



Bill Analysis

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Sponsor:

Bill Number: AB 2028

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Amended August 20, 2020

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Related Bills: See Legislative
History

SUBJECT

State Agencies/Bagley-Keene Open Meeting Act

SUMMARY

This bill would under the Government Code (GC), modify provisions of the Bagley-Keene Open Meeting Act (Bagley-Keene Act).

RECOMMENDATION

No position.

SUMMARY OF AMENDMENTS

The August 20, 2020, amendments removed the bill's provision modifying the noticing and availability of documents and writings requirements under the Bagley-Keene Act.

This analysis replaces the department's analysis of the bill as amended July 28, 2020.

REASON FOR THE BILL

The reason for this bill is to modify the Bagley-Keene Act to enhance the public's access to information and ability to comment on issues concerning the conduct of the people's business.

ANALYSIS

This bill would eliminate the exception for agenda items that have previously been subject to public comment during a public meeting of a committee of the state body from the general rule that allows the public to comment on each agenda item of a state body. Thus, the public would have the right to comment on each agenda item of a state body, regardless if the agenda item has been previously subject to public comment during a public meeting of a committee of that state body.

The bill would also add findings and declarations regarding public meetings and make other nonsubstantive technical changes.

Effective/Operative Date

Assuming enactment by September 30, 2020, this bill would be effective January 1, 2021, and operative with respect to meetings subject to the Bagley-Keene Act that are scheduled on or after that date.

Federal/State Law

Federal Law

Various federal statutes establish open meeting requirements for federal agencies. Agencies may publish notices of upcoming meetings and hearings in the Federal Register. The Federal Advisory Committee Act, which became law in 1972, applies to government committees that advise the President and executive agencies on specific matters. Most federal agencies are subject to the open meeting provisions of the Government in the Sunshine Act, passed in 1976. This law requires "every portion of every meeting of an agency to be open to public observation." The exemptions to this requirement include matters of national defense, internal agency matters, and matters covered by privacy statutes.

State Law

Under the Bagley-Keene Act, set forth in GC sections 11120-11132, all state boards and commissions have essentially three duties. First, to give timely and sufficient public notice of meetings to be held. Second, to provide an opportunity for public comment. Third, to conduct such meetings in open session, except where a closed session is specifically authorized.

Under current law, unless otherwise excepted, state bodies are required to provide notice at least 10 days in advance of a meeting that includes among other things, a specific agenda for the meeting that briefly describes each item of business for both open and closed sessions.

Current state law, GC section 11125.1 excepts from disclosure under the Bagley-Keene Act certain records including, for example:

- Preliminary drafts, notes, or interagency or intra-agency memoranda that are not retained by the public agency in the ordinary course of business, if the public interest in withholding those records clearly outweighs the public interest in disclosure.
- Records pertaining to pending litigation to which the public agency is a party until such litigation is settled or finally adjudicated.
- Personnel, medical, or similar files, as specified.

Specific to the Franchise Tax Board (FTB), GC section 11125.1 requires, prior to the FTB taking final action on any item, writings that are public records prepared and distributed by the FTB staff or individual members to members of the state body prior to or during a meeting be:

- Made available for public inspection at that meeting.
- Distributed to all persons who request notice in writing pursuant to subdivision (a) of GC Section 11125.
- Made available on the Internet.

Current state law provides an exception from the requirement to allow public comment before the full membership of a state body for an agenda item that has previously been subject to public comment before a meeting of a committee of the state body.

Implementation Considerations

Implementing this bill would not significantly impact the department's programs and operations.

Technical Considerations

None noted.

Policy Concerns

None noted.

Legislative History

AB 2958 (Quirk, Chapter 881, Statutes of 2018) modified the Bagley-Keene Act to authorize members of a state body that is an advisory board, advisory commission, advisory committee, advisory subcommittee, or similar multimember advisory body that has no rule-making authority to attend meetings remotely via teleconference, as specified, provided the meeting complies with all other applicable requirements of the Bagley-Keene Act.

SB 387 (Jackson, Chapter 537, Statutes of 2016), among other things, modified the definition of "state body" for purposes of the Bagley-Keene Act to include the State Bar of California.

AB 2027 (Ting, Chapter 510, Statutes of 2014) requires under the Bagley-Keene Act, a state body to publicly report any action taken and the vote or abstention on that action of each member present for the action.

AB 3035 (Committee on Judiciary, Chapter 300, Statutes of 2002) among other things, amended the 10 day noticing requirement of the Bagley-Keene Act to require that the 10 day notice be made available in appropriate alternative formats, as specified, upon request by any person with a disability, and include information regarding how, to whom, and by when a request for any disability-related accommodation may be made by a person who requires such an accommodation to participate in the public meeting.

PROGRAM BACKGROUND

None noted.

FISCAL IMPACT

This bill would not significantly impact the department's costs.

ECONOMIC IMPACT

Revenue Estimate

This bill, as amended on August 20, 2020, would not impact state income or franchise tax revenue.

This analysis does not account for changes in employment, personal income, or gross state product that could result from this bill or for the net final payment method of accrual.

LEGAL IMPACT

None noted.

APPOINTMENTS

None noted.

SUPPORT/OPPOSITION

The Senate Floor Analysis dated August 24, 2020, lists the following support and opposition.

Support: California Nurses Association/National Nurses United source); Board of Registered Nursing; California Federation of Teachers, AFT, AFL-CIO; California Labor Federation; California School Employees Association, AFL-CIO; California Taxpayers Association; California Teachers Association

Opposition: California Board of Psychology; Speech-Language Pathology and Audiology and Hearing Aid Dispensers Board; Veterinary Medical Board

ARGUMENTS

The Senate Floor Analysis dated August 24, 2020, includes the following argument in support of AB 2028:

“According to the California Nurses Association/National Nurses United (CNA), “[m]ost committees of state bodies are only 2-4 members, so the entire board is often not present to hear public comment when an item is discussed at the committee level. This usually leaves board members to vote on issues when they have not heard any public comment. This Bagley-Keene provision is archaic and unnecessary, these rules on public participation are common best practice but are not current law. This means that at any time a state body could choose to change its practices. “

There is no opposition noted in the floor analysis.

LEGISLATIVE STAFF CONTACT

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