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## Introduction

This chapter identifies and describes implementation of the LAMUSP. Carrying out the vision of the plan requires new development regulations, additional capital improvements, innovative programs, and a carefully planned financing strategy. However, as reflected in the policies and programs, the City of Benicia will also need to reach out to its private partners, foundations, and nonprofit agencies for fundraising, philanthropy, and nonprofit development in order to fully meet the plan's objectives.

Furthermore, the community has stated a distinct priority for preserving and enhancing certain unique characteristics in the Lower Arsenal. Therefore, the findings and recommendations in the plan are oriented towards long-term programs and implementation strategies that protect these assets, rather than focusing more heavily on stimulating reinvestment that invites development with the highest and best economic use. This strategy, consequently, limits the potential for revenue generation to fund capital improvement projects and may slow the pace of development.

Adoption of the Specific Plan is a "project" as defined by the California Environmental Quality Act. For this reason, the plan will require environmental review to determine the extent of potential adverse environmental impacts that may occur through its implementation.

## Development Code

The Development Code for the LAMUSP is a progressive planning tool known as a “Form-Based Code.” This code differs from most current zoning codes, which simply address the issues of use and development parameters. A Form-Based Code aims to produce a particular physical environment for an area by addressing a variety of subjects that deal with making buildings that add up to coherent blocks of desirable development.

For example, the four types of zones proposed reflect a clear distinction between each of the anticipated environments and their physical components. This type of zoning accounts for real, physical, and market conditions that ultimately manifest themselves in land use patterns.

Additionally, the code is reflective of the urban design objectives for the Plan Area. With a Form-Based Code in place, development and activity in the area is expected to be clearly anticipated, reflective of desired outcomes, and sensitive to the historic character of the Arsenal.

## Capital Improvements and Financing

This Section provides an overview of the estimated costs and sources of funding for new infrastructure and public facilities. The following principles shall guide development and ensure that adequate facilities and public services are provided in a timely manner:

- Use pay-as-you-go financing to the extent possible. Use debt financing only when essential to provide facilities necessary to maintain service standards.
- Utilize existing fee programs to fund infrastructure improvements.
- Ensure financing mechanisms are flexible and fairly allocate costs among land uses.

As shown in Table 5-1, the total cost of the infrastructure program will be approximately \$13.8 million. These costs do not include the costs of public facilities (public safety facilities, general/community facilities, public parks, and schools) that will be funded through development impact fees. These amounts also do not include the costs of in-tract and other site-specific improvements, which are assumed to be independently financed as part of the vertical development.

**Table 5-1: Summary of Infrastructure Improvements**

Item	Units	Unit Cost	Total Cost
Existing Street Improvements	49,467	38.5	\$1,904,467
Proposed New Streets	69,793	162	\$11,306,520
Water System	1,240	200	\$248,000
Sanitary Sewer	600	200	\$120,000
Storm Drain	840	300	\$252,000
<b>Totals</b>			<b>\$13,830,987</b>

### Notes

1. *Cost figures are conceptual only. Actual costs are dependent on the items shown at bidding time, the general market situation, the contractor’s workload, seasonal factors, labor and material cost, etc.*
2. *Estimated costs include environmental, engineering, construction management, and landscaping.*
3. *Estimated costs do not include costs to acquire right-of-way.*
3. *Costs are subject to revision due to changes, additions, and deletions resulting from ongoing agency review.*
4. *Appropriate contingency should be considered.*

Table 5-2 details the fees to be collected in connection with the development. As shown in the Table, the City and school district will collect approximately \$5 million to pay for infrastructure and facilities.

**Table 5-2 Project Development Fee Revenue**

Fee Type	Land Use	Fee	Fee Unit	Proposed Units / Square Feet	Total Revenue
<b>Traffic</b>	Single-family	\$1,029.00	Housing Unit	22	\$22,638
	Multi-family	\$550.00	Housing Unit	0	\$0
	General Office	\$1,518.00	Per 1,000 SF	333,819	\$506,737
	Sit-Down Restaurant	\$3,816.00	Per 1,000 SF	5,000	\$19,080
	Shopping Center	\$3,342.00	Per 1,000 SF	100,050	\$334,367
	Deli/High Turnover Restaurant	\$5,533.00	Per 1,000 SF	8,194	\$45,336
	Convenience Store	\$17,613.00	Per 1,000 SF	8,194	\$144,317
	Pharmacy	\$5,299.00	Per 1,000 SF	8,194	\$43,419
	Warehouse	\$520.00	Per 1,000 SF	139,208	\$72,388
	Light Industrial	\$999.00	Per 1,000 SF	139,208	\$139,068
	<b>Subtotal</b>			<b>741,865</b>	<b>\$1,327,349</b>
<b>Water Connection</b>	Single-family	\$7,635.00	Housing Unit	22	\$167,970
	Multi-family	\$7,635.00	Housing Unit	0	\$0
	Commercial	\$4,521.00	Per Connection	100	\$452,100
		<b>Subtotal</b>		<b>122</b>	<b>\$620,070</b>
<b>Sewer Connection</b>	Single-family	\$7,500.00	Housing Unit	22	\$165,000
	Multi-family	\$7,500.00	Housing Unit	0	\$0
	Commercial:				
	Office	\$2,327.00	Per 1,000 SF	333,819	\$776,796
	Restaurant	\$8,017.00	Per 1,000 SF	13,194	\$105,774
	Store, Dry Light Industrial	\$1,475.00	Per 1,000 SF	247,451	\$364,991
	Markets w/ Garbage Disposal	\$5,510.00	Per 1,000 SF	8,194	\$45,148
	Warehouse	\$183.00	Per 1,000 SF	139,208	\$25,475
	<b>Subtotal</b>		<b>741,865</b>	<b>\$1,483,184</b>	
<b>Public Facilities Fee</b>	Single-family	\$3,558.00	Housing Unit	22	\$78,276
	Multi-family	\$3,366.00	Housing Unit	0	\$0
	Commercial:				
	Office	\$889.00	Per 1,000 SF	333,819	\$296,765
	Retail	\$534.00	Per 1,000 SF	129,631	\$69,223
	Industrial	\$374.00	Per 1,000 SF	139,208	\$52,064
	Warehouse	\$112.00	Per 1,000 SF	139,208	\$15,591
	<b>Subtotal</b>		<b>741,865</b>	<b>\$511,919</b>	
<b>Schools</b>	Residential	\$2.24	Square Foot	33,000	\$73,920
	Commercial	\$0.36	Square Foot	741,865	\$267,071
		<b>Subtotal</b>		<b>774,865</b>	<b>\$340,991</b>
<b>Capital License Fee</b>	Commercial	\$1.13	Square Foot	602,658	\$681,003
	Industrial	\$0.58	Square Foot	139,208	\$80,740
		<b>Subtotal</b>			<b>\$761,743</b>
<b>Subtotals</b>				Single-family	\$433,884
				Multi-family	\$73,920
				Commercial	\$4,537,453
<b>Total Fees</b>					<b>\$5,045,257</b>

A Community Facility District, Landscaping and Lighting District, and/or Homeowners Association could also be used to fund the development of onsite infrastructure improvements (e.g. streets, sewers, water and storm drains) and the operation and maintenance of the parks, streetlights, and other landscaping improvements.

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## Other Implementation Strategies

This section describes further steps that the City can take within the LAMUSP project area to achieve the economic objectives of the plan. While land use policy can influence the future direction of development, alone it can only do so much towards protecting the artist community and enhancing historic characteristics.

### Protect the Artist Community and Consider Options for New Work/Live Units

The Lower Arsenal has a thriving artist community, including a well-organized cooperative showing work from artists throughout the region. However, there are few mechanisms in place to ensure the long-term presence of artist live/work space. The City should take the following steps to ensure the long-term preservation of the artist community in the Lower Arsenal:

1. **Provide Appropriate Zoning.** Allowing work/live uses in industrial areas serves to protect opportunities for future development that is affordable to artists. Many cities have industrial or light industrial zoning categories that allow work/live space with provisions restricting residential to artists or artisans who maintain a business license or similar proof of work in their space. Permitting artist work/live space, but not allowing other types of residential development, also limits issues arising from combining incompatible land uses such as industrial and conventional residential space.
2. **Assist Artists with Building Capacity to Purchase Space.** Establishing a corporation, raising capital for construction, and operating an artist's cooperative as a business or nonprofit entity requires significant technical knowledge of lending, tax mechanisms and benefits, and legal requirements. However, prior to raising funds for the purchase or development of space, the artist community in Benicia must make informed decisions about the type of space that makes sense financially and legally and the financial mechanisms that are available to them. The City could choose to play a role in building capacity for organized artist groups to initiate this decision making process by supporting research and decision-making efforts. This assistance might include initial research by staff, financial contributions towards hiring nonprofit consultants, and organizing lectures by experienced members of other neighboring cooperatives.
3. **Offer Financial Assistance.** As a collective of artists in Benicia advances on organizing and establishing a nonprofit or other residential cooperative and generating revenue to purchase a site, there are several roles the City of Benicia can play in offering financial assistance. Other cities have assisted local artists in purchasing and developing live/work cooperatives using a variety of financial mechanisms, including setting aside affordable housing funds for artists and offering grants or loans for building improvement and purchase. Other financial assistance might include low or no interest construction loans and building rehabilitation loans or grants.

### Preserve and Enhance Historic Resources

The key to an historic preservation strategy in the Lower Arsenal – in particular the Jefferson Ridge with its continuous stock of historic buildings and available land – is ensuring that there is sustainable capital and operating revenue sources beyond the City’s limited coffers. While there is substantial interest among community members in enhancing this valuable resource, a recent lack of funding or political support for new national parks will require Benicia to look at other, more creative strategies for historic preservation. This requires that private property owners in the area are supporting and benefiting participants. However, the City does have a major advantage in pursuing a plan, in that it owns several of the historic buildings including two north of Adams Street.

One strategy for creating a sustainable historic campus is pursuing the concept of heritage tourism, wherein entertainment, retail, lodging, and conference facilities occupy historic buildings and are marketed and/or managed in a unified plan. The success of the Jefferson Street Mansion provides a major catalyst for creating a larger collective of restored buildings that could profitably operate through strategic partnerships and marketing.

The steps to creating this historic entertainment campus would include:

1. Establishment of district boundaries, within which all property owners are willing participants of an historic entertainment plan.

The City should determine its district boundaries based on the level of initial capital financing available from public and private resources, and on the critical mass of buildings needed to make a heritage tourism district financially self-sustainable. The district could simply include the two city-owned buildings with a small restaurant and conference facility. Since improving and operating these two buildings alone may not be financially sustainable, the district could further include the parcel immediately to the west of the Commandant’s House. The district could also include other historic buildings throughout the Arsenal, depending on the willingness of property owners to participate and the ability to make a physical connection between the buildings.

2. Issuance of a request for qualifications from developers and managers of similar locales throughout the United States.

Even as a nonprofit venture, an historic district should be operated as a business and will require leadership beyond city staff. Selecting the right idea, creating a business plan for initial financing and profitability, and generating visibility are important steps that should be established among private or independent partners. The leading organization should have a plan and understanding of the time and investment that will be needed to make this a successful venture.

3. Leadership by the City in allowing private restoration and management of the two city-owned buildings north of Adams Street: the Clocktower and the Commandant’s House.

**Financing Strategies**

The first step in deciding how to finance identified public projects is to determine whether the appropriate financing strategy is pay-as-you-go, or debt financing.

- In the pay-as-you-go approach, the improvement would only be made once a sufficient amount of tax or fee revenue is gathered to fund the improvement. For example, the City currently maintains a series of development impact fees that are used to make improvements to infrastructure such as schools, transportation, and other public facilities over time.
- This contrasts with the debt financing approach, where the money for an improvement is borrowed now by issuing bonds, the improvement is made now, and is paid for over time through tax or fee revenue.

	<u>Pros</u>	<u>Cons</u>
<i>Pay-as-you-go</i>	Very little financial risk to City or District	Improvement takes a long time to implement, could be less effective
<i>Debt Financing</i>	Improvement made immediately, could be more effective as a result	Some risk that revenue will not be sufficient to pay off debt within time limit

The City has prioritized using pay-as-you-go financing as the primary mechanism for funding new projects in an effort to reduce the risk to the City budget.

**Financing Options Beyond the General Fund**

The following table describes a menu of potential financing sources to achieve the two previously mentioned goals. One of these financing sources, the City General Fund, is the primary source of funding for most essential City services such as police. As a result, it is unlikely that the General Fund will be a significant source of financing for implementation strategies that have major funding needs. Therefore the City will need to determine how to gather the additional revenue needed to pay for the implementation steps identified in this plan.

Two of the more prominent methods of collecting local revenue are the benefit assessment district, and tax increment financing:

- A benefit assessment district is formed to include a geographical area in which all property owners would equally benefit from the proposed improvement. Property owners or businesses within the district area would pay an additional tax or fee in the amount necessary to pay for the improvement in the desired time frame. The individual tax or fee would be lower if the district encompassed a large area, or if the City planned a long financing time frame.
- Tax increment financing is administered at no additional cost to the property owner or individual businesses, by freezing the property tax revenue at its “base rate” in the current year, and diverting any additional tax revenue each year into a separate pool of money used to finance the improvements. Tax increment financing is only implemented with the establishment of a redevelopment agency.

	<u>Pros</u>	<u>Cons</u>
<i>Benefit Assessment District</i>	<ul style="list-style-type: none"> <li>▪ Less financial risk to City or public agency; individual property owners take on more risk, although the City may have to take on a defaulted loan under State law.</li> <li>▪ Could lead to increased tax revenue based on private reinvestment</li> </ul>	<ul style="list-style-type: none"> <li>▪ Individual property owners may be unwilling to absorb financing risk, especially for debt financing. Therefore, could be ineffective in the short term if approved.</li> <li>▪ Assessment is considered another form of taxation.</li> </ul>
<i>Tax Increment Financing</i>	<ul style="list-style-type: none"> <li>▪ Improvement does not cost individual property owners additional fees or taxes</li> <li>▪ Improvements may lead to increases in sales and property tax revenue adjacent to redevelopment area</li> </ul>	<ul style="list-style-type: none"> <li>▪ Some risk to City if incremental tax revenue does not cover financing costs for improvements</li> <li>▪ Takes future tax revenue that would otherwise go to the general fund; diverts this revenue to debt service for bonds</li> </ul>

**Potential Financing Options**

The following table on page 5-8 describes potential public financing options, and defines roles that the City of Benicia can play in implementing the aforementioned strategies.

GOAL	Implementation Strategy	Possible List of Participants	Timing: Short Term (Within 2 Years) Mid Term (2 to 5 Years) Long Term (5 to 20 Years)	Cost: Low (~Less than \$50,000) Medium (~\$50,000 to \$300,000) High (~\$300,000 to several million)	Potential Funding Sources																
					Assessment Districts					Private Investment		Other Government Sources of Funding				Direct City Financing			Other		
					Creation of Business Improvement District (BID)	Property Based Improvement District (PBID)	Lighting and Landscape Assessment District	Infrastructure Financing District/Mello Roos	Maintenance Assessment District	Foundation or other Private Grants and Loans	In-Lieu Development Fee	Coordination with Chamber of Commerce	Community Development Block Grant	California Heritage Fund Grant	Federal Certified Local Government program	Federal Historic Tax Credits (10 or 20 percent)	Establishment of Redevelopment Agency	Housing Set Aside from Redevelopment Funds	City General Fund	Other	Description of other
<b>PROTECT AND SUPPORT THE ARTIST COMMUNITY LIVING IN THE ARSENAL</b>																					
1.1: Assist Artists in Building Capacity to Purchase or Develop Housing Units	- Artist Community Groups - ArtHouse Program - City of Benicia	Short Term	Low							X								X	X	Look into grants or in-kind support from artist living nonprofits in the Bay Area	
1.2: Affordable Housing Funds for Purchase and/or Development of Artist Living Space	- City of Benicia - Affordable Housing Affiliation of Benicia - Nonprofit Developers - Nonprofit Lenders	Mid to Long Term	High							X	X						X	X			
1.3: Low Interest Loans or Grants for Seismic Retrofitting, other Improvements	- City of Benicia - Nonprofit Lenders	Mid to Long Term	Medium to High							X							X	X			
<b>PROTECT AND ENHANCE THE HISTORIC CHARACTER OF THE ARSENAL</b>																					
2.1: Establishment of Heritage Tourism District	- City of Benicia - Local Property Owners - Historic Preservation Advocates	Short to Mid Term	Low	X	X	X		X	X		X			X			X	X	X	Look into support from National Association for Historic Preservation	
2.2: Acquisition of Key Parcels within District	- Historic Preservation Advocates - City of Benicia	Mid to Long Term	High				X		X					X	X		X	X	X	Sponsorship from Local Businesses or Corporations	
2.3: Development of Business Plan	- Historic Preservation Advocates - Local Property Owners - City of Benicia	Mid to Long Term	Low to Medium	X	X	X		X	X					X			X	X	X	Issue Request for Proposals or Qualifications for Development and Management Plans	
2.4: Improvements to Commandant's House and Clock Tower	- New Nonprofit Foundation - Historic Preservation Advocates - City of Benicia	Mid to Long Term	Medium to High	X	X	X	X	X	X					X	X			X	X	Could be financed and completed as a private business venture with lease revenue from tenants paying off all or part of loan.	
2.5: Ongoing Management of Site Operations and Marketing	- New Nonprofit Foundation - Historic Preservation Advocates	Mid to Long Term	Medium to High	X	X	X		X	X									X	X	Finance through private contracted management, such as nonprofit foundation.	

## Direct City Financing

### *City General Fund*

The City General Fund is the main source of City financing for ongoing operating, staffing, and maintenance costs. Occasionally, Cities will use the reserves of the City General Fund for major capital or one-time purchases. However, in light of the recent budget crises affecting many California cities, the City General Fund reserves are more beneficial as a cushion for years when the City's annual budget must operate at a deficit to provide essential services such as Police and Fire. For most of the proposed projects, use of the General Fund would be a last resort.

### *Establishment of a Redevelopment Agency*

Redevelopment is a powerful tool among local governments because it permits them to engage in a wide range of economic development activities and direct the private real estate market into targeted areas. Redevelopment agencies are financed through the issuance of bonds, which are then paid off by increases in the property and sales taxes of the redevelopment area. This mechanism is known as tax increment financing. Redevelopment agencies are used to finance major capital projects in designated plan areas that qualify for redevelopment based on a series of blight findings.

### *Housing Set-Aside*

The State of California requires that redevelopment agencies set aside 20 percent of their revenue for use in funding affordable housing.

## Other Government Sources of Funding

### *Transportation for Livable Communities Programs*

The Transportation for Livable Communities Program provides planning grants, technical assistance, a Housing Incentive Program and capital grants to help cities and nonprofit agencies develop transportation related projects.

The Transportation for Livable Communities Capital Program funds transportation infrastructure improvements for pedestrian, bicycle and transit facilities. The MTC allocates federal Surface Transportation Program or Congestion Mitigation and Air Quality Improvements Program Funds toward the projects. Grants typically range from \$500,000 to \$3 million per project. A local match of 11.5 percent of the total TLC project cost is required. Project activities eligible for funding include bicycle and pedestrian paths and bridges; on street bike lanes; pedestrian plazas; pedestrian street crossings; streetscaping such as trees, lighting, furniture; traffic calming design features; signage and gateway features.

The Community Design Planning Program funds community design and planning processes to revitalize existing neighborhoods, downtowns, commercial cores, and transit station areas and stops. The community design planning processes often lead to the development of capital projects. MTC allocates Transportation Development Act or Surface Transportation Program funds to this program. Up to \$75,000 is available per project and a 20 percent local match is required.

TLC provides funding for projects that are developed through an inclusive community planning effort. Applications are available online and there are also regional workshops to provide an overview of TLC, federal-aid process for delivery TLC projects, and TLC application process.

#### *Community Development Block Grant (CDBG)*

The Federal Government administers funding to local governments for a variety of community development activities including social services and affordable housing programs. CDBG funds can be used for both capital improvements and ongoing service costs. However, funding from CDBG is highly competitive and allocations are based on a variety of factors including levels of poverty, population, and housing overcrowding.

#### *State Historic Restoration Incentives*

The State of California Office of Historic Preservation manages both state and federal historic preservation programs. This section describes grants and programs funded by sources in the State of California.

##### *Heritage Fund Grants*

This 50/50 matching grant is available to landmarks that are on the State Register of Historic Places, or that are on the Federal Register of Historic Places. Public agencies, nonprofits, and federally registered California Indian tribes are eligible to apply for these grants, which are funded through private donations, legislative appropriations, or bond measures. There is no ongoing source of revenue for this program.

##### *Federal Historic Restoration Incentives*

There are several sources of Federal funding that property owners can use to preserve historic buildings or districts. In most cases, properties must be in the National Register of Historic Places, which is administered by the National Park Service.

#### *Historic Preservation Tax Credits*

The National Park Service and the Internal Revenue Service offer two types of Federal Historic Preservation Tax Incentives to property owners seeking to restore an historic property: the 10 percent historic tax credit and the 20 percent historic tax credit. Both credits enable the property owner to reduce their federal income taxes by a share of the qualifying restoration costs for an historic property. Both credits are only available for depreciating buildings; i.e. rented residential buildings or commercially used buildings. There is a \$500 to \$2,500 processing fee for tax credit applications.

The 10 percent tax credit reduces qualifying costs of restoration by 10 percent for buildings constructed before 1936. The building cannot be within a Nationally Registered Historic District, nor can it have been declined the 20 percent tax credit previously.

The 20 percent tax credit reduces the qualifying costs of restoration by 20 percent. To qualify, the building must be a Nationally Registered Historic Landmark, or must be located in a Nationally Registered Historic District. Occasionally, buildings that are undergoing the nomination process for the National Register, but which have not yet completed the review process, have been considered for the 20 percent tax credit.

## Private Involvement

### *In-Lieu Development Fee*

In lieu of payment of all or a portion of development fees, the City of Benicia could enable developers to dedicate land for other purposes such as parks or affordable housing.

## Assesment Districts

Assesment Districts are most commonly established to finance the construction of public capital improvements and where authorized, to operate and maintain costs of certain public facilities. Assesment districts are formed in two different ways: (1) Property owners petition the appropriate public agency to form a district and provide a needed public improvement, or (2) A public agency foresees the need for an improvement and approaches the affected property owners with an assesment district proposal.

### *Business Improvement Districts*

Business Improvement Districts (BIDs) are a type of assesment district in which business owners choose to be assesed a fee, which is collected on their behalf by the City, for use in promoting and improving the business area. In California, BIDs date back to 1965 with the approval of the "Parking and Business Improvement Area Law." Today there are approximately 200 BIDs in the state.

A Business Improvement District provides a business area with the resources to develop marketing campaigns, increase lobbying efforts, secure additional funding and enhance public improvement and beautification projects in partnership with the City. Activities, programs and improvements range from farmers' markets to business promotions to installing street lighting and removing graffiti. By pooling private resources, business owners in BIDs collectively pay for activities, which they could not afford on an individual basis. Further, since a BID fee is a benefit assesment and not a tax, BIDs can consistently enact programs and activities without relying on public funding.

### *Property and Business Improvement Districts*

Property and Business Improvement Districts (PBIDs) (Streets and Highways Code section 36600) provide for an assesment on owners of commercial property within a defined geographic area. The proceeds from this assesment are used to provide services that provide a specific benefit to those properties in the district.

The improvements, which may be financed by the PBID, are enumerated under the Parking and Business and Improvement Area Law of 1989, and include:

- Closing, opening, widening or narrowing existing streets
- Rehabilitation or removal of existing structures and facilities or equipment
- Marketing and economic development
- Security, sanitation, graffiti removal, street cleaning, and other municipal services

Streets and Highways Code 36610 defines acceptable “improvements” as “the acquisition, construction, installation, or maintenance of any tangible property with an estimated useful life of five years or more...” Therefore, the use of the PBID does not appear to be limited to specific types of infrastructure, although it is commonly used to finance street and lighting improvements. The formation of a PBID is initiated by a petition signed by the property and business owners who will pay more than 50 percent of the proposed assessment. It therefore requires significant public support within the benefiting area.

#### *Lighting and Landscape Assessment District*

The Landscaping and Lighting Act of 1972 (Streets and Highway Code section 22500) enables assessments to be imposed in order to finance:

- Acquisition of land for parks, recreation, and open space
- Installation or construction of planting and landscaping, street lighting facilities, ornamental structures, and park and recreational improvements (including playground equipment, restrooms and lighting)
- Maintenance and servicing any of the above

#### *Maintenance Assessment District*

Maintenance Assessment Districts (MADs) are authorized in the “Landscape and Lighting Act of 1972.” MADs usually fund:

- Maintenance services, construction and installation.
- Open space and mini-parks
- Street medians and street lighting,
- Security
- Flood control and drainage.

#### *Parking Assessment District*

The Parking District Law of 1943 (Streets and Highways Code section 31500) authorizes a city or county to finance the following acts:

- Acquisition of land for parking facilities (including the power of eminent domain)
- Improvement and construction of parking lots and facilities
- Issuance of bonds
- Employee salaries

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## Goals, Policies, and Actions

The following goals, policies, and actions are implemented primarily by the requirements and standards of the Form-based Development Code contained in Chapter 3 of this Plan.

The financing and other implementation strategies described earlier in this Chapter provide detail on the steps the City can take to achieve the economic objectives of this Plan and the potential public financing options available. To the extent appropriate, those strategies have been incorporated in the policies and actions below to assist in implementation and the decision making process.

A more complete discussion of lead entities, potential funding sources, and time frames for each of the following goals, policies, and actions is provided in Appendix C.

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## Goals, Policies, and Actions: Land Use

**Goal 1: Restore the Lower Arsenal Mixed-Use Specific Plan area into a unified historic district through major restoration and rehabilitation of existing historic buildings, landscaping, open spaces, and the careful placement and integration of new structures.**

**Policy 1:** Preserve the historic character by insisting on the highest standards of urban design and development so that changes complement the historic richness and original architectural fabric of the area.

### *Actions*

1. Enforce standards for infill projects that conform built structures and surrounding open space design with the historic character of each zone in the Regulating Plan and the larger Arsenal Historic District through the form-based code.
2. Enforce detailed placement criteria for buildings and structures adjacent to historic structures to provide an appropriate design orientation and buffer zone between historic buildings and new development.
3. Develop a visual gateway to the Arsenal Historic District with a set of prominent architectural features, including possible monuments, public art, entry signage, high-quality landscaping, and other appropriate gateway design components, and reflective of its military heritage.
4. At the entrance to the Arsenal Historic District on Military East Street, introduce large street trees distinct from others with a consistent species and spacing to continue from Military East Road to the upper ridge along Adams Street through Park Road to Jefferson Street, terminating at its easternmost point.
5. Limit signage illumination and night lighting of facades for historic buildings along Jefferson Ridge (light public buildings only while in use) and allow limited up-lighting of mature trees to add drama and highlight the ridge's presence on the horizon.
6. Ensure that the Arsenal Historic District planning and development takes into consideration PRC § 21084.1, the state law provision (CEQA) that provides,

“any project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect upon the environment.”

7. Encourage developers to incorporate acoustical site planning into their projects. Recommended measures include:
  - Buffers and/or landscaped earth berms;
  - Orienting windows and outdoor living areas away from unacceptable noise exposure; and
  - Incorporating state-of-the-art structural sound technology.
8. Establish a green building program and provide incentives to encourage construction of more environmentally-friendly buildings. Such incentives could include more flexible development standards, density bonuses, grants, permit expediting, and fee waivers.
9. Establish design requirements that require adequate buffers to mitigate potentially incompatible activities.
10. Require new development to notify future owners, record a deed restriction, and include in any required Covenants, Conditions, and Restrictions that the LA-MUSP area is a heavy industrial and manufacturing area with uses such as the nearby waste water treatment plant and port related uses that operate 24 hours a day and that are dependent on tides and the Strait.
11. Update the City’s Sign Ordinance or develop a new sign ordinance for the Arsenal Historic District that reflects the historic character of the Arsenal and that is appropriate for the eclectic mix of businesses.

**Policy 2:** Provide a unique, publicly accessible environment within the Jefferson Ridge / Officer’s Row that facilitates the restoration and enhancement of the area’s historic buildings and landscape, including the Officer’s Duplex, the Lieutenant’s Quarters, and the Commanding Officers Quarters.

#### *Actions*

1. Preserve the historic context of the Jefferson Ridge/Officer’s Row and its image as a former residential officers’ enclave, particularly the embankment north of Adams Street and the promontory land form of the Clocktower site.
2. Consider the option of purchasing private property or historic conservation easements or transferring development rights within the Jefferson Ridge/Officer’s Row planning area to consolidate the design, function, and accessibility of the Arsenal Historic District.
3. Incorporate plans for the Clocktower Building into plans for the Jefferson Ridge, even though outside the Specific Plan area, because of its complementary relationship to historic structures in the Jefferson Ridge / Officer’s Row setting.
4. Restore the architecture of the Clocktower Building to enhance the historic setting of the Commanding Officer’s Quarters, recognizing their interrelated functions. Restoration should occur in the first phase of development of the Jefferson Ridge, but lack of public funding for a complete restoration should not delay development.

5. Restore the Commandant's Quarters to active uses compatible with its preservation as an historic structure. Restoration should occur in the first phase of development of the Jefferson Ridge, but lack of public funding for a complete restoration should not delay development.
6. Consider the Clocktower Green as a central component to a potential destination campus or other institutional use that can benefit from a series of high-quality, interconnected indoor and outdoor spaces suitable for conferences, entertainment, and hospitality-related functions.
7. Consider defining the northern edge of the Officer's Square by the addition of an architecturally distinguished building, located to screen the square from the sights and sounds of Interstates 680 and 780 and to provide additional building space for the potential destination campus.
8. Across Jefferson Street to the south of the Officer's Square, consider two additional new buildings with a publicly accessible viewing terrace to overlook the heritage cork oaks and buildings of the Lower Arsenal. The strong central axis of this composition should establish a new sight line between the Guard House and a new building along the northern edge of the Square. (Option 2)

**Policy 3:** Ensure that Adams Street continues to be the primary entrance to the Port Industrial Area for trucks and functions as a buffer zone between the Jefferson Ridge and the less formal Grant Street and South of Grant Street areas.

#### *Actions*

1. Develop Adams Street as a one-sided street that is industrial in character and that can continue to support a mix of industrial, artist live/work and work/live, commercial, and compatible uses to effectively showcase the area's signature historic buildings.
2. Create development standards that will conform new built structures with the architectural and landscaping requirements of the Secretary of the Interior Standards.
3. Mitigate potentially conflicting land uses within the Adams Street Mixed Use Zone through regulation and creation of internal courtyards within new buildings, designed to internalize light industrial activities that are potentially disruptive, noisy, or visually intrusive to surrounding uses.
4. Require courtyards within buildings along Adams Street to have a north-south orientation to perpetuate view corridors between Jefferson Ridge and the Lower Arsenal.
5. Minimize industrial impacts, such as noise and visual clutter associated with light industry, by internalizing uses within "safe haven" courtyards to minimize conflicting uses with planned artist spaces, office, or residential uses.

**Policy 4:** Develop Grant Street as an intimate, pedestrian-friendly enclave with an eclectic mix of buildings and uses that supplement and enhance such historical landmarks as the Administration Building, Bachelor Officers' Quarters, and Command Post.

#### *Actions*

1. Design an appropriate and enhanced setting along Grant Street for the showcasing of historic buildings, including the Bachelor Officers' Quarters and Command Post.

2. Promote a mixed-use environment that continues the diverse combination of office, retail, light industrial, live/work and work/live, artisan, and residential uses in the Grant Street area.
3. Review form and massing along Grant Street to create a uniform building fabric that promotes visual and physical connections between the Jefferson Ridge and the Lower Arsenal.
4. Improve Grant Street in a way that minimizes potential conflicts with neighboring industrial uses. Consider artist live/work space at the western street terminus.
5. Develop an urban node directly east of the Polk Street underpass consisting of two and three-story buildings that will provide ground floor commercial and artist live-work space. Conform built structures to the character of the surrounding historic district.
6. Develop new frontage along the eastern edge of the Bachelor Officers' Quarters to encourage its renovation. Provide for the creation of a high-quality urban plaza between the Quarters and the planned urban node at the Polk Street underpass.
7. Renovate the grounds surrounding the Command Post as an appropriate visual termination for the neighborhood.
8. Expand the Command Post parcel eastward via a possible Grant Street extension that can connect to Jackson and Tyler Streets outside of existing Port property, creating a new access point for the Lower Arsenal.

**Policy 5:** Develop the area south of Grant Street as an eclectic mix of industrial and artist-related uses that occupy a series of large-footprint buildings that are compatible with and promote the adaptive reuse of historic structures, retaining the flexibility and informality of the area's environment.

#### *Actions*

1. Retain the industrial-style buildings that facilitate loading and unloading of materials, with simple utilitarian forms, maximum flexibility and large, single-span open spaces.
2. At the western end of the Area, consider redevelopment of the current storage facility into smaller land use units to form an interconnected network of streets and blocks, and as a potential site to extend artist live/work units through a series of simpler buildings.
3. Allow artist live/work units where it can be demonstrated that adequate buffers exist, including noise buffers, and that the presence of residents will not significantly constrain industrial operations, including the flow of goods and materials.
4. Except for historic structures that have already been identified, all other buildings should be evaluated for historic significance. Consideration should be given to restoration through the elimination of additions or non-contributing structures.

**Policy 6:** Create standards for open space design that protect the historic character of the Arsenal Historic District.

*Actions*

1. Require a consistent planting palette for setback areas and street trees, and require new development to install planting, which conforms to existing historic plant ornamentation.
2. Maintain specimen trees, mature trees and ornamental landscaping, including lawn, shrubs, street trees, large oak and eucalyptus, and other appropriate plantings that surround key historic structures and act as canopies or boundary edges to historic landscapes.
3. Permit removal of large trees only if a property is unduly constrained from development by their retention, and they are replaced at a higher ratio elsewhere on site.
4. Establish a formal program to recognize the heritage trees. Develop special permit requirements for removal or alteration.
5. Require landscaped setbacks from the street for buildings where appropriate to maintain the historical setting. Parking and loading areas should be designed to minimize visual intrusion.

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**Goals, Policies, and Actions: Economic Development**

**Goal 2: Engage in a strong leadership role in the marketing and development of the Specific Plan area, including enhancement of opportunities for the arts community, development of a destination campus, establishment of heritage tourism, renovation of the period architecture, and support of infrastructure improvements.**

**Policy 1:** Establish an attractive and positive historic business climate, including well-designed mixed-use functions, maintenance of historic character, waterfront orientation, vibrant public spaces, and developed cultural amenities.

*Actions*

1. Monitor land use and development trends to ensure an adequate supply of land that offers diverse uses and development intensities and fits the criteria for planned economic development activities.
2. Encourage a mix of large and small businesses to support a strong and diverse economic base.
3. Encourage private-sector retail and business support services.

**Policy 2:** Proactively engage in partnerships with business and industrial groups to market and develop the Specific Plan Area.

*Actions*

1. Maintain a Business Visitation Program for the Arsenal District to ensure that mutual goals between the City and business leaders remain compatible.
2. Encourage full cooperation between public and private sectors in formulating economic development plans and programs.
3. Develop a marketing plan to produce tourism and visitor guides, artisan space brochures, and a historic profile for publication in selected regional magazines and publications.

**Policy 3:** In collaboration with business, education, and arts leaders, maintain a business attraction program for the Plan Area and include appropriately designed business incentives.

*Actions*

1. Coordinate a business attraction program to assist new businesses with site identification, incentive programs, permit assistance, and other relocation factors.
2. Prioritize development entitlements for those projects that conform to identified criteria, such as providing significant capital investment, creating new jobs or public revenue, or promoting key development policies.
3. Develop a range of strategic business incentives for use with serious investors in the final stages of negotiation. Establish criteria for return on investment and other accountability mechanisms under contractual performance agreements.
4. Maintain public capital facilities infrastructure, taxation, and regulatory incentives that will foster new business development.
5. Establish an inventory of ready-to-go non-residential sites, complete with zoning, infrastructure, and environmental clearances for heritage tourism and artist living and working space.

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## **Goals, Policies, and Actions: Circulation**

**Goal 3: Establish an integrated system of scenic trails, paths, and circulation routes to connect key destinations within the Arsenal Historic District and throughout the City.**

**Policy 1:** Integrate multi-modal transportation planning with renovation of the Arsenal and pursue appropriate funding.

*Actions*

1. Provide fully-connected and interesting streets, pedestrian paths, and bicycle paths to all key destination points in the Plan Area.
2. Make pedestrian and bicycle circulation and safety improvements a high priority for transportation funding, utilizing locally generated revenues and State and Federal grants.

3. Where appropriate, keep internal circulation routes narrow and spatially defined by the surrounding buildings, trees, and amenities, to discourage high-speed traffic and to blend with the aesthetics of the area.
4. If possible, require connections to the existing and proposed Bay Trail.
5. Establish improved bus service to the Arsenal Historic District to and from Downtown. Consider more frequent all-day and special event shuttles between downtown and the Arsenal.
6. If possible, require negotiation of public access easements on pedestrian stairways that are integral to pathways between historic sites and activity centers.
7. As funding allows, prepare streetscape improvement plans for selected areas, such as Jefferson, Adams, and Grant Streets.
8. Encourage joint development of properties adjacent to historic structures, with coordinated parking, circulation and access where feasible.
9. Provide pedestrian connections between adjacent parking areas and discourage the use of fences to separate them.
10. Accommodate bicycle lanes in both directions on Military East Street by narrowing travel lanes and reducing on-street parking to one side of the street. Locate street trees outside of the planned right-of-way to accommodate bicycle lanes.
11. Update the traffic impact fee program to include the circulation improvements and incorporate the traffic calming stipulated in this Plan that are not in the current fee program.
12. Update the park fees to include the open space improvements in this Plan that are not in the current fee program.

**Policy 2:** Protect Jefferson Street as the frontage road for the historic Officer's Row and develop and maintain as a key circulation route to the Jefferson Ridge / Officer's Row historic area.

#### *Actions*

1. Restore the historic character of Jefferson Street with high hedges along the sidewalk on the north side of the street and on-street on the south side.
2. Consider sidewalk easements on both sides of the street.
3. Continue the pedestrian sidewalk on the north side of Jefferson Street where missing and secure public access easements over private street segments.
4. Maintain the current linear alignment of the sidewalk and trees on Jefferson Ridge and provide a planting strip between the curb and sidewalk.
5. Consider a pedestrian/bicycle path along Jefferson Street, connecting the Officer's Duplex and Lieutenant's Quarters with the Commandant's Residence and Clocktower Building.
6. Define Cork Oak Ridge Park by a new east-west pedestrian path designed to terminate in the Officer's duplex to the west.
7. For sites south of Jefferson Street, permit vehicular access from Jefferson, not Adams Street, to minimize cuts and grading operations.

8. Reconfigure existing parking in front of the Clocktower to incorporate and relocate additional parking along the ridge between Jefferson and Washington Streets.
9. Continue the large street trees that begin at Military East Street east on Park Road to lead visitors to the Jefferson Ridge.
10. Design Park Road with the Bay Trail and with travel lanes to accommodate truck and bicycle lanes in both directions to facilitate its development as a primary access route.

**Policy 3:** Ensure that Adams Street will continue to be the primary truck entrance to the Port of Benicia and provide for street improvements that coordinate with the planned mixed-use nature of the area.

*Actions*

1. Provide adequate circulation for the flow of goods and materials from industrial operations, keeping appropriate buffers to mitigate impacts on live-work spaces and pedestrian activity.
2. Design Adams Street with a more industrial character than the streets located at the top of the Jefferson Ridge, but as a more formal street than the “Railroad” Streets in the lower portion of the site.
3. Reconfigure Adams Street to allow for two travel lanes that will accommodate trucks and on-street parking on one side.
4. Instead of street trees, place streetlights at regular intervals at the curbside of the sidewalk. The sidewalk on the south side of the street should be larger than the north side to accommodate the streetlights.
5. Consider an easement within the lots on the north side of Adams Street for a retaining wall with an elevated pedestrian walkway at a higher grade.
6. Continue the large canopied street from Military East along Adams Street to Park Road.

**Policy 4:** Develop Grant Street as an intimate, pedestrian-friendly environment between the planned roundabout at the west entry and its connection to Adams Street on the east side.

*Actions*

1. Consider a roundabout at the intersection of Military East, Adams, and Grant Streets to mark the entry point, improve traffic circulation, and enhance visual orientation to the Arsenal Historic District.
2. Improve Grant Street with a more urban character than the streets located at the top of the Jefferson Ridge and a more formal character than the “Railroad” Streets in the lower portion of the site.
3. Reconfigure Grant Street to allow for two travel lanes with on street parking on one side. Instead of street trees, streetlights should be placed at a regular interval along the street. The streetlights should be located at the curbside of the sidewalk on both sides of the street.

4. Design Grant Street to provide direct access to Polk Street and its underpass into the industrial area.
5. Provide clear directional signs that clarify travel routes to improve access in the Lower Arsenal.
6. Consider installing four-way stop signs at the intersection of Grant and Polk Streets and Park Road South to allow motorists sufficient time to read directional signs.

**Policy 5:** Retain the street environment of flexibility and informality resulting from low levels of traffic, irregular rights-of-way, and the higher privacy needs in the Port Industrial Area.

*Actions*

1. Maintain the narrow right-of-way and shared pedestrian/auto use of the existing “Railroad” Streets, such as Jackson and Tyler Streets.
2. Encourage greater flexibility in street usage, anticipating a low level of traffic, by allowing for informal traffic lanes and parking areas.
3. Negotiate with Amports for available land to extend Jackson Street west to allow a possible connection to “K” Street and the downtown area.
4. Consider connecting the open spaces between the J.R. Schneider property and the Blacksmith’s Shop with a pedestrian bridge to span Jackson Street. The bridge design would create a visual terminus at the western end of Jackson Street toward the Blacksmith Shop.

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### **Goals, Policies, and Actions: Historic Preservation**

**Goal 4: Preserve, enhance, and promote Benicia’s Arsenal Historic District as an important remnant of one of Nation’s most prominent military arsenals.**

**Policy 1:** Pursue a comprehensive program to document, preserve, and adaptively re-use historic buildings, structures, sites, landscapes, and natural settings in the Benicia Arsenal Historic District.

*Actions*

1. Maintain the National Register of Historic Places listing for the Benicia Military Arsenal Historic District.
2. Ensure that specific rehabilitation projects follow the Secretary of Interior’s Standards.

**Policy 2:** Promote the preservation of structures, sites, landscaping and street features that are representative of the various periods in the district's early development as one of the first major permanent military arsenals in the United States.

*Actions*

1. Protect historic context which includes open space, landscape features, and urban design elements surrounding historic structures that contribute to the National Register of Historic Places designation.
2. Maintain the character of existing site improvements and support infrastructure, such as retaining walls, timber guardrails, and street features that are appropriate to the scale and design of nearby buildings.
3. Maintain the design integrity and distinguishing features of historic buildings. Retain the traditional façade elements, proportions, original materials and colors, and architectural details that give historic buildings their special character, and use appropriate replacements where necessary.

**Policy 3:** Utilize optimal design and development standards to fully embrace and protect the cultural and historic significance of the Specific Plan area.

*Actions*

1. Require the use of scaled and limited night-lighting to supplement street lighting and to highlight and complement the historic and architectural features of historic structures.
2. Avoid the use of fences or walls and other supplemental designed structures, incorporating traditional designs and applications that conform to the historic character of the area and do not obstruct or obscure historical elements.
3. Require sign types, lighting, and designs compatible with the historical features of buildings and that enhance the character of the district as a whole, including illumination standards that mitigate visual disturbance.

**Policy 4:** Ensure compatibility between new development and the traditional historic and architectural components of the Arsenal Historic District.

*Actions*

1. Discourage designs in new structures that call undue attention to themselves in favor of those that reflect architectural qualities that tie the buildings of the district together.
2. Encourage site improvements that are consistent with the historic character of surrounding structures and will serve to unify the area into a visually more cohesive district.
3. Ensure that all new development is compatible in scale, character, and materials with the historical resources of the Plan Area.
4. Create compatibility in street design, public improvements, and utility infrastructure with the built environment of the Arsenal Historic District.

5. Provide design review for industrial equipment installations, operating mechanical equipment, pipelines, tanks, and other industrial infrastructure that are visually prominent to ensure that the visual and operating components do not compromise the National Register of Historic Places designation. Encourage and require vaults where feasible.

**Policy 5:** Maintain strict viewshed requirements to perpetuate the outstanding visual qualities of the area. Preserve key views of historic structures and the Carquinez Strait.

*Actions*

1. Minimize new development within view corridors, where possible, and review under strict design requirements to ensure that structures and improvements are built of a scale and design that does not dominate, overpower, or interfere with views of landmarks.
2. Consider visual impact studies, such as computer simulation, photo montage, on-site story poles, or front, side, and rear streetscape frontage perspectives, to document the impacts of proposed development or alteration of existing structures on views or view corridors.
3. Maintain strong visual connections to the waterfront from inland points within the Arsenal to maintain connections to the Arsenal's waterfront history, and to compensate for lack of public access to the waterfront and port activities.

**Policy 6:** Integrate historic and cultural preservation objectives as key components in the City's planning, permit, and development activities.

*Actions*

1. Apply the California State Historical Building Code to maintain the historical integrity of the specific plan area.
2. Prior to the issuance of a demolition permit for any structure determined by city staff to have potential historic significance, update the designation of historic and cultural resources eligible for listing in local, state and national registers based upon the 50-year age guideline through the maintenance of an online database.
3. Require the services of an archaeologist to conduct archival and field studies on sites with potential archaeological resources on a project specific basis.
4. Where cultural resources are encountered during grading, require developers to avoid altering the materials and their context until a qualified cultural

resource expert has evaluated the situation and recorded identified cultural resources.

**Policy 7:** Promote the goal of public and private stewardship of cultural resources through well-designed public education programs.

*Actions*

1. Promote the education and understanding of the City's cultural resources, criteria for historic designation, historic design review processes, building permit requirements, and methods for rehabilitating and preserving historic buildings, sites, and landscapes.
2. Prepare and distribute educational guides and walking tour brochures of places of historical, architectural or cultural interest to increase public awareness of the resources in the Arsenal Historic District.

**Policy 8:** Provide private financial incentives to promote the maintenance, restoration, and perpetuation of the historic resources, and pursue state or federal tax incentives, grants, loans, and other sources of public funding.

*Actions*

1. Provide financial incentives to preserve, maintain, and promote appropriate adaptive reuse of historic buildings, especially those recognized as being of landmark quality.
2. Consider funding for staffing and maintenance of a historic preservation program in compliance with the California State Office of Historic Preservation's Certified Local Government program.

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## **Goals, Policies, and Actions: Culture, Arts & Heritage Tourism**

**Goal 5: Pursue the integration of arts, culture, and historic identity in the future development plans for the Lower Arsenal Mixed-Use Specific Plan.**

**Policy 1:** Create a strategy to support a destination campus based on a heritage tourism program. In pursuing this strategy entertainment, retail, lodging, and conference facilities should occupy historic buildings on the Jefferson Ridge, and other buildings in the Historic District as feasible, and be marketed and/or managed in a unified plan.

*Actions*

1. Establish a Heritage Tourism Task Force to explore strategies and partnerships to establish and market the planned destination campus as a key economic development component of the Arsenal Historic District. Pursue program initiatives, such as:
2. Contacting cultural and heritage specialists to develop model initiatives for development of a destination campus.
3. Cultivating working relationships with artists, performers, writers, and other creative workers with the skills and vision to enable quality program delivery for

the heritage program.

4. Notifying tour operators, state travel offices, convention and visitor bureaus, air carriers, hotels, and other support industries to advertise the Heritage Program.
5. Creating tour itineraries, regional circuits, and thematic packages of heritage activities for program information and development.
6. Collaborating with business and art leaders to create recommendations on program development, design, spatial needs, infrastructure requirements, marketing, and funding of the planned destination campus.
7. Work with the Heritage Tourism Task Force, to create a historic entertainment district for the destination campus and establish district boundaries within which all property owners are willing participants.
8. Work with the Heritage Tourism Task Force, to issue Requests for Qualifications to potential land developers and managers of similar heritage tourism programs throughout the United States.

**Policy 2:** Prioritize funding, marketing, and facility development for Heritage Tourism to create quality cultural programming, events, and education opportunities.

#### *Actions*

1. Encourage the development of specialized businesses that support Heritage Tourism, such as guided tours, art cooperatives, galleries, small bed and breakfasts, museum shops, restaurants, and other small area economic services that create quality services and sense of place.
2. Increase public and private sector investment in Heritage Tourism for the destination campus through adopting sound business practices, increasing advocacy of the economic and social benefits, and creating public/private partnerships with business leaders.

**Policy 3:** Establish Heritage Tourism programs for the remembrance and sharing of historical events that shape the unique historical context of the Historic District.

#### *Actions*

1. Requisition the production of narrative stories and literature necessary to promote, brand, and market the Arsenal Historic District as a heritage destination point.
2. Establish the authenticity of the district's heritage through special programming, exhibits, events, music, cuisine, craft, interpreters, and other artistic traditions that distinguish the historic periods of its military and cultural development.

**Policy 4:** Develop partnerships, planning standards, and facilities for arts and culture within the Specific Plan Area.

#### *Actions*

1. Establish a Culture and Arts Commission to provide leadership in the arts community and artistan district, and advise the City Council regarding all matters relating to the arts and culture of the Plan Area. The Commission may:

- Act as a clearinghouse for all matters relating to arts and culture.
  - Establish cooperative partnerships with private, public and educational agencies to promote and advocate for the arts.
  - Support development of the artist live/work space concept and create special places for working artists to live and interact within the public venue.
  - Maintain contact with prominent non-profit entities who specialize in information on artist live-work environments, such as Artist Link ([www.artistlink.org](http://www.artistlink.org)), the Live-Work Institute ([www.live-work.com](http://www.live-work.com)), and ArtSpace USA ([www.artspaceusa.org](http://www.artspaceusa.org)).
  - Promote information exchanges with artists, businesses, schools, and community.
  - Work with community leaders to develop mutual opportunities for art awareness, marketing, tourism, art education, and social benefits.
  - Consult with artists and business leaders for recommendations that address design and spatial requirements for institutions, galleries, performance spaces, theatres, and other art venues that contribute to the culture and arts program.
  - Integrate the creative thinking of artists into the planning and development of capital improvement projects.
2. Conduct an inventory of existing arts facilities to determine what specific needs are not being fulfilled. Where appropriate, permit the change of use to arts and crafts from manufacturing and warehousing.
  3. Encourage artisan studios, gallery spaces, production workshops, dance performance facilities, literary arts venues and collaboration sites for all the arts.
  4. Develop wayfinding, signage and other information delivery systems, such as kiosks, at key locations to promote awareness of cultural offerings.
  5. Strengthen the presence of art in public and private spaces, including parks, plazas, public meeting places, gateways, and streetscaped avenues.
  6. Create a centralized and publicly accessible Arts Resource Center for distribution of program information and event schedules.
  7. Establish a central bulletin and/or registry of individual artists and arts organizations for public access through a Benicia Arts Website.

**Policy 5:** Promote the funding of arts and culture and develop information systems to advertise and market cultural amenities and programs.

#### *Actions*

1. Pursue funding to implement a diverse range of cultural activities, including arts programs, establishment of performing arts venues, cultural infrastructure, and heritage programs.
2. Explore dedicated tax support for the arts - such as a percent for art allocation from the Transient Occupancy Tax (TOT), special taxes on cable company fees, video rentals, theater/concert tickets, business licenses, or other fees and transactions.
3. Research and implement a Percent-for-Art Program applicable to major private construction projects.

4. Increase City General Fund support for historic preservation and the arts. Integrate art and historic preservation with capital improvement projects, both public and private.
5. Research and establish a Fund for the Arts to establish a financial base for the arts and to seek both public and private funding sources for arts and culture activities.
6. Explore a variety of granting possibilities from Federal and State Agencies, such as:
  - National Endowment for the Arts
  - Americans for the Arts
  - National Endowment for the Humanities
  - California Arts Council
  - State Department of Education
  - Intermodal Surface Transportation Enhancement Act
  - Federal Economic Development Administration
  - Federal Community Development Block Grants, and State Department of Community Development
7. Consider the tiering of funding programs to give equal advantage to small and start-up organizations.

**Policy 6:** Develop artist live/work space as a strategy to accommodate a growing and vital art community within the Specific Plan area.

#### *Actions*

1. Develop distinct definitions for artist live/work units. Define appropriate locations and zoning criteria for their establishment, and create permitting procedures and fees that facilitate the establishment of such units. Carefully designate areas for live/work where artist units and industrial operations will not conflict.
2. Create development standards and conditions for approval for artist live/work studio space, including infrastructure requirements that consider a range of factors such as:
  - Minimum space requirements for combined production and residence
  - Accessibility standards for hallways, loading bays, freight elevators, etc.
  - Special security needs
  - Fire safety and adequate insulation requirements
  - Electrical capacity
  - Natural or specialized light sources
  - Noise buffering for industrial sound transmission
  - Ventilation requirements
  - Minimum ceiling heights
  - Specialized materials requirements for floors and wall coverings
  - Minimum fit-out for plumbing, slop sinks, and other unique requirements

- Disposal and dumpster requirements
  - Hazardous materials containers and disposal requirements
  - Common space areas, including display space for art work or rehearsals
  - Possible outdoor work areas
3. Establish artist certification requirements with qualifying criteria for live-space units, such as (1) income requirements; (2) peer review; (3) evidence of a recent body of work; (4) evidence of formal art training; (5) evidence of exhibition or performance; and/or (6) letters of recommendation.
  4. Use inclusionary requirements for low-income units or other means to assure that artist live/work units serve low-income artists and craftspeople.
  5. Allow the conversions of existing industrial and commercial buildings to joint live/work units in specific commercial and industrial locations while considering the impacts on nearby viable businesses.
  6. Collaborate with Arts Benicia, building owners, and other key entities to profile individual space needs and identify vacant buildings that could potentially be converted to artist live/work space.
  7. Consider adoption of an Artist Live/work Overlay District to provide specialized requirements for artist live/work units.

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### **Goals, Policies, and Actions: Infrastructure**

**Goal 6: Ensure that public services keep pace with new development and that development pays its fair share of the cost of infrastructure.**

**Policy 1:** Ensure that development patterns are orderly, efficient, and economically feasible in order to optimize land values and efficiently utilize public services and infrastructure.

#### *Actions*

1. Coordinate development approval with the Capital Improvement Plan to ensure that adequate municipal facilities and services are available to serve incoming development.
2. Where existing facilities are inadequate, approve new development only when the developer can demonstrate that all necessary public facilities will be adequately financed and installed prior to project occupancy, or the facility improvements are consistent with applicable facility plans approved by the City.
3. Require development to pay its full share of the cost of on- and off-site public infrastructure and services generated by new demand.
4. Conduct a Capital Improvement Deficiency Study to identify deficiencies and infrastructure impediments to fully developing industrial and commercial areas. Establish priorities to correct deficiencies.
5. Meet with business owners in the plan area to develop funding mechanisms

for long-range infrastructure needs, including assessment district financing, potential Development Fee Deferral Programs, and other funding mechanisms.

**Policy 2:** Work to safeguard public health, safety and prosperity by providing and maintaining facilities that enable the community to live in harmony with sustainable practices and natural systems.

#### *Actions*

1. Provide for the efficient use of water through the use of natural drainage, drought tolerant landscaping, and recycling, with exception for plant and ornamental species that are perpetuated for historical purposes.
2. Approve new development only when a dependable, safe and adequate water supply can be assured by the City.
3. Ensure the availability of adequate wastewater treatment capacity prior to the approval of new development.
4. Regulate drainage from new development so that post-development site peak flow rates are no greater than pre-development levels.
5. Promote stormwater management strategies that maximize storage and absorption in compliance with the City's Stormwater Management Plan.
6. Promote the use of recycling programs for residential, commercial and industrial development in order to meet the mandated objectives set forth in the California Integrated Waste Management Act.
7. Require commercial, retail, and industrial development to consolidate trash and recycling in City-approved receptacles and enclosures, and not within pedestrian access or public ways.
8. Require a soil and/or groundwater analysis prior to new development in areas where there has been prior hazardous materials use or storage, including unexploded ordnance and explosive waste. Monitor and identify potential areas of concern.
9. Test and remediate sites known or suspected to have unexploded ordnance or a toxic history before development can occur.
10. Work with State and federal agencies to require that any unauthorized hazardous substances be removed.

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### **Goals, Policies, and Actions: Parks and Open Space**

**Goal 7: Preserve and enhance the natural setting and features of the hillsides, slopes, heritage trees, open space features, grassland character and geological environment.**

**Policy 1:** Renovate the Specific Plan area through the careful preservation, development, and use of parks and open space designed to complement historic landmarks and points of interest.

#### *Actions*

1. Create a network of open spaces to avoid fragmentation to provide a suitable aesthetic environment and desirable backdrop for heritage tourism and the historic district structures and landscapes.
2. Design parks to provide passive, rather than active, recreational opportunities, in keeping with the historic significance of the area.
3. Reserve a number of prominent open spaces for public accessibility as part of a planned destination campus.
4. Maintain the Cork Oak Ridge Park as a setting for the historic cork oaks that were planted along the Jefferson ridge. Preserve the expansive lawn area with picturesque trails to provide pedestrian access under the cork oak canopy re-planting, as necessary.
5. Enhance and upgrade the open space between the Commanding Officer's Quarters and the Clocktower Building along Jefferson Ridge to consolidate the historic park area into an integrated, functional design.
6. Explore the creation of public open space east of the Clocktower to provide good access to the commanding views along the Carquinez Strait.
7. Consider the conversion of a large undeveloped open space at the Officer's Square into a new, formally landscaped area.
8. Convert the frontage to the Blacksmith's Shop into a high-quality, publicly accessible plaza.