



MEMORANDUM

April 26, 2017

TO: Priority Area 1 (PA-1) Specific Plan Working Group Members

FROM: Ben Ritchie, De Novo Planning Group

SUBJECT: PA-1 Working Group Role and Structure

DATE: April 26, 2017

This memo provides an overview and summary of the roles and responsibilities of the Working Group, and a summary of the format and structure of Working Group meetings. All Working Group members are encouraged to read this memo prior to the first Working Group meeting on April 27th. The information contained in this memo will be reviewed and discussed during the first Working Group meeting.

WHAT IS A SPECIFIC PLAN?

A specific plan is a document designed to implement the goals and policies of the General Plan. The City of Brentwood Priority Area 1 (PA-1) Specific Plan will identify the community's vision for the future growth, development, and conservation of open space and resources within the Specific Plan Area in a manner consistent with the quality of life desired by residents and businesses. The PA-1 Specific Plan will contain detailed development standards, distribution of land uses, infrastructure requirements, and implementation measures for the development of a specific geographic area.

These land use distributions, development standards, and regulations are critical components of a specific plan, since it is through these standards that the goals and policies of the General Plan are implemented.

The specific plan is similar in nature to the zoning ordinance because it deals with implementation through the use of development regulations. Unlike the citywide zoning ordinance, however, specific plans are targeted to specific planning areas. This allows for greater flexibility and provides an opportunity to focus regulations and standards on the goals of a specific geographic area. This is the primary purpose of a specific plan, which provides a mechanism to target implementation measures toward a specific planning area. In addition, detailed, project-level environmental review (as is the case of the City's plans for PA-1) can provide streamlining benefits for future development within the respective specific plan area.

GENERAL PLAN GUIDANCE ON PRIORITY AREA 1

In July 2014, the City of Brentwood completed and adopted a comprehensive update to the General Plan. The updated General Plan was the result of an approximately 2-year process, and included extensive community input, public participation, and input from the General Plan Update Working Group. During the course of preparing the General Plan Update, issues and opportunities associated with Priority Area 1 were discussed at great length by the City Council, Planning Commission, Working Group, and the public. As such, the General Plan provides very specific guidance regarding future growth and development priorities for PA-1.

The following provides a summary of the General Plan's guidance regarding Priority Area 1.

Priority Areas

Priority Area (PA) – A Priority Area is an overlay designation that identifies an area of the city that warrants particular attention with respect to the land use mix, jobs/housing balance, and overall design and integration of future development projects. In addition to the parcel-specific land use designations assigned to all parcels within a Priority Area, a Priority Area overlay designation establishes a set of overarching guidance policies that shall be used by the City to ensure quality and integrated development that assists in meeting the economic development goals of this General Plan. Development within a Priority Area shall be consistent with the underlying land use designations. One Priority Area is identified in this General Plan.

PA-1 – PA-1 is located in the northwest corner of the city, south of Lone Tree Way, west of Shady Willow Lane, generally north of Sand Creek, and east of Heidorn Ranch Road. PA-1 is located within the Brentwood city limits. State Route 4 traverses PA-1 from north to south and bisects the area nearly in half. PA-1 is depicted as an overlay on the Land Use Map (Figure LU-1). The policy guidance for PA-1 includes the following framework:

1. PA-1 shall be predominantly developed with a mixture of uses that generate jobs, including but not limited to regional commercial, general commercial, professional office, business park, and light industrial. Approximately 80% of the net developable acreage of lands within PA-1 that are designated Mixed Use Pedestrian Transit should be dedicated for these types of uses.
2. The State Route 4 interchange at Lone Tree Way should be utilized to provide an optimal mix of jobs-generating uses.
3. Lands within PA-1 adjacent and in close proximity to SR 4 and the SR 4 interchange shall be reserved exclusively for jobs-generating and commercial uses. Residential uses may be allowed adjacent to and in close proximity to SR 4 if such residential uses are directly incorporated into commercial and/or business park development projects as vertical mixed-use residences (i.e., residential over retail or office space).
4. Land use plans for this area should contemplate a future transit facility that could accommodate a future eBART station and/or park-and-ride facility, but the land use plan should be valid and beneficial to the City and the area if an eBART station does not materialize.

5. Opportunities for mixed-use buildings, including flex live/work space, transit-oriented development, and emerging business flex space should be provided.
6. Exclusive residential uses within PA-1 should not exceed 20% of the net developable acreage of all MUPT parcels within the PA.
7. Commercial, office, and business park projects within PA-1 are encouraged to include and incorporate vertical mixed residential uses. Commercial, office, and business park projects that incorporate residential uses on the second and third stories shall not be counted towards the 20% maximum residential allocation on MUPT parcels within PA-1.
8. Encourage a mix of land uses, including jobs-generating uses and residential uses, to be distributed throughout PA-1, and discourage large concentrations of residential-only uses.
9. The development of a large-scale (i.e., 30-60 acre) regional commercial development within PA-1 is strongly encouraged, and should be considered as development applications within PA-1 are received and processed.
10. Residential uses within PA-1 should be designed to complement the predominant jobs-generating and commercial land uses, and should occur at the medium, high, and very high density levels. Densities should generally increase and transition from the medium density range in the south to the higher-density ranges in the northern area of PA-1.
11. Increases in residential densities within PA-1 may be granted by the City if the developer or project applicant provides the City with significant infrastructure improvements or other concessions that provide a community benefit (i.e., school sites, park lands in excess of minimum requirements, or utility infrastructure that exceeds the demand of the proposed project).
12. Residential density bonuses may be granted if commercial and/or office/business park uses are provided on-site within a residential development project.
13. Planning for this PA shall include areas of open space, green space connectivity, optimization and protection of creek corridors, an integrated network of trails and open space connections, and appropriate trails and circulation connectivity with areas surrounding the PA. Residential development that results in isolated or stand-alone neighborhoods from the rest of PA-1 or surrounding Brentwood neighborhoods shall be discouraged.
14. Planning for future development within PA-1 should include a collaborative effort between the City and property owners within PA-1 in order to craft a future development plan that provides for a balanced mix of land uses, infrastructure, and public open space within PA-1.

WHAT IS A WORKING GROUP?

The PA-1 Working Group is an ad hoc committee established by the City Council for purposes of preparation of the PA-1 Specific Plan. The Working Group will serve as one of the primary channels for the community to make recommendations to the City Council regarding the land use composition and development standards that will go into the PA-1 Specific Plan.

The Working Group will be asked to provide specific and detailed input regarding the mix of land uses, at the parcel level, that should be included in the PA-1 Specific Plan. The Working Group will also help to establish development standards and define the intensity of uses within the Plan Area, assist with the establishment of infrastructure plans to serve future growth within the Plan Area, and assist with establishing policies and actions to ensure successful implementation of the Specific Plan.

The result of the Working Group's efforts will be a draft Specific Plan that is forwarded to the Planning Commission for review and recommendations, and then to the City Council for review and adoption.

Participation by members appointed to the Working Group is temporary; the roles and responsibilities of its members will terminate when the group completes its preferred draft plan; after which, the draft plan will be forwarded to the Planning Commission for review and to the City Council for adoption in approximately 15 months.

PARTICIPANT ROLES AND RESPONSIBILITIES

City Council - Legislative body directing the affairs of the City

- Authorized the preparation of the Specific Plan and approved the budget.
- Provides ultimate policy direction for the Specific Plan.
- Resolves City policy issues and budget/scope adjustments as necessary throughout the Specific Plan process.
- Certifies the Environmental Impact Report (EIR) that accompanies the Specific Plan.
- Conducts public study sessions and/or hearings on the Specific Plan and EIR.
- Adopts the Specific Plan as recommended by the Planning Commission, or as modified by the City Council.

Planning Commission - Chief advisory body on community planning and development matters

- May conduct public study sessions and/or public hearings on the Specific Plan and EIR.
- Advises the City Council on recommendations for approval, modification, or deletion of goals, policies, or actions proposed in the Specific Plan.

Working Group - Appointed special advisory body on the Specific Plan

- Provides feedback to City staff and the consultant team on the planning process and its products.

- Informs City staff and the consultant team of information that is valuable to the process or issues/opinions that should be taken into consideration as part of the Specific Plan preparation.
- Reviews and discusses items proposed by City staff or the consultant team.
- Stays familiar with, and seeks policy consistency with the City's General Plan during Specific Plan land use and policy deliberations.
- Serves as an ambassador for the Specific Plan process; provides the community at large and other key stakeholders with information about the Specific Plan process.
- Irrespective of individual perspectives or preferences, seeks the benefit of the entire community in recommendations.

City Staff - Facilitators of the Specific Plan preparation process and providing key technical and logistical support

- Provides input regarding professional, technical, administrative, and policy insights and implications on topics being discussed.
- Manages consultant team's work program and products.
- Reviews and modifies consultant products as necessary to ensure consistency with City policy and practice.
- Arranges for logistics and support of each meeting/workshop.
- Distributes materials to the Working Group, typically one week prior to scheduled meetings.
- Prepares and presents staff reports as appropriate.
- Oversees schedule modifications and compliance.
- Keeps consultant team informed of current City activities and issues that relate to the Specific Plan.

Consultant Team - Advisors hired by the City to provide technical support and serve as an extension of City staff during the Specific Plan preparation process

- Complies with the adopted Scope of Work, Budget, and Schedule.
- Submits draft documents identified in the Scope of Work to City staff for review, revision, and distribution as required.
- Prepares consultant technical reports as specified in the Scope of Work.
- Provides input regarding professional, technical, and policy insights.
- Assists in clarifying issues, providing options, and evaluating the implications of topics being discussed.
- Recommends methods to resolve policy issues when conflict arises.
- Advises on schedule or procedural matters.
- Presents consultant-prepared work products to decision-makers, City staff, and the public.

- Coordinates with agencies and other organizations outside of City Hall in the preparation of work products.

PARTICIPATION IN THE PA-1 SPECIFIC PLAN WORKING GROUP

Selection as a member of the PA-1 Specific Plan Working Group provides an opportunity to serve the City in an important role as the City continues to shape its future. The following is a summary of important considerations to keep in mind as you undertake your commitment to the City:

Representing the Working Group:

Individual Working Group members must be careful not to represent their own views or recommendations as those of the Working Group, unless the majority has officially voted on the issue.

Maintaining Community-wide Perspective:

Although Working Group members may be selected in part on the basis of representing clearly defined groups, neighborhoods, or other key stakeholders, in order to assume that all interests are voiced and considered, each member should represent the overall public and not that of an exclusive group or interest.

Keeping the Lines of Communication Open:

The Working Group members will serve as liaisons between the City and the general public in helping to educate and receive input from the community. Therefore, each member must serve as a communication link between the community and the City, explaining City programs and recommendations, as well as providing a channel for citizen expression. To properly represent the community, members must be accessible to the public so they can receive input as to the sentiment and opinions of their fellow residents, property owners, and other key stakeholders.

Be Conscious of Your Relationship to the City Council, City Staff, and the Consultant Team:

Good relations with the City Council, City staff, and the consultant team are necessary for the successful operation of any Working Group. It is important that each member respect the authority of the City Council, who, in the end, will be charged with the final responsibility for action taken by the City. To facilitate effective communication, your actions as a member should be done with the approval of the entire Working Group. In contacting City personnel or the consultant team on business matters, the proper channel is through the staff liaison appointed to your Working Group (in this case it is the Planning Manager, Erik Nolthenius). Erik can be reached by phone at: 925-516-5137, or by email at: enolthenius@brentwoodca.gov.

Establishing a Good Relationship with Other Members:

On many occasions, the success or failure of a Working Group will depend upon the degree of cooperation among the individual members. In order to build a consensus around common goals and objectives, members will often first have to reconcile contradictory viewpoints and show a willingness to objectively consider the issues.

Another way of developing this cooperation is for each member to do their part to ensure that meetings proceed in an orderly manner. The Co-Chairpersons will be primarily responsible for seeing that meetings are conducted in an expeditious and thorough fashion, and the consultant team will directly assist in facilitating the meetings. However, each member can help by becoming familiar with the basic rules of parliamentary procedure and by adequately preparing for meetings.

Other Important Points to Consider:

Working Group members should always show respect for other individuals' viewpoints and shall allow other members adequate time to present their views before making comments. It is essential to be open and honest at all times, welcome other members, and see that they become acquainted with their duties. Be aware that, in the public's eye, Working Group members represent the City they serve. Comments and actions of the Working Group, therefore, should express sensitivity to the diverse viewpoints held within the city.

OFFICIAL CHARGE OF THE WORKING GROUP

Ensure City staff and the consultant team is aware of and understands community concerns, values, and expectations.

- Assist City staff and the consultant team in identifying critical issues that should be addressed in the planning process.
- Identify areas of existing or potential conflicts and find ways to constructively resolve them.
- Capitalize on the creative ideas and insights within the Brentwood community for input into the Specific Plan.
- Keep community organizations and interested citizens informed about the status of the planning process.
- Provide recommendations to the Planning Commission and City Council supporting the Specific Plan.

RULES AND PROCEDURES

1. All meetings of the PA-1 Specific Plan Working Group must be open to the public pursuant to the Ralph M. Brown Act enacted in 1953. The intent of the Act is to ensure that “actions be taken openly and that deliberations be conducted openly.” Once selected, the time, place, and date for regularly scheduled Working Group meetings shall be publicly posted or announced.
2. The Council Members on the Working Group will serve as its Co-Chairpersons. The Co-Chairpersons will be responsible for calling the meeting to order, administering the public comment period (order of speakers, enforcement of speaker time limits, relevance of comments to the topics before the Working Group, etc.), assisting the consultant team with keeping Working Group members focused on relevant topics before the Working Group at a given meeting, and adjourning the meeting.

All Working Group members act as “ambassadors” of the Specific Plan to the community and are encouraged to share their knowledge about the process to ensure the community’s exposure to the process is as far-reaching as possible. Prior to any commitments, Working Group members that receive requests from the community for information or presentations about the Specific Plan should advise the Planning Manager, who will coordinate all outreach activities.

3. Preparation of the Specific Plan is subject to a defined schedule. Working Group members need to be diligent in preparing for each meeting, and be prepared to make recommendations and decisions in a timely manner that allows the process to move forward according to the City Council’s adopted schedule.
4. The Working Group is not involved in the administration or operation of City departments, and should not direct the administrative staff or its consultants to initiate programs, conduct studies, or establish official policy. Working Group members are, however, encouraged to review and comment on relevant department programs as they pertain to the formulation and implementation of the Specific Plan.
5. The hope is that agreement can be reached by the full Working Group for as many issues as possible. Where a member does not agree with the direction being taken by the group, he or she is expected to offer a constructive alternative approach or approaches. Concerns and issues need to be brought up early in the process so that they can be addressed to the extent possible. Lack of comment will be considered an agreement with the majority opinion.
6. The Working Group will not be asked to formally vote on issues or items. Rather, the Working Group will be asked to consider information, provide input, listen to other Working Group members, and strive to find consensus and compromise in order to facilitate the preparation of a Specific Plan that addresses a wide and diverse range of community priorities and issues. If fundamental disagreements exist between Working Group members on key issues, the City

Council will be asked to provide input and direction, or the Planning Commission and City Council will resolve such issues in the course of their review.

7. Conflict of Interest: The Political Reform Act is intended to prevent conflict of interest by requiring designated public officials to disclose financial interests which could potentially cause conflicts. You may be required to disqualify yourself from making, participating in, or attempting to influence any governmental decision which will affect your financial interests, including those required to be reported on a statement of economic interest where appropriate.

The Fair Political Practices Commission's Guide to the Political Reform Act, California's Conflict of Interest Law for Public Officials, explains what a conflict is and when disqualification is required by law. If in doubt, the staff liaison person will assist in acquiring legal clarification.

8. Community input is a very important component of the Specific Plan preparation process. Working Group members will need to carefully consider input from a wide range of stakeholders. Working Group members should bring other stakeholder comments to the process, as appropriate.
9. In accepting appointment to the Working Group, each member accepts responsibility for devoting sufficient time to the project to effectively represent the views of the community. Attendance is expected at each Working Group meeting. If you are unable to attend a certain meeting, you are asked to notify the Planning Manager as much in advance as possible. Approximately 12 meetings are scheduled over the duration of the process.
10. If members have questions or are concerned with particular issues, the Planning Manager should be contacted to review them.

KEY INFORMATION THAT WORKING GROUP MEMBERS SHOULD BE AWARE OF

- A total of 12 meetings are planned with the Working Group.
- Each meeting may run three or more hours in length.
- Reading materials will be assigned prior to each meeting, and members should expect approximately 30 or more pages of materials to read prior to each meeting. It is imperative that all members come to each meeting having read and thought about the materials.
- Reading materials will generally include:
 - Select portions of the Existing Conditions Report
 - Select portions of the Economic Development Strategy
 - Select portions of the Land Use Alternatives Report
 - Existing General Plan Elements
 - Memos and materials prepared by the consultant team
 - Draft Specific Plan Maps and policy documents prepared by the consultant team

- Reading materials will be provided to Working Group members approximately 7 days prior to each meeting.
- Meetings will generally be held once a month, but may occur more or less frequently, depending on the project schedule.
- The Working Group will be co-chaired by the representatives from the City Council. The Chairpersons will open the meetings, direct the public comment period, and assist in keeping discussions focused and on track.
- The agenda for future meetings will be established by City staff and the consultant team.
- The consultant team will serve as meeting facilitators for each meeting. This role will include:
 - Preparing all meeting materials and meeting summary notes.
 - Facilitation of discussions during each meeting, including answering questions, providing additional information, and explaining possible approaches to addressing key topics in the Specific Plan.
 - Preparing all technical reports, maps, and Specific Plan policy documents.

Role of the public during Working Group meetings:

- Members of the public are invited and encouraged to attend any and all Working Group meetings.
- Structured opportunities for public input and comment will be provided at each meeting. The public will not, however, be permitted to participate in open discussions with the Working Group members during meetings. In order for the Working Group to operate effectively, each member must be able to speak freely and openly with other members, free from interruptions and questions from the public.
- Members of the public wishing to speak at a Working Group meeting will be asked to identify themselves so that the Chairpersons can determine and enforce the appropriate time-limit per speaker in order to stay within the allotted public comment period.