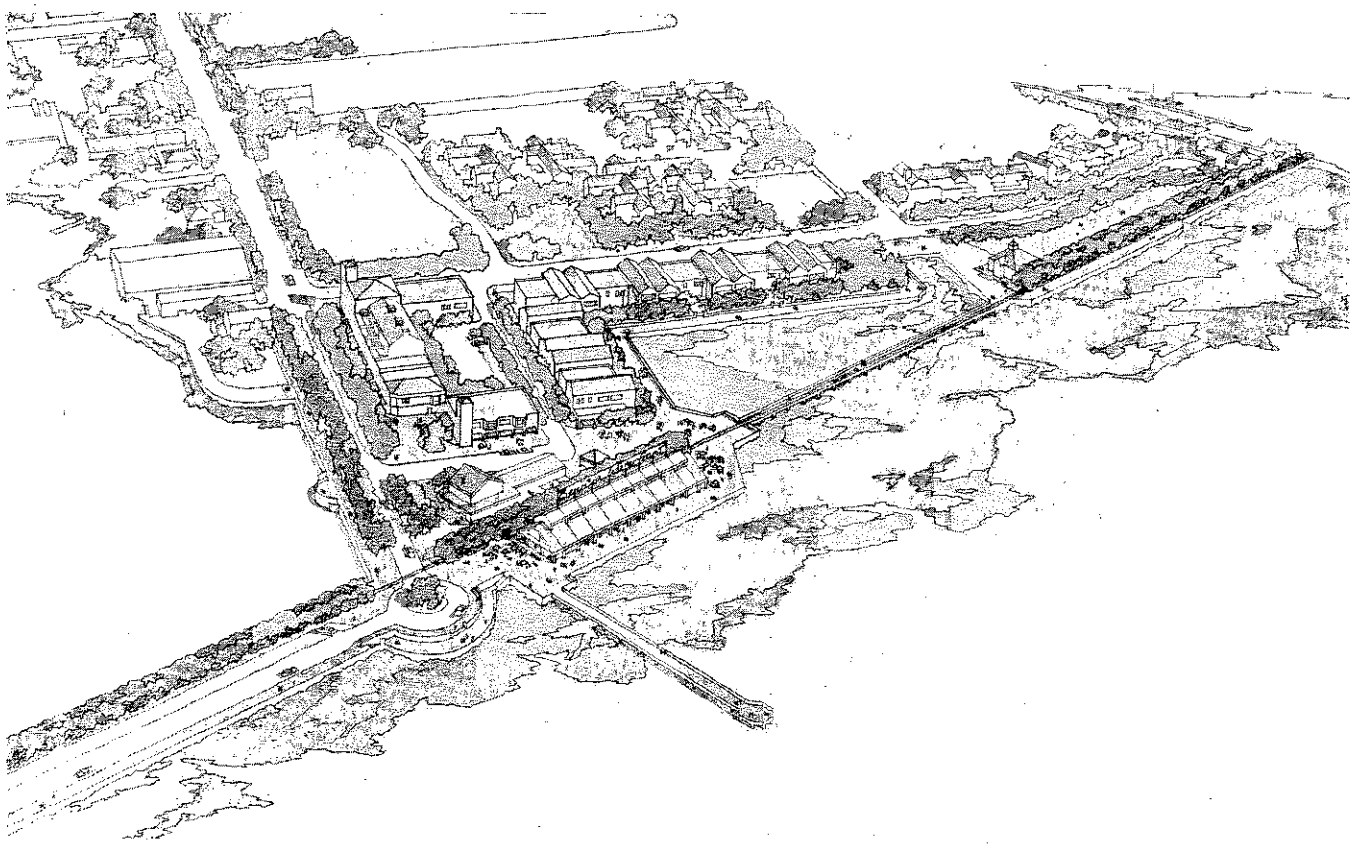
City of Benicia, California

Benicia Urban Waterfront Restoration Plan

(1991)



Prepared by the City of Benicia for California State Coastal Conservancy Urban Waterfront Program

June 4, 1991

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Introduction

The City of Benicia is one of California's most important historic communities. The City at one time served as the capital of the State, and its location on the Carquinez Strait where the rivers from the Central Valley flow into the San Francisco Bay, was strategic in the operations of the transcontinental railway and the international shipping trade. The city's waterfront location was critical to its social, commercial and military history.

The City, some time ago, recognized the importance of its waterfront and the need to preserve the historic character, to provide for public access and to create opportunities for residential and commercial development.

Some 37 acres of land in the central water front were acquired by the City through a trade in 1975, and since that time, the City has undertaken the planning and development of its central waterfront in cooperation with private sector developers who obtained a master lease from the City for the development of portions of the City's land.

In 1984, the City of Benicia was awarded a $42,000 grant from the California State Coastal Conservancy to prepare an Urban Waterfront Restoration Plan to guide the planning and development of the public waterfront improvements, to identify appropriate alternatives for the siting of commercial structures, and to improve public access and links between the commercial uses and the waterfront. The grant called for the completion of a number of tasks which provide the framework for future improvements to the waterfront. These tasks included the following:

1. Research and Technical Analysis

- Preparation of pre-feasibility studies analyzing the potential for rehabilitation of the Historic Triangle structures.
- Preparation of soil, hydrologic, and biologic studies.
- Analysis of circulation and parking options.
- Identification of shoreline access and recreational constraints and opportunities.

2. Development of Plan Alternatives

- Recommended recreational and access approaches.
- Reuse considerations for the Historic Triangle structures.
- Circulation and parking approaches.
- Design and concept plans for historic and recreational components of the project area.
- Project financing options.

3. Public Participation and Plan Implementation

- A description of the public process leading to the plan's adoption.
- Preparation of graphics and illustrations describing the selected plan.

The City undertook initial planning studies for the waterfront. The findings of these studies became the basis of the Restoration Plan

which was prepared with the cooperation and input of the private sector lease, Southern California Savings, the City, the Conservancy, and the City's Waterfront Task Force.

Consistent with Conservancy goals, Benicia's Waterfront Restoration Plan meets a number of specific objectives:

a. To provide for restoration of the site in a manner which enhances the economic and cultural vitality of the area.

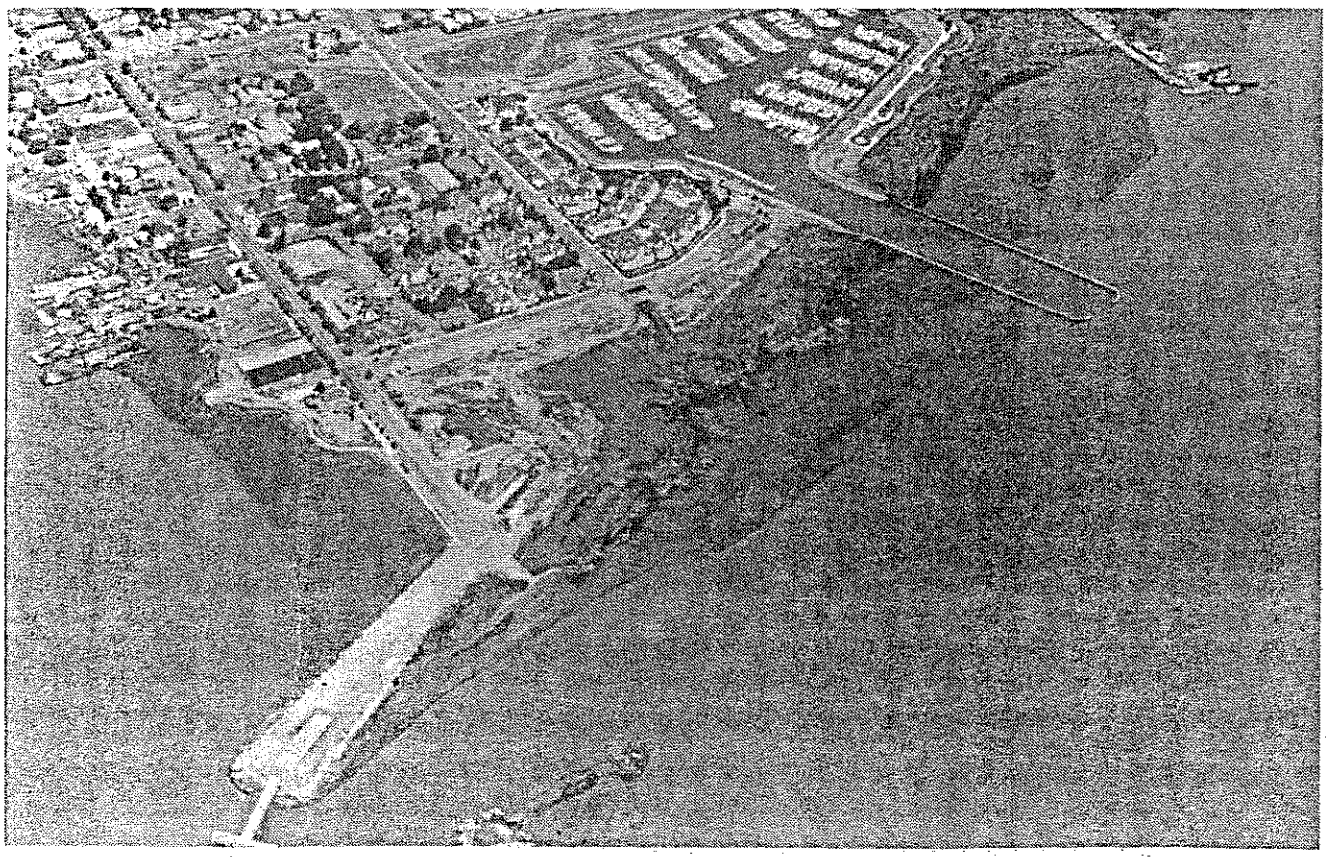
b. To promote restoration in a manner which provides for improved open space, visitor-serving facilities promoting tourism, public access, protection of sensitive habitat area, and private sector development.

c. To provide for public access and visitor-serving facilities which will benefit the citizens of the State, as well as the local citizenry.

Finally, the implementation program contained within this Restoration Plan provides a road map for each phase of the proposed development. The plan starts at the conceptual level of design, outlines a strategy for obtaining funding, and is the basis for final design, permitting, and construction. In keeping with the goal that this plan not sit on a shelf, but rather be the guide for development, the City of Benicia has already obligated funds toward various components of the public improvements described in the Restoration Plan.

In addition, the public projects described within this plan are currently under review for environmental clearance. A Mitigated Negative Declaration has been prepared and distributed to City staff for comments. Upon adoption of the Plan in May and commitment of additional Coastal Conservancy funding, the City stands ready to immediately initiate several of the public projects described within this Restoration Plan.

Application for additional funding should be pursued diligently, so as to ensure that the momentum and enthusiasm developed over the past months of this planning process remain strong and community support reflective of that enthusiasm. Timely and visible results are an essential ingredient in ensuring the success of this planning effort.



Aerial view of site

1 The Site

The Site

The overall Study Area includes some 24 acres bounded by the Carquinez Strait on the south and west, F and B Streets on the north, and the marina and a line approximately 150 feet east of First Street on the east.

The Restoration Plan focuses on a Primary Study Area which is a generally undeveloped 7.6-acre site adjacent to the city's 340-slip marina and downtown core (see Figure 1.1). The Primary Study Area site was acquired by the City of Benicia in May of 1975 and is a portion of a larger 37-acre parcel transferred to the City through a land exchange with Benicia Industries, Inc., the current owner and operator of the Port of Benicia.

Within the balance of the Study Area not included within the Primary Study Area, the planning emphasis included an overview of existing parking and circulation, identification of potential off-street parking sites, and the concept and siting of a continuous waterfront trail.

Located at the foot of First Street, the city's downtown commercial core, the Primary Study Area remains largely unimproved with the exception of a fishing pier completed in 1983 and the presence of three historic buildings located on a site locally referred to as the Historic Triangle. The buildings consist of the Southern Pacific Railroad Depot, or "Depot," the Old Jurgensen Saloon, or "Lido," and the Jurgensen Cottage. The buildings are considered by the community as historic assets, and are registered with the State as sites of significant visitor interest; however, they have suffered serious deterioration due to subsidence, water damage, and lack of maintenance.

The buildings are important to the community, as they are symbols of the end of an era, a Benicia that was home to the robust railroad worker and the men and their families that provided the labor to operate the large docks, foundries, tanneries, machine shops and related wharf facilities serving transcontinental trains and ships from all over the world.

The open space surrounding the historic buildings consists of marsh land and undeveloped grassy areas. While the panoramic

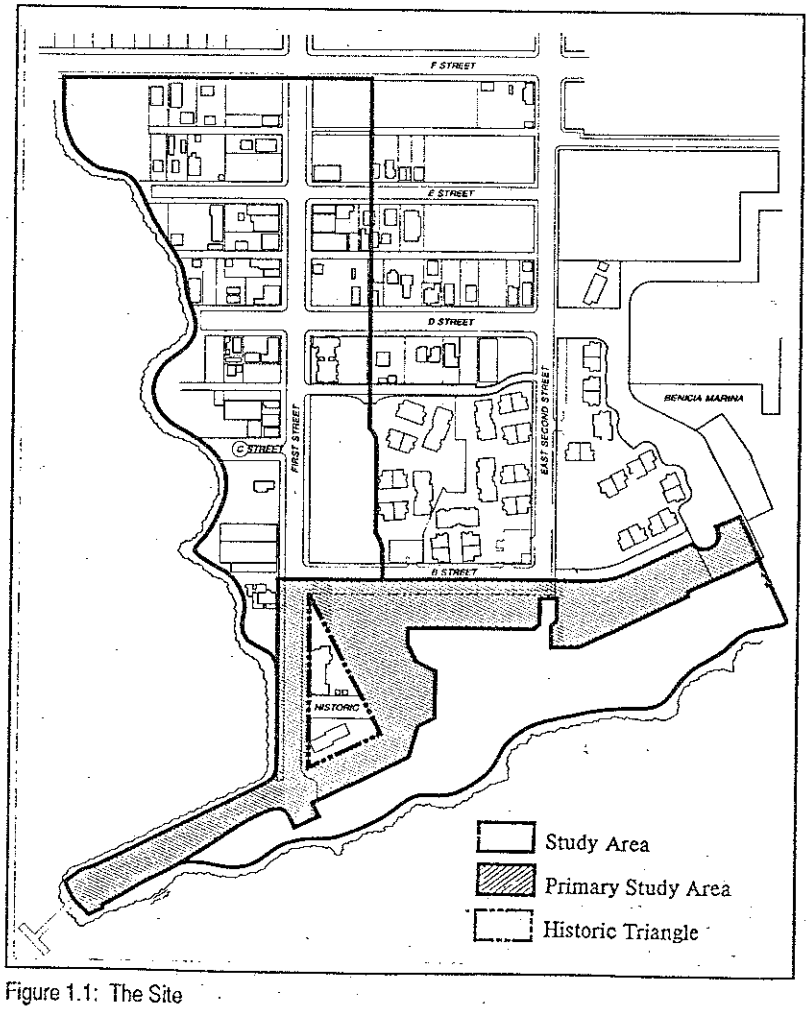


Figure 1.1: The Site

views and rustic quality of the site make it appealing for some visitors, the lack of improvements and related pedestrian activity have proved a deterrent to the full use of the waterfront by the general public.

The downtown's western waterfront from B to F Streets is in the process of development and redevelopment, and provides an opportunity to implement continuous pedestrian access along the water.

Background

Early Planning

In 1975, the City completed the Benicia Marina Study, which assessed the market potential for a marina on the City's waterfront property. On the basis of this study, the City decided to undertake the development of a 340+ berth marina and to lease the 13 acres of water area including the marina basin plus marina and some 24 acres of land surrounding the marina to a private sector developer/operator.

In 1977, the Benicia Waterfront Special Area Plan was prepared to site the marina and to identify appropriate uses around the marina. The Plan fell under the jurisdiction of the Bay Conservation and Development Commission (BCDC), which controls land use within 100 feet of the bay's shoreline. In June of 1977, the City received approval from BCDC (permit 5-77) to proceed with:

- Construction of a marina, including: dredging, construction of riprap, breakwater, pilings and berths for up to 340 boats.
- Improvement of riprap around Point Benicia and construction of a fishing pier.
- Construction of two public boardwalks with marsh overlook platforms (approximately 6,750 square feet).
- Creation of approximately 18.6 acres of tidal marsh.
- Construction of 8,500 linear feet of public access walkways and bikeways along the shoreline.
- Construction of one, two, and three-story commercial and residential uses, covering a maximum of 117,250 square feet of ground area.
- Construction of associated landscaping, park areas, and plazas.
- Construction of 275 parking and 25 boat trailer spaces.

The permit also contained a series of conditions which cover heights and setbacks of structures, landscaping standards, marina operations, public dedication of open space, maintenance standards, etc. Over the course of the development of the waterfront, the permit has been amended numerous times.

Ground Lease/Development

In 1980, the City negotiated a long-term ground lease with a private master developer, and in 1983, the marina and 69 condominium units were completed. The initial phase of residential development experienced settlement problems in the extensive bay mud which underlies the site, and major remedial foundation work was undertaken to stabilize the buildings.

In 1987, the master developer, under new ownership and management, entered into negotiations with the City which resulted in modification and subdivision of the ground lease. The modified lease, signed in April of 1990, recognized the physical and economic constraints which were discovered during the initial phases of construction. The modified lease added to the original 37 acres, the option to ground lease the property known as the Historic Triangle. The lease required that the City

negotiate Development Agreements for the completion of the Phase Two residential development (Development Agreement accepted in 1990) and the remaining commercial property, which is the focus of this Restoration Plan.

Related Planning

During the period of the development of the initial phases of the Benicia Marina and the subsequent renegotiation of the lease with the master developer, the City undertook a series of planning efforts to update and amend their polices relative to the waterfront.

The Waterfront Development and Conservation Plan

In 1986, the City reestablished a Waterfront Planning and Development Commission to review the General Plan goals for all of the Benicia waterfront. The recommended goals included:

- Rehabilitation of the Historic Triangle to include a mix of uses, with the Depot to include an historic/cultural center.
- Development of buildings to match the 1890's character of the existing historic structures.
- Development of visitor accommodations and marine-oriented activities.
- Development of residential uses above the first story of commercial facilities.
- Maintaining the historic grid street pattern and the view corridors to the Strait.
- Preparation of a First Street Plan to address historic preservation, building design, and public facilities.
- Development of cluster multi-family housing set back from the marina edge.
- Development of a continuous waterfront promenade, plazas, and viewing areas.
- Development of the minimum parking required to service the area.
- Protection of tidal marsh areas.
- Recognition of the shoreline climate and winds.

The City has yet to adopt the Plan; however, recommendations of the Development and Conservation Plan have been implemented, including the establishment of a Downtown Historic Conservation District, a Downtown Streetscape Plan, and the installation of streetscape improvements.

The Planning Process

In June of 1985, the City entered into an agreement with the California State Coastal Conservancy for the Conservancy to provide funding to assist in the preparation of an Urban Waterfront Restoration Plan for the urban waterfront area. A number of technical and planning studies were completed under the funding of the Coastal Conservancy which provided valuable background information and input to the Restoration Plan. The work included analysis of the hydrology of the area; geotechnical, traffic, and parking studies; evaluation of historic structures; and planning alternatives. A complete listing of the work is included in Appendix B.

Benicia Historic Triangle—Planning Development Study

This planning effort, undertaken by the City in 1987, looked at alternative planning concepts for the development of the Historic Triangle and the waterfront at the foot of First Street. Three alternative approaches with increasing levels of development were explored:

- *Scheme I:* Focused new development primarily within the Historic Triangle, independent of the surrounding leasehold property.
- *Scheme II:* Incorporated the surrounding leasehold property and explored the potential of increasing the density of local-serving retail and commercial uses over that indicated in Scheme I. Parking was accommodated on site.
- *Scheme III:* Provided a bold vision of higher density development to serve a broader regional market. This proposal envisioned creating an "anchor" to the downtown at the foot of First Street. Parking was accommodated off site in a parking structure constructed on the northeast corner of First and B Streets. The alternatives were presented at a public hearing. Broad support was given to Schemes II and III which would require consolidation of the "historic triangle" with the existing leasehold property and amendment and additions to the existing BCDC approval. The City and the lessee, Southern California Savings and Loan (SoCal) subsequently renegotiated the lease to provide a more viable private sector development while enhancing the public access to the waterfront.

With the new lease the City and SoCal undertook additional studies which focused on the marketability of the alternatives, parking, and circulation. Lastly, a permanent staff position has been established within the City to manage, promote, and advocate the needs of the downtown and the waterfront.

Waterfront Task Force Planning Process

In 1990 the City and SoCal executed a new lease which called for the enactment of a Development Agreement between SoCal and the City for the remaining residential property surrounding the marina, and for a Development Agreement for the commercial lands west of the marina. The "historic triangle" was incorporated into the SoCal

TABLE 1
Benicia Waterfront Task Force Members

Name	Constituency
Leslye Asera	Arts Benicia
Jeff Blanchfield	Bay Conservation and Development Commission
David Boe	Benicia Industrial Park Association
Peter Bray	Benicia Historical Society
Judy Cantrell	Community at Large
Ernie Ciarrocchi	City Council
Murray Davis	Rancho Benicia
Dirk Fulton	City Council
Wendy Gerig	Chamber of Commerce
Jerry Hayes	Community at Large, Chair
Addy Helbig	Pointe Benicia
Bill Hetrick	Benicia Marina Condominiums
Nadine Hitchcock	California State Coastal Conservancy
Marv Kinney	Benicia Economic Development Board
Bonnie Silveria	Parks and Recreation Commission
Jeff Tusing	Design Review Commission
Diana Vavrek	Planning Commission
Jim Wilson	Benicia Main Street

leasehold to capitalize upon the planning and development potential. To guide the preparation of the Development Agreement, the City and SoCal's development consultant, BayGroup Property Advisory Services, undertook an additional planning process to create a plan which would be supported by the community and the City, and which would be economically feasible. The firm of ROMA Design Group of San Francisco was engaged to assist in the preparation of the Plan. A recommended planning process was established by ROMA with the assistance of the City staff, the Coastal Conservancy, and BayGroup. The City Council agreed to appoint a Waterfront Task Force of 18 people to advise and guide the planning team in the preparation of the Plan. The members of the Task Force included representatives of the Council, Planning Commission, community boards, public agencies such as BCDC and the Coastal Conservancy, specific constituencies from throughout the city, and the community at large (see Table 1).

The process was predicated on the active involvement of the Task Force during four distinct planning phases. The planning phases included:

- *Data Analysis Phase:* The gathering, analysis, and documentation of physical, environmental, regulatory, market and financial data relating to the site and the environs.

- *Alternatives Identification Phase:* The establishment of community and developer objectives and the identification of an appropriate range of alternatives for evaluation.

- *Alternative Concepts Phase:* The preparation and evaluation of appropriate alternatives, and the selection of a preferred alternative.

- *Preferred Alternative Refinement Phase:* The refinement of the alternative which was

deemed most appropriate by the Task Force and SoCal.

To facilitate the interaction and input of the Task Force, four workshops were identified at which the Task Force would:

- Review and confirm basic physical, environmental and planning data, and document specific development opportunities and constraints.
- Establish specific objectives for the Plan and brainstorm potential alternatives to be explored by the consultants.
- Review and evaluate planning alternatives and recommend a preferred alternative for further modification or refinement.
- Review the selected alternative and make a recommendation to the Council.

The Planning

Phase One

During Phase One, the consultant team, with the assistance of the City, gathered and analyzed the available data relating to the conservation and development of the site. The majority of the available information had been prepared for previous waterfront or marina planning and design efforts, including the Historic Triangle Plan, Main Street Plan, Marina Residential design, etc. For the Task Force to be actively involved in the planning, it was necessary that they have a thorough understanding of the physical, environmental, regulatory, and economic factors which would influence the form of development in the waterfront. The information was analyzed, summarized and documented on large wall-sized graphics for review, comment, and confirmation by the Task Force at the first workshop. Important background information included the previously approved Plan upon which the original lease and BCDC approvals were made and the recently-revised lease. Studies undertaken by the City, including the Historic Triangle Plan, and studies for First Street under the Main Street program provided valuable information on market conditions, traffic and parking, and historic structures. Existing planning and zoning regulations were analyzed. However, the City directed that the Task Force should determine the appropriate nature of development for the waterfront and then the City would establish new, or modify existing, controls as necessary. The subsurface conditions and, in particular, the extent of the underlying bay mud was of particular interest, as these factors have a considerable impact upon building methods and cost of construction. Environmental concerns such as the marshes, the climate, and especially the winds were deemed important form determinants.

The traffic and parking studies which had been prepared for First Street indicated that all primary intersections in the downtown were operating at Level of Service A or B, which means that currently there is little traffic congestion. Concurrently, the studies indicated that parking is not a problem and that there is more than adequate parking to serve the existing uses along First Street.

Of interest to the Task Force was the commentary relating to the marketing and development of retail establishments in the waterfront. The site, while having a unique environmental setting and spectacular views, lacked three primary aspects felt necessary for successful retail, namely *visibility* from major trafficways, easy *access*, and nearby *parking*. Given the waterfront location, the site is, of necessity, accessible by automobile only from one side. The closest major thoroughfare is Military Way, some nine blocks to the north. It was generally agreed that for retail to be successful in the waterfront, there must be a "critical mass" or an amount of retail development sufficient to attract patrons to the waterfront. The integration of the waterfront retail/commercial activity with the existing and proposed development along First Street was deemed essential.

Phase Two

The second workshop provided the kickoff for Phase Two, Alternatives Identification. To guide the development of the Plan and the planning process, the Task Force, utilizing group brainstorming techniques, identified Design and Development Objectives for the waterfront. The Objectives

are summarized in Appendix A of this Plan, along with the Development Objectives which were established by SoCal. Following the documentation of the objectives, the Task Force formed three planning teams to create open space and development concepts for the planning area. Using colored cardboard cutouts which represented open space, appropriate land uses, and parking, each of the teams independently developed their concept. Remarkably, there were more similarities between the concepts than there were differences; the exercise was significant in that it demonstrated a consistency of approach and thinking. The Task Force analyzed their planning efforts and provided guidelines and suggestions to the consultant team for the preparation and evaluation of alternative concepts.

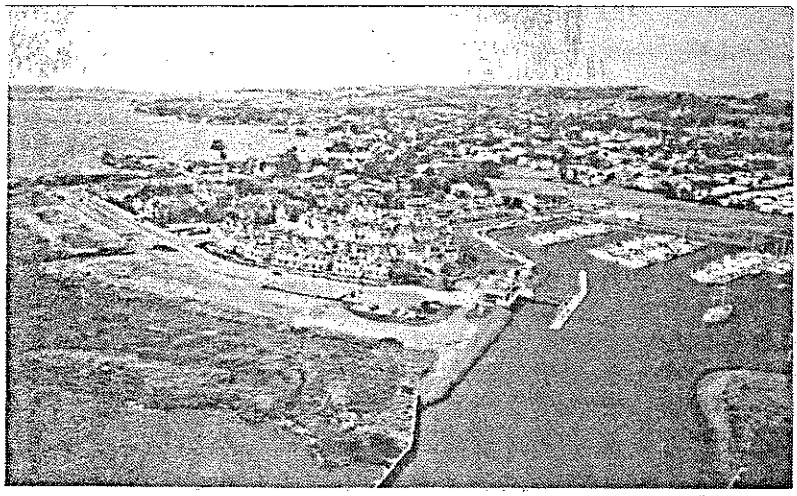


Figure 3.1: Aerial view of Marina

Phase Three

Based upon the input from the Task Force, ROMA prepared three alternatives which conformed to the guidelines, but which represented varying levels of development intensity. An outline economic pro forma was prepared by George Brewster of BayGroup for each of the alternatives to determine the overall development feasibility and to assess the potential private sector contribution toward the development of public access and open space within the planning area. As was expected, the alternative with the largest amount of private sector development provided the greatest amount of revenue which could be allocated to public improvements. Each of the alternatives required a substantial amount of open space and access improvements to be funded by the City. The need for public funding to supplement private development funds was confirmed by a study completed in 1990 by urban planning and economics classes from the University of California at Berkeley. Their study indicated that development of the waterfront in a manner which would provide the extent and quality of open space desired by the community would require a public subsidy of three to seven million dollars, depending upon the intensity of private development included in the waterfront.

Upon review of the alternatives, there was general consensus within the Task Force that the suggested level of commercial and residential development in the First Street area was appropriate. The alternatives relocated the historic depot to provide a more efficient retail environment and cohesive, active open space. However, the Task Force felt that it was important to maintain the present location of the Depot and the historic relationship between the Depot and the Jurgensen Saloon. In the area along B Street and the extension of B Street to the south of the Benicia Marina Condominiums, the alternatives indicated residential development. The Task Force expressed concern about the intensity of development opposite the condominiums and suggested that the area be developed as a passive park. Concern was expressed about the extent and scale of the residential development shown in the alternatives on the south side of B Street between First and East Second Streets. It was suggested that the view corridor at the foot of East Second Street be enlarged and that the residential development be broken into smaller elements to more closely match the scale of the Pointe Benicia development. The Task Force recognized the importance of the vacant site which lies between First Street and the Pointe Benicia development and north of B Street. While this site is not a part of the study area, the strategic value of this parcel as a parking reservoir and an extension of the First Street retail pattern was strongly noted by the Task Force.

Phase Four

Based upon the critique of the alternatives, ROMA refined the planning concept for the waterfront. The Plan identified a major open space system with continuous waterfront pedestrian access linking large areas of passive and active open space. The importance of the history of Benicia's waterfront was reflected in the preservation of important buildings, such as the Depot and the Jurgensen Saloon, and the proposal to create a Train Walk to reinforce the history of railroad in the waterfront. Appropriate areas for the location, type, and intensity of private development were identified. The Plan described a logical separation of the site into public and private development areas. The purpose of the identification was to distinguish areas of the site which are predominantly public in nature, and perhaps more appropriately might be developed by the City, and areas in which the private facilities are clustered and good judgement would say should be developed by the private sector. Two development scenarios were prepared to illustrate how the Plan could be developed; BayGoup prepared an analysis of the overall development feasibility; also included was an estimate of the extent of public improvements which could be underwritten by the private sector and an estimate of the public subsidy required to develop the waterfront as desired by the community. A series of specific public improvements were identified in the Plan which could be implemented in the near term while the Development Agreement and other entitlements were being obtained for the private development.

The Task Force at the fourth workshop reviewed the Plan in depth and made specific comments. To ensure that the Task Force and the community had adequate time to review the Plan, an additional meeting was held. At the conclusion of the final workshop, the Task Force unanimously endorsed the planning concept and recommended that the City Council endorse the Plan "in concept" to guide the completion of this Urban Waterfront Restoration Plan and the necessary environmental review and clearance process. On October 9, 1990, the City Council held a public hearing to review the Plan; at the conclusion of the meeting, the Council endorsed the Plan in concept, and directed the staff to complete the Urban Waterfront Restoration Plan, environmental review, and undertake the initial phases of public improvement.

The Plan

Plan Overview

The Benicia Urban Waterfront Restoration Plan establishes as a basic tenet the concept of creating a partnership between the City, the State, and the private sector to restore Benicia's waterfront. The Plan strives for a balance between the needs to preserve the history of the area, to preserve open space, to enhance the access to the waterfront, and to create new activities and commerce. The Plan defines a specific implementation program for public open space and waterfront access projects while facilitating future private development. The Plan provides for increased access and enjoyment of the waterfront while preserving critical existing views and enhancing environmental resources.

Historical Setting

The Plan reinforces the two geometries which played an important role in the layout of Benicia's historic downtown and waterfront. The arrangement of the numbered and lettered streets was based upon the classic town planning grid, which was bisected diagonally by the railroad development along the edge of the strait. First Street, the town's primary commercial street, is extended to the water's edge, and A Street, which was removed in the 1960's, is reestablished. The classic street pattern meets the geometry of the historic railroad at the train station, where a new plaza will provide a foreground for the restored Depot and the Jurgensen Saloon. It was from the Depot that the well-known author Jack London walked to the Jurgensen Saloon to visit and drink with his cronies. The Plan recognizes the importance of the railroad in the history of Benicia through the creation of a "Train Walk" which traces the alignment of the historic tracks from the tip of the spit, where the railroad ferry docked, to the mouth of the marina . The historic alignment of the tracks will be identified through the use of two brass rails embedded into the walking surface, and a row of trees on either side of the walk.

Open Space, Marsh Enhancement, and Public Access

Public access and passive and active open space is a primary objective of the community. Already in place are the major components of a continuous shoreline trail from K Street (west of the planning area) to F Street. This Plan calls for a continuation of the trail from F Street to the intersection of First and B Streets, where a promenade leads the pedestrian along the water's edge to the railroad spit. At that point, the Train Walk follows the northern edge of the spit to the fishing pier at the western end. Along the southern side of the spit, a continuous walkway leads back to the foot of First Street. From the Depot, the Waterfront Walk leads to a Waterfront Plaza, and from there along the edge of the existing marsh to the new B Street Park. The Train Walk is constructed on a trestle above the marsh to provide close up views of the natural marsh environment and a direct pedestrian connection between the passive open space of the B Street Park and the more active Waterfront Plaza.

The one-acre B Street Park located along the strait from the foot of East Second Street to the marina will provide a large open, grass area which will provide passive space for picnics as well as larger community events. A continuous low wall along the southern edge will protect the marsh while providing seating and an overview of the wildlife and the activities on the strait. A series of active plazas adjacent to the Depot and Jurgensen's Saloon on First Street will provide interest and a contrast to B Street Park. The plazas, with their special paving, benches, street furniture and lighting, will be designed for compatibility with the historic character of the area. The major open spaces are connected with the continuous Waterfront Walk and the Train Walk. The pedestrian system is continuous from the Benicia Marina to the corner of First and B Streets.

Enhancements are proposed for the marsh to increase the water circulation through the marsh and to improve the habitat.

Circulation and Parking

First Street is narrowed to two lanes between B Street and a new turnaround at the edge of the strait. A new city block is formed with the creation of a new street, Jack London Lane, paralleling First Street and connecting A Street to B Street. Public parking is provided on the street consistent with the pattern throughout the downtown. Parking is provided on both sides of First Street, on the spit, and on the south side of B Street.

A 1.75-acre site, located at the northeast corner of First and B Streets, is identified as an opportunity for an off-street parking reservoir to serve the waterfront and First Street.

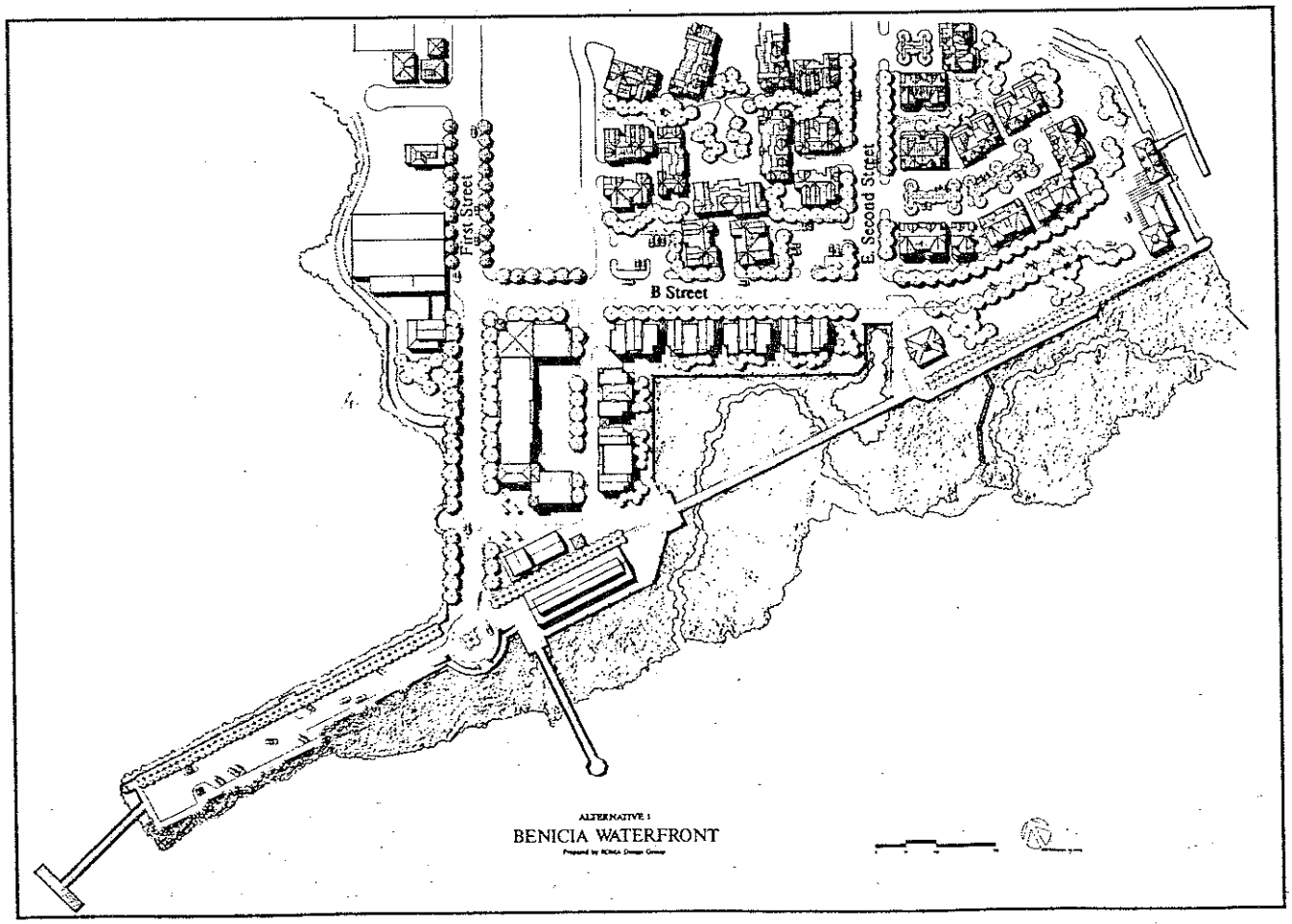


Figure 4.1: Illustrative plan

Private Development

The intent of the Plan is to concentrate future commercial development at the foot of First Street and residential development along B Street. The existing historic buildings have been incorporated where feasible. The Depot would be renovated for community use with a small amount of retail. The two floors of the Jurgensen's Saloon would be restored to their original use as a restaurant and bar. New development in the waterfront will be designed to be compatible with the existing construction along First Street. Future uses are expected to include retail uses on the ground floor of all new buildings along the extension of First and A Streets. A new wharf-styled, retail building is sited along the water's edge, adjacent to the Depot, to anchor the existing development on First Street, to complement the Depot, and to assist in defining the Waterfront Plaza.

Floors above the ground floor retail would include office and residential uses. Additional residential uses will be encouraged on B Street and Jack London Lane to provide true 16-hour activity in the area. Along First Street, buildings would be permitted to be three stories at B Street and then scaled down to two stories at A Street to match the height of the Jurgensen Saloon and the Depot. Residential buildings along B Street between First Street and Jack London Lane would be permitted to be three stories over a level of parking (which is depressed one half level below the sidewalk), and two stories over a level of depressed parking between Jack London Lane and East Second Street.

A two-story retail and restaurant development would be permitted at the east end of the B Street Park as an expansion of the Benicia Marina Harbor Master's Building. A site is created in the park near East

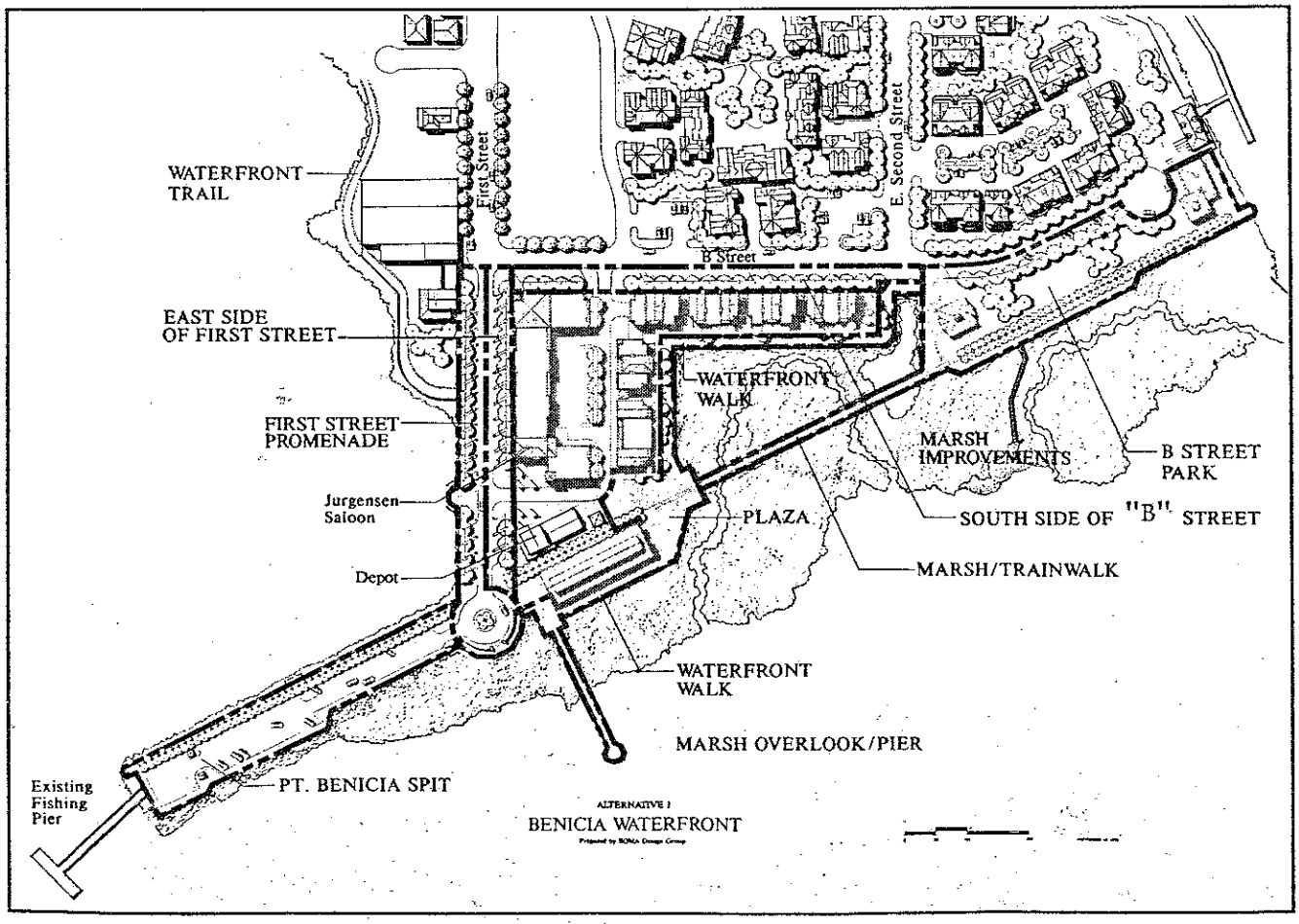


Figure 4.2: Diagrammatic plan

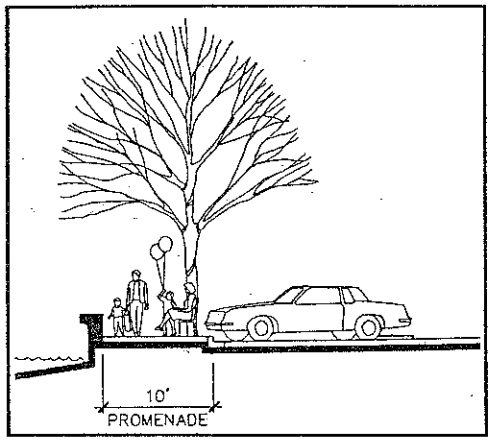


Figure 4.3: Section at Promenade

Second Street for use by the City, should there be a future need and funding for a building to house community uses such as environmental education, the theater, or visual arts.

Open Space and Public Access

First Street Promenade

The Promenade is planned for the west side of First Street between B Street and the Spit. A 24-inch high seat wall provides a "seat wall" and an edge along the water for the 10-foot wide promenade walkway. A double row of trees is located between the diagonal parking stalls along First Street.

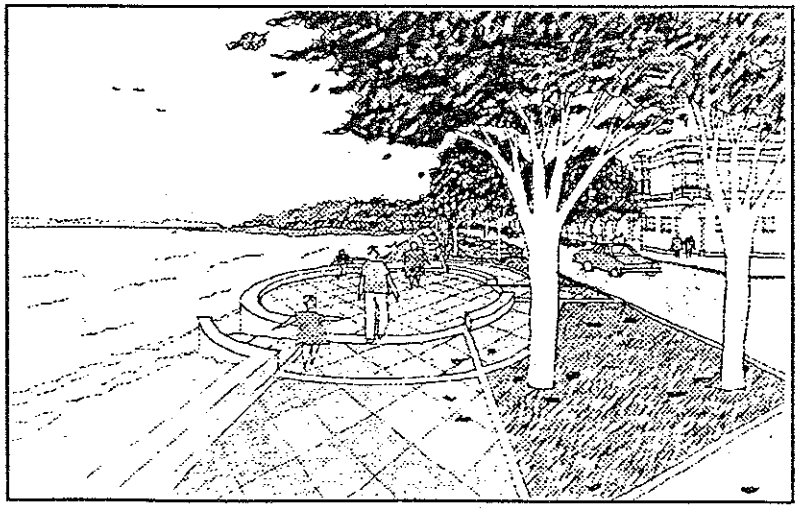


Figure 4.4: Belvedere at the Promenade

Opposite A Street, a semi-circular "belvedere" extends the promenade out into the water and provides direct access to the water via a ramp and stairs. The promenade provides for strolling and passive viewing of the sunset, fishermen, and sailboarders in the bay formed by the spit. Pedestrian-scaled lighting will provide a necklace of lights leading out to the spit, and street furniture including benches and trash containers will complement the historic character of the waterfront. A 12-foot wide bicycle and pedestrian path leads from the Promenade along the shoreline northward around the existing Nantucket Restaurant, eventually linking with the shoreline trail in the northwest portion of the city.

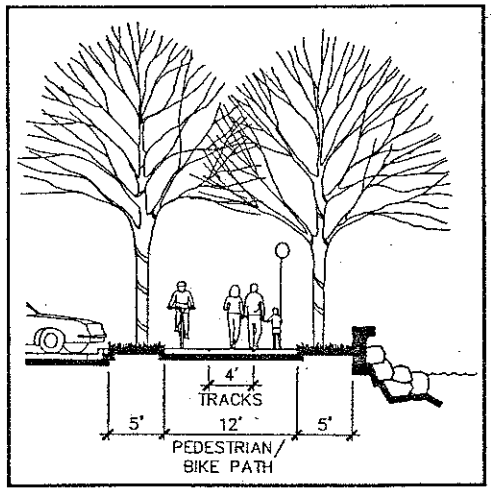


Figure 4.5: North side of Spit

Point Benicia Spit

The Spit is a major part of the open space system, and provides for active and passive recreation and access to the water. A continuous pedestrian walk in several forms is provided around the perimeter. Parking is provided on the spit and is served by a drive leading from the First Street turnaround. The parking serves the open space activities and the waterfront commercial uses. No retail space is anticipated on the spit at this time. Should the concept of the West Side Marina be developed in the future, commercial development may occur on the spit. The First Street Promenade intersects the Train Walk near the turnaround and parallels the

route of the historic Southern Pacific railroad tracks. Historically, the tracks carried transcontinental trains to the ferries at the end of the spit, where they were transported across the Carquinez Strait to Port Costa and on into the Bay Area. The Train Walk will provide an historic railroad experience from the tip of the spit to the Depot, across the marsh on a trestle, and through the B Street Park to the mouth of the marina. Beginning at the western edge of the spit, the Train Walk parallels the northern edge of the spit. Brass "rails" embedded into the paved walkway will guide the pedestrian along a route which will unfold the history of the railroad in Benicia through a series of special interpretive events. The first interpretive station is located at the end of the spit and relates the story of the ferries. A double row of trees flanks the walkway and emphasizes the linear nature of the track system and the importance of the geometry of the railroad development on the development of historic Benicia. Interpretive stations along the Train Walk unfold the story of the railroad in Benicia and its impact on the development of the community. Benches are provided along the walk for resting and observation; steps along the edge of the spit will permit access to the water. Lighting for the Train Walk will be located in fixtures of 12 to 24 inches in height, with low-intensity light to provide for safe walking at night and to emphasize the linear quality of the Train Walk.

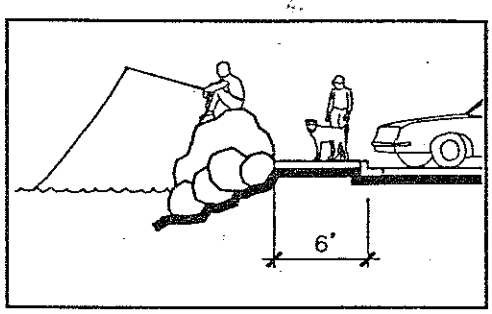


Figure 4.6: South side of Spit

At the tip of the spit is a fishing pier which extends into the deeper water of the strait. Restrooms are located on the end of the spit adjacent to the turnaround which accommodates automobiles, service and emergency vehicles. Along the spit's southern edge, the continuous waterfront pedestrian access returns from the tip to the foot of First Street. The walkway on the southern edge provides for dramatic views across the strait to the distant hills. The walk will be integrated into the rock riprap edge of the spit and will reflect the more exposed nature of this edge of the spit. Rocks will be extended up onto the spit to provide areas for children to climb and for adults to sit and fish or watch the activities on the water. Landscaping will emphasize the natural character of the rock edge and the marsh environment.

As the walk along the spit approaches First Street, it drops in elevation to the water's edge and gently curves around the First Street turnaround and then back up onto the Waterfront Walk.

Waterfront Walk

The Waterfront Walk provides the linkage between a series of active plazas around the Depot and the new commercial buildings. The walk begins at the foot of First Street

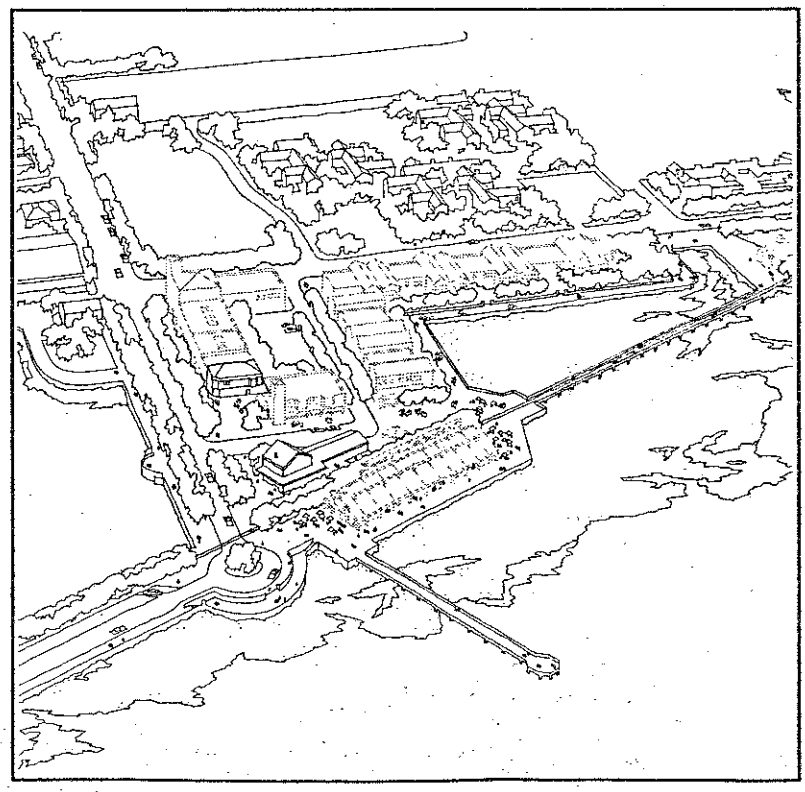


Figure 4.7: Aerial sketch of Plaza and Waterfront Walk

and provides a minimum of 25 feet of enhanced paving between buildings and the edge of the marsh. The Walk extends from First Street around the commercial and residential development and over to B and East Second Streets, where it meets the B Street Park and intersects with the extension of the Train Walk. A 24-inch wall provides a border along the marsh edge and provides protection for the marsh and convenient seating for observing activities in the marsh or on the strait. Pedestrian-scaled lighting, benches, and other street furniture consistent with the historic period will be located along the walk. A marsh overlook and pier lead from the Waterfront Walk near First Street across the marsh and out into the strait. The pier will provide direct access to navigable water and permit access to the downtown from water taxis, ferries, or other public or private watercraft.

Plazas

A series of plazas at the foot of First Street provide an urban setting for the existing historic buildings and the new structures designed and developed to be compatible with the historic scale and context of First Street's existing structures. An "Historic Plaza" will link the Depot with the Jurgensen Saloon; the palm trees which currently grow adjacent to the Depot will be incorporated into the Plaza design, along with interpretive displays which emphasize the historic linkages between the Depot and the Saloon. The plaza will extend from the southern face of the commercial buildings adjacent to the Saloon to the Waterfront Walk at the edge of the marsh. "A" Street will pass through the plaza, and automobile traffic will be permitted except during special community events or periods of high pedestrian activity. The plazas will be designed to accommodate community events such as art shows, the opening of the boating season, jazz festivals, etc. Special areas will be designed for small concerts or special events. The plazas will be designed to provide spaces to celebrate community life within Benicia. Retailing from carts or small stalls will be encouraged on weekends and during the summer with the development of a marketing program, utility services, and special storage facilities. The plazas will be paved with enhanced paving, and lighting and street furniture will be consistent with the historic character established for the Waterfront.

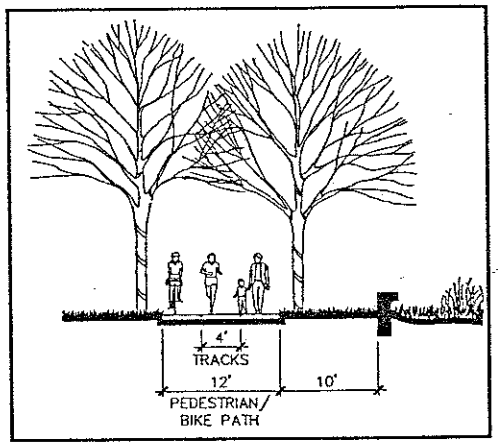


Figure 4.9: B Street Park Section

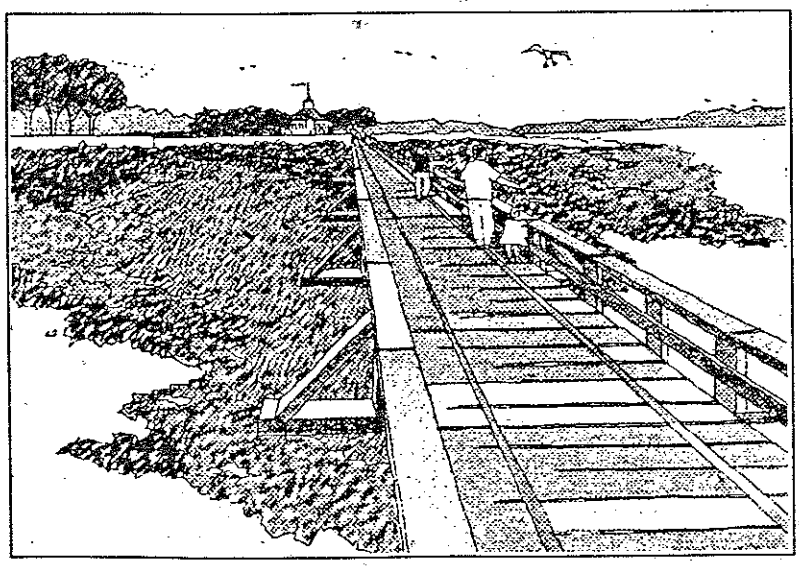


Figure 4.8: Marsh/Train Walk

The Marsh/Train Walk

At the First Street end of the spit, the Train Walk proceeds from the Depot through the plazas and across the marsh, through the B Street Park, and on to the marina. The Train Walk and its interpretive events link all of the major elements of Benicia's downtown waterfront. The major interpretive activity along the Walk will be located at the Depot. The walk, the "rails," and the paired row of

trees will carry through the plaza to the edge of the marsh, where the "rails" will proceed on a six-foot wide wooden trestle constructed above the marsh. The structure is designed to minimize damage to the marsh during construction and to provide for observation of the marsh environment with minimum interference with its ecology. At the east end of the marsh, the trestle meets the B Street Park and the Train Walk proceeds with its rails embedded in a 12-foot wide path which runs through the park's turf. The paired row of trees will provide shade for the path and will focus the view of the pedestrian on the interpretive monument at the termination of the train walk near the mouth of the marina.

B Street Park

A one-acre "green" park on the south side of the extension of B Street opposite the Benicia Marina Condominiums will provide a passive open space area to complement the active plazas at the end of First Street. The park will be simple in concept, with large areas of landscaping. All landscaping will utilize the xeriscape concept for water conservation. Trees will provide screening from the parking along the south side of the B Street extension, and small clusters of trees within the grass will provide shade. A continuous wall will provide the demarcation between the park and the marsh. The wall will give protection for the marsh while providing seating for overview of the marsh and the strait.

Waterfront Trail

A continuous waterfront pedestrian and bicycle system will connect the marina to the foot of West F Street. It is anticipated that future planning efforts will provide for the connection of this trail system to the State park located on the strait to the west.

A 10-foot minimum wide waterfront trail will lead from the Promenade immediately south of the Nantucket Restaurant northward to the foot of West F street. The intent of the Plan is to achieve a minimum 25-foot wide public access right-of-way (top of the bank to adjacent private development). Where new development or substantial redevelopment occurs near the waterfront, the private sector will be required to dedicate a public access easement, to construct waterfront access improvements and provide maintenance for the improvements. The minimum easement or dedication will be 25 feet, or a distance equal to the height of the adjacent building. It recognized that the minimum distance may not be achievable where existing development is located closer than 25 feet to the water's edge.

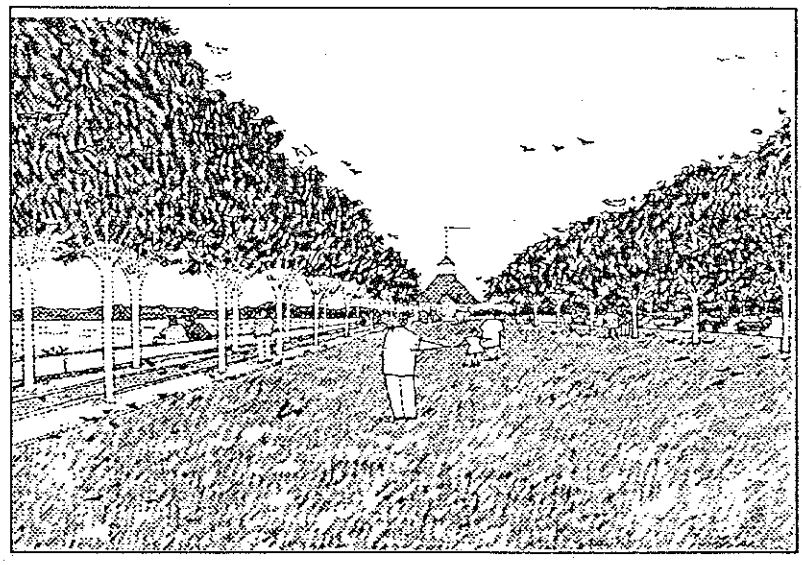


Figure 4.10: Train Walk and B Street Park

The trail is to be constructed of a hard surface material such as asphalt or concrete which is appropriate to the urban environment and suitable for use by pedestrians and bicycles. The paving material and subbase

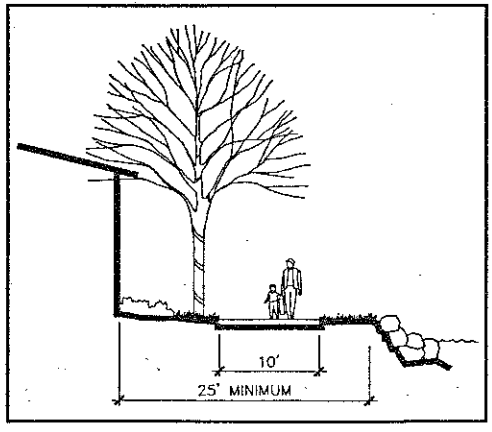


Figure 4.11: Waterfront Trail section

should be designed to meet the existing subsurface conditions.

A palette of construction details including bollards, low level lighting standards, and street furniture will be established by the City to ensure design continuity along the length of the waterfront.

From the Promenade south of the Nantucket Restaurant, the trail will proceed along the edge of the water west of the restaurant and The Tannery to West C Street. Between West C and E Streets, there are a series of existing residences located in close proximity to the water and a boatyard, which is a nonconforming use according to the City's zoning ordinance. At the time of redevelopment of the boatyard, a waterfront easement would be established and the trail would be extended north from West C Street to West E Street. Until the property is redeveloped, the trail would be detoured east on C Street, north on First Street, and

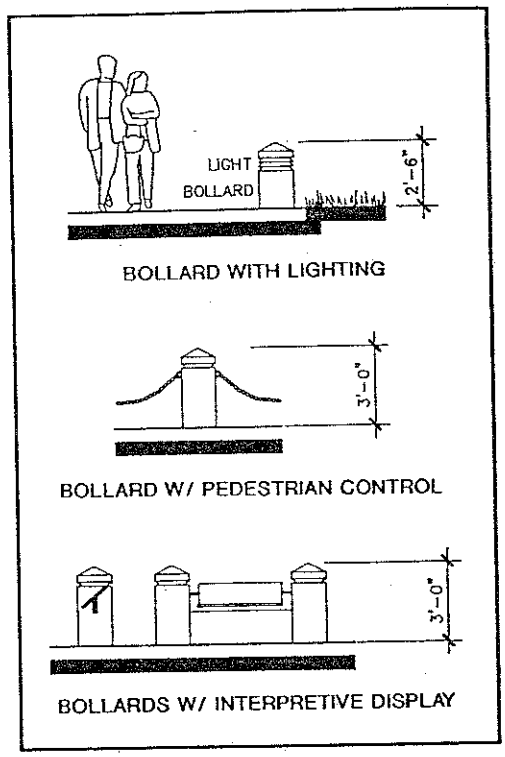


Figure 4.13: Design details

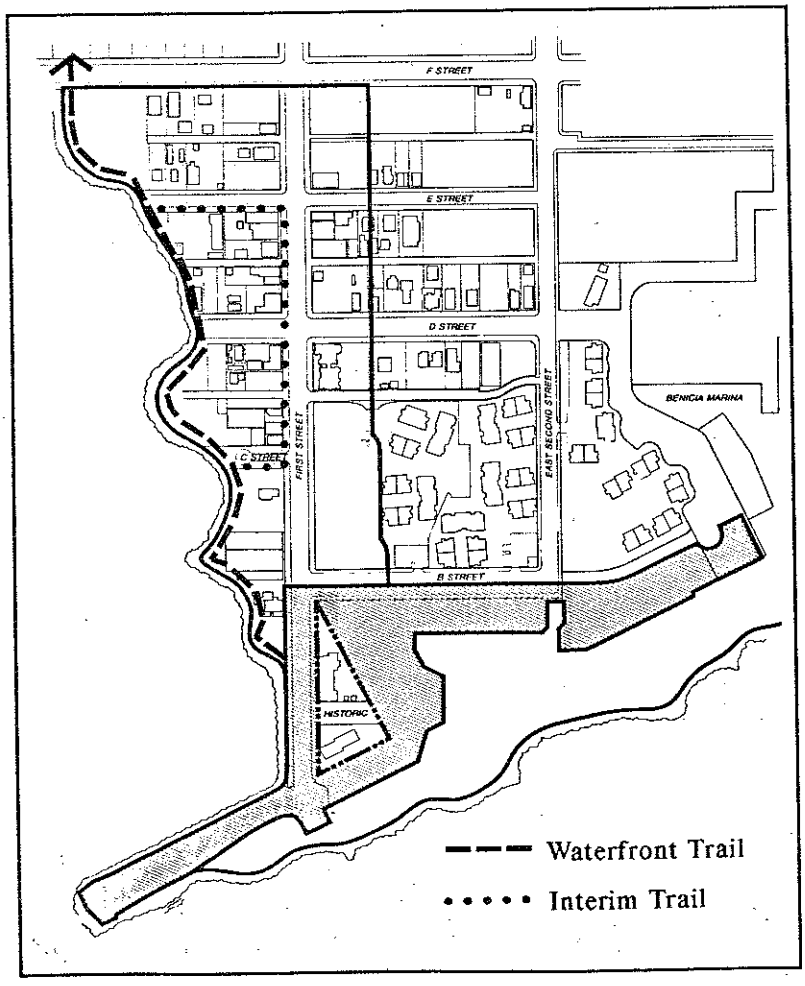


Figure 4.12: Trail Plan

then back to the water's edge on E Street. The future implementation of the trail between C and E Streets will require the use of a raised boardwalk due to the proximity of existing residence to the shore and steep, unstable bluffs.

The foot of E Street would be developed as a small plaza or overlook, and the trail would continue northward to the foot of F Street, where public development of the street end has already occurred. The trail segment between E and F Streets is expected to be completed by the developer of the adjacent property.

Circulation and Parking

Circulation

First Street south of the intersection with B Street is narrowed to create a "parking street". A change in paving at the intersection will signify to the driver that they have left the city's street system and have entered a predominantly pedestrian zone. First Street will be two way, with two 12-foot lanes and 60 degree parking on either side. The street will end in a vehicle turnaround

Location	Cars
First Street	56
B Street (south side First to East Second Street)	50
B Street (south side East Second to marina)	26
Spit	57
Total	189

where it meets the strait. A landscaped area in the center of the turnaround will provide the setting for a fountain or important piece of community sculpture. "A" Street will be extended eastward from First Street some 200 feet and then turn north onto Jack London Lane and connect with B Street. The intent is for A Street to traverse the Plaza area and to provide access to the various buildings; however, the street can be closed at First Street and Jack London Lane during special community waterfront activities or times of high pedestrian activity. "A" Street and Jack London Lane will be developed to a curb-to-curb width of 24 feet, with parking prohibited except in special parking pockets. Service bays and curb cuts will be provided to service the commercial activities. B Street will be developed to include two moving lanes, with parallel parking on the north side of the street and diagonal parking on the south side.

Parking

Public parking for the commercial activities and the public areas of the waterfront will be provided on the streets and on the spit. Parking studies indicate that parking is currently plentiful in the downtown. Public parking is provided on the street, as is traditional in downtown Benicia. Parking is provided on both sides of First Street, on the spit, and on the south side of B Street.

A summary of the anticipated public parking is on the following page.

Secured, off-street parking for future residential uses will be provided at the ratio of 1.5 per unit for multi-family rental units and two cars per unit for multi-family for sale units will be accommodated on the street.

As the downtown grows along First Street, a greater demand for parking will occur. A vacant 1.75-acre site at the northeast corner of First and B Streets has been identified as a potential parking reservoir. The site could initially accommodate on-grade parking for 150 cars, with future development of a structured parking facility with retail frontage on First and B Streets.

Historic Structures

Benicia's waterfront has an interesting and colorful history, and the city is fortunate to have this legacy. The three buildings on the site are on the State's Points of Historic Interest. Two important buildings, the Depot and the Jurgensen Saloon, will be restored in place, and a third will be relocated to another site within the city.

The Depot

The Depot is a significant building in the history of Benicia. Detailed Determination of Eligibility Reports have been prepared, and the building is considered eligible for the National Register of Historic Places. Under the Plan, the Depot would be renovated in its current location. It is anticipated that the Depot would be the primary location for interpretive displays which would interpret the historic importance of

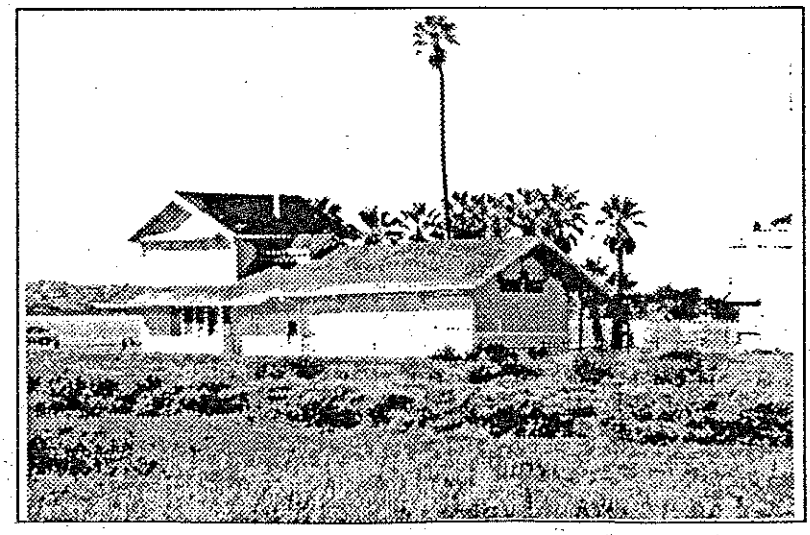


Figure 4.14: The Depot

the railroad in the history of Benicia. It is anticipated that the Depot would also accommodate other public or community uses, including general information on the public and commercial activities in the area, information on the local art community, rotating gallery displays, and minor retail.

The Depot building is generally considered in good condition. There is some deterioration of the exterior of the building, and there is a drainage problem under the building which causes the underside of the building to be wet most of the year. In 1987, a report was prepared by Interactive Resources, Inc. which evaluated the existing historic buildings and made recommendations for restoration. The report calls for construction of a new foundation system which would accommodate future settlement with a jacking system. Other work would include minor structural upgrading, replacement of the existing roof, exterior and interior refurbishment and painting, handicap accommodation, and upgrading of the heating, electrical, and plumbing systems.

The Jurgensen Old Corner Saloon (Lido)

The Jurgensen Saloon is a two-story Colonial Revival-style building built in the early 1900's to house a saloon and restaurant on the first floor and sleeping rooms on the second floor. In addition to its architectural significance, the building represents an important historical link in the development of Benicia as an important commercial and transportation center. The building was at the focal point of the railroads, railroad ferries, steam and sailing vessels which served the creameries, tanneries, canneries, and lumber yards which were located at the foot of First Street. Jack London was a regular patron of the Saloon in the early 1900's, and the building maintains a strong association with his exploits and his writings.

The Plan recommends that the Saloon be restored/reconstructed in its existing location and be used as a restaurant and saloon. The building is generally in poor shape and has suffered greatly from the settlement of the underlying bay mud. The lower floor level is severely deteriorated from water damage. A two-phase restoration program is recommended. The first phase would include the removal of the upper floor level and roof and relocation to a nearby site, where it would be stabilized and weather protected during the period when the commercial areas of the waterfront are being developed. A new foundation would be constructed concurrent with the development of the retail and commercial facilities in the area. A new ground level would be constructed and the original second level brought back to the site and placed on the new lower level.

Historic Plaza

A new plaza will be developed between the Depot and the Jurgensen Saloon to provide the historical link between the two structures. The plaza will be designed to reflect the character of the early 1900's and will be landscaped utilizing the palm trees which are currently located adjacent to the Depot. Historic interpretive displays will recall the activities of the waterfront and the important relationship between the Depot and the Saloon.

Private Development

The following description of the future private development is *not* a part of the Plan for environmental review purposes. The location, uses, and intensity of private development were endorsed in concept by the City Council. The final configuration of the proposed private development cannot be determined as of the preparation of this Plan; however, this description is included to provide a context for the public improvements. When final design is completed the private sector development will be subject to the CEQA environmental review process.

Development within the waterfront is located in two areas, at the foot of First Street and at the east end of B Street adjacent to the Harbor Master's facility. The intent is to develop new buildings which respect in scale and architectural detail the existing historic buildings and the important buildings along First Street. It is expected that future private development will conform to the following guidelines:

Block 1A

The major private development would be located at the foot of First Street. The intent would be to create a retail anchor to the existing First Street development. Retail space would be located at ground level along First Street from B Street to the restored Jurgensen Saloon and along A Street. Second and third-level uses would be office or retail, with multi-residential also permitted on the third level. The height of the structure along First Street would be limited to three stories, or 45 feet, at the intersection of First and B Streets; however, the height would step to two stories and match the height of the Jurgensen Saloon within 50 feet of the historic structure. If residential uses are included, buildings facing on B Street would be permitted to be three and a half stories high above the sidewalk, assuming a level of underground parking which is depressed one-half level below the sidewalk grade. The height limit of buildings along the north side of A Street would be limited to two stories and the height of the Jurgensen Saloon. Total development is limited to 60,000 square feet plus the area in the restored Jurgensen Saloon.

Block 1B

A "market building" would be permitted for the edge of the waterfront immediately south of the Depot. From the water, this building will provide the image for the Benicia waterfront. The building is to be designed to emulate the wharf buildings that historically existed in the waterfront area; industrial materials and methods of construction would be emphasized. A large roof-mounted sign similar to those found on industrial buildings such as the Ghirardelli chocolate factory in San Francisco would be appropriate to announce Benicia as the gateway to the Delta. The predominant use for the building would be retail, with an emphasis on food, food services, and specialty retail. The preferable retail pattern would be individual stalls within a loft-type structure. The building could include interior circulation to mitigate the windy conditions found along the strait, and the building could be designed to allow the exterior walls to open and to market directly to pedestrians along the Waterfront Walk and the plazas. Glass "garage"-type doors could be utilized to allow light into the interior of the building when the doors are closed; yet, they could be rolled up to allow direct pedestrian access into the retail stalls or allow the retail to spill out onto the plaza. Generally, the building would be a one-story loft building; however, a second-level restaurant or mezzanine retail would be acceptable uses. The overall height of the building would not exceed 35 feet, and building area would be limited to 15,000 square feet plus the area in the Depot.

To encourage seasonal activity, retail carts would be encouraged on the plaza, and facilities would be provided for the storage of retail carts. Services would be provided on the plaza to accommodate the retailing.

Blocks 1C and 1D

Residential condominium buildings similar in size and scale to the Pointe Benicia and Benicia Marina Condominiums are envisioned for blocks 1C and 1D. The buildings would be designed so that the main residential entry is from the street and suitable visual separation is maintained from the public Waterfront Walk on the marsh side of the buildings. Visual breaks in the building massing would be required along B Street to reduce the overall scale of the buildings. To preserve the view corridor down East Second Street, the most easterly building in Block 1D would have to be set back a minimum of 70 feet to the west of the west curb of East Second Street. It is anticipated that parking would be located under the buildings, with auto access from Jack London Lane. The maximum height of the buildings would be 2-1/2 stories, or 35 feet above the sidewalk grade, with the parking depressed one-half level below the sidewalk. Building area would be limited to 30,000 square feet on Block 2C and 55,000 square feet on Block 2D.

Block 2A

It is envisioned that the existing Harbor Master's building at the B Street turnaround would be expanded. Land uses would be specialty retail and a restaurant overlooking the mouth of the marina and the strait. The buildings would be limited to two stories, or 30 feet in height, and the area would be limited to 7,500 square feet.

Public Improvement Projects—Phases One and Two

To begin the process of the implementation of the waterfront, the Plan identifies six public projects. The implementation of these initial projects will:

- Demonstrate the commitment of the City to the waterfront.
- Provide public access to the waterfront.
- Provide for the public enjoyment of the waterfront.
- Protect or restore the historic resources of the waterfront.
- Minimize the interference with future public or private development in the waterfront.

The following are descriptions of the initial public improvement projects for the waterfront which are expected.

First Street Promenade

Project Description

The First Street Promenade Project consists of the construction of a new promenade walk along the west side of First Street, from B Street south to the spit, and the construction of a belvedere with ramp and stair access to the water and beach opposite A Street. The project will include the regrading and paving of the western half of First Street, paving and striping of 34 diagonal parking spaces, new curb and gutter, interim paving on the east side of First Street, a concrete edge wall along the western edge of the walk, irrigated street tree landscaping, pedestrian-scaled street lighting and street furniture. Related infrastructure improvements will be made earlier or at the time of the streetscape improvements under a separate Department of Public Works contract.

Design Intent

The promenade, curb and gutter, and street will be constructed to the grades established by the Department of Public Works; existing paving will be removed and appropriate subgrading will be completed to bring the final surfaces to the correct finish grade. The street paving will include a diagonal parking area and paving of one half of the street section (to the center line of the street). The east side of the street will be graded and paved as required to conform the improved west side of the street with the existing grades. A cul-de-sac turnaround will be constructed at the foot of the street. Final grading and paving of the east side of the street will be completed with the construction of the private sector building improvements. The promenade will be constructed with a concrete subslab according to the recommendations of the geotechnical engineer; the type of finish paving surface will be established during the detailed design process. The edge wall along the west side of the walk will be designed to resist the oversplash of water onto the promenade during periods of high tide and wind. The wall will be constructed of reinforced concrete to a height of approximately 24 inches above the sidewalk. On the water side, the wall will extend down to the top of firm ground or riprap. The belvedere will provide a semicircular, paved platform projecting into the water/beach area 22 feet to enhance the views of the shoreline. The belvedere will encroach upon

TABLE 2
First Street Promenade Design and Construction Budget

Budget Item	Budget
Street Improvements	$74,000
Utilities/Infrastructure	50,000
Paving/Landscaping/Lighting	445,800
Total Site Construction	**$569,800**
Design/Engineering/Expenses (20%)	114,200
TOTAL FIRST STREET PROMENADE PROJECT	**$684,000**

the existing strait some 100 square feet. Stairs and a ramp will enhance the ability of the public to gain access to the water or the beach in periods of low tide.

The street and parking area will be constructed to City standards. Painted surface striping or implants into the paving will identify the location of the diagonal parking stalls. Street trees with a high branching structure will be located within wells in the asphalt paving between the parking stalls. All landscaping will have automatic drip irrigation. The trees will continue the pattern of trees along First Street down to the water's edge, will define the western edge of First Street within the project area, and will narrow the apparent visual width of the street. The view corridor to the strait down First Street will be preserved, and the trees with their high branching form will provide framed views from the street and the eastern sidewalk toward the Carquinez Bridge. The trunks of the trees will not impede the views toward the strait from the promenade.

The street furniture for the promenade will include benches and trash containers selected to complement the historic architecture of the Benicia waterfront area. Street lighting will be selected to ensure that the fixtures and standards are pedestrian scaled and appropriate to the historic context.

The construction of the promenade project will be coordinated with improvements to the sanitary sewer and water systems in First Street that the City is undertaking in 1991.

Design and Construction Budget

The budget for the design and construction of the Promenade is presented in Table 2.

Marsh Overlook/Train Walk

Project Description

The Train Walk/Marsh Overlook consists of the construction of approximately 400 linear feet of a pile-supported wooden walkway above the marsh. The walk will extend from a public plaza located east of First Street near the extension of A Street to B Street Park near East Second Street. The walkway will be six feet wide, with a wooden walking surface and wooden handrails. The walkway will provide an integral link between the Train Walk as it extends from the western tip of the spit to the marina through B Street Park.

Design Intent

The structure will be constructed using a protective mat on which equipment will travel to drive piles and erect the walkway structure. The mat will spread the load of the equipment and protect the underlying marsh. The structure will be typical of marsh structures which have been constructed throughout the bay in public parks and preserves to facilitate public viewing. The basic structure will consist of wooden piles and beams upon which wooden planks will be placed to provide the primary walking

Budget Item	Budget
Walkway Construction	$331,000
Total Site Construction	**$331,000**
Design/Engineering/Expenses (20%)	60,000
TOTAL MARSH OVERLOOK/TRAIN WALK PROJECT	**$391,000**

TABLE 3
Marsh Overlook/ Train Walk Design and Construction Budget

surface. Three-foot six-inch high wood handrails will provide protection for the pedestrian. The brass "rails" which are embedded within the paving of the Train Walk at the Spit, Plaza, and Park will be recessed into the wood deck of the marsh structure and provide continuity for the Train Walk concept. Very low-level lighting will be provided at the walking deck level to provide for evening safety with minimal impact on the man-made and natural environment.

Design and Construction Budget

The budget for the design and construction of the Marsh Overlook/Train Walk is presented in Table 3 above.

Jurgensen Saloon (Lido) Stabilization

Project Description

The Jurgensen Saloon Stabilization Project consists of the protection of those portions of the building which can be saved for restoration (reconstruction) of the entire building at the time when the private development occurs on the waterfront site.

Design Intent

In its current state, the lower floor of the building has suffered from settlement into the underlying bay mud and water infiltration. The work will generally consist of removing the upper floor of the building and transporting it to a nearby site, where it will be stabilized and protected from further damage. At a future date, the preserved portions of the building will be relocated to the original site, where they will be placed onto a reconstructed foundation and first floor which will be designed and constructed to be consistent with the original building.

Design and Construction Budget

The budget for the design and stabilization of the Jurgensen Saloon is presented in Table 4 on the following page.

Marsh Enhancements

Project Description

Concurrent with the public access improvements in the waterfront, enhancements will be made to the marsh to increase its vigor. In addition to general clean up of the marsh, the enhancements would include the removal of minor amounts or course fill material to increase the penetration of water into the marsh, and the creation of channels to improve the circulation of water and tidal flushing in the back areas of the marsh. A pond would be created near the storm water outfall at the foot of East Second Street. A small catwalk would be installed from the B Street Park site to provide pedestrian access to a small beach which is used for fishing.

Design Intent

The marsh is a valuable resource to the community and the ecology of the area. Very few improvements have been made to the marsh since it was established at the time of the marina construction. The intent is to

TABLE 4
Jurgensen Saloon Stabilization Design and Construction Budget

Budget Item	Budget
Stabilization/Removal of Second Floor to Storage Site	$19,200
Total Construction	**$19,200**
Design/Engineering/Expenses (10%)	3,800
TOTAL JURGENSEN SALOON STABILIZATION PROJECT	**$23,000**

provide a general clean up of the area through the removal of trash which has accumulated. Improvements will be made to enhance the penetration and circulation of water throughout the marsh. Coarse fill material which has been deposited at the water side of the marsh will be removed to permit water to enter the marsh at the high tide cycle. In addition, continuous channels will be created within the marsh to enhance the flow of water, especially to the land side of the marsh. A fresh water pond will be created near the existing storm water outfall at the foot of East Second Street. This pond will provide an improved habitat for the existing plant life as well as birds such as the red winged black bird. A debris basin with a screen to catch trash will be installed on the outfall. To protect the marsh from pedestrians seeking to reach the beaches at the edge of the strait, a low, narrow catwalk will be installed from the general location of B Street Park to the water's edge.

Design and Construction Budget

The budget for the design and construction of the Marsh Enhancements is presented in Table 5 on the following page.

B Street Park

Project Description

The B Street Park consists of a one acre park located on the south side of the extension of B Street along the edge of the strait from East Second Street to the proposed private sector development at the mouth of the marina. The park is predominantly passive, landscaped open space, with low trees screening the street parking and the condominiums and providing shade. The Train Walk extends through the park from the over marsh trestle to the marina. An edge wall along the south side of the park will define the edge and provide protection for the marsh while also providing a continuous seat and observation platform.

Design Intent

The park will be constructed on an area of the site which has most recently been graded and used primarily for a construction staging area for the condominium and marina development. The south side of the extension of B Street east of East Second Street will be paved with curb and gutter and diagonal parking. The roadway will be constructed to the grades established by the Department of Public Works and will be coordinated with the existing paving and turnaround adjacent to the marina Harbor Master's Office. A curb will define the south edge of the parking bay, and a single row of trees will define the edge of the parking and provide a visual buffer between the park and the parking. The trees will be selected to be generally low growing to protect the existing views from the Marina Condominiums. A paved extension of the Waterfront Walk will extend from the corner of B and East Second Street southward to the Train Walk. The Train Walk, as it passes through the park from the trestle to the marina, will be approximately 15 to 20 feet from an edge wall which separates the park from the marsh. The Train Walk will consist of a 12-foot paved bicycle and pedestrian path with a pair of brass "rails"

Budget Item	Budget
Marsh Enhancements	$40,000
Total Site Construction	**$40,000**
Design/Engineering/Expenses (20%)	10,000
TOTAL MARSH ENHANCEMENTS	**$50,000**

TABLE 5
Marsh Enhancements Design and Construction Budget

embedded into the paving to emulate the route of the historic train tracks. A row of trees on either side of the walk will reinforce the linear character of the historic train track. Lighting along the Train Walk will consist of very low height (4 to 12-inch) fixtures which are designed to light only the area of the walk. The edge wall, which separates the park from the marsh, will be constructed of reinforced concrete, with the top of the wall approximately 24 inches above the surface of the park and the marsh face extending down to firm ground or to the top of the riprap.

The park's surface will be primarily drought-resistant grass, which will be planted on a layer of imported topsoil over the existing rocky subgrade. The intent of the park is to provide a passive open space adjacent to the strait for casual picnicking, resting, or viewing the activities of the marsh and strait. Active sports are not encouraged nor anticipated. The irrigation system will be designed to meet the City's water conservation goals. The park will be generally flat, with modest knolls for visual interest and to ensure that, as settlement occurs over time, there is sufficient slope for proper drainage. Small groves of trees may be included within the park for shade. At the east end, the Park and the Train Walk will terminate in a paved plaza to be constructed by the private developer. The B Street Park work will include the paving of a Waterfront Walk from the end of the Train Walk near the marina to the existing pedestrian and bicycle paving at the turnaround. Benches and trash containers consistent with the historic character of the area will be located along the marsh edge of the park to provide for resting and viewing.

A site has been identified within the western end of the park for the future construction of a public building should the City identify the need and construction funds.

Design and Construction Budget

The budget for the design and construction of the B Street Park is presented in Table 6 on the following page.

Southern Pacific Depot Restoration

Project Description

The Depot Restoration Project consists of the exterior rehabilitation of the structure for future use as a public facility. The work will consist of the structural stabilization of the building, a new roof, and modest improvements to the exterior to restore the building to its original condition.

Design Intent

The intent is to stabilize the foundation of the building and to restore the exterior to sound condition. The building will be raised up and a new "jackable" foundation installed. The foundation system will permit the building to be jacked at periodic intervals to accommodate localized settlement. The structural systems will be upgraded in accordance with the State Historic Code, with the trusses in the baggage area refurbished and deteriorated floor beams, posts, and joists replaced. Dry rotted members around the exterior of the building will be

TABLE 6
B Street Park Design and Construction Budget

Budget Item	Budget
Street Improvements	$36,250
Infrastructure/Utilities	8,350
Paving/Landscaping/Lighting	598,000
Total Site Construction	**$642,600**
Design/Engineering/Expenses (20%)	128,500
TOTAL B STREET PARK PROJECT	**$771,100**

replaced. The existing roof will be removed and a new roof installed.

On the exterior of the building, the non-historic material will be removed and original doors, windows, and platforms refurbished. The existing paint will be removed down to a sound surface, and the building will be repainted in its original colors. Modest improvements will be made to the building's systems mechanical and electrical systems to ensure safety for the building. Handicapped accessibility will be provided to ensure barrier-free accessibility to the space.

Design and Construction Budget

The budget for the design and construction of the Depot is presented in Table 7 on the following page.

Marsh Overlook/Pier

Project Description

The Marsh Overlook/Pier is located at the foot of First Street adjacent to the automobile turnaround. The pier is connected to the continuous waterfront edge pedestrian system and provides access to the deep water. The pier will provide opportunities to access the downtown from small boats or from a local water taxi or excursion boats.

Design Intent

The structure, where it is located over the marsh, will be constructed using a protective mat system on which the pile driving and erection equipment will travel. Pile driving and erection in the deep water will be accommodated from barges. The structure will consist of wood piles and a wood beam and plank structure approximately 12 feet wide. Three-foot six-inch high wood handrails will provide protection for the pedestrian, and a small floating pier will be located at the outer end to facilitate docking of small boats. Low level lighting will provide for safety with minimal impact on the manmade and natural environment.

Design and Construction Budget

The budget for the design and construction of the Marsh Overlook/Pier is presented in Table 8 on the following page.

Budget Item	Budget
Exterior Improvements	$250,000
Total Construction	**$250,000**
Design/Engineering/Expenses (15%)	50,000
TOTAL DEPOT RESTORATION PROJECT	**$300,000**

TABLE 7
Depot Exterior Restoration Design and Construction Budget

Budget Item	Budget
Pier Construction	$520,800
Total Site Construction	**$520,800**
Design/Engineering/Expenses (20%)	104,200
TOTAL MARSH OVERLOOK/PIER PROJECT	**$625,000**

TABLE 8
Marsh Overlook/Pier Design and Construction Budget

Implementation Guidelines

Phasing

A phasing program has been established for the implementation of public waterfront improvements which is consistent with community goals, potential funding sources, and the future implementation of private development. In general, the projects identified for implementation during Phases One and Two can be developed independent of the private sector development. Work to be completed in Future Phases requires close integration with private sector development. A detailed description and budget for the projects anticipated to be completed in Phases One and Two is outlined in Chapter 5, Public Project Descriptions—Phases One and Two. Table 9 on the following page documents the anticipated phasing of improvements.

Financing

The public improvements in the waterfront will be funded through a series of local, state, federal and private sources. Table 10 on page 33 provides a summary of the possible funding sources for each of the identified projects.

The table demonstrates that there are an array of agencies and programs tailored to provide funding for the public shoreline improvements proposed in this Plan. It should not be construed to imply that because programs are in place there will automatically be funds available for these project components. Rather, the City will need to aggressively pursue all existing and newly developed state, regional, and federal sources, and to commit substantial local sources to fully implement the Plan. It should be noted that with the exception of Phase One, funding has not yet been secured.

A brief description of all known local, state, and federal funding sources follows below.

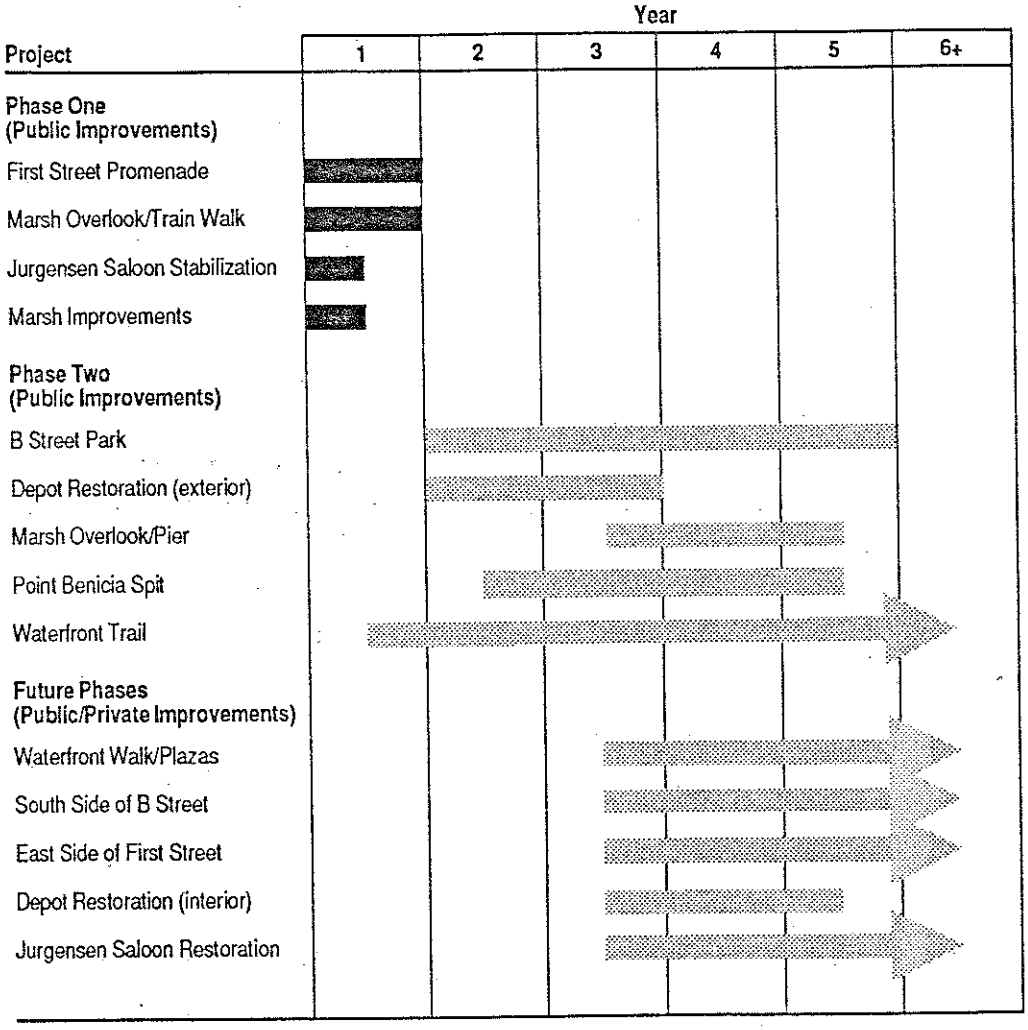
Local Sources

General Funds (GF)
Funding in the amount of $100,000 was earmarked by the City Council for the First Street Promenade as a part of a mid-year budget study session, and a budget request has been submitted as a part of the City's Fiscal Year 1991-1992 budget. These monies will supplement improvements associated with the First Street Promenade.

Waste Water Funds (WW)
Waste water funds for capital projects are generated from sewer connection fees. Approximately $250,000 has been appropriated in the City's Fiscal Year 1990-1991 budget for design and construction of a combined water and sewer line improvement project which will benefit the Restoration Plan project area. An additional $35,000 will be committed to complete this utility in conjunction with the First Street Promenade.

Water Funds (W)
Similarly, water funds are generated to finance capital projects from water connection fees and have been appropriated for use during Fiscal Year 1990-1991 to finance new lines along lower First Street to the spit. Approximately $25,000 of additional funds from this fund will be committed to complete remaining improvements serving the First Street Promenade.

TABLE 9
Urban Waterfront Restoration Plan Phasing



Other Potential Local Sources

Due to the limited availability of state and federal grant sources, it will be imperative for the City to develop new local funding sources if Phase Two and Future Phase public access improvements are to be completed within the next 10 years. Recognizing the need to maintain momentum in the implementation of these improvements, a special task force, entitled "Waterfront Financing Committee," has been appointed to work with City staff, bond counsel, and the Coastal Conservancy in identifying the most viable sources for the City. Below is a brief description of those sources that are likely to be considered in more detail by the task force.

- *Community Facilities District Bonds (Mello Roos Funding Act of 1982) (MR).* These are special tax levy bonds that are secured by the real property within the proposed boundaries of the district. Real or other tangible property with a useful life of five years or more may be purchased, constructed, expanded or rehabilitated. Virtually all of the projects under this Plan may be financed through a Mello Roos district.

- *Assessment Districts Created under the Auspices of the 1912 and 1915 Improvement and Bond Act (AD).* Assessments are charges imposed upon land that receives a special benefit from a public improvement. Projects eligible for funding under this Bond Act and included in the Restoration Plan include:
  - grading and paving of streets
  - construction of sidewalks and parks
  - sewers and water-related facilities

TABLE 10

Urban Waterfront Restoration Plan Funding Sources

Project	Proposed Funding Sources				
	Budget	Local	State	Federal	Private
Phase One (Public Improvements)					
First Street Promenade	$684,000	W/WW/GF	SCC-UWG	FAU	—
Marsh Overlook/Train Walk	$391,000	GF	SOS-1	—	—
Jurgensen Saloon Stabilization	$23,000	—	—	—	DC
Marsh Improvements	$50,000	—	SCC-REP/CCC/ SOS-2	—	—
Phase Two (Public Improvements)					
B Street Park	$771,000	ALL	SOS-2/WCB DPR-LWC	—	—
Depot Restoration (exterior)	$300,000	MR/RA/GF	—	—	CC
Marsh Overlook/Pier	$750,000	MR/RA	SOS-2/CCC/ CRA	—	—
Point Benicia Spit	$1,400,000	ALL/GF	DPR-IRG/ DPR-LWC	—	DC
Waterfront Trail	$500,000	—	SCC-UWG	—	DC
Future Phases (Public/Private Improvements)					
Waterfront Walk/Plazas	$1,040,000	ALL	SCC-UWG/ CRA/WCB	—	DC
South Side of B Street	$270,300	ALL	—	FAU	DC
East Side of First Street	$180,200	ALL	—	FAU	DC
Depot Restoration (interior)	N/A	MR/RA	—	—	DC
Jurgensen Saloon Restoration	N/A	MR/RA	—	—	DC

Local:

AD	Assessment District Bonds
ALL	All noted bond options
GF	General Fund
IFD	Infrastructure Financing District Bonds
MR	Mello Roos Bond
RA	Redevelopment Agency Bonds
W	Water Fund
WW	Waste Water Fund

State:

CCC	California Conservation Corps
CRA	California Resource Agency—Environmental License Plate
DPR-IRG	Department of Parks and Recreation—Innovative Recreation Grant
DPR-LWC	Department of Parks and Recreation—Water Conservation Grant
SCC-REP	State Coastal Conservancy—Resource Enhancement Planning
SCC-UWG	State Coastal Conservancy—Urban Waterfront Grant (pending availability of new bond revenues)
SOS-1	Shell Oil Settlement Funds—Committed
SOS-2	Shell Oil Settlement Funds—Application Pending
WCB	Wildlife Conservation Board

Federal

FAU	Federal Aid Urban

Private

CC	Community Contributions
DC	Developer or Land Owner Contributions

- street lighting facilities
- pipes and hydrants for fire protection
- drainage systems

• *Redevelopment Agency Bonds (RA).* A redevelopment agency created by the City may issue bonds for and development of real property, construction or reconstruction of streets and public utilities, and other public projects within the jurisdiction of the agency. Unlike other bond programs, the revenues to amortize the bonds are generated through the newly created tax increment rather than special levies. Tax increment is typically negotiated with the County, with the County receiving its existing increment and an additional increment of tax obtained from that which would otherwise be given to the school districts. The schools are then made "whole" by the State. The ability of agencies to negotiate this additional increment from the schools is the current subject of proposed legislation as the State faces a severe budget shortfall. The residents of the City of Benicia voted down a proposed redevelopment agency district in early 1988.

• *Infrastructure Financing Districts (IFD).* The legislation providing for this financing mechanism became effective in January 1991. Structured similarly to a redevelopment district in that the newly created tax increment created within a district may be used to support bonds for improvements within the district, its revenue base does not impact the County nor the schools (or State as a pass-through for the school monies). Because the revenue to amortize bonds is reliant on future development to generate "tax increment," supplemental sources of revenue must be identified to support debt service in the early years following bond issuance.

State Sources

Programs are in place at the state level which were designed to fund the types of projects found in the Plan. However, many of these programs are at the end of the current bond funding. There are several new bond proposals which are, or soon will be, before the legislature which would provide additional funds for many of these programs; although, due to current economic and budgetary problems, there is no certainty that they will be approved by the Legislature, the Governor, or the voters in the near future.

Described below are the existing grant and loan programs that could fund elements of the Plan given the availability of funds. The programs are organized by the administering agency.

California Conservation Corps (CCC)

The CCC provides labor for public service conservation work to cities and other governmental agencies. Projects are selected on the basis of the environmental benefits, the opportunity for public use, and on-the-job training opportunities for the CCC. The CCC may be willing to provide labor for enhancement of the marsh areas or for trail development.

California Department of Parks and Recreation (DPR-IRG/DPR-LWC)

The Department of Parks and Recreation, Local Assistance Section administers the Innovative Recreation Grants program. The program provides block and need-based grants to local governments for the creation of innovative recreation programs for creative social and human service activities that are intended to respond to unmet recreation needs of special populations like senior citizens, the physically and emotionally disabled, and the poor or minorities. Public trails and boardwalks may be designed to meet these grant objectives.

The DPR's Local Assistance Section also administers the Land and Water Conservation Grants program. This program provides grants ranging from $10,000 to $150,000 for development of outdoor recreational facilities and indoor facilities which support outdoor recreational activities such as picnic facilities and trails for hiking and biking. These funds may be available for the B Street Park and the shoreline trail improvements.

California Resource Agency (CRA)

The Environmental License Plate Grant program provides grants for projects which help protect and/or preserve the environment and which have other purposes including protection of wildlife habitat. The marsh boardwalk, interpretive centers, or information boards could be designed to meet this criteria.

California Wildlife Conservation Board (WCB)

The Wildlife Conservation Board provides grant funds to local governments for improvements which preserve wildlife habitat or provide wildlife-oriented recreation. The marsh boardwalks, B Street Park, restrooms and parking areas are potentially eligible for these funds.

Coastal Conservancy (SCC-UWG/SCC-REP)

The SCC's urban waterfront program provides grants for the development and preservation of public recreation, public access, and commercial recreation land uses along the shoreline where they provide for greater than local need, comprehensive restoration, design excellence, and resolution of land use conflict. Grants range from $50,000 to $1,000,000, but, currently, there are only $2,000,000 annually to fund the coastline and the San Francisco Bay Area. Four hundred thousand dollars have been reserved for the first phase of Benicia's shoreline access improvements. Additional grant funds are possible upon availability of new bond funds.

The SCC also has a resource enhancement program which provides grants and technical assistance for the enhancement and restoration of coastal habitat (including rivers). Grants are available to develop a plan which specifies the appropriate enhancement measure for the project area and for the development phase of the project. The marsh restoration proposed in Phase One is a good candidate for the use of these funds.

Shell Oil Settlement Funds (SOS-1)

As a part of a comprehensive settlement of claims arising from a 1988 oil spill at the Shell refinery in Martinez, the City received in 1990 a total of $600,000 and has budgeted $300,000 to be utilized toward the construction of "marsh overlooks" in the Restoration Area. These funds are now "redirected" toward one "Marsh/Train Walk" rather than two smaller overlooks, and will be combined with an additional City General Fund contribution of approximately $91,000 as a part of the Fiscal Year 1991-1992 budget. Remaining monies from the settlement have been utilized as required to supplement the City's marina fund for maintenance and operations of the Marina as well as for a smaller public access project at the Ninth Street park on the waterfront.

Shell Oil Spill Litigation Settlement Fund (SOS-2)

The City of Benicia has made application to the trustees of this fund for five marsh restoration waterfront recreation projects. One of these proposed projects would include a marsh overlook, marsh restoration, and an environmental education center at the east side of B Street Park. Potentially, $1,000,000 could be made available from this source.

Federal Sources

Federal Aid Urban (FAU) Exchange Funds

FAU funds are originally received through the Federal Highway Administration and Caltrans to be used for street projects. In order to obtain greater flexibility in the use of these funds, the City "exchanges" these monies with another city wherein the City receives approximately $0.80 on every $1.00 received. These monies then go into our street capital budget. The fact that the City elected to utilize these limited monies toward this project when dozens of other identified capital projects throughout the community remain unfunded is indicative of the priority given to this project in terms of overall City goals. These monies will be utilized to finance First Street Promenade design and related engineering work.

Private Sources

Community Contributions (CC)

Community contributions could potentially be used to fund aesthetic improvements such as a sculpture or other unique art piece. A committee would have to take responsibility for such a fund raising effort. It should be noted that the Save the Lido Committee succeeded in funding the initial Lido stabilization efforts.

Developer of Land Owner Contribution (DC)

Recognized as a key historic asset, the City's newly renegotiated leases call for a payment of $40,000 from the Lessee of the Marina

Leasehold to be utilized toward "stabilization" of the historic buildings on the site.

The Bay Conservation Development Commission requires public access improvements when private property is developed. This requirement is consistent with the Restoration Plan objective of locating a public access trail from the Historic Triangle to F Street (and the City's goal to continue the trail along the shoreline to the State Park). The possibility of combining private sources with public sources to complete the trail on the western shoreline of the Restoration Project area above the First Street Promenade to F Street as a part of Phase Two implementation should be investigated by the City's Waterfront Financing Committee.