

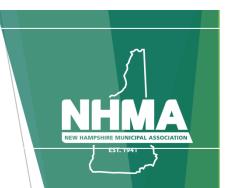


RIGHT TO KNOW LAWGOVERNMENTAL MEETINGS & RECORDS VIRTUAL WORKSHOP

Stephen C. Buckley, Legal Services Counsel Natch Greyes, Municipal Services Counsel

April 15, 2021

Today's Presenters





Stephen Buckley
Legal Services Counsel



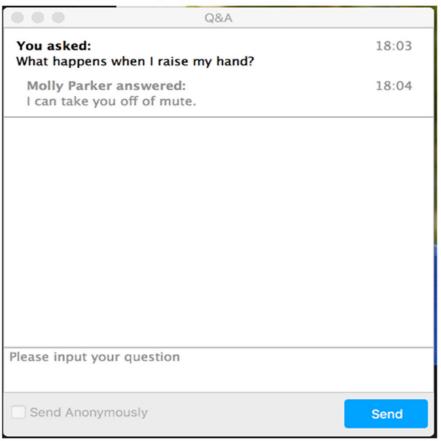
Natch Greyes Municipal Services Counsel

How Do I Ask a Question?



To ask a question:

- 1. Type your question into the Q&A box. Click Send.
 - Note: Check Send Anonymously if you do not want your name attached to your question in the Q&A.
- 2. If the host replies via the Q&A, you will see a reply in the Q&A window.



The chat function for this workshop has been disabled.

In order to ask a question of our host or a panelist, please refer to graphic.

Once your question has been answered, it will then appear under the *Answered* tab.





Open 8:30 a.m. - 4:30 p.m.

• Email: legalinquiries@nhmunicipal.org

• Phone: 603-224-7447

Provide general legal advice

- Not comprehensive legal review of documents
- Not drafting individualized ordinances or charters
- Not reviewing specific applications before local boards
- Not settle intra-municipal disputes

Goal: Response w/in 48 hours



- ➤ Steve: Governmental Meetings & the Right-to-Know Law Nonpublic sessions. 1:30 pm to 2:30 pm
- Natch: Governmental Records & The Right-to-Know Law Record Retention Remedies.
 2:30 pm to 3:30 pm







Governmental Meetings & The Right-to-Know Law

COVID-19 Effects on Public Meetings

- ► Emergency Order #74 (the statewide mask mandate) was extended by Governor Sununu through Emergency Order #87 until April 16, 2021.
- At in-person public meetings all those in attendance either wear a mask covering their noses and mouths or maintain a physical distance of at least six feet from persons outside their households.
- ▶ If, due to a lack of space at the meeting place there is insufficient room to accommodate all who wish to attend in person, with or without wearing a mask, it would be the better practice to continue to provide access to the meeting via Zoom or via telephone conference, in compliance with Emergency Order #12.
- ▶ Under RSA 91-A:2, III, together with paragraph 4 of Emergency Order #12, if least one member of a public body is participating remotely, the rest of the public body could be meeting at a physical location, such as town hall, and you could tell the public they can only participate via online access or by telephone.
- Thus, if managing in-person access is complicated by room size and crowding, the select board would always have one of its membership participate remotely and then the public could be restricted to online access.







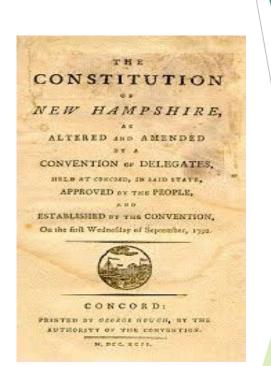
- What is a "meeting"?
- What is not a meeting, i.e., a "nonmeeting"?
- III. What are the requirements for holding a proper "meeting"?
- IV. How to hold meetings virtually.

The Right-to-Know Law RSA Chapter 91-A

PART I, ARTICLE 8 OF THE NH Constitution: Government ... should be open,

SECTION 1 OF RSA 91-A:

The purpose of this chapter is to ensure both the greatest possible public <u>access</u> to the **actions**, **discussions** and **records** of all public bodies, and their <u>accountability</u> to the people.





What is a Public Meeting? RSA 91-A:2



Quorum



Public body



Convenes so that they can communicate contemporaneously



To discuss or act upon a something over which the public body has supervision, control, jurisdiction, or advisory power

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Majority of membership

"Quorum"



Can't define as more than majority to circumvent law



Another statute may apply

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"Public Body"



RSA 91-A:1-a, VI:



- Any legislative body, governing body, board, commission, committee of any county, town, municipal corporation, school district, SAU or other political subdivision
- Any committee, subcommittee, advisory committee thereto
- New Case: But a committee of city employees providing advice to planning board applicants is not a public body. Martin v. Rochester

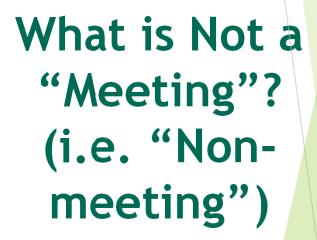
Meetings In Ordinary Circumstances

Convenes such that all participating members are able to communicate with each other contemporaneously

- In-person
- Email?
- Phone?

To discuss or act upon matters which the Public Body has Supervision, Control, Jurisdiction, or Advisory Power

- Any "business" the body deals with
- Construe broadly





Social or other encounter, no decisions



Collective bargaining



Consultation with legal counsel



Circulation of draft documents



Different than nonpublic session!

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Public notice

What are the Requirements of a Public Meeting?



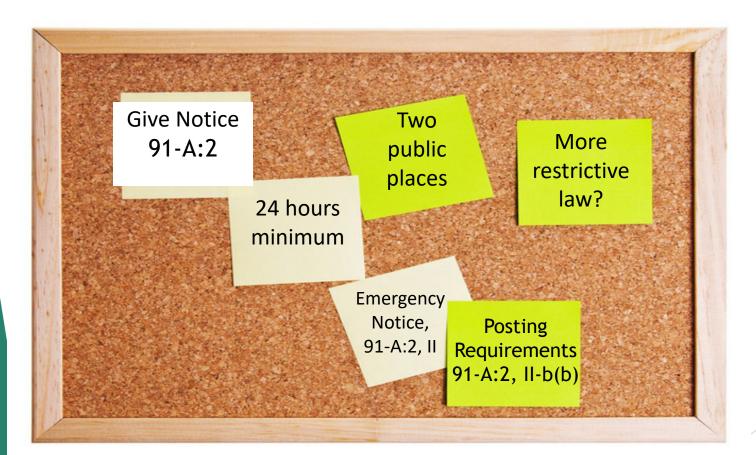
Open to the public



Meeting minutes







Switching Back to In-Person Meetings

- Emergency Order #12, allowing remote meetings, only lasts as long as the State of Emergency
- After expiration of State of Emergency, boards can still have <u>partially</u> remote meetings
 - There must be a physical location for the public to attend, and, in most cases,
 - A quorum of the board must be present at that location.
- Nothing prohibits boards from continuing to offer electronic access (telephonic, Zoom, etc.) to the public.



Option 1: Remote Board Member Participation - RSA 91-A:2, III(a)





- ▶Public body *may* allow
- ▶ Personal attendance "not practical" (in minutes)
- Quorum present at physical location
- All board members can hear and be heard
- Identify board members in remote location
- ►All votes by roll call

Option 2: "Emergency" RSA 91-A:2, III(b)





- Chair must declare that "emergency" exists sufficient to satisfy requirements of RSA 91-A:2, III.
- Still requires physical location.
- ► <u>However</u>, a quorum of the board need not be present at the physical location.
- ► Everyone can hear and be heard
- Identify persons in remote location
- ►All votes by roll call



What is an "Emergency? & Notice Requirements

- "Emergency": a situation where immediate undelayed action is deemed to be imperative by the chairman or presiding officer of the public body.
- That presiding officer shall post a notice of the time and place of such meeting as soon as practicable.
- Further, the presiding officer shall employ whatever further means are reasonably available to inform the public that a meeting is to be held.
- "Emergency" meetings do not require 24-hour notice posted in 2 public places but should provide as much notice as practical.



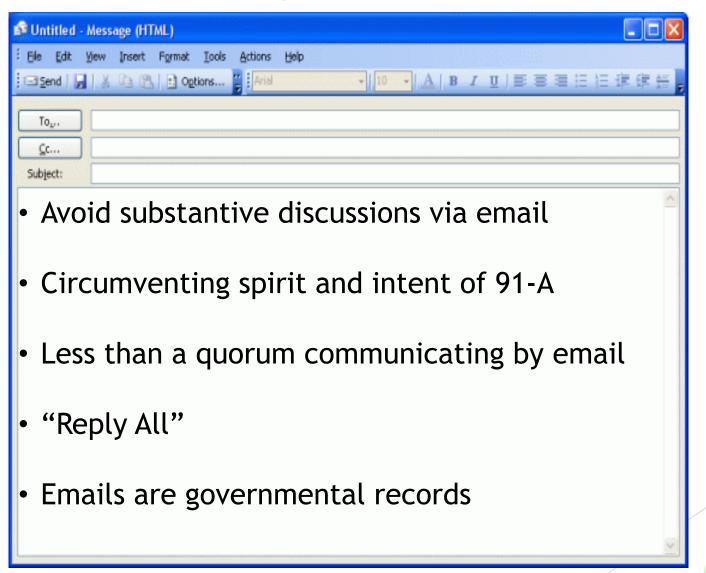
Ordinary Procedures: Meetings "Open to the Public"

- "All meetings . . . shall be open to the public." RSA 91-A:2, II.
- "Each part of a meeting required to be open to the public shall be audible or otherwise discernable to the public at the location specified in the meeting notice as the location of the meeting."
- Public has right to record, etc.
- No secret ballot voting.
- Public Comment?

Procedures During the Pandemic

- Boards participating remotely must still:
 - identify the reason why the in-person attendance of any remote board members is not reasonably practicable in the minutes of the meeting;
 - identify any persons present in the location where the board member is calling from; and
 - take all votes by roll call.
- In addition, there must be a mechanism for the public to alert the public body during the meeting if there are problems with access.
 - Intended to allow the body to know whether there is an issue with the conference call overall, not an issue with the public just hearing a particular speaker.
- ► The meeting must be adjourned if it is determined that the public is unable to access the meeting, e.g. the conference call software stops functioning.

"Electronic Communications"





Avoid Temptation to Use Inaccessible Technological Options During Pandemic



Remember that fundamental principal of RSA 91-A is to allow the public access.



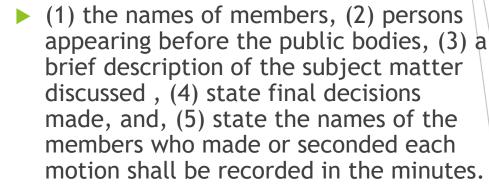
Text messages, emails, and other electronic means of communication which excludes the public should <u>not</u> take the place of publicly accessible meetings.



As much as possible, government should try to maintain normalcy during this abnormal time.

Public Meeting Minutes RSA 91-A:2





- Made available within 5 business days
- Posting requirements-
 - ► RSA 91-A:2, II-b(a)
- If the software used to conduct a remote meeting allows for recording, use it to aid the minute taker, but remember that recordings are not a substitute for written minutes.



Nonpublic Sessions RSA 91-A:3

It's a nonpublic session, not a nonpublic meeting

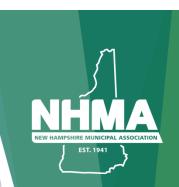
A nonpublic session is different from a "non-meeting"

Nonpublic session is the exception, not the rule

Nonpublic sessions are permitted, not required

Boards meeting remotely should consider technological options for holding nonpublic sessions: e.g. starting a separate call

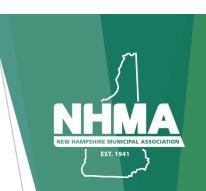
When May a Public Body Enter Nonpublic Session?* RSA 91-A:3, II



- Public employee (specific employee)
- Hiring
- Reputation
- Real or personal property
- Lawsuits
- Emergency preparation
- Discuss legal advice
- Discuss student tuition contract

*Most common, but not complete list

Entering Nonpublic Session for COVID-19



- ▶ RSA 91-A:3, II(i) Consideration of matters relating to the preparation for and the carrying out of emergency functions, including training to carry out such functions, developed by local or state safety officials that are directly intended to thwart a deliberate act that is intended to result in widespread or severe damage to property or widespread injury or loss of life.
 - ▶ Conversation must focus on *deliberate act* that is being thwarted.
 - Basic conversation about COVID-19 does <u>not</u> qualify Virus will not change its spread based on knowing what the government is planning.
 - However, news reports have indicated that known infected have purposefully evaded quarantine. Planning for that <u>may</u> qualify.

How Does a
Public Body
Enter
Nonpublic
Session?
RSA 91-A:3,



Motion to enter nonpublic session must be made and seconded.



Motion must state on its face the specific exemption relied upon.



Vote must be by roll call; simple majority is sufficient. RSA 91-A:3, I(b).

Minutes of Nonpublic Sessions



Minutes must be kept—same as for public session.



Must "record all actions in such a manner that the vote of each member is ascertained and recorded."

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Conducting the Nonpublic Session

May make decisions in nonpublic session

Member objecting to violations—note objection. If board persists, objecting member may continue to participate without being subject to penalties

RSA 91-A:2, II-a

Returning to public session

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Disclose or Seal?

NEW HAMPSHIRE MUNICIPAL ASSOCIATION

EST. 1941

Minutes must be publicly disclosed within 72 hours <u>unless</u> board determines, by 2/3 vote <u>taken in public session</u>, that:

- Disclosure would have adverse effect on reputation;
- Disclosure would "render the proposed action ineffective"; or
- Discussion in nonpublic session pertained to terrorism.

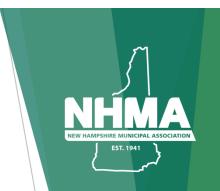
Other Considerations

Include nonpublic session on posted agenda.

Timing—beginning or end of meeting?

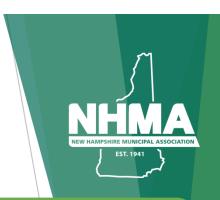
Attendance by nonmembers

 If meetings are being conducted with remote participation of board members and public, must plan how to conduct non-public sessions in a manner that preserves their secrecy.





Governmental Records & The Right-to-Know Law

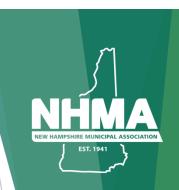


Governmental Records

STEP 1: Is it a Governmental Record?

STEP 2: Is the record exempt from disclosure?

STEP 3: Make available non-exempt records.



Is it a Governmental Record? RSA 91-A:1-a

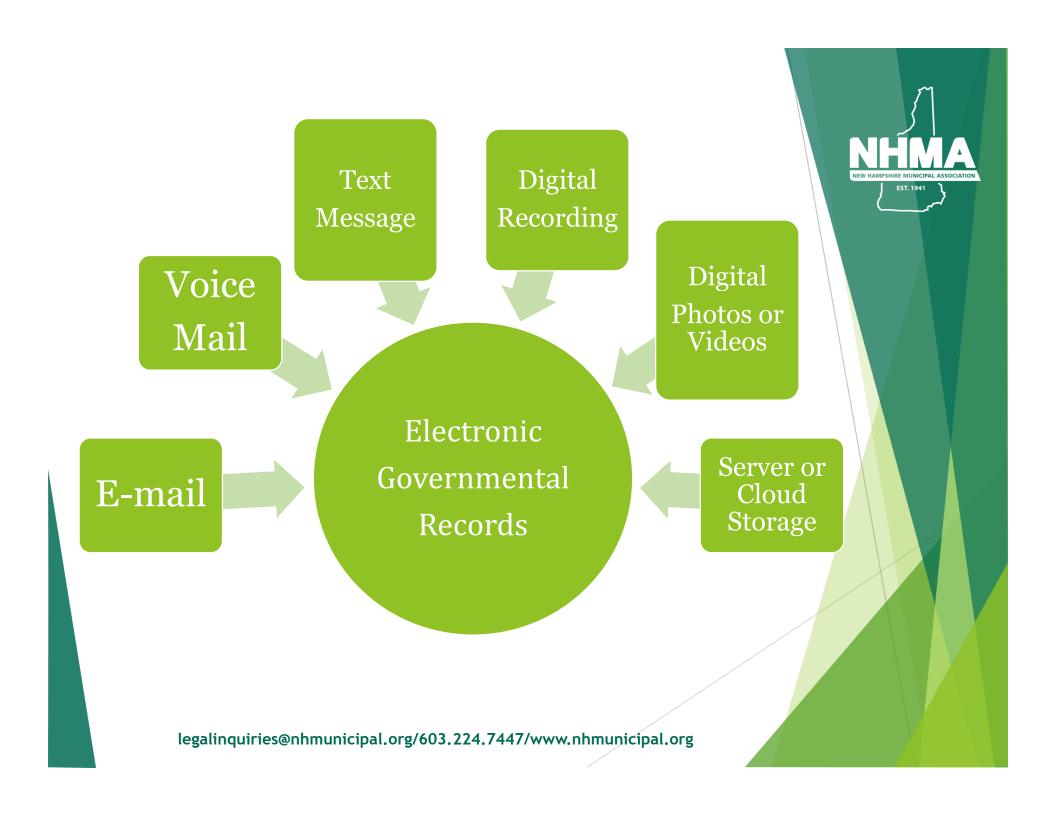
Any information

- created
- accepted, or
- obtained

By, or on behalf of,

- any public body, or a quorum or majority thereof or
- any public agency

in furtherance of its official function



Mandated Access to Certain Records



Employee separation payments if in addition to regular salary, or accrued vacation or sick time - 91-A:4, I-a



Meeting minute raw materials available after completion of public meeting - 91-A:4, II



All lawsuit settlements on file with town clerk and available for public inspection for 10 years - 91-A:4, VI

Exemptions to Disclosure of Governmental Records

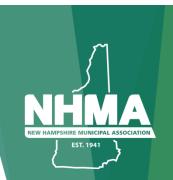


General Standards Governing Exemptions - RSA 91-A:5



- RSA 91-A:5 provides a list of records categorically exempt from disclosure; master jury list or teacher certification records.
- Some statutory exemptions require detailed analysis, such as records whose disclosure would constitute invasion of privacy.
- ► The Right-to-Know Law's purpose is to provide the utmost information to the public about what its government is up to. If disclosing the information does not serve this purpose, disclosure may not be required.
- When a public body or agency seeks to avoid disclosure of material under the Right-to-Know Law, that entity bears a heavy burden to avoid nondisclosure.





- ► Applies to governmental records that pertain to rules and practices dealing with employee relations or human resources, including hiring and firing, personnel rules, discipline, compensation and benefits.
- ▶ Recent Reinterpretation of Law by N.H. Supreme Court
- ► Formerly: "Internal Personnel Practices" was a fairly broad category separate and apart from any privacy balancing test.
 - Includes: Evaluation sheets for potential employees and answers; investigation reports of investigators hired by employers to investigate employees.
- Now: "Internal Personnel Practices" is another privacy balancing test.

Union Leader v. Salem

If governmental records are properly classified as "internal personnel practices" then whether such records are subject to disclosure depends on evaluating whether that disclosure would constitute an invasion of privacy.

- ► First, evaluate whether there is a privacy interest at stake that would be invaded by the disclosure. If no privacy interest is at stake, the Right-to-Know Law mandates disclosure.
- ▶ Second, assess the public's interest in disclosure. Disclosure of the requested information should inform the public about the conduct and activities of their government.
- Finally, balance the public interest in disclosure against the government's interest in nondisclosure and the individual's privacy interest in nondisclosure.

Seacoast Online v. Portsmouth

- Superior Court decision that denied public access to an arbitration ruling concerning the dismissal of a Portsmouth police office
- ► The NH Supreme Court overruled its decision in *Union Leader Corp. v. Fenniman*, 136 N.H. 624 (1993) to the extent that decision too broadly interpreted the "internal personnel practices" exemption under RSA 91-A:5, IV.
- ► Henceforth, the "internal personnel practices" exemption only applies to records pertaining to the internal rules and practices governing an agency's operations and employee relations, and not information concerning the performance of a particular employee.
- ▶ The internal personal practices exemption in RSA 91-A:5, IV only applies to matters that are inherently minor or trivial, such as rules regarding the use of parking facilities or the regulation of lunch hours.



Provenza v. Canaan

Provenza sought to prevent the public disclosure of an internal investigative report that had exonerated him from a claim of excessive force arising out of a traffic stop.



Superior Court concluded that:

- ▶ Information concerning purely private details about a person who happens to work for the government is very different from details concerning the individual's conduct in his capacity as a government employee.
- ► There is a compelling public interest supporting release of the internal investigation enabling the public to evaluate the integrity of the Canaan Police Department's internal affairs investigation of the incident
 - Are citizen complaints about police officer conduct taken seriously?
 - ► Was the internal investigation process fair the Provenza?
 - ► Transparency over police conduct investigations helps ensure public confidence in local police departments

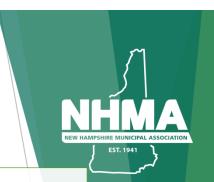
Confidential, Commercial or Financial Information RSA 91-A:5, IV



- ► This determination must be made objectively and should not be based on the subjective expectations of the party generating it.
- ► The emphasis placed on the potential harm that will result from disclosure, rather than simply promises of confidentiality, or whether the information has customarily been regarded as confidential.

Invasion of Privacy RSA 91-A:5, IV

Evaluate whether there is a privacy interest at stake that would be invaded by the disclosure. If no privacy interest is Private at stake, the Right-to-Know Law mandates disclosure. Assess the public's interest in disclosure. Disclosure of the Public requested information should inform the public about the conduct and activities of their government. Balance the public's interest in disclosure against the Balance government's interest in nondisclosure and the individual's privacy interest in nondisclosure.



Drafts & Notes

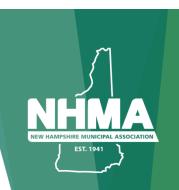
Preliminary Drafts - RSA 91-A:5, IX -

 "[N]ot in their final form and not disclosed, circulated, or available to a quorum or a majority of the members of a public body."

Personal Notes - RSA 91-A:5, VIII -

 "Any notes or other materials made for personal use that do not have an official purpose are exempt from disclosure."

Law Enforcement Records? Use FOIA





- ► Factor A: Interfere with law enforcement proceedings
- Factor B: Interfere with fair trial
- ► Factor C: Invasion of privacy
- ► Factor D: Confidential sources
- ► Factor E: Disclosing investigative techniques and procedures
- Factor F: Endangering life or safety

Body Worn Cameras (BWCs)

RSA 105-D

RSA 91-A:5: Recordings exempt from disclosure, unless

Restraint/use of force Discharge of firearm Felony-level arrest

. . . unless it constitutes an invasion of privacy or is otherwise exempt from disclosure

IT Security

As of Aug. 4, 2020, RSA 91-A:5 was amended by adding a new paragraph XI, providing that records pertain to information technology systems are exempt from disclosure under the Right-to-Know Law if release of those records would disclose security details that would aid an attempted security breach or circumvention of law.



Very limited exemption. Applies, essentially, to the security protocols and measures installed on municipally owned systems.



Attempt to limit hackability of municipal systems.



Basics of Record Production



Records must be provided immediately *only* when they are immediately available for release. (But not under E.O. #23!)



RTK *does not* give citizens the right to review records in any quantity and wherever kept immediately upon demand.



Requiring appointment to review records is permitted.



RTK does not require document "compilation."



Redact Exempt Information

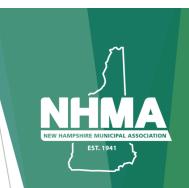








- ONLY Reasonable fees are allowed!
- ► RSA 91-A:4, IV



We have 5 days...



...right?





- As of Jan. 1, 2020, municipalities must:
 - Provide a written statement of time necessary to determine whether request granted or denied; AND
 - Provide a reason for the delay!
 - Amendment to RSA 91-A:4, IV HB 396 2019 NH Laws Chapter 107
- NHMA Suggestion for Reason for Delay -
 - Need time to determine whether or not record exists;
 - Need time to determine whether it is disclosable;
 - If disclosable, need time to determine how much time it will take to make the requested records ready for review or copying.



Green v. SAU #55: Electronic Records Produced Electronically.

Production of Electronic Records

- 91-A:4, IV: No fee shall be charged for the inspection or delivery, without copying, of governmental records, whether in paper, electronic, or other form. Nothing in this section shall exempt any person from paying fees otherwise established by law for obtaining copies of governmental records or documents, but if such fee is established for the copy, no additional costs or fees shall be charged.
- Taylor v. SAU #55: School Administrative Unit's policy requiring use of a thumb drive to produce electronic records was valid under The Right-to-Know Law.

Records Retention



RSA 33-A:3-a contains 156 categories of records to be retained.



Records retained for the prescribed period.



Once the retention period has expired records may be discarded, but if still available must be produced.

Recordings of Meetings

Not required

Use and discard

Disclose if they exist

Archive Paper Records in PDF/A?

Any municipal records in paper form listed in RSA 33-A:3-a may be transferred to electronic form (PDF/A Format ONLY), and the original paper records may be disposed of as the municipality chooses.

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Deletion of Electronic Governmental Records



A governmental record in electronic form is no longer required to be disclosed once it has been "initially and legally deleted." RSA 91-A:4, III-b.



A record can be "legally deleted" if it is not subject to a retention period, or if the required retention period for that record has expired.

How are Violations of RSA Chapter 91-A Enforced?



No enforcement agency (currently)



"Aggrieved person"



Lawsuit



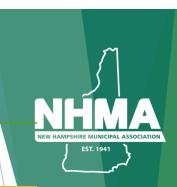
RSA 91-A:7, :8





- Attorney's fees and/or costs to petitioner
- Invalidation of an action
- Civil penalty against an individual officer, employee, or other official for bad faith violations
- Injunction
- Remedial training
- Knowing destruction: misdemeanor
- Attorney's fees and costs may also be awarded to a public body, agency, employee, or official when the lawsuit was brought in bad faith, or was frivolous, unjust, vexatious, wanton, or oppressive

Main Takeaways



Every citizen can request records. *

The record request must be "reasonably described." RSA 91-A:4, IV.

Any search for records must be reasonably calculated to uncover relevant documents.

There is no obligation to compile, cross reference or assemble records.

Requiring a citizen make an appointment to review records is permitted.

When denying access provide written reasons.

Redact exempt information

Reasonable fees allowed

Is it really deleted? RSA 91-A:4, III-b

RECYCLING 101 for Municipal Officials



REGISTRATION OPEN!



2021 Hard Road to Travel Virtual Workshop



Thursday, May 6, 2021 9:00 a.m.—12:30 p.m.



PROGRAM AGENDA



A significant timber removal operation is proposed and the road agent is concerned about damage to the adjacent town road, what can the Select Board do?

How does the Select Board approve the use of our Class VI Roads by OHRV's and Snowmobiles?

Under what circumstances can the town agree to plow or maintain a Class VI or Private Road?

Join NHMA Legal Services Counsel Stephen Buckley and Municipal Services Counsel Natch Greyes for the answers to these questions — and many more! This workshop will delve into the details of how weight limit are established, esesonal and otherwise, and the implications for proposed hauling routes for timber removal operations. The attorneys will discuss the designation and management of Class VI roads, including how and when building permits can be issued under RSA 674:44, granting permission for use of Class VI roads VIRV's and snowmobiles, and allowing abutting property owners to undertake private repairs. This virtual workshop will also cover management of local highway construction, repair and maintenance through the office of an elected or appointed road agent or expert agent. This virtual workshop will also provide a review of the local regulation of highways by the select board including, parking, street numbers, street names, weight limits, mailbox location, as well as driveway regulation by the planning board.

Pre-registration and payment is required. If you register but cannot attend, a recording of the workshop will be provided as long as payment has been received.

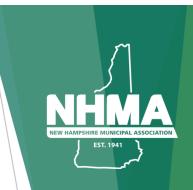


Questions? Please contact our Event Coordinator, Ashley Methot at 603-230-3350 or nhmaregistrations@nhmunicipal.org.



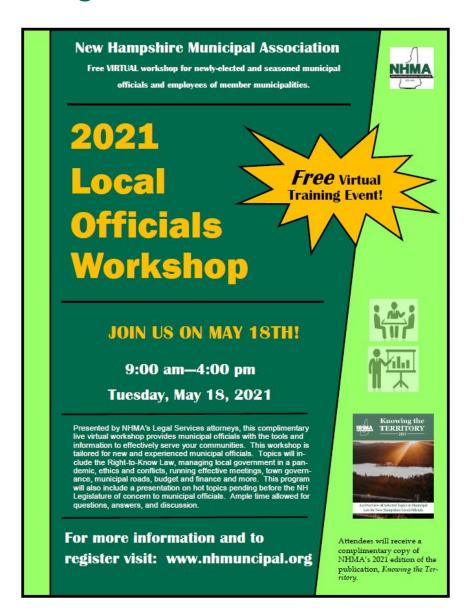
Attendees will receive a complimentary electronic copy of the NHMA's publication, A Hard Road to Travel: New Hampshire Law of Local Highways, Streets, and Trails.

Additional materials such as the PowerPoint presentation will also be distributed electronically. No print outs of the materials or hard copy of the publication will be provided.



REGISTRATION OPEN

Upcoming FREE Local Officials Workshop



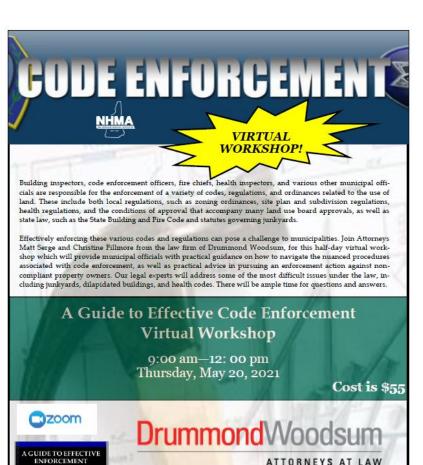


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A Guide To Effective Code Enforcement Virtual Workshop





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For registration information,
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under Calendar of Events.
Questions? Call US AT 603.224.7447 or email
NHMAregistrations@nhmunicipal.org.

The Academy for Good Governance





If interested, contact Ashley Methot at amethot@nhmunicipal.org

Upcoming Municipal Trustees Introductory Training Virtual Workshop





REGISTRATION TO OPEN IN MAY

Join Us for Weekly Membership Call





Get TEAMS Invite Here!



for joining us today!



NHMA'S MISSION

Through the collective power of cities and towns, NHMA promotes effective municipal government by providing education, training, advocacy and legal services.



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