



SPECIAL JOINT CITY COUNCIL/OPEN SPACE ADVISORY COMMITTEE MEETING AGENDA

City Hall - Council Chambers
4381 Broadway, Ste 201 American Canyon
May 31, 2022
6:30 PM

Mayor: Leon Garcia
Vice Mayor: Mariam Aboudamous
Councilmembers: Mark Joseph, David Oro, Pierre Washington

Chair: Nance Matson
Vice Chair: Scott Artis
Committee Members: Barry Christian, Kim Hester-Williams, Tara McClinton-Horner

Consistent with Government Code Section 54953 and the American Canyon City Council Resolution Declaring the Existence of a Local Emergency due to the COVID-19 Pandemic, this meeting will be a Teleconference Meeting (Zoom only) to align with local and federal guidelines and social distancing recommendations for the containment of the coronavirus. This meeting will be broadcast live to residents on Napa Valley TV [here](#) and on YouTube [here](#).

You may submit public comments for any Agenda Item, Non-Agenda Item or make general public comments by one of the following methods:

Written comments, Via eComments: The eComments link is located on the Meetings & Agendas page of our website [here](#). Comments will be routed to all Councilmembers and Committee Members as they are received. All comments received will be posted online and become part of the meeting record.

Oral comments, during the meeting: A Zoom Webinar has been established for public participation during the meeting related to a specific agenda item, or matters not on the agenda. To give your public comment directly to the legislative body during the meeting, use the Register to Speak feature of [eComments](#) or connect via below Zoom link and follow the instructions or by calling 408-638-0968.

Zoom Meeting Link: [Click here](#)
Webinar ID: 845 3414 0787 **Passcode:** 340776

The above-identified measures exceed all legal requirements for participation in public comment, including those imposed by the Ralph M. Brown Act. For more information, please call the Office of the City Clerk at (707) 647-4369 or email cityclerk@cityofamericancanyon.org.

AGENDA MATERIALS: City Council agenda materials are published 72 hours prior to the meeting, and are available to the public via the City's website at www.cityofamericancanyon.org.

AMERICANS WITH DISABILITIES ACT: The City Council will provide materials in appropriate alternative formats to comply with the Americans with Disabilities Act. Please send a written request to City Clerk at 4381 Broadway, Suite 201, American Canyon, CA 94503 or by email to cityclerk@cityofamericancanyon.org. Include your name, address, phone number and brief description of the requested materials, as well as your preferred alternative format or auxiliary aid, at least three calendar days before the meeting.

CITY COUNCIL CLOSED SESSION - 5:30 P.M.

1. **Conference with Labor Negotiators: Authorized Pursuant to Government Code Section 54957.6**
Agency Designated Representatives: City Manager Jason Holley and Labor Counsel Sloan, Sekai, Yeung & Wong
Employee Organization: Teamsters
2. **Real Property Acquisition**
Pursuant to Government Code Section 54956.8
Property Location: APN 059-020-053, 059-020-054, 059-020-055, 059-020-000

SPECIAL JOINT CITY COUNCIL/OPEN SPACE ADVISORY COMMITTEE - 6:30 P.M.

CALL TO ORDER

PLEDGE OF ALLEGIANCE

MEETING ANNOUNCEMENT

Pursuant to AB 361 this meeting will be held entirely virtually. All methods available for public participation are detailed on the first page of the agenda.

ROLL CALL

PUBLIC COMMENTS - ITEMS NOT ON THE AGENDA

*This time is reserved for members of the public to address the City Council and Open Space Advisory Committee on items of interest that are not on the Agenda and are within the subject matter jurisdiction of the City Council and Open Space Advisory Committee. Comments are limited to 3 minutes. Comments for items on the Agenda will be taken when the item is called. The City Council and Open Space Advisory Committee is prohibited by law from taking any action on matters discussed that are not on the Agenda, and no adverse conclusions should be drawn if the City Council and/or Open Space Advisory Committee does not respond to public comment at this time. Speakers are asked to please speak clearly, and provide their name. Any handouts for distribution to the City Council and Open Space Advisory Committee must be emailed by 3:00 p.m. on meeting day. To comment via zoom during the meeting: click the "raise your hand" button if joining by computer, or press *9 if joining by phone, when the item is called. To avoid confusion, hands raised outside of Public Comment periods will be lowered.*

AGENDA CHANGES

The Mayor, Council, and/or the Open Space Advisory Committee may change the order of the Agenda or request discussion of a Consent Item. A member of the Public may request discussion of a Consent Item by making that request during Public Comment.

BUSINESS

3. **Re-Authorize the Open Space Advisory Committee and Draft Fiscal Year 22/23 Work Plan Recommendation:** Discuss re-authorizing the Open Space Advisory Committee as the "Open Space and Bicycles Advisory Committee" and provide direction regarding the Draft Fiscal

Year 22/23 Work Plan.

ADJOURNMENT

CERTIFICATION

I, Taresa Geilfuss, City Clerk for the City of American Canyon, do hereby declare that the foregoing agenda was posted in compliance with the Brown Act prior to the meeting date.

Taresa Geilfuss, City Clerk



TITLE

Re-Authorize the Open Space Advisory Committee and Draft Fiscal Year 22/23 Work Plan

RECOMMENDATION

Discuss re-authorizing the Open Space Advisory Committee as the "Open Space and Bicycles Advisory Committee" and provide direction regarding the Draft Fiscal Year 22/23 Work Plan.

CONTACT

Jason Holley, City Manager

BACKGROUND & ANALYSIS

The City Council has tasked the City Manager with professionalizing the City organization. This includes formalizing the Council's interface with the Open Space Advisory Committee (OSAC), improving the functionality of this body, and its interaction with the City Manager and staff.

As the "chief executive" of the organization, the Manager is charting a new path forward. Ultimately any changes are subject to Council approval.

Beyond their own experience and expertise, the Manager and staff have sought professional advice and academic resources to advise on these issues. Notably, these challenges are commonplace in local governments across the nation, and they were the subject of substantive changes in American Canyon in 2005.

All of the members of OSAC are dedicated to serving the American Canyon community. Many participate in community groups, and some have served on this advisory committee since its inception. This effort is not meant to diminish committee member contributions to the community. Nevertheless, just like the rest of the organization, this body is being examined through the lens of a more efficient local government structure in a post-Pandemic world.

There are no pre-ordained outcomes. Only the Council will decide what changes (if any) are in store for this advisory body. This discussion represents the beginning of a journey to create a blueprint for success.

This staff report is organized as follows:

- History/Initial Purpose of OSAC
- Council/Manager Form of Government and Citizen Advisory Committees (CAC)
- Future Role & Responsibilities for OSAC
- Next Steps

At the end, there are the following attachments:

1. [Resolution 2005-83 authorizing the creation of the OSAC.](#)
2. [Graphic showing the hierarchy of Mission/Vision/Values/Goal/Key Strategies/Tasks.](#)
3. [Draft Resolution 2022-XXX re-authorizing and expanding the purview of OSAC.](#)
4. [Draft OSAC Fiscal Year 2022/2023 Work Plan.](#)
5. [An excerpt from *Creating and Maintaining Effective Local Government Citizen Advisory Committee*; Vaughn Mamlin Upshaw, University of North Carolina School of Government \(2009\).](#)

History/Initial Purpose of OSAC

The City Council formed OSAC in 2005 (Attachment 1). At the time, the Council sought to recognize an informal group of local residents' "open space efforts" and "to improve access to the Napa River, the Wetlands, and Newell Open Space." The Council also sought "to preserve and enhance open space around American Canyon".

To date, OSAC's original purpose is largely achieved. Through the hard work of committee members, former and current Councils, and City staff - along with contributions from local, state and federal partners, and private partnerships - the Newell Open Space and Wetlands are now easily accessible through a system of trails and remain among the most popular destinations for residents and visitors alike. This success is shared by all, and the fruits of their labor will be enjoyed by generations to come.

Additionally, the City's 2012 Bicycle Plan states "*The City's Parks and Open Space Advisory Committee serves as the City's Bicycle Advisory Committee and utilizes a sub-committee to oversee bicycle planning issues on an as needed basis. The City is currently working on a Parks and Community Services Master Plan, which includes bicycle and pedestrian planning issues throughout the community.*" This statement demonstrated consistency with requirements for state and regional grant funding, but staff is unable to locate any record of formal action by the City Council delegating the role of "bicycle planning issues" to the OSAC.

Council/Manager Form of Government & Citizen Advisory Committees

The information below is adapted from *Effective Citizens Advisory Committees: A Blueprint for Success*; International City/County Management Association (2008).

American Canyon utilizes the "Council/Manager" form of government. This is the most common form of municipal government found in cities and towns our size throughout the United States.

In a Council/Manager government, an elected Council serves as the city's primary legislative body and appoints a chief executive officer (“City Manager”) to oversee day-to-day municipal operations, draft a budget, and implement and enforce the council's policy and legislative initiatives.

Most Council/Manager governments also feature a Mayor who officially represents the city on the state, national, and international levels. However, unlike other forms of government, the Mayor is a regular voting member of the Council with fewer other privileges that distinguish them from other Council Members.

The Manager and Council work together to enact budgets, draft and enforce legislation, provide city services, oversee city departments, and appoint departmental heads. In addition, they work together to identify the community’s Mission, Vision, and Values and create Goals, Strategies, Key Initiatives, and Tasks to implement. The graphic shown in Attachment 2 – developed as part of the City’s strategic planning process – illustrates this hierarchy.

Roles and Responsibilities

The Manager is not an elected position. Rather, the holder of this office serves at the pleasure of the council, which retains the legal right to dismiss and replace the Manager. The hiring process for a Manager is comparable to that of a corporate CEO. It begins with general discussions amongst Council members, often in consultation with voters and professional consultants. After a hiring notice is drafted and distributed to professional organizations, the process then moves to a multistage interview process that includes a review of applications and onsite interviews with qualified candidates. The process ends with a vote taken by the Council.

Below is a further explanation of typical roles and responsibilities for the Manager and Council (including the Mayor):

City Manager

- Appointed (and dismissed) by a majority of the Council.
- Responsible for drafting and proposing a city budget.
- Responsible for appointing departmental heads and directing the work of staff.
- Responsible for implementing and enforcing Council policies.
- Responsible for identifying and implementing Key Initiatives and Tasks (both Policy-Making and Day-to-Day) in support of the Council’s adopted Goals and Strategies.

City Council (Including Mayor)

- Elected to two or four-year terms.
- Responsible for appointing the Manager.
- Responsible for approving legislation and ordinances.
- Responsible for approving the City Budget as proposed by the Manager.
- Responsible for identifying the community’s Mission, Vision, and Values, and adopting Goals &

Strategies in support of these tenants.

- Responsible for evaluating the Manager's performance in the implementation of Key Initiatives and Tasks that are consistent with the Council's adopted Goals and Strategies.

Mayor (Solely)

- Votes at city-council meetings with the same power as other Councilmembers.
- Does not possess veto powers.
- Officially represents the city on local, state, national, and international levels.

The origins of Council/Manager government in the United States can be found in the late nineteenth and early twentieth centuries. It was then cities first began to hire a professional administrator who would be responsible for municipal finances, the implementation and enforcement of law, and basic city administration. Political scientists and policy analysts have stated that the prevalence of the council-manager form of government was indicative of a trend toward professionalization in municipal administration, and that state laws and transparency/accountability organizations were the catalysts of this trend.

Citizen Advisory Committees

The main attribute of an effective, useful citizens' committee is the extent to which the members have been given clearly stated objectives and a workable organizational structure. One purpose of this exercise is to maximize the effectiveness and productivity of OSAC.

Many opportunities can be solved by a well-organized citizens' committee. By appointing a committee, the City Council gives other well-respected members of the community the opportunity to discuss an issue without the pressure of "making a decision".

The Council is held to account by the electorate for its decisions – which are always final. Whenever the City Council discusses an issue, there is always the possibility that a majority may decide it is time for a decision. This can be upsetting to others - especially to those who feel that if more information were known or understood, their position would have a better chance of being supported; recent examples include: Fuel Station Moratorium, Recreational Cannabis, and Term Limits.

One reason the Council appoints a citizens committee is to remove an issue out of the "decision-making arena" and into the "advice-making arena". It does so because "advice-making" is much less daunting than "decision-making". When the Council feels the community would be served by removing the stress that comes with the "finality" of a decision, they can form a "Citizens Advisory Committee" (CAC). While this practice can be useful for controversial one-time matters ("Ad-Hoc CAC"), it can also be useful for ongoing issues of great importance to the community ("Standing CAC").

It is important to note, that the Council does not appoint a Standing CAC to serve as a "buffer"

against complaints from the community. Rather, complaints are intended to follow a standard path towards understanding/resolution. The path begins with a referral to the appropriate staff. If concerns persist, then the City Manager is engaged. Lastly, the City Council hears from the stakeholders directly. CAC's play a limited role in addressing complaints, because they serve primarily to provide advice to the Council.

Future Roles and Responsibilities for OSAC

CAC's can be very useful, but they can present challenges. A common difficulty is recognizing these bodies do not provide direction to the Manager or staff. Moreover, the City Council, the Manager, and/or assigned staff may ignore some, or even all, of their recommendations. In short, the CAC's do not make decisions; rather, they advise.

If a CAC's roles and responsibilities are not understood and accepted, then confusion abounds. Good bylaws clarify roles and responsibilities. Council never adopted any by-laws or guidelines for OSAC. Prospectively, staff recommends the Council adopt by-laws for all Standing CAC's. It is customary for the Council to provide a liaison to a CAC, and in the case of OSAC, the Manager has typically delegated the Parks and Recreation Director to fill this role. Due to limited funding, the Council often limits the amount of staff devoted to this role.

At Council's request, the Manager and the Director met with OSAC on May 4, 2022 to develop the draft work plan for next fiscal year. Before developing the work plan, committee members engaged in a lengthy conversation about OSAC's future - in particular, because many of "priority goals and projects" identified in the 2005 Resolution are now complete. Committee members generally believe the 2005 Resolution inadequately characterizes their prospective roles and responsibilities, so OSAC drafted a new resolution for Council consideration.

New Resolution Re-Authorizing OSAC

A draft Resolution as proposed by OSAC is shown in Attachment 3. The new Resolution builds upon its predecessor while focusing on the following topics:

- Rename the OSAC as the "Open Space and Bicycle Advisory Committee" and clarifying that its purview to includes "Bike Planning issues".
- Maintain restoration of the wetlands on the City's western border for both public access and to improve the eco-system in the Bay Area; and
- Maintain public access to the River-to-Ridge Trail in American Canyon, from the Bay Trail on our western edge to the Bay Area Ridge Trail in the Newell Open Space Preserve.
- Plans, such as, but not limited to the City General Plan, Parks and Open Space Master Plan, Newell Management Plan, Newell Grazing Plan, Habitat restoration and other plans.
- Open space, trails, and public access development, such as Clarke Ranch, re-use of the Corporation Yard, Jaegar Open Space, neighborhood and business integrated open space areas, and new open space areas.
- Grants and the implementation of open space improvements such as Habitat Conservation Fund, Measure AA, Environmental Education Facilities Grants and others.

- Use and maintenance, including rules and regulations, maintenance and repair standards.
- Activities and projects, including policies and guidance related to volunteer conservation programs and trail crews, scout projects, wildlife monitoring, and open space improvements or alterations to City property.
- Serve on and participate in technical advisory committees as requested.

The new Resolution also describes how the Committee shall draw on the expertise of its members and other sources to provide advice and recommendations to the staff and Council regarding the protection and management of open spaces, trails, bicycle and pedestrian access. In formulating such advice, the primary objective is resource protection for the benefit of residents and wildlife. Committee members are identified as liaisons between their constituents and communities (regarding open space and trails), while endeavoring to keeping City staff and Council informed of issues and concerns, as well as providing information to their respective communities on the City's behalf. The committee may serve as a form of consultation and deliberation among its members and staff and as a source of advice and recommendations to the Council while fairly representing the collective and individual views of the committee members. However, the Resolution does not provide authority to perform operational or management functions or to make decisions on behalf of the City or its open space and trails. Lastly, the Committee is to develop an annual work plan, in consultation with, direction from, and approved by the City Council, to establish an agenda for specific open spaces, trails, bicycle and pedestrian access and circulation issues and projects the committee and Council intend to address.

FY 22/23 Annual Work Plan (Draft)

With staff's assistance, the Committee developed a draft Work Plan for FY 22/23 (Attachment 4). Below is the list of topics identified:

1. Update the "Newell Management Plan". Anticipated topics include: a) Maintenance standards and ongoing maintenance; b) Type of use; c) Protected habitats; d) Trail design; e) Forestry and biology; f) Erosion and landslides (geology); g) Grazing; h) Barn.
2. Clarke Ranch Master Plan
3. Eco Center
4. Jaeger Open Space
5. Volunteer Projects

Next Steps

Staff recommends the Council review the new resolution and draft Work Plan with OSAC and provide direction regarding next steps.

COUNCIL PRIORITY PROGRAMS AND PROJECTS

Organizational Effectiveness: "Deliver exemplary government services."

FISCAL IMPACT

As shown in the table below, based on past experience, staff estimates the annual cost to provide staff liaison to OSAC is approximately \$21,000. The source of funding is General Fund and is included in the Proposed FY 2022/23 Budget.

STAFF	TASK	HOURS TO COMPLETE TASK	MEETINGS PER YEAR	HOURS PER YEAR	HOURLY COST	TOTAL COST
P&R Director	Attend Meeting	4	10	40	\$79.31	\$ 3,172
P&R Director	Draft and Review Staff Reports	4	10	40	\$79.31	\$ 3,172
P&R Director	Meet with Chair	1	10	10	\$79.31	\$ 793
Admin. Tech	Attend Meeting	4	10	40	\$71.36*	\$ 2,854
Admin. Tech	Draft and Review Staff Reports	5	10	50	\$47.57	\$ 2,379
Admin. Tech	Meet with Chair	1	10	10	\$47.57	\$ 476
Admin. Tech	Prepare Agenda Packet	4	10	40	\$47.57	\$ 1,903
Admin. Tech	Post Meeting Tasks	3	10	30	\$47.57	\$ 1,427
Rec. Coordinator	Attend Meeting	4	10	40	\$70.54*	\$ 2,822
Rec. Coordinator	Draft Staff Reports	4	10	40	\$47.03	\$ 1,881
			Subtotal	340		\$ 20,879

ENVIRONMENTAL REVIEW

15378(b) - The action is not a "Project" subject to the California Environmental Quality Act ("CEQA") because it does not qualify as a "Project" under Public Resources Code Sections 21065 and 21080 and in Section 15378(b) of Title 14 of the California Code of Regulations.

ATTACHMENTS:

1. [OSAC Resolution 2005-83](#)
2. [Strategic Plan Hierarchy](#)
3. [Draft Resolution 2022-XXX re-authorizing and expanding the purview of OSAC](#)
4. [Draft Work Plan Memo](#)

5. Excerpt from Creating and Maintaining Effective Local Government Citizen Advisory Committee;
Vaughn Mamlin Upshaw, University of North Carolina School of Government (2009)

RESOLUTION NO. 2005-83

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF AMERICAN CANYON
SUPPORTING OPEN SPACE EFFORTS**

WHEREAS, The City of American Canyon has always been supportive of open space preservation and enhancement, and such support has been integrated into the City's General Plan (for example, the Vision Statement notes we should "capitalize on the unique environmental setting of the foothills, river valleys and agriculture." The Parks and Recreation Element advocates for trail systems that connect the river areas with residential neighborhoods and open space areas in the foothills); and

WHEREAS, In 1999, the City was fortunate to receive 640 acres of foothill open space as a result of a generous donation from Jack and Bernice Newell; and

WHEREAS, At approximately the same time, the City received a \$3 million CalFed grant to acquire and restore 460 acres of wetlands on our western border; and

WHEREAS; Connecting these two areas through a network of trails and bike paths is important to enhance public access and enjoyment; and

WHEREAS; Recently, a group of local residents calling themselves the Friends of American Canyon Open Space (FOACOS) have joined to advocate for, and lend its support to, open space efforts in and around American Canyon, and in particular, to improve public access to the Napa River, the Wetlands and the Newell Open Space Preserve; and

WHEREAS; The City Council now wants to formally recognize these efforts and to establish a work plan to preserve and enhance open space in and around American Canyon.

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of American Canyon hereby supports efforts to preserve and enhance open space in and around American Canyon; and

BE IT FURTHER RESOLVED that the City Council establishes a five-person Open Space Advisory Committee (Committee), pursuant to American Canyon Municipal Code Chapter 2.28 (Boards and Commissions Generally). The purpose of this Committee is to oversee Open Space efforts in and around American Canyon and to periodically report back to the City Council on Open Space issues; and

BE IT FURTHER RESOLVED that the City Council endorses the following goals and projects, recognizing that there may be other goals and projects relating to Open Space and that the Committee should establish priority goals and projects, subject to Council review and confirmation:

- Partnership with the Lynch Canyon Open Space Preserve to improve public access to the Newell Open Space Preserve;
- Public access to the Napa River at the Landfill, including the creation of trails along the Napa River from American Canyon to Napa City;

- Restoration of the wetlands on the City's western border for both public access and to improve the eco-system in the Bay Area; and
- Development of a River-to-Ridge Trail in American Canyon, from the Bay Trail on our western edge to the Bay Area Ridge Trail in the Newell Open Space Preserve;

BE IT FURTHER RESOLVED that the City Council authorizes the City Manager or designee, in cooperation with the Committee, to perform the following tasks to further the goals and projects outlined above:

- Enter into negotiations with the Waste Management Authority of Napa/Vallejo, the Lynch Canyon Preserve, Napa County, the Department of Fish & Game, and other organizations associated with open space;
- Solicit grants and other funding sources to acquire, construct and/or maintain the improvements envisioned in this Work Plan;
- Work with the Parks & Community Services Commission, community groups, and other organizations to enhance public awareness and to encourage community involvement in open space efforts;
- Represent the City in meetings with environmental and regulatory agencies that have jurisdiction or influence in open space matters;
- Contact elected Federal, State and Local Officials to solicit funding, legislative assistance, and other forms of support; and
- Report back to the City Council and the public on a regular basis on the status of these projects;

BE IT FURTHER RESOLVED that this Resolution shall take effect immediately upon adoption.

PASSED, APPROVED and ADOPTED at a regular meeting of the City Council of the City of American Canyon on the 1st day of September, 2005 by the following vote:

AYES: Garcia, Anderson, Coffey Luporini
NOES: Shaver
ABSTAIN: None
ABSENT: None


 Cecil B. Shaver, Mayor

ATTEST:


 Kay Woodson, City Clerk

APPROVED AS TO FORM:


 William D. Ross, City Attorney



VISION
American Canyon ...
HOME TO AN ENGAGED, DIVERSE COMMUNITY
DESTINATION FOR OUTDOOR RECREATION and NATURAL BEAUTY
HUB OF OPPORTUNITY and ECONOMIC VITALITY

OUR MISSION
OUR MISSION IS TO DELIVER EXEMPLARY SERVICES THAT ARE RESPONSIVE TO COMMUNITY PRIORITIES, ENSURE A HEALTHY and SUSTAINABLE ORGANIZATION, AND DRIVE US TOWARD OUR SHARED VISION FOR THE FUTURE.

STRATEGIC VALUES-HOW WE ACCOMPLISH THE CORE VALUES...

- creativity and innovation
- collaboration and teamwork
- leadership
- community engagement
- results oriented



Goals

- 1 Public Safety**
Ensure American Canyon remains a safe community
- 2 Community and Sense of Place**
Build on the strength of our local community to develop a clear 'sense of place' and establish our unique identity
- 3 Economic Development & Vitality**
Attract and expand diverse business and employment opportunities
- 4 Outdoors and Recreation**
Expand opportunities for use of outdoor recreation and an active and healthy lifestyle
- 5 Transportation**
Improve the transportation network within the City to alleviate congestion and enhance the quality of life for the community
- 6 Infrastructure**
Develop and maintain infrastructure resources to support sustainable growth
- 7 Organizational Effectiveness**
Deliver exemplary government services

RESOLUTION NO. 2022-_____

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF AMERICAN CANYON REAUTHORIZING
THE OPEN SPACE ADVISORY COMMITTEE TO SUPPORTING OPEN SPACE EFFORTS

WHEREAS, the City of American Canyon has always been supportive of open space preservation and enhancement, and such support has been integrated into the City's General Plan (for example, the Vision Statement notes we should "capitalize on the unique environmental setting of the foothills, river valleys and agriculture." The Parks and Recreation Element advocates for trail systems that connect the river areas with residential neighborhoods and open space areas in the foothills); and

WHEREAS, in 1999, the City was fortunate to receive 640 acres of foothill open space as a result of a generous donation from Jack and Bernice Newell; and

WHEREAS, at approximately the same time, the City received a \$3 million CalFed grant to acquire and restore 460 acres of wetlands on our western border; and

WHEREAS, connecting these two areas through a network of trails and bike paths is important to enhance public access and enjoyment; and

WHEREAS, ~~Prior to Resolution 2005-83, Recently~~, a group of local residents calling themselves the Friends of American Canyon Open Space (FOACOS) have joined to advocate for, and lend its support to, open space efforts in and around American Canyon, and in particular, to improve public access to the Napa River, the Wetlands and the Newell Open Space Preserve. This organization no longer exists; and

WHEREAS, the City Council ~~now wants to~~ formally recognized these efforts and to establish a work plan to preserve and enhance open space in and around American Canyon through the establishment of the Open Space Advisory Committee (OSAC) as a standing "citizen's advisory committee" (Resolution 2005-83); and

WHEREAS, the City's "Bike Plan" notes: "The City's Parks and Open Space Advisory Committee serves as the City's 'Bicycle Advisory Committee' and utilizes a sub-committee to oversee bicycle planning issues on an as needed basis"; and

WHEREAS, the City Council desires to re-authorize OSAC as the "Open Space and Bicycle Advisory Committee" because open space opportunities are expected to arise, including but not limited to additional open space preserves, neighborhood and business-area integrated open space areas, and related amenities and facilities and clarity

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of American Canyon hereby supports efforts to preserve and enhance open space in and around American Canyon; and

NOW, THEREFORE BE IT FURTHER RESOLVED that the City Council establishes a five-person ~~Open Space Advisory Committee~~ Open Space and Bicycle Advisory Committee (Committee), pursuant to American Canyon Municipal Code Chapter 2.28 (Boards and Commissions Generally). The purpose of this Committee is to oversee Open Space efforts in and around American Canyon and to periodically report back to the City Council on Open Space issues; and

NOW, THEREFORE BE IT FURTHER RESOLVED that the City Council endorses the following goals and projects, recognizing that there may be other goals and projects relating to Open Space and that the Committee should establish priority goals and projects, subject to Council review and confirmation:

- Maintain Restoration of the wetlands on the City's western border for both public access and to improve the eco-system in the Bay Area; and
- ~~Development of a~~ Maintain public access to the River-to-Ridge Trail in American Canyon, from the Bay Trail on our western edge to the Bay Area Ridge Trail in the Newell Open Space Preserve; and
- Plans, such as, but not limited to the City General Plan, Parks and Open Space Master Plan, Newell Management Plan, Newell Grazing Plan, Habitat restoration and other plans; and
- Open space, trails, and public access development, such as Clarke Ranch, re-use of the Corporation Yard, Jaegar Open Space, neighborhood and business integrated open space areas, and new open space areas; and
- Grants and the implementation of open space improvements such as Habitat Conservation Fund, Measure AA, Environmental Education Facilities Grants and others; and
- Use and maintenance, including rules and regulations, maintenance and repair standards; and
- Activities and projects, including policies and guidance related to volunteer conservation programs and trail crews, scout projects, wildlife monitoring, and open space improvements or alterations to City property; and
- Serve on and participate in technical advisory committees as requested.

NOW BE IT FURTHER RESOLVED that the City Council authorizes the City Manager or designee, in cooperation with the Committee, to perform the following tasks to further the goals and projects outlined above:

- Enter into negotiations with the Waste Management Authority of Napa/Vallejo, the Lynch Canyon Preserve, Napa County, the Department of Fish & Game, and other organizations associated with open space;
- Solicit grants and other funding sources to acquire, construct and/or maintain the improvements envisioned in this Work Plan;
- Work with the Parks & Community Services Commission, community groups, and other organizations to enhance public awareness and to encourage community involvement in open space efforts;
- Represent the City in meetings with environmental and regulatory agencies that have jurisdiction or influence in open space matters;
- Contact elected Federal, State and Local Officials to solicit funding, legislative assistance, and other forms of support; and
- Report back to the City Council and the public on a regular basis on the status of these projects;

NOW, THEREFORE BE IT FURTHER RESOLVED that the Committee shall draw on the expertise of its members and other sources to provide advice and recommendations to the staff and City Council regarding the protection and management of American Canyon open spaces and trails, and bicycle circulation.

NOW, THEREFORE BE IT FURTHER RESOLVED that Committee members shall serve as liaisons between their constituents and communities (regarding open space and trails), keeping city staff and Council informed of issues and concerns, as well as providing information to their respective communities on the City's behalf.

NOW, THEREFORE BE IT FURTHER RESOLVED that the Committee may serve as a form of consultation and deliberation among its members and staff and as a source of advice and recommendations to the Council. Such advice shall fairly represent the collective and individual views of the committee members. In formulating such advice, the committee members shall recall that the primary objective is resource protection for the benefit of residents and wildlife.

NOW, THEREFORE BE IT FURTHER RESOLVED that the Committee is established to provide advice and recommendations to the Council and city staff regarding the management of open space, trails, bicycle and pedestrian access.

NOW, THEREFORE BE IT FURTHER RESOLVED that this Resolution does not constitutes authority to perform operational or management functions or to make decisions on behalf of the City or its open space and trails.

NOW, THEREFORE BE IT FURTHER RESOLVED that this Committee shall develop an annual work plan, in consultation with, direction from, and approved by the City Council, to establish an agenda for specific open spaces, trails, bicycle and pedestrian access and circulation issues and projects the committee and Council intent to address.

NOW, THEREFORE BE IT FURTHER RESOLVED BE IT FURTHER RESOLVED that this Resolution shall take effect immediately upon adoption.

PASSED, APPROVED and **ADOPTED** at a regular meeting of the City Council of the City of American Canyon on the _____-by the following vote:



DATE: May 24, 2022

TO: Mayor and City Council

C/C: Parks and Recreation Director Ikeda

RE: Draft "FY 22/23 Work Plan" for the Open Space Advisory Committee

On May 4, 2022, Open Space Advisory Committee (OSAC) met to develop a *draft* Work Plan for FY 22/23. Below is the list of topics OSAC has identified:

1. Update the "Newell Management Plan". Anticipated topics include:
 - a. Maintenance standards and ongoing maintenance
 - b. Type of use
 - c. Protected habitats
 - d. Trail design
 - e. Forestry and biology
 - f. Erosion and landslides (geology)
 - g. Grazing
 - h. Barn
2. Clarke Ranch Master Plan
3. Eco Center
4. Jaeger Open Space
5. Volunteer Projects

The draft Work Plan will be the subject of a Special City Council/OSAC meeting on May 31, 2022.

A handwritten signature in black ink that reads "Jason B. Holley".

Jason B. Holley, City Manager

Attachment 4 – Excerpt from *Creating and Maintaining Effective Local Government Citizen Advisory Committee*; Vaughn Mamlin Upshaw, University of North Carolina School of Government (2009).

REASONS FOR HAVING CITIZENS ADVISORY COMMITTEES

When communities face complex issues affecting large, diverse groups, citizen engagement leads to people being better informed, better able to collaborate with others, and more active in addressing issues that affect them. By sharing responsibility, local officials increase opportunities for citizens to contribute to the common good.

At the local level, CAC's provide an effective mechanism for program planning and assessment by identifying community needs and interests and soliciting recommendations on how to meet those needs. Local elected and appointed officials may become focused on their own priorities and work, losing sight of larger community concerns.

Certain statutory mandates ensure that interest groups and community representatives have formal input on local government initiatives. Membership criteria that focus on technical and professional experience result in representatives whose interests align with organizational concerns. Technical and professional boards can help local governments plan services for particular groups.

Membership criteria that require community membership, consumers of services, and affected groups to be involved result in citizens having an opportunity to shape services that are important to them. Appointed boards enable citizens to plan with local governments. Depending upon what a local government or community seeks to accomplish citizens can often contribute to the process and provide local government leaders with valuable information.

BENEFITS AND COSTS OF CITIZEN ADVISORY COMMITTEES

Arguments for citizen engagement are strongly rooted in the United States' political culture. Civic engagement is valued for bringing greater public voice into governmental decision-making and improving public perceptions of government.

Local governments seeking public involvement in governmental decisions often turn to CACs as a way to include citizens in the process. Establishing CACs can benefit local government and the public by providing more ideas and creating more support for decisions. Citizen advisory committees are not without their cost to local government or the public, though, especially when the issues are complex and defy easy answers.

Benefits to Local Governments

Local governments benefit from CACs by:

- *Tapping in the expertise of the citizenry as subject matter experts.* Often people who have extensive experience and knowledge in a particular area (for example, engineering or technology) are interested in using their skills to help improve the communities where they live.
- *Engaging citizens as partners in the process of governing the city or county.* To effectively accomplish community goals, local elected officials routinely work with individual citizens, business and nonprofit leaders, community groups, and other state, regional, and national organizations, and governments. Involving key stakeholders in CACs can help move issues forward, because citizens have a role in reviewing alternatives and making recommendations to the local governing board.
- *Gathering information for governing and decision making.* Public problems are rarely straightforward, and few issues have one right answer. Citizens “enlarge the room” by bringing diverse opinions and perspectives to community issues. Citizen advisory committees are a convenient way to engage representatives with different perspectives in local governance.
- *Making the governing process more transparent.* Many citizens know little about what local government does and have had little experience working with local government. Serving on an advisory board helps citizens learn more about local government issues, challenges, and complexities.
- *Going beyond what they can accomplish alone.* Local governments are expected to address multiple issues simultaneously, and CACs help extend their reach. Citizens often direct knowledge of resources, partners, and strategies outside of local government. By engaging citizens in CACs, local governments tap into resources that they might not have known about or had access to otherwise.

- *Improving communication between elected officials and the public.* When elected officials participate in advisory boards, either as liaisons or as representatives of the governing board, they interact directly with citizens about community issues. Citizens serving on CACs generally have opportunities to present information or meet directly with elected officials.
- *Receiving new information and perspectives.* Citizens often have information relevant to public issues- as direct consumers of local government services, as representatives of community organizations, or as professionals with relevant expertise. Better decisions result when decision makers consider and weigh multiple points of view.
- *Linking to other resources and groups interested in addressing community issues.* Through their work on advisory boards, citizens can network and collaborate with others.
- *Reducing the likelihood that government decisions will be challenged in court.* When citizens have a chance to participate in the decision making process, they better understand the trade-offs among competing options are less likely to sue their local governments when the final decision is not their first preference.
- *Expanding citizens' understanding of how local government works.* Citizens may have limited experience with local government. When citizens serve on CACs, government officials can communicate with them about particular issues in the context of the local government's broader responsibilities.

Benefits to Citizens

Citizens benefit from CACs by:

- *Learning about local government and opportunities for future leadership.* Advisory boards are a vehicle for developing citizens' leadership capacity. Learning about and dealing with public issues help citizens better understand the roles and responsibilities of local government. Advisory board members who later run for office may appreciate a city's or county's role more than citizens unfamiliar with the workings of local government.
- *Understanding and becoming more trusting of local government.* Advisory board members have an opportunity to work with other citizens, elected officials, and local government employees. Working with others promotes understanding and trust.
- *Having a greater stake and more investment in the outcome of decisions.* Advisory board members engaged in reviewing alternatives are more likely to support final decision than are citizens who have not been involved in looking at multiple options.

- *Being directly involved in finding solutions.* An individual who is concerned about services or policies can speak directly to public officials or address the governing board at public hearings. Citizen concerns are often too extensive for an elected board to address quickly

Cost for Local Governments For local governments, some of the cost of having CACs occur when:

- *The CAC is time consuming for local government staff.* Recruiting and selecting members and providing support for CACs can require a lot of time on part of local elected officials and local government staff.
- *The CAC is costly to support.* The financial cost of supporting some CAC work can be considerable, particularly if the issues require detailed input from external technical advisors and substantial staff time to research and prepare reports.
- *Involving the public in a CAC creates tension or hostility.* If members of the public think that local government is trying to force an agenda through the CAC, or if the group itself is divided and dysfunctional, dissatisfaction can set in. This can result in disenchantment on the part of the CAC member, criticism of the local government's process, and hostility toward the local government's process, and hostility toward the local government rather than support the issue.
- *Local government loses control over decision-making.* If the governing board has not set clear boundaries, a CAC can assume more authority than was intended. Unless the local governing board is willing to rein in the CAC, the group may make decisions and pursue options without local government's full support.
- *The CAC makes bad recommendations.* If the CAC is made up of people with similar views, the committee may limit input or introduce data from unreliable sources to influence the process. Or, if members of the CAC cannot get along and work together, member may not agree on recommendations. In either case, the outcome is likely to result in a flawed decision for local government.
- *Recommendation and advice are not adopted.* Citizens who spend significant time learning about an issues and preparing recommendations may be frustrated if their recommendations are not embraced by elected officials or public administrators.

When benefits are high and costs are low, the conditions for establishing a CAC are more favorable. Less favorable conditions occur when the benefits of establishing a CAC are low and the cost of doing so is high.

Cost for Citizens

For citizens, some of the costs of serving on a CACs occur when:

- *Participation on CAC's is time consuming.* Depending upon the issue, the CAC may meet quarterly, monthly, bimonthly, or even weekly. Citizens who are deeply involved in an issue may participate in meeting outside of the CAC as well. For many members of the public, the time commitment requires to serve on a CAC can be a deterrent to participation.
- *The CAC has poorly defined objectives.* Unclear expectations, goals that are too broad, or timelines that are unreasonable lead to groups floundering for focus. In some cases, CACs will create their own goals and objectives if they believe they do not have sufficient guidance from elected officials. If the group's goals are in conflict with the intent of the elected board, the process may be fraught with conflict.
- *The process for the CAC is flawed.* If the path to achieving results is cumbersome or confusing, if members have unresolved conflicts, if leadership changes too often or not often enough, or if insufficient resources are allocated to the CAC, members and interest groups may become dissatisfied with both the CAC and local government.
- *Needed expertise is unavailable within the CAC.* Complex public issues often require specialized knowledge beyond what the average citizen possesses. When CACs are established to recommend or review local government actions but no member of the CAC understands the issue well enough to provide an informed opinion, the task is likely to be overwhelming and frustrating.
- *Interest groups dominate the process and do not represent the broader interests of the community.* Vocal advocates for an opponent of an issue often seek seats on CACs. Unless the process used to appoint members to a CAC assures a mix of perspectives, citizens will reject outcomes because their voices are unrepresented or underrepresented.

Enclosure 2 – Latest Revision of the PCS Work Plan (October 2020)