

Tuolumne County LAFCO

LOCAL AGENCY FORMATION COMMISSION OF TUOLUMNE COUNTY

Commissioners

Steve Arreguin
Glen Jacobs
John Feriani
David Goldemberg
Ryan Campbell
Matt Hawkins
Mark Plummer

Alternates

Adam Artzer
Kathleen Haff
Suzanne Cruz

Executive Officer

Quincy Yaley, AICP

AGENDA

TUOLUMNE COUNTY LAFCO

May 13, 2024

BOARD OF SUPERVISORS CHAMBERS

2 SOUTH GREEN STREET, SONORA, CA, 4TH FLOOR

4:00 p.m.

You may submit written comments by U.S. Mail to 2 South Green Street, Sonora, CA 95370, or via email to cdd@tuolumnecounty.ca.gov for retention as part of the administrative record. Comments will not be read during the meeting.

COMMISSION BUSINESS:

- A. Salute the Flag
- B. Minutes of the April 29, 2024 Meeting
- C. Reports

“Reports” are a brief oral report from a committee or commission member and/or County staff, and no committee or commission action will occur. This item is not intended to include in-depth presentations or reports, as those matters should be placed on an agenda for discussion.

PUBLIC COMMENT: 15 Minutes

The public may speak on any item not on the printed agenda. No action may be taken by the Commission.

NEW BUSINESS:

- 1. Discussion on the Jamestown Sanitary District’s declaration of a connection moratorium (Resolution 23-194). Commission to Provide Direction to LAFCO Staff as needed.
- 2. Status report of the Tuolumne Utilities District and Jamestown Sanitary District Municipal Service Review and contract with Helix Environmental Planning. Commission to Provide Direction to LAFCO Staff as needed.

OLD BUSINESS:

- 1. Overview of proposed update to LAFCO Policies and Procedures (FY23-24 Workplan Item). Commission to Provide Direction to LAFCO Staff as needed.

PUBLIC HEARING:

Consideration of approving the LAFCO Fiscal Year 2024-2025 Work Plan, approving the Draft Budget for the Local Agency Formation Commission for Fiscal Year 2024-2025, and directing staff to send the draft budget to the County of Tuolumne, City of Sonora, and Special Districts.

ADJOURNMENT

Disclosure of Campaign Contributions – Government Code Section 84308 requires that campaign disclosure reports provide the public with the identity of contributors and the amounts they give, and the amount that officeholders, candidates, and committees spend. A LAFCO Commissioner must disqualify herself or himself from voting on an application involving an “entitlement for use” (such as an annexation or sphere amendment) if, within 12 months, the Commissioner has received \$250.00 or more in campaign contributions from the applicant, any financially interested person who actively supports or opposes the application (such as an attorney, engineer, or planning consultant) representing the applicant or interested party. The law also requires any applicant or participant in a LAFCO proceeding to disclose the contribution amount and name of the recipient Commissioner on the official record of the proceeding. The law also prohibits an applicant from making a contribution of \$250.00, or more to a LAFCO Commissioner while a proceeding is pending or for 3 months afterward.

Disclosure of Expenses Supporting and Opposing Proposals - If a person or group contributes or expends \$1,000.00 or more in support of, or in opposition to, a proposal before LAFCO, those contributions and expenditures must be disclosed. Pursuant to Section 56100.1 of the Government Code, disclosure shall be made to the Commission’s executive officer.

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the Community Development Department at (209) 533-5633. Notification 48 hours prior to the meeting will enable the County to make reasonable arrangements to ensure accessibility to this meeting (28FR35.102-35.104 ADA Title 11).

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RESOLUTION NO. 23-194

IMPOSING A MORATORIUM ON THE ISSUANCE OF NEW SEWER CONNECTIONS ON CERTIFICATION BY THE DISTRICT ENGINEER THAT SEWER SERVICE CAPACITY FOR SUCH CONNECTION IS AVAILABLE

WHEREAS, the Jamestown Sanitary District's ("District") Wastewater Treatment Plant ("WWTP") has reached maximum treatment capacity, and cannot accommodate additional effluent that would be generated by new sewer connections or the allocation of additional WWTP capacity, measured by "equivalent single family residence" ("ESFRs"), within the District's service area; and

WHEREAS, causing the WWTP to exceed its treatment capacity would adversely affect the public health, safety, and welfare of the residents within the District's boundary; and

WHEREAS, pursuant to Article III of the District's General Regulation and Ordinance, all premises within the District's service area which generate sewage must be connected to the District's sanitary sewer system; and

WHEREAS, all premises served by water service connections necessarily generate sewage effluent and, therefore, require corresponding sewer connections; and

WHEREAS, buildings or dwellings that do not have water or sanitary sewer service are deemed "substandard," and not fit for human habitation under Section 17920.3 of the California Health and Safety Code; and

WHEREAS, the District cannot issue permits for connection to the District's sanitary sewer system due to lack of capacity at its WWTP, as doing so would allow for the construction of buildings, dwellings, or improvements that would necessarily be "substandard;" and

WHEREAS, the District finds that a moratorium on the issuance of new sewer connections for buildings, dwellings or improvements that would require new sewer connections or the allocation of additional ESFRs is necessary for the immediate preservation of the public peace, health, and safety.

NOW, THEREFORE, IT IS RESOLVED by the Board of Directors of the Jamestown Sanitary District that a moratorium is hereby imposed against the issuance of new connection permits for buildings, dwellings or improvements which would require the issuance of new sewer connections, and the issuance of any sewer connections or allocation of additional ESFRs which have not already been approved by the Jamestown Sanitary District as of the effective date of this Resolution.

IT IS FURTHER RESOLVED, that District officials or staff shall neither accept nor approve any applications for, nor accept fees for, any permits or other approvals for the issuance of new sewer

connections during the period the moratorium is in effect, except as otherwise may be required by law.

IT IS FURTHER RESOLVED, that District officials or staff shall neither accept nor approve any applications for, nor accept fees for, any new sewer service connections, nor the purchase of any additional ESRs which have not already been approved by the Jamestown Sanitary District as of the effective date of this Ordinance.

IT IS FURTHER RESOLVED, that the moratorium imposed by this Resolution shall cease when the Jamestown Sanitary District finds, by issuance of the certification of the District Engineer, that the health and safety of the public will not be jeopardized by the conditions causing the issuance of this moratorium, which otherwise shall be in effect.

IT IS FURTHER RESOLVED, that if any provision of this Resolution or application thereof to any person or circumstances is held invalid, such invalidity shall not effect other provisions or applications of the Resolution which can be given effect without the invalid provision or application, and to this end the provisions of this Resolution are severable. The Jamestown Sanitary District Board of Directors hereby declares that it would have adopted this Resolution irrespective of the validity of any particular portion thereof.

IT IS FURTHER RESOLVED, that this Resolution is not intended to and shall not be construed or given effect in a manner that imposes upon the District or any officer or employee thereof a mandatory duty of care toward persons and property within or without the District so as to provide a basis of civil liability for damages, except as otherwise imposed by law.

IT IS FURTHER RESOLVED, that this Resolution shall take effect immediately.

PASSED AND ADOPTED this 14th day of December, 2023, by the following vote of the Board of Directors:


AYES: 111

NOES: 0

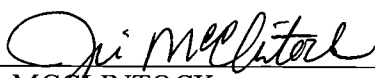
ABSTENTIONS: 0

ABSENT: 0

Signed:


JUDY SELBY Board Chair
Jamestown Sanitary District

Signed and Attest:


JILL MCCLINTOCK
Administration Supervisor/District Secretary
Jamestown Sanitary District

Tuolumne County LAFCO

LOCAL AGENCY FORMATION COMMISSION OF TUOLUMNE COUNTY

May 9, 2024

TO: LAFCO Commissioners

FROM: Quincy Yaley, AICP, Executive Officer

RE: Jaemstown Sanitary District and Tuolumne Utilities District Municipal Service Review (MSR) Status Report and Contract with Helix Environmental Planning

REQUESTED ACTION

LAFCO Commissioners to provide direction on the Jaemstown Sanitary District (JSD) and Tuolumne Utilities District (TUD) MSRs and if Helix Environmental is to continue to work on the projects.

Commissioners
Steve Arreguin
John Feriani
David Goldemberg
Glen Jacobs
Kathleen Haff
Matt Hawkins
Mark Plummer

Alternates
Adam Artzer
Ryan Campbell
Suzanne Cruz

Executive Officer
Quincy Yaley, AICP

BACKGROUND

1. On April 29, 2024, the Commission asked the Executive Officer report on the status of the JSD and TUD MSRs. Additionally, information was requested regarding contractual repercussions from asking the contractor to cease working on the two reports.

STATUS REPORT

2. The MSRs are being completed via task orders under a master professional services agreement that was approved by LAFCO on December 11, 2023. The original task orders are available in the March 24, 2024 Agenda Packet (<https://www.tuolumnecounty.ca.gov/AgendaCenter/ViewFile/Agenda/03112024-2280>).
3. Work that has been completed to date by the contractor includes a kickoff meeting with the Executive Officer, reviewing data, and the preparation of background information for each MSR. The contractor requested information needed to complete the MSR from JSD on March 27, 2024, with a due date of April 26, 2024 (LAFCO had information from TUD on file). Jamestown Sanitary District requested an extension to May 13th which was accommodated. Documents from JSD have begun to be provided to the contractor and the reports are underway. The contractor estimates that each MSR is approximately 5 percent complete.

TASK ORDER MODIFICATION

4. During conversations that the Executive Officer has had with the contractor since April 29, strategies on how to reduce costs for each of the existing task orders for the MSRs were discussed given that the Commission is considering having LAFCO staff write the

reports. The contractor offered to not complete several task order items which would reduce the cost of each MSR to approximately \$25,000, plus staff time to complete the Final MSR and manage the overall project. Revised task order details are attached to this report.

PROFESSIONAL SERVICES AGREEMENT

5. Originally, the contractor was advised by the Executive Officer to work on both reports up until the point that the funds allocated in the current fiscal year budget are spent. After July 1, the contractor would finish with funds allocated to the project in the next fiscal year budget, given that the Commission did not choose to make a mid year budget revision.
6. The approved contract, which is attached to this report, states the following:

"This Agreement may be terminated upon mutual written consent of the parties, or as a remedy available at law or in equity. In the event of the termination of this Agreement, Contractor shall immediately be paid all fees earned as of the effective date of termination. Either party may terminate this Agreement for convenience upon thirty (30) calendar days' written notice to the other party. Upon termination for convenience, Contractor shall be entitled to compensation for services performed acceptably up to the effective date of termination, as set forth in Exhibit A/B."
7. Should the Commission wish to have LAFCO staff complete the MSRs for JSD and TUD, it is recommended that the Commission direct the Executive Officer to send notice to the contractor to terminate the task orders for the MSR work and compensate the contractor for all services performed up to the effective date of termination. It is not recommended that the larger contract with the contractor be cancelled, in the event the Commission wishes to engage the contractor for future services.

RECOMMENDATION

It is recommended that the Commission have the contractor complete the revised scope of work attached to this report and have LAFCO staff fill in for any project needs that arise, such as finalizing documents or hosting district consultation meetings. The optional tasks listed in the revised task order can be authorized if necessary.

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TUOLUMNE LAFCO

Municipal Service Reviews ~ Scope of Services

Jamestown Sanitary District & Tuolumne Utilities District

HELIX Environmental Planning and Hinman & Associates Consulting (Consultants/Team) submits the following scope of services for consideration. The scope assumes preparation of separate, stand-alone documents for the Tuolumne Utilities District (TUD) and the Jamestown Sanitary District (JSD). Section I Scope of Work is the same for both districts and is presented below. Section II summarizes the budget for each Districts' MSR. Section III provides additional and optional tasks upon LAFCO request.

SECTION I. SCOPE OF WORK

The following tasks are the same for development of both the TUD and JSD MSRs.

TASK 1 – DATA COLLECTION AND REVIEW

The TUD and JSD (districts) websites will be reviewed in detail to collect existing information. Other sources of information include online State and local databases available on-line, the Tuolumne County General Plan and Zoning Codes, the Tuolumne County Transportation Council, CA Department of Finance, Regional Water Quality Control Board, State Water Board, and US Census Bureau will be primary sources of information.

Using the initial gathering of information from readily available sources, as well as reviewing the information provided by the TUD in response to a 2022 RFI, Consultants will identify additional information needs that will be provided to the district along with a cover letter explaining the intent and process for the MSR update.

Consultants may conduct interviews with the districts to answer questions about the MSR development process and understand the data and information collected through the RFI process for use in the MSR. The interview is an opportunity to hear directly from the district on any issues with service provision, potential reorganizations, or other concerns. Consultants will coordinate scheduling the interview with the District and Tuolumne LAFCO. The scope of work assumes any interview will be conducted remotely; however, the team is available to meet in-person with appropriate budget adjustment.

Assumptions: Consultants will collect and utilize existing information; however, no new data development (i.e. field studies) is required. The Districts will be forthcoming with requested information in a timely manner.

Deliverable: Request for Information and cover letter. Data applicable to the MSR/SOI for the districts posted to the online collaborative folder. Coordinate with Tuolumne LAFCO to schedule any interview with the districts. Attendance, facilitation, and leadership at a virtual interview. Notes, including action items, resulting from the interview.

Note: the budget necessary for Task 1 is highly dependent on how responsive the district is to information requests as well as the quality of information available. If the districts are forthcoming and comprehensive in their response to the RFI, the costs will be less. Conversely, if extensive data collection efforts are required, the actual cost will reflect the higher demand on staff time.

TASK 2 – ADMINISTRATIVE DRAFT MUNICIPAL SERVICE REVIEW

Consultants will assume responsibility for coordinating and authoring an administrative draft report that provides background information and makes required determinations per the Cortese-Knox-Hertzberg Act. This task includes consultation with the district and any related agencies; and coordination with Tuolumne LAFCO staff. A draft MSR report outline will be provided to Tuolumne LAFCO for approval.

Consultants shall prepare an analysis of the districts consistent with a specific outline including: agency overview; accountability and governance; management and staffing; land-use and planning; population and growth; disadvantaged unincorporated communities (DUC); financial analysis; infrastructure capacity and analysis; municipal services; and MSR determinations. Specific attention to citations and water quality violations the district has experienced with RWQCB and other agencies.

Consultants will submit the Administrative Draft MSR to Tuolumne LAFCO for review and will update the report to reflect suggestions and direction from LAFCO. Additionally, in the interest of collaboration, it is recommended that Consultants share the administrative draft with District staff, to allow the district to communicate any concerns directly with Consultants and/or LAFCO prior to the public review draft.

HELIX will provide GIS analyses to support the development of the study and will prepare all figures and maps needed for the report.

The bulk of MSR development is in preparation of the Administrative Draft MSR.

Assumptions: Use of analytical techniques and performance measures standard to the LAFCO and municipal service review consulting profession are sufficient. HELIX will prepare all maps and figures for the Administrative Draft MSR update. Tuolumne LAFCO will provide the most recent GIS layers and metadata.

Deliverables: MSR report outline. GIS maps and figures for the report. Administrative Draft MSR for LAFCO and District review.

TASK 3 –PREPARATION AND PRESENTATION OF THE PUBLIC DRAFT REPORT

Based on the feedback received on the Administrative Draft MSR, Consultants will revise the study to address and/or reflect the items identified by LAFCO and District staff and prepare a public review Draft MSR.

Consultants will work with Tuolumne LAFCO staff to prepare a draft staff report and PowerPoint Presentation for presentation to the Commission. Consultants will be in attendance at the Public Hearing to support LAFCO staff in responding to Commission and public questions.

Deliverable: Public review Draft MSR. Assist Tuolumne LAFCO staff with drafting a staff report for the public hearing and PowerPoint presentation to the Commission for use during a public meeting. Attend and present at the public meeting.

SECTION II. BUDGET ESTIMATE

The estimated budget for the tasks identified will be billed on a time and materials basis, not to exceed the estimate without prior written approval by Tuolumne LAFCO.

Per discussions with LAFCO staff, the tasks identified in the scope of work and budget have been limited to not exceed \$25,000 and covers completion of Tasks 1 through 3, taking the MSR development through preparation of public review draft studies.

The following budget estimate is for development of the Jamestown Sanitary District MSR through public review draft.

Jamestown Sanitary District Estimated Budget				
Task	Budget (\$)	Estimated Hours	Billed to Date (\$ 4/30/2024	Estimated % Complete
1 Data Collection	4,735	35	936	20
2 Administrative Draft MSR	16,015	135	0	0
3 Public Review Draft MSR	4,250	30	0	0
Totals	25,000	200	936	4

The following budget estimate is for development of the Tuolumne Utilities District MSR through public review draft.

Tuolumne Utilities District Estimated Budget				
Task	Budget (\$)	Estimated Hours	Billed to Date (\$ 4/30/2024	Estimated % Complete
1 Data Collection	5,300	40	968	18
2 Administrative Draft MSR	14,775	120	219	2
3 Public Review Draft MSR	4,925	40	0	0
Totals	25,000	200	1,187	5

SECTION III. ADDITIONAL AND OPTIONAL TASKS

The following tasks below can be provided upon authorization of scope and budget; Task 4 and Optional Task 5 are not included in the budget and scope of work above.

TASK 4 –PREPARATION OF FINAL MUNICIPAL SERVICE REVIEW

Based on the feedback received on the Public Review Draft MSR, Helix will revise the study as directed by the Commission during the public hearing to prepare the Final MSR for publishing.

Assumption: Extensive edits and rewrite to the MSR will not be required.

Deliverable: Final MSR document.

Task 4 Budget: \$4,000-\$6,000 (TBD)

The following task is optional and can be provided upon authorization of scope and budget; it is not included in the budget and scope of work above.

OPTIONAL TASK 5 – DEVELOPMENT OF SPHERE OPTIONS

Task 5.1. Develop Administrative Draft Sphere Options

As an optional task, Consultants may develop sphere options to aid discussion with the agencies and Commission and to support a future SOI update. Based on the feedback received from the districts and LAFCO, Consultants will prepare draft Sphere options for discussion and to support the future preparation of a SOI study. Consultants will review the draft options with LAFCO staff and revise based on direction from staff.

HELIX will provide GIS analyses to support the development of the SOI Options and will prepare all figures and maps necessary.

Note that a SOI Update may be prepared at additional scope and budget; however, SOI updates require CEQA review and adoption. The level of CEQA would need to be determined in order to provide scope and budget for that effort as well.

Assumption: This optional task does not constitute an SOI Update; the Commission will not consider adopting a sphere, which would trigger the need for CEQA.

Deliverable: Draft Sphere options for use in aiding discussion with the agencies and Commission and to support a future SOI Update.

Task 5.2 – Respond to Comments on Administrative Draft SOI Options

Consultants will submit the Administrative Draft of the SOI Options to Tuolumne LAFCO for review and will update the report to reflect suggestions and direction from LAFCO. Additionally, in the interest of collaboration, it is recommended that Consultants share the administrative draft with District staff, to allow the District to communicate any concerns directly with Consultants and/or LAFCO prior to the public review draft.

Deliverables: Administrative Draft SOI Options for LAFCO and District review.

Tuolumne County LAFCO

LOCAL AGENCY FORMATION COMMISSION OF TUOLUMNE COUNTY

March 22, 2024

TO: LAFCO Commissioners

FROM: Quincy Yaley, AICP, Executive Officer

RE: EXECUTIVE OFFICER'S REPORT - Review of Draft Updated Policy and Procedure Manual

REQUESTED ACTION

LAFCO Commissioners to review and comment on draft procedures and provide direction on additional modifications to the Executive Officer, and indicate when final draft should be considered by the Commission.

Commissioners
Steve Arreguin
John Feriani
David Goldemberg
Glen Jacobs
Kathleen Haff
Matt Hawkins
Mark Plummer

Alternates
Adam Artzer
Ryan Campbell
Suzanne Cruz

Executive Officer
Quincy Yaley, AICP

1. Tuolumne County LAFCO has a locally adopted set of policies and procedures that were originally approved in 2001 and last updated in 2011. In the 2023-24 Workplan approved by the Commission, updating the procedures was identified to be completed by the Executive Officer. The Executive Officer has been working with LAFCO legal counsel to complete this task.
2. As special districts are now voting members of LAFCO, it is necessary that the document be updated to reflect the current makeup of the Commission. Further, additional policies and procedures are suggested to improve the functioning of the Commission and staff. The draft document is attached to this memo, and new language is identified with this text "(**Proposed April 2024**)".
3. The current Policy and Procedure Manual is located on the Commission website at <https://www.tuolumnecounty.ca.gov/DocumentCenter/View/27031/2011-CURRENT-LAFCO-PROCEDURES>
4. The Executive Officer is requesting that the Commissioners review and provide comments on the proposed policies and procedures, take public comment on the document, and provide direction further modifications and on when the Executive Officer should bring back a version for further review, or consideration of adoption.

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Tuolumne County LAFCO

LOCAL AGENCY FORMATION COMMISSION OF TUOLUMNE COUNTY

DRAFT UPDATE TO THE

POLICY AND PROCEDURE MANUAL

Adopted 11/16/01

Amendments Noted In Text

6/27/05

3/23/09

8/9/10

3/14/11

Proposed April 2024

PREFACE

Since the establishment of Local Agency Formation Commissions in 1963, various acts of the State Legislature have defined, amended, and expanded the role of LAFCOs in the State of California. This manual is, therefore, a dynamic document which must change as State directions, State mandates, and local needs change.

This manual is divided into six sections:

- Section One presents a background of statewide problems which led to the creation of LAFCOs in every county in the State (except the city and county of San Francisco) to place the current LAFCO role within an historical context.
- Section Two provides an overview of the statutes that govern and provide direction to Tuolumne County LAFCO. The statutes outlined herein are not exhaustive, but they reflect the scope of LAFCO responsibilities and the elements of LAFCO decision-making.
- Section Three lists the adopted policy guidelines of the Tuolumne County LAFCO. Recognizing that the needs of one county may be substantially different from another county, the State allows significant flexibility to each Commission, authorizing the LAFCO in many cases to apply the statutes "based on local conditions and circumstances". Sections four, five and six set forth Tuolumne County LAFCO's local policies which have been tailored to meet the unique needs of the County.
- Section Four establishes the organizational operating policies for LAFCO, including budget requirements and purchasing policies.
- Section Five lists the locally adopted Rules of Order by which the Commission conducts its hearings. Rules, which are not directly required by State law, are subject to change by a majority vote of the Commission members.
- Section Six includes directions on how to process LAFCO applications within Tuolumne County.

Several appendices have been included to clarify the following topics:

Appendix A – LAFCO Environmental Analysis Rules
Appendix B – Sphere of Influence Review Policies
Appendix C – Special District Selection Committee
Appendix D – Indemnification Agreement Policy
Appendix E – Conflict of Interest Statement

SECTION 1: BACKGROUND ON LAFCO

During the postwar 1940s and 1950s, California experienced a tremendous population increase. Along with this came land speculation and a development boom never before witnessed any place in the nation. Prime agricultural, ranch, and orchard lands were converted into sprawling residential tracts almost overnight.

As a result of this era of growth, the traditional purpose and structure of local government in California also underwent significant change. The demand for housing and municipal services mushroomed and the speculative nature of development caused developers to seek the most expeditious and economical means of providing basic services such as water, roads, fire protection, and sewers. During this period special district after special district was formed - many of them overlapping each other and providing like services to whoever asked for them without consideration of future development, land use, and long-range service financing.

Special districts became the local government of suburbia and municipalities suffered. With development moving away, cities experienced a deteriorating revenue base and a residual population of lower income residents. To counteract this, cities began annexing whatever territory they could. However, because of existing annexation statutes, cities were able to annex only the undeveloped land beyond or around developing suburbia. This type of annexation led to premature, unplanned development and irregular city boundaries.

By the late 1950s, California's agricultural industry dwindled and cities began seeking State assistance to correct their blighted conditions. In 1958, Governor Edmund G. Brown, Sr., appointed a blue-ribbon Commission to look into the cause and effect of these related happenings and to formulate solutions for restraining and correcting the situation.

As a result of these studies, the Legislature formed the California Boundary Commission. This Commission was organized at the State level and given review and comment authority over the boundaries of city annexations and incorporations.

The functioning of the Boundary Commission proved unsatisfactory from the beginning. It could offer no controlling solution to the creation of multiple special districts, and it did not have the authority to change the trend.

During 1961 and 1962, the Assembly Committee on Municipal and County Government held several lengthy hearings. All elements of local government participated. It was decided that the problems facing the areas had to be dealt with on a local county level; that whatever institution was formed had to have decisive regulatory power. Local answers to problems of urban sprawl and growth of local agencies required equal participation by the county and the cities to arrive at practical, workable solutions.

These principles became the cornerstone of the Knox-Nisbet Act, enacted in 1963, which created a local agency formation Commission in each county in the State and charged them with the responsibility to discourage urban sprawl and encourage orderly growth and development of cities, districts, and communities. It is the regulatory body which sits between the citizens and various governmental agencies that provide municipal services.

In 2000, the Cortese-Knox-Hertzberg Reorganization Act was enacted. This Act was a comprehensive revision of the Cortese-Knox Local Government Reorganization act of 1985. This 1985 act was a consolidation of the following three laws:

- The Knox-Nisbet Act of 1963, which established local agency formation Commissions (LAFCOs) with regulatory authority over local agency boundary changes.
- The District Reorganization Act of 1965 (DRA), which combined separate laws governing special district boundaries into a single law.
- The Municipal Organization Act of 1977 (MORAGA), which consolidated laws on city incorporation and annexation into one law.

Assembly Speaker Robert M. Hertzberg introduced AB 2838 in 2000 to comprehensively revise the Cortese-Knox Act. His bill incorporated many of the recommendations made by the Commission on Local Governance for the 21st Century in its report. "Growth Within Bounds." The extent of the revisions resulting from AB 2838 is reflected in the Act's title, Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. This act provided LAFCO with more authority over special districts, by transferring the conducting authority proceedings to LAFCO and granting the authority to LAFCOs to initiate various changes in organization of special districts. (Amended 8/9/10)

DRAFT

SECTION 2: TUOLUMNE COUNTY LAFCO POWERS

The powers of Tuolumne County LAFCO include, but are not limited, to the following:

- A. Review and approve or disapprove proposals with or without amendment, wholly, partially, or conditionally:
- Annexation of territory to cities or special districts.
 - Exclusion of land from cities or special districts.
 - The consolidation of two or more cities, or two or more special districts formed under the same principal act.
 - The formation of new special districts and the incorporation of new cities.
 - The dissolution of special districts and disincorporation of cities.
 - The merger of cities and special districts.
 - Reorganizations which involve boundary changes to two or more cities or special districts as part of one proceeding.
 - Review of city or special district contracts for service outside of their boundaries.
 - Conduct, or delegate to the Executive Officer, the review and approval of proposals that would extend services into previously unserved territory within unincorporated areas, pursuant to Government Code Section 56133.
 - Conduct service reviews of the municipal services provided in the county on a regional or subregional basis, and provide written Statements with respect to infrastructure needs, growth and population projections, financing constraints, cost avoidance opportunities, opportunities for shared facilities, and other factors in Government Code Section 56430. These reviews can occur in conjunction with sphere of influence studies and should be conducted at least once every five years or as necessary, as determined by the Commission. (Proposed April 2024)
 - Initiate and conduct special studies of existing governmental agencies including, but not limited to, inventorying such agencies and determining their maximum service area and service capacities.
 - Initiate proposals for consolidation of special districts, the merger of a special district with a city, the dissolution of a special district, the establishment of a subsidiary special district, or a reorganization which includes any of these outlined changes.
 - Conduct Protest Hearings or delegate the responsibility to the Executive Officer.
- B. Adopt evaluation standards and procedures for the evaluation of proposals which shall include, but are not limited to, the following factors identified in Government Code Section 56668:
- Conformity of the proposal and its anticipated effects on Commission policies on providing planned, orderly, efficient patterns of urban development and priorities.
 - Conformance with local city or county general plans.
 - The sphere of influence of any local agency which might be affected.
 - Effect of the proposed action and of alternative actions on adjacent areas, mutual social and economic interests, and local governmental structure of the county.
 - Land area and land use.
 - Population and population density.
 - Determine if the area is inhabited or uninhabited.
 - Proximity to other populated areas.
 - Likelihood of significant growth during the next ten years.
 - Effect of proposal on maintaining physical and economic integrity of lands in agricultural
-

preserves and open space uses.

- The proposed boundaries in relation to lines of assessment or ownership; the creation of islands or corridors of unincorporated territory.
- Natural boundaries and drainage basins.
- Assessed value.

- C. Review plans for service, which shall be prepared and submitted by each local agency affected by a proposed change of organization, regardless of whether that proposal is initiated by resolution or petition. In the case of a proposed annexation, the plan for service must demonstrate that the range and level of services currently available within the study area will, at least, be maintained by the annexing agency. For those proposals involving a reorganization consisting of annexations to multiple agencies, the plan for service shall also be required for each affected agency.
- D. Establish and review Spheres of Influence as described in Government Code Section 56425. LAFCO is required to establish spheres of influence for each city and special district in the County. Additional Sphere of Influence policies are in Appendix B.
- E. When necessary, form reorganization committees for reorganization proposals and adopt standards and procedures for the evaluation of any plan of reorganization or alternate plan reported on by such committee.
- F. Determine the successor district or city.
- G. Determine whether territory proposed for annexation or detachment, or municipal reorganization is inhabited or uninhabited. "Inhabited" means an area that contains twelve (12) or more registered voters.
- H. Determine the distribution of all assets and liabilities, including recommendations for retaining employees, for all consolidations, mergers, dissolutions, and creations of subsidiary districts, or any other proposal.
- I. Apply for or accept, or both, any financial assistance and grants-in-aid from public or private agencies or from the State and Federal government or from a local government.
-

SECTION 3: POLICY GUIDELINES

The Local Agency Formation Commission is a State-mandated entity, established for each county in the State and is independent of local county, city or district governmental jurisdiction. Recognizing that the needs of one county may be substantially different from another county, the State allows significant flexibility to each Commission, authorizing the LAFCO in many cases to apply the statutes "based on local conditions and circumstances". These local policies are therefore the catalyst for implementation of State laws designed to "discourage urban sprawl and encourage the logical and orderly development of local agencies."

POLICY # 1 - PURPOSE

The purposes of the Local Agency Formation Commission are provided by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, and include the following:

- Discourage urban sprawl.
- Encourage orderly formation and development of local governmental agencies, based on local conditions and circumstances.
- Initiate and make studies of governmental agencies.
- Develop spheres of influence for each local governmental agency.

POLICY # 2 - ENCOURAGE ORDERLY URBAN DEVELOPMENT AND PRESERVATION OF OPEN SPACE

The Commission encourages well planned, orderly, and efficient urban development patterns for all developing areas. Also, the county, cities, and those districts providing urban services are encouraged to develop and implement plans and policies which will provide for well-planned, orderly and efficient urban development patterns with consideration of preserving permanent open space lands within those urban patterns.

Development of existing vacant non-open space and nonprime agricultural land within an agency's boundaries is encouraged prior to further annexation and development. However, where open land adjacent to the agencies are of low agricultural, scenic, or biological value, annexation of those lands may be considered over development of prime agricultural land already existing within an agency's jurisdiction.

Proposals to annex undeveloped or agricultural parcels to cities or districts providing urban services shall demonstrate that urban development is imminent for all or a substantial portion of the proposal area; that urban development will be contiguous with existing or proposed development; and that a planned, orderly, and efficient urban development pattern will result. Proposals resulting in a leapfrog, non-contiguous urban pattern will be discouraged. Consideration shall be given to permitting sufficient vacant land within each city and/or agency in order to encourage economic development, reduce the cost of housing, and allow timing options for physical and orderly development.

POLICY # 3 - ENCOURAGE CONSERVATION OF PRIME AGRICULTURAL LANDS AND OPEN SPACE AREAS

Proposals which would conflict with the goals of maintaining the physical and economic integrity of open space lands, agricultural lands, or agricultural preserve areas in open space uses, as indicated on the city or county general plan, shall be discouraged.

Annexation and development of existing vacant non-open space lands and nonprime agricultural land within an agency's sphere of influence is encouraged to occur prior to development outside of an existing sphere of influence.

A sphere of influence revision or update for an agency providing urban services where the revision includes prior agricultural land shall be discouraged. Development shall be guided towards areas containing nonprime agricultural lands unless such action will promote disorderly, inefficient development of the community or area.

Loss of agricultural lands should not be a primary issue for annexation where city and county general plans both indicate that urban development is appropriate and where there is consistency with the agency's sphere of influence. However, the loss of any prime agricultural soils should be balanced against other LAFCO policies and a LAFCO goal of conserving such lands.

POLICY #4 - PRIORITIES FOR ANNEXATION AND FORMATION

The Commission will consider the following priorities or guidelines for annexation and formation with the provision that overriding circumstances must be stated in exceptions:

- Annexation to the City of Sonora or district instead of formation of a new agency.
- Annexation to a multi-purpose district in preference to annexation to a single purpose district.
- Formation of a new political entity as the last and least desirable alternative.
- Boundaries should follow existing political boundaries, and natural or man-made features such as rivers, lakes, railroad tracks and highways. Where boundaries do not meet this standard the proponent shall justify the reason for non-conformance.
- Boundaries should not be drawn so as to create an island, corridor, or strip either within the proposed territory or immediately adjacent to it. Where boundaries do not meet this standard, the proponent shall justify the reason for non-conformance.
- Whenever practicable, boundary lines of areas to be annexed to the City of Sonora and/or special districts shall be so located that all streets and rights-of-ways will be placed within the same jurisdiction as the properties which abut thereon and/or for the benefit of which such streets and rights-of-ways are intended.
- The creation of boundaries that divide assessment parcels should be avoided, whenever possible. Where boundaries do not meet this standard, the proponent shall justify the reason for non-conformance.

Boundaries should avoid dividing an existing identifiable community, commercial district, or any other area having social or economic homogeneity. Where boundaries do not meet this standard, the proponent shall justify the reason for non-conformance

POLICY #5 – CONCURRENT DISTRICT ANNEXATION

For any annexation within a community served by a variety of community-based local agencies, the Commission shall require concurrent annexation to all of the local agencies serving the community

(concurrent district annexations) with the provision that overriding circumstances must be stated in any exception.

POLICY #6 – FACTORS FOR CONSIDERATION OF A PROPOSAL

State law provides a wide variety of factors that the Commission must consider in the review of a proposal. These are specified in Government Code Section 56668, and include but are not limited to the following:

- Land area and land use.
- Topography, natural boundaries, and drainage basins.
- Population, population density, proximity to other populated areas, and per capita assessed valuation.
- The likelihood of significant growth in the area, and in adjacent incorporated and unincorporated areas, during the next ten years.
- The effect of the proposed action and of alternative actions on adjacent areas, on mutual social and economic interests, and on the local governmental structure of the County.
- The need for organized community services.
- The present cost and adequacy of governmental services and controls in the area, and probable future needs for such services and controls.
- The probable effects of the proposal and of alternatives on the cost and adequacy of services and controls in the area and adjacent areas. As used, "services" refers to governmental services, including necessary public facilities, whether or not the services would be provided by local agencies under LAFCO's jurisdiction, such as educational services.
- Conformity with appropriate city or county general and specific plans.
- The "sphere of influence" of any local agency which may be applicable to the proposal being reviewed.
- The effect of the proposal on maintaining the physical and economic integrity of agricultural lands. The definiteness and certainty of the boundaries of the territory, the nonconformance of proposed boundaries with lines of assessment or ownership, the creation of islands or corridors of unincorporated territory and other similar matters affecting the proposed boundary.
- The conformity of the proposal and its anticipated effects with adopted Commission policies on providing planned, orderly, efficient patterns of urban development.
- The ability of the newly formed or annexing agency to provide the services which are identified in the application and consideration of whether the revenues for those services will be sufficient.
- The timely availability of water supplies adequate for projected needs.
- The extent to which the proposal will assist the receiving entity in achieving its fair share of the regional housing needs as determined by the appropriate council of governments.
- Any information or comments from the landowner or owners, and residents of the study area.

POLICY # 7– PRE-ZONING FOR CITY OF SONORA ANNEXATIONS

No City of Sonora annexation application will be deemed complete unless the pre-zoning process has been completed.

Such pre-zoning shall also require that the City of Sonora become the lead agency for environmental review for the proposed change and shall prepare and submit to LAFCO the environmental analysis document in sufficient time for LAFCO's staff to comment before a determination of environmental effects is made.

POLICY #8 - INCORPORATION POLICIES

The following are the policy statements to assist in the guidance of unincorporated communities in their review of governmental options.

- Incorporation proposals involving land within the existing City of Sonora sphere of influence will not be accepted for filing. If a city incorporation proposal would conflict with an established City of Sonora sphere of influence, the incorporation proponents must first initiate, and the Commission must approve, a sphere of influence amendment to exclude the study area from that sphere prior to circulation of formal incorporation petitions.
- The Commission defines "financial feasibility" to mean the ability of a new city to maintain pre-incorporation service levels, with sufficient resources to provide a municipal-level law enforcement service consistent with the recommendations of the County Sheriff.
- In determining feasibility, the Commission will consider only those revenues that are currently available to all general law cities. It will not consider revenues derived through special taxes or assessments, nor will it consider hypothetical revenues available through possible actions of a future city council, such as utility users taxes in the determination of financial feasibility.
- In determining feasibility, the Commission requires that proposed staff salary costs shall be based on an average of similar-sized cities or those cities which have the most comparable population within Tuolumne, Stanislaus, and Calaveras Counties.
- In determining compliance with Government Code Section 56720, the Commission finds that a "reasonable reserve" is a contingency fund equal to 10% of the projected general and special funds of the new city.
- The Commission requires that a new city shall assume jurisdiction over all community-based special districts serving the incorporation area. A clear and compelling rationale must be provided if the continued overlay of a community-based district is proposed.
- In order to qualify for incorporation such as the sales tax revenues attributable to the study area must at least cover the expected administrative and legislative costs of the new city.

POLICY #9 – CONFLICT WITH PRINCIPAL ACT

In the event that the proceedings for the formation of a district as authorized by the principal act of the district conflicts with the procedural requirements of Government Code Section 56000 et. seq., the procedural requirements of the Government Code 56000 et. seq. shall be followed by LAFCO.

POLICY #10 - OUT-OF-AGENCY SERVICE CONTRACTS OR AGREEMENTS

The Commission has determined that the Executive Officer shall have the authority to approve, or conditionally approve, proposals to extend services outside jurisdictional boundaries in cases where the service extension is proposed to remedy a clear health and safety concern. In addition, the Executive Officer shall have the authority to approve or conditionally approve service extensions where the services in question will not facilitate development, such as an inter-agency contract for fire protection services. In cases where the Executive Officer recommends denial of a proposed service extension, that proposal shall be placed on the next Commission agenda for which notice can be provided. After the public hearing, the Commission may approve, conditionally approve, or deny the contract.

POLICY #11 - COUNTY RULES AND REGULATIONS

In Tuolumne County, the Commission has determined that for purposes of economy and convenience it chooses to use the rules and regulations of the County as those relate to working rules of staff and to allocation of space and supporting equipment and facilities necessary to accomplish its purpose, except as the Commission may determine otherwise.

SECTION 4: OPERATIONAL POLICIES

A. Membership

1. The Tuolumne County Local Agency Formation Commission consists of the following members:
 - Two members of the County Board of Supervisors and one alternate, appointed by the Board from its own members.
 - Two City Council members and one alternate, appointed by the City of Sonora.
 - One Public Member and one alternate, appointed by the other four Commission members after review of applications.
 - Two Special District members, and one Special District Alternate. (May 2023)
 - One of the Special District seats rotates between Tuolumne Utilities District, Groveland Utilities District, and Twain Harte Community Services District.
 - The second seat is an at large seat voted on by the Special District Selection Committee.

- 2 Notice of Vacancy for Public Member

Upon announcement that a vacancy for the public member or alternate public member will exist, the Executive Officer shall post a vacancy notice inviting all interested citizens of Tuolumne County to apply within thirty (30) days of posting. The Notice shall be posted at the following locations:

- On the bulletin board in the foyer on the 4th floor in the A.N. Francisco Building;
- On the bulletin board in the foyer on the 2nd floor (main entry) of the County Administration building;
- Any other location as directed by the Commission;
- Provide a Notice of Vacancy to the City of Sonora Clerk, the Clerk of the Board of Supervisors, and all LAFCO Special Districts; and,
- Issue a press release to local newspaper and radio stations for the purpose of further advertising the vacancy.
- Place an advertisement in the Union Democrat inviting applicants to apply for the vacant position.
- Provide a Notice of Vacancy to the clerk or secretary of each local agency within the County. (Amended 8/9/10)

The Executive Officer shall accept no application after the expiration of the thirty (30) days, and shall forward all applications to the members of the Commission. Only applications received by the Executive Officer may be considered for appointment. A review period of not less than ten (10) days shall follow the thirty-day application period.

The Commission may select a personnel committee from among its membership for the

purpose of reviewing applications and bringing its recommendations to the full Commission.

The Public and Alternate Public Member candidates receiving a majority of the votes cast by eligible Commission members will be appointed to the vacant position for either the unexpired or full term and/or until appointment and qualification of a successor. At such time as independent special districts are seated on the Commission, the Public and Alternate Public Member candidates must receive an affirmative vote from at least one County Member, one City Member, and one Special District member for appointment to that position.

3. Special District Representation

Special District Members include the following:

- Seat A (focused) – A four (4) year term that rotates automatically between Tuolumne Utilities District, Twain Harte Community Services District, Groveland Community Service District. If the Focused Special District member cannot continue to serve on LAFCO, the entity currently holding the position will select a new representative from its Board.
- Seat B(at large) – A two (2) year term, elected by a LAFCO initiated ballot process sent to all LAFCO Districts in the County. The Special District Selection Committee recommends the candidates to be placed on this ballot. If this seat is vacated, the Special District Selection Committee will recommend candidates which will appear of the LAFCO initiated ballot process sent to all LAFCO districts in the County.
- Special District Alternate – Will attend all LAFCO meetings to stay informed and will serve as the LAFCO Special District Representative in the event of a vacancy of Seat A or B, until a replacement is selected or in the event that a Special District member cannot attend a meeting. .

Appendix C has additional information regarding special district members and the Special District Selection Committee.

B. Staffing

The Tuolumne County LAFCO is an independent body responsible for selecting its staff and establishing personnel rules and regulations. LAFCO staffing is provided by the County of Tuolumne staff who serve as:

- An Executive Officer, who is required by State law to administer the day-by- day activities of the Commission and the staff, prepare the annual budget, prepare and/or approve the staff reports which are circulated in advance for all items being considered by the Commission, and represent LAFCO in most matters in relationship with the public and other governmental bodies;
 - An Assistant Executive Officer, who assists by processing applications, prepares draft reports for proposals submitted to the Commission for consideration, provides information to the public and attends LAFCO related meetings.
 - A Legal Counsel, who interprets the law and gives legal advice to the Commission and staff on matters relating to LAFCO proceedings and decisions; and
 - A LAFCO planner who completes municipal service review and other projects proposed by LAFCO or project proposed by an applicant that requires LAFCO review.
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- A Department Support Technician who prepares LAFCO agendas, and minutes, publishes legal notices, maintains records of proposals submitted, maintains the record of the official proceedings of the Commission, sends information and notices to people and agencies and performs other clerical and secretarial duties.

In addition, the County Assessor, Registrar of Voters, Surveyor, Planning staff, other County staff members, and when appropriate, many independent special districts and the City of Sonora, contribute to make up the background information contained in LAFCO staff reports.

C. Budget Requirements and Procedures

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 establishes the funding relationships between the County, the cities, the independent special districts, and LAFCO. The funding for LAFCO is shared by the City of Sonora, the LAFCO Special Districts, and the County of Tuolumne, summarized as follows:

- Annually in the month of April, the Commission will adopt a “preliminary” budget and will forward that document to the County, City and to each independent special district. (Proposed April 2024)
- The County, City and each independent special district will have an opportunity to review and comment on the preliminary budget, and they may present their recommendations to the Commission at its public hearing scheduled in May or June. At the conclusion of this public hearing process, the Commission adopts a budget. Pursuant to Section 56381, “the proposed and final budget shall be equal to the budget adopted for the previous fiscal year, unless the Commission finds that reduced staffing or program costs will nevertheless allow the Commission to fulfill the purposes and programs of this chapter.” (Proposed April 2024)
- By law, the Commission is required to adopt its final budget annually by June 15th, and then the budget is forwarded to the County, City, each independent special district and County Auditor/Controller. The County Auditor/ Controller divides the cost between the City, Special Districts, and County. Special Districts pay one-third of the annual budget, and the County of Tuolumne and the City pay the remaining balance. The County and City portions have been determined by a Memorandum of Understanding (MOU), and the Local Transportation Fund (LTF) per capita percentage is used to determine the City’s and the County’s respective share of the LAFCO budget. Additionally, Tuolumne County pays for LAFCO expenses and then the County Auditor/Controller bills the City and Special Districts on a quarterly basis for its share of the costs. Any time spent to collect fees from the City or Special District beyond one request/attempt will be charged to that agency on a time and materials basis. (Proposed April 2024)

D. Purchasing Policies

It is the policy of Tuolumne County LAFCO to follow a practice of ethical, responsible and reasonable procedures related to purchasing, agreements and contracts, and related forms of financial commitment. The policies in this section describe the principles and procedures that all staff shall adhere to in the completion of their designated responsibilities. The policies and procedures are intended to provide for the cost-effective use of public resources, including funds and staff time.

All purchases should adhere to the following guidelines:

Purchase Limit	Minimum Number of Quotes	Form of Quote	Approval Authority
<i>Goods</i>			
Up to \$1,000	1	Verbal	Executive Officer
\$1,001 - \$5,000	2	Written	Executive Officer
\$5,001 - \$10,000	3	Written	Chair
Over \$10,000	3	Written	Commission
<i>Services</i>			
Under \$1,000	1	Verbal	Executive Officer
Between \$ 1,002 and \$10,000	1	Written	Executive Officer
Over \$10,000	3	Written	Commission

Any contract or agreement for services greater than \$10,000 within a fiscal year shall be presented to the Commission for approval and execution.

Any contract or agreement for which there are not sufficient funds contained in the appropriate line item of the LAFCO budget, regardless of the amount of the contract or agreement, shall be presented to the Commission for approval and execution.

Any amendment to an existing contract or agreement for services which would cause the total amount of the contract or agreement to exceed \$10,000 in a fiscal year shall be presented to the Commission for approval and execution. (Proposed April 2024)

E. Financial Reporting and Annual Auditing Policies

The Executive Officer shall present financial reports to the Commission on a quarterly basis identifying actual year-to-date expenses and revenues relative to adopted budgeted amounts. Tuolumne LAFCO shall utilize the County Auditor to prepare annual financial statements. (Proposed April 2024)

F. Stipend and Travel Allowance

The Commission has no meeting stipend or per diem. The Commission annually allocates funding for travel, training and seminars.

G. Resolutions of Appreciation

The Commission authorizes expenditure for mounting and framing of resolutions of appreciation for retiring LAFCO Commissioners and LAFCO staff personnel who have rendered outstanding service.

In respect to retiring Commissioners, the public purpose being served by such expenditure is that through publicly adopted resolutions of appreciation, appropriately framed, other members of the public will also be encouraged to render public service by becoming members of various public agencies and Commissions.

The public purpose of the framed resolutions of appreciation for the LAFCO staff is to give

recognition for outstanding services rendered, with the purpose of maintaining high morale while at the same time providing further incentive for efficiency and productivity.

- H. The California Political Reform Act, Government Code §81000 et seq., requires each state and local government agency to adopt and promulgate a Conflict of Interest Code. The Fair Political Practices Commission (FPPC) has adopted a regulation, Title 2, §18730 of California Code of Regulations, which contains the terms of a standard Conflict of Interest Code. This standard Code is hereby incorporated by reference.

Persons serving in Designated Positions must file annual statements of economic interest (Form 700) with the County Clerk by April 1 of each year. Statements of economic interest are also required upon appointment to office and upon leaving office.

The following Designated Positions must file statements of economic interest:

- a) Commissioners and Alternate Commissioners
- b) Executive Officer and LAFCO Staff members
- c) LAFCO Counsel

(Proposed April 2024)

- I. Tuolumne County LAFCO is committed to governing in an ethical manner and adhering to all requirements of the Political Reform Act, Government Code § 1090 (relating to financial interests in contracts) and related state ethics laws. Commission members recognize that complying with State ethics laws is an individual responsibility and, as such, each member understands that potential ethical issues require careful attention. The following protocol offers a general framework for identifying and handling such issues in an appropriate manner:

- When a Commission member becomes aware of a potential ethical issue, he or she should promptly seek advice from the LAFCO Counsel, the FPPC, or a private attorney prior to taking any action that could violate ethics laws.
 - Ethical issues that arise for the first time in a public meeting or similar setting should be brought to the attention of the LAFCO Counsel as discreetly as possible. This may include requesting a meeting recess or a continuance, if feasible, to afford the affected member an opportunity to obtain accurate, confidential advice from the LAFCO Counsel or other appropriate advisor.
 - If a Commission member is advised that recusal is legally required, prior to LAFCO consideration of a relevant item, the Commissioner will briefly announce the nature of the conflict of interest. With the exception of consent agenda items, the Commissioner will leave the room during LAFCO consideration of the item. If these actions are not taken by a Commissioner, to preserve the validity of a pending LAFCO action, the LAFCO Counsel may advise the Commission of its opinion that recusal (or other action) is legally required and request appropriate action by the affected Commissioner.
 - If a Commissioner disagrees with the LAFCO Counsel's advice on an ethical issue, they will take reasonable steps to resolve the disagreement. This could include seeking advice from the FPPC or a private attorney, either independently or in coordination with the LAFCO Counsel's office. The Commissioner should recuse himself or herself from LAFCO items implicating the conflict (if such items cannot reasonably be continued) until further advice is obtained. (Proposed April 2024)
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SECTION 5: COMMISSION RULES OF ORDER

The Rules of Order were adopted on March 30, 1981 for the conduct of business by the Local Agency Formation Commission of Tuolumne County and the holding of regular meetings by such Commission. Said Rules of Order are hereby repealed and superseded by the following:

RULE 1 - REGULAR MEETING DATE

Regular meetings of the Local Agency Formation Commission shall be held on the second Monday of each month when there are matters to consider. Whenever a legal holiday falls on a regular meeting date, an alternate meeting date will be selected if needed. All regular meetings of the Local Agency Formation Commission shall be called to order at four o'clock p.m., unless advertised differently. (Amended 8/9/10, 4/11/05)

RULE 2 - CALLING OF SPECIAL MEETINGS

An emergency or special meeting may be called at any time by the Chairman of the Commission, or by a majority of the members of the Commission. Notice of such meetings must follow the Brown Act requirements, which includes notice at least 24 hours prior to the meeting.

RULE 3 - PUBLIC MEETINGS

All meetings of the Local Agency Formation Commission shall be open to the public, and all persons shall be permitted to attend any meeting of the Commission, except as otherwise provided herein.

RULE 4 – AGENDAS

An agenda shall be prepared by the Commission staff for each meeting of the Commission and shall be distributed in accordance with the Government Code.

RULE 5 - ORDER OF BUSINESS

The regular order of business of the Local Agency Formation Commission shall be:

1. Call to Order by the Chairman
2. Salute to the Flag
3. Approve Minutes of Previous Meeting
4. Approve Resolutions of Previous Actions, As Necessary
5. Presentation of Consent Items
6. Public Hearing on Continued Items
7. Public Hearing on New Items
8. Reports, a. Staff, b. Commission (**Proposed April 2024**)
9. Adjournment

RULE 6 – REPORTS, STAFF AND COMMISSION

Reports are a brief oral reports that are not intended to be in-depth presentations, as those matters should be placed on an agenda for discussion. During reports, the Executive Officer will provide information as necessary to the Commission, and then members may then provide a report to the Commission. All information provided during the "Report" item on the agenda shall not be discussed by the members at that meeting. If further discussion is warranted, a Commissioner may request that the Chair agendize the

topic for a future meeting. The Chair may then direct the Executive Officer to agendize the item to allow for in-depth discussion. (Proposed April 2024)

RULE 7 - ELECTION OF CHAIR AND VICE CHAIR

The Chair shall be elected each year, during the meeting in the month of May, or the next meeting held if there is no meeting in May. The Chair shall be elected by a majority of the Commission. The Vice Chair is also elected at this meeting. (Amended 8/9/10)

RULE 8 - CHAIR'S ROLE

The Chair, or in the Chair's absence, the Vice Chair shall be the presiding officer of the Commission at all meetings and shall:

- a. Preserve order and decorum.
- b. Determine the order of business to be transacted at a meeting including establishing a time limit for speakers when deemed appropriate.
- c. State the questions coming before the Commission.
- d. Call the vote on all questions.
- e. Announce the Commission's decisions.
- f. Decide all questions of order, subject however, to appeals to the Commission as a whole, in which event a majority vote shall govern.
- g. Sign all resolutions, directives and contracts approved by the Commission, which signature shall be attested by the Executive Officer or the Assistant Executive Officer. (Amended 8/9/10)

RULE 9 - CHAIR'S VOTING PRIVILEGES

The Chair of the Commission shall, in voting procedures, have all the rights and obligations of other members. (Amended 8/9/10)

RULE 10 - PARTICIPATION OF ALTERNATE MEMBERS IN OPEN AND CLOSED SESSIONS AND DISCUSSIONS OF PROPOSALS

Only regular members of the Commission may participate in the discussion and vote on a proposal before the Commission. Alternates may participate in the discussion and vote only when sitting in the place of a regular member who is absent or is disqualified for a particular action. (Amended 8/9/10)

RULE 11 - REFERRAL TO COMMITTEES

Any matter coming before the Commission may, if deemed necessary, be referred to staff or a committee of the Commission for additional information. The Commission shall appoint standing and special committees, as it may deem necessary.

RULE 12 - CONTINUATION OF PROPOSALS

Actions pending before the Commission may not be continued beyond seventy (70) days from the date specified in the original Notice of Hearing except under special circumstances as determined by the Commission.

RULE 13 - CONTINUANCE OF COMMISSION MEETINGS

The Commission may continue a meeting to a time and place specified if an insufficient number of Commissioners are present to constitute a quorum. A majority of the members of the Commission (four) constitutes a quorum.

If all members are absent from any regular or continued regular meeting, the Executive Officer or Assistant Executive Officer may declare the meeting continued to a stated time and place, without additional written notice of the continuance.

RULE 14 - CLOSED SESSIONS OF COMMISSION

The Commission may hold Closed Sessions during a regular or special meeting to consider pending or potential litigation. (Amended 8/9/10)

RULE 15 - QUORUM AND VOTING

A majority of all members of the Commission (four) shall constitute a quorum for the conduct of business. A quorum is the majority of the seats on the Commission regardless of whether they are filled or vacant. No action of the Commission shall be valid unless it receives the affirmative vote of not less than four members of the Commission. (Amended 8/9/10)

RULE 16 - ABSTENTION OF VOTING

The determination by a Commissioner to abstain from voting on any action before the Commission does not indicate, and shall not be counted as, either an "aye" or "no" vote on that count.

RULE 17 – ROLL CALL

The roll need not be called upon the vote on any motion, unless requested by a Commissioner or required due to the Brown Act. Any Commissioner not voting in an audible voice shall be recorded as voting "aye". Any roll call of the Commission shall be in alphabetical order by last name, except that the Chairman shall be called last.

RULE 18 - TIE VOTES OF COMMISSION

Four votes are necessary to approve a proposal or a motion. A proposal which receives a tie vote may be discussed further and then a second vote taken. If the tie is not broken, the proposal or motion shall automatically be continued to the next Commission hearing. A subsequent tie vote at the next hearing of the proposal indicates automatic denial without prejudice.

RULE 19 – DISQUALIFICATION OF MEMBERS FROM VOTING

No member of the Commission is disqualified from voting on any item being considered by the Commission, except in those instances in which the member has a financial conflict of interest. In any situation in which the member disqualifies himself or herself for whatever reason or is absent, the Alternate member will vote.

The representation by a member or alternate of the City of Sonora, a Special District, or the County of

Tuolumne shall not disqualify, or be cause for disqualification of, the member or alternate from acting on a proposal affecting the City, Special District, or County of Tuolumne, as provided by Government Code Section 56336.

RULE 20 – PUBLIC COMMENT PORTION OF THE COMMISSION'S AGENDA

The Commission encourages the public to attend its hearings and address the Commission during the “public comment” item on the agenda. Comments must be limited to issues which are under the jurisdiction of the Commission. Oral and written comments may be presented; however, the length of oral comments may be limited by the Chair.

RULE 21 – AGENDA CONTENT

Agendas shall be set by the chair in consultation with the Executive Officer. Items cannot be put on the agenda if they are outside of the purview of LAFCO.

RULE 22 – RETENTION OF MATERIALS UTILIZED DURING COMMISSION HEARINGS

Any person utilizing or presenting any audio, visual, or written materials at the LAFCO public hearing must be prepared to provide a copy of every item to the staff of the Commission at the time the presentation is made.

RULE 23 - SUSPENSION OR CHANGE TO RULES OF ORDER

Subject first to posting notice and following the Commission’s discussion at a regular meeting, any of the Commission Rules of Order not required by law may be suspended or changed by a majority of the members of the Commission. (Amended 8/9/10)

RULE 24 - QUESTIONS OF LAW

Questions of law may be referred to Commission Counsel for opinion. Commission Counsel is provided by the County of Tuolumne, County Counsel, who may retain outside counsel as needed. Any decisions regarding retention of outside counsel will be made solely by County Counsel, who will ensure that such retention does not exceed LAFCO’s budget.

RULE 25 – FORMS AND APPLICATIONS

The Executive Officer is delegated to create and add forms and applications to the Policy and Procedure Manual.

SECTION 6. APPLICATION PROCESSING PROCEDURES

The procedures for proposals considered by the Local Agency Formation Commission (LAFCO) are guided by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Section 56000 et seq.), and any proposal submitted must conform to the requirements outlined in the Act. The procedures outlined below represent broad guidelines as to the steps required. Specific processing procedures shall be followed as outlined in Government Code Section 56000 et seq.:

A. General Procedures

1. Prior to the submittal of any application by agencies, registered voters, or affected landowners, the applicant must meet with the Executive Officer to review the proposed project. A project will not be considered complete until this meeting is held. (Proposed April 2024)
2. Typically, proposals for changes in boundaries, formations, or changes of organization can be submitted for the consideration of LAFCO by petition of the registered voters or affected landowners; however, prior to the circulation of any petition, a "Notice of Intent to Circulate" available on the Commissions website, must be presented to the LAFCO Executive Officer following Government Code Section §56700.4. A proposal may also be initiated by a resolution adopted by the governing body of any related public body (county, city, or special district). The proposal must be submitted on forms available from the LAFCO staff office, or on the LAFCO website along with the applicable number of maps and filing fees to cover the proposal submitted. (Amended 8/9/10)
3. LAFCO shall establish a schedule of application processing fees through adoption of a resolution.

Unless otherwise authorized by LAFCO, application processing fees shall be established to recover their full cost of processing. Fees shall be established on a full cost recovery basis or based upon the average cost to process a specific type of application on a time and materials basis.

There shall be an automatic increase or decrease in the application processing fees adopted by LAFCO, based upon the "San Francisco Consumer Price Index, All Items, All Urban Consumers," published by the U.S. Department of Labor, for the preceding 12-month period.

There shall be no waivers of application processing fees. (Amended March 14, 2011)

Fees unpaid by applicants will be automatically collected by the County Auditor and/or will be sent to the Office of Revenue Recovery for collection. (Proposed April 2024)

4. If two or more proposals pending before the Commission shall conflict or be inconsistent with each other, the Commission may determine the relative priority for conducting further proceedings on these proposals. In the absence of any such determination, priority shall be given to that action which was first filed with the Executive Officer. (Proposed April 2024)
5. Upon receipt of a completed application, the LAFCO staff processes the application as follows:
 - a. Notice of Filing
 - Prepares a "Notice of Filing" and mails this to all affected and interested public bodies,

including school districts, and sends a copy to the County Assessor and County Auditor/Controller.

- This notice alerts the affected agencies of the item proposed, and requests from the Assessor and Auditor/Controller the ad valorem tax information pertinent to the proposal.
- When the LAFCO office receives the tax information related to the proposal, staff mails this information to the County Administrative Office and each affected special district, and/or the City of Sonora if it is affected, to negotiate any tax transfer. (Amended 8/9/10)
- The proposal cannot be considered by the Commission until LAFCO receives from the County Board of Supervisors for itself and affected districts and the City of Sonora if affected, a resolution approving any change in ad valorem tax distribution which is caused by the proposed change.

In addition to the notice requirements of the Cortese-Knox-Hertzberg Act of 2000, the LAFCO Staff shall notify landowners of applications for Changes of Organization as follows:

Formation of a County Service Area	The provisions of the Cortese-Knox-Hertzberg Act of 2000 including amendments regarding notice for formations shall be adhered to	
Annexation to County Service Area	Total Area of Parcels Subject to the Annexation	Distance of Notification of Landowners
	Less than 2 gross acres	300 feet
	2 gross to less than 10 gross acres	500 feet
	10 gross acres or larger	1,000 feet
All other special district and City of Sonora proposals	Total Area of Parcels Subject to the Entitlement	Distance of Notification of Landowners
	Less than 2 gross acres	300 feet
	2 gross to less than 10 gross acres	500 feet
	10 gross acres or larger	1,000 feet

b. Environmental Review Under The California Environmental Quality Act (CEQA)

- The LAFCO review process cannot continue until: (1) a determination is made that the proposal qualifies for an exemption as defined within the California Environmental Quality Act (CEQA) and the Commission's environmental guidelines (Appendix A); or (2) a Negative Declaration is provided by the applicant which indicates that, if approved, the project will have no adverse effects; or (3) there is a completed Environmental Impact Report submitted by the applicant for the project. (Amended 8/9/10)
- Environmental documents are reviewed and considered by the Commission in conjunction with the Commission's action on the proposal. The Commission determines if the environmental documents are adequate prior to making a decision on the proposal.

c. Departmental Review Process

- Basic information related to each proposal is mailed to every agency affected by the item and to the County Assessor, Auditor/Controller, County Clerk, Planning, Surveyor, and Public Works Departments.
 - Each department or agency is requested to comment on the proposal and submit information relating to it. Then all information and concerns are reviewed.
4. The LAFCO staff prepares the Commission meeting legal notice for posting, mailing, publishing in the newspaper and posting on the website at least 21 days prior to the meeting. The Assistant Executive Officer also prepares a draft report making a recommendation to the Commission relating to the proposal. (Amended 8/9/10)
 5. The LAFCO Executive Officer reviews, edits, and distributes the report making a recommendation to the Commission.
 6. The item is considered by the Commission, and it either approves or denies the proposal.
 - a. If the Commission denies the proposal, then it is legally terminated.
 - b. If the Commission approves the proposal, LAFCO staff will provide a published Notice of Protest Proceeding announcing the date for consideration of protest and the procedure and requirements for a valid written protest to the proposal. The hearing date shall be set for a date following the 30 day request for reconsideration period.
 7. After the protest hearing, if protests have been filed, the LAFCO Executive Officer will make a determination of the level of protest submitted. A recommendation for action to approve, deny, or submit the proposal to an election based on the amount of written protest received shall be submitted to the Commission at its next available hearing date.
 8. If the proposal is ultimately approved, the Department Support Technician prepares a "Certificate of Completion" for the Executive Officer to sign and date. Unless otherwise specified by the Commission, the effective date for all proposals shall be the date of issuance of the Certificate of Completion for any proposal.
Once the "Certificate of Completion" is signed, the Department Support Technician files this Certificate with appropriate bodies.

B. Conditions Which may be Imposed on Projects

In the approval of boundary change proposals, LAFCOs have strong powers to attach conditions. Government Code Section 56885.5 through Section 56890 provides a broad range of conditions that the Commission may impose in approving an application. Those conditions range from the authority to impose special assessments to the transfer of employees among districts in a consolidation. The reader is referred to the specific Code Sections for the complete conditions authorized by statute.

The following are examples of LAFCO's authority to impose conditions:

- Require as a condition of approval, that the territory being annexed shall be responsible for payment of existing fees, charges, or assessments currently in place by the annexing agency.
- Require as a condition of its approval that another change of organization for a related or overlapping agency be initiated, conducted, and completed. For example, if a proposal is for annexation of territory to a city, LAFCO can require that the territory also be annexed to or detached from special districts.
- Require establishment of special assessment or improvement districts to finance capital facilities or improvements needed in affected territory.
- Impose conditions related to the distribution of assets, financial contracts or obligations among affected agencies.
- Impose conditions related to a local agency's employee salaries, benefits, and other personnel rights.
- Impose a condition designating the method for selection of the Board of Directors and the number of Directors for a consolidated district.
- Impose a condition that establishes the effective date for a change of organization.
- Impose a condition that designates the agency to succeed to the rights, duties and obligations of an agency that is dissolved.

C. Legal Defense Fee Responsibility

It is the policy of this Commission that the costs for legal defense of an issue which has been approved by the Commission, is the primary responsibility of the agency or person seeking that approval. Therefore, as a condition of approval for any action taken by the Local Agency Formation Commission, the Commission shall impose a condition within its resolution of approval that requires the applicant to defend, indemnify, hold harmless, and provide for reimbursement or assumption of all legal costs in connection with that approval (See Appendix D).

The adopted procedure for the Legal Defense Policy is as follows:

- The Commission shall impose a condition of approval which requires the applicant to defend, indemnify, and hold harmless the Commission, its agents, and its employees from any claim, action or proceedings against them to attack, set aside, void, or annul such approval.
 - The Executive Officer shall promptly notify the applicant and LAFCO Counsel of any legal action brought challenging the Commission's action, and the Commission, its agents, and employees shall cooperate fully in the defense of that action.
 - Commission Counsel shall have the absolute right to approve any and all counsel employed to defend the Commission. To the extent the Commission uses any of its resources to respond to such claim, action or proceeding, or to assist the defense, the above described person or entity will reimburse the Commission upon demand. Such resources include, but are not limited to, staff time, court costs, Commission Counsel's time at its regular rate for non- County agencies, or any other direct or indirect cost associated with responding to, or assisting in defense of, the claim, action, or proceedings. The Executive Officer may require a deposit of funds sufficient to cover the anticipated expenses of the litigation. (Proposed April 2024)
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D. Requests for Reconsideration

When the Commission has adopted a resolution making determinations, any person or affected agency may file a written request with the Executive Officer requesting amendments to or reconsideration of the resolution. (Government Code Section 56895)

Requests for reconsideration will be granted only when the petitioner can present some compelling new evidence or show that significant factors relative to the situation were overlooked or have changed. The request shall be submitted in writing to the Executive Officer within thirty (30) days of the Commission's decision.

No request shall be deemed filed unless appropriate filing fees if in effect, are submitted. In the event multiple requests for reconsideration are filed, the Executive Officer will divide a single reconsideration fee among the various petitioners for reconsideration.

The procedure for reconsideration requests is as follows:

Upon receipt of a legally filed request for reconsideration, the Executive Officer shall place the request on the agenda of the next Commission meeting for which notice can be provided. At the hearing, the Executive Officer will present the staff report and recommendations to the Commission and respond to questions. The Commission will then allow submission of any oral or written testimony on the issue; however, at the Chair's discretion, time limits may be placed on those wishing to provide an oral presentation. At the close of the hearing, the Commission may take one of the following actions:

- The Commission may approve the request, and adopt a resolution superseding the resolution previously issued;
- The Commission may deny the request; or
- The Commission may continue the hearing for a maximum of seventy (70) days.

E. . Conducting Protest Proceedings

1. Overview

- a. Government Code Section 57000 requires the Commission or the Executive Officer, through delegation of responsibility to conduct "protest proceedings" to determine:
 - Whether the proposal can be ultimately approved without an election.
 - Whether an election should be held.
 - Whether the proposal must be terminated due to majority protest.
- b. The Commission has authorized the Executive Officer to conduct Protest Hearings.

Upon completion of the request for reconsideration process, the Executive Officer will set the hearing date, provide notice and solicit protests. At the hearing, the Executive Officer will summarize the resolution making determinations to persons in attendance

and respond to questions. The Executive Officer will then allow submission of any oral or written protests on the issue; however, at the Executive Officer's discretion, time limits may be placed on those wishing to provide an oral presentation. After the hearing is closed, the Executive Officer shall determine the value of the protests. The Executive Officer shall submit a recommendation for action to approve, deny or submit the proposal for election to the Commission at its next available hearing to adopt the final resolution that completes the action based upon the level of protest.

- c. Protest Proceedings are a ministerial process where the Commission counts the submitted written protest to an action, determines the percentage that the landowner or voter protest bears to the total number of landowners and/or voters, and takes action based on that level of protest.
- d. The purpose of the protest proceedings is to provide a forum wherein the popularity of the issue is tested. Depending on the results of that test, the proposal is either approved or denied, as shown in the following outline:

2. Initiation of Proceedings

Within thirty-five (35) days of the adoption of a resolution of approval by LAFCO, the formal protest proceedings must be initiated by providing legal notices of the protest hearing. The final protest hearing must be set for a date not less than fifteen (15) or more than sixty (60) days after the notice is given. The Commission may waive protest proceedings if the proposal contains 100% landowner consent, is uninhabited, and the affected agencies who would gain or lose territory as a result of the proposed jurisdictional change have provided written consent to the waiver of these proceedings, as authorized by Government Code Section 56663. That section also authorizes the Commission to waive protest proceedings for inhabited areas if none of the registered voters and none of the landowners have submitted written opposition to the proposed annexation by the stated deadline.

3. Notice

The LAFCO Executive Officer must publish the notice of hearing to be held on the proposal in a newspaper of general circulation. It must send individual notices to everyone who has formally requested such notice, and to other local agencies as outlined by statute.

4. Final Hearing

The following is an example of the voter threshold to approve or require an election: (Amended 8/9/10)

The LAFCO Executive Officer shall conduct the final hearing and make findings related to the level of written protest received. A recommendation shall be made to the Commission to take one of the following actions:

- a. Approval. If less than 25% of the voters in an "inhabited" proposal (legally defined as an area containing 12 or more voters), or if less than 50% of the landowners in an "uninhabited" proposal submitted written protest to the action, then the proposal must be approved, without an election.

- b. Call for Election. If written protests are filed by at least 25% and less than 50% of the voters, or 25% - 100% of the landowners in an inhabited area, then an election must be called and held, so the voters may decide the issue.
- c. Denial. If written protests are filed by 50% or more of the voters in an inhabited area, or if landowners representing 50% or more of the assessed value of an uninhabited annexation area have filed written protest, then the proposal must be denied.

If the proposal is for city detachment or district annexation, the proposal shall be terminated if the detaching city or annexing district files an objection to that action, regardless of the level of consent or protest from affected landowners and voters.

5. Completion

If the proposal is approved, LAFCO issues a Certificate of Completion and notifies the State and other agencies of the successful jurisdictional change. If LAFCO has waived the protest proceedings, the resolution adopted by LAFCO is considered the final resolution and becomes part of the completion package.

6. Value of Written Protest

Briefly outlined below are examples of the levels of protest which require the Commission or the Executive Officer, through delegation of responsibility, to call an election or terminate proceedings. (Amended 8/9/10)

At the conclusion of the protest period, the written protest received will be counted, and one of the following actions will be taken:

- a. For uninhabited annexations (defined in Government Code Section 56079.5 as those annexations which contain less than 12 registered voters):
 - Terminate the annexation if protest is received from landowners who represent 50% or more of the assessed value of land (improvement values are not counted) within the annexation area; or
 - Approve the annexation if written protest is submitted by landowners who own less than 50% of the assessed value of the annexation area. NOTE: In uninhabited annexations, the issue is decided solely on the basis of landowner protest.
 - b. For inhabited annexations (those annexations which contain 12 or more registered voters):
 - Terminate the annexation if protest is received from 50% or more of the registered voters in the annexation area;
 - Call an election on the annexation issue if protest is received from at least 25% but less than 50% of the total number of voters in the annexation area, or if 25% to 100% of the number of landowners-- representing at least 25% of the total land value--submit written protest; or,
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- Approve the annexation without an election if written protest is received from less than 25% of the voters and less than 25% of the landowners (who represent less than 25% of the land value).

Although both landowners and registered voters may submit a protest against annexation, the ultimate outcome of an inhabited annexation is decided on the basis of registered voter protest or votes in a special annexation election. Thus, the most that can be accomplished through landowner protest in an inhabited annexation is the scheduling of an election wherein the voters, whether they own land or not, will decide the issue.

7. Sufficiency of Signatures on Petitions and Number of Registered Voters

The Commission recognizes that through the review and approval process for many proposals, the boundaries may be changed, and the number of registered voters affected:

For proposals which require petitions to be circulated after LAFCO approval, the number of registered voters residing in an area on the date of LAFCO approval is the number of registered voters on which the sufficiency of any petition is based.

For proposals in which petitions are circulated prior to LAFCO approval and for the determination of inhabited or uninhabited actions, the date of the Notice of Filing issued by LAFCO shall be the determining date for the number of registered voters residing within the affected area.

APPENDICIES

Appendix A – LAFCO Environmental Procedures – NOT NEW JUST MOVED HERE

Appendix B – Sphere of Influence Policies – NOT NEW JUST MOVED HERE

Appendix C - Special District Selection Committee - (Proposed April 2024)

Appendix D - Indemnification Agreement Policy (Proposed April 2024)

Appendix E – Conflict of Interest Policy - (Proposed April 2024)

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Appendix A
ENVIRONMENTAL REVIEW POLICES

In accordance with Title 14, Article 5, Sections 15050 (c) and 15050 (e) of the California Administrative Code, Tuolumne County has adopted the State CEQA Guidelines as amended May 10, 1980, in addition to the following specific provisions:

Section 1. Tuolumne County will be responsible for implementing CEQA and the State Guidelines for projects which the County has jurisdiction by law and/or for which the County is Lead Agency.

Section 2. ENVIRONMENTAL COORDINATOR

- a. The Director of the Community Development Department shall serve as Environmental Coordinator and may assign specific functions to staff. (Amended 8/9/10)
- b. The Environmental Coordinator is responsible for administering CEQA, the State Guidelines, and these Guidelines for projects the County of Tuolumne is either Lead Agency for or for which the County otherwise has jurisdiction by law.
- c. The Environmental Coordinator shall maintain a list of persons, firms, and organizations qualified to prepare all or portions of environmental documents.
- d. The Environmental Coordinator is responsible for the following tasks on projects for which the County is Lead Agency.
 1. Consultation with reasonable agencies.
 2. Determination of whether a project is exempt from CEQA.
 3. Initial determination of the need for a Negative Declaration or Draft Environmental Impact Report.
 4. Preparation of environmental documents, either directly or by contract.
 5. Conducting of meetings and public hearings regarding environmental documents.
 6. Preparation of responses to public comments.

7. Filing of Notices
 8. Certification that the decision-making body had reviewed and considered an Environmental Impact report or Negative Declaration.
- e. The Environmental Coordinator shall perform the following tasks on projects for which the County is a Responsible Agency or for which the County otherwise has jurisdiction by law:
1. Consultation with Lead Agencies.
 2. Reviewing and commenting on Draft Environmental Impact Reports and Negative Declarations.
 3. Making recommendations in the decision making body on alternatives or mitigation measures delineated in the environmental document.
 4. Filing of notices.
 5. Certification that the decision making body has reviewed and considered an Environmental Impact Report of Negative Declaration.

Section 3. ENVIRONMENTAL IMPACT REPORTS (EIR)

- a. Determination. If a reviewing body determines that the project may have a significant effect on the environment, the Environmental Coordinator shall cause and EIR to be prepared.
1. Upon reaching such a determination, the Environmental Coordinator shall notify the applicant in writing of the reasons for such determination.
 2. The applicant or property owner involved with the project may appeal such determination to the Board of Supervisors unless said Board made the determination. The appeal must be submitted in writing, with the reasons for the appeal specified, to the County Clerk within 10 days of the determination of significant effect by the reviewing body. If the appeal is successful, the Environmental Coordinator shall prepare, and the Reviewing Body shall approve a Negative Declaration, with the specific reasons why the appeal was granted by the Board of Supervisors listed in detail.

Section 4. EIR PREPARATION

- a. Following the determination that an EIR is required, the Environmental Coordinator shall determine whether said Coordinator's staff will conduct the analyses and inventory work necessary to prepare the EIR or whether the EIR will be contracted to an Environmental Consultant.
- b. The Environmental Coordinator will prepare the EIR, if the following findings are made:
 1. The proposed project would be of primary benefit to the general public.
 2. The Environmental Coordinator has on staff the necessary expertise to adequately prepare the EIR.
 3. The preparation of the EIR will not conflict with the progress of other projects which are of primary benefit to the general public.
- c. If any of the above findings cannot be made, or if the project prefers, the applicant shall select an individual or firm to prepare the EIR, who is on the County's approved list of Environmental Consultants and whose particular expertise is relevant to the information required for the EIR, provided, that said individual or firm is not otherwise engaged in the design, construction, sale, or use of the proposed project.
- d. The applicant's Consultant shall contract directly with the County to prepare the EIR.
- e. The applicant shall pay the total cost of the EIR preparation, including consultant fees, reproduction and distribution of Draft, and Final EIR's, and County processing fees, by depositing a Certified Check equal to such costs with the Environmental Coordinator, made payable to the County of Tuolumne, prior to the County's entering into any contract with the Consultant for EIR preparation.

Section 5. APPEAL

- a. Within 10 days of the filing of the Notice of Determination any person who is not satisfied that the EIR complies with the requirements of CEQA may appeal to the Board of Supervisors unless said Board was the Decision making Body on the project. The appeal shall be submitted in writing to the County Clerk and will state the reason(s) why the EIR is not felt to be in compliance with CEQA.
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Appendix B

SPHERE OF INFLUENCE POLICIES

Government Code Section 56076 defines a sphere of influence as “a plan for the probable physical boundaries and service area of a local agency, as determined by the Commission.” It is an area within which a city or district may expand, over an undefined period of time, through the annexation process. In simple terms, a sphere of influence is a planning boundary within which a city or district is expected to grow into over time.

The purpose of a sphere of influence is to encourage the “logical and orderly development and coordination of local government agencies so as to advantageously provide for the present and future needs of the county and its communities.” The following enumerated items comprise the Statement of Purpose adopted by Tuolumne County LAFCO for spheres of influence:

1. To promote orderly growth of communities, whether or not services are provided by a city or district (board governed or independently governed);
2. To promote coordination of cooperative planning efforts among the county, City of Sonora, special districts, and identifiable communities by encouraging compatibility in their respective general plans;
3. To guide timely changes in jurisdiction by approving annexations, reorganizations, etc., within a sphere of influence only when reasonable and feasible provision of adequate services is assured;
4. To encourage economical use and extension of facilities by assisting governmental agencies in planning the logical and economical extension of governmental facilities and services, thereby avoiding duplication of services;
5. To provide assistance to property owners in relating to the proper agency to comprehensively plan for the use of their property;
6. To review, update, and/or change existing spheres of influence periodically to reflect planned, coordinated changes in factors which impact on spheres of influence; and
7. To encourage the establishment of urban-type services only within an adopted sphere of influence.

The Commission emphasizes that a sphere of influence is a planning tool and the establishment of a sphere of influence, or the inclusion of territory within a sphere of influence of an existing governmental entity, does not automatically mean that the area is being proposed for annexation or development.

Establishment of a Sphere

As outlined under State law, the Commission is designated as the public body responsible for determining spheres of influence for each city and district within its jurisdiction.

As a function of incorporation and as outlined in Government Code Section 56426.5, the Commission must establish a sphere of influence for a newly-incorporated city within one year of its incorporation effective date. Usually within six months of a city's effective date, the LAFCO staff notifies the city of the requirement pursuant to State law. The sphere proposal may be initiated by the Commission, the city council, or the County Board of Supervisors, through adoption of a resolution of the governing body. State law also stipulates that a sphere of influence will not be established or changed without specific review and study independent of any action before the Commission at the time. Public hearings are held to review sphere of influence proposals such as establishment, amendment, or in connection with any proposed annexation, which may or may not involve another agency's sphere of influence.

Factors of Consideration

As part of a sphere of influence review and as outlined in Government Code Section 56425, LAFCO is required to review five "factors of consideration" in connection with any sphere of influence proposal. The factors of consideration are as follows:

1. The present and probable land uses within the area, including agricultural and open space lands;
2. The present and probable need for public facilities and services in the study area;
3. The present capacity of public facilities and the adequacy of public services that the agency provides or is authorized to provide; and
4. The existence of any social or economic communities of interest in the study area.
5. For a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

In these categories of review, the City of Sonora or district must show that its planning activities can be beneficial to the area, and that the initiation of those activities is appropriate. None of the above factors by themselves shall be deemed to be a determining factor in the establishment or revision of a sphere of influence for the City of Sonora, district, or community area, but shall be reviewed as part of the total project.

The factors of consideration noted above are addressed individually within the staff's report for each sphere of influence proposal.

Government Code Section 56425 also requires the following for any sphere of influence or a sphere of influence that includes a special district:

1. Require existing districts to file written statements with the Commission specifying the functions or classes of services provided by those districts.
2. Establish the nature, location, and extent of any functions or classes of services provided by existing districts.

The approaches and/or methods listed below are policies adopted by Tuolumne County LAFCO. The policies guide the Commission's review in its determination of spheres of influence, periodic reviews and/or updates, and any amendments of those sphere boundaries.

Concurrent Sphere Reviews

The Commission may include additional agencies as part of its review of a sphere of influence proposal. In considering the sphere of influence of a community, the Commission will concurrently evaluate all agencies serving that community, and as a policy guideline, it will need to establish a single, coterminous sphere for all such agencies unless the Commission determines it is to the best interest of the area to have differing sphere boundaries.

Community-by-Community Approach

The community approach includes the practice of looking at a total area, which could be considered a community, and defining its boundaries. This approach also considers the existence of inter-related economic, environmental, geographic, and social interests, and attempts to harmonize the conflicting plans and services of the various service entities. Under this approach, an attempt is made to keep the spheres of influence of the various service districts as nearly the same as possible.

Coterminous Boundaries:

The Commission may establish a sphere of influence which is coterminous with existing City of Sonora/district boundaries when it is not feasible for the public agency to expand beyond its present boundaries. However, as outlined in State law, a sphere of influence must be established for each city and district, regardless of whether the sphere boundary is the same as the city or district boundary.

Environmental Review for a Sphere

A sphere of influence proposal requires review of the environmental aspects of the proposed sphere. The environmental review process is a requirement outlined in the California Environmental Quality Act (CEQA) that applies to the review of sphere of influence proposals. In compliance with CEQA and the State CEQA Guidelines, Tuolumne County LAFCO adopted its own Guidelines and Policies Implementing CEQA.

Exclusion of Territory

Under certain circumstances, a sphere of influence may exclude portions of the existing boundaries of a district. The Commission encourages reorganization and special studies in this situation to make final determination of which district should serve.

A sphere of influence study may be initiated to determine which public agency could better serve the area of review. The sphere of influence study would include a review of the possibility of excluding territory from one jurisdiction and the placement of the same territory in another jurisdiction's sphere of influence. The purpose of excluding territory would be an attempt to straighten irregular boundaries and eliminate confusion arising from multiple jurisdictions.

Modification of a Sphere Review Area

During the review of a sphere of influence proposal, the Commission may modify the area of review by expanding or reducing the area of review. The expansion or reduction of a sphere can be for several reasons, such as to include areas that may be better served by a public agency or exclude areas that may be better served by another public agency.

Periodic Review/Update of a Sphere:

As a function of its duties and responsibilities, LAFCO is required to periodically review and/or update spheres of influence. Government Code Section 56425 requires the Commission to review and update, if necessary, all spheres of influence for cities and special districts at least once every five years. The periodic sphere review does not preclude a public agency (city or district), or an individual from initiating a sphere proposal. The purpose of the periodic sphere review plan is to keep abreast of changes occurring within the public agencies under the jurisdiction of LAFCO.

Update If Necessary/Municipal Service Review: (Amended 8/9/10)

The spheres of influence of all of the special districts in Tuolumne County have been previously studied with no change to any district's sphere. It will be necessary to update a special districts sphere of influence upon LAFCO's receiving an application to do so, or at the direction of the Commission. Updating municipal service review information will be conducted once every five years. (Amended 8/9/10)

Requirement for a Sphere Review in Relationship to Annexation:

State law precludes the Commission from approving annexation proposals lying outside of current sphere of influence boundaries for the affected city or district. If an annexation proposal lies outside the sphere of influence of a city or district, the annexation proposal must also include a sphere review. The joint sphere and annexation review is to maintain consistency in city or district boundaries and their sphere boundaries, for the extension and provision of services as it relates to proposed annexation sites.

Responsibility/Obligation for a Sphere Area:

When a sphere of influence is assigned, a city or district is required to commence long rangeland use and service planning activities, thereby enabling it to respond to any annexation requests it might receive from landowners or residents within the sphere. By accepting a sphere of influence, a city, or district agrees to plan for the provision of services.

Urban Development within a City Sphere:

LAFCO takes the position that any new urban development which occurs within a city sphere of influence should take place as close to the city's urban area as possible. This position is emphasized for two reasons; first, so that contiguous areas may easily be annexed to the city; and secondly, so that the new urban area can be served by reasonable extension of the city's already developed municipal services.

Appendix C
COMMISSION POLICY GUIDELINES
SPECIAL DISTRICT SELECTION COMMITTEE

1. OVERVIEW

The purpose of the Independent Special District Selection Committee shall be to appoint the regular and alternate special district members of the Local Agency Formation Commission (LAFCO) and to fill unexpired terms when vacancies occur. It is important to note that nothing in these Rules of Procedure shall supersede Government Code Section 56332, which governs the establishment of the Independent Special District Selection Committee.

2. MEMBERSHIP

Membership of the Independent Special District Selection Committee shall be composed of the presiding officer or designated board member of the legislative body of each independent special district either located wholly within Tuolumne County or containing territory within the county that represents 50% or more of the assessed value of taxable property of the district.

3. MEETINGS

3.1 Notification and Solicitation of Nominations

The Executive Officer of the Commission shall give written notice to all eligible independent special districts of any meeting of the Independent Special District Selection Committee, specifying the date, time, and place.

Any person qualified to serve as an Independent Special District representative to LAFCO shall be qualified to submit a nomination which shall be accompanied by a brief resume on the form provided by LAFCO. Each district shall be encouraged to submit nominations.

3.2 Registration

Each member of the Selection Committee shall be entitled to one vote for each independent special district of which he or she is the presiding officer.

In the event that the presiding officer is unable to attend a meeting of the Committee, the legislative body may appoint one of its members to attend in the presiding officer's place. Such a designated member shall submit written authorization at the time of registration.

Each voting member shall register and complete a declaration of qualification. The voting member will then be given the required number of ballots and other voting materials.

3.3 Quorum

Members representing a majority of the eligible districts shall constitute a quorum for the conduct of Committee business. No meeting shall be called to order earlier than the time specified in the notice and until a quorum has been declared to be present.

Before calling the meeting to order, the Executive Officer shall announce that a quorum is present and request that any voting member who has not yet registered do so at that time. Only those eligible members registered and present shall be allowed to vote.

3.4 Sequential Balloting

If there is more than one position to fill, sequential balloting will be held in the following order using a ballot with names of all eligible nominees: (1) Seat A Rotated Seat, regular member; (2) At Large Special District Seat, regular member; and (3) Alternate member.

If a candidate is elected to a position, his or her name will be crossed out on the subsequent ballots.

3.5 Majority to Win

In order for a candidate to be elected, that candidate must receive a majority of the votes being cast.

If no candidate receives a majority, a subsequent round of voting shall be conducted with the eligible candidates limited to the two candidates who received the most votes in the previous round and any candidates who received the same number of votes as the second candidate.

4. MAILED-BALLOT ELECTIONS

4.1 Authority

A mailed-ballot election may be conducted if the Executive Officer has determined that a meeting of the Special District Selection Committee is not feasible.

4.2 Notification and Solicitation of Nominations

The Executive Officer of the Commission shall give written notice to all eligible independent special districts of the intention to conduct a mailed-ballot election. Each district shall acknowledge receipt of the Executive Officer's notice.

Each district shall be encouraged to submit nominations, accompanied by a brief resume on the form provided by LAFCO. All nominations must be received by a specified date that shall be at least six weeks from the date of notification. Emailed copies of nominations may be submitted, if necessary, to meet the established deadline; however, replacement originals must be submitted as soon thereafter as possible.

4.3 Distribution and Return of Ballots

All eligible districts shall be sent, by certified mail, return receipt requested, the following materials: (1) copies of all nominations received by the deadline, (2) ballot(s) as required to vote for Commission members, and (3) voting instructions.

The following outlines the necessary information and steps to submit a complete ballot:

1. The ballots shall include the names of all nominees.
2. Each ballot shall be accompanied by a certification sheet to be completed by the presiding officer or designated alternate who cast that district's vote.
3. A specified period of time, not less than six weeks, shall be allowed for the districts to cast their votes and return their ballots.
4. Ballots shall be sent by certified mail, return receipt requested.
5. Emailed copies of ballots may be submitted, if necessary, to meet the established deadline; however, replacement originals must be submitted as soon thereafter as possible.
6. All ballots received by the deadline shall be counted and the results announced within seven days.
7. Certified ballots representing a simple majority of the eligible districts must be returned for a valid election.

4.4 Appointment by Majority Vote

A candidate for a regular or alternate member of the Commission must receive at least a majority of the votes cast in order to be selected. Results of the election will be reviewed and adopted by the Commission during an open session of a regularly scheduled LAFCO Meeting.

In the event that no candidate receives the required number of votes, a run-off election shall be conducted, either by a second mailed ballot or a meeting of the Independent Special District Selection Committee, at the discretion of the Executive Officer.

Appendix D INDEMNIFICATION AGREEMENT POLICY

1. OVERVIEW

The purpose of this policy is to establish guidelines that require all applicants to indemnify the Commission, its agents, officers, attorneys, and employees from any action brought to challenge the discretionary approvals of proposals by the Commission.

2. BACKGROUND

Applicants to the Commission for discretionary approvals of proposals for changes of organization are typically the real parties in interest and therefore have financial interest in the Commission's decisions on their applications. Applicants who are not the real parties in interest also have interest in the outcome of their applications. Therefore, LAFCO believes that it is fair and equitable for all applicants to indemnify LAFCO from suits brought to challenge the discretionary approvals of their applications by the Commission. LAFCO also believes that indemnifying LAFCO furthers good government practices and public policy by providing applicants with an incentive to assist the Commission in complying with all laws, including those intended to ensure public rights.

3. PROCESS

In order to fulfill this practice, and to protect the integrity of the Commission's ability to make good government decisions, it is the policy of this Commission that:

- a) As part of any application submitted to the Commission, the applicant(s) shall be required to submit a signed agreement to indemnify the Commission, its agents, officers, attorneys, and employees from any action brought to challenge the Commission's discretionary approvals related to the application in the required form.
- b) In the event that an action is brought to challenge the discretionary approval of a proposal by the Commission, the Commission shall promptly notify the applicant(s) and real party(ies) in interest of the existence of the legal challenge; and
- c) The Executive Officer shall not issue a Certificate of Filing for an application if an indemnification agreement in the form has not been executed and submitted to the Executive Officer by the applicant(s).

Appendix E
Tuolumne Local Agency Formation Commission
CONFLICT OF INTEREST CODE

Section 1. Definitions

The definitions contained in the Political Reform Act of 1974, regulations of the Fair Political Practices Commission (2 Cal.Adm. Code Sections 18100, et seq.) and any amendments to the Act or regulations, are incorporated by reference into this Conflict of Interest Code.

Section 2. Designated Employees.

The persons holding positions listed in Attachment "1" are designated employees. It has been determined that these officers and employees make or participate in the making of decisions which may foreseeably have a material effect on financial interests.

Section 3. Disclosure Categories.

Those designated employees, if any, specified in Government Code Section 87200 shall file statements of economic interests pursuant to Article 2 of Chapter 7 of the Political Reform Act, Government Code Sections 87200 et seq.¹ With respect to all other designated employees, they shall disclose all those types of economic interests set forth in the latest adopted standard form for statements of economic interests as adopted by the Fair Political Practices Commission. It has been determined that the financial interests set forth in a designated employee's disclosure categories are the kinds of

¹ Designated employees who are required to file statements of economic interests under any other Conflict of Interest Code and those Article 2 filers who are designated in this code in a capacity which is in addition to their Article 2 capabilities may file identical expanded statements of economic interests with both entities in lieu of filing separate and distinct statements. Each expanded statement shall be originally signed by the designated employee, and shall include interests made reportable by virtue of both positions.

financial interests which he or she foreseeably can affect materially through the conduct of his or her office.

Section 4. Statements of Economic Interests - Place of Filing.

The Clerk of the Local Agency Formation Commission shall be the official filing officer. However, all designated employees shall file statements of economic interests with the County Clerk's Office.

Section 5. Statements of Economic Interests - Time of Filing.

(a) Initial Statements. All designated employees employed by the agency on the effective date of this Code shall file statements within thirty (30) days after the effective date of this Code, unless the employee has previously filed a statement pursuant to subdivision (b) or (c).

(b) Assuming Office Statements.

(1) All persons assuming designated positions after the effective date of this Code which are civil service or merit system positions, shall file statements within thirty (30) days after assuming the designated positions.

(2) All other persons appointed, promoted or transferred to designated positions after the effective date of the Code, shall file statements within ten (10) days after assuming office, or if subject to confirmation, ten (10) days after being nominated or appointed.

(c) Annual Statements. All designated employees shall file statements no later than April 1st.

(d) Leaving Office Statements. All persons who leave designated positions shall file statements within thirty (30) days after leaving office.

(e) Candidate Statement. All candidates for election to designated offices other than those specified in Government Code Section 87200 shall file statements within five (5) days after the final date for filing nomination petitions. This subsection shall not apply to candidates who have filed a statement of economic interests with the agency within the previous twelve (12) months.

Section 6. Contents of Statements of Economic Interests.

All statements shall disclose those reportable interests required by the applicable disclosure categories as set forth in Section 3.

Section 7. Manner of Reporting.

Statements of economic interests shall be made on forms prescribed by the Fair Political Practices Commission and supplied by the agency, and shall contain the following information.

(a) Investment and Real Property Disclosure. When an investment or interest in real property² is required to be reported³ the statement shall contain the following:

(1) A statement of the nature of the investment or interest;

² For the purposes of disclosure only (not disqualification), an interest in real property does not include the principal residence of the filer.

³ Investments and interests in real property which have a fair market value of less than \$1,000.00 are not investments and interests in real property within the meaning of the Political Reform Act. However, investments or interests in real property of an individual include those held by the individual's spouse and dependent children as well as a pro rata share of any investment of interest in real property of any business entity or trust in which the individual, spouse and dependent children own, in the aggregate, a direct, indirect or beneficial interest of 10 percent or greater.

(2) The name of the business entity in which each investment is held, and a general description of the business activity in which the business entity is engaged;

(3) The address or other precise location of the real property;

(4) A statement whether the fair market value of the investment or interest in real property exceeds Two Thousand Dollars (\$2,000.00), exceeds Ten Thousand Dollars (\$10,000.00), or exceeds One Hundred Thousand Dollars (\$100,000.00), or exceeds One Million Dollars (\$1,000,000.00).

(b) Personal Income Disclosure. When personal income is required to be reported⁴, the statement shall contain:

(1) The name and address of each source of income aggregating Five Hundred Dollars (\$500.00) or more in value, or Fifty Dollars (\$50.00) or more in value if the income was a gift and a general description of the business activity, if any, of each source.

(2) A statement whether the aggregate value of income from each source was One Thousand Dollars (\$1,000.00) or less, greater than One Thousand Dollars (\$1,000.00), or greater than Ten Thousand Dollars (\$10,000.00), or greater than One Hundred Thousand Dollars (\$100,000.00);

(3) A description of the consideration, if any, for which the income was received;

⁴ A designated employee's income includes his or her community property interest in the income of his or her spouse but does not include salary or reimbursement for expenses received from a state, local or federal government agency.

(4) In the case of a gift, the name, address and business activity of the donor and any intermediary through which the gift was made; a description of the gift; the amount or value of the gift; and the date on which the gift was received.

(c) Business Entity Income Disclosure. When income of a business entity, including income of a sole proprietorship, is required to be reported⁵, the statement shall contain:

(1) The name, address and a general description of the business activity of the business entity;

(2) The name of every person from whom the business entity received payments if the filer's pro rata share of gross receipts from such person was equal to or greater than Ten Thousand Dollars (\$10,000.00).

(d) Management Position Disclosure. When management positions are required to be reported, a designated employee shall list the name and address of each business entity in which he or she is a director, officer, partner, trustee, employee, or in which he or she holds any position of management, a description of the business activity in which the business entity is engaged, and the designated employee's position with the business entity.

(e) Acquisition or Disposal During Reporting Period. In the case of an annual leaving office statement, if an investment or interest in real property was partially or

⁵ Income of a business entity is reportable if the direct, indirect or beneficial interest of the filer and the filer's spouse in the business entity aggregates a 10 percent or greater interest. In addition, the disclosure of persons who are clients or customers of a business entity is required only if the clients or customers are within one of the disclosure categories of the filer.

wholly acquired or disposed of during the period covered by the statement, the statement shall contain the date of acquisition or disposal.

Section 8. Disqualification.

Designated employees must disqualify themselves from making, participating in the making or using their official positions to influence the making of any governmental decision which will foreseeably have a material financial effect, distinguishable from its effect on the public generally, on:

(a) Any business entity in which the designated employee has a direct or indirect investment worth more than Two Thousand Dollars (\$2,000.00);

(b) Any real property in which the designated employee has a direct or indirect interest worth more than Two Thousand Dollars (\$2,000.00);

(c) Any source of income, other than loans by a commercial lending institution in the regular course of business on terms available to the public without regard to official status, aggregating Five Hundred Dollars (\$500.00) or more in value received by or promised to the designated employee within twelve (12) months prior to the time when the decision is made; or

(d) Any business entity in which the designated employee is a director, officer, partner, trustee, employee, or holds any position of management.

The effects on a designated employee's financial interests of a decision by a landowner voting district to set ad valorem property tax assessments is not distinguishable from the effects such a decision will have on the public generally within such a district. The effects on a designated employee's financial interests of a decision by

a utility district to set rates is not distinguishable from the effects such a decision will have on the public generally unless the designated employee's financial interests constitute more than two percent (2%) of the users to whom the rate will be applicable.

No designated employee shall be prevented from making or participating in the making of any decision to the extent his or her participation is legally required for the decision to be made. The fact that the vote of a designated employee who is on a voting body is needed to break a tie does not make his or her participating legally required for purposes of this section.

Section 9. Manner of Disqualification.

When a designated employee determines that he or she should not make a government decision because he or she has a financial interest in it, the determination not to act must be accompanied by disclosure of the financial interest. In the case of a voting body, this determination and disclosure shall be made part of the agency's official record; in the case of a designated employee who is the head of an agency, this determination and disclosure shall be made in writing to his or her appointing authority; and in the case of other designated employees, this determination and disclosure shall be made in writing to the designated employee's supervisor.

Section 10. Opinions of the Commission and Counsel.

(a) Any designated employee who is unsure of his or her duties under this Code may request a formal opinion or written advice from the Fair Political Practices Commission pursuant to Government Code Section 83114, or an opinion from the attorney for the agency, provided however that nothing in this section requires the attorney for the agency to issue such an opinion.

(b) If the designated employee truthfully discloses all material facts, an opinion or written advice provided by the Commission protects the designated employee from administrative, civil and criminal penalties to the extent provided for in Government Code Section 83114. If the designated employee has truthfully disclosed all material facts to the attorney for his or her agency, and an opinion is rendered by the attorney stating in full the facts and law upon which the opinion's based, compliance by the designated employee with such opinion may be evidence of good faith in any civil or criminal proceeding brought pursuant to the Political Reform Act, Government Code Sections 81000, et seq. In addition, the designated employee's good faith compliance with the opinion of the attorney for the agency shall act as a complete defense in any disciplinary action the agency may bring under Government Code Section 91003.5.

(c) Copies of any opinion rendered by the attorney for an agency pursuant to this section shall be delivered to the designated employee requesting the opinion and shall be maintained in the files of the agency. Such opinions may subsequently be modified by the attorney for the agency or by the Commission, but such modifications or revisions shall be prospective in effect and shall take effect only after notification has been given the designated employee who requested the opinion.

Section 11. Violations.

This Code has the force and effect of law. Designated employees violating any provision of this Code are subject to the administrative, penal and civil sanctions provided in the Political Reform Act, Government Code Sections 81000 - 91014.

Attachment "1"

LAFCO Commissioners (7)

Tuolumne County LAFCO

LOCAL AGENCY FORMATION COMMISSION OF TUOLUMNE COUNTY

May 6, 2024

TO: LAFCO Commissioners

FROM: Quincy Yaley, AICP, Executive Officer

RE: Draft Budget and Workplan for Fiscal Year (FY) 2024-2025

REQUESTED ACTION

Consideration of approving the Draft Budget for the Local Agency Formation Commission (LAFCO) for Fiscal Year 2024-2025, directing staff to send it to the County of Tuolumne, City of Sonora, and Special Districts for review and comment, and approving the LAFCO Fiscal Year 2024-2025 Work Program.

Commissioners
Steve Arreguin
Glen Jacobs
John Feriani
David Goldemberg
Ryan Campbell
Matt Hawkins
Mark Plummer

Alternates
Adam Artzer
Kathleen Haff
Suzanne Cruz

Executive Officer
Quincy Yaley, AICP

A. Background

Pursuant to Section 56381 of the California Government Code, LAFCO is required to adopt a final budget by June 15th of each year for the next fiscal year, which begins on July 1st. The Commission must formulate a draft budget to be sent to the City of Sonora, County of Tuolumne, and all Special Districts in Tuolumne County for review and comment before the adoption of the final budget by the Commission in June.

B. Budget

Staff proposes to increase the LAFCO budget for the FY 2024-2025 to **\$114,748**. Pursuant to Government Code Section 56381, the budget shall, at a minimum, be equal to the budget adopted for the previous fiscal year unless LAFCO finds that reduced staffing or program costs will nevertheless allow LAFCO to fulfill the purposes and programs of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.

The proposed budget will provide LAFCO with the funds needed to implement the FY 2024-2025 LAFCO Work Plan, which includes the following Municipal Service Reviews (MSRs):

- Tuolumne Utilities District (draft to be completed by consultant, finalized by staff).
- Jamestown Sanitary District (draft to be completed by consultant, finalized by staff).
- Tuolumne City Sanitary District (to be completed by LAFCO staff).
- Tuolumne Park and Recreation District (to be completed by LAFCO staff).

Proposed budget expenditures are as follows, with additional details in Attachment A of this report:

Table 1. LAFCO BUDGET	
Cost Center	Fiscal Year 24-25
Dues and Memberships	\$2,000
Office Expenses	\$500
Publications/Legal Notices	\$1,000
Travel and Training	\$8,000
Personnel and Consultants	\$103,248
TOTAL	\$114,748

This budget proposes eight commission meetings next year (estimated to be three hours long). If meetings are shorter than three hours, budget capacity would be available to add meetings if needed. The budget does not include attendance at the CALAFCO conference but includes bringing in LAFCO subject matter experts for in-house training and holding a Commissioner workshop to discuss LAFCO issues and the MSR completion schedule (added into budget after 4/29 meeting and MSR cost adjustment). Funding saved from not attending the conference would be reallocated to completing MSRs.

The California Association of Local Agency Formation Commissions (CALAFCO) annual membership fee for the upcoming year is approximately \$2,000. By participating in CALAFCO, Tuolumne LAFCO staff gain access to a wealth of information. CALAFCO provides access to a network of other Executive Officers and LAFCO staff statewide, who provide daily insight and advice on LAFCO procedures and regulations. Without access to this network, Tuolumne LAFCO staff would be required to attend more training and/or hire additional consultants for assistance.

C. Cost Sharing Agreements

Pursuant to the Memorandum of Understanding (MOU) between the City and the County, the Local Transportation Fund (LTF) per capita percentage is used to determine the City's and the County's respective budget shares. Under this formula, the City is responsible for 8.1 percent of the budget. The Special Districts are responsible for one-third of the budget, and the County is responsible for the remaining balance. In 2025, the allocation will change per the letter sent from the County to the City, indicating that cost sharing will adjust to one-third Special Districts, one-third County of Tuolumne, and one-third City of Sonora.

Table 2. LAFCO COST SHARING RESPONSIBILITIES				
	Percent	23-24 FY	24-25 FY EXISTING LTF-BASED ALLOCATION	24-25 FY 1/3 EQUAL ALLOCATION
City of Sonora	8.1%	\$ 6,141	\$9,295	\$38,249
Special Districts	33%	\$ 25,019	\$37,867*	\$38,249*
County of Tuolumne	58.9%	\$ 44,655	\$67,587	\$38,249
Total Budget	100%	\$ 75,815	\$114,748	\$114,748

*difference due to rounding

D. Personnel

Staff for LAFCO, including the Executive officer, clerk, legal counsel, office space and equipment, and internal services such as auditing and human resources, is provided by County of Tuolumne staff members. Personnel costs are based on Tuolumne County's adopted methodology for establishing hourly rates for each employee. These costs include employee salaries and benefits, as well as staffing overhead, such as office space, utilities, and internal services, including the Auditor's expenses in handling LAFCO's finances.

LAFCO staff work on two types of projects:

1. General LAFCO work not related to a project – Meetings, MSRs, Procedures, etc.
2. LAFCO Projects – flat fee projects and time and materials projects.

LAFCO Projects are paid for by applicants and are not included in this budget as the LAFCO members do not fund this work. Only General LAFCO work is funded by LAFCO members. In addition to using County staff, LAFCO has authorized the use of consultants to assist in completing LAFCO work.

Tuolumne LAFCO Commissioners have expressed interest in hiring an outside consultant or firm to run LAFCO. If a consultant or firm is hired, the budget would most likely need to be revised to reflect those costs. The budget would also likely need to include other services the County provides to the Commission, such as auditing and financial services, human resources, risk management, and possibly legal counsel.

E. Recommendation

The Executive Officer recommends that the Commission:

- Approve the LAFCO Fiscal Year 2024-2025 Work Program.
- Adopt the Draft FY 2024-2025 budget.
- Direct staff to send the budget to the County of Tuolumne, City of Sonora, and Special Districts for review and comment.

Attachment A. Budget Details

A. Staff Time

<i>General Staff Time Annual Costs (Not meeting or project related, includes RFP work)</i>	
Executive Officer	\$ 10,000
Legal Counsel	\$ 4,000
Administrative/Fiscal	\$6,000
Total	\$ 20,000

B. Monthly Meeting Time/Costs

<i>Staff</i>	<i>Hours</i>	<i>Rate</i>	<i>Total</i>
EO Prep	8	\$ 180	\$ 1,440
EO Attend	4	\$ 180	\$ 720
Clerk	12	\$ 83	\$ 996
Counsel	8	\$ 125	\$ 1,000
TOTAL	Per meeting		\$ 4,156
Budget includes 8 meetings			\$33,248

C. Workplan/Municipal Service Reviews FY 2024-25

<i>District/Agency</i>	<i>Consultant (c)</i>	<i>LAFCO Staff (s)</i>
Tuolumne Utilities District	Finish Report: \$10,000*	\$3,000*
Jamestown Sanitary District	Finish Report: \$10,000*	\$3,000*
Tuolumne Park and Recreation	--	\$12,000
Tuolumne City Sanitary District	--	\$12,000
Total		\$50,000

*estimate of work to be done in next fiscal year