

General Plan and Zoning Amendments

Housing, Land Use & Safety Elements
Zoning Text & Map

Planning Commission

January 12, 2023



THE CITY OF
BENICIA
CALIFORNIA

Introductions

City of Benicia

PlaceWorks

Conduct the Public Hearing & Adopt the Resolution Recommending:

Certification of the Environmental Impact Report (EIR)

Amendments to Benicia General Plan

- 2023-2031 Housing Element
- Land Use Element & Land Use Diagram
- Community Health and Safety Element

Zoning Amendments

- Benicia Municipal Code Title 17 (Zoning)
- Form Based Code of Downtown Mixed Use Master Plan
- Zoning Map

General Plan Amendments

About the Housing Element

- A plan for the housing needs of the community at all economic levels, including Regional Housing Needs Allocation (RHNA)
- Establishes goals, policies and programs to address housing needs
- Required component of the General Plan
- The proposed update is for the 6th Cycle, 2023-2031.



Meets State Requirements

- Housing Needs Assessment
- Evaluation of Past Performance
- Housing Sites Inventory
- Community Engagement
- Constraints Analysis
- Policies and Programs
- Affirmatively Furthering Fair Housing



Housing Element Goals

Goal 1. *Benicia shall be an active leader* in attaining the goals of the City's Housing Element.

Goal 2. Have an *adequate supply and mix of housing types* to meet existing and future housing needs. Future development in the City will adhere to *efficient land use patterns* placing housing near transit and services.

Goal 3. Accommodate the *housing needs of special population groups*.

Goal 4. Homes in Benicia are *preserved and well-maintained*.

Goal 5. Ensure *equal housing opportunities for all persons in Benicia* regardless of age, race, religion, gender, marital status, ancestry, national origin, disability, family status, sexual orientation, political affiliation, source of income, or other barriers that prevent choice in housing.

Goal 6. Housing in Benicia is *energy efficient*.

Housing Element RHNA Summary

	Very Low- Income	Low- Income	Moderate- Income	Above Moderate- Income	Total
Regional Housing Needs Allocation (A)	212	127	123	288	750
Residential Units Approved Since 6/30/22	7	7	0	124	138
Est. Units Accommodated by Vacant Residentially-Zoned Land (B)1	75		87	163	325
Est. Units Accommodated by Non-Vacant Residentially-Zoned Land (B)2	0		21	22	43
Projected Units to be Accommodated by ADUs (C)	13	13	13	5	44
<i>Remaining Units to be Accommodated (A-B1-B2-C = D)</i>	224		2	-26	
Net Estimated Units Accommodated by Vacant Opportunity Sites (E)	68		38	32	138
Net Estimated Units Accommodated by Non-Vacant Opportunity Sites (E)	481		351	404	1,236
<i>RHNA Surplus (D-E)</i>	-325		-387	-462	

Public Information and Engagement

- 22 public meetings in 2022
- Wide Distribution of Information:
 - Community-wide direct mail
 - City of Benicia This Week,
 - Social Media,
 - Housing Element listserv
- www.ci.benicia.ca.us/housingelement



Housing Element Review and Status

- December 13 – CC/PC Study Session to review HCD Findings
- All findings are addressed in Adoption Draft Housing Element
- Key Updates:
 - Updates to programs and timeframes
 - Realistic capacity and analysis
 - Removal of Solano Square site from inventory
 - Additional Constraints analysis, including analysis of proposed zoning

Date	Review Step
7/1	Public Draft Housing Element Published – 30 Day Public Review
7/7	Planning Commission Review of Public Draft Housing Element
7/31	End of 30-day Comment Period for Public Draft Housing Element
8/16	City Council Review of Public Draft Housing Element
8/24	Draft Housing Element Submitted to HCD for 90-Day Review and Posted
11/3	City Staff and HCD Staff Discuss Submittal
11/11	Revised Draft Housing Element Posted for 7-Day Public Review
11/18	Revised Draft Housing Element Submitted to HCD
11/22	HCD Review Letter Received

General Plan Land Use Amendments

Land Use Element

- Adequate housing is essential to community sustainability
- Housing Opportunity Sites of Housing Element are consistent with the following categories at up to 30 dwelling units/acre:
 - Residential, Community Commercial, Business and Professional Offices, Public and Quasi-Public

Land Use Diagram

- Land Use Designations are changed to align with Housing Element density and zoning
- New designations correspond to proposed zoning changes (e.g., General Commercial to Mixed Use-Infill)

PROPOSED GENERAL PLAN MAP AMENDMENTS (1 OF 6)



RESIDENTIAL

- Low Density
0-7 DU/A
- Medium Density
8-14 DU/A
- High Density
15-21 DU/A

COMMERCIAL

- Community
- Waterfront
- Business and Professional Office
- General

INDUSTRIAL

- General
- Limited
- Waterfront

PUBLIC/QUASI-PUBLIC

- General

OPEN SPACE

- Marsh
- General
- Parks

MIXED USE

- Downtown
- Lower Arsenal
- Mixed Use Infill

Urban Growth
Boundary

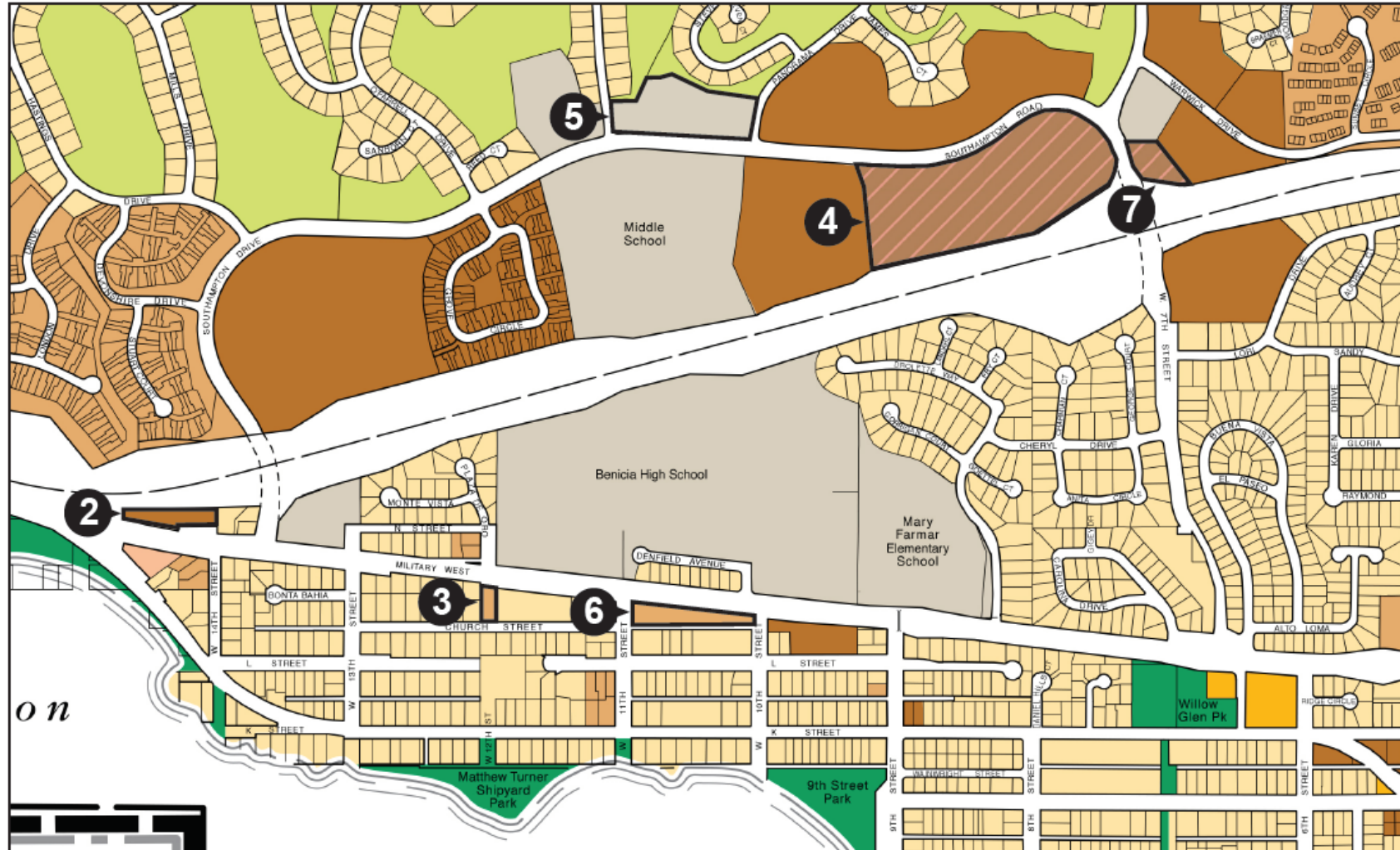
Planning Area
Boundary

Sphere of
Influence

City Limits



PROPOSED GENERAL PLAN MAP AMENDMENTS (2 OF 6)



RESIDENTIAL

- Low Density
0-7 DU/A
- Medium Density
8-14 DU/A
- High Density
15-21 DU/A

COMMERCIAL

- Community
- Waterfront
- Business and Professional Office
- General

INDUSTRIAL

- General
- Limited
- Waterfront

PUBLIC/QUASI-PUBLIC

- General

OPEN SPACE

- Marsh
- General
- Parks

MIXED USE

- Downtown
- Lower Arsenal
- Mixed Use Infill

Urban Growth
Boundary

Planning Area
Boundary

Sphere of
Influence

City Limits



PROPOSED GENERAL PLAN MAP AMENDMENTS (3 OF 6)



RESIDENTIAL

	Low Density 0-7 DU/A
	Medium Density 8-14 DU/A
	High Density 15-21 DU/A

COMMERCIAL

	Community
	Waterfront
	Business and Professional Office
	General

INDUSTRIAL

	General
	Limited
	Waterfront

PUBLIC/QUASI-PUBLIC

	General
--	---------

OPEN SPACE

	Marsh
	General
	Parks

MIXED USE

	Downtown
	Lower Arsenal
	Mixed Use Infill

	Urban Growth Boundary		Sphere of Influence
	Planning Area Boundary		City Limits



PROPOSED GENERAL PLAN MAP AMENDMENTS (4 OF 6)



RESIDENTIAL

Low Density 0-7 DU/A
Medium Density 8-14 DU/A
High Density 15-21 DU/A

COMMERCIAL

Community
Waterfront
Business and Professional Office
General

INDUSTRIAL

General
Limited
Waterfront

PUBLIC/QUASI-PUBLIC

General

OPEN SPACE

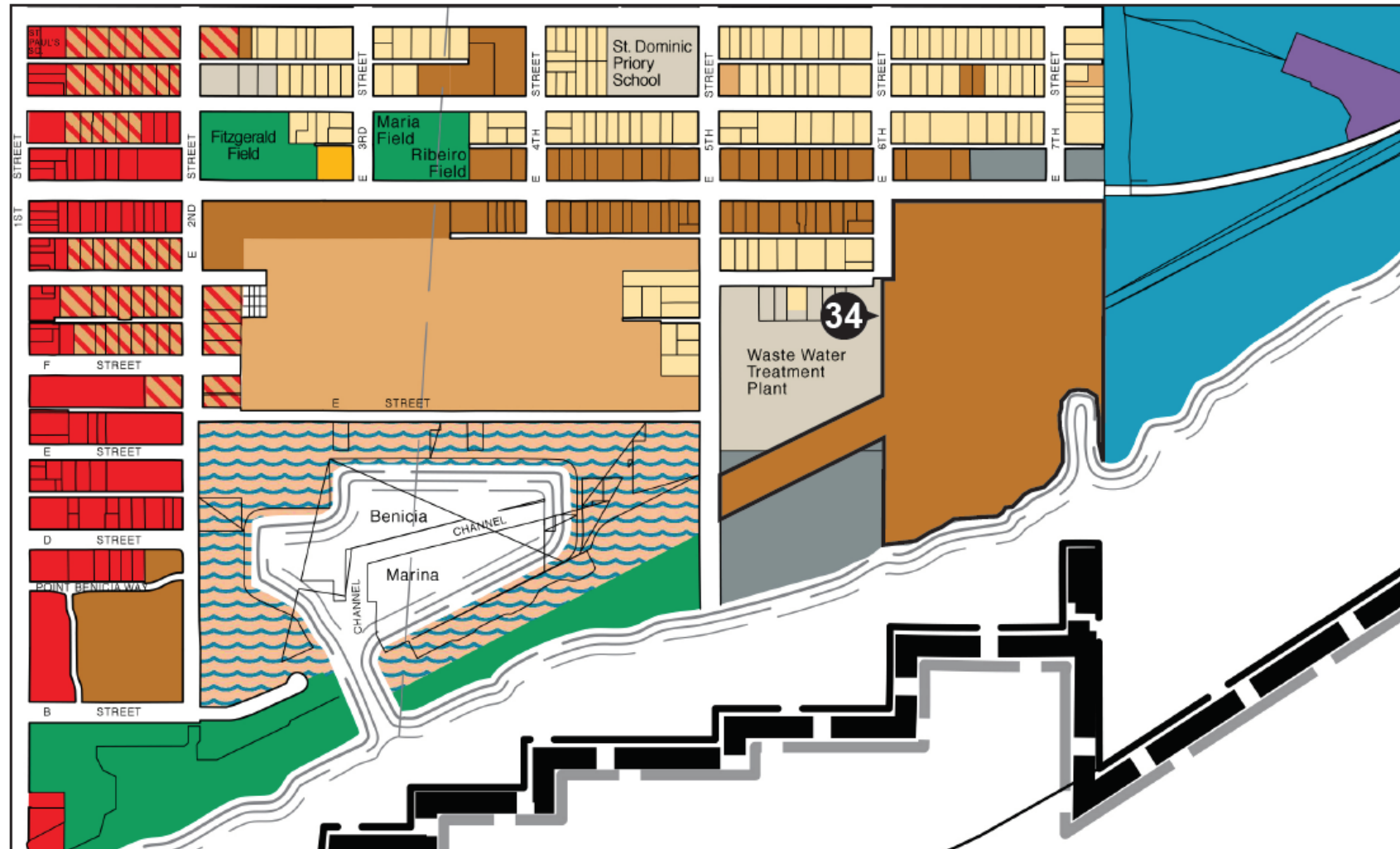
Marsh
General
Parks

MIXED USE

Downtown
Lower Arsenal
Mixed Use Infill



PROPOSED GENERAL PLAN MAP AMENDMENTS (5 OF 6)



RESIDENTIAL

- Low Density
0-7 DU/A
- Medium Density
8-14 DU/A
- High Density
15-21 DU/A

COMMERCIAL

- Community
- Waterfront
- Business and Professional Office
- General

INDUSTRIAL

- General
- Limited
- Waterfront

OPEN SPACE

- Marsh
- General
- Parks

MIXED USE

- Downtown
- Lower Arsenal
- Mixed Use Infill

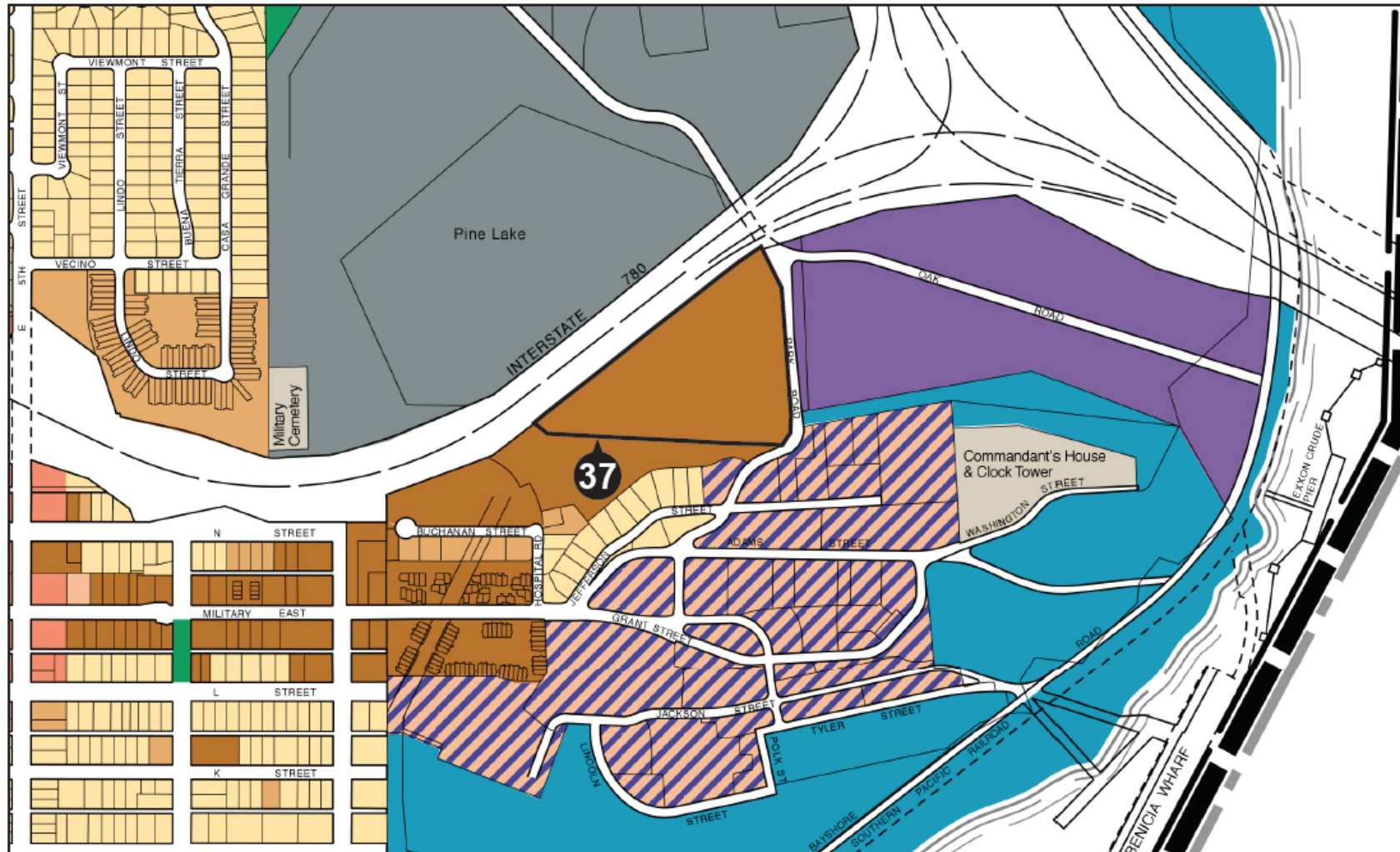
PUBLIC/QUASI-PUBLIC

- General

- Urban Growth Boundary
- Planning Area Boundary
- Sphere of Influence
- City Limits



PROPOSED GENERAL PLAN MAP AMENDMENTS (6 OF 6)



RESIDENTIAL

- Low Density
0-7 DU/A
- Medium Density
8-14 DU/A
- High Density
15-21 DU/A

COMMERCIAL

- Community
- Waterfront
- Business and Professional Office
- General

INDUSTRIAL

- General
- Limited
- Waterfront

OPEN SPACE

- Marsh
- General
- Parks

MIXED USE

- Downtown
- Lower Arsenal
- Mixed Use Infill

PUBLIC/QUASI-PUBLIC

- General

Urban Growth
Boundary

Planning Area
Boundary

City Limits

Sphere of
Influence

City Limits



About the Safety Element

- Required component of the General Plan
- Addresses physical hazards: flood, fire, and seismic risk
- State requires updates for emergency egress, climate change vulnerability and evacuation routes
- Contained in Chapter 4 of Benicia General Plan, Community Health and Safety Element



New Appendices to General Plan

Safety Element Background Report

- Evaluation of public safety issues
 - Emergency preparedness & response
 - Flood and inundation
 - Seismic and geologic
 - Fire
 - Hazardous waste & materials
 - Climate-related hazards
- Updated mapping
- Regulatory framework / agencies
- Past events and future risk

Climate Change Vulnerability Assessment

- Required by State law
- Identify most vulnerable people and assets

Community Health and Safety Element

Overview (New Section)

- 1.1: Purpose and Content
- 1.2: Relationship to Other Documents
- 1.3: Community Profile
- 1.4: Climate Change Vulnerability

Healthy Community, Noise are renumbered/reformatted only

Public Safety Issues (Updated)

- 3.1: Emergency Preparation and Response
- 3.2: Flood and Inundation Hazards
- 3.3: Seismic and Geologic Hazards
- 3.4: Fire Hazards
- 3.5: Hazardous Waste and Materials
- 3.6: Drought
- 3.7: Extreme Heat
- 3.8: Severe Weather
- 3.9: Utility Hazards
- 3.10: Air Quality/Contamination

Community Health and Safety Element

New Goals

- 4.6. Minimize threats from hazards
- 4.8. Community resilience to hazards
- 4.11. Sea level rise
- 4.17. Sustainable and resilient water supply
- 4.18. Critical infrastructure and high temperatures
- 4.19. Severe weather events

Updated Goals

- 4.7. Emergency Response Plan
- 4.10. Flooding
- 4.12. Ground and surface water contamination
- 4.13. Seismic and geologic hazards
- 4.14. Urban and wildland fire
- 4.15. Hazardous materials
- 4.16. Hazardous materials users, waste and disposal, toxic air contaminants
- 4.21. Clean air

Renumbered: 4.9 Runoff from existing development and 4.20 pipelines & high voltage transition lines

Public Information and Engagement

- 7 public meetings in 2022
- Wide Distribution of Information:
 - Community-wide direct mail
 - City of Benicia This Week,
 - Social Media,
 - Safety Element listserv
- www.ci.benicia.ca.us/safetyelement



Zoning Amendments

About the Zoning Amendments

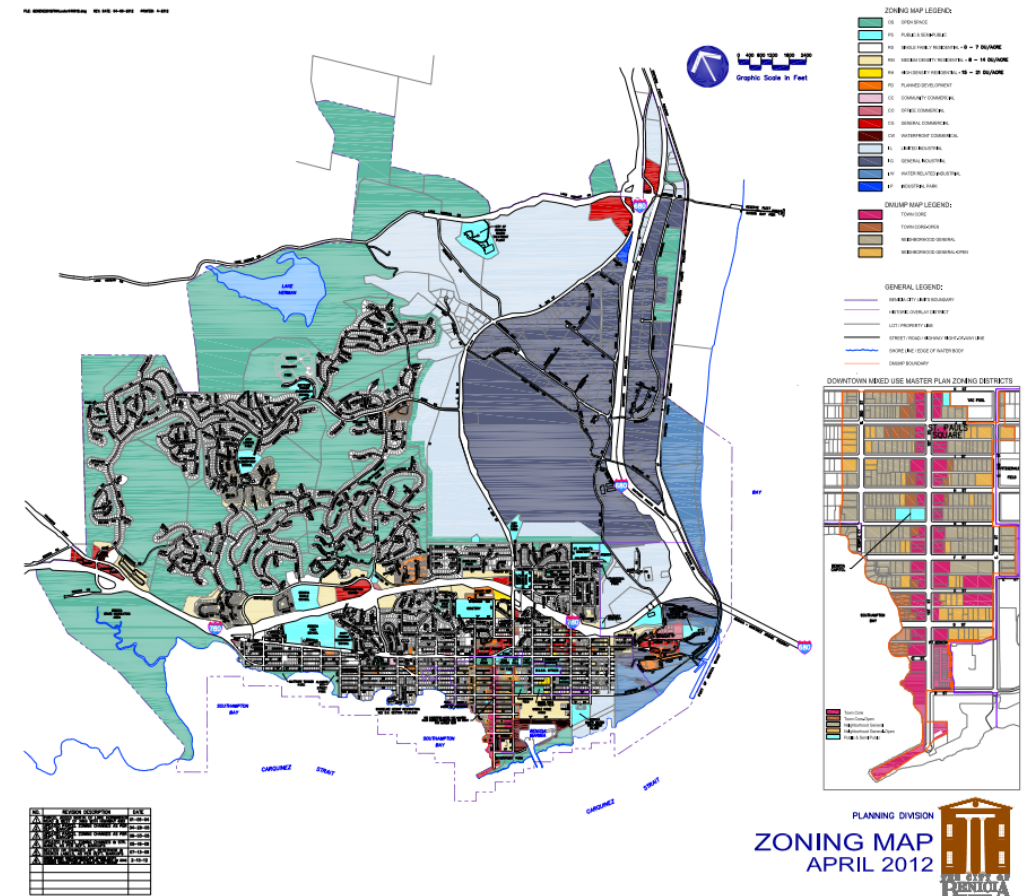
- Zoning Ordinance (Title 17) establishes land use rules for each property in the City
 - Zoning Map shows the boundary of each zoning district
 - Form Based Code of Downtown Mixed Use Master Plan (DMUMP) sets rules for downtown
- Text Amendments change the language of the Zoning Ordinance and DMUMP
- Map Amendments change the zoning designation and/or apply an overlay zone
- Amendments will implement Program 1.06 of the Housing Element and/or reflect State housing law

Key Zoning Text Amendments

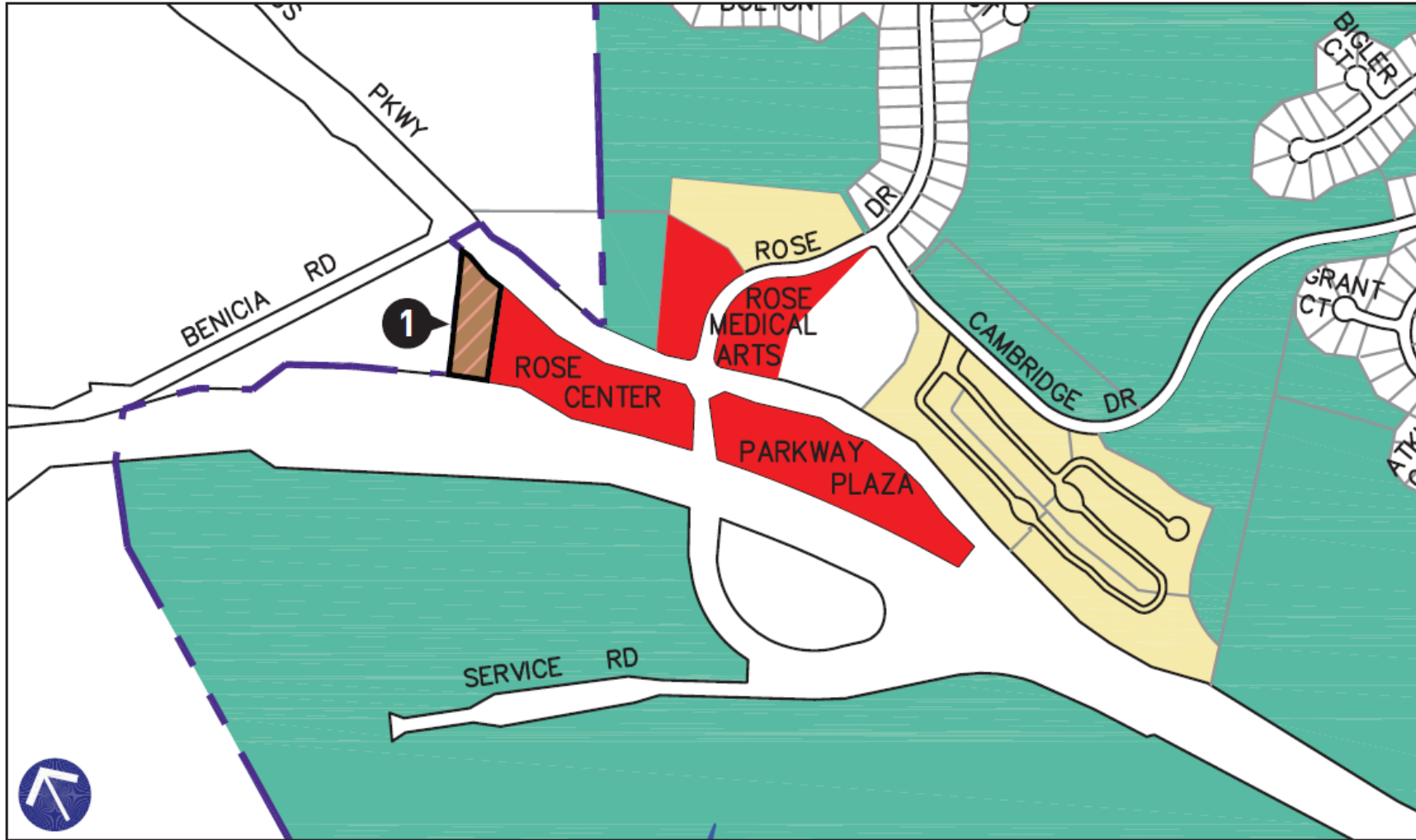
- Housing Opportunity Sites Overlay:
 - Up to 30 dwelling units/acre and 3 stories height
 - Applies to Opportunity Sites zoned RS, RM, RH, CC, CO PS, TC-O, NG and NG-O
 - Permits multifamily, group residential, supportive housing, transitional housing
 - CC, CO, PS, and TC : Requires ground floor public and semipublic or commercial use (“vertical” or “horizontal” mixed use)
 - Allows 45% lot coverage in the RS District
- Design Review Findings:
 - Updated for objectivity
 - Projects that are consistent with Objective Planning and Design Standards are deemed consistent with the findings.

Zoning Map Amendments

- Reflect the zoning text amendments
- Align with the Housing and Land Use Element amendments
- Sites with new zoning designation must comply with the standards of their new zoning district
- Sites in Overlay District: comply with the “base zone” as well as the Housing Opportunity Sites Overlay (e.g., RH-HOS)



PROPOSED ZONING MAP AMENDMENTS (1 OF 6)



PROPOSED NEW ZONES

	RS-HOS		CO-HOS
	RM-HOS		PS-HOS
	RH-HOS		TC-O-HOS
	MU-1		TC-HOS
	CC-HOS		NG-HOS

EXISTING ZONES

	OS	OPEN SPACE
	PS	PUBLIC USE GENERAL-PUBLIC
	RS	SINGLE-FAMILY RESIDENTIAL • 0 - 7 DU/ACRE
	RM	MEDIUM DENSITY RESIDENTIAL • 8 - 14 DU/ACRE
	RH	HIGH DENSITY RESIDENTIAL • 15 - 21 DU/ACRE

	PD	PLANNED DEVELOPMENT
	CC	COMMUNITY COMMERCIAL
	OC	OFFICE COMMERCIAL
	CG	GENERAL COMMERCIAL
	CW	WATERFRONT COMMERCIAL

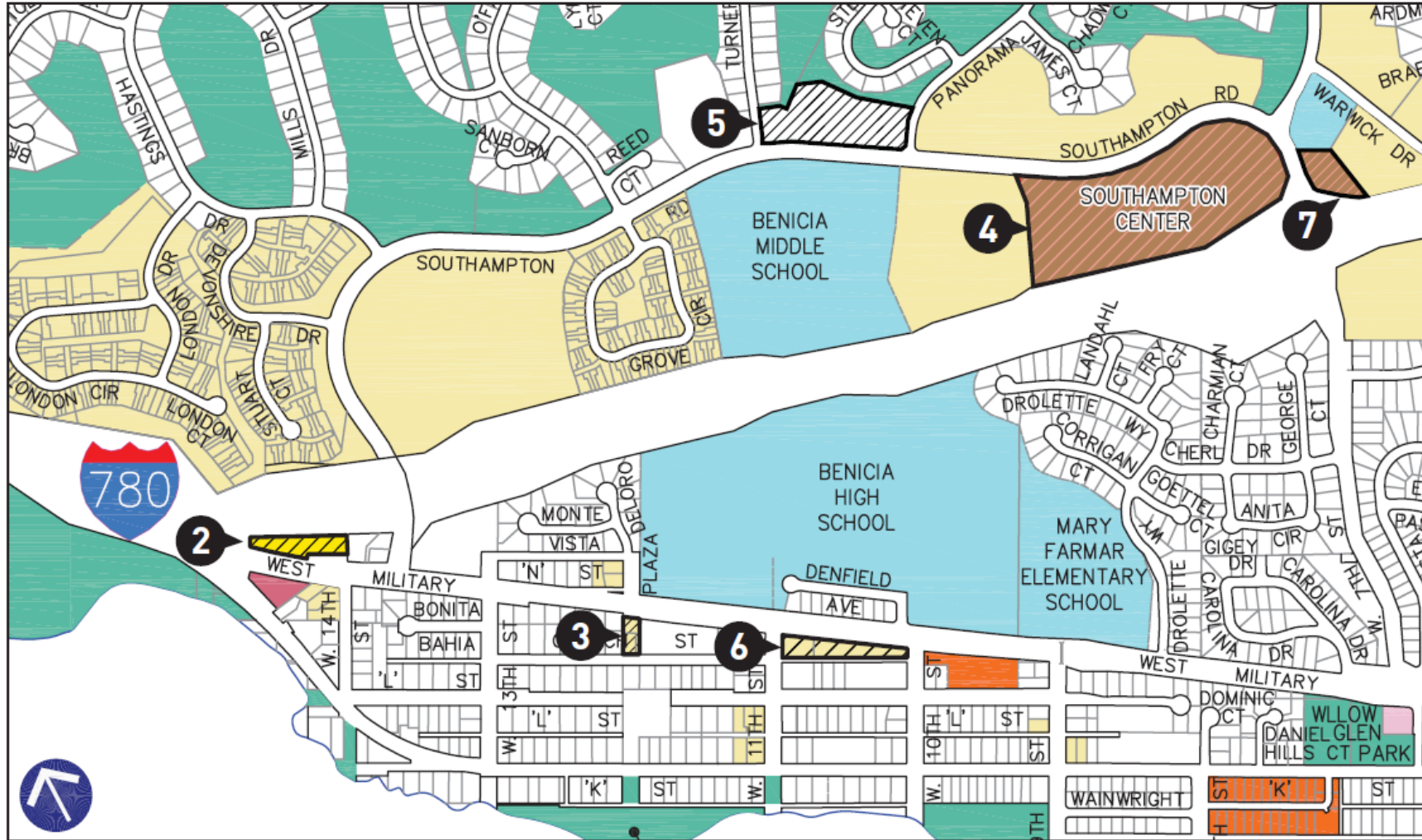
	IL	LIMITED INDUSTRIAL
	IG	GENERAL INDUSTRIAL
	IW	WATER RELATED INDUSTRIAL
	IP	INDUSTRIAL PARK

	TC	TOWN CORE
	TCO	TOWN CORE-OPEN
	NG	NEIGHBORHOOD GENERAL
	NGO	NEIGHBORHOOD GENERAL-OPEN

GENERAL LEGEND

	BENICIA CITY LIMITS BOUNDARY
	HISTORIC OVERLAY DISTRICT
	DUMP BOUNDARY

PROPOSED ZONING MAP AMENDMENTS (2 OF 6)



PROPOSED NEW ZONES

- RS-HOS
- RM-HOS
- RH-HOS
- MU-1
- CC-HOS
- CO-HOS
- PS-HOS
- TC-O-HOS
- TC-HOS
- NG-HOS

EXISTING ZONES

- OS OPEN SPACE
- PS PUBLIC & SEMI-PUBLIC
- RS SINGLE FAMILY RESIDENTIAL • 0 - 7 DU/ACRE
- RM MEDIUM DENSITY RESIDENTIAL • 8 - 14 DU/ACRE
- RH HIGH DENSITY RESIDENTIAL • 15 - 21 DU/ACRE
- PD PLANNED DEVELOPMENT
- CC COMMUNITY COMMERCIAL
- OC OFFICE COMMERCIAL
- GC GENERAL COMMERCIAL
- CW WATERFRONT COMMERCIAL

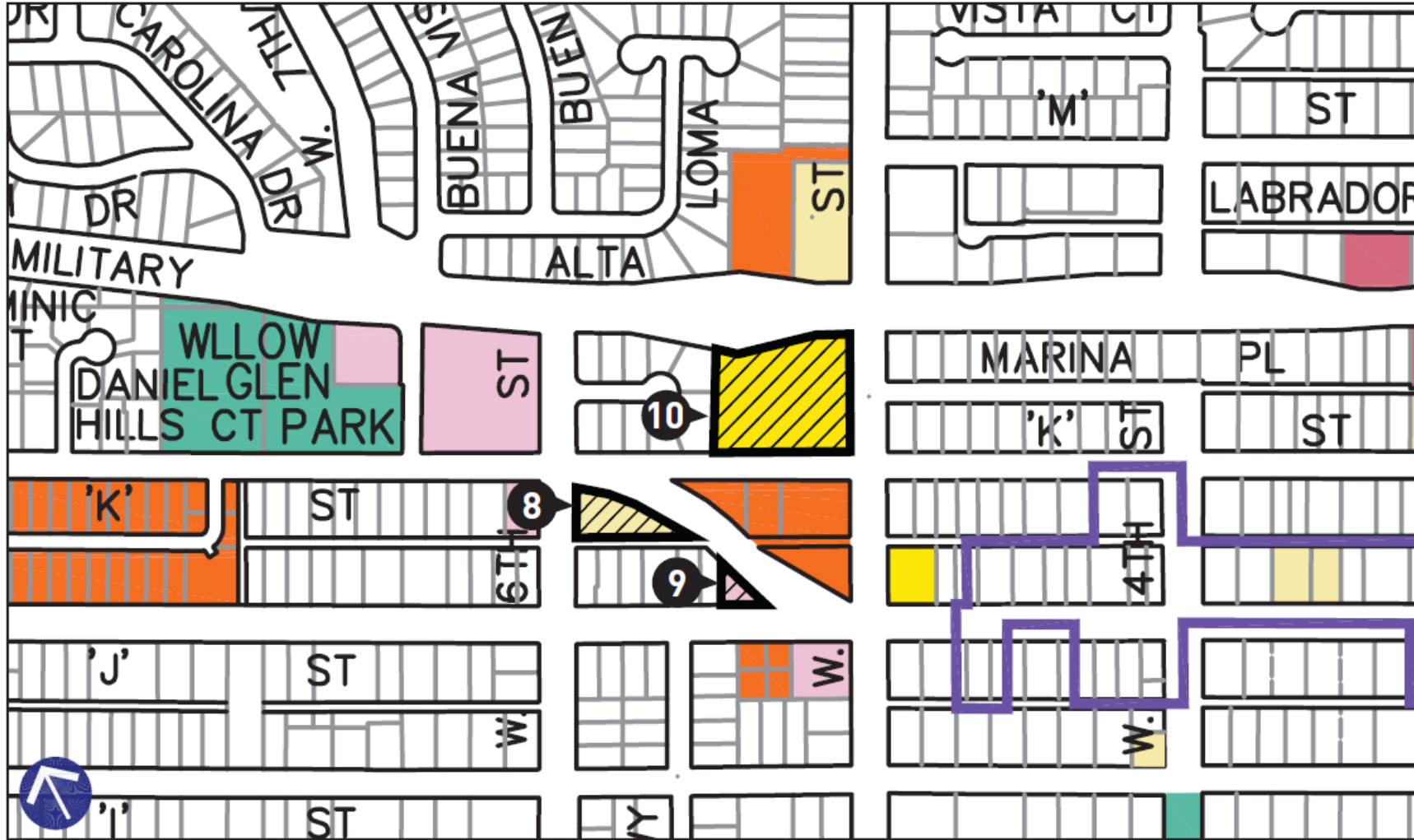
- IL LIMITED INDUSTRIAL
- IG GENERAL INDUSTRIAL
- IWI WATER RELATED INDUSTRIAL
- IP INDUSTRIAL PARK

- TC TOWN CORE
- TOWN CORE-OPEN
- NEIGHBORHOOD GENERAL
- NEIGHBORHOOD GENERAL-OPEN

GENERAL LEGEND

- BENICIA CITY LIMITS BOUNDARY
- HISTORIC OVERLAY DISTRICT
- DUMP BOUNDARY

PROPOSED ZONING MAP AMENDMENTS (3 OF 6)







PROPOSED NEW ZONES

-  RS-HOS
-  RM-HOS
-  RH-HOS
-  MU-1
-  CC-HOS
-  CO-HOS
-  PS-HOS
-  TC-O-HOS
-  TC-HOS
-  NG-HOS

EXISTING ZONES

-  OS OPEN SPACE
-  PS PUBLIC & SEMI-PUBLIC
-  RS SINGLE-FAMILY RESIDENTIAL • 0 - 7 DU/ACRE
-  RM MEDIUM DENSITY RESIDENTIAL • 8 - 14 DU/ACRE
-  RH HIGH DENSITY RESIDENTIAL • 15 - 21 DU/ACRE

-  PD PLANNED DEVELOPMENT
-  CC COMMUNITY COMMERCIAL
-  OC OFFICE COMMERCIAL
-  CG GENERAL COMMERCIAL
-  CW WATERFRONT COMMERCIAL

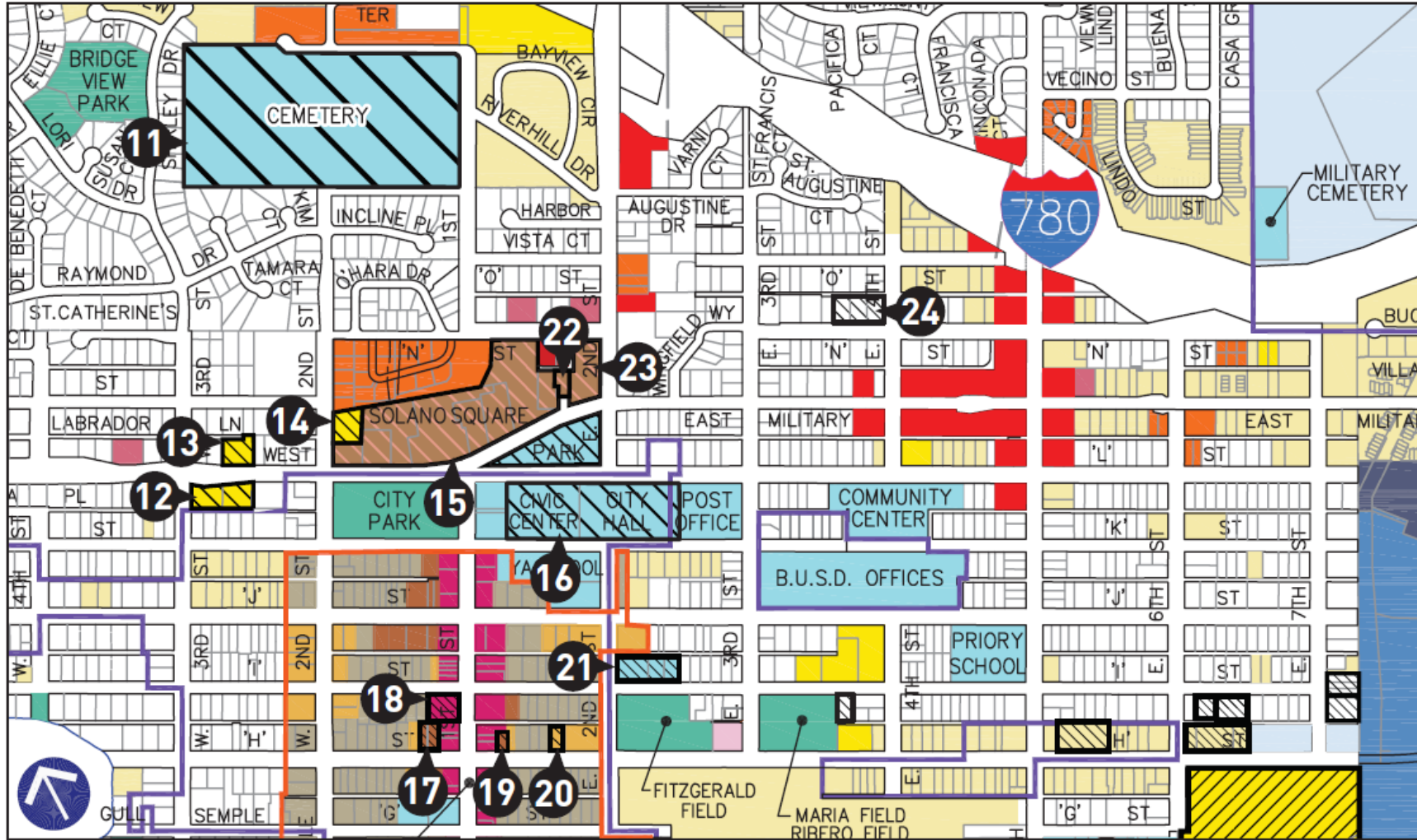
-  IL LIMITED INDUSTRIAL
-  IG GENERAL INDUSTRIAL
-  IW WATER RELATED INDUSTRIAL
-  IP INDUSTRIAL PARK

-  TC TOWN CORE
-  TCS TOWN CORE-OPEN
-  NG NEIGHBORHOOD GENERAL
-  NGO NEIGHBORHOOD GENERAL-OPEN

GENERAL LEGEND

-  BENICIA CITY LIMITS BOUNDARY
-  HISTORIC OVERLAY DISTRICT
-  DUMP BOUNDARY

PROPOSED ZONING MAP AMENDMENTS (4 OF 6)



PROPOSED NEW ZONES

	RS-HOS		CO-HOS
	RM-HOS		PS-HOS
	RH-HOS		TC-O-HOS
	MU-1		TC-HOS
	CC-HOS		NG-HOS

EXISTING ZONES

	OS OPEN SPACE		PD PLANNED DEVELOPMENT
	PS PUBLIC & SEMI-PUBLIC		CC COMMUNITY COMMERCIAL
	RS SINGLE FAMILY RESIDENTIAL - 0 - 7 DU/ACRE		OC OFFICE COMMERCIAL
	RM MEDIUM DENSITY RESIDENTIAL - 8 - 14 DU/ACRE		GC GENERAL COMMERCIAL
	RH HIGH DENSITY RESIDENTIAL - 15 - 21 DU/ACRE		CW WATERFRONT COMMERCIAL

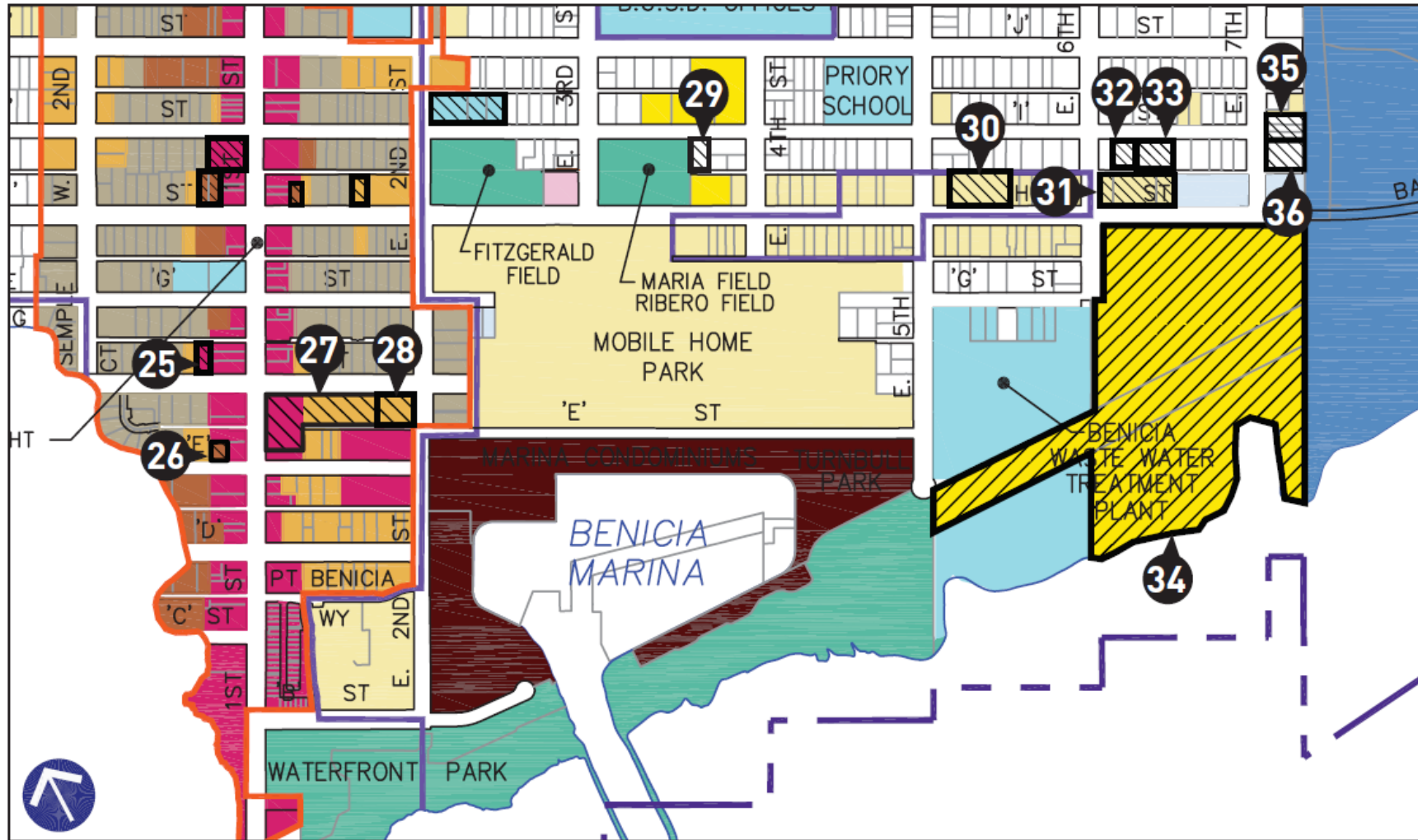
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	IG GENERAL INDUSTRIAL
	IW WATER RELATED INDUSTRIAL
	IP INDUSTRIAL PARK

	TOWN CORE
	TOWN CORE-OPEN
	NEIGHBORHOOD GENERAL
	NEIGHBORHOOD GENERAL-OPEN

GENERAL LEGEND

	BENICIA CITY LIMITS BOUNDARY
	HISTORIC OVERLAY DISTRICT
	DUMP BOUNDARY

PROPOSED ZONING MAP AMENDMENTS (5 OF 6)



PROPOSED NEW ZONES

- RS-HOS
- RM-HOS
- RH-HOS
- MU-I
- CC-HOS
- CO-HOS
- PS-HOS
- TC-O-HOS
- TC-HOS
- NG-HOS

EXISTING ZONES

- OS OPEN SPACE
- PS PUBLIC & SEMI-PUBLIC
- RS SINGLE FAMILY RESIDENTIAL + 0 - 7 DU/ACRE
- RM MEDIUM DENSITY RESIDENTIAL + 8 - 14 DU/ACRE
- RH HIGH DENSITY RESIDENTIAL + 15 - 21 DU/ACRE

- PD PLANNED DEVELOPMENT
- CC COMMUNITY COMMERCIAL
- OC OFFICE COMMERCIAL
- CG GENERAL COMMERCIAL
- CW WATERFRONT COMMERCIAL

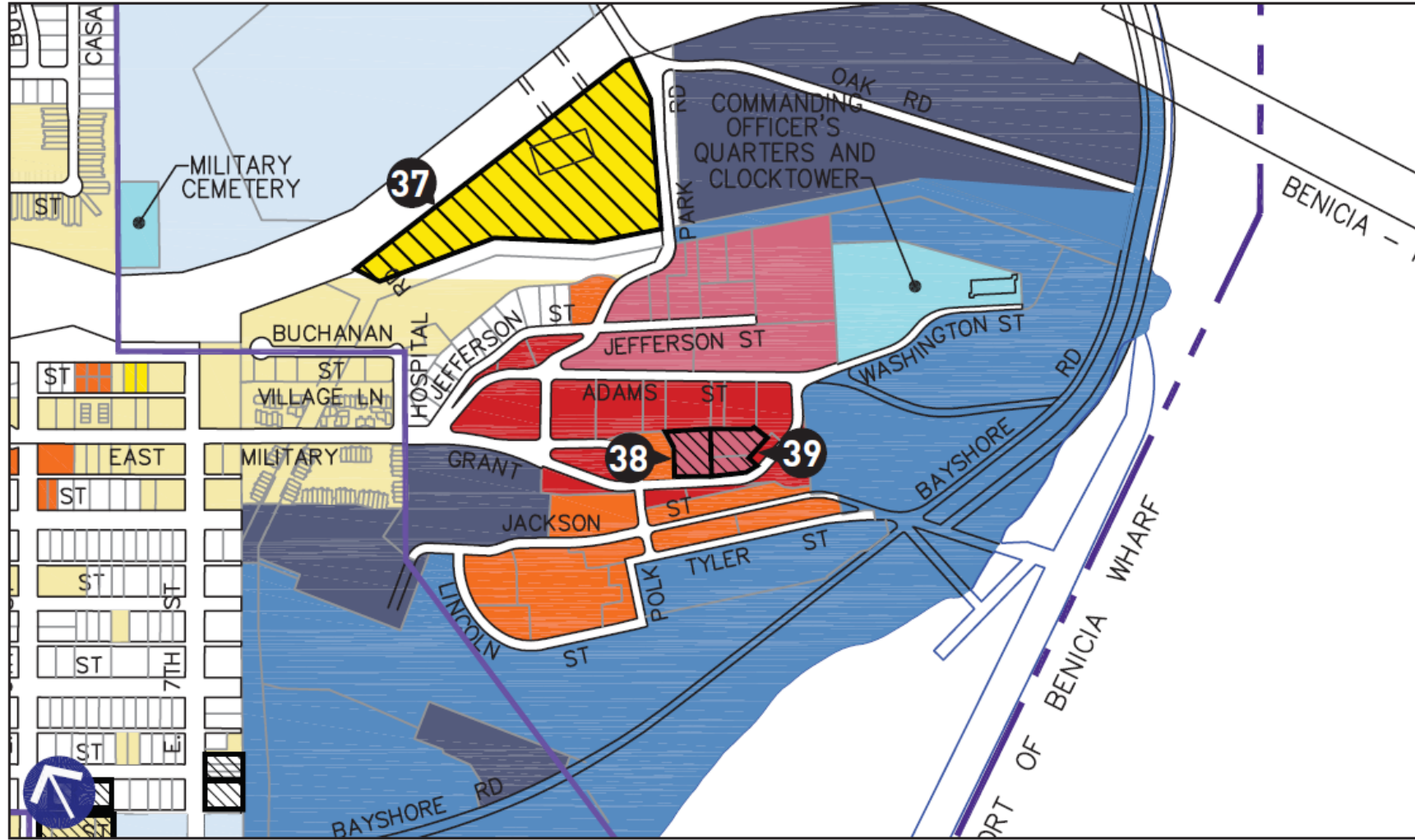
- IL LIMITED INDUSTRIAL
- IG GENERAL INDUSTRIAL
- IW WATER RELATED INDUSTRIAL
- IP INDUSTRIAL PARK

- TOWN CORE
- TOWN CORE-OPEN
- NEIGHBORHOOD GENERAL
- NEIGHBORHOOD GENERAL-OPEN

GENERAL LEGEND

- BENICIA CITY LIMITS BOUNDARY
- HISTORIC OVERLAY DISTRICT
- DUMP BOUNDARY

PROPOSED ZONING MAP AMENDMENTS (6 OF 6)



PROPOSED NEW ZONES

- RS-HOS
- RM-HOS
- RH-HOS
- MU-1
- CC-HOS
- CO-HOS
- PS-HOS
- TC-O-HOS
- TC-HOS
- NG-HOS

EXISTING ZONES

- OS OPEN SPACE
- PS PUBLIC & SEMI-PUBLIC
- RS SINGLE FAMILY RESIDENTIAL • 0 - 7 DU/ACRE
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- IG GENERAL INDUSTRIAL
- IW WATER RELATED INDUSTRIAL
- IP INDUSTRIAL PARK

- TC TOWN CORE
- TOS TOWN CORE-OPEN
- NG NEIGHBORHOOD GENERAL
- NGO NEIGHBORHOOD GENERAL-OPEN

GENERAL LEGEND

- BENICIA CITY LIMITS BOUNDARY
- HISTORIC OVERLAY DISTRICT
- DUMP BOUNDARY

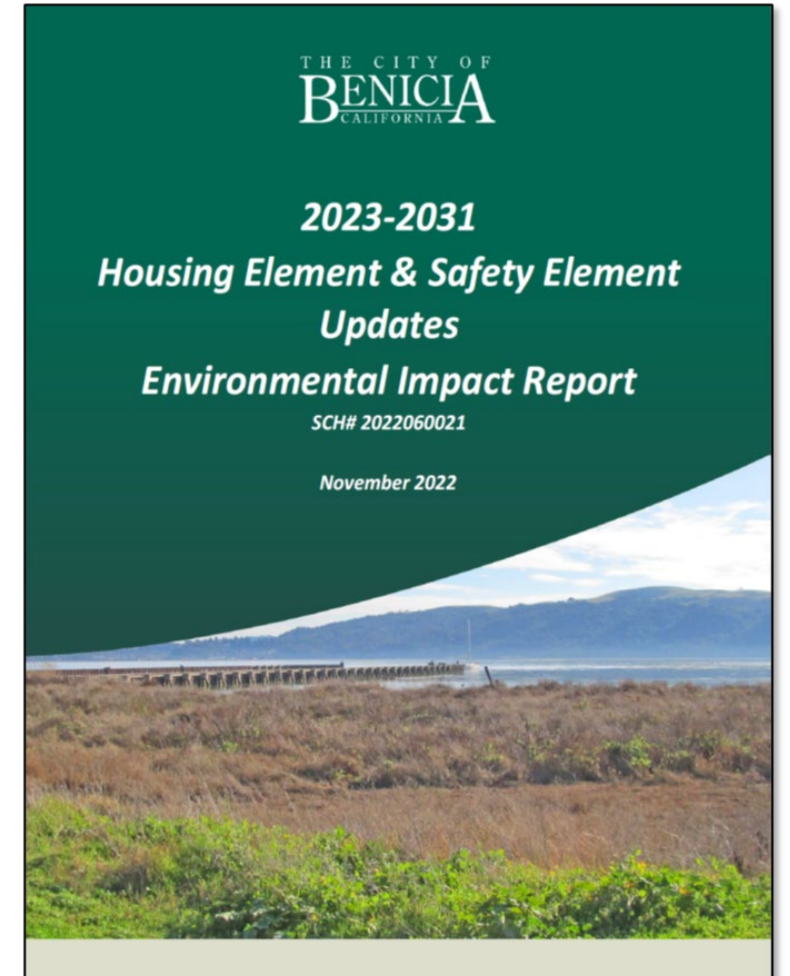
Consistency Findings

- Amendments to the General Plan and Zoning are consistent with the Benicia General Plan as detailed in Draft Resolution.
 - Housing and Land Use Element amendments promote efficient use of land within the existing urban core.
 - Community Health and Safety amendment enhances resiliency to natural hazards, protects public health and safety and promotes continuity of essential public infrastructure and services.
 - Zoning Amendments directly support implementation of the Housing Element
- Zoning amendments are consistent with purposes of Zoning Ordinance as detailed in Draft Resolution
 - Protect and promote public health, safety and welfare and to implement the policies of the general plan.

Environmental Impact Report (EIR)

California Environmental Quality Act (CEQA)

- Discloses environmental impacts and identifies mitigation measures
- Describes alternatives to the project
- Programmatic EIR considers the *possible* environmental effects
 - Future projects may require further environmental review of specific site or development details
 - EIR may overestimate potential impacts



Project Objectives

1. Update the General Plan's Housing Element to comply with State-mandated housing requirements and to address the maintenance, preservation, improvement, and development of housing in the City between 2023 and 2031.
2. Include an adequate inventory of housing sites and rezone the sites as necessary to meet the required Regional Housing Needs Allocation and to provide an appropriate buffer.
3. Update the Safety Element to be consistent with the state requirements, as presented in Section 65302(g) of the California Government Code, and to address climate adaptation and resiliency.
4. To affirmatively further fair housing (AFFH).
5. Incentivize the development of housing, particularly affordable housing, suited to special needs and all income levels.

Significant and Unavoidable Impacts

- Air Quality
 - Construction activities and potential increased Vehicle Miles Traveled (VMT) per person
- Cultural Resources
 - Potential alteration/demolition of buildings and structures more than 45 years old; potential alteration to the setting of historic districts and sites
- Greenhouse Gas Emissions
 - Generation of greenhouse gas emissions due to vehicle usage by new residents, design of new construction, and construction vehicle emissions
- Transportation
 - Potential increase in vehicle miles traveled (VMT) per resident

Project Alternatives Considered

- No Project
 - The City would not adopt the General Plan and zoning amendments
 - No project objectives would be met
- Avoidance of Historic Resources
 - Two sites would be removed from Sites Inventory (190 East F and 190 East L)
 - Would not reduce the identified impacts to “less than significant”
 - Changes Fair Housing analysis and reduces housing sites
- Remove all Opportunity Sites in a Historic District
 - Would reduce cultural resources impact to “less than significant”
 - Inconsistent with Objective 4, Affirmatively Furthering Fair Housing
 - Significantly reduces sites (total of 321 units, including 99 lower income units)

EIR Review and Status

The EIR evaluates the potential environmental impacts of project
Public comment has been considered
Final EIR includes Response to Comments and revisions to Draft EIR:

- Updating biological resources mitigations
- Clarifying cultural resource mitigation
- Correcting project description Table 3..3
- Clarifying Arsenal Historic District existing conditions

Date	Review Step
6/2	Notice of Preparation Issued
6/9	Scoping Meeting
11/4	Draft EIR released
12/13	Public hearing to accept comment on the EIR
12/19	Close of public comment period
12/30	Final EIR released

Certification of the EIR

- Planning Commission will consider a recommendation to the City Council to certify the EIR
 - Final EIR
 - Findings of Fact
 - Statement of Overriding Considerations
 - Mitigation Monitoring and Reporting Program (MMRP)
- Statement of Overriding Considerations balances the project benefits against significant unavoidable impacts
 - Project objectives
 - Housing supply, resources, condition and affordability
 - Sustainability
 - Consistency with regional goals

Supplemental Information Provided

A Supplemental Packet was published on 1/11/23

1. Memorandum Recommending removal of 125 East F Street from Housing Element and Map Amendment
2. Summary of Housing Element consistency with Government Code
3. Summary of Housing Element revisions in response to HCD Findings
4. Public Comment received since 1/5/23

Next Steps

January 24, 2023 – City Council

- Certification of EIR and adoption of Statement of Overriding Considerations and MMRP
- First Reading and Introduction of ordinance for zoning text and map amendments
- Adoption of General Plan amendments

January 31, 2023 – City Council

- Second Reading and Adoption of ordinance for zoning text and map amendments



Questions

www.ci.benicia.ca.us/housingelement

www.ci.benicia.ca.us/safetyelement

comdev@ci.benicia.ca.us