
Appendix A: Relationship to the General Plan

Government Code Section 65454 requires that a Specific Plan be substantively consistent with the General Plan and that it contain a statement regarding its relationship to the General Plan. The plan area is currently designated as mixed-use in the City's General Plan, which calls for a variety residential, live/work, office, retail, public, and limited industrial uses. It is the goal of the Lower Arsenal Mixed Use Specific Plan to develop a mixed-use area consistent with the General Plan.

The General Plan also emphasizes the concept of sustainability in carrying out the vision of the Plan. The LAMUSP exemplifies sustainability principles by prioritizing the preservation of historic resources, the protection of the artist colony, economic revitalization, and the protection of the natural resources in its goals and policies.

The following section discusses the Specific Plan's consistency with key goals, policies, and programs in the City's General Plan.

Relevant General Plan Goals, Policies, and Programs

Policy 2.1.7 The City shall promote compact urban development within the Urban Growth Boundary and shall encourage development of public, semi-public, active recreational, and all other uses deemed desirable for the community inside the Urban Growth Boundary.

The LAMUSP focuses on creating compact, infill development and is consistent with Policy 2.1.7. Each of the zones in the Regulating Plan identifies the appropriate mix of commercial and residential uses in a compatible and complimentary layout. Zones are buffered by streets, parks, and mixed-use development as appropriate.

Policy 2.9.1 Encourage and create opportunities and methods for cooperative planning of the Port, Arsenal, and Pine Lake.

An intense public process and extensive data collection phase was conducted for the Arsenal Historic District Specific Plan. The evolution of this Plan is the result of site visits, document review, interviews, meetings, a design charrette, and community cooperation and input. This broad outreach effort resulted in a cooperative planning effort in which all interested parties were invited to participate.

Goal 2.11 Encourage the retention and continued evolution of the lower Arsenal into a historic/cultural/commercial/industrial center of mutually compatible uses.

Policy 2.11.1 Retain and expand the mix of compatible and balanced uses in the lower Arsenal area.

The LAMUSP is pedestrian oriented and is intended to be occupied by flex buildings that may accommodate retail, office, industrial, residential, and heritage tourism uses. Specifically, the Jefferson Ridge Zone allows the creation of Heritage Tourism or other “Destination” campus, which envisions the rehabilitation of the area’s historic structures and landscapes. The intent of the Plan for this zone is to restore the Commanding Officer’s Quarters, to continue Jefferson Street to the Clocktower, and to protect the Jefferson Ridge open space. It is envisioned that the Commanding Officer’s Quarters may be renovated for destination, conference, and/or entertainment uses, taking full advantage of its location between the civic Clocktower and the recently renovated Jefferson Street Mansion (the former Lieutenant’s Quarters). If additional development is needed to generate adequate funding, the Plan calls for a series of carefully placed buildings to enhance the area and mitigate negative adjacencies.

Policy 2.11.2 Continue to allow live/work uses in the lower Arsenal where it can be demonstrated that adequate buffers exist, including noise buffers, and that the presence of residents would not significantly constrain industrial operations, including the flow of goods and materials.

The LAMUSP carefully balances the needs of the area. Each of the zones in the Regulating Plan identifies the appropriate mix of uses in a compatible and complimentary layout. Zones are buffered by streets, parks, and mixed-use development as appropriate. Live/work development along the new or proposed industrial uses is positioned to minimize the noise from ongoing operations.

The South of Grant Mixed Use Zone includes an eclectic mix of industrial and artisan-related uses that occupy a series of large-footprint buildings. The Plan envisions that this area will continue to provide an informal and flexible environment for both industrial and artisan-related uses.

Goal 2.14 Enhance Benicia’s small-town atmosphere of pedestrian-friendly streets and neighborhoods.

Goal 2.15 Provide a comprehensive system of pedestrian and bicycle routes which link the various components of the community: employment centers, residential areas, commercial areas, schools, parks, and open space.

The LAMUSP promotes a system of pedestrian-friendly, walkable streets. However, overall changes to the transportation network in the Plan Area will be fairly minimal and aimed at supporting its historic resources while improving safety, wayfinding and overall access. Nonetheless, completing a highly connected pedestrian network is critical to achieving the overall goals of the Arsenal. The following pedestrian projects are prioritized in the Plan:

- Grant and Adams near flagpole at end of East Military. Complete missing sidewalk segments.
- Park from Grant to Benicia Bridge path. Complete missing sidewalk segments.
- Grant and Polk east of Park. Complete missing segments.
- Adams at Cleveland. Complete missing segment.
- Polk south of Adams. Complete missing segment.
- Stairs at Polk/Grant overpass. Need repairs.

The Plan also supports the soon-to-be-complete Bay Trail, which will serve the heart of Downtown and the Arsenal. Once the new bike path is complete on the Benicia Bridge, both the Arsenal and Downtown merchants can attract cyclists to their businesses. Improving access for cyclists and pedestrians along the official Bay Trail route as well as key spurs along it is a high priority for the Plan.

In addition, approximately 6.24 acres of open space will be created throughout the Specific Plan Area, which will provide opportunities for pedestrian and bicycle access. Connections will be made between Clocktower Green, Officer's Square, Cork Oak Ridge, and Courtyard Corner.

Goal 2.25 Improve auto and non-auto access into the Old Arsenal, without disrupting existing neighborhood, historic, and environmental values.

Policy 2.25.1 Consider alternative modes of transportation to the auto in planning new access and in improving existing routes into the Arsenal.

Benicia Transit provides excellent coverage throughout the city, but these services are designed primarily to appeal to those without other transportation options. The Specific Plan proposes that the City work with Benicia Breeze to establish more frequent special event shuttles between downtown and the Arsenal. As the Arsenal grows, the Plan anticipates more frequent and direct service to the Plan Area, especially if ferry service is reestablished.

Goal 2.32 Expand the City's park system to accommodate future community needs.

Policy 2.32.1 Establish new parks/recreation areas.

The LAMUSP is consistent with Goal 2.32 and Policy 2.32.1 because it provides a network of enhanced open spaces and plazas that will create approximately 6.24 acres of public space within the Plan Area. These spaces consist of Clocktower Green, Officer's Square, Cork Oak Ridge, and Courtyard Corner. In addition, existing facilities will be improved and it will be possible for Benicia's residents to access these open spaces using the proposed pedestrian and bicycle network that will offer linkages and trails between the various open spaces.

Goal 3.1 Maintain and enhance Benicia's historic character.

Policy 3.1.1 Encourage reuse of historic buildings; if feasible, encourage relocation rather than demolition.

Policy 3.1.2 Enhance the economic potential of historic and architectural assets.

Policy 3.1.4 Promote the preservation and enhancement of historic neighborhoods, commercial areas, and governmental districts.

Policy 3.1.6 Promote restoration of public and privately-owned historic and architecturally significant properties.

The Specific Plan is based on the fundamental premise that a detailed refinement of the concept of “Mixed Use” as defined in the Benicia General Plan can result in a strategy for healthy revitalization that protects and enhances the historic resources of the area. The Specific Plan encourages the preservation and reuse of historic buildings, while requiring new development to be considerate of and consistent with existing uses and structures. To implement the mixed-use concept, the Specific Plan established four zones that recognize the unique characteristics of each area and seek to solidify a cohesive vision for the project area as an interconnected network of high-quality places.

The Jefferson Ridge Zone allows the creation of Heritage Tourism or other “Destination” campus, which envisions the rehabilitation of the area’s historic structures and landscapes. The intent of the Plan for this zone is to restore the Commanding Officer’s Quarters, to continue Jefferson Street to the Clocktower, and to protect the Jefferson Ridge open space. It is envisioned that the Commanding Officer’s Quarters may be renovated for destination, conference, and/or entertainment uses, taking full advantage of its location between the civic Clocktower and the recently renovated Jefferson Street Mansion (the former Lieutenant’s Quarters). If additional development is needed to generate adequate funding, the Plan calls for a series of carefully placed buildings to enhance the area and mitigate negative adjacencies.

The Adams Street Zone is envisioned as a one-sided street that is industrial in character, and that can continue to support a mix of industrial and industrial-compatible uses that can effectively “showcase” the area’s signature historic buildings. Zoning standards seek to encourage the intensification and redevelopment of existing properties with industrial, work/live, office, commercial, and related uses.

The Grant Street Zone is anticipated to support a mix of uses, including residential uses that are less prone to conflicts with neighboring industrial uses. The area directly east of the Polk Street underpass may evolve into an urban node that is activated by renovated historic structures and new two and three-story buildings providing ground-floor commercial and live/work spaces. At the eastern end of Grant Street, the grounds surrounding the Command Post should be renovated to provide a fitting setting for the historic building and an appropriate visual termination for the neighborhood.

The South of Grant Zone includes an eclectic mix of industrial and artisan-related uses that occupy a series of large-footprint buildings. The Plan envisions that this area will continue to provide an informal and flexible environment for both industrial and artisan-related uses. The open area in front of the Blacksmith’s Shop should be reconfigured to provide a high-quality, publicly accessible plaza.

Policy 3.6.1 Attract and retain art-related businesses.

Policy 3.6.2 Continue to allow and encourage live/work spaces.

The Specific Plan encourages the continued existence of the artist colony, as well as plans for expansion of the live/work units. The addition of retail uses to the Arsenal, as specified in the Specific Plan, will allow new art-related businesses to locate in and around the artist colony, thereby creating an integral component of the neighborhood. Specific provisions and regulations have been created within the Development Code to ensure that the appropriate mix of residential, commercial, and artist space will be distributed throughout the Plan Area.

The South of Grant Zone provides an environment for a mix of industrial and artisan-related uses. In particular, at the area's western end, the design envisions the redevelopment of the current storage facility into an interconnected network of streets and blocks. This parcel offers a tremendous opportunity for the City to encourage the creation of additional space for artists in a series of simple buildings.

Goal 3.17 Link regional and local open spaces.

Policy 3.17.1 Attempt to link existing regional and local open spaces using trails and open space corridors.

The LAMUSP is consistent with Goal 3.17 and Policy 3.17.1 because it creates open space linkages and corridors throughout the Arsenal. The open space network consists of an integrated system of sidewalks and multi-use paths which will allow for easy pedestrian and bicycle access. Additionally, a greened corridor will be created along Jefferson Street, which will provide access to several adjacent parks and open spaces within the Plan Area.

Moreover, with the impending completion of the Benicia Bridge bike path, Benicia stands to benefit greatly from increased regional bicycle access, tying into the extensive path system on the south side of the Carquinez Straits and extending west to Vallejo and the Carquinez Bridge. The Plan supports these new connections with several bicycle improvements.

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Appendix B: Relationship to Historic Conservation Plan

AHCP Chapter	AHCP Chapter Components	LAMUSP
Chapter 1: Plan Overview.	Provides an introduction, purpose, background, and the organization and use of the AHCP.	It is the intent of the LAMUSP to recognize and protect the historic resources in a manner consistent with the AHCP.
Chapter 2: Historic Resources.	Provides background on the methodology used to identify historic resources in the Arsenal. (Arsenal Park Historic District Boundary much larger than LAMUSP area.	In preparing the LAMUSP, historically significant buildings, architecture, landscaping, and urban design elements that contribute to the integrity of the Arsenal were studied and taken into account.
Chapter 3: Design Review Procedures.	Objectives of the Plan	Incorporated into the code and policies and actions.
	Design Review Process	Current City processes for Design Review have not been modified in the LAMUSP.
Chapter 4: District-wide Issues and Policies. The design polices and guidelines in this Chapter apply throughout the historic district.	This Chapter discusses the following major urban design issues: <ul style="list-style-type: none"> ▪ Remoteness of earliest structures. ▪ Isolation of historic building clusters. ▪ Lack of overall visual cohesiveness. ▪ Poor circulation and inadequate directional signing. ▪ Lack clearly identifiable entry point. ▪ Conflicts between building preservation and future development. ▪ Viable uses for and access to certain structures. ▪ Preservation of views of significant structures and water. ▪ Lack of access to the waterfront. ▪ Preservation of natural setting and features – hillsides, slopes, trees, open space, grassland character. ▪ Deterioration of historic structures. 	Based on community input, the LAMUSP envisions that the project area will evolve and mature into an environment that incorporates renovated historic structures and landscapes with new and complementary buildings that are carefully sited and designed. The Plan also calls for improvements in the street network and open spaces that will support a diverse and compatible mix of uses. The LAMUSP implements the vision and addresses all of the design issues in Chapter 4 (except for the lack of access to the waterfront) by establishing a detailed Form-based Code, Architectural Standards, Open Space Standards, funding strategies, and numerous policies and programs. Taken together the LAMUSP provides a comprehensive strategy and certain future for the project area.
	Open Space and Landscape Features. This section provides discussion of significant features.	Specific policies and guidelines in Chapter 6 of AHCP according to the subdistrict in which they are located. See review of Chapter 6 below.
	View Corridors and Site Lines	See figure on page 3.1-5 of the LAMUSP and Historic Preservation Policy 5 and related Actions.
	Special Review Areas – Special Review Areas include critical development sites and National Register.	Specific policies and guidelines in Chapter 6 of AHCP according to the subdistrict in which they are located. See review of Chapter 6 below.
	A portion of a Critical Development Site is included in the Jefferson Ridge Zone.	
	Urban Design Improvements – These improvements include comprehensive improvements which will clarify the overall identity of the district and pedestrian oriented amenities aimed at improving circulation and the overall quality of the pedestrian environment. Four of the five recommended sign locations in the AHCP are within the LAMUSP area.	<ul style="list-style-type: none"> ▪ Subdistrict Identity Program. To the extent that Subdistrict 2, 3, and 4 are included in the LAMUSP, the Plan creates distinct identities for each area (see Regulating Plan for more details). ▪ Directional Signage. The intent of this recommendation is captured in the LAMUSP. See Action 1.1.3 (Arsenal Gateway), Action 3.4.5 (Clear Directional Signage), Action 4.3.3 (Sign Design), and Action 5.4.4. (Wayfinding). ▪ Historic District Driving Tour. The LAMUSP takes a very comprehensive approach to tourism. See Action 2.2.3 (Marketing Plan – Tourism and Visitor Guides), Action 4.7.2 (Educational and Walking Tours Brochures), Action 5.1.1 (Establish Heritage Tourism Task Force) and Action 5.4.1. (Establish Arts and Culture Commission). ▪ Selective Tree Pruning and Thinning. This recommendation addresses the eucalyptus trees surrounding the Clocktower, which is outside the LAMUSP area. However, Action 7.1.6 calls attention to the need for public open space that could take advantage of the commanding views east of the Clocktower. ▪ Designation and Improvements of Pedestrian Ways. The LAMUSP is much more extensive than the AHCP. See the Regulating Plan for Required Offstreet Pedestrian Connections. Also see Action 3.1.1 (Fully Connected Circulation Plan), Action 3.1.2 (Ped/Bike Funding), Action 3.1.6 (Stairway Easements), Action 3.1.9 (Ped Connections), Action 3.2.3 (Sidewalks), Action 3.2.5 (Jefferson Street Path), Action 3.2.6 (Cork Ridge Path), Action 3.3.5 (Adams Street Walkway), and Action 3.5.3 (Jackson Street Connection to “K” Street). ▪ Open Space and Water Feature at Pine Lake Site. Outside the LAMUSP area.

AHCP Chapter	AHCP Chapter Components	LAMUSP
<p>Chapter 5: Design Guidelines for Historic Buildings. Chapter 5 contains guidelines for historic buildings of all types.</p>	<p>This Chapter is intended to guide renovations and additions to recognized historic buildings, including landmark and contributing buildings. The following policies are included in this Chapter of the ACHP for non-residential and residential structures:</p> <p>Policy 1: Design Integrity. Maintain the design integrity and distinguishing features of historic structures.</p> <p>Policy 2: Façade Elements and Details. Retain the traditional façade elements, proportions and architectural details which give historic buildings their special character and use appropriate replacements where necessary.</p> <p>Policy 3: Integrity of Materials. Maintain the integrity of original building materials.</p>	<p>Historic preservation is an overarching theme of the LAMUSP. However, the LAMUSP Form-Based Code applies to new construction. Designated historic structures will continue to be regulated under the Secretary of the Interior standards, the AHCP, and other relevant City ordinances and guidelines.</p> <p>The importance of Arsenal historic heritage can be seen throughout the document, such as in Chapter 1: Introduction, Chapter 2: Vision, and Chapter 3: Form-Based Code. In addition, in the Goals, Policies, and Actions in Chapter 5, the Historic Preservation Section provides substantial direction to the City in preserving and enhancing the Arsenal Historic District.</p>
	<p>Policy 4: Appropriate Materials, Color, and Finishes. Promote the use of appropriate materials in restorations, renovations and additions to historic buildings and the use of colors which complement their styles and particular combination of building materials.</p>	<p>However, the LAMUSP does not include detailed design guidelines for historic buildings such as those found in the AHCP. Therefore, the AHCP should continue to guide renovations and additions to recognized historic buildings.</p>
<p>Chapter 6: Design Policies and Guidelines for Subdistricts. Chapter 6 contains guidelines for building and site design and signage within particular subdistricts. These guidelines address specific building types and/or uses, as well as site improvements and signage. The building design guidelines in this Chapter are intended principally to guide new construction, including renovations or additions to existing non-historic buildings.</p>	<p>Subdistrict 1: The Hills.</p>	<p>Subdistrict 1 is entirely outside the LAMUSP area. AHCP policies and guidelines remain in place for this area.</p>
	<p>Subdistrict 2: The Ridge/Officer's Row. Most of this subdistrict is within the LAMUSP area. AHCP policies and guidelines remain in place for projects outside the LAMUSP area. The following is a list of Goals, Policies, and Guidelines in the AHCP for Subdistrict 2.</p>	<p><i>Corresponding LAMUSP Goals/Policies/Actions</i></p>
	<p>Future Development 1 (Views)</p>	<p>Actions 1.1.2, 1.2.8, 1.3.4, Historic Preservation Policy 5, Actions 4.5.1, 4.5.2, 4.5.3</p>
	<p>Future Development 2 (Tree Protection)</p>	<p>Actions 1.1.4, 1.6.1, 1.6.2, 1.6.3, 1.6.4, 3.2.4, 3.2.9, Goal 7</p>
	<p>Future Development 3 (Maintain Topography)</p>	<p>Action 1.2.1</p>
	<p>Future Development 4 (Slope Development)</p>	<p>Action 3.2.7, Goal 7</p>
	<p>Future Development 5 (Landscape Setbacks)</p>	<p>Actions 1.6.1, 1.6.5</p>
	<p>Future Development 6 (Joint Development)</p>	<p>Actions 1.1.2, 3.1.8</p>
	<p>Future Development 7 (Screening)</p>	<p>Not Addressed</p>
	<p>Future Development 8 (Unified Identity)</p>	<p>Form-based Code in Chapter 3. See also Action 4.4.2.</p>
	<p>Site and Landscape Treatment 1 (Parking Lot Location)</p>	<p>Form-based Code in Chapter 3. See also Actions 1.6.5, 3.1.8, 3.2.8.</p>
	<p>Site and Landscape Treatment 2 (Restrict Access from Adams)</p>	<p>Action 3.2.7</p>
	<p>Site and Landscape Treatment 3 (Retaining Walls)</p>	<p>Action 4.2.2 (height limit and setback recommendations not included).</p>
	<p>Site and Landscape Treatment 4 (Landscaping)</p>	<p>Actions 1.6.2, 7.1.4</p>
	<p>Site and Landscape Treatment 5 (Street Trees)</p>	<p>Actions 1.1.4, 1.6.1, 1.6.2, 1.6.3, 1.6.4, 3.2.4, 3.2.9, Goal 7</p>
	<p>Site and Landscape Treatment 6 (Sidewalks)</p>	<p>Actions 3.2.3, 3.2.4</p>
	<p>Site and Landscape Treatment 7 (Parking Screening)</p>	<p>Actions 1.6.5, 3.1.8, 3.1.9, 3.2.8 (screening for parking also taken into account in preparation of the form-based code in Chapter 3)</p>
	<p>Site and Landscape Treatment 8 (Lighting)</p>	<p>Actions 1.1.5, 4.3.1, 4.3.3, 5.6.2</p>
	<p>Site and Landscape Treatment 9 (N. Side of Adams)</p>	<p>Action 1.2.1</p>
	<p>Site and Landscape Treatment 10 (Lighting in Parking Areas)</p>	<p>Action 4.3.3</p>

AHCP Chapter	AHCP Chapter Components	LAMUSP
	Residential Buildings	
	Policy 1: Siting and Setbacks (and following Guidelines)	Form-based Code in Chapter 3 (See also Goal 1, Policy 1, and Actions 1.1.1, 1.1.2, 1.1.6)
	Policy 2: Scale, Form, and Massing (and following Guidelines)	Form-based Code in Chapter 3 (See also Goal 1, Policy 1, and Actions 1.1.1, 1.1.2, 1.1.6)
	Policy 3: Architectural Style and Character (and following Guidelines)	Form-based Code in Chapter 3 (See also Historic Preservation Goal 4 and Policies 2, 3, 4, Actions 4.2.1, 4.2.2, 4.4.1, 4.4.2, 4.4.3)
	Policy 4: Accessory Buildings (and following Guidelines)	Form-based Code in Chapter 3
	Policy 5: Materials and Color (and following Guidelines)	Architectural Standards in Chapter 3
	Site Improvements – Policy 1: Planting and Paving Material (and following Guidelines)	Architectural Standards and Open Space Standards in Chapter 3 (See also Actions 1.6.1, 1.6.2, 1.6.3, 1.6.4 and 1.6.5 for landscaping in setbacks and tree protection.)
	Site Improvements – Policy 2: Lighting (and following Guidelines)	Architectural Standards in Chapter 3 (See also Actions 4.3.1, 4.3.3 on lighting.)
	Site Improvements – Policy 3: Fences, Walls, Site Features (and following Guidelines)	Architectural Standards in Chapter 3 (See also Actions 4.3.2 on fences and walls and Action 4.4.2 on site improvements.)
	Signage – Policy 1: Signage Types and Policy 2: Signage Materials and Illumination (and following Guidelines)	Action 1.1.11 (See also Actions 1.1.5 and 4.3.3.)
	Commercial Buildings	
	Policy 1: Siting and Setbacks (and following Guidelines)	Form-based Code in Chapter 3 (See also Goal 1, Policy 1, and Actions 1.1.1, 1.1.2, 1.1.6)
	Policy 2: Architectural Form (and following Guidelines)	Form-based Code in Chapter 3 (See also Goal 1, Policy 1, and Actions 1.1.1, 1.1.2, 1.1.6)
	Policy 3: Architectural Character (and following Guidelines)	Form-based Code in Chapter 3 (See also Historic Preservation Goal 4 and Policies 2, 3, 4, Actions 4.2.1, 4.2.2, 4.4.1, 4.4.2, 4.4.3)
	Policy 4: Principal Materials and Finishes (and following Guidelines)	Architectural Standards in Chapter 3
	Policy 5: Accent Materials and Finishes (and following Guidelines)	Architectural Standards in Chapter 3
	Policy 6: Colors and Finishes (and following Guidelines)	Architectural Standards in Chapter 3
	Signage – Policy 1: Signage Types and Policy 2: Signage Materials and Illumination (and following Guidelines)	Action 1.1.11 (See also Actions 1.1.5 and 4.3.3.)
	Parking and Site Improvements – Policy 1: Design of Parking and Service Areas (and following Guidelines)	Form-based Code in Chapter 3 (See also Actions 1.6.5, 3.1.8, 3.1.9, 3.2.8)
	Parking and Site Improvements – Policy 2: Landscaping (and following Guidelines)	Form-based Code in Chapter 3 (See also Actions 1.6.1, 1.6.2, 1.6.3, 1.6.4, 1.6.5, 3.1.8, 3.1.9, 3.2.3, 3.2.4, 3.2.8) (screening for parking also taken into account in preparation of the form-based code in Chapter 3)
	Parking and Site Improvements – Policy 3: Fences, Walls, and Pedestrian Paths (and following Guidelines)	Architectural Standards and Open Space Standards in Chapter 3
		(See also Actions 4.3.2 on fences and walls and Action 4.4.2 on site improvements. See Goal 3 and Actions 3.1.1, 3.1.4, 3.1.6, 3.1.9, 3.2.5, 3.2.6 on pedestrian paths.)

AHCP Chapter	AHCP Chapter Components	LAMUSP
	Subdistrict 3: The Plateau/Headquarters. This subdistrict is entirely within the LAMUSP area. Under the AHCP, the policies and design guidelines for Commercial Properties in Subdistrict 2 also apply to Subdistrict 3.	The Adams Street and Grant Street Zones represents Subdistrict 3.
	Future Development 1 (Views)	Actions 1.1.2, 1.2.8, 1.3.4, Historic Preservation Policy 5, Actions 4.5.1, 4.5.2, 4.5.3
	Future Development 2 (Landscape Setbacks)	Actions 1.6.1,1.6.5
	Future Development 3 (Setbacks)	Form-based Code in Chapter 3
	Future Development 4 (Setbacks)	Form-based Code in Chapter 3
	Future Development 5 (Minimum Lot Sizes)	Form-based Code in Chapter 3
	Future Development 6 (Joint Development)	Form-based Code in Chapter 3. (See also Actions 1.1.2 and 3.1.8.)
	Future Development 7 (Development Concept)	Form-based Code in Chapter 3. (See also Actions 1.1.2 and 3.1.8.)
	Future Development 8 (Unified Identity)	Form-based Code in Chapter 3. (See also Land Use Policies 3 and 4 and Actions 1.3.1 to 1.4.8.)
	Future Development 9 (4-way Stop)	Actions 3.1.11 and 3.4.6.
	Future Development 10 (List Headquarters Building on National Register)	Actions 4.1.1 and 4.6.2.
	Site and Landscape Treatment 1 (Parking Lot Location)	Form-based Code in Chapter 3. (See also Actions 1.6.5 and 3.1.8.)
	Site and Landscape Treatment 2 (Parking Lot Location)	Form-based Code in Chapter 3. (See also Actions 1.6.5 and 3.1.8.)
	Site and Landscape Treatment 3 (Landscape Setbacks)	Actions 1.6.1,1.6.5.
	Site and Landscape Treatment 4 (Signage)	Action 1.1.11 (See also Actions 1.1.5 and 4.3.3.)
	Site and Landscape Treatment 5 (Pedestrian Connections)	Goal 3 and Actions 3.1.1, 3.1.4, 3.1.6, 3.1.9, 3.2.5, 3.2.6
	Site and Landscape Treatment 6 (Retaining Walls)	Action 4.2.2
	Site and Landscape Treatment 7 (Lighting in Parking Areas)	Action 4.3.3
	Subdistrict 4: The Flats/Waterfront. Most of this subdistrict is within the LAMUSP area. AHCP policies and guidelines remain in place for projects outside the LAMUSP area.	Subdistrict 4 is the South of Grant Zone in the LAMUSP.
	Future Development 1 (Views)	Actions 1.1.2, 1.2.8, 1.3.4, Historic Preservation Policy 5, Actions 4.5.1, 4.5.2, 4.5.3.
	Future Development 2 (Promote Adaptive Reuse)	Form-based Code in Chapter 3. (See also Land Use Policy 5, Historic Preservation Policy 1 and Action 4.8.1.)
	Future Development 3 (Require Removal of Additions)	Not addressed in LAMUSP.
	Future Development 4 (Building Orientation)	Form-based Code in Chapter 3
	Future Development 5 (Development Plans)	Form-based Code in Chapter 3
	Future Development 6 (Distinct Identity)	Form-based Code in Chapter 3. (See also Land Use Policy and Actions 1.5.1 to 1.5.4.)
	Building Design 1 (Form and Massing)	Form-based Code in Chapter 3. (See also Goal 1, Policy 1, and Actions 1.1.1, 1.1.2, 1.1.6.)
	Building Design 2 (Roofing)	Form-based Code in Chapter 3
	Building Design 3 (Building Materials)	Architectural Standards in LAMUSP
	Building Design 4 (Ornamentation)	Architectural Standards in LAMUSP
	Building Design 5 (Windows and Doors)	Architectural Standards in LAMUSP. (See also Action 4.4.3)
	Building Design 6 (Roofing Materials)	Architectural Standards in LAMUSP.
	Building Design 7 (Existing Opening)	Architectural Standards in LAMUSP. (Also, Historic structures need to follow the Secretary of the Interior Standards.)
	Building Design 8 (Docks and Loading Areas)	Action 1.5.1.
	Building Design 9 (Signage)	Action 1.1.11 (See also Actions 1.1.5 and 4.3.3.)
	Building Design 10 (Building Address)	Action 1.1.11
	Site and Landscape Treatment 1 (Parking and Loading)	Action 1.5.1.
	Site and Landscape Treatment 2 (Parking Location)	Actions 1.6.5, 3.1.8, 3.1.9, 3.5.2.
	Site and Landscape Treatment 3 (Landscaping)	N/A – Discusses PD Zone.
	Site and Landscape Treatment 4 (Public Lighting)	Action 4.3.3.
	Site and Landscape Treatment 5 (Security Fencing)	Architectural Standards in Chapter 3 (See also Actions 4.3.2 on fences and walls and Action 4.4.2 on site improvements.)
	Site and Landscape Treatment 6 (Guard Rails)	Actions 4.2.2 and 4.4.2.

Appendix C: Implementation Table

Goals, Policies, and Actions: Land Use

GOAL 1: LAND USE - Policy 1

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
1.1.1	Enforce standards for infill projects that conform built structures and surrounding open space design with the historic character of the larger Arsenal Historic District through form based code.	Community Development	Development Fees, General Fund	Ongoing
1.1.2	Enforce detailed placement criteria for buildings and structures adjacent to historic structures to provide an appropriate design orientation and buffer zone between historic buildings and new development.	Community Development	Development Fees, General Fund	Ongoing
1.1.3	Develop a visual gateway to the Arsenal Historic District with a set of prominent architectural features, including possible monuments, public art, entry signage, high-quality landscaping, and other appropriate gateway design components, and reflective of its military heritage.	Community Development, Public Works	Development Fees, General Fund, Dedicated Tax Support (See Goal 5, Policy 5)	18-36 months
1.1.4	At the entrance to the Arsenal Historic District on Military East Street, introduce large street trees distinct from others with a consistent species and spacing to continue from Military East Road to the upper ridge along Adams Street through Park Road to Jefferson Street, terminating at its easternmost point.	Public Works	General Fund, Assessment District	18-36 months
1.1.5	Limit signage illumination and night lighting of facades for historic buildings along Jefferson Ridge (light public buildings only while in use) and allow limited up-lighting of mature trees to add drama and highlight the ridge's presence on the horizon.	Community Development	Development Fees, General Fund	Ongoing
1.1.6	Ensure that the Arsenal Historic District planning and development takes into consideration PRC § 21084.1, the state law provision (CEQA) that provides, "any project that may cause a substantial adverse change in the significance of an historical resource is a project that may have significant effect upon the environment."	Community Development	Development Fees, General Fund	Ongoing
1.1.7	Encourage developers to incorporate acoustical site planning into their projects. Recommended measures include: • Buffers and/or landscaped earth berms; • Orienting windows and outdoor living areas away from unacceptable noise exposure; and • Incorporating state-of-the-art structural sound technology.	Community Development	Development Fees, General Fund	Ongoing
1.1.8	Establish a green building program and provide incentives to encourage construction of more environmentally-friendly buildings. Such incentives could include more flexible development standards, density bonuses, grants, permit expediting, and fee waivers.	Community Development	General Fund	18-36 months
1.1.9	Establish design requirements that require adequate buffers to mitigate potentially incompatible activities.	Community Development	General Fund	0-18 months
1.1.10	Require new development to notify future owners, record a deed restriction, and include in any required Covenants, Conditions, and Restrictions that the LAMUSP area is a heavy industrial and manufacturing area with uses such as the nearby waste water treatment plant and port related uses that operate 24 hours a day and that are dependent on tides and the Strait.	Community Development	General Fund	0-18 months
1.1.11	Update the City's Sign Ordinance or develop a new sign ordinance for the Arsenal Historic District that reflects the historic character of the Arsenal and that is appropriate for the eclectic mix of businesses.	Community Development	General Fund	0-18 months

GOAL 1: LAND USE - Policy 2

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
1.2.1	Preserve the historic context of the Jefferson Ridge/Officer's Row and its image as a former residential officers' enclave, particularly the embankment north of Adams Street and the promontory land form of the Clocktower site.	Community Development	General Fund	Ongoing (through implementation of the LAMUSP)
1.2.2	Consider the option of purchasing private property or historic conservation easements or transferring development rights within the Jefferson Ridge/ Officer's Row planning area to consolidate the design, function, and accessibility of the Arsenal Historic District.	City Manager, Economic Development, Finance, Community Development	Private Grants and Loans, General Fund, Development Fees	18-36 months (to study options)
1.2.3	Incorporate plans for the Clocktower Building into plans for the Jefferson Ridge, even though outside the Specific Plan area, because of its complementary relationship to historic structures in the Jefferson Ridge/Officer's Row setting.	Community Development	Development Fees, General Fund	Ongoing (through implementation of the LAMUSP)
1.2.4	Restore the architecture of the Clocktower Building to enhance the historic setting of the Commanding Officer's Quarters, recognizing their interrelated functions. Restoration should occur in the first phase of development of the Jefferson Ridge, but lack of public funding for a complete restoration should not delay development.	Community Development	Private Business Ventura, Federal Historic Tax Credits, General Fund, Private Grants and Loans, CDBG	5+ years
1.2.5	Restore the Commandant's Quarters to active uses compatible with its preservation as an historic structure. Restoration should occur in the first phase of development of the Jefferson Ridge, but lack of public funding for a complete restoration should not delay development.	Community Development	Private Business Ventura, Federal Historic Tax Credits, General Fund, Private Grants and Loans, CDBG	5+ years
1.2.6	Consider the Clocktower Green as a central component to a potential destination campus or other institutional use that can benefit from a series of high quality, interconnected indoor and outdoor spaces suitable for conferences, entertainment, and hospitality-related functions.	Community Development	Development Fees, General Fund, Assessment District	To be decided (through implementation of the LAMUSP)
1.2.7	Consider defining the northern edge of the Officer's Square by the addition of an architecturally distinguished building, located to screen the square from the sights and sounds of Interstates 680 and 780 and to provide additional building space for the potential destination campus.	Community Development	Development Fees, General Fund	To be decided (through implementation of the LAMUSP)
1.2.8	Across Jefferson Street to the south of the Officer's Square, consider two additional new buildings with a publicly accessible viewing terrace to overlook the heritage cork oaks and building of the Lower Arsenal. The strong central axis of this composition should establish a new sight line between the Guard House and a new building along the northern edge of the Square. (Option 2)	Community Development	Development Fees, General Fund	To be decided (through implementation of the LAMUSP)

GOAL 1 LAND USE - Policy 3

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
1.3.1	Develop Adams Street as a one-sided street that is industrial in character and that can continue to support a mix of industrial, artist live/work and work/live, commercial, and compatible uses to effectively showcase the area's signature historic buildings.	Community Development	Development Fees, General Fund	Ongoing (through implementation of the LAMUSP)
1.3.2	Create development standards that will conform new built structures with the architectural and landscaping requirements of the Secretary of Interior Standards.	Community Development	General Fund	Implemented through adoption of the LAMUSP
1.3.3	Mitigate potentially conflicting land uses within the Adams Street Mixed Use Zone through regulation and creation of internal courtyards within new buildings, designed to internalize light industrial activities that are potentially disruptive, noisy, or visually intrusive to surrounding uses.	Community Development	Development Fees, General Fund	Ongoing
1.3.4	Require courtyards within buildings along Adams Street to have a north-south orientation to perpetuate view corridors between Jefferson Ridge and the Lower Arsenal.	Community Development	Development Fees, General Fund	Ongoing
1.3.5	Minimize industrial impacts, such as noise and visual clutter associated with light industry, by internalizing uses within "safe haven" courtyards to minimize conflicting uses with planned artist spaces, office, or residential uses.	Community Development	Development Fees, General Fund	Ongoing

GOAL 1 LAND USE - Policy 4

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
1.4.1	Design an appropriate and enhanced setting along Grant Street for the showcasing of historic buildings, including the Bachelor Officers' Quarters, and Command Post.	Community Development	General Fund	Implemented through adoption of the LAMUSP
1.4.2	Promote a mixed-use environment that continues the diverse combination of office, retail, light industrial, live/work and work/live, artisan, and residential uses in the Grant Street area.	Community Development	Development Fees, General Fund	Ongoing (through development review)
1.4.3	Review form and massing along Grant Street to create a uniform building fabric that promotes visual and physical connections between the Jefferson Ridge and the Lower Arsenal.	Community Development	Development Fees, General Fund	Ongoing (through development review)
1.4.4	Improve Grant Street in a way that minimizes potential conflicts with neighboring industrial uses. Consider artist live/work space at the western street terminus.	Community Development	General Fund, Private Grants and Loans	Implemented through adoption of the LAMUSP
1.4.5	Develop an urban node directly east of the Polk Street underpass consisting of two and three-story buildings that will provide ground floor commercial and artist live/work space. Conform built structures to the character of the surrounding historic district.	Community Development	Development Fees, General Fund	Initiated through adoption of the LAMUSP
1.4.6	Develop new frontage along the eastern edge of the Bachelor Officers' Quarters to encourage its renovation. Provide for the creating of a high-quality urban plaza between the Quarters and the planned urban node at the Polk Street underpass.	Community Development, Parks & Community Services	Development Fees, General Fund, Assessment District, Private Grants and Loans	3-5 years
1.4.7	Renovate the grounds surrounding the Command Post as an appropriate visual termination for the neighborhood.	Parks & Community Services	Development Fees, General Fund, Assessment District, Private Grants and Loans	3-5 years
1.4.8	Expand the Command Post parcel eastward via a possible Grant Street extension that can connect to Jackson and Tyler Streets outside of existing Port property, creating a new access point for the Lower Arsenal.	Community Development and Public Works	General Fund, CDBG, Private Grants and Loans, Infrastructure Financing District, California Heritage Fund Grant	3-5 years

GOAL 1 LAND USE - Policy 5

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
1.5.1	Retain the industrial-style buildings that facilitate loading and unloading of materials, with simple utilitarian forms, maximum flexibility and large, single-span open spaces.	Community Development	Development Fees, General Fund	Ongoing
1.5.2	At the western end of the Area, consider redevelopment of the current storage facility into smaller land use units to form an interconnected network of streets and blocks, and as a potential site to extend artist live/work units through a series of simpler buildings.	Community Development and Public Works	Development Fees, General Fund, CDBG, Private Grants and Loans	5+ years
1.5.3	Allow artist live/work units where it can be demonstrated that adequate buffers exist, including noise buffers, and that the presence of residents will not significantly constrain industrial operations, including the flow of goods and materials.	Community Development	Development Fees, General Fund	Ongoing
1.5.4	Except for historic structures that have already been identified, all other buildings should be evaluated for historic significance. Consideration should be given to restoration throughout the elimination of additions or non-contributing structures.	Community Development	General Fund	18-36 months

GOAL 1: LAND USE - Policy 6

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
1.6.1	Require a consistent planting palette for setback areas and street trees, and require new development to install planting, which conforms to existing historic plant ornamentation.	Public Works, Community Development	General Fund, Development Fees, Assessment Districts	Ongoing
1.6.2	Maintain specimen trees, mature trees and ornamental landscaping, including lawn, shrubs, street trees, large oak and eucalyptus, and other appropriate plantings that surround key historic structures and act as canopies or boundary edges to historic landscapes.	Public Works, Community Development	Development Fees, General Fund	Ongoing
1.6.3	Permit removal of large trees only if a property is unduly constrained from development by their retention, and they are replaced at higher ration elsewhere on site.	Community Development	Development Fees, General Fund	Ongoing
1.6.4	Establish a formal program to recognize the heritage trees. Develop special permit requirements for removal or alteration.	Community Development	General Fund	18-36 months
1.6.5	Require landscaped setbacks from the street for buildings where appropriate to maintain the historical setting. Parking and loading areas should be designed to minimize visual intrusion.	Public Works, Community Development	Development Fees, General Fund	Ongoing

Goals, Policies, and Actions: Economic Development**GOAL 2: ECONOMIC DEVELOPMENT - Policy 1**

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
2.1.1	Monitor land use and development trends to ensure an adequate supply of land that offers diverse uses and development intensities and fits the criteria for planned economic development activities.	Economic Development, Community Development	General Fund	0-18 months (for program initiation)
2.1.2	Encourage a mix of large and small businesses to support a strong and diverse economic base.	Economic Development, Community Development	General Fund	Ongoing
2.1.3	Encourage private-sector retail and business support services.	Economic Development	General Fund	Ongoing

GOAL 2: ECONOMIC DEVELOPMENT - Policy 2

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
2.2.1	Maintain a Business Visitation Program for the Arsenal District to ensure that mutual goals between the City and business leaders remain compatible.	Economic Development	Coordination with the Chamber of Commerce	0-18 months (for program initiation)
2.2.2	Encourage full cooperation between public and private sectors in formulation of economic development plans and programs.	Economic Development	Coordination with the Chamber of Commerce	Ongoing
2.2.3	Develop a marketing plan to produce tourism and visitor guides, artisan space brochures, and a historic profile for publication in selected regional magazines and publications.	Economic Development	General Fund	18-36 months (for program initiation)

GOAL 2: ECONOMIC DEVELOPMENT - Policy 3

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
2.3.1	Coordinate a business attraction program to assist new businesses with site identification, incentive programs, permit assistance, and other relocation factors.	Economic Development	Federal Certified Local Government Program, General Fund	0-18 months
2.3.2	Prioritize development entitlements for those projects that conform to identified criteria, such as providing significant capital investment, creating new jobs or public revenue, or promoting key development policies.	Community Development	Development Fees, General Fund	Ongoing
2.3.3	Develop a range of strategic business incentives for use with serious investors in the final stages of negotiation. Establish criteria for return on investment and other accountability mechanisms under contractual performance agreements.	Economic Development	General Fund	18-36 months
2.3.4	Maintain public capital facilities infrastructure, taxation, and regulatory incentives that will foresee new business development.	Economic Development, Finance, and Public Works	General Fund	Ongoing
2.3.5	Establish an inventory of ready-to-go non-residential sites, complete with zoning, infrastructure, and environmental clearances for heritage tourism and artist living and working space.	Community Development, Economic Development	General Fund	18-36 months (for program initiation)

Goals, Policies, and Actions: Circulation

GOAL 3 CIRCULATION - Policy 1

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
3.1.1	Provide fully-connected and interesting streets, pedestrian paths, and bicycle paths to all key destination points in the Plan Area.	Public Works, Community Development	Gas Tax Revenues, Development Fees, General Fund, Infrastructure Financing District	Ongoing
3.1.2	Make pedestrian and bicycle circulation and safety improvements a high priority for transportation funding, utilizing locally generated revenues and State and Federal grants.	Public Works, Community Development	General Fund, Development Fees, State and Federal grants	0-18 months
3.1.3	Where appropriate, keep internal circulation routes narrow and spatially defined by the surrounding buildings, trees, and amenities, to discourage high-speed traffic and to blend with the aesthetics of the area.	Public Works, Community Development	Gas Tax Revenues, Development Fees, General Fund	Ongoing
3.1.4	If possible, require connections to the existing and proposed Bay Trail.	Public Works, Community Development	General Fund, Development Fees, Private Grants and Loans	0-18 months
3.1.5	Establish improved bus service to the Arsenal Historic District to and from Downtown. Consider more frequent all-day and special event shuttles between downtown and the Arsenal.	Public Works, Community Development	General Fund	18-36 months
3.1.6	If possible, require negotiation of public access easements on pedestrian stairways that are integral to pathways between historic sites and activity centers	Community Development	Development Fees, General Fund	Ongoing
3.1.7	As funding allows, prepare streetscape improvement plans for selected areas, such as Jefferson, Adams, and Grant Streets.	Public Works, Community Development	General Fund	18-36 months
3.1.8	Encourage joint development of properties adjacent to historic structures, with coordinated parking, circulation and access where feasible.	Community Development, Public Works	Development Fees, General Fund	Ongoing
3.1.9	Provide pedestrian connections between adjacent parking areas and discourage the use of fences to separate them.	Community Development, Public Works	Development Fees, General Fund	Ongoing
3.1.10	Accommodate bicycle lanes in both directions on Military East Street by narrowing travel lanes and reducing on-street parking to one side of the street. Locate street trees outside of the planned right-of-way to accommodate bicycle lanes.	Public Works	General Fund, Development Fees	3-5 years
3.1.11	Update the traffic impact fee program to include the circulation improvements and incorporate the traffic calming stipulated in this Plan that are not in the current fee program	Public Works, Finance	General Fund	18-36 months
3.1.12	Update the park fees to include the open space improvements in this Plan that are not in the current fee program.	Parks & Community Services, Finance	General Fund	18-38 months

GOAL 3 CIRCULATION - Policy 2

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
3.2.1	Restore the historic character of Jefferson Street with high hedges along the sidewalk on the north side of the street and on-street on the south side.	Public Works, Community Development	General Fund, Development Fees, Assessment Districts	3-5 years
3.2.2	Consider sidewalk easements on both sides of the street.	Public Works, Community Development	Development Fees, General Fund	Ongoing
3.2.3	Continue the pedestrian sidewalk on the north side of Jefferson Street where missing and secure public access easements over private street segments.	Public Works, Community Development	Development Fees, General Fund	Ongoing (through development review)
3.2.4	Maintain the current linear alignment of the sidewalk and trees on Jefferson Ridge and provide a planting strip between the curb and sidewalk.	Public Works	General Fund, Development Fees, Assessment Districts	3-5 years
3.2.5	Consider a pedestrian/bicycle path along Jefferson Street, connecting the Officer's Duplex and Lieutenant's Quarters with the Commandant's Residence and Clocktower Building.	Public Works	Development Fees, General Fund	3-5 years
3.2.6	Define Cork Oak Ridge Park by a new east-west pedestrian path designed to terminate at the Officer's duplex to the west.	Public Works, Parks & Community Services	Development Fees, General Fund	5+ years
3.2.7	For sites south of Jefferson Street, permit vehicular access from Jefferson, not Adams Street, to minimize cuts and grading operations.	Public Works	Development Fees, General Fund	Ongoing (through development review)
3.2.8	Reconfigure existing parking in front of the Clocktower to incorporate and relocate additional parking along the ridge between Jefferson and Washington Streets.	Public Works, Community Development	Development Fees, General Fund	3-5 years
3.2.9	Continue the large street trees that begin at Military East Street east on Park Road to lead visitors to the Jefferson Ridge.	Public Works	General Fund, Development Fees, Assessment Districts	18-36 months
3.2.10	Design Park Road with the Bay Trail and with travel lanes to accommodate truck and bicycle lanes in both directions to facilitate its development as a primary access route.	Public Works	General Fund, CDBG, Private Grants and Loans	18-36 months

GOAL 3: CIRCULATION - Policy 3

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
3.3.1	Provide adequate circulation for the flow of goods and materials from industrial operations, keeping appropriate buffers to mitigate impacts on live/work spaces and pedestrian activity.	Public Works	Development Fees, General Fund	Ongoing
3.3.2	Design Adams Street with a more industrial character than the streets, located at the top of the Jefferson Ridge, but as a more formal street than the "Railroad" Streets in the lower portion of the site.	Public Works	Development Fees, General Fund	Implemented through adoption of the LAMUSP
3.3.3	Reconfigure Adams Street to allow for two travel lanes that will accommodate trucks and on-street parking on one side.	Public Works	Development Fees, General Fund	18-36 months
3.3.4	Instead of street trees, place streetlights at regular intervals at the curbside of the sidewalk. The sidewalk on the south side of the street should be larger than the north side to accommodate the streetlights.	Public Works	Development Fees, General Fund, Assessment District	3-5 years
3.3.5	Consider an easement within the lots on the north side of Adams Street for a retaining wall with an elevated pedestrian walkway at a higher grade.	Community Development	Development Fees, General Fund	5+ years
3.3.6	Continue the large canopied street from Military East along Adams Street to Park Road.	Public Works	Development Fees, General Fund, Assessment District	18-36 months

GOAL 3: CIRCULATION - Policy 4

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
3.4.1	Consider a roundabout at the intersection of Military East, Adams, and Grant Streets to mark the entry point, improve traffic circulation, and enhance visual orientation to the Arsenal Historic District.	Public Works	Gas Tax Revenue, Development Fees, General Fund	5+ years
3.4.2	Improve Grant Street with a more urban character than the streets located at the top of the Jefferson Ridge and a more formal character than the "Railroad" Streets in the lower portion of the site.	Public Works	Gas Tax Revenue, Development Fees, General Fund, Assessment District	18-36 months
3.4.3	Reconfigure Grant Street to allow for two travel lanes with on street parking on one side. Instead of street trees, streetlights should be placed at a regular intervals along the street. The streetlights should be located at the curbside of the sidewalk on both sides of the street.	Public Works	Gas Tax Revenue, Development Fees, General Fund, Assessment District	3-5 years
3.4.4	Design Grant Street to provide direct access to Polk Street and its underpass into the industrial area.	Public Works	Gas Tax Revenue, Development Fees, General Fund	5+ years
3.4.5	Provide clear directional signs that clarify travel routes to improve access in the Lower Arsenal.	Public Works, Community Development	General Fund	0-18 months
3.4.6	Consider installing four-way stop signs at the intersection of Grant and Polk Streets and Park Road South to allow motorists sufficient time to read directional signs.	Public Works	General Fund	0-18 months

GOAL 3: CIRCULATION - Policy 5

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
3.5.1	Maintain the narrow right-of-way and shared pedestrian/auto use of the existing "Railroad" Streets, such as Jackson and Tyler Streets.	Public Works	Development Fees, General Fund	Ongoing
3.5.2	Encourage greater flexibility in street usage, anticipating a low level of traffic, by allowing for informal traffic lanes and parking areas.	Public Works	Development Fees, General Fund	Ongoing
3.5.3	Negotiate with Amports for available land to extend Jackson Street west to allow a possible connection to "K" Street and the downtown area.	City Manager, Public Works, Community Development	General Fund	18-36 months (for program initiation)
3.5.4	Consider connecting the open spaces between the J.R. Schneider property and the Blacksmith's Shop with a pedestrian bridge to span Jackson Street. The bridge design would create a visual terminus at the western end of Jackson Street toward the Blacksmith Shop.	Public Works	Development Fees, General Fund, Private Grants and Loans	5+ years

Goals, Policies, and Actions: Historic Preservation

GOAL 4: HISTORIC PRESERVATION - Policy 1

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
4.1.1	Maintain the National Register of Historic Places listing for the Benicia Military Arsenal Historic District.	Community Development	General Fund	Ongoing
4.1.2	Ensure that specific rehabilitation projects follow the Secretary of Interior's Standards.	Community Development	Development Fees, General Fund	Ongoing

GOAL 4: HISTORIC PRESERVATION - Policy 2

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
4.2.1	Protect historic context which includes open space, landscape features, and urban design elements surrounding historic structures that contribute to the National Registry of Historic Places designation.	Community Development	Development Fees, General Fund	Ongoing
4.2.2	Maintain the character of existing site improvements and support infrastructure, such as retaining walls, timber guardrails, and street features that are appropriate to the scale and design of nearby buildings.	Community Development	Development Fees, General Fund	Ongoing
4.2.3	Maintain the design integrity and distinguishing features of historic buildings. Retain the traditional façade elements, proportions, original materials and colors, and architectural details that give historic buildings their special character, and use appropriate replacements where necessary.	Community Development	California Heritage Fund Grant, Private Grants and Funds, Federal Historic Tax Credits	Ongoing

GOAL 4 HISTORIC PRESERVATION - Policy 3

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
4.3.1	Require the use of scaled and limited night-lighting to supplement street lighting and to highlight and complement the historic and architectural features of historic structures.	Community Development	Development Fees, General Fund	Ongoing
4.3.2	Avoid the use of fences or walls and other supplemental designed structures, incorporating traditional designs and applications that conform to the historic character of the area and do not obstruct or obscure historical elements.	Community Development	Development Fees, General Fund	Ongoing
4.3.3	Require sign types, lighting, and designs compatible with the historical features of buildings and that enhance the character of the district as a whole, including illumination standards that mitigate visual disturbance.	Community Development	Development Fees, General Fund	Ongoing

I HISTORIC PRESERVATION - Policy 4

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
4.4.1	Discourage designs in new structures that call undue attention to themselves in favor of those that reflect architectural qualities that tie the buildings of the district together.	Community Development	Development Fees, General Fund	Ongoing
4.4.2	Encourage site improvements that are consistent with the historic character of surrounding structures and will serve to unify the area into a visually more cohesive district.	Community Development	Development Fees, General Fund	Ongoing
4.4.3	Ensure that all new development is compatible in scale, character, and materials with the historical resources of the Plan Area.	Community Development	Development Fees, General Fund	Ongoing
4.4.4	Create compatibility in street design, public improvements, and utility infrastructure with the built environment of the Arsenal Historic District.	Public Works, Community Development	Development Fees, General Fund	Ongoing
4.4.5	Provide design review for industrial equipment installations, operating mechanical equipment, pipelines, tanks, and other industrial infrastructure that are visually prominent to ensure that the visual and operating components do not compromise the National Register of Historic Places designation. Encourage and require vaults where feasible.	Community Development and Public Works	Development Fees, General Fund	Ongoing

GOAL 4 HISTORIC PRESERVATION - Policy 5

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
4.5.1	Minimize new development within view corridors, where possible, and review under strict design requirements to ensure that structures and improvements are built of a scale and design that do not dominate, overpower, or interfere with views of landmarks.	Community Development	Development Fees, General Fund	Ongoing
4.5.2	Consider visual impact studies, such as computer simulation, photo montage, on-site story poles, or front, side, and rear streetscape frontage perspectives, to document the impacts of proposed development or alteration of existing structures on views or view corridors.	Community Development	Development Fees, General Fund	Ongoing
4.5.3	Maintain strong visual connections to the waterfront from inland points within the Arsenal to maintain connections to the Arsenal's waterfront history, and to compensate for lack of public access to the waterfront and port activities.	Community Development	Development Fees, General Fund	Ongoing

GOAL 4 HISTORIC PRESERVATION - Policy 6

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
4.6.1	Apply the California State Historical Building Code to maintain the historical integrity of the specific plan area.	Community Development	Development Fees, General Fund	Ongoing
4.6.2	Prior to the issuance of a demolition permit for any structure determined by city staff to have potential historic significance, update the designation of historic and cultural resources eligible for listing in local, state and national registers based upon the 50-year age guideline through the maintenance of an online database.	Community Development	General Fund	18-36 months
4.6.3	Require the services of an archaeologist to conduct archival and field studies on sites with potential archaeological resources on a project specific basis.	Community Development	Development Fees	Ongoing
4.6.4	Where cultural resources are encountered during grading, require developers to avoid altering the materials and their context until a qualified cultural resource expert has evaluated the situation and recorded identified cultural resources.	Community Development	Development Fees	Ongoing

GOAL 4 HISTORIC PRESERVATION - Policy 7

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
4.7.1	Promote the education and understanding of the City's cultural resources, criteria for historic designation, historic design review processes, building permit requirements, and methods for rehabilitating and preserving historic buildings, sites, and landscapes.	Parks & Community Services, Community Development	General Fund	18-36 months
4.7.2	Prepare and distribute educational guides and walking tour brochures of places of historical, architectural or cultural interest to increase public awareness of the resources in the Arsenal Historic District.	Parks & Community Services, Community Development	General Fund	18-36 months

GOAL 4 HISTORIC PRESERVATION - Policy 8

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
4.8.1	Provide financial incentives to preserve, maintain, and promote appropriate adaptive reuse of historic buildings, especially those recognized as being of landmark quality.	Economic Development	General Fund	18-36 months
4.8.2	Consider funding for staffing and maintenance of historic preservation program in compliance with the California State Office of Historic Preservation's Certified Local Government program.	City Manager, Human Resources	General Fund	18-36 months

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

GOAL 5: CULTURE, ARTS AND HERITAGE TOURISM - Policy 1

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
5.1.1	<p>Establish a Heritage Tourism Task Force to explore strategies and partnerships to establish and market the planned destination campus as a key economic development component of the Arsenal Historic District. Pursue program initiatives, such as:</p> <ul style="list-style-type: none"> • Contacting cultural and heritage specialists to develop model initiatives for development of a destination campus; • Cultivating working relationships with artists, performers, writers, and other creative workers with the skills and vision to enable quality program delivery for the heritage program; • Notifying tour operators, state travel offices, convention and visitor bureaus, air carriers, hotels, and other support industries to advertise the Heritage Program; • Creating tour itineraries, regional circuits, and thematic packages of heritage activities for program information and development; • Collaboration with business and art leaders to create recommendations on program development, design, spatial needs, infrastructure requirements, marketing, and funding of the planned destination campus. 	City Manager, Economic Development	General Fund, Private Grants and Loans, Federal Certified Local Government Program	0-18 months
5.1.2	Work with the Heritage Tourism Task Force, to create a historic entertainment district for the destination campus and establish district boundaries within which all property owners are willing participants.	City Manager, Economic Development, Community Development	General Fund	18-36 months
5.1.3	Work with the Heritage Tourism Task Force, to issue Requests for Qualifications to potential land developers and managers of similar heritage tourism programs throughout the United States.	City Manager, Economic Development, Community Development	General Fund	18-36 months

GOAL 5: CULTURE, ARTS AND HERITAGE TOURISM - Policy 2

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
5.2.1	Encourage the development of specialized businesses that support Heritage Tourism, such as guided tours, art cooperatives, galleries, small bed and breakfasts, museum shops, restaurants, and other small area economic services that create quality services and sense of place	Economic Development	General Fund	0-18 months
5.2.2	Increase public and private sector investment in Heritage Tourism for the destination campus through adopting sound business practices, increasing advocacy of the economic and social benefits, and creating public/private partnerships with business leaders.	Economic Development	General Fund	18-36 months

GOAL 5: CULTURE, ARTS AND HERITAGE TOURISM - Policy 3

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
5.3.1	Requisition the production of narrative stories and literature necessary to promote, brand, and market the Arsenal Historic District as a heritage destination point.	Economic Development	General Fund	18-36 months
5.3.2	Establish the authenticity of the District's heritage through special programming, exhibits, events, music, cuisine, craft, interpreters, and other artistic traditions that distinguish the historic periods of its military and cultural development.	Parks & Community Services, Economic Development	General Fund, Private Grants and Loans	0-18 months

GOAL 5 CULTURE, ARTS AND HERITAGE TOURISM - Policy 4

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
5.4.1	Establish a Culture and Arts Commission to provide leadership in the arts community and artisan district, and advise the City Council regarding all matters relating to the arts and culture of the Plan Area. The Commission may: <ul style="list-style-type: none"> • Act as a clearinghouse for all matters relating to arts and culture; • Establish cooperative partnerships with private, public and educational agencies to promote and advocate for the arts; • Support development of the artist live/work space concept and create special places for working artists to live and interact within the public venue; • Maintain contact with prominent non-profit entities who specialize in information on artist live/work environments, such as Artist Link (www.artistlink.org), the Live-Work Institute (www.live-work.com), and ArtSpace USA (www.artspaceusa.org); • Promote information exchanges with artists, businesses, schools, and community; • Work with community leaders to develop mutual opportunities for art awareness, marketing, tourism, art education, and social benefits; • Consult with artists and business leaders for recommendations that address design and spatial requirements for institutions, galleries, performance spaces, theatres, and other art venues that contribute to the culture and arts program; and • Integrate the creative thinking of artists into the planning and development of capital improvement projects. 	City Manager, Parks & Community Services	General Fund, Private Grants and Loans	0-18 months
5.4.2	Conduct an inventory of existing arts facilities to determine what specific needs are not being fulfilled. Where appropriate, permit the change of use to arts and crafts from manufacturing and warehousing.	Parks & Community Services, Community Development	General Fund	0-18 months
5.4.3	Encourage artisan studios, gallery spaces, production workshops, dance performance facilities, literary arts venues and collaboration sites for all the arts.	Community Development, Parks & Community Services	General Fund	Ongoing
5.4.4	Develop wayfinding, signage and other information delivery systems, such as kiosks, at key locations to promote awareness of cultural offerings.	Public Works, Parks & Community Services	General Fund	0-18 months
5.4.5	Strengthen the presence of art in public and private spaces, including parks, plazas, public meetings places, gateways, and streetscaped avenues.	Parks & Community Services, Community Development, and Public Works	Development Fees, General Fund, Dedicated Tax Support (See Goal 5, Policy 2)	18-36 months
5.4.6	Create a centralized and publicly accessible Arts Resource Center for distribution of program information and event schedules.	Parks & Community Services	General Fund, Private Grants and Loans	18-36 months
5.4.7	Establish a central bulletin and/or registry of individual artists and arts organizations for public access through a Benicia Arts Website.	Parks & Community Services	Private Grants and Loans	18-36 months

GOAL 5 CULTURE, ARTS AND HERITAGE TOURISM - Policy 5

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
5.5.1	Pursue funding to implement a diverse range of cultural activities, including arts programs, establishment of performing arts venues, cultural infrastructure, and heritage programs.	City Manager, Finance, Parks & Community Services	General Fund	0-18 months
5.5.2	Explore dedicated tax support for the arts - such as a percent for art allocation from the Transient Occupancy Tax (TOT), special taxes on cable company fees, video rentals, theater/concert tickets, business licenses, or other fees and transactions.	City Manager, Finance, Parks & Community Services	General Fund	0-18 months
5.5.3	Research and implement a Percent-to-Art Program applicable to major private construction projects.	City Manager, Finance, Parks & Community Services	General Fund	18-36 months
5.5.4	Increase City General Fund support for historic preservation and the arts. Integrate art and historic preservation with capital improvement projects, both public and private.	City Manager, Finance, Parks & Community Services	General Fund	0-18 months
5.5.5	Research and establish a Fund for the Arts to establish a financial base for the arts and to seek both public and private funding sources for arts and culture activities.	Finance, Parks & Community Services	General Fund	18-36 months
5.5.6	Explore a variety of granting possibilities from Federal and State Agencies, such as: <ul style="list-style-type: none"> • National Endowment for the Arts; • Americans for the Arts Council; • National Endowment for the Humanities; • California Arts Council; • State Department of Education; • Intermodal Surface Transportation Enhancement Act; • Federal Economic Development Administration; • Federal Community Development Block Grants; and • State Department of Community Development 	Parks & Community Services	General Fund	0-18 months

Goals, Policies, and Actions: Infrastructure

GOAL 6: INFRASTRUCTURE - Policy 1

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
6.1.1	Coordinate development approval with the Capital Improvement Plan to ensure that adequate municipal facilities and services are available to serve incoming development.	Community Development, Public Works, Finance	General Fund	Ongoing
6.1.2	Where existing facilities are inadequate, approve new development only when the developer can demonstrate that all necessary public facilities will be adequately financed and installed prior to project occupancy, or the facility improvements are consistent with applicable facility plans approved by the City.	Community Development, Public Works	Development Fees	Ongoing
6.1.3	Require development to pay its full share of the cost of on- and off-site public infrastructure and services generated by new demand.	Community Development, Public Works	Development Fees	Ongoing
6.1.4	Conduct a Capital Improvement Deficiency Study to identify deficiencies and infrastructure impediments to fully develop industrial and commercial areas. Establish priorities to correct deficiencies.	Public Works	General Fund	18-36 months
6.1.5	Meet with business owners in the plan area to develop funding mechanisms for long-range infrastructure needs, including assessment district financing, potential Development Fee Deferral programs, and other funding mechanisms.	Economic Development, Finance, Public Works	General Fund	0-18 months

GOAL 6: INFRASTRUCTURE - Policy 2

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
6.2.1	Provide for the efficient use of water through the use of natural drainage, drought tolerant landscaping, and recycling, with exception for plant and ornamental species that are perpetuated for historical purposes.	Public Works	Development Fees	Ongoing
6.2.2	Approve new development only when a dependable, safe and adequate water supply can be assured by the City.	Public Works	Development Fees	Ongoing
6.2.3	Ensure the availability of adequate wastewater treatment capacity prior to the approval of new development.	Public Works	Development Fees	Ongoing
6.2.4	Regulate drainage from new development so that post-development site peak flow rates are no greater than pre-development levels.	Public Works	Development Fees	Ongoing
6.2.5	Promote stormwater management strategies that maximize storage and absorption in compliance with the City's Stormwater Management Plan.	Public Works	Development Fees	Ongoing
6.2.6	Promote the use of recycling programs for residential, commercial and industrial development in order to meet the mandated objectives set forth in the California Integrated Waste Management Act.	Public Works, Community Development	Development Fees	Ongoing
6.2.7	Require commercial, retail, and industrial development to consolidate trash and recycling in City-approved receptacles and enclosures, and not within pedestrian access or public ways.	Community Development	Development Fees	Ongoing
6.2.8	Require a soil and/or groundwater analysis prior to new development in areas where there has been prior hazardous materials use or storage, including unexploded ordnance and explosive waste. Monitor and identify potential areas of concern.	Community Development	Development Fees	Ongoing
6.2.9	Test and remediate sites known or suspected to have unexploded ordnance or a toxic history before development can occur.	Community Development	Development Fees	Ongoing
6.2.10	Work with State and federal agencies to require that any unauthorized hazardous substances be removed.	Community Development	Development Fees	Ongoing

Goals, Policies, and Actions: Parks and Open Space

GOAL 7: PARKS AND OPEN SPACE - Policy 1

Number	Action	Lead Entity(ies)	Potential Funding	Time Frame
7.1.1	Create a network of open spaces to avoid fragmentation to provide a suitable aesthetic environment and desirable backdrop for heritage tourism and the historic district structures and landscapes.	Parks and Community Services, Community Development	Development Fees, General Fund, Private Grants and Loans	Implemented through adoption of the LAMUSP
7.1.2	Design parks to provide passive, rather than active, recreational opportunities, in keeping with the historic significance of the area.	Parks and Community Services	Development Fees, General Fund	Ongoing
7.1.3	Reserve a number of prominent open spaces for public accessibility as part of a planned destination campus.	Community Development	Development Fees, General Fund, Private Grants and Loans	Implemented through adoption of the LAMUSP
7.1.4	Maintain the Cork Oak Ridge Park as a setting for the historic cork oaks that were planted along the Jefferson ridge. Preserve the expansive lawn area with picturesque trails to provide pedestrian access under the cork oak canopy replanting, as necessary.	Parks and Community Services	Development Fees, General Fund, Private Grants and Loans	Implemented through adoption of the LAMUSP
7.1.5	Enhance and upgrade the open space between the Commanding Officer's Quarters and the Clocktower Building along Jefferson Ridge to consolidate the historic park area into an integrated, functional design.	Parks and Community Services, Community Development	Development Fees, General Fund, Private Grants and Loans	To be determined
7.1.6	Explore the creation of public open space east of the Clocktower to provide good access to the commanding views along the Carquinez Strait.	Parks and Community Services, Community Development	Development Fees, General Fund, Private Grants and Loans	18-36 months (for program initiation)
7.1.7	Consider the conversion of a large undeveloped open space at the Officer's Square into a new, formally landscaped area.	Parks and Community Services, Community Development	Development Fees, General Fund, Private Grants and Loans	To be determined
7.1.8	Convert the frontage to the Blacksmith's Shop into a high-quality, publicly accessible plaza.	Parks and Community Services, Community Development	Development Fees, General Fund, Private Grants and Loans	18-36 months (for program initiation)

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Appendix D: Market Conditions and Recommendations

Lower Arsenal Mixed Use Specific Plan

DRAFT Market Conditions and Recommendations

November 2006

prepared for:
City of Benicia
Opticos Design, Inc.



I. INTRODUCTION

This report summarizes background market conditions and offers recommendations for the Downtown Form Based Code, and the Arsenal Specific Plan in Benicia, CA. The recommendations made in this report are the culmination of several months of involvement in Benicia including background document review, stakeholder interviews, involvement in the charrette that took place from September 18 to 22, 2006, and follow up research on market conditions and potential implementation strategies for both Downtown and the Arsenal.

The preliminary goal of the Downtown Form Based Code is to clarify design and land use guidelines both on First Street and on side streets currently in a “mixed-use” designation. Community members and business owners on First Street voiced concern about a variety of other issues and desirable goals for First Street. Land use policy alone is not the appropriate mechanism for addressing all of the community’s issues. Therefore, this report offers recommendations for ways to jointly apply land use policy and other implementation strategies to improve First Street.

The goal of the Arsenal planning process is to develop a specific plan that clarifies and refines the area’s “mixed-use” designation in the General Plan, and identifies potential strategies that the City of Benicia can pursue to address particular concerns about preserving and enhancing unique characteristics of this area. This report makes recommendations for land use policy based on research about current and potential market support for a variety of uses. Further, the report describes several possible implementation strategies and identifies sources of public and private financing for each strategy.

This report includes three parts. Chapter II describes current demographic and market conditions that pertain to both First Street and the Arsenal. Chapter III summarizes key issues in the First Street area, and makes recommendations for the form-based code. Finally, Chapter IV summarizes key issues in the Arsenal area, and makes recommendations for the specific plan.

II. DEMOGRAPHIC AND MARKET OVERVIEW

This chapter provides information on demographic and market conditions that influence, or will influence the physical and use characteristics of the Arsenal and Downtown Benicia. Strategic Economics has gathered general information on Benicia's demographics and market for housing, office, retail, and industrial space, but has targeted its research around particular issues in both the Arsenal and the Downtown. As some general market and demographic information is not relevant to planning efforts in Downtown Benicia and the Arsenal, this section focuses on a more relevant set of observations about the market for each of these types of uses. Further information about the City's demographics and market conditions can be found in the *Benicia Downtown Market Study* report prepared by Bay Area Economics in 2002, and in information collected by Main Street Benicia. These sources were used as the foundation for many of the observations made in following sections.

DEMOGRAPHIC TRENDS

Table 1 presents demographic information for Benicia, as well as Solano and Contra Costa Counties, as trends in the two-county area are expected to impact the potential for new housing, office and retail in Benicia. Key demographic trends are summarized below:

Benicia has a small, slow growing population with higher incomes than the rest of Solano County.

- The population of Benicia increased by 10 percent between 1990 and 2000, compared with 16 percent in Solano County and 18 percent in Contra Costa Counties. Between 2000 and 2006, the population of Benicia is estimated to have declined slightly due to declining household sizes (during the same period the estimated number of occupied housing units increased).
- While the Benicia population remains relatively stable, a significant amount of growth is occurring elsewhere in Solano County, such as Vacaville and Fairfield. Much of this growth consists of family households who are moving to the area to take advantage of lower housing costs. Meanwhile, households in Benicia tend to be older and are less likely to be first-time homebuyers.
- While in general household incomes in all three geographic areas have remained relatively flat, there likelihood that new residents in Benicia have higher incomes, as discussed in the housing market section below.
- Therefore, future demand for retail will be driven not by additional household growth, but by increases in incomes and visitor spending.

Benicia's labor force differs from the rest of Solano County, indicating an association with areas further south in the region.

- Benicia maintains strong connections to both Contra Costa County and Solano County. Residents work throughout the Bay Area, but primarily in Solano County, and Contra Costa County. Residents are closely tied to both the I-680 corridor in Contra Costa and Solano County for working, shopping, and entertainment.
- Relative to both counties, Benicia is a city of commuters. A quarter of the City's workforce commutes to Contra Costa County, while another quarter commutes within Solano County. The remaining half commutes to other destinations in California or works at home.
- Benicia has a concentration of professional employees- 46 percent compared with 31 percent in Solano County and 41 percent in Contra Costa County.

Table 1: Demographic and Housing Trends in Benicia, Solano County and Contra Costa County

	City of Benicia			Solano County			Contra Costa County		
	1990	2000	2006	1990	2000	2006	1990	2000	2006
Population									
Total Population	24,437	26,865	26,724	340,421	394,542	417,640	803,732	948,816	1,021,349
Households	9,208	10,328	10,349	113,429	130,403	137,761	300,288	344,129	366,338
Avg. Household Size	2.65	2.60	2.58	2.88	2.90	2.91	2.64	2.72	2.76
Median Household Income (2006 \$)	\$81,442	\$82,493	\$78,794	\$64,145	\$64,753	\$65,163	\$73,943	\$77,684	\$73,313
Housing Units									
Total Housing Units	9,587	10,547	-	119,533	134,513	-	316,170	354,557	-
Occupied Housing Units	9,208	10,328	10,349	113,429	130,403	137,761	300,288	344,129	366,338
% Occupied Housing Units	96.0%	97.9%	-	94.9%	96.9%	-	95.0%	97.1%	-
% Owner-Occupied Units	70.1%	70.7%	70.5%	62.7%	65.2%	65.4%	67.6%	69.3%	65.4%
% Renter-Occupied Units	29.9%	29.3%	29.5%	37.3%	34.8%	34.6%	32.4%	30.7%	34.6%
Employment									
Share Working in County of Residence	42.8%	44.2%	-	61.4%	56.8%	-	59.8%	57.6%	-
Share Labor Force in Professional Occupations	-	45.7%	-	-	30.9%	-	-	41.0%	-

Source: U.S. Census: 1990, 2000, Claritas: 2006

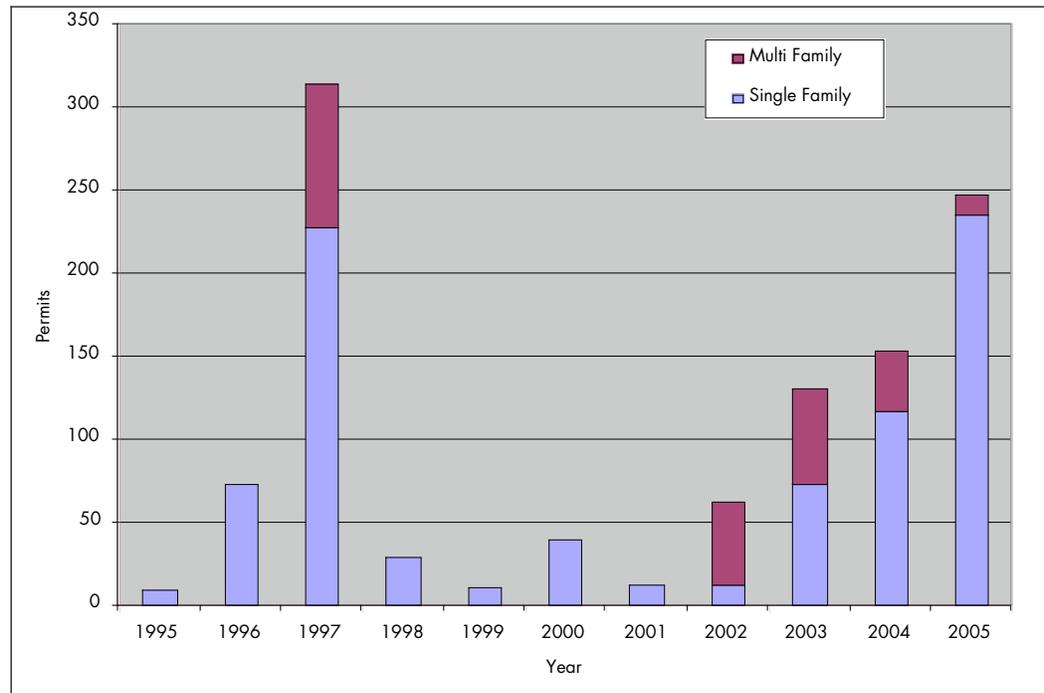
MARKET CONDITIONS

Housing Market

High prices for new and existing homes in Benicia indicate that housing is in high demand and is likely to be the economic highest and best use on most land in the city.

- The median house price in Benicia was \$579,500 as of 2005, the highest in the County (the County median was \$429,000). As in the rest of the Bay Area, the Benicia housing market has boomed over the past several years, and only began to slow during the past few months (as of September 2006, the average price of a home in Solano County had declined 2 percent from the previous year).
- Rising home prices stimulated increased interest by residential builders in building in Benicia; as shown in **Figure 1**, few residential units were permitted between 1997 and 2001, however the annual number of permits increased every year thereafter. The majority of permits since 2000 have been for single-family homes (74 percent). New single-family homes are priced between \$840,000 and \$1.1 million, which suggests that new households, or existing residents moving into new homes, have high incomes.

Figure 1: Housing Permits in City of Benicia



Source: Construction Research Industry Board

There is a strong recent supply of both single-family detached and attached ownership units.

- Recent housing projects in Benicia are summarized in **Table 2**. Harborwalk, the most recent addition to Downtown Benicia, offered townhouse units at a higher sales price per square foot than any other recent attached or single-family development in Benicia, due in part to increasing in home prices overall during the last year.

- Demand for new homes is coming from existing residents as well as potential buyers from outside of Benicia. According to residential brokers, more than half of the units at Harborwalk were sold to current residents in Benicia who were interested in the convenience of the location to downtown shopping and the waterfront, or who wanted to enjoy the benefits of smaller yards and minimal outdoor maintenance. The age range of buyers ranges from first time homebuyers to retirees.

Table 2: Recent Ownership Housing Development in Benicia

Type/Name	Developer	Price	Size (SF)	Price per SF
<u>Single Family</u>				
Waterfront Village	Lenox Homes	\$929,900 - \$964,900	2,123 - 2,292	\$438 - \$421
Waters End North	Shea Homes	\$942,540 - \$1,079,416	3,828 - 4,377	\$246 - \$247
Waters End South	Centex Homes	\$840,900 - \$885,900	2,758 - 3,515	\$305 - \$252
<u>Townhouse</u>				
Cambridge Highlands	Lennar Homes	\$259,900 - \$309,900	925 - 1,269	\$281 - \$244
Harbor Walk	The Olson Company	\$689,990 - \$850,990	1,520 - 1,791	\$454 - \$475

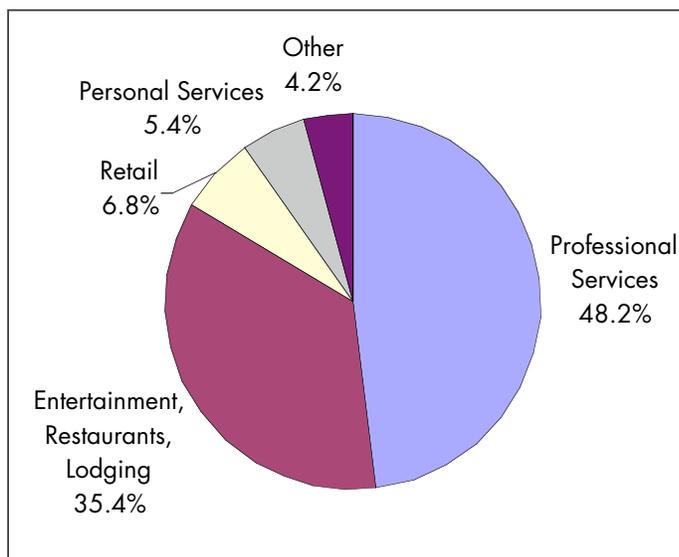
Source: Hanley Wood

Office Market

Professional service businesses are important to Downtown Benicia's economic health.

- First Street captures nearly one-quarter of all businesses, or 250, in the City of Benicia. Over one-third of First Street businesses are in the finance and professional services sector, contributing nearly half of the jobs (542) on First Street.¹

Figure 2: Distribution of Employment in Downtown Benicia by Sector



Source: City of Benicia Business License Data

¹ Source: City of Benicia Business License Data

Many downtown office tenants, or professional services businesses, benefit from ground floor, “walk-in” locations. This accounts for the strong presence of ground floor office tenants on First Street.

- Downtown professional tenants offer services to residents, such as real estate, law, medicine, and accounting. Many of these services have similar needs to those of retail tenants, including high visibility and good access. Others may prefer more traditional office buildings.

There is competition for ground floor space on First Street from two user groups: office and retail tenants.

- It appears that office tenants (who offer professional services as opposed to goods) are able to pay higher rents than retail tenants for the same space. Many believe this is eroding the strong retail presence on First Street.
- Rents in Downtown Benicia currently range from \$1.00 to \$2.00 per square foot, although there is evidence of recent increases, resulting from higher prices for new ground floor commercial space at Harborwalk (asking rents of \$2.50 to \$3.00).

While the Downtown is the most desirable location for many of Benicia’s professional service tenants, the Arsenal contains a significant proportion of the total office space in Benicia.

- Rents in the Arsenal are lower than First Street, with rates ranging from \$1.00 to \$1.40 per square foot. While some office tenants are drawn to the Arsenal for its unique character, brokers in the area believe that the lower rents are currently the greatest draw to leasing space in Arsenal offices.

There is potential for future office growth in Benicia.

- ABAG estimates that there are currently 2,460 Finance and Professional Service jobs in Benicia, and projects a growth of 620 jobs in this sector from 2005 to 2030, representing long term potential for over 100,000 square feet of new office space in Benicia. This is a significant amount space relative to the current supply of space on First Street and in the Arsenal, and will enable some increment of new office development in these areas.
- Future office growth in Benicia could be absorbed in the downtown, the Arsenal, or the current and proposed industrial parks between I-680 and I-780. The downtown is the most desirable location for future growth in professional services geared towards local residents, while businesses serving the port and other industrial activities would be drawn to the industrial parks. The Arsenal offers Benicia an opportunity to capture a small segment of the office market, including creative industries seeking alternative space configurations such as older industrial buildings.

Retail Market

Downtown Benicia has a relatively stable mix of visitor and local-serving retail.

- Benicia has maintained a concentration of restaurants, shopping, and overnight lodging in its Downtown Area. Patrons of these businesses include both local residents and visitors to the area who are drawn by Benicia's location next to the waterfront, small-town character, periodic festivals and events, and proximity to the rest of the Bay Area. However there is room for growth in Benicia's tourist economy, and a targeted marketing strategy could help stabilize the ebb and flow of sales from this segment.

Retail tenants in Benicia are limited by the size and quality of ground floor spaces.

- In spite of the Downtown's vital mix of small retailers, offices, and restaurants, rents in Downtown Benicia remain relatively low at less than \$2.00 per square foot. This is in part due to the quality and size of ground floor spaces in Downtown Benicia; infrastructure is often in disrepair, spaces are too small to attract interested businesses or to allow existing businesses to grow, and property owners are sometimes unwilling to make tenant improvements.
- The process of triggering reinvestment in these properties requires an external force to start the cyclical process of reinvestment: to afford the costs of building rehabilitation, property owners have to increase rents, but tenants will only be willing to pay higher rents if spaces are improved and sales increase.

There has been some recent momentum towards reinvestment in First Street retail buildings.

- The retail space in Harborwalk has had a marked effect on the Downtown area. Asking rents for Harborwalk retail suites are substantially higher than the average asking rent in surrounding areas, at \$2.50 to \$3.00 per square foot. Harborwalk has had success in attracting new tenants, demonstrating to other property owners that improved space can achieve higher rents. Harborwalk, and other demonstration projects in the area, could be the trigger for significant revitalization of existing retail in the area.

Rising incomes as a result of higher housing prices and new development could slightly increase the demand for retail in the Downtown.

- New single-family homes are priced between \$840,000 and \$1.1 million, which suggests that new residents have high incomes. For example, assuming a 20 percent down payment, a 6 percent interest rate, and a 30-year term, a household would need to have an income in excess of \$140,000 to afford a typical unit at Water's End. Rising incomes could increase the potential buying power for new retail, and strengthen local support for downtown shopping.

There is very limited, if any, demand for retail space in the Arsenal.

- Limited access, low visibility, and distance from existing retail centers inhibit the future market potential for retail in the Arsenal. Some very small additional

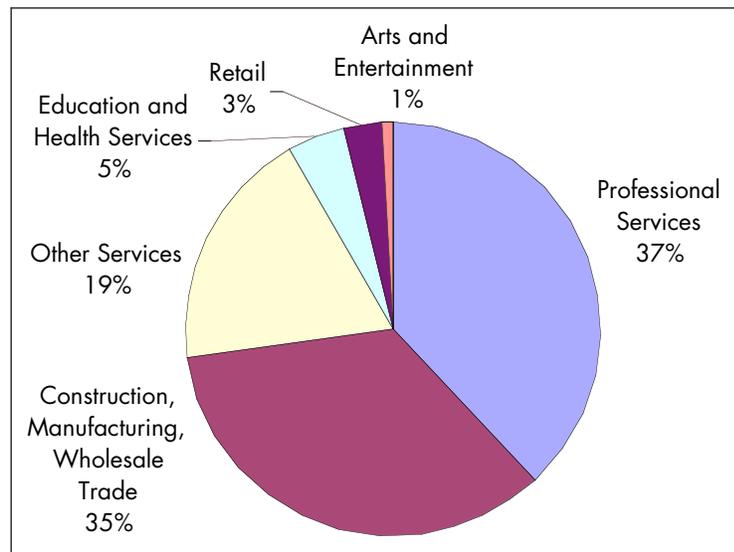
increment of retail, similar to the sandwich shop that currently occupies space on Adams Street, might be possible if the area experiences job growth or increased visitor traffic as a result of new development or marketing.

Industrial Market

The Arsenal supports a wide mix of nonresidential tenants, including a large share of heavy and light industrial tenants.

- There are over 300 jobs in the Lower Arsenal, of which over a third are in the construction, manufacturing, and wholesale trade sectors, and nearly 40 percent are in the professional services sector. One-fifth of all jobs are in “other services,” which ranges from auto repair to massage and other personal services. The wide mix of business types are likely drawn to this area for a variety of reasons including low rents, proximity to residential areas, availability of flexible industrial/storage/production space, or adjacency to the port. The mix of uses is also reflective of the many identities found in the Lower Arsenal.

Figure 3: Distribution of Employment in the Arsenal by Sector



Source: City of Benicia Business License Data

Most future large-scale industrial growth will be accommodated in Benicia’s industrial parks near I-680 and I-780.

- The limited land supply in the Arsenal, coupled with relatively difficult truck access, limits the future industrial potential of this area to smaller businesses in the production, distribution, and repair (“PDR”) businesses. These PDR businesses offer vital services to Benicia’s residents and their presence should be considered in plans for the Arsenal and other future industrial areas.

IV. ARSENAL RECOMMENDATIONS

The Lower Arsenal area features many of Benicia's most unique assets: a thriving artist community, historic buildings, beautiful views, and waterfront industry. These offer the City ample opportunities to shape and enhance its identity. Simultaneously, the Lower Arsenal poses many significant challenges to future development. Access and visibility are limited, there are potentially incompatible uses, and there is disagreement within the community about the level of future development that should be allowed in the area. The goals for the Lower Arsenal, as identified throughout the planning process to date, include:

- Stimulating reinvestment and a more cohesive design;
- Protecting and supporting the existing artist community currently living in the industrial area;
- Allowing an appropriate mix of uses in the Adams-Grant area, remaining aware of the current character and "heavy" uses in the Arsenal;
- Protecting and supporting the historic character of the Arsenal with a particular emphasis on restoring historic buildings, and creating a unified design that connects these buildings.

If the Benicia community were solely focused on stimulating reinvestment, regardless of the consequences, then a zoning plan could be written that invites development with the highest and best economic use. However, the community has stated a distinct priority for preserving and enhancing certain unique characteristics in the Lower Arsenal, which sometimes diverge from the highest market value. In making this a priority, the economic findings and recommendations outlined in this chapter are much more oriented towards public policies and implementation strategies.

ISSUES FROM STAKEHOLDER INTERVIEWS AND CHARRETTE

This section summarizes the major issues identified through stakeholder interviews and discussions with community members during the charrette process.

- *There are mixed feelings about allowing more residential uses in the Arsenal.* While many community members feel that residential uses in the Arsenal conflict with existing industrial uses, others feel that allowing residential development will stimulate change and reinvestment in a way that nonresidential uses have not.
- *Preserving and enhancing the historic character of the Arsenal should be a key component of this plan.* While many community members have different visions of how this should happen, and of the role of future development, there is consensus that historic preservation should be an overall goal.
- *The artist community is important to the character of Benicia, and should be protected.* The artist community in particular is concerned about maintaining its foothold in the Arsenal, and would like to consider mechanisms for protection from displacement.
- *The Port and other industrial uses south of Grant Street are economically important to the City of Benicia.* While the port is outside of the specific plan area, continued truck access through the plan area should be maintained. Likewise consideration should be given to potential noise and other conflicts that industrial users may have with new proposed residential uses.

KEY FINDINGS

- *There is steady demand for commercial non-industrial uses in the Arsenal.* Although the existing character of most of the Lower Arsenal is nonresidential, the area's physical limitations restrict potential for new nonresidential construction. The low visibility and access of this area makes it undesirable for most retail, and for many of the office users found in Downtown Benicia who rely on walk-in traffic. There is a small segment of existing office users in the Lower Arsenal who appreciate this area's unique character, but the Downtown is a more desirable office location and garners higher rents. The biggest known draw to the Arsenal is the lower rental rate. While auto repair and other household serving industry could continue to develop and locate in the Arsenal, future industrial users would likely choose to locate in Benicia's other industrial areas, which offer an array of larger, more truck-accessible sites. Further, the dearth of this type of space in the Bay Area will lead it to increase in value over time.
- *Residential uses will not conform with the character of the Arsenal, but could likely be built anyway given the present strong demand for residential development in the region.* It is up to the City to decide whether residential uses will be allowed in the Arsenal.
- *The City of Benicia, together with property owners in the Arsenal, can develop a historic preservation or heritage tourism plan involving significant commercial or entertainment uses, in order to reduce the need for subsidy.* The City has an advantage in pursuing this type of strategy in that it already owns several important historic buildings in the Arsenal, which could offer a significant potential for reuse as a conference or restaurant facility. Examples of this type of heritage tourism strategy are provided below.
- *Other localities have assisted with the protection of local artist communities in a variety of ways.* Further descriptions of artist preservation programs and strategies are provided below.

LAND USE POLICY RECOMMENDATIONS

The Lower Arsenal can be divided into three major subareas, based on the current uses in each area, geographic characteristics such as sloping and road access that divide these areas, and future potential or identified goals for each area. These subareas are described below as the area south of Grant Street (or the industrial/artist area), the Adams-Grant Area, and the area north of Adams Street (or the historic area).

South of Grant Street

The area south of Grant Street contains heavy industrial, light industrial/warehouse, and artist studio uses. Given its proximity to the port, and the heavy uses found in this area, future uses should be industrial in nature. However, in the interest of preserving the artist community, work/live uses may be permitted. Several communities such as Oakland and Berkeley have work/live ordinances with limitations on the residential nature of this space, and with a formal understanding from tenants that surrounding uses may be heavy industrial in nature. This type of ordinance should be pursued in this area.

Adams-Grant Area

The Adams-Grant area is a buffer zone between more heavy industrial uses and Benicia's more residential neighborhoods. Some areas may experience the noise and air quality impacts associated with neighboring industry, and may not be appropriate or desirable for residential in the long term. The recommended land use program would allow commercial uses including office, retail, and light industrial, as well as a continuation of the work/live uses allowed south of Grant Street. This recommended land use plan would ensure that the Adams-Grant area continues to be a buffer area between industrial/port uses and residential areas. If the City pursues residential in this area, care

should be made in the design and setback requirements to minimize the potential conflicts with neighboring light industrial occupants.

North of Adams Street

The concentration of historic structures and available land north of Adams Street offers a key opportunity for creation of an historic entertainment district in the Lower Arsenal. With the City currently in ownership of two historic buildings, and a third in operation as a restored entertainment/wedding venue, the Jefferson Street area is positioned to become a center for heritage tourism, similar to those described in the case studies below. However, achieving this district will require significant leadership from the City as well as strict guidelines for future development in the area. Should the City and property owners choose to pursue an historic entertainment for this area, residential uses should be limited as they conflict with the noisy evening operations of current and future entertainment venues, and do not address the need to draw visitors by establishing a contiguous presence of entertainment, lodging or other commercial uses. If the City and property owners choose not to pursue this concept, the allowable land uses and design guidelines should be sensitive to the presence of uses in this area that are not compatible with conventional residential development due to potential noise and traffic conflicts. Non-conventional residential development built with sensitivity to neighboring issues, such as loft space accommodating residents who are aware and tolerant of weekend and evening events, may be an acceptable use in this situation.

IMPLEMENTATION STRATEGY RECOMMENDATIONS

This section describes further steps that the City can take within the Lower Arsenal to achieve some of the goals identified during the Charrette process. While land use policy can have some influence over the future direction of development in this area, alone it can only do so much towards protecting the artist community, and enhancing historic characteristics.

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

The Lower Arsenal has a thriving artist community, including a well-organized cooperative showing work from artists throughout the region. However, there are no mechanisms in place to ensure the long-term presence of artist live/work space Benicia. Artists currently lease space in industrial buildings, and any change in the local real estate market or in ownership of buildings could potentially jeopardize existing lease agreements.

Other cities have employed a variety of mechanisms to help artists create more stable long-term live/work environments. There are three steps that the City of Benicia could take through this specific plan process to ensure the long-term preservation of the artist community in the Lower Arsenal:

1. *Provide Appropriate Zoning.* The presence of live/work artist studios in the Arsenal is currently a conditional use, and not formally recognized in the zoning for this area. Many cities have industrial or light industrial zoning categories that also allow work/live space, with provisions restricting residential to artists or artisans who maintain a business license or similar proof of work in their space. Additionally, restricting residential uses in areas south of Adams Street, while allowing work/live uses, will serve to protect opportunities for future development that is affordable to artists by keeping land values low. Allowing for Artist work/live space further protects the City from allowing incompatible land uses such as adjacent industrial and conventional residential space.
2. *Assist Artists with Building Capacity to Purchase Space.* There is a wide array of research and resources to assist artists in securing permanent residential and studio space, including nonprofit legal assistance for a fee. Prior to even raising funds for the purchase or development of space, the artist community in Benicia must make informed decisions about the type of space that makes sense financially and legally, and the financial mechanisms that

are available to them. The City could choose to play a role in building capacity for organized artist groups to initiate this decision making process by supporting research and decision-making efforts.

3. *Offer Financial Assistance.* Cities have assisted local artists in purchasing and developing live/work cooperatives using a variety of financial mechanisms, including setting aside affordable housing funds for artists, and offering grants or loans for building improvement and purchase.

The following sections offer further descriptions of the above three strategies, and provide examples of ways that they have been used in other parts of the Bay Area.

1. Provide Appropriate Zoning: The Oakland Case Study

One particularly notable example of artist/artisan development in Oakland is the Cotton Mill Live Work studios adjacent to I-880 in the Fruitvale neighborhood. The building was one of two on this parcel erected in 1917 as part of a textile mill that was established on the site in the 1880's. Interstate 880 bisected the parcel in 1954, and at that point the mill was shut down after 70 years of constant use. In 1979, the 106,000 square foot building was declared an historic landmark.²



Cotton Mill Lofts

In 2002, Rush Property Group purchased the building from a self-storage company and submitted an application to the City of Oakland for conversion to 74 work/live units. The property is in an M-40 Mixed-Business zone, which does not allow any residential development unless the Council has approved a major conditional use permit.³

In 2003, the City of Oakland approved the project with some conditions including seismic retrofitting, additional parking beyond the industrial use requirement, and adherence to historic preservation codes. The City allowed work/live units under the

City's F-7 Work-Live building code. This code requires that each tenant in the building have a business license permit or proof of being a working artist. The units at Cotton Mill offer a range of amenities and spaces; some units include rollup doors and open studio space, while others are more residential in nature, featuring granite countertops and multiple bedrooms. The average asking lease rate for a 1,300 square foot, one bedroom unit is \$1,475 or \$1.21 per square foot net, which compares to an average of \$0.50 per square foot for industrial space in the area, and is slightly more affordable than typical new rental units in the area.⁴ Current tenants include woodworkers, metalworkers and photographers, among others.

Cotton Mill is one of several buildings of this type that have been built in the M-40 area near Fruitvale, all of which have been well received in the market.

2. Assist Artists with Building Capacity to Purchase Space

Establishing a corporation, raising capital for construction, and operating an artist's cooperative as a business or nonprofit entity requires significant technical knowledge of lending, tax mechanisms and

² Source: www.cottonmillstudios.com. Accessed October 2006. Unless otherwise stated, information in this section was attained from this source.

³ Source: City of Oakland.

⁴ Source: Colliers International, "Oakland Second Quarter – 2006 Market Report." July 2006.

benefits, and legal requirements. To get to a point where they can realistically consider buying or developing space, the artist community needs to make certain decisions based on their financial and community capacity. Are enough artists able to purchase work/live condominium space, or is a rental cooperative a better way to go? Is there enough capacity among artists and supporting groups to form a nonprofit corporation that will own and manage the units outright, or is there a need to attract external investors? What types of uses should be allowed, encouraged, or prohibited? The list of decisions to be made in initiating this process is long and will require up-front organization and technical assistance.

Fortunately there are many resources available to artists needing this type of help. A few of these resources are:

- Kartes, Cheryl. *Creating Space: A Guide to Real Estate Development For Artists*. New York: American Council for the Arts and Allworth Press, 1993.
- ArtHouse, a program sponsored by California Lawyers for the Arts and the San Francisco Arts Commission, offering technical assistance and consulting to artists. (www.arthouseca.org)
- The Artist Help Network: (www.artisthelpnetwork.com)
- National Association of Housing Cooperatives (www.coophousing.org)
- Example projects including:
 - Artists' Housing Incorporated in Baltimore, MD (amberlady.com/ahi/index.htm)
 - The Arts Resource Network in Seattle, WA (www.artsresourcenetwork.org)
 - The 45th Street Artists Cooperative in Emeryville (Sharon Wilchar, Community Liaison, 510-652-6122)

To help jumpstart the process of creating an artist residence cooperative in Benicia, the City could help existing arts organizations in Benicia explore the variety of options for securing a permanent residence and creating an ongoing entity to operate and lease space. This assistance might include initial research by staff into this process, financial contributions towards hiring nonprofit consultants, and organizing lectures by experienced members of other neighboring cooperatives.

3. Offer Financial Assistance

As a collective of artists in Benicia advances on organizing and establishing a nonprofit or other residential cooperative, and generating revenue for purchase of a site, there are several roles the City of Benicia can play in offering financial assistance. In particular, many artists' cooperatives have pursued local affordable housing financing as a major source of capital for purchase and restoration of their site. If the artists' cooperative pursues a condominium-style project where artists individually own their studios, these units can be kept affordable by restricting the resale price to current levels required for inclusion as low or moderate-income housing stock. A leasing cooperative is another option where investors would benefit from tax breaks, and rates could meet low and moderate income housing limits.⁵ The City could provide this housing revenue, or support tax credit applications. Other financial assistance might include low or no interest construction loans, or building rehabilitation loans or grants.

*Case Study: The Emeryville 45th Street Artists' Cooperative, Inc.*⁶

⁵ Kartes, Cheryl. *Creating Space: A Guide to Real Estate Development for Artists*. New York: American Council for the Arts and Allworth Press, 1993.

⁶ Email interview with Sharon Wilchar, Community liaison to the Emeryville 45th Street Artists' Cooperative, Inc., November 10, 2006.

This artists' live/work cooperative is a successful example of collaboration between a city and a group of organized artists. Twenty years ago, the City of Emeryville Redevelopment Agency partnered with the 45th Street Artists' Cooperative to purchase their first building using funds from the Agency's affordable housing set aside. The City initially purchased the building, and since then the Cooperative has been paying the Agency back.

The success of the Cooperative's first building as a community arts resource and affordable housing project increased their visibility and attracted the interest of other private financing agencies. As the group expanded and demand for artist housing increased, the Cooperative secured funding from a variety of sources, including low interest loans from SAMCO Capital Markets as part of its obligation through the Federal Community Reinvestment Act. The Cooperative has maintained ongoing partnerships with groups including the National Cooperative Bank or NCB (for seismic retrofitting), and with the City's First Time Homebuyer program, which offers low interest loans to City residents through the Redevelopment Agency's Affordable Housing Set Aside.

The organizational structure of the group has become more sophisticated over time, and it is currently a limited equity nonprofit housing cooperative.

Preserve and Enhance Historic Resources

Certainly the most unique asset of the Arsenal is its namesake, the collection of historic military buildings scattered throughout the area on either side of Interstate 780. There is substantial interest among community members in enhancing this valuable resource, although a recent lack of funding or political support for new national parks will require Benicia to look at other, more creative strategies for historic preservation.

The keys to an historic preservation strategy in the Lower Arsenal – and in particular the area north of Adams with a continuous stock of historic buildings and available land – are ensuring that there are sustainable capital and operating revenue sources beyond the City's limited coffers, and that private property owners in the area are supporting and benefiting participants. The City already has a major advantage in pursuing a plan, in that it owns several of the historic buildings including two north of Adams Street.

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

The steps to creating this historic entertainment campus would include:

1. Establishment of district boundaries, within which all property owners are willing participants of an historic entertainment plan;
2. Issuance of a request for qualifications from developers and managers of similar locales throughout the United States, and;
3. Leadership by the City in allowing private restoration and management of the two City-owned buildings north of Adams Street: the Clock Tower and the Commandant's House.

Establishing District Boundaries

The City should determine its district boundaries based on the level of initial capital financing available from public and private resources, and on the critical mass of buildings needed to make a heritage tourism district financially self-sustainable. The district could simply include the two City-

owned buildings with a small restaurant and conference facility, but improving and operating these two buildings alone may not be financially sustainable.

The district could further include the parcel immediately to the west of the Commandant's House, should public and private financing be available. As this parcel is inappropriate for conventional residential development given its proximity to the Jefferson Mansion – whose successful operation relies on significant evening noise allowances – an entertainment, lodging, work/live or open space use as part of a heritage tourism district offers a compatible alternative.

Finally, the district could include other historic buildings throughout the Arsenal, depending on the willingness of property owners to participate. This district might include other buildings or properties north of Adams Street, or it might include historic buildings in other parts of the Arsenal, provided that some sort of physical connection could be made between the buildings.

Heritage Tourism Case Studies

Following are three case studies of historic places that have pursued similar, financially sustainable options for historic preservation.

Case Study: Fort Mason, San Francisco, CA

Fort Mason is a 13-acre parcel located in the Golden Gate Recreation Area in San Francisco, CA that is jointly managed by the Fort Mason Foundation and the National Park Service. In 1972 Congress created the Golden Gate Recreation Area, which included Fort Mason. By 1974, the National Park service had received over 400 proposals offering plans for uses of the lower portion of Fort Mason. The National Park Service decided in 1977 to establish and partner with a nonprofit known as the Fort Mason Foundation, to jointly manage the site. The Foundation and NPS selected the most popular and feasible use ideas from the many proposals, and created a center with a mix of nonprofit, educational, and event programming. The facilities currently include nine historic mission revival buildings that total 300,000 square feet which house over 30 non-profit organizations, classrooms, galleries, a conference center, 2 large pavilion spaces and a theatre.



*Herbst Pavilion at Fort Mason Center
Excerpted from www.fortmason.org*

Tenants at Fort Mason include theatre groups, arts educators, museums, and a variety of non-profits. In 2005, the Fort Mason conference center held over 15,000 events and attracted more than 1.6 million visitors from around the country. The Fort Mason Center has been financially self sufficient since 1980 and continues to increase its working capital annually. In 2005 the Fort Mason Center had a working capital of \$1.97 million generated by tenants, facility rentals, grants, membership fees and donations; of those sources tenants generate the majority of the foundations revenue. In addition to current revenue streams, the Fort Mason Center hopes to further generate funds for facility improvements through on-site parking fees.

The Fort Mason Center benefits from its location within the Golden Gate Recreation Area, and its proximity to downtown San Francisco. Access to Fort Mason will be greatly improved with the extension of the streetcar lines E and F that will connect Fort Mason to the San Francisco Maritime National Historic Park. Fort Mason's 13 waterfront acres and panoramic views of the Golden Gate Bridge increase the site's regional and national appeal tremendously while high-quality programming helps to attract a local crowd.

Case Study: Northern Rockies Heritage Center, Missoula, MT

In 1993 the federal government transferred a portion of Fort Missoula to the newly established Northern Rockies Heritage Center Foundation for the purpose of historic preservation. The 17-acre parcel with 13 historic buildings is just outside of Missoula, MT. Although the Northern Rockies Heritage Center foundation did not receive federal dollars for establishment of the center, the United States army – which maintains army reserve facilities on the remaining Fort Missoula acreage – offered the Heritage Center assistance in maintaining the facilities and allowed the foundation to collect and retain rent from the 13 historic buildings as its startup revenue. The buildings were already leased by a variety of tenants, offering the foundation an immediate, if small, stream of revenue.



*Officer's Row at Heritage Center
Excerpted from www.nhrc.org*

The initial intent of the Northern Rockies Heritage Center Foundation was to use all of the buildings as a cluster of museums, and maintain the character of the grounds for the benefit of the local community. Instead, the facility houses artists and local non-profit organizations, as well as event spaces that are often rented for weddings. The major amenities of the Northern Rockies Heritage Center are its event spaces and park-like surroundings. Fort Missoula was fashioned after a Spanish mission, and thus the architecture is distinct from most local architecture. The Northern Rockies Heritage Center benefits from its proximity to other existing museums at Fort Missoula and the exposure that this proximity provides.

The foundation obtained a \$350,000 grant in 2002 that has helped to restore many of the buildings for occupancy. Funds from the grant are still being used for maintenance purposes but the federal sources offering the grant are no longer available. Initially the Northern Rockies Heritage Center complied with historic preservation requirements, but with the lack of available federal funding, it is uncertain whether the foundation will be able to continue to meet these requirements in future renovation and maintenance work.

Currently, the Heritage Center is financially stable through fees they collect from both the non-profit and artist tenants and the event space rentals. The largest money generator at the Heritage Center is the event space rentals. The Northern Rockies Heritage Center is a local destination that is taking steps to increase its appeal as a regional destination.

Case Study: Sunset Station, San Antonio, TX

Sunset Station is located in San Antonio's historic St. Paul Square, an area dating back to the 18th Century as the site of the original Mission San Antonio de Valero. The Sunset Station Depot was built in 1902 as a major stop on the Sunset Limited, a railroad connecting San Francisco to San Antonio and New Orleans.

Today Sunset Station, St. Paul Square and 14 surrounding buildings have been completely renovated and make up over 100,000 square feet of space that is leased as event space, supporting kitchen and office space, and private office space not associated with the public event space. Recently, construction has begun on conversion of one of the existing buildings into a hotel, adding an additional amenity to the district.



Saint Paul Square-
Excerpted from www.sunset-station.com

Sunset Station's transformation from a historic structure to a heritage tourism destination was a slow process that began when the city of San Antonio publicly considered demolition of the building. Zachary Construction, a local developer interested in preserving the structure, bought Sunset Station from the city and partnered with Gram Bros, a nightclub and entertainment developer, to create a nightclub district.

Sunset Station's transformation into a nightclub district was largely unsuccessful and its nightclub past, coupled with proximity to a major highway, left a tarnished image of the area. In 2003, Zachary Construction appointed a new executive director for Sunset Station named Terri Tonnies, whose past experience in organizing and marketing music events at the House of Blues helped her reinvent the image of the area. Since her appointment, Sunset Station has seen increasing popularity as a national corporate conference and local entertainment destination.

Since Sunset Station's conversion from nightclub to event venue, the profitability and popularity of this historic venue has increased dramatically. The facility went through a long transformation from a nightclub location, to a concert and convention location to a corporate conference and local-social venue and drew on its visibility due to its proximity to the Alamo Bowl. Today, Sunset Station's event spaces are leased four to five days a week and attract corporate conferences from all over the country. The best amenity available is the on-site catering that has received local acclaim.

Sunset Station is now a profitable heritage tourism location whose largest profits are made on the rental of event spaces. It has achieved a sustainable business model that draws on the ambiance of the area and provides high-quality amenities to its patrons.

Lessons Learned: Implications for Heritage Tourism in the Arsenal

- *Carefully select uses that establish the right identity for the place in a financially successful way.* Community-oriented events or spaces can help establish the desired identity for the place and support marketing efforts, but may not be generate profits to the organization. A balance of profitable and community uses can enhance an historic district's identity while enabling long-term financial sustainability.
- *Connections or proximity to other destinations can increase visitor attendance.* An historic district in the Arsenal should tap into Benicia's other regional assets, including a citywide tourism campaign, wayfinding signs from downtown and the freeway, and joint programming with Arts Benicia, Benicia Community Arts, Benicia Arts Networking Group, or other artists.
- *Capital funding will be a challenge.* With a lack of federal funds, the greatest challenge to creating a successful district in the Arsenal will be collecting initial financing for land acquisition and repair of historic buildings. Fort Mason and the Northern Rockies Heritage Center had the advantage of public ownership and free transfer of land and building assets. The City of Benicia can provide similar assistance by offering use of the Clock Tower and Commandant's house at no charge or with a delayed fee. Sunset Station, was started as a profitable venture through partnership with a night club operation, which provided initial funding but was an unsuccessful partnership in the end.
- *Becoming profitable, or even just financially stable, takes time and momentum.* Even as a nonprofit venture, an historic district should be operated as a business and will require leadership beyond City staff. Selecting the right idea, creating a business plan for initial

financing and profitability, and generating visibility are important steps that should be established among private or independent partners. The leading organization should have a plan and understanding of the time and investment that will be needed to make this a successful venture.

- *Select leadership with experience in marketing and event organizing.* The manager of Sunset Station found that clearly focusing on one market, and “marketing hard” is the key to a successful event space.

POTENTIAL FINANCING OPTIONS

The following table describes potential public financing options, and defines roles that the City of Benicia can play in implementing the above strategies.

Potential Financing Sources for Implementation Strategies

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

Alcoholic Beverage Sales. The retail sale of beer, wine, and/or spirits in sealed containers for off-site consumption, either as part of another retail use, or as a primary business activity.

Art/Craft Studios. A space where an artist, photographer, sculptor, etc., works

Architecturally Composed. The rational organization of a building façade into an orderly division of bays that creates appropriate frontage for the public realm.

ATM. An automated teller machine (computerized, self-service machine used by banking customers for financial transactions, including deposits, withdrawals and fund transfers, without face-to-face contact with financial institution personnel), located outdoors at a bank, or in another location. Does not include drive-up ATM's.

Bank, Financial Services. Financial institutions including: banks and trust companies, credit agencies, holding (but not primarily operating) companies, lending and thrift institutions, other investment companies, securities/commodity contract brokers and dealers, security and commodity exchanges, vehicle finance (equity) leasing agencies.

See also, "ATM". Does not include check-cashing stores.

Bar, Tavern, Night Club:

Bar, Tavern. A business where alcoholic beverages are sold for on-site consumption, which are not part of a larger restaurant. Includes bars, taverns, pubs, and similar establishments where any food service is subordinate to the sale of alcoholic beverages. May also include beer brewing as part of a microbrewery ("brew-pub"), and other beverage tasting facilities.

Night Club. A facility serving alcoholic beverages for on-site consumption, and providing entertainment, examples of which include live music and/or dancing, comedy, etc. Does not include adult oriented businesses.

Bed & Breakfast Inn (B&B). A residential structure with one or more bedrooms rented for overnight lodging, where meals may be provided subject to applicable Environmental Health Department regulations.

Building Type. The structure defined by the combination of configuration, disposition and function.

Build-to Line. A line appearing graphically on the regulating plan or stated as a setback dimension, along which a building facade must be placed.

Business Support Service. An establishment within a building that provides services to other businesses. Examples of these services include:

computer-related services (rental, repair) (see also “Maintenance Service - Client Site Services”), copying, quick printing, and blueprinting services, film processing and photofinishing (retail), mailing and mail box services.

Carriage Unit. A carriage unit is an auxiliary housing unit located above or adjacent to the garage of the primary housing unit on the lot, with the front door and access directed towards an alley. A carriage unit constitutes a residential second unit in compliance with the Government Code Section 65852.2 and, as provided by the Government Code, is not included in maximum density limitations.

Child Day Care. See “Day Care Center.”

Civic. A term defining not-for-profit organizations, dedicated to arts, culture, education, religious activities, government, transit, municipal parking facilities and clubs.

Commercial. A term defining workplace, office and retail use collectively.

Commercial Recreation Facility - Indoor. An establishment providing indoor amusement and entertainment services for a fee or admission charge, including:

bowling alleys,- coin-operated amusement arcades, electronic game arcades (video games, pinball, etc.), ice skating and roller skating, pool and billiard rooms as primary uses.

Four or more electronic games or amusement devices (e.g., pool or billiard tables, pinball machines, etc.) in any establishment, or a premises where 50 percent or more of the floor area is occupied by electronic games or amusement devices, are considered a commercial recreation facility; three or fewer machines or devices are not considered a land use separate from the primary use of the site. This use does not include sex oriented businesses.

Conference/Convention Facility. One or more structures accommodating multiple assembly, meeting, and/or exhibit rooms, and related support facilities (e.g., kitchens, offices, etc.).

Day Care Center, Child or Adult. A state-licensed facility that provides non-medical care and supervision for adult clients or minor children for periods of less than 24 hours for any client. These facilities include the following, all of which are required to be licensed by the California State Department of Social Services.

1. **Large Family Day Care Home.** As defined by Health and Safety Code Section 1596.78, a day care facility in a single dwelling where an occupant of the residence provides family day care for seven to 14 children, inclusive, including children under the age of 10 years who reside in the home.
2. **Small Family Day Care Home.** As defined by Health and Safety Code Section 1596.78, a day care facility in a single residence where an occupant of the residence provides family day care for eight or fewer children, including children under the age of 10 years who reside in the home.

Director. The Community Development Director of the City of Benicia, or his duly appointed representative.

Drive-Through Retail. An restaurant that serves food to motorists in their vehicles for off-premise consumption, and/ or an automated teller machine (ATM), bank, or pharmacy dispensary where services may be obtained by motorists without leaving their vehicles.

Facade. The vertical surface of a building, generally set facing a street (“front façade”).

Furniture and Fixtures Manufacturing, Cabinet Shop. A business that manufactures wood and metal household furniture and appliances; bedsprings and mattresses; all types of office furniture, and partitions, shelving, lockers and store furniture; and miscellaneous drapery hardware, window blinds and shades. Includes furniture re-upholstering businesses, wood and cabinet shops, but not sawmills or planing mills.

Gallery. A roofed promenade extending along the facade of a building and supported by columns on the outer side.

General Retail. Stores and shops intended to serve the City as destination retail, rather than convenience shopping. Examples of these stores and lines of merchandise include:

art galleries, retail, art supplies, including framing services, books, magazines, and newspapers, cameras and photographic supplies, clothing, shoes, and accessories, collectibles (cards, coins, comics, stamps, etc.), drug stores and pharmacies, dry goods, fabrics and sewing supplies, furniture and appliance stores, hobby materials, home and office electronics, jewelry, luggage and leather goods, musical instruments and-carried), parts, accessories, small wares, specialty grocery store, specialty shops, sporting goods and equipment, stationery, toys and games, variety stores, videos, DVD’s, records, CD’s, including rental stores.

Health/Fitness Facility. A fitness center, gymnasium, health and athletic club, which may include any of the following:

exercise machines, weight facilities, group exercise rooms, sauna, spa or hot tub facilities; indoor tennis, handball, racquetball, archery and shooting ranges and other indoor sports activities, indoor or outdoor pools.

Height. A limit to the vertical extent of a building that is measured in number of stories. Height limits do not apply to masts, belfries, clock towers, chimney flues, water tanks, elevator bulkheads, and similar structures, which may be of any height approved by the Director.

Home Occupation. Residential premises used for the transaction of business or the supply of professional services. Home occupation shall be limited to the following: agent, architect, artist, broker, consultant, draftsman, dressmaker, engineer, interior decorator, lawyer, notary public, teacher, and other similar occupations, as determined by the Director. Such use shall not simultaneously employ more than 1 person in addition to residents of the dwelling. The total gross area of the home occupation use shall not exceed 25 percent of the gross square footage of the residential unit. The home occupation use shall not disrupt the generally residential character of the neighborhood. The Director shall review the nature of a proposed home occupation use at the time of review of a business license for such use, and may approve, approve with conditions, continue or deny the application.

Library, Museum. Public or quasi-public facilities, examples of which include: aquariums, arboretums, art galleries and exhibitions, botanical gardens, historic sites and exhibits, libraries, museums, planetariums, and zoos. May also include accessory retail uses such as a gift/book shop, restaurant, etc.

Live-Work or Work-Live Unit. An integrated housing unit and working space, occupied and utilized by a single household in a structure that has been designed or structurally modified to accommodate joint residential occupancy and work activity, and which includes:

1. Complete kitchen space and sanitary facilities in compliance with the Building Code; and
2. Working space reserved for and regularly used by one or more occupants of the unit.

The difference between live-work and work-live units is that the “work” component of a live-work unit is secondary to its residential use, and may include only commercial activities and pursuits that are compatible with the character of a quiet residential environment; while the work component of a work-live unit is the primary use, to which the residential component is secondary.

Lodging. A facility (typically a hotel or motel) with guest rooms or suites, with or without kitchen facilities, rented to the general public for transient lodging. Hotels typically include a variety of services in addition to lodging; for example, restaurants, meeting facilities, personal services, etc. Also includes accessory guest facilities such as swimming pools, tennis courts, indoor athletic facilities, accessory retail uses, etc.

Manufacturing/Processing - Light. A facility accommodating manufacturing processes involving less intense levels of fabrication and/or production such as the assembly, fabrication, and conversion of already processed raw materials into products, where the operational characteristics of the manufacturing processes and the materials used are unlikely to cause significant impacts on surrounding land uses or the community. Examples of light manufacturing uses include the following.

1. Artisan/Craft Product Manufacturing. An establishment that manufactures and/or assembles small products primarily by hand, including jewelry, pottery and other ceramics, as well as small glass and

metal art and craft products, where any retail sales are incidental to the manufacturing activity.

2. **Handcraft Industries, Small-Scale Manufacturing.** Establishments manufacturing and/or assembling small products primarily by hand, including jewelry, pottery and other ceramics, as well as small glass and metal art and craft products, and taxidermists. Also includes manufacturing establishments producing small products not classified in another major manufacturing group, including: brooms and brushes; buttons, costume novelties; jewelry; musical instruments; pens, pencils, and other office and artists' materials; sporting and athletic goods; toys; etc.
3. **Photo/Film Processing Lab.** A facility that provides high volume and/or custom processing services for photographic negative film, transparencies, and/or prints, where the processed products are delivered to off-site retail outlets for customer pick-up. Does not include small-scale photo processing machines accessory to other retail businesses.

Media Production. Facilities for motion picture, television, video, sound, computer, and other communications media production.

Medical Services - Clinic, Urgent Care. A facility other than a hospital where medical, mental health, surgical and other personal health services are provided on an outpatient basis. Examples of these uses include:

medical offices with five or more licensed practitioners and/or medical specialties, out-patient care facilities, urgent care facilities, other allied health services

These facilities may also include incidental medical laboratories. Counseling services by other than medical doctors or psychiatrists are included under "Offices - Professional/Administrative."

Medical Services - Doctor Office. A facility other than a hospital where medical, dental, mental health, surgical, and/or other personal health care services are provided on an outpatient basis, and that accommodates no more than four licensed primary practitioners (for example, chiropractors, medical doctors, psychiatrists, etc., other than nursing staff) within an individual office suite. A facility with five or more licensed practitioners is instead classified under "Medical Services - Clinic, Urgent Care." Counseling services by other than medical doctors or psychiatrists are included under "Office: - Professional, Administrative."

Medical Services - Extended Care. Residential facilities providing nursing and health-related care as a primary use with in-patient beds. Examples of these uses include: board and care homes; convalescent and rest homes; extended care facilities; and skilled nursing facilities. Long-term personal care facilities that do not emphasize medical treatment are included under "Residential Care."

Meeting Facility, Public or Private. A facility for public or private meetings, including:

community centers, religious assembly facilities (e.g., churches, mosques, synagogues, etc.), civic and private auditoriums, Grange halls, union halls, meeting halls for clubs and other membership organizations, etc.

Also includes functionally related internal facilities such as kitchens, multi-purpose rooms, and storage. Does not include conference and meeting rooms accessory and incidental to another primary use, and which are typically used only by on-site employees and clients, and occupy less floor area on the site than the offices they support. Does not include:

cinemas, performing arts theaters, indoor commercial sports assembly or other commercial entertainment facilities.

Related on-site facilities such as day care centers and schools are separately defined and regulated.

Metal Products Fabrication, Machine or Welding Shop. An establishment engaged in the production and/or assembly of metal parts, including the production of metal cabinets and enclosures, cans and shipping containers, doors and gates, duct work, forgings and stampings, hardware and tools, plumbing fixtures and products, tanks, towers, and similar products. Examples of these uses include:

blacksmith and welding shops, plating, stripping, and coating shops, sheet metal shops, machine shops and boiler shops.

Mixed use. Multiple functions within the same building or the same general area through superimposition or within the same area through adjacency.

Mixed-Use Project. A development that combines both commercial and residential uses on the same site, typically with the residential above the commercial uses that occupy the ground floor street frontage.

Mixed-Use Project Residential Component. The residential portion of a mixed-use project.

Multi-Family Residential. A residential structure containing two or more dwelling units.

Neighborhood Market. A neighborhood serving retail store of 3,500 square feet or less in gross floor area, primarily offering food products, which may also carry a range of merchandise oriented to daily convenience shopping needs, and may be combined with food service (e.g., delicatessen).

Office. Business/Service, Administrative, and Professional.

Business/Service. Establishments providing direct services to consumers. Examples of these uses include employment agencies, insurance agent offices, real estate offices, travel agencies, utility company offices, elected official satellite offices, etc. This use does not include "Bank, Financial Services," which are separately defined.

Administrative/Professional. Office-type facilities occupied by businesses that provide professional services, or are engaged in the production of intellectual property. Examples of these uses include:

accounting, auditing and bookkeeping services, advertising agencies, attorneys, business associations, chambers of commerce, commercial art and design services, construction contractors (office facilities only), counseling services, court reporting services, design services including architecture, engineering, landscape architecture, urban planning, detective agencies and similar services.

es, doctors, educational, scientific and research organizations, financial management and investment counseling, literary and talent agencies, management and public relations services, media postproduction services, news services, photographers and photography studios, political campaign headquarters, psychologists, secretarial, stenographic, word processing, and temporary clerical employee services, security and commodity brokers, writers and artists offices.

Park, Playground. An outdoor recreation facility that may provide a variety of recreational opportunities including playground equipment, open space areas for passive recreation and picnicking, and sport and active recreation facilities.

Parking Facility, Public or Private. Parking lots or structures operated by the City, or a private entity, providing parking for a fee. Does not include towing impound and storage facilities.

Personal Services. Establishments that provide non-medical services to individuals as a primary use. Examples of these uses include:

barber and beauty shops, clothing rental, dry cleaning pick-up stores with limited equipment, home electronics and small appliance repair, laundromats (self-service laundries), locksmiths, massage (licensed, therapeutic, non-sexual), nail salons, pet grooming with no boarding, shoe repair shops, tailors, tanning salons.

These uses may also include accessory retail sales of products related to the services provided.

Printing and Publishing. An establishment engaged in printing by letterpress, lithography, gravure, screen, offset, or electrostatic (xerographic) copying; and other establishments serving the printing trade such as bookbinding, typesetting, engraving, photoengraving and electrotyping. This use also includes establishments that publish newspapers, books and periodicals; establishments manufacturing business forms and binding devices. "Quick printing" services are included in the definition of "Business Support Services."

Recycling - Small Collection Facility. A center where the public may donate, redeem or sell recyclable materials, which may include the following, where allowed by the applicable zoning district:

- a. Reverse vending machines.
- b. Small collection facilities which occupy an area of 350 square feet or less and may include a mobile unit.

Residential. Premises used primarily for human habitation. Units shall not be less than 375 square feet in net area.

Residential Care, 7 or more Clients. A single dwelling or multi-unit facility with seven or more clients, licensed or supervised by a Federal, State, or local health/welfare agency that provides 24-hour nonmedical care of unrelated persons who are handicapped and in need of personal services, supervision, or assistance essential for sustaining the activities of daily living or for the protection of the individual in a family-like environment. Does not include day care facilities, which are separately defined.

Restaurant, Cafe, Coffee Shop. A retail business selling ready-to-eat food and/or beverages for on- or off-premise consumption. These include eating establishments where customers are served from a walk-up ordering counter for either on- or off-premise consumption (“counter service”); and establishments where customers are served food at their tables for on-premise consumption (“table service”), that may also provide food for take-out, but does not include drive-through services, which are separately defined and regulated.

School, Public or Private. Includes the following facilities:

Elementary, Middle, Secondary. A public or private academic educational institution, including elementary (kindergarten through 6th grade), middle and junior high schools (7th and 8th grades), secondary and high schools (9th through 12th grades), and facilities that provide any combination of those levels. May also include any of these schools that also provide room and board.

Specialized Education/Training. A school that provides education and/or training, including tutoring, or vocational training, in limited subjects. Examples of these schools include:

art school, ballet and other dance school, business, secretarial, and vocational school, computers and electronics school, drama school, driver education school, establishments providing courses by mail, language school, martial arts, music school, professional school (law, medicine, etc.), seminaries/religious ministry training facility

Does not include pre-schools and child day care facilities (see “Day Care”). See also the definition of “Studio: Art, Dance, Martial Arts, Music, etc.” for smaller-scale facilities offering specialized instruction.

Secondary Building. A building that accommodates the secondary use of the site.

Setback. The mandatory distance between a property line and a building or appurtenance.

Shared Parking. Any parking spaces assigned to more than one use, where persons utilizing the spaces are unlikely to need the spaces at the same time of day.

Story. A habitable floor level within a building, typically 8’ to 12’ high from floor to ceiling. Individual spaces, such as lobbies and foyers may exceed one story in height.

Studio - Art, Dance, Martial Arts, Music, etc. Small scale facilities, typically accommodating no more than two groups of students at a time, in no more than two instructional spaces. Examples of these facilities include:

individual and group instruction and training in the arts; production rehearsal; photography, and the processing of photographs produced only by users of the studio facilities; martial arts training studios; gymnastics instruction, and aerobics and gymnastics studios with no other fitness facilities or equipment.

Also includes production studios for individual musicians, painters, sculptors, photographers, and other artists.

Substantial Compliance. It occurs when physical improvements to the existing development site are completed which constitute the greatest degree of compliance with current development provisions.

Theater (Cinema or Performing Arts). An indoor facility for group entertainment, other than sporting events. Examples of these facilities include:

civic theaters, facilities for “live” theater and concerts, and movie theaters

Utility Infrastructure. Pipelines for water, natural gas, and sewage collection and disposal; and facilities for the transmission of electrical energy for sale, including transmission lines for a public utility company. Also includes telephone, telegraph, cable television and other communications transmission facilities utilizing direct physical conduits. Does not include offices or service centers or distribution substations.

Vehicle Services. The repair, servicing, alteration, restoration, towing, painting, cleaning, or finishing of automobiles, trucks, recreational vehicles, boats and other vehicles as a primary use, including the incidental wholesale and retail sale of vehicle parts as an accessory use. This use includes the following categories.

1. Major Repair/Body Work. These establishments include towing, collision repair, other body work, and painting services; tire recapping.
2. Minor Maintenance/Repair. Minor facilities providing limited repair and maintenance services. Examples include: attended and self-service car washes; detailing services; muffler and radiator shops; quick-lube services; tire and battery sales and installation (not including recapping).

Does not include automobile parking, repair shops that are part of a vehicle dealership on the same site, or gas stations.

Wholesaling and Distribution. An establishment engaged in selling merchandise to retailers; to contractors, industrial, commercial, institutional, farm, or professional business users; to other wholesalers; or acting as agents or brokers in buying merchandise for or selling merchandise to such persons or companies. Examples of these establishments include:

agents, merchandise or commodity brokers, and commission merchants, assemblers, buyers and associations engaged in the cooperative marketing of farm products, merchant wholesalers, stores primarily selling electrical, plumbing, heating and air conditioning supplies and equipment.

Wireless Telecommunications Facility. Public, commercial and private electromagnetic and photoelectrical transmission, broadcast, repeater and receiving stations for radio, television, telegraph, telephone, data network, and wireless communications, including commercial earth stations for satellite-based communications. Includes antennas, commercial satellite dish antennas, and equipment buildings. Does not include telephone, telegraph and cable television transmission facilities utilizing hard-wired or direct cable connections.

Zoning Code or Zoning Ordinance. The City of Benicia Zoning Code, Title 17 of the City of Benicia Municipal Code.