



THE BROWN ACT

California's Open Meeting Law

Office of the City Attorney
2021

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THE BROWN ACT

- The Brown Act was **enacted in 1953**.
- Is codified in the **California Government Code**, section 54950, *et seq.*
- Requires the **deliberations** and **actions** of California's public agency governing boards, commissions and councils be taken openly and in public.



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KEY PROVISIONS



- A meeting shall be **open** and **public** except when the Brown Act authorizes otherwise.
- The public has a **right to attend** and **participate in the meeting**.
- A meaningful agenda must **be posted in advance of the meeting**.
- Discussion and action is limited to the matters **listed on the agenda** for the meeting.
- Discussions (a) outside of noticed meetings (b) by a majority of Members (c) about an item of business within the subject matter jurisdiction of the body (d) are prohibited.



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COMMON QUESTIONS AND ISSUES



- Who is governed by the **Brown Act**?
- What constitutes a **meeting**?
- What are the **notice** and **agenda requirements**?
- What are the **public's rights** under the Brown Act?
- What are the **consequences** for violating the Brown Act?



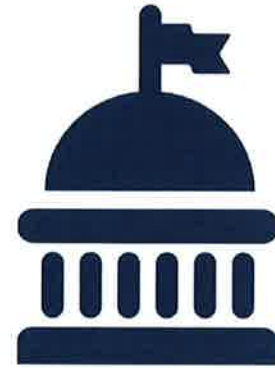
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WHO IS GOVERNED BY THE BROWN ACT?

- Any “**legislative body**”
- **Governing body of any local agency**,
i.e., the City Council
- Local agency commissions, appointed either permanently or temporary, who have **decision making** or **advisory powers**.
- The Board is an advisory body and covered by the Brown Act



(Government Code §54952)



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WHAT IS A MEETING?

A meeting is: _____



- Any congregation of a majority of the Members of the Board at the same time and locations including teleconference locations . . . to hear, discuss, deliberate, or take action on any item that is within subject matter jurisdiction of the Board.



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WHAT IS THE SUBJECT MATTER JURISDICTION OF THE BOARD OF LIBRARY TRUSTEES (CHARTER 808)?

There shall be a Board of Library Trustees, which shall have the power and duty to:

- a) Have charge of the administration of City libraries and make and enforce such bylaws, rules and regulations as may be necessary therefor.
- b) Designate its own secretary.
- c) Consider the annual budget for library purposes during the process of its preparation and make recommendations with respect thereto to the City Council and the City Manager.



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WHAT IS THE SUBJECT MATTER JURISDICTION OF THE BOARD OF LIBRARY TRUSTEES (CHARTER 808)?

- d) Purchase and acquire books, journals, maps, publications and other supplies peculiar to the needs of the library, subject, however, to the limitations of the budget for such purposes. The expenditure and disbursement of funds for such purchases shall be made and approved as elsewhere in this Charter provided.
- e) Approve or disapprove the appointment, suspension or removal of the Library Director, who shall be the department head.
- f) Accept money, personal property or real estate donated to the City for library purposes, subject to the approval of the City Council.
- g) Contract with schools, County or other governmental agencies to render or receive library services or facilities, subject to the approval of the City Council.



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SERIAL MEETINGS - HUB AND SPOKE/DAISY CHAIN



- 1) A **chain or series** of communications
- 2) Each of which involves **less than a quorum** of the Board
- 3) But when taken together involve a **majority of the body's members** (or)
- 4) A concerted plan to **engage in collective deliberation** on public business through a series of letters, telephone calls, e-mails, that pass from one member of the governing body to the next and excluding the public.

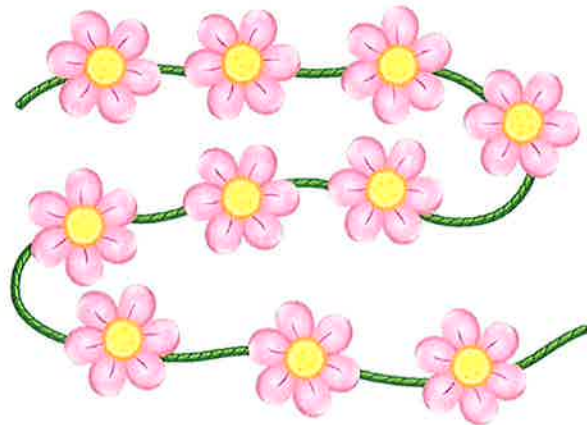
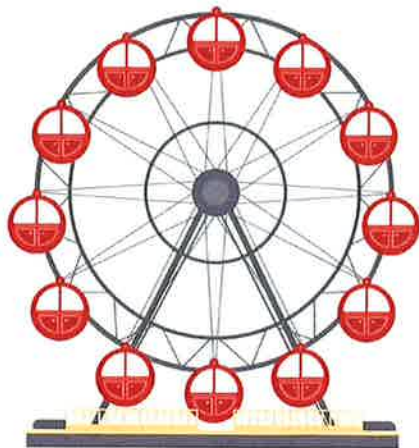


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SERIAL MEETINGS - HUB AND SPOKE/DAISY CHAIN



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WHAT CONSTITUTES A SERIES OF COMMUNICATIONS?

- A **"series of communications"** includes conference calls, emails, text messages shared among the majority of Board Members, or conversations among members in which the position of other Members are shared to the majority.
- **Technological devices** may create a "virtual serial meeting" so be careful when using social media, e-mails, "IM", texts, chat rooms, blogs, etc.
- **Case held letter** circulated for signature among a legislative body was a violation of the Brown Act.



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ISSUE / CHALLENGE



When can an issue or discussion become
an **issue for Brown Act purposes?**



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WHEN THE ISSUE IS:



- **Within subject matter jurisdiction** of the Board; and,
- A majority of Board Members participate; and,
- "Meeting is held"; and,
- Brown Act is not followed.

This deprives the public of an opportunity for meaningful observation of and participation in the decision-making.



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E-MAIL



- Remember **e-mails never go away.**
- E-mail can create a **"virtual serial meeting"**

- **Don't hit "reply all"** in response to email from staff to all Members of the Board.
- **Refrain from emailing or forwarding** an email to a majority of Board Members.



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EXAMPLE: E-MAIL

What starts out as “legal” under the Brown Act:

- I think we should do “x” at our next meeting

Becomes “illegal” when it is replied to by a majority or by “Reply to All”:

- “I agree” [Reply to All]
- “Good idea!!!” [Reply to All]
- “Concur . . .” [Reply to All]



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USE OF SOCIAL MEDIA



Board Members may not respond directly to any communication from another Member on an internet based social media platform regarding a matter within your subject matter jurisdiction



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USE OF SOCIAL MEDIA

What **did not** make it into the new legislation – language that would have allowed:

- Commenting on another Member's post
- Retweeting
- Forwarding
- Posting an emoji
- Clicking the "like" button



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EXCEPTIONS TO MEETING



- **Individual Contacts:** Individual contacts or conversations between a member of a legislative body and any other person.



- **Conferences:** Public or educational conferences on matters of general interest.



- **Community Meetings:** Publicized and public meetings to discuss a topic of local community concern organized by someone other than the City.



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EXCEPTIONS TO MEETING



- **Other Legislative Bodies:** Open and noticed meeting of another body of the public agency.



- **Standing Committees:** Open and noticed meeting of a standing committee within own agency, provided not a member of standing committee.



- **Social or Ceremonial Events:** Purely social or ceremonial events as long as no discussion of business w/in subject matter of jurisdiction of local agency.



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AGENDAS AND NOTICE



- Every meeting of the Board **must be preceded by a posted agenda.**
- The agenda must be posted **at least 12 days** before the regular meeting. (See Riverside Sunshine Ordinance)
- The agenda must **advise the public of the meeting and the matters to be transacted or discussed.**
- The agenda must state the **meeting time and place.**
- **Each item of business** to be transacted must be briefly described.



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ACTION ON NON-AGENDIZED ITEMS

- The Board Members or staff may **"briefly"** respond to statements or questions posed by the public at a public meeting.
- A Board Member may ask "a **question for clarification**, make a **brief announcement**, or make a **brief report** on his or her own activities."
- Otherwise, **no action** can be taken on issues or items that were not agendized.



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MEETINGS DURING EMERGENCIES

- When a legislative body holds a meeting
 - during a proclaimed state of emergency and social distancing measures are recommended or imposed by local or state officials, **or**
 - for the purpose of determining whether meeting in person would present imminent risks to the health or safety of attendees because of the emergency, **or**
 - during a proclaimed state of emergency and has already determined that meeting in person would present imminent risks to the health and safety of attendees,
 the legislative body must comply with the requirements of 54953(e)(2).



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MEETINGS DURING EMERGENCIES

- Requirements for meetings under Gov. C. 54953(e)(1):
 - Still give **notice and post the agenda** as usual
 - Allow public to **access** meeting **and** must give **opportunity** for public **to address the body directly**
 - Agenda must state **method of access and public comment**
 - Agenda must identify and give opportunity for all persons to attend via **call-in option or an internet-based service**
 - (physical public access to the meeting is not required)



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MEETINGS DURING EMERGENCIES

- Protect the **statutory and constitutional rights** of the parties and the public
- **No actions taken** on any items **during a disruption** preventing broadcast of the meeting, or if a disruption in local agency's control prevents the public from offering public comment using the call-in option or internet-based service, **until public access** to the meeting via the call-in option or internet-based option **is restored**.
- Public must be allowed to address the body **in real time** (cannot require public comments to be submitted in advance of the meeting)



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MEETINGS DURING EMERGENCIES

- Every 30 days, the legislative body must make findings that
 - (1) the body has reconsidered the circumstances of the state of emergency, and
 - (2) the state of emergency continues to directly impact the ability of its members to safely meet in person
- or**
- that state and local officials continue to recommend or impose social distancing measures.



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PUBLIC PARTICIPATION



- The public has a right to **attend, observe** and **participate in meetings**.
- Members of the public **cannot be required** to **register their names** or **provide information**.
- All actions taken by the Board must be **in open session**, unless a closed session is authorized, and the vote of each Member must be disclosed to the public at the time the action is taken.



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PUBLIC PARTICIPATION

- Timed public comment on specific agenda items
 - Shall allow a reasonable amount of time per agenda item to allow the public to provide public comment, including time to register or log in, and be recognized to give public comment
- General timed public comment period
 - Shall not close public comment period the opportunity to register or log in, until the timed general public comment period has elapsed

(cannot open and close without giving sufficient time for viewers or callers to dial in and indicate they wish to speak)



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CRIMINAL ENFORCEMENT ACTIONS

Why do we take this so seriously?

- It is a **misdemeanor** for a Member to attend a meeting where action is taken that violates the Brown Act, and the Member intended to deprive the public of information that the Member knew or had reason to know that public was entitled.



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CIVIL ENFORCEMENT ACTIONS



- Enforcement actions can be brought by the **District Attorney** or **any interested person** to get a court order to stop a violation of the Brown Act.
- A court action may **also void actions** that were taken in violation of the Brown Act.
- Before bringing suit, the plaintiff must demand the Board **cure** or **correct** the offending action.



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CONCLUSION



Discussion, Questions,
& Answers



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