

**DOWNTOWN
HISTORIC DISTRICT
DESIGN
GUIDELINES
&
DESIGN REVIEW
PROCEDURES**



September 13, 2018

Overview of Project



Downtown Historic Conservation Plan

Amend DHCP

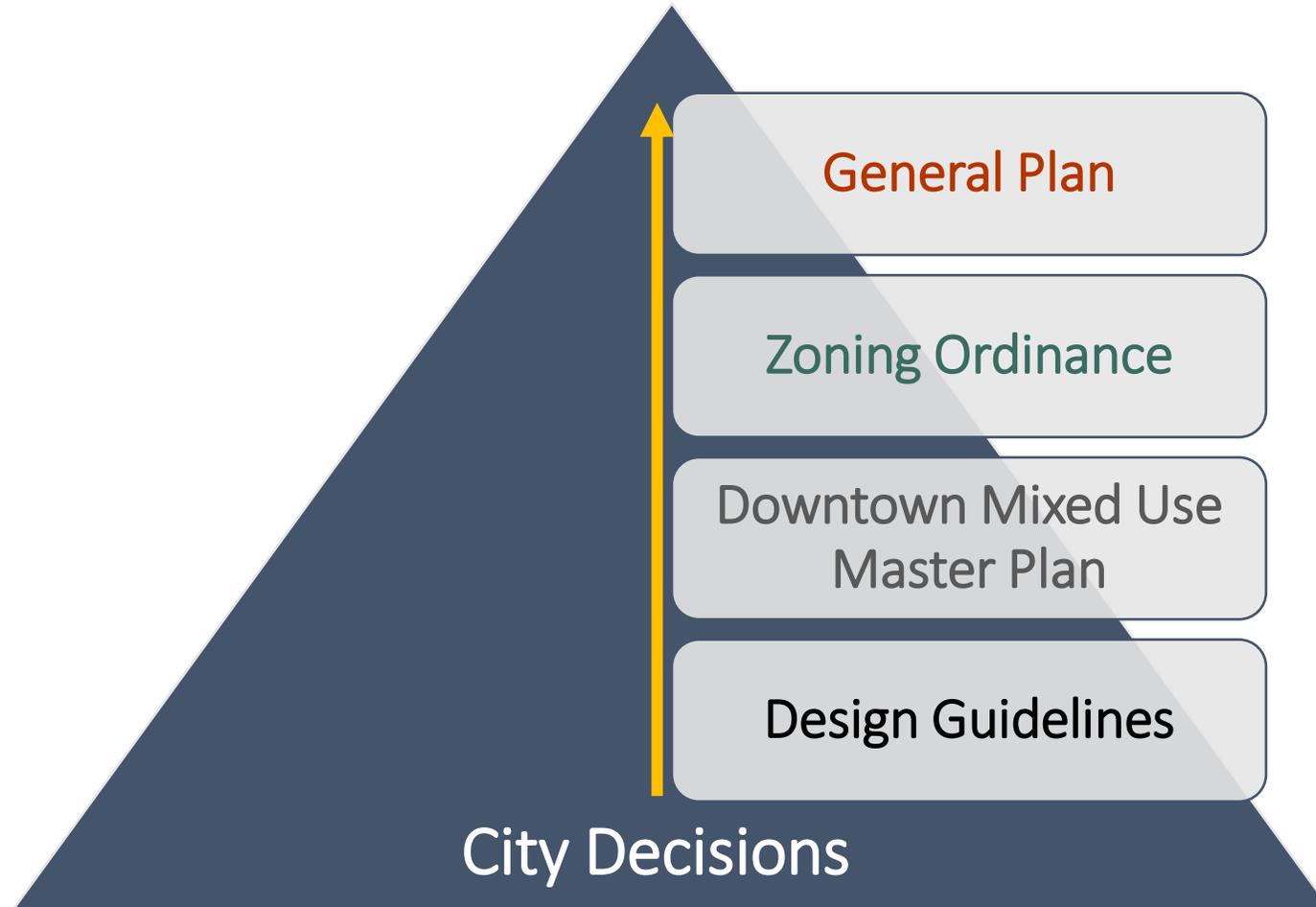
Adopt Design Guidelines (2018)



Design Review Procedures

- **Present:** Table in DHCP
- **Future:** Benicia Municipal Code

Policy and Regulation Framework



Downtown Historic District
Design Guidelines



Downtown Historic District (H-overlay)

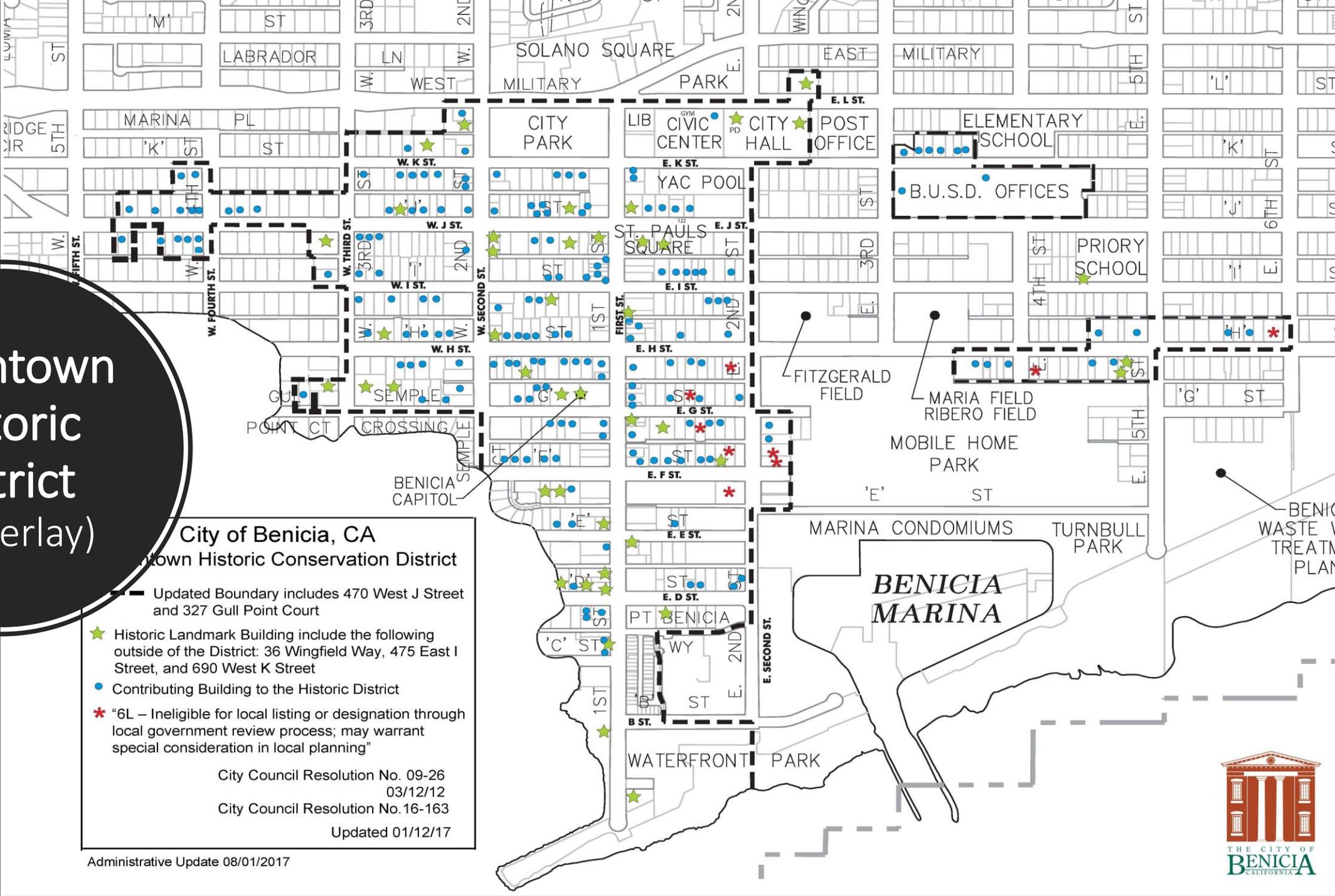
City of Benicia, CA
Downtown Historic Conservation District

--- Updated Boundary includes 470 West J Street and 327 Gull Point Court

- ★ Historic Landmark Building include the following outside of the District: 36 Wingfield Way, 475 East I Street, and 690 West K Street
- Contributing Building to the Historic District
- * "6L – Ineligible for local listing or designation through local government review process; may warrant special consideration in local planning"

City Council Resolution No. 09-26
 03/12/12
 City Council Resolution No. 16-163
 Updated 01/12/17

Administrative Update 08/01/2017



Historic Preservation in Benicia

 **1969**

Historic
Preservation
District &
Architectural
Review Board

 **1987**

H-
Overlay
District

 **1990**

Downtown
Historic
Conservation
Plan

 **1999**

Benicia
General
Plan

 **2001**

Historic
Preservation
Review
Commission

 **2009**

Historic
Survey
Update

 **2018**

Design
Guidelines
Update

Brief History of DHCP

- 1990 Adoption of Downtown Historic Conservation Plan
- 1992 Amendment of DHCP (Guidelines and Procedures)
- 2007 Adoption of Downtown Mixed Use Master Plan
- 2008 Amendment of DHCP (Design Review non-historic res.)
- 2009 Amendment of DHCP (Historic Survey)
- 2014 HPRC discussion of DHCP and Procedures
- 2015 & 2016 CLG Grant applications submitted
- 2017 CLG Grant Awarded
- 2018 New Guidelines completed



Public Information & Engagement



Information

- Web
- Media
- Direct mail



Participation

- Ad Hoc Group
- Stakeholders
- HPRC



Engagement

- Jan. 2018 Meeting
- April 2018 Open House

Engagement & Information By the Numbers

- 9 HPRC meetings
- 8 public meetings
 - Workshop
 - Stakeholder discussion
 - Open House
 - Ad Hoc Advisory Group
- 2,029 total postcards (2 mailings)
- 3 Facebook posts
- 5 emails to Listserv
- 6 mentions in City of Benicia This Week
- 14 newspaper articles
- 1 online web survey



Comprehensive website: www.ci.benicia.ca.us/downtowndesign

Design Guidelines

Guidelines for:

- Historic
- Non-historic
- New construction

Goals:

- ✓ User friendly
- ✓ Best practices
- ✓ Secretary of Interior Standards



Organization of Document



Guidelines

1. Introduction
2. General Guidelines
3. Historic Structures
4. New Construction
5. Signs

Appendix

- Glossary
- Historic Properties
- Environmental Sustainability



Organization of Document



CHAPTER 5: SIGN DESIGN GUIDELINES FOR ALL PROJECTS

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Benicia Downtown Historic District Design Guidelines | June 15, 2018

Design Guidelines Format and Application

The design guidelines follow a standardized format, as illustrated below.

COMMERCIAL FAÇADE CHARACTER

A Design Topic Heading

Historic commercial façades in the District, especially along First Street, exhibit a mix of façade designs. With this eclectic mix of building fronts along First Street, a new building front may be designed in a variety of ways. However, the design should still reflect established building alignments, solid-to-void ratios and recessed entries.

B Intent Statement: This explains the desired outcome for the specific design element and provides a basis for the design guidelines that follow.

4.25 Use a ratio of solid-to-void (wall-to-window) that is similar to that found on traditional one- and two-story commercial building fronts.

C Design Guideline: This describes a desired outcome related to the intent statement.

- a. The following composition of window openings to wall area are appropriate:
 - › Storefront at the street level with punched window openings on the second floor. The lower floor appears more transparent.

D Additional Information: This provides a lettered list of examples of how, or how not to, comply with the standard. It can also provide supplemental information. This list is not always comprehensive.



E Illustration(s): These provide photos and/or diagrams to illustrate related conditions or possible approaches. They may illustrate permitted or prohibited solutions as described at right.

Use a ratio of solid-to-void (wall-to-window) that is similar to that found on traditional one- and two-story commercial building fronts.

Defining Building Types



Landmark Structure

A "landmark" is a building that is determined to be historically significant. Designations of historic significance are based upon the period between 1847-1940, which is defined as the historic district's "period of significance." A landmark will possess sufficient integrity to convey its history, or is capable of yielding important information about that period, and is a unique resource to the community. They are significant in national and/or local history, architecture, engineering and culture. For all landmark properties, the historic building track shall apply. The design guidelines will be applied more rigorously to landmark buildings.



Contributing Property

A "contributing property" is one determined to be historically significant because it retains its original architecture, scale, mass and other features to the degree that it contributes district's historic sense of time and place. Designations of historic significance are based upon the period between 1847-1940, which is defined as the historic district's "period of significance."

Note that some designated historic properties may have been altered from their original designs. These alterations may include window replacement, cornice removal, a porch enclosure or covering of a building's original materials. Nonetheless, these altered properties may retain sufficient building fabric to be considered contributors. For all contributing properties, the historic building track shall apply.



Non-Contributing Property

The classification of "non-contributing" applies to those lacking historic significance. This includes a range of properties. Some are of more recent construction (those less than 50 years old.) Others are older (more than 50 years) but have been so substantially altered that they no longer retain their integrity. In most cases, the new construction track applies to these properties.

Secretary of the Interior's Standards (SOIS)

CHAPTER 1: INTRODUCTION

Integrity

In addition to being historically significant, a property also must have integrity in that a sufficient percentage of the structure must date from the period of significance. The majority of the building's structural system and materials should date from the period of significance and its character-defining features also should remain intact. These may include architectural details such as storefronts, cornices, moldings and upper-story windows on commercial buildings, and dormers, porches, ornamental brackets and moldings on residential buildings. The overall building form and materials should also be intact. These elements allow a building to be recognized as a product of its own time. It may be necessary to research primary materials, such as historic photographs or drawings, or to engage a historic preservation architect in assessing the integrity of a historic structure.

Accepted Treatments for Historic Properties

The Secretary of the Interior's Standards for the Treatment of Historic Properties identify four distinct approaches to the treatment of historic properties—preservation, rehabilitation, restoration and reconstruction. Please refer to web site for the most current description of these treatments (<https://www.nps.gov/tps/standards/>). See page 25 for a listing of the standards.

The for h when the l object Pres "Pres susta of a prop Wor world Res "Res depi a pro peric reme the P an em miss Rec "Rec depi form site, the p spec limit but r Rec

Secretary of the Interior's Standards for Rehabilitation

The Secretary of the Interior's Standards for the Rehabilitation guidelines established by the National Historic Preservation Act serve as a basis for the design guidelines presented in this document. The standards state that:

1. A property will be used as it was historically or changed to its distinctive materials, features, spaces and uses.
2. The historic character of a property will be retained and preserved.
3. Each property will be recognized as a physical entity that is part of the historic landscape and will not be used in a way that creates a false sense of historical development, from other historic properties, will not be used in a way that creates a false sense of historical development.
4. Changes to a property that have acquired historic significance will be retained and preserved.
5. Distinctive materials, features, finishes and craftsmanship that characterize a property will be retained and preserved.
6. Deteriorated historic features will be repaired in kind. Replacement of a distinctive historic feature requires replacement of a distinctive historic feature in design, color, texture and, where possible, materials. Replacement of a distinctive historic feature must be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be used to preserve historic materials and features and where possible, to restore historic materials and features to their original state. Treatments that cause damage to historic materials will not be used.
8. Archaeological resources will be protected and preserved, and where appropriate, will be excavated, documented, interpreted and preserved. Mitigation measures will be undertaken to avoid, minimize or compensate for adverse effects to archaeological resources.
9. New additions, exterior alterations or related new work shall be differentiated from the historic fabric and shall be compatible in scale and proportion, and massing to protect the historic character of the property.
10. New additions and adjacent or related new construction shall be designed so that, if removed in the future, the essential form and integrity of the historic structure and its historic character would be unimpaired.

General Guidelines for Historic Structures

ARCHITECTURAL DETAILS

Architectural details help convey the historic and architectural significance of historic buildings, such as its building style, and should be preserved. The method that requires least intervention is expected.

3.10 Maintain significant architectural details.

- a. Retain and treat exterior stylistic features and examples of skilled craftsmanship with sensitivity.
- b. Employ preventive measures such as rust removal, caulking and repainting.
- c. Chimneys are important historic features and should be retained. When retrofitting a historic building to meet seismic requirements, minimize the negative impact on an original chimney, when feasible.

3.11 Replace architectural details when they cannot be repaired.

- a. Document the location of an architectural detail that must be removed to be repaired so it may be repositioned accurately.
- b. Patch, piece-in, splice, consolidate or otherwise upgrade deteriorated architectural detail using recognized preservation methods.
- c. Do not remove or alter distinctive architectural details that are in good condition or that can be repaired. Consult with the City of Benicia Planning Division prior to removal of any distinctive architectural details.

3.12 Reconstruct an architectural detail accurately if it cannot be repaired.

- a. Use a design that is substantiated by physical or pictorial evidence to avoid creating a misrepresentation of the building's history.
- b. Use the same kind of material as the historic detail. However, an alternative material may be considered if it:
 - Has proven durability
 - Has a size, shape, texture and finish that conveys the visual appearance of the historic feature
 - Is located in a place that is remote from view or direct physical contact
- c. Do not add architectural details that were not part of the historic structure. For example, decorative millwork shall not be added to a building if it was not a historic feature as doing so would convey a false history.
- d. Consult with the City of Benicia Planning Division prior to attempting reconstruction of any missing or deteriorated architectural details.



Figure 68. Maintain significant architectural details.

CHAPTER 3: DESIGN GUIDELINES FOR HISTORIC STRUCTURES



Figure 69. Document the location of a historic feature that must be removed and repaired so it may be repositioned accurately.

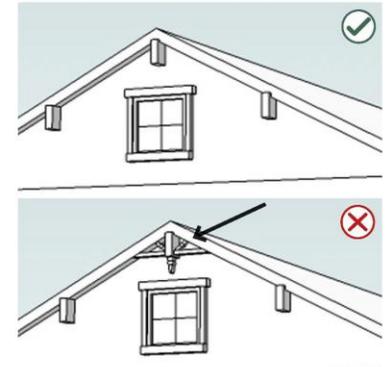


Figure 70. Do not add features that were not part of the historic structure. For example, decorative millwork shall not be added to a building if it was not a historic feature.

For More Information:

See web link to Preservation Brief 17: Architectural Character - Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving Character.

<http://www.nps.gov/tps/how-to-preserve/PreservationBrief17/>

Public Feedback Incorporated in Final Draft

- Improve organization
- Update images, maps, appendix
- Clarifications based upon comments
- Relation to DMUMP and Historic Building Code
- Secretary of Interior Standards & Preservation Briefs
- Outdoor dining
- Masonry guidelines
- Storefront, canopies and awnings
- Building materials



Figure 22. Locate and design an outdoor dining area to be functional, to minimize negative impacts on the streetscape and to encourage lively, active spaces.



Figure 38. Awnings helped to regulate internal climatic conditions and to keep the walkway clear and covered. The awning above is a historic, operable awning. More information about historic awnings, galleries, canopies and balconies in Benicia can be found on page 45.

Additional Revisions (HPRC)

- Flexibility for rooftop dining on non-historic commercial
- Clarify text and replace some images
- Limit use of “historic” to surveyed structures
- Add keyword index



Amendments to DHCP

DHCP CHAPTER	PROPOSED AMENDMENT
Preface	Retain
1. Plan Overview	Retain
2. Historic Resources	Retain
3. Design Review Procedures	<i>Remove – addressed in BMC amendment</i>
4. Guidelines for Commercial	<i>Remove – will be replaced by Downtown</i>
5. Guidelines for Residential	<i>Design Guidelines</i>
Appendices	<i>Remove –included in new Guidelines, Appendix, or BMC amendment</i>

Downtown Policy Framework

Compiled Information Online

- Downtown Historic District Design Guidelines
- DHCP
- Historic Context Statement
- Historic Survey
- Downtown Streetscape Plan

DHCP Administrative Updates

- Reformat to match new document (legibility, graphics)
- General update of contents
- Update Historic and Architectural Resources – graphics, align with Context Statement



H- Overlay District

Design Review Procedures



Objectives for Procedural Recommendations



Preserve existing
historic and
landmark buildings



Encourage
rehabilitation &
restoration

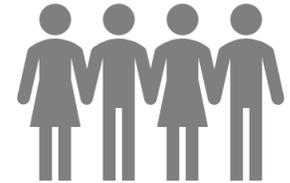


Guide remodels,
additions, new
construction

Procedures facilitate objectives

Community Feedback

- **Financial cost, delays, and lack of predictability** are primary concerns.
- **Make it easy** for homeowners to maintain and rehabilitate their property.
- **Streamline review** for projects that are consistent with the guidelines.
- Staff level review for small additions and secondary structures that don't affect the primary façade.
- **Public notification** for staff-level project review.



Overview of Approach BMC 17.108

Exempt

- Repair, maintenance
- Emergency stabilization without demolition
- Roof replacement (no structural/ architectural change)
- Landscaping, fence, landscape feature
- Work exempt from permit
- Window/door replacement (original materials & design)
- Eastern Residential Area non-historic

Administrative

- **Notice of Pending Action**
- Anything that is not exempt
- Anything that does not go to HPRC
- **Must conform to guidelines**

HPRC

- **Notice & hearing**
- Demolition or relocation of historic
- Change to character-defining feature
- Alternative materials on historic
- Change to primary or highly visible secondary (historic)
- New building/addition visible from street

Additional Amendments BMC 17.108

- Consolidate redundancies
- Eliminate unnecessary/outdated procedures
- Allow Director to refer application to HPRC
- Align design review with concurrent use permit or variance
- “Deemed withdrawn”

Future:

- Amendment to Sign Ordinance (Title 18) to clarify applicability of design guidelines in H-Overlay District (i.e., downtown & Arsenal)

Sample Exempt Project Types

“Repairs and replacements of a minor, routine nature that do not modify the exterior appearance...”

- ✓ Paint
- ✓ Light fixture
- ✓ Replacement of deteriorated wood post or stair treads
- ✓ Landscaping
- ✓ Privacy fence
- ✓ Roof
- ✓ Replacement of non-original aluminum window with appropriate wood window (based on evidence)



Design Review / Exempt determination precedes Building Permit

California Environmental Quality Act (CEQA)

CEQA Guidelines Section 15331

projects that are consistent with the Secretary of Interior's Standards for the Treatment of Historic Properties.

CEQA Guidelines Section 15305

Minor Alterations in Land Use Limitations, which consists of minor changes to land use limitations which do not result in any changes in land use or density.

- ✓ Advance local historic preservation priorities
- ✓ Implement the Secretary of Interior Standards
- ✓ Modify procedures for design review to implement the guidelines.

General Plan

- **Goal 2.1** Preserve Benicia as a small-sized city.
- **Goal 2.12** Strengthen the Downtown as the City's central commercial zone.
- **Goal 3.1** Maintain and enhance Benicia's historic character.
- **Goal 3.7** Maintain and reinforce Benicia's small-town visual characteristics.

NEXT STEPS

Public
Outreach &
HPRC
discussion

Commission
Hearings
(HPRC 6/28)
(PC 9/13)

Council
Hearings
(tent. 10/2)