City of Tulare Handbook for Council-Appointed Bodies



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Introduction

There are close to 50 citizens who participate on boards, commissions, and committees to advise the City Council on issues facing Tulare. Boards, commissions, and committees (referred to collectively as "Council-Appointed Body") play a critical role in the City of Tulare. As a member of a Council-Appointed Body, you serve as a conduit for citizen input to the City Council which has the final responsibility for making policy decisions. You will find your role requires time, effort, and sometimes lengthy meetings; however, it also provides an opportunity for you to participate in the decision-making process and help shape the future of Tulare. Serving on a Council-Appointed Body can be a rewarding experience for those seeking to serve their community.

This handbook was thoughtfully prepared to introduce you to your role as a Council-Appointed Body member and serve as a reference for the basic protocols that generally apply to all advisory bodies. While attempting not to be overly restrictive, procedures are established so that expectations and practices can be clearly articulated to guide Council-Appointed Body members in their activities. This handbook will:

- Outline the role and function of the City's boards, commissions, and committees;
- Review important guidelines and expectations of appointed members;
- Provide information about the history and composition of the City organization; and
- Provide members with information necessary to understand areas of responsibility for their respective board, commission, or committee, and their role in serving the City.

Although this handbook covers the important aspects of City government and Council-Appointed Body activities, it cannot incorporate all information necessary for undertaking the business of advisory bodies. There are many other laws and documents that exist which bind the advisory bodies to certain courses of action and practices.

It is important that new members of advisory bodies fully understand all the services and programs provided by the City. For new members appointed to a Council-Appointed Body, staff may provide an orientation and opportunities to tour facilities and provide background information on current issues.

Here is a quick summary of how City advisory bodies serve the democratic process in Tulare:

- Hold public meetings and use other means to gauge the community's attitude about certain issues;
- Recommend policies and procedures related to their respective fields to the City Council;
- Serve as intermediary between the public, City staff, and the City Council by providing information, explanation, and support for different points of view; and
- Make, in certain cases, decisions for the City.

Chapter 1 – Structure of Government

Charter City

Within California, there are two types of cities: general law and charter. A general law city has the authority to act locally, but its acts must be consistent with the California Constitution, state statutes, and state administrative regulations. A charter city allows a greater degree of local control that that provided by the California Legislature. Becoming a charter city allows voters to determine how their city government is organized and, with respect to municipal affairs, enact legislation different that that adopted by the state. Charter cities are not subject to many of the planning and zoning statutes promulgated by the State thus having broader powers to enact land-use regulations and other rules-of-process than do general law cities.

Tulare was incorporated in 1888, and in 1923, voters approved the city charter making Tulare a charter city. The charter can be accessed along with the Tulare Municipal Code on the city's website at <u>www.tulare.ca.gov</u>.

City Council

The City of Tulare is governed by a Council-Manager form of government. Under this form of government, the elected City Council sets the policies for the operation of the Tulare City Government. The City Council consists of five members. Among the members, the Council selects a Mayor and Vice Mayor to serve in the capacity for two years. The Mayor is the presiding officer of the Council and the official spokesperson and ceremonial representative of the City.

Members of the Council are elected by district, but representing the city's interests as a whole, and serve staggering four-year terms (Districts 1, 3, and 5 same election; Districts 2 and 4 same election). The City Council appoints the City Manager, City Clerk, and City Attorney who serve at the pleasure of the Council.

City Manager

The administrative responsibility of the City rests with the City Manager who is appointed by the City Council. The City Manager's Office provides support and assistance to the City Council, conducts legislative analysis, and participates in numerous regional, State, and federal organizations that support the objectives of the City of Tulare.

The City Manager provides supervision and direction to all City departments and performs economic development activities citywide. In addition to providing oversight of all City operations, the general administrative functions of the City Manager's Office include budget management, agenda review, purchasing, public relations, public information and marketing activities, legislative analysis, telecommunications franchise management, and liaison to the Chamber of Commerce and other government agencies.

City Clerk

The City Clerk is the local official who administers democratic processes such as elections, access to city records, and all legislative actions ensuring transparency to the public. The City Clerk acts as a compliance officer for federal, State, and local statutes including the Political Reform Act, the Brown Act, and the Public Records Act. The City Clerk manages public inquiries and relationships and arranges for ceremonial and official functions.

The City Clerk's Office is responsible for compiling and maintaining original City records, including a record of all of the proceedings of the City Council. Other duties assigned include compiling and maintaining central files, legislative history, ordinances and resolutions, and serving as a liaison between the public and the City Council. The City Clerk provides easy access to information and serves as a guide to open participation in the decision- and policy-making process.

City Attorney

The City Attorney serves as legal advisor of the Council, City Manager, and all other officers, boards, commissions, and departments of the City.

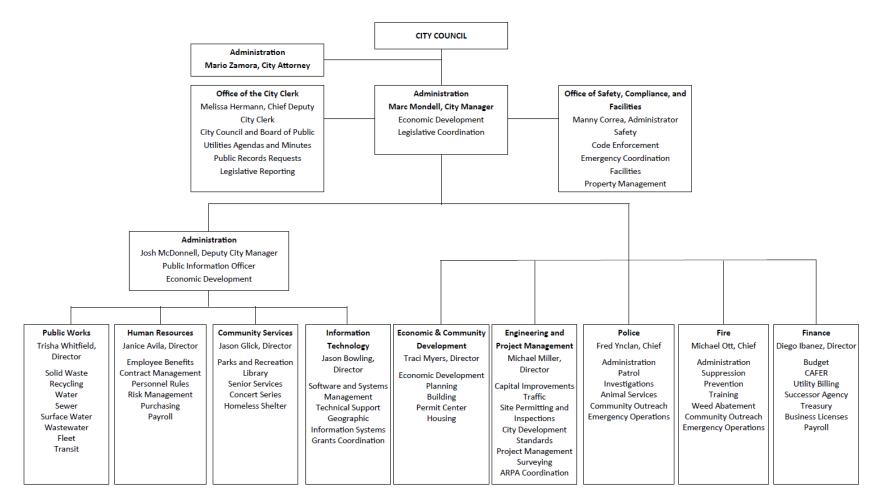
Departments

The various departments within the City provide expertise in their designated areas and service to the members of the public, business community, and City Council.

Organizational Chart

The organizational chart is provided on the next page. As changes occur in the organizational structure, this document will be updated.

City of Tulare



Chapter 2 – Policies and Procedures

Relationship to Council, Staff, and Media

Upon referral by the Council, or as otherwise dictated by the Charter or the City's Municipal Code, the boards, commissions, and committees shall study referred matters and return their recommendations and advice to the Council. With each such referral, the Council may authorize the City staff to provide certain designated services to aid in the study. Upon its initiative, the boards, commissions, and committees shall identify and raise issues to Council's attention and from time to time survey pertinent matters and make recommendations to the Council.

Boards, commissions, and committees should not become involved in the administrative or operational matters of City departments unless specifically provided in their prescribed powers and duties. Members may not direct staff to initiate major programs, conduct large studies, or establish department policy without the specific approval of the City Council. City staff assigned to furnish staff services shall be available to provide general staff assistance, such as preparation of agenda/notice materials and minutes, the general review of department programs and activities, and to perform limited studies, program reviews, and other services of a general staff nature. Additional staff support may be provided upon a formal request to the City Council. The responsibility for setting policies for the City rests with the City's duly elected representatives, the City Council.

Members of boards, commissions, and committees should refer all media inquiries to City staff and not provide statements or positions on any issues on behalf of the City.

Recommendations, Requests, and Reports

City staff for the boards, commissions, and committees may submit requests for direction and support from the City Council, file reports, and facilitate any other communications needed for the proper function of the board, commission, or committee. Such requests shall be communicated to the City Manager in advance so that they may be listed on the agenda. The Chairperson shall attend the City Council meeting to address any questions. The Council will receive such reports and recommendations, and after suitable study and discussion, respond or give direction.

Council Referrals

The staff representative shall transmit to the designated board, commission, or committee all referrals and requests from the City Council for advice and recommendations. Boards, commissions, and committees shall expeditiously consider and act on all referrals and requests made by the City Council and shall submit reports and recommendations to the City Council on these assignments.

Public Appearance of Board, Commission, and Committee Members

When a board, commission, or committee member appears in a non-official, nonrepresentative capacity before the public, for example in a Council meeting, the member shall indicate that he or she is speaking only as an individual. Conversely, when a member who is present at a Council meeting is asked to address the Council on a matter on his or her board, commission, or committee, the member should represent the viewpoint of the particular body as a whole (not a personal opinion).

Disbanding of Council-Appointed Body

Upon recommendation by the Chair of the board, commission, or committee, or appropriate staff, any standing or special Council-Appointed Body established by the City Council and whose members were appointed by the City Council, may be declared disbanded due to lack of business, by a majority vote of the City Council.

Chapter 3 – Boards, Commission, and Committees

Terminology and Definitions

Typically, boards and commissions are formed by Ordinance or Charter and the members take the Oath of Office; Committees are formed by Resolution or minute action of the Council. Changes to those formed by Ordinance or Charter generally require an amendment to the municipal code or the Charter by the electorate.

The following terms and definitions are applied to boards, commissions, and committees in general:

<u>Ad Hoc Committee</u> – Committees established for a specific purpose and a defined period. Formed for or concerned with one specific purpose (e.g. Ad Hoc Compensation Committee); formed or used for specific or immediate problems or needs.

<u>Board</u> – A group of persons having managerial, supervisory, or advisory powers or functions. In parliamentary law, a board is a form of deliberative assembly and is distinct from a committee, which is usually subordinate to a board or other deliberative assembly with the Board having greater autonomy and authority.

<u>Commission</u> – A group of people officially authorized to perform certain duties or functions vested with certain powers or authority.

<u>Committee</u> – A group of people officially delegated to perform a function, such as investigating, considering, reporting, or acting on a matter.

<u>Task Force</u> – A temporary grouping of individuals and resources for the accomplishment of a specific objective.

Board of Public Utilities Commissioners

The Board of Public Utilities Commissioners (BPU) was established by the City Charter and is charged with the responsibility of regulating and managing the utility divisions of the City. Those divisions include Solid Waste (refuse collection and street sweeping), Water, Sewer, and Wastewater. Pursuant to Section 52 of the Charter, the five members are appointed by the Mayor and confirmed by the City Council to serve fouryear terms. The Board meets at 4:00 p.m. on the first and third Thursday of each month. Meetings are held in the Council Chamber.

Planning Commission

The Planning Commission was established by the City Charter and governed and maintained under and pursuant to the provisions of the general laws of the State. The Commission is responsible for considering and making decisions regarding land use, planning and zoning in accordance with the scope of city ordinances, development standards and state planning laws. A wide variety of issues are under the purview of the Planning Commission, including subdivisions, annexations, design review, zoning and environmental impact assessments. Pursuant to Resolution 17-57, the five-member Planning Commission is appointed by the City Council Members, by seat, with members

serving a four-year term. The Planning Commission meets at 7:00 p.m. on the second and fourth Monday of each month. Meetings are held in the Council Chamber.

Parks and Recreation Commission

The Parks and Recreation Commission, established by City Ordinance, is a sevenmember advisory board appointed by the City Council to act on matters of recreational importance to all segments of the community, including recreational programs, facilities, park development. The Commission also serves as a Council-Appointed Body to City Council and staff regarding street trees to be removed or planted, standards for landscape enhancement, and tree preservation policy. Pursuant to Municipal Code Chapter 2.04, the Mayor and each Council Member shall have the right to nominate commissioners from the citizens at large and such nominations shall be honored by ratification and confirmation by a majority vote of the membership of the Council. Members serve four-year terms. The Commission meets at 6:30 a.m. on the second Tuesday of each month at the Claude Meitzenheimer Community Center.

Library Board

The Library Board was established pursuant to California Education Code § 18910 which states that a public library shall be managed by a board of library trustees, consisting of five members, to be appointed by the mayor with the consent of the Council. The Board advises staff and Council on all matters relating to library services. Members serve three-year terms. The Board meets at 4:00 p.m. on the third Wednesday of each month at the Tulare Public Library.

Committee on Aging

The Committee on Aging is a five-member committee responsible for advising the Community Services Department on matters of senior citizen interest including such areas as recreation, social, and nutritional services. Members are appointed by the City Council Members, by seat. Members serve four-year terms. The Committee meets at 12:00 p.m. on the third Wednesday of each month at the Senior Community Center.

Aviation Committee

The Aviation Committee is a five-member committee established by the Council pursuant to Minute Action on July 6, 1971. The membership shall be made up of one Planning Commissioner (appointed by the Planning Commission), one airport lease holder, and three additional members. All members with the exception of the member appointed from the Planning Commission are appointed by the mayor and confirmed by the majority of the Council. The Committee is charged with the responsibility of making recommendations to the Council and staff in all areas related to City airport use, improvements, and development of Mefford Field. Members serve four-year terms. The Committee meets quarterly beginning in January on the fourth Monday of the month at 6:00 p.m. in the City Hall Community Room.

Police Department Citizen Complaint Review Board

The Police Department Citizen Complaint Review Board is charged with the responsibility of reviewing the Police Department's investigation of citizen complaints in specific areas and providing an independent review to the Chief of Police. The Board

does not recommend or review disciplinary action against Police Department employees. Pursuant to Municipal Code Chapter 2.12, the Board shall consist of seven members. Each member of the City Council shall select and appoint one member to the Board, subject of the approval by the remainder of the Council, and two appointed atlarge to serve two-year terms. An eighth, non-voting member is selected by the Police Officers Union to sit on the Board. The Board meets at 5:30 p.m. on the second Tuesday of the month at City Hall.

Measure I Citizen Oversight Committee

The Measure I Citizen Oversight Committee, pursuant to ballot language, Resolution 05-5261, and by guidelines approved on May 16, 2017, consists of five members appointed by City Council Members, by seat, to serve four-year terms. The Committee will meet twice annually, once to be briefed on the annual budget (mid-year) and again to review the Annual Audit Report, specific to Measure I.

Chapter 4 – Meetings and Officers

Agendas, Notices, and Minutes

All meetings shall be open and public and shall conduct business through published agendas, public notices, and minutes, and follow all of the Brown Act provisions governing public meetings.

Support staff for each Council-Appointed Body shall be responsible for properly noticing and posting all regular, special, canceled, and adjourned meetings. Copies of all meeting agendas, notices, and minutes shall be provided to the City Council, City Manager, City Attorney, City Clerk, and other appropriate staff, as requested. An agenda generally consists of the following:

- Call to Order
- Citizen Comments
- Communications
- Consent Calendar
- General Business
- Items of Interest
- Adjournment

All items of business to be discussed at a meeting shall be briefly described on the agenda. The description should set forth the proposed action to be considered so that members of the public will know the nature of the action under review and consideration. If action is taken on any items that are not on the agenda or not noticed properly, those actions will not be valid.

Written minutes of all regular and special meetings must be kept as the official record of business transacted and are taken by the secretary of the Council-Appointed Body or a staff member if a secretary is not appointed. Minutes should include a summary of any pertinent discussions and should contain mainly a record of the actions taken by the Council-Appointed Body at the meeting. Minutes are approved at the next meeting of the Council-Appointed Body and any corrections to the minutes may be made during the meeting and prior to the approval. Original agendas and minutes shall be filed and maintained by support staff per the City's adopted Records Retention Schedule.

Members should carefully read the agenda and all agenda materials in advance so that they can be prepared for the meeting and get clarification and answers to questions from staff if needed. They should come prepared with issues to raise on all sides of the matter under consideration. Members also need to review each agenda item ahead of the meeting to determine if they may have a potential or actual conflict due to property or monetary interests or for any other reason prescribed by law.

Conduct of Meetings and Parliamentary Procedures

Unless otherwise specified by State law or City regulations, the conduct of all meetings shall generally follow basic parliamentary procedures, similar to Rosenberg's Rules of

Order, but not exclusive thereto. A majority of members shall constitute a quorum and a quorum must be seated before a meeting is called and official action is taken. The Chair of each Council-Appointed Body shall preside at all meetings and the Vice-Chair shall assume the duties of the Chair when the Chair is absent.

Meeting Locations and Dates

Meetings may be held in the Council Chambers or other designated City facilities, as noticed. Regular meetings shall have a fixed date and time established by the Council-Appointed Body or the City Council. Changes to the established regular dates and times are subject to approval by the City Council.

Selection of Chair and Vice Chair

The Chair and Vice-Chair of each Council-Appointed Body shall be selected in January of each year, or as set forth by Charter, Ordinance, or in approved bylaws, by a majority of its members and shall serve for one year or until their successors are selected.

Other Rules and Regulations

Each Council-Appointed Body may adopt other rules and procedures as it feels necessary to effectively and efficiently accomplish its duties. Such rules are subject to Council approval before becoming effective and should not be in conflict with this Handbook, any rules or regulations related to the function or operation of the Council-Appointed Body adopted by Council, or contained in City Charter or Code.

Chapter 5 – Membership

Appointments and Oaths

The City Council is the appointing body for all boards, commissions, and committees. All members serve at the pleasure of the City Council for designated terms. All appointments and reappointments may be made at a regularly scheduled or special City Council meeting and require an affirmative vote of a majority of the Council present unless the appointment is otherwise described. Before taking office, all members must complete an Oath of Office as required by the City Charter. All oaths are administered by the City Clerk or designee. Appointments made during the middle of the term are for the unexpired portion of that term.

Application and Selection Process

The application process begins when a vacancy occurs due to term expiration, resignation, removal, or death of a member of a Council-Appointed Body. The application period will normally run for four weeks from the date the vacancy occurs. If there is more than one concurrent vacancy, the application period may be extended. Any candidate that wishes to be considered must fill out an application. Applications are available from the City Clerk's Office as well as the City's website. Applications are kept on file for two years. The City Clerk shall notify members whose terms are about to expire and whether or not they are eligible for reappointment. If reappointment is sought, the incumbent shall notify the City Clerk's Office.

After the deadline for receipt of applications, the City Clerk shall schedule for the applications to be reviewed at the next available regular Council meeting. All applications received will be submitted and made a part of the Council agenda packet for their review and consideration. If there are no applications received by the deadline, the City Clerk will extend the application period for an indefinite period of time until sufficient applications are received.

Following an appointment, the City Clerk shall notify successful and unsuccessful applicants in writing. Appointees will receive copies of the City's Non-Discrimination and Sexual Harassment policies.

Attendance

The provisions listed below shall apply to all advisory bodies.

Any member of any City Council appointed board, commission, or committee who is absent from either:

- 1. Three consecutive regular meetings; or
- Fifty percent or more of all meetings within any consecutive 12-month period of time shall automatically be removed from the board, commission, or committee unless the City Council shall find and determine that there was good cause to excuse the absences.

Good cause shall include but not be limited to: illness, injury, hospitalization, other medical emergencies or temporary requirements and obligations of employment or family matters.

City Council may consider removal of a member on its own volition, with or without the consensus from the Council-Appointed Body.

While it is expected that members be present at all meetings, the support staff or Chair should be notified if a member knows in advance that he/she will be absent.

Compensation

Members shall serve without compensation unless specifically provided for in the City Charter for their services.

Qualifications

Unless stated otherwise in the Council-Appointed Body's bylaws, by statute, or provided for by the Council, City Charter, or Code, all members shall maintain their principal place of residence either within the sphere of influence of the City of Tulare or within the city limits (see table below for specific requirements) at the time of their appointment and throughout the term of service.

Body	Residency Requirement
Aviation Committee	Sphere of Influence
Board of Public Utilities	City Limits
Committee on Aging	City Limits
Measure I Citizen Oversight Committee	City Limits
Library Board	City Limits
Parks and Recreation Commission	Sphere of Influence
Planning Commission	Sphere of Influence
Police Department Citizen Complaint Review Board	City Limits

A majority of the membership for the Planning Commission and Parks and Recreation Commission must have their primary place of residence within the city limits, limiting the number of members who reside outside the city limits but within the sphere of influence.

If at any time during their term any member shall cease to maintain their principal place of residence in the City of Tulare, that member shall become ineligible to continue to serve as a member of the board, commission, or committee and said position shall be declared vacant by the City Council.

Current members of any other City board, commission, or committee are disqualified for membership if there is a direct conflict between the bodies. Members shall be permitted to retain membership while seeking any elective office; however, members shall not use the meetings, functions, or activities of such bodies for purposes of campaigning for elective office. No board, commission, or committee member shall hold any paid position for the City of Tulare unless stated otherwise in their bylaws.

Reappointments, Resignations, and Removals

Incumbents seeking reappointment are required to notify the staff liaison of which will be transmitted to the City Clerk by the given deadline. There is no limit to the number of terms a member may serve. Resignations must be submitted in writing to the City Clerk who will distribute copies to City Council and appropriate staff. The City Council may remove a member by a majority vote of the Council without cause, notice or hearing.

Term of Office

With the exception of the Police Department Citizen Complaint Review Board where members serve two-year terms and the Library Board where members serve three-year terms, the term of office for members of Council appointed advisory bodies is four years. The term of office for all members other than the Library Board expires on December 31 where Library Board terms expire on June 30. If a person is appointed to fill an unexpired term and serves less than two years, that time will not be considered a full term; however, if a person is appointed to fill an unexpired term and serves a full term. Terms are staggered, so not all terms expire in any one year. If a member resigns before the end of his/her term, a replacement serves out the remainder of that term.

Vacancies, New Terms, and the Maddy Act

Vacancies are created due to resignations, removals or death. Whenever an unscheduled vacancy occurs in any Council-Appointed Body, a special vacancy notice is posted in the City Clerk's Office, City Hall kiosk, Tulare Public Library, and City website no earlier than 20 days before and no later than 20 days after the vacancy occurs. Appointment shall not be made for at least ten working days after posting of the notice pursuant to Government Code 54974.

Seats on the advisory bodies will also become available at the end of each term. On or before December 31 of each year, an appointment list of all regular advisory boards, commissions, and committees of the City Council whose terms will be expiring in the succeeding year shall be prepared by the City Clerk and posted on the City's website as well as made available to the public upon request (Government Code 54972, Maddy Act).

The Legislature established 54970 et seq. of the Government Code, also known as The Maddy Act, for the purpose of increasing public awareness of appointments to be made by any local government, to improve interest in serving, transparency in the process, and provide the local appointive powers access to applicants otherwise untapped.

Chapter 6 – Legal Requirements

Certain limitations have been placed upon the powers of both the City Council and its appointed boards, commissions, and committees by both statutory and case law. In certain instances, application of these restraints may be crucial in the governmental process. In instances of doubt, the City Attorney's advice or formal opinion should be sought.

Conflict of Interest

As specified in State law, it is illegal for a Council-Appointed Body member to have an interest in any contract, sale, purchase, finding or transaction in which the member is involved in an official capacity. Conflict of interest may disqualify the member and invalidate any action where such conflict exists. Any interest, whether personal, private, general, or sentimental that would tempt a member to act in any manner other than the best public interest, should be examined and official action accordingly restricted. An interest that is common to all similarly situated persons is not disqualifying to an action.

Pursuant to the Conflict of Interest Code, members may be required to file a Statement of Economic Interest with the City Clerk to disclose personal interests in investments, real property, and income. This is done within 30 days of the date of appointment and annually thereafter. A Statement is also required within 30 days of leaving office. The Conflict of Interest Code has been established and adopted by the City Council pursuant to the California Fair Political Practices Act (Government Code Section 87300 et seq.). Copies of the code are available from the City Clerk as well as on the City's website.

Ethics

Effective January 1, 2006, State law (AB 1234) requires local officials who receive compensation, salary, stipends, or expense reimbursements complete training in public service ethics laws and principles every two years. The requirement applies to the Board of Public Utilities and the Planning Commission and can be fulfilled online at http://localethics.fppc.ca.gov/ab1234/. The certificate of completion must be provided to the City Clerk's Office.

Open Meetings – The Brown Act

The Ralph M. Brown Act, which was passed in 1953, has become a model public meeting law for the country. The opening section of the law states:

"In enacting this chapter, the legislature finds and declares that the public commissions, boards and councils and the other public agencies in this State exist to aid in the conduct of the people's business. It is the intent of the law that their actions be taken openly and that their deliberations be conducted openly."

The Act extends to any advisory commission, board or body of a local agency. Its relevant provisions include the following: with some exceptions, meetings of advisory bodies must be held within the territory of the local agency, meetings must be open to

the public, and notice of meetings must be delivered prior to the meeting to the press and public pursuant to the provisions of the Government Code.

A "meeting" takes place whenever a quorum of the boards, commissions, and committees is present and official business is conducted. A board, commission, and committee member who attends a meeting where action is taken, knowing that the meeting is in violation of the Brown Act, is guilty of a misdemeanor. "Action taken" means a collective decision made by a majority of the members of the body, a collective commitment or promise to make a positive or negative decision, or an actual vote by the majority of the members on a motion, proposal, resolution, order, or ordinance. Care should be taken to ensure that, if a quorum of a commission is gathered at a public or private place, no public business is discussed and that the gathering will not be interpreted as a meeting. Board, commission, and committee members are permitted to socialize in a non-meeting setting, but must refrain from discussing any business. Any questions concerning the effect of the Brown Act should be directed to the City Clerk.

Public Records

The Government Code of the State of California provides that all official records of the city are open to inspection to any interested citizen at reasonable times. Exceptions to this law are only those records specified in the Public Records Act, records relative to legal action in which the city is a party, and records the disclosure of which would not be in the public interest. Board, commission, and committee meeting minutes and supporting documents are public records and are subject to disclosure.

Discrimination and Equal Protection

All rules, regulations, laws, services, and facilities must apply equally to all persons and not give favor to any segment of the community. Similarly, all laws and ordinances of the city must afford equal protection to all facets of the community, unless the purpose of a city action requires special classification of the community.

Due Process

All governmental procedures and process must allow an affected party a right to be heard and to present controverting fact or testimony on the question of right in the matter involved. Unfair determinations, such as bias, predetermination, refusal to hear, etc., may invalidate actions.

Reasonableness

Every action of municipal government must be reasonable, or otherwise stated, not be capricious, extreme, arbitrary, or abusive.

Use of Public Property

Public property, equipment, and facilities may not be used for private or personal purposes. Facilities, equipment, and supplies are provided by the city, but are limited to use in official functions only.