Purpose of Report

EnviroBusiness Inc. (dba EBI Consulting) has been contracted by MetroPCS to conduct radio frequency electromagnetic (RF-EME) monitoring and modeling for MetroPCS Site SF93080A located near 257 Panorama Dr. in Benicia, California to determine RF-EME exposure levels from existing and proposed MetroPCS wireless communications equipment at this site. As described in greater detail in Section 11.0 of this report, the Federal Communications Commission (FCC) has developed Maximum Permissible Exposure (MPE) Limits for general public exposures and occupational exposures. This report summarizes the results of RF-EME monitoring and modeling in relation to relevant FCC RF-EME compliance standards for limiting human exposure to RF-EME fields.

EBI field personnel visited this site on November 8, 2011 this report contains a detailed summary of the RF EME analysis for the site.

This document addresses the compliance of MetroPCS's proposed transmitting facilities independently and in relation to all collocated facilities at the site.

1.0 LOCATION OF ALL EXISTING ANTENNAS AND FACILITIES AND EXISTING RF LEVELS

This project involves the installation of eight (8) MetroPCS wireless telecommunication panel antennas and four (4) microwaves on three (3) poles located near 257 Panorama Dr. in Benicia, California. There are four Sectors (A, B, C, and D) proposed to be installed at the site, with two (2) panel antennas that may be installed per sector.

EBI conducted a site visit on November 8, 2011 at the time of the site visit T-Mobile, AT&T, Sprint, and at least one Unknown Carrier are located in the area that the MetroPCS antennas are proposed in located near 257 Panorama Dr. in Benicia, California. Measurements were taken at the ground to record existing RF-EME levels resulting from these antennas prior to the installation of MetroPCS's proposed equipment.

During the survey, no spatially averaged power density readings above 3.3590% of the FCC's occupational MPE (16.7950% of the general public MPE) were encountered on any ground surface.

2.0 LOCATION OR ALL APPROVED (BUT NOT INSTALLED) ANTENNAS AND FACILITIES AND EXPECTED RF LEVELS FROM THE APPROVED FACILITIES

There are no antennas or facilities that are approved and not installed based on information provided to EBI and MetroPCS at the time of this report.

3.0 NUMBER AND TYPES OF WTS WITHIN 100 FEET OF THE PROPOSED SITE AND ESTIMATES OF CUMULATIVE EMR EMISSIONS AT THE PROPOSED SITE

With the exception of the antennas mentioned in Section 1.0, there are no other Wireless Telecommunication Service (WTS) sites observed within 100 feet of the proposed site.

4.0 LOCATION AND NUMBER OF THE METROPCS ANTENNAS AND BACK-UP FACILITIES PER BUILDING AND NUMBER AND LOCATION OF OTHER TELECOMMUNICATION FACILITIES ON THE PROPERTY

MetroPCS proposes the installation of eight (8) MetroPCS wireless telecommunication panel antennas and four (4) microwaves on three (3) poles located near 257 Panorama Dr. in Benicia, California. There are four Sectors (A, B, C, and D) proposed to be installed at the site, with two (2) panel antennas that may be installed per sector. In each sector, there is proposed to be two (2) antennas transmitting in the 1735 MHz frequency range. The Sector A antennas will be oriented 345° from true north. The Sector B antennas will be oriented 45° from true north. The Sector C antennas will be oriented 145° from true north. The Sector D antennas will be oriented 245° from true north. The bottoms of the panel antennas will be 10.68 feet above the ground level. The microwaves are proposed to be transmitting in the 18,000 MHz frequency range. The bottoms of the microwaves are proposed to be 8 feet above the ground level.

At the time of the site visit T-Mobile, AT&T and Sprint as well as, at least one Unknown Carrier had antennas near the proposed area of the MetroPCS antennas located near 257 Panorama Dr. in Benicia, California. There were eight (8) T-Mobile antennas, twelve (12) AT&T antennas, and six (6) Sprint antennas located at the site. There were also seven (7) omni antennas, six (6) high powered broadcast antennas, and two (2) microwave dish antennas on site.

5.0 POWER RATING FOR ALL EXISTING AND PROPOSED BACKUP EQUIPMENT SUBJECT TO THE APPLICATION

The operating power for modeling purposes was assumed to be 60 Watts per transmitter for the 1735 MHz antennas and there will be two (2) transmitters operating at this frequency.

6.0 TOTAL NUMBER OF WATTS PER INSTALLATION AND THE TOTAL NUMBER OF WATTS FOR ALL INSTALLATIONS ON THE BUILDING

The effective radiated power (ERP) for the 1735 MHz antennas combined on site is 6,556 Watts. The ERP for the 18,000 MHz microwaves combined on site is approximately 3,607.58 Watts.

7.0 PREFERRED METHOD OF ATTACHMENT OF PROPOSED ANTENNA WITH PLOT OR ROOF PLAN INCLUDING: DIRECTIONALITY OF ANTENNAS, HEIGHT OF ANTENNAS ABOVE NEAREST WALKING SURFACE, DISCUSS NEARBY INHABITED BUILDINGS

Based on the information provided to EBI, the information indicates that the proposed antennas are to be mounted to three poles. Operating in the directions, frequencies, and heights mentioned in section 4.0 above. The proposed site is in a large opening. There are two water tanks nearby within the compound. There are residences surrounding the site, but all of them are over 500 feet away.

8.0 ESTIMATED AMBIENT RADIO FREQUENCY FIELDS FOR THE PROPOSED SITE

Based on worst-case predictive modeling, there are no predicted areas on any accessible ground-level walking/working surface related to the proposed MetroPCS antennas that exceed the FCC's occupational or general public exposure limits at this site. At the nearest walking/working surfaces to the proposed MetroPCS antennas and microwaves, the maximum power density is 35.95 percent of the FCC's general public limit (7.19 percent of the FCC's occupational limit). The composite exposure level from combining the monitoring results of all other carriers existing on this site combined with MetroPCS's proposed antennas and microwaves is 52.74 percent of the FCC's general public limit (10.55 percent of the FCC's occupational limit) at the nearest walking/working surface to each antenna. The inputs used in the modeling are summarized in the RoofView® export file presented in Appendix B.

There were four (4) MetroPCS microwaves included in the modeling analysis. Formulas from OET Bulletin 65 were used to calculate a worst-case prediction of the maximum power density (MPE) at ground level and nearest walking surfaces for these microwave dishes. Power density estimates used for the microwave dishes proposed for installation at this site are included in Appendix B.

9.0 SIGNAGE AT THE FACILITY IDENTIFYING ALL WTS EQUIPMENT AND SAFETY PRECAUTIONS FOR PEOPLE NEARING THE EQUIPMENT AS MAY BE REQUIRED BY THE APPLICABLE FCC ADOPTED STANDARDS (DISCUSS SIGNAGE FOR THOSE WHO SPEAK LANGUAGES OTHER THAN ENGLISH)

Signs are the primary means for control of access to areas where RF exposure levels may potentially exceed the MPE. It is recommended that additional signage be installed for the new antennas making people aware of the antennas locations. Also workers elevated above the ground level should be made aware of the antennas locations. There are no fields in front of the proposed antennas and therefore barriers are not recommended. Although not required, it is recommended that the poles for the microwaves and antennas have a fence around them to keep the general public away from them. This fence is recommended to be the same six (6) foot high fence as the existing fence on site and to just be

extended to include the base of the pole. This is a precaution to keep the general public from being able to access the microwaves or panel antennas.

Additionally, there are areas where workers elevated above the ground may be exposed to power densities greater than the general population and occupational limits. Workers and the general public should be informed about the presence and locations of antennas and their associated fields. Additionally, workers should avoid being elevated directly in front of the microwave dishes due to the highly focused RF energy generated from these sources.

At the time of the site survey, it was noted that there were no signs posted.

Additionally, access to this site is accomplished via walking up to the compound. Any antennas in the compound are difficult to access, because of locked access gates. Therefore it is assumed that the general public is not able to access the existing antennas. The proposed antennas are proposed to be elevated and therefore not accessible to the general public. However, it appears that the proposed poles will be accessible to the general public. Because of this and the antenna heights it is not required but is recommended that a fence be put around the poles to keep the general public away from them and off of them.

10.0 STATEMENT ON WHO PRODUCED THIS REPORT AND QUALIFICATIONS

Please see the certifications attached in Appendix A below.

11.0 FEDERAL COMMUNICATIONS COMMISSION (FCC) REQUIREMENTS

The FCC has established Maximum Permissible Exposure (MPE) limits for human exposure to Radiofrequency Electromagnetic (RF-EME) energy fields, based on exposure limits recommended by the National Council on Radiation Protection and Measurements (NCRP) and, over a wide range of frequencies, the exposure limits developed by the Institute of Electrical and Electronics Engineers, Inc. (IEEE) and adopted by the American National Standards Institute (ANSI) to replace the 1982 ANSI guidelines. Limits for localized absorption are based on recommendations of both ANSI/IEEE and NCRP.

The FCC guidelines incorporate two separate tiers of exposure limits that are based upon occupational/controlled exposure limits (for workers) and general public/uncontrolled exposure limits for members of the general public.

Occupational/controlled exposure limits apply to situations in which persons are exposed as a consequence of their employment and in which those persons who are exposed have been made fully aware of the potential for exposure and can exercise control over their exposure. Occupational/controlled exposure limits also apply where exposure is of a transient nature as a result of incidental passage through a location where exposure levels may be above general public/uncontrolled limits (see below), as long as the exposed person has been made fully aware of the potential for exposure and can exercise control over his or her exposure by leaving the area or by some other appropriate means.

General public/uncontrolled exposure limits apply to situations in which the general public may be exposed or in which persons who are exposed as a consequence of their employment may not be made fully aware of the potential for exposure or cannot exercise control over their exposure. Therefore, members of the general public would always be considered under this category when exposure is not employment-related, for example, in the case of a telecommunications tower that exposes persons in a nearby residential area.

Table I and Figure 1 (below), which are included within the FCC's OET Bulletin 65, summarize the MPE limits for RF emissions. These limits are designed to provide a substantial margin of safety. They vary by frequency to take into account the different types of equipment that may be in operation at a particular facility and are "time-averaged" limits to reflect different durations resulting from controlled and uncontrolled exposures.

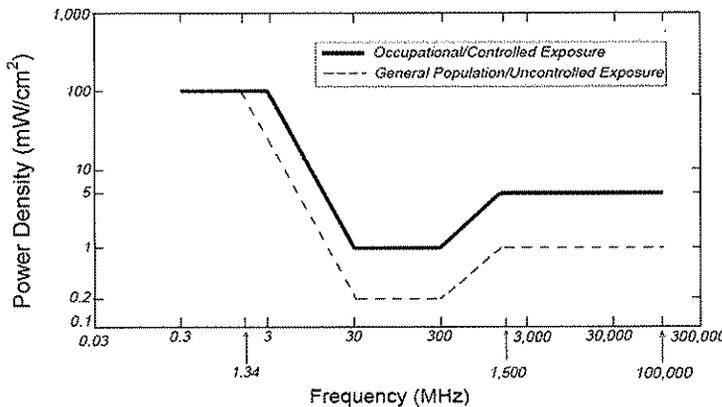
The FCC's MPEs are measured in terms of power (mW) over a unit surface area (cm²). Known as the power density, the FCC has established an occupational MPE of 5 milliwatts per square centimeter (mW/cm²) and an uncontrolled MPE of 1 mW/cm² for equipment operating in the 1735 MHz and 18,000 MHz frequency ranges. These limits are considered protective of these populations.

Table I: Limits for Maximum Permissible Exposure (MPE)				
(A) Limits for Occupational/Controlled Exposure				
Frequency Range (MHz)	Electric Field Strength (E) (V/m)	Magnetic Field Strength (H) (A/m)	Power Density (S) (mW/cm ²)	Averaging Time [E] ² , [H] ² , or S (minutes)
0.3-3.0	614	1.63	(100)*	6
3.0-30	1842/f	4.89/f	(900/f ²)*	6
30-300	61.4	0.163	1.0	6
300-1,500	--	--	f/300	6
1,500-100,000	--	--	5	6
(B) Limits for General Public/Uncontrolled Exposure				
Frequency Range (MHz)	Electric Field Strength (E) (V/m)	Magnetic Field Strength (H) (A/m)	Power Density (S) (mW/cm ²)	Averaging Time [E] ² , [H] ² , or S (minutes)
0.3-1.34	614	1.63	(100)*	30
1.34-30	824/f	2.19/f	(180/f ²)*	30
30-300	27.5	0.073	0.2	30
300-1,500	--	--	f/1,500	30
1,500-100,000	--	--	1.0	30

f = Frequency in (MHz)

* Plane-wave equivalent power density

Figure 1. FCC Limits for Maximum Permissible Exposure (MPE)
 Plane-wave Equivalent Power Density



Based on the above, the most restrictive thresholds for exposures of unlimited duration to RF energy for several personal wireless services are summarized below:

Personal Wireless Service	Approximate Frequency	Occupational MPE	Public MPE
Personal Communication (PCS)	1,950 MHz	5.00 mW/cm ²	1.00 mW/cm ²
Cellular Telephone	870 MHz	2.90 mW/cm ²	0.58 mW/cm ²
Specialized Mobile Radio	855 MHz	2.85 mW/cm ²	0.57 mW/cm ²
Most Restrictive Freq. Range	30-300 MHz	1.00 mW/cm ²	0.20 mW/cm ²

MPE limits are designed to provide a substantial margin of safety. These limits apply for continuous exposures and are intended to provide a prudent margin of safety for all persons, regardless of age, gender, size, or health.

Personal Communication (PCS) facilities used by MetroPCS in this area operate within a frequency range of 800-1900 MHz. Facilities typically consist of: 1) electronic transceivers (the radios or cabinets) connected to wired telephone lines; and 2) antennas that send the wireless signals created by the transceivers to be received by individual subscriber units (PCS telephones). Transceivers are typically connected to antennas by coaxial cables.

Because of the short wavelength of PCS services, the antennas require line-of-site paths for good propagation, and are typically installed above ground level. Antennas are constructed to concentrate energy towards the horizon, with as little energy as possible scattered towards the ground or the sky. This design, combined with the low power of PCS facilities, generally results in no possibility for exposure to approach Maximum Permissible Exposure (MPE) levels, with the exception of areas directly in front of the antennas.

Statement of Compliance

A site is considered out of compliance with FCC regulations if there are areas that exceed the FCC exposure limits and there are no RF hazard mitigation measures in place. Any carrier which has an installation that contributes more than 5% of the applicable MPE must participate in mitigating these RF hazards.

12.0 LIMITATIONS

This report was prepared for the use of MetroPCS. It was performed in accordance with generally accepted practices of other consultants undertaking similar studies at the same time and in the same locale under like circumstances. The conclusions provided by EBI are based solely on the information collected during the site survey and provided by the client. The observations in this report are valid on the date of the investigation. Any additional information that becomes available concerning the site should be provided to EBI so that our conclusions may be revised and modified, if necessary. This report has been prepared in accordance with Standard Conditions for Engagement and authorized proposal, both of which are integral parts of this report. No other warranty, expressed or implied, is made

13.0 SUMMARY AND CONCLUSIONS

EBI has prepared this Radiofrequency Emissions Compliance Report for the proposed MetroPCS telecommunications equipment at the site located near 257 Panorama Dr. in Benicia, California.

EBI has conducted theoretical modeling combined with on site monitoring to estimate the worst-case power density from MetroPCS antennas and the other carriers' existing antennas to document potential MPE levels at this location and ensure that site control measures are adequate to meet FCC and OSHA requirements. As presented in the preceding sections, based on worst-case predictive modeling, there are no modeled exposures on any accessible ground-level walking/working surface related to proposed equipment in the area that exceed the FCC's occupational and general public exposure limits at this site. As such, the proposed MetroPCS project is in compliance with FCC rules and regulations.

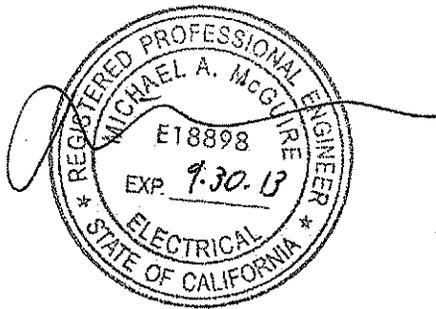
Additionally, based on the FCC criteria, there are no measured areas on any accessible ground-level walking/working surface related to the existing site conditions that exceed the FCC's occupational and general public exposure limits at this site.

Signage is recommended at the site as presented in Section 9.0. Posting of the signage brings the site into compliance with FCC rules and regulations.

Appendix A

Certifications

Reviewed and Approved by:



sealed 9dec2011

Michael McGuire
Electrical Engineer

Note that EBI's scope of work is limited to an evaluation of the Radio Frequency – Electromagnetic Energy (RF-EME) field generated by the antennas and broadcast equipment noted in this report. The engineering and design of the building and related structures, as well as the impact of the antennas and broadcast equipment on the structural integrity of the building, are specifically excluded from EBI's scope of work.

Field Personnel Certification

I, David Oliver, state that:

- I am an employee of EnviroBusiness Inc. (d/b/a EBI Consulting), which provides RF-EME safety and compliance services to the wireless communications industry.
- I have successfully completed RF-EME safety training, and I am aware of the potential hazards from RF-EME and would be classified "occupational" under the FCC regulations.
- I am familiar with the FCC rules and regulations as well as OSHA regulations both in general and as they apply to RF-EME exposure.
- I have been trained in the proper use of the RF-EME measurement equipment, and have successfully completed EBI training in the policies and procedures for site survey protocols.
- All information collected during the site survey and contained in this report is true and accurate to the best of my knowledge and based on the data gathered.

David Oliver

Preparer Certification

I, Timothy Costa, state that:

- I am an employee of EnviroBusiness Inc. (d/b/a EBI Consulting), which provides RF-EME safety and compliance services to the wireless communications industry.
- I have successfully completed RF-EME safety training, and I am aware of the potential hazards from RF-EME and would be classified "occupational" under the FCC regulations.
- I am familiar with the FCC rules and regulations as well as OSHA regulations both in general and as they apply to RF-EME exposure.
- I have reviewed the data collected during the site survey and provided by the client and incorporated it into this Site Compliance Report such that the information contained in this report is true and accurate to the best of my knowledge.

Timothy Costa

Appendix B

Roofview® Export File and Microwave Modeling

Start/Map/Defintion

Roof Max \ Roof Max \ Map Max \ X Offset 210 210 0 0 0 0 1 SK\$21:\$HB \$K\$21:\$HBS220 Number of envelope

Start/Settings/Data

Standard Method Uptime Scale Facto Low Thr Mid Color Mid Thr Low Color Mid Thr Hi Thr Hi Color Over Color Ap Ht Mult Ap Ht Method

Start/Coax/Data

It is advisable to provide an ID (ent 1) for all antennas

ID	Name	Freq (MHz)	Power	Trans Count	Trans	Coax Len	Coax Type	Other Loss	Input Power	Calc Power	Mfg	Model	(ft) X	(ft) Y	(ft) Z	Type	(ft) Aper	dBd Gain	BWdth Pt Dir	Uptime Profile	ON flag
MET A1	MetroPCS	1735	60	2	175	7/8 LDF	1.52	48.49324	48.49324	Kathrein	742-215	102	171	10.675	4.31	15.55	68,345	ON*			
MET A2	MetroPCS	1735	60	2	175	7/8 LDF	1.52	48.49324	48.49324	Kathrein	742-215	104	174	10.675	4.31	15.55	68,345	ON*			
MET B1	MetroPCS	1735	60	2	175	7/8 LDF	1.52	48.49324	48.49324	Kathrein	742-215	107	174	10.675	4.31	15.55	68,45	ON*			
MET B2	MetroPCS	1735	60	2	175	7/8 LDF	1.52	48.49324	48.49324	Kathrein	742-215	109	170	10.675	4.31	15.55	68,45	ON*			
MET C1	MetroPCS	1735	60	2	450	7/8 LDF	1.52	20.23864	20.23864	Kathrein	742-215	164	51	10.675	4.31	15.55	68,145	ON*			
MET C2	MetroPCS	1735	60	2	450	7/8 LDF	1.52	20.23864	20.23864	Kathrein	742-215	160	50	10.675	4.31	15.55	68,145	ON*			
MET D1	MetroPCS	1735	60	2	300	7/8 LDF	1.52	32.59727	32.59727	Kathrein	742-215	27	48	10.675	4.31	15.55	68,245	ON*			
MET D2	MetroPCS	1735	60	2	300	7/8 LDF	1.52	32.59727	32.59727	Kathrein	742-215	25	52	10.675	4.31	15.55	68,245	ON*			

Start/Sym/Data

Map Markt Roof X Roof Y Map Label Description (notes for this table only)

Sym	Map Markt	Roof X	Roof Y	Map Label	Description
Sym	S	35	AC Unit	Sample symbols	
Sym	14	5	Roof Access		
Sym	45	5	AC Unit		
Sym	45	20	Ladder		

Estimation of Power Density from Microwave Dishes
Site Number: SF93080A

Total Number of Towers Ground: 4
 #N/A
 Are the antennas installed on a roof or a tower?
 Nearest Walking Surface

Model/Description	Frequency (MHz)	AGL/ARL (ft)	ERP (Watts)	Gain (dBi)	Diameter (ft)	Power Density Inside Column (mW/cm ²)	Power Density Ground (mW/cm ²)	Gen Pop Limit (mW/cm ²)	Occ Limit (mW/cm ²)	Uncontrolled Outside Column (% MPE)	Controlled Outside Column (% MPE)	Min Dist from Antenna (ft)
Microwave 1	18000	8	901.89537	38.5	2	0.286339	0.002863	1.000000	5.000000	0.28634%	0.057%	2
Microwave 2	18000	8	901.89537	38.5	2	0.286339	0.002863	1.000000	5.000000	0.28634%	0.057%	2
Microwave 3	18000	8	901.89537	38.5	2	0.286339	0.002863	1.000000	5.000000	0.28634%	0.057%	2
Microwave 4	18000	8	901.89537	38.5	2	0.286339	0.002863	1.000000	5.000000	0.28634%	0.057%	2
TOTAL						0.01145355	0.01145355			1.14536%	0.23%	2



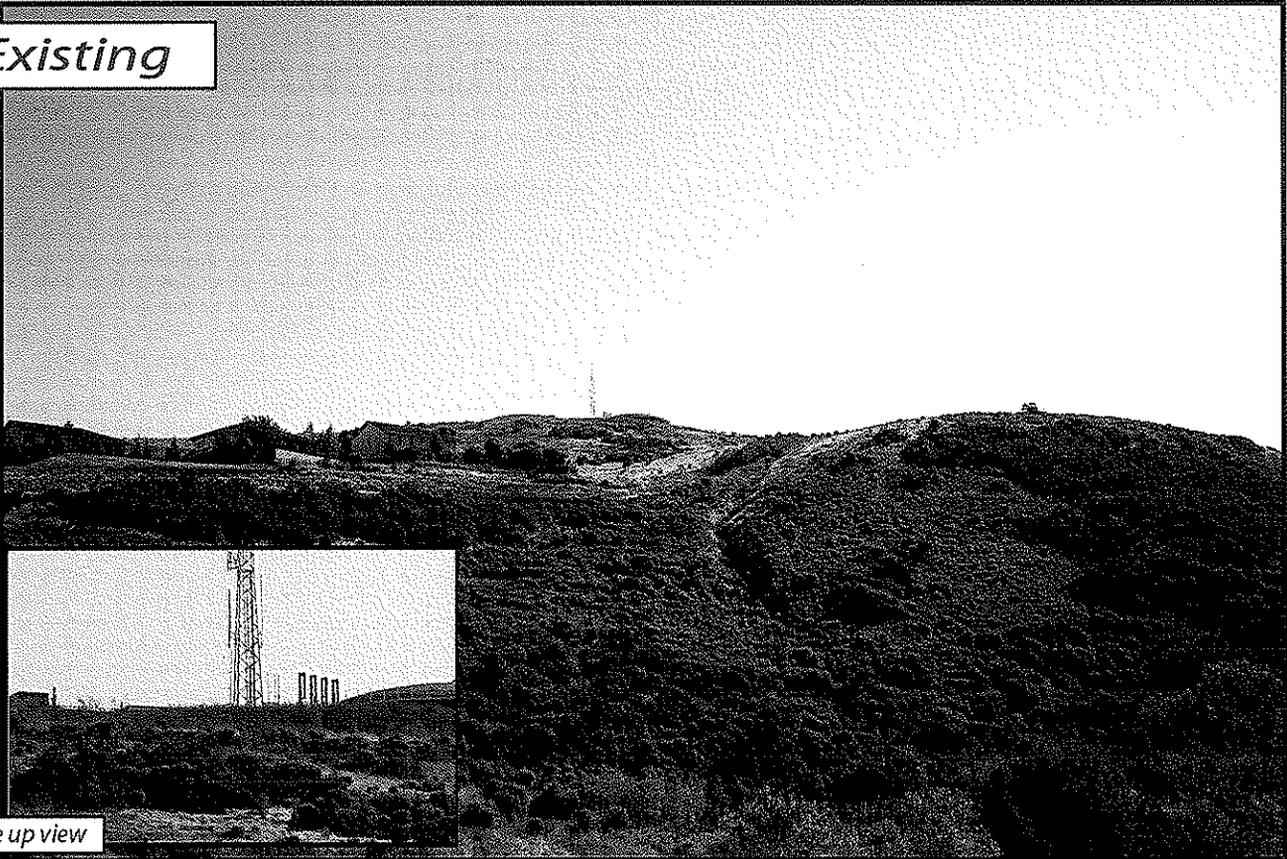
$$\frac{0.01 \cdot 4 \cdot P}{A}$$

outside of transmitting column, power is ~ 1% of that inside column

* Summary of Nearfield Power Density Calculations for EBI Consulting, July 21, 2006

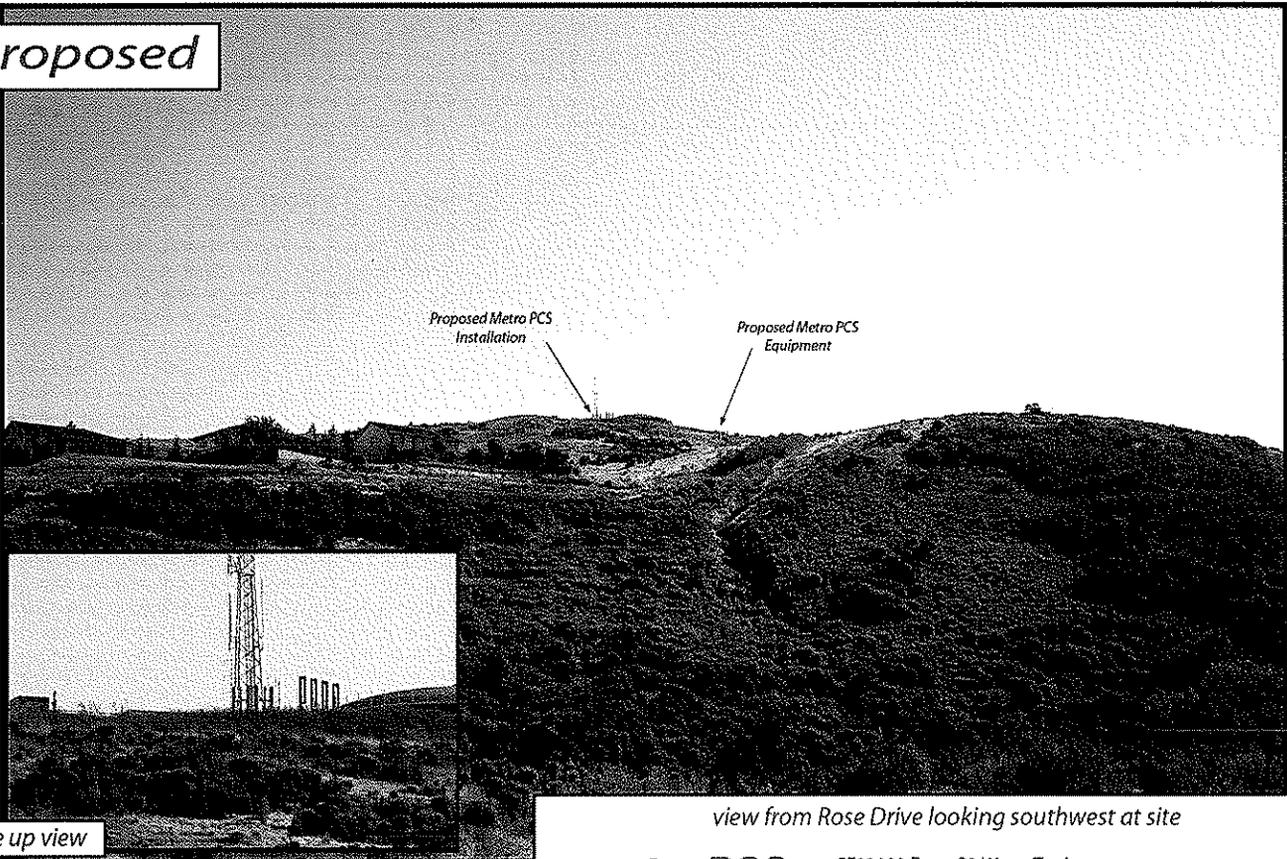
PHOTO SIMULATIONS

Existing



close up view

Proposed



*Proposed Metro PCS
Installation*

*Proposed Metro PCS
Equipment*

close up view

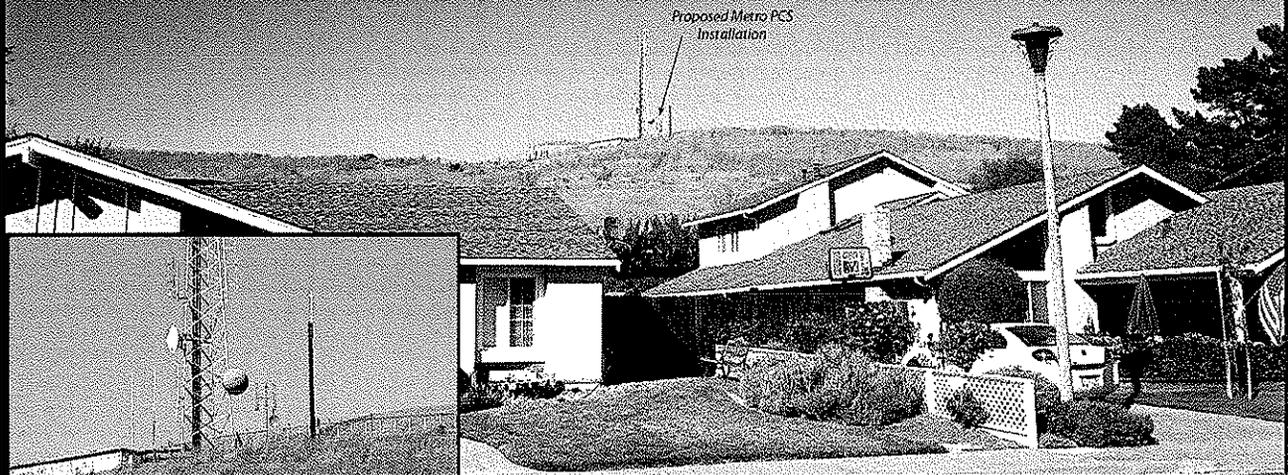
view from Rose Drive looking southwest at site

Existing



close up view

Proposed



close up view

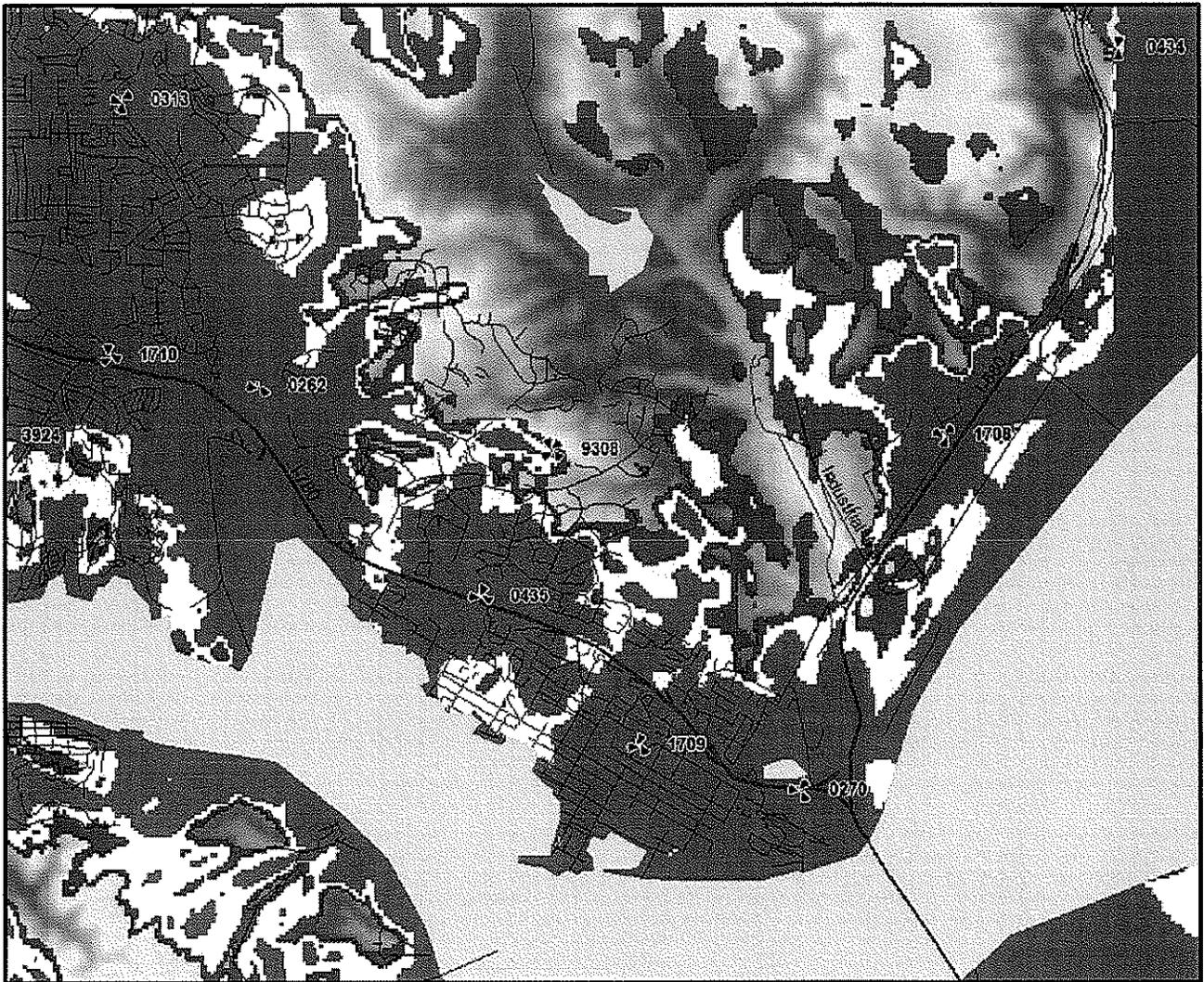
view from Durham Court looking northeast at site

COVERAGE MAPS

MetroPCS Coverage Maps:

MetroPCS's proposed telecommunications site located at Essex Way and Panorama Drive in Benicia is expected to significantly improve data and voice service for MetroPCS customers. The following maps show the coverage of existing facilities as well as the proposed facility's (9308) coverage. The Existing Coverage map shows MetroPCS's current coverage of data and voice service proximate to the proposed facility. The Future Coverage map shows MetroPCS's current and proposed coverage of data and voice service proximate to the proposed facility.

Existing Coverage



Green = In Building Coverage

Yellow = In Vehicle Coverage

MetroPCS Coverage Maps:

Future Coverage



Green = In Building Coverage
Yellow = In Vehicle Coverage

PROJECT PLANS**

*** If viewing online, these attachments are available to view in the Public Works & Community Development Department or in the Benicia Public Library in the May 10, 2012 Planning Commission packet.*

AGENDA ITEM
PLANNING COMMISSION MEETING: MAY 10, 2012
REGULAR AGENDA ITEMS

DATE : May 3, 2012
TO : Planning Commission
FROM : Lisa Porras, AICP, Senior Planner
SUBJECT : **PLANNING COMMISSION PRIORITIES**

RECOMMENDATION:

Review the Draft Planning Commission Priorities 2012-2013 and modify as desired.

EXECUTIVE SUMMARY:

During the annual review of priorities at the April meeting, the Planning Commission directed staff to modify the list (attached).

BUDGET INFORMATION:

There are no anticipated budgetary impacts.

SUMMARY:

The attached draft list includes objectives that could be completed by June 30, 2013, and those that may be initiated after 2013.

Modifications include a better connection between the lower Arsenal and downtown (as directed by the Commission), and the 2007-2014 Housing Element. Priority 1 previously included "parking management strategies" for First Street per the Downtown Mixed Use Master Plan; however, as the primary strategy is time limits on parking, staff does not recommend pursuing this objective at this time.

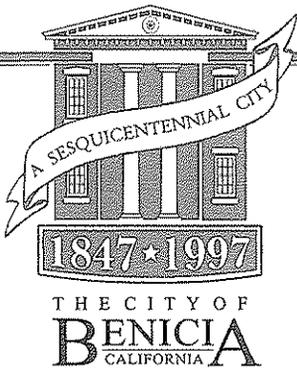
**- DRAFT - Planning Commission Priorities Update
May 10, 2012**

PRIORITY	OBJECTIVE	NEXT STEPS
Remaining Fiscal Year 2012-2013		
1	Improve crosswalks and install pedestrian-safety bulbouts at intersections along First Street.	Stamped asphalt crosswalks with bulbouts are recommended for the corners of F and I Streets at an approx. cost of \$90,000 per intersection. Staff will apply for a grant from the Association of Bay Area Governments (ABAG).
2	Consider amendments to Industrial zones to encourage business attraction.	City staff is exploring options for eventual review by the Commission.
3	Adopt the 2007-2014 Housing Element	Work with the Department of Housing and Community Development, comply with CEQA, with Council adoption by 2012.
Long-Term		
4	Adopt and implement the Lower Arsenal Specific Plan.	The plan will be brought back to the Commission following resolution of the potential toxics issue.
5	Improve connection between the Lower Arsenal with better bicycle, pedestrian and emergency access.	Implementation could include a new path from East H Street to Jackson Street.
6	Encourage new trails in open space and community gardens where appropriate and allowed by applicable covenants.	Coordinate with Parks and Sustainability Commissions.
7	Improve the Bay Trail and increase public access.	Trail segments and amenities are added in conjunction with land use changes and with new development on all property within 100 ft. of the mean high tide.
8	Seek funding for intermodal stations, including transit, ferry, and train.	Staff is working with Solano Transportation Authority to determine the feasibility of bus-related improvements in the Industrial Park. Ferry and train opportunities are being monitored.

2 Public Hearing Notices for May 10, 2012 Planning Commission Meeting

 [257 Essex Way -- Use Permit for New Verizon Telecom Facility](#)

 [257 Essex Way - Use Permit for New Metro PCS Wireless Telecomm Facility](#)



CITY HALL • 250 EAST L STREET • BENICIA, CA 94510 • (707) 746-4200 • FAX (707) 747-8120

NOTICE OF PUBLIC HEARING

Regular Meeting Benicia Planning Commission

Thursday, May 10, 2012, 7:00 p.m.

City Hall Council Chambers

The Planning Commission will hold a public hearing to consider the following application:

**APPROVAL OF USE PERMIT REQUEST FOR 257 ESSEX WAY (APN: 083-210-210),
TO INSTALL A NEW VERIZON WIRELESS TELECOMMUNICATIONS FACILITY**

11PLN-00060 Use Permit
257 Essex Way, APN: 083-210-210

PROPOSAL:

The proposal is to install a new wireless communication facility consisting of 12 panel antennas mounted to 3 ground-mounted poles each measuring 15 feet in height and associated equipment within a new 750 square foot equipment enclosure on the hilltop located near the City's water tanks. The antenna support poles would be grouped in 3 sectors and located in 2 different areas on the property adjacent to the existing fence. The proposed equipment enclosure measuring 750 square feet would consist of a new equipment shelter (11'-6" tall, 12'-0" wide, 16'-0" long), a back up generator and utility cabinets adjacent to the existing fence near the northwest side of the hilltop.

ENVIRONMENTAL ANALYSIS:

Staff has determined that this project is categorically exempt from the California Environmental Quality Act pursuant to Section 15303 that exempts the installation of new small equipment and facilities in small structures. The proposed facility would be considered the installation of small equipment as it consists of 3 new 15-foot tall poles to support the proposed antennas and a 750 square foot equipment enclosure for the equipment cabinets.

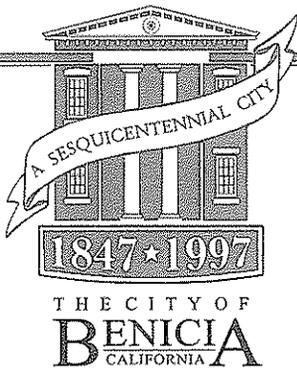
The application materials and files are available for public review in the Public Works & Community Development Department and on the City's website (www.ci.benicia.ca.us). The Public Works & Community Development Department is open Monday through Friday (except legal holidays), 8:30 a.m. to 5 p.m. (closed from noon to 1 p.m.). **Technical staff is available from 8:30 – 9:30 a.m. and 1:00 – 2:00 p.m. only. If you have questions or comments outside of those hours, please call 746-4280 to make an appointment with the project planner.** The meeting agenda and packet materials are also available at the Benicia Public Library and on the City's web page at www.ci.benicia.ca.us under the heading "Agendas and Minutes" six days prior to the meeting. Any interested person may comment on the project.

Pursuant to Government Code Section 65009: If you challenge a decision of the Planning Commission in court, you may be limited to raising only those issues you or someone else raised at the Public Hearing described in this notice, or in written correspondence delivered to the Planning Commission at, or prior to, the Public Hearing. You may also be limited by the ninety (90) day statute of limitations in which to file and serve a petition for administrative writ of mandate challenging any final City decisions regarding planning or zoning.

BY ORDER OF THE PLANNING COMMISSION
AMY MILLION, PRINCIPAL PLANNER

ELIZABETH PATTERSON, *Mayor*
Members of the City Council
TOM CAMPBELL, *Vice Mayor* . ALAN M. SCHWARTZMAN . MARK C. HUGHES . CHRISTINA STRAWBRIDGE

BRAD KILGER, *City Manager*
ROBERT LANGSTON, *City Treasurer*
LISA WOLFE, *City Clerk*



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Regular Meeting
Benicia Planning Commission

Thursday, May 10, 2012, 7:00 p.m.

City Hall Council Chambers

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**APPROVAL OF USE PERMIT REQUEST FOR 257 ESSEX WAY (APN: 083-210-210),
TO INSTALL A NEW METRO PCS WIRELESS TELECOMMUNICATIONS
FACILITY**

11PLN-00073 Use Permit
257 Essex Way, APN: 083-210-210

PROPOSAL:

The proposal is to install a new wireless communication facility consisting of 8 panel antennas mounted to 3 ground-mounted poles each measuring 15 feet in height and 5 radio equipment cabinets within a 200 square foot equipment enclosure located near the City's water tanks. The antenna support poles would be located in 3 different areas on the property, all which would be integrated into the existing chain link fence that runs along the perimeter of the water tanks. The proposed equipment enclosure would be located on the hilltop adjacent to the existing chain link fence on the northwest side.

ENVIRONMENTAL ANALYSIS:

Staff has determined that this project is categorically exempt from the California Environmental Quality Act pursuant to Section 15303 that exempts the installation of new small equipment and facilities in small structures. The proposed facility would be considered the installation of small equipment as it consists of 3 new 15-foot tall poles and 1 equipment enclosure for the equipment cabinets measuring 200 square feet.

The application materials and files are available for public review in the Public Works & Community Development Department and on the City's website (www.ci.benicia.ca.us). The Public Works & Community Development Department is open Monday through Friday (except legal holidays), 8:30 a.m. to 5 p.m. (closed from noon to 1 p.m.). **Technical staff is available from 8:30 – 9:30 a.m. and 1:00 – 2:00 p.m. only. If you have questions or comments outside of those hours, please call 746-4280 to make an appointment with the project planner.** The meeting agenda and packet materials are also available at the Benicia Public Library and on the City's web page at www.ci.benicia.ca.us under the heading "Agendas and Minutes" six days prior to the meeting. Any interested person may comment on the project.

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