



## Parole Board Staff Meetings Table of Contents

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# **Parole Board Staff Meeting**

**October 24<sup>th</sup>, 2023**

# Parole Board Staff Meeting

## MINUTES

DATE AND TIME	October 24 <sup>th</sup> , 2023, 9:00 AM
LOCATION	166 Horseshoe Dr., Waterbury, VT 05671
TYPE OF MEETING	Parole Board Staff Meeting
FACILITATOR	Mary Jane Ainsworth
NOTE TAKER	Colby Leno
ATTENDEES	In Person: Dean George, Linn Caroleo, Wayne Dengler, Thomas Giffin, Colby Leno, Carla Vecchione Virtual via Teams: Patricia Boucher, Luci Stephens, Richard Grassi, Mary Jane Ainsworth

### Agenda Topics (See attachment A for agenda)

1. Topic: Public Access & Recording

Presenter: Dean George

<b>DISCUSSION</b>	<p><u>Introduction of the Topic:</u> Parole Board staff meetings have been very formal due to recording the meeting with audio and video. With open meeting laws, there needs to be a record of decision that the board makes on modifications to policies or decisions as they pertain to hearings. Early Release Requests and Reconsideration hearing were given as an example. The open meeting law allows exceptions for training and working on schedules. The only requirements that the open meeting law has are that the agenda be posted and minutes be taken for anything that the board takes action on. We have not been posting minutes because we have been taking audio and video of these meetings. Mary Jane advised that meeting minutes were currently being taken and they will be posted.</p>
	<p><u>Questions:</u></p> <ol style="list-style-type: none"> <li>1. Do the meeting minutes only have to record anything that the board takes action on or all topics of the agenda? (Dean)             <ol style="list-style-type: none"> <li>A. Mary Jane has reached out to Security of States office to get clarification of recording of meeting and meeting minutes. She has not heard back yet. What constitutes the necessity of recording and/or taking minutes in these meetings? If the board is not acting on anything, is the meeting open to the public?</li> </ol> </li> <li>2. Do the meeting minutes need to be posted within a certain time frame after the meeting? With the board meeting only once a month, the final approved minutes would not be available within that time frame to post. (Colby)             <ol style="list-style-type: none"> <li>A. The meeting minutes need to be posted within 5 calendar days of when the meeting happened. The draft meeting minutes would be posted and then at the next meeting, the approved final minutes would be part of that meeting's agenda and minutes.</li> </ol> </li> <li>3. Do people not want to speak openly or candidly in staff meetings because they are being recorded? (Mary Jane)             <ol style="list-style-type: none"> <li>A. Answered through attendee's input.</li> </ol> </li> <li>4. Can the meetings be recorded, but the meeting minutes produced be the official record of the meeting and without including the recording? (Dean)             <ol style="list-style-type: none"> <li>A. Possibly yes, but confirmation from the Secretary of States office needs to be obtained 1<sup>st</sup> before a definitive answer can be given.</li> </ol> </li> </ol>
	<p><u>Attendees Input:</u></p> <p>Mary Jane: Her interpretation of the open meeting law is that anytime more than 1 member of the board get together (even virtually), it could potentially be an open meeting record even if there is no action being taken. The recordings are helpful for when a board member can't attend that months staff meeting as the recording can be provided to the missing member and they can review everything that is discussed and not just a recap. Executive sessions allow for the board to have candid conversations about feedback off the record. Because the board is a public body, rules apply to hearings and staff meetings. Staff meetings have been recorded since before Mary Jane started in her position with the Board with no clarification as to why they have been recorded. Suggested that staff meetings and trainings be added to the Parole Board's Policy manual. If we have attendees joining the meetings, they would need to be part of the "actionable" section so there is a record of those people coming. She was specific in her questions to the Secretary of States office regarding what must be documented at staff meetings with examples of what would be occurring. The guide to open meetings from 2019 is what she was using for a reference. (See attachment B. Can also be found at <a href="#">a-guide-to-open-meetings-january-2019.pdf (vermont.gov)</a> ). Maybe a discussion with legal to see what can be excluded from the record of the meeting and what can't is needed. Mary Jane stated that some training components should be part of the record because the board is taking action on how to operate as a board. All information that is given to the board during a hearing is a public record as soon as it's given.</p> <p>Dean: Referred to a training that he received and information on the state's website concerning open meeting law. (See attachment C. Can also be found at <a href="#">Vermont's Open Meeting Law - Vermonts Open Meeting Law.pdf</a> ). His interpretation of the open meeting law is that trainings and administrative actions taken during these staff meetings are not subject to open meeting law. He suggested that minutes be taken and posted to follow the law and not a recording. According to statute, the meeting minutes are the permanent record and not the recording. It requires that minutes give an indication of what was covered at the</p>

meeting including: attendees, motions and proposals, records of votes taken. Recordings are great for when a member is out to catch up, but they don't need to be part of the permanent record. Believes that the board is completely transparent in hearings but feels that staff meetings are for administrative work and trainings which don't require such a detailed record like hearings do. He worries that some board members are hesitant to speak freely at board staff meetings thinking that anything they say could be used against them in some way. He understands that hearings need to be open and public but staff meetings are mostly about trainings. Executive session should not be used for the board to go off the record. There are limitations on what executive sessions can be used for. Dean would prefer that an agenda and minutes of the board for the purposes to document the business of the board be what the board does and not have an audio/video recording of the meeting. Cases discussed in training are hearings that have already happened, the board is not reviewing the decision of the case to make a further decision on the case, but to follow up on what the board did do during the hearing.

Richard: With his experience with other boards, the meetings were recorded and then transcribed into the meeting minutes. The minutes would then be approved at the next meeting and once approved, that was the official record of the meeting. The board's responsibility is what the legislature requires the board to do. The intent isn't to record every sentence spoken in a meeting. As long as the board is meeting that minimum requirement, it is up to them on how much they want recorded. We have to be careful with trainings because some information is case specific and should be excluded where other parts of the training can be open and reviewable by the public.

Luci: Agrees with recording the meetings to allow for transparency because recordings can show a discrepancy between what actually happened and what is recorded in the minutes. Part of the Parole Boards staff meeting could be open to public scrutiny because the board is taking actions. The recordings and agenda can be tailored for the "action" items. The board has a responsibility to not reveal identifying information when reviewing cases for training.

Thomas: If it's recorded, it is discoverable regardless of if it's the public record of the meeting or not. Executive sessions are not for trainings and administrative processes. His experience on other boards, he has never had board trainings or staff meetings recorded. Would like to see what the Secretary of State says about it since this board is a quasi-judicial entity.

Wayne: Anything that the board does regarding policies, cases or votes should be conducted and the beginning of the meeting and on record. Then anything else to discuss such as training or administrative processes should be done in an executive session off the record. Recordings are good for members who missed a meeting, but they are not needed for every meeting.

Linn: States that with the meetings being recorded there is no room for candid conversations, business wise or personal, as she doesn't want some of that information out there. The recordings have helped her when she has not been able to attend meetings. She feels that this might be a double edge sword.

<b>CONCLUSIONS</b>	No vote or action taken at this time to allow for more research.	
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>
Follow up with the Secretary of States office to outline what the board is thinking and the boards concerns.	Mary Jane Ainsworth	Open

2. Topic: Conflict Counsel Request for Proposal (RFP) Update

Presenter: Mary Jane Ainsworth

<b>DISCUSSION</b>	<b>Introduction of the Topic:</b> Mary Jane has been working with AHS staff, specifically Lauri Fisher and Kristin Calver, at DOC and \$25,000 was found in the Parole Board budget to put a request for proposal out for conflict counsel. It was posted yesterday (10/23/2023). Potentially in January, the board will be able to award a contract to obtain a conflict counsel so there will no longer be a conflict with attorney representation. This is a trial run to see how much it is used. If expansion is needed, it can be requested. The \$25,000 line item is also being added to the FY25 budget.	
<u>Questions:</u>		
1. Is this going to be a private attorney, not affiliated with the Attorney General's office? A. Yes. It will be a private attorney who will bid for the contract. It cannot be a State attorney.		
<u>Attendees Input:</u>		
Pat: Agreed that this is a great move for the board.		
Luci: Agreed that this wonderful progress and a big step compared to the way this have been.		
Mary Jane: This is the 1 <sup>st</sup> step in the board being able to have their own general counsel. The goal is to eventually get a full-time staff attorney for the board. It would be helpful for policy work, training and litigation to have a staff attorney.		
<b>CONCLUSIONS</b>	Updates will be provided when available.	
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>
None at this time.		

3. Topic: Structured Decision Making

Presenter: Mary Jane Ainsworth

<b>DISCUSSION</b>	<p><u>Introduction of the Topic:</u> Continued training on the SDMF (Structured Decision Making Framework) tool.</p> <ul style="list-style-type: none"> <li>a) Questions and answers from our last training session.</li> <li>b) Updating coding guide from last training session.</li> <li>c) Case Reviews</li> <li>d) 2024 NIC Community Practice.</li> <li>e) Interviews</li> <li>f) SDMF assigned cases.</li> </ul>		
<p><u>Attendees Input for subitem a:</u> Review of the questions the board had from the last training meeting with the SDMF coaches and the answers that they provided.</p> <p><u>Attendees Input for subitem b:</u> Review of updates to the Vermont coding guide for the boards reference.</p> <p><u>Attendees Input for subitem c:</u> Review of 3 cases from October. Board members discussed the rationale of their decisions in each case.</p> <p><u>Attendees Input for subitem d:</u> Mary Jane will release dates and information to the board once it is released from NIC. They usually pay for up to 5 people to attend the meeting to talk about the SDMF and how it is being put into practice in each state.</p> <p><u>Attendees Input for subitem e:</u> Interviews seem to be taking longer with more interaction between the board and the person being interviewed. The office staff are compiling data on the length of hearings and seeing if there is a difference in hearing lengths between cases using the SDMF and those that are not.</p> <p><u>Attendees Input for subitem f:</u> The goal currently is to conduct all parole eligibility hearings with the SDMF tool by January. Currently 2 random cases are assigned per hearing day to use the SDMF tool. In November, there will be 3 random cases assigned per hearing site.</p>			
<b>CONCLUSIONS</b>	Further review at the next staff meeting.		
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>	
Compile parole consideration hearing lengths data for review at next meeting.	Colby Leno and Mary Jane Ainsworth	11/20/2023	
New parole summary roll out	Mary Jane Ainsworth	End of November.	

4. Topic: Association of Paroling Authorities International (APAI)

Presenter: Mary Jane Ainsworth

<b>DISCUSSION</b>	<p><u>Introduction of the Topic:</u></p> <ul style="list-style-type: none"> <li>a) Speakers' series.</li> <li>b) 2024 APAI Conference – May 5<sup>th</sup>-8<sup>th</sup> – Bellevue/Seattle, WA</li> </ul>		
<p><u>Attendees Input for subitem a: (See attachment D)</u> Board Members what have attended these trainings/meetings have found them interesting and helpful. Members who attended these meetings reviewed the topics that were covered, how they were helpful and how they could be applied to the board. Dean is encouraging anyone who can attend these free online meetings, should attend.</p> <p><u>Attendees Input for subitem b: (See attachment E)</u> There will be enough money in the budget to send 1 board member to attend. No agenda or topics have been released.</p>			
<b>CONCLUSIONS</b>	Information only – no conclusion needed.		
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>	
Update of topics for both items will be sent out when available.	Mary Jane Ainsworth	Open	

5. Topic: November Schedule

Presenter: Mary Jane Ainsworth and Dean George

<b>DISCUSSION</b>	<p><u>Introduction of the Topic:</u></p> <ul style="list-style-type: none"> <li>a) Turbo hearings on November 14th.</li> <li>b) November conflicts</li> <li>c) Staff meeting on November 21<sup>st</sup> via Teams</li> </ul>	
<p><u>Attendees Input for subitem a:</u></p> <p>Changes have happened to the November hearing schedule. Tuesday, November 7<sup>th</sup> will be the SAPP/NWSCF hearings. November 14<sup>th</sup>, we will have a Turbo (2 boards running at the same time) for the BEPP/RUPP/MIPP/MVRCF hearing schedule and the NEPP/NSCF PV's hearing schedule.</p> <p><u>Attendees Input for subitem b:</u></p> <p>Dean: Will be on vacation the 7<sup>th</sup>-9<sup>th</sup>.</p> <p>Linn: Not available on the 2<sup>nd</sup> and the 16<sup>th</sup>-25<sup>th</sup>. Will not be able to attend the next staff meeting.</p> <p>Wayne: No conflicts.</p> <p>Tom: No conflicts.</p> <p>Pat: No conflicts.</p> <p>Luci: No conflicts.</p> <p>Dick: No conflicts at this time and will update if something comes up.</p> <p><u>Attendees Input for subitem c:</u></p> <p>The November 21<sup>st</sup> staff meeting will be happening via Teams. The Department of Health will be joining to provide a training at that meeting.</p>		
<b>CONCLUSIONS</b>	Information only – no conclusion needed.	
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>
November hearing officer assignments.	Dean George	10/27/2023

<b>CLOSE TIME</b>	11:20 am
<b>NEXT MEETING DATE</b>	11/21/2023

**Parole Board Staff Meeting**  
**October 24, 2023**  
**Agenda**

1. Public Access & Recording
2. Conflict Counsel Request for Proposal (RFP) Update
3. Structured Decision Making
  - a. Questions and Answers from our last meeting.
  - b. Updated Coding Guide from last meeting
  - c. Case Reviews
  - d. 2024 NIC Community Practice
4. Association of Paroling Authorities International
  - a. Speakers Series
  - b. 2024 APAI Conference – May 5-8 – Bellevue/Seattle, WA
5. November Schedule
  - a. Updated November Schedule
  - b. Turbo on November 14<sup>th</sup>
  - c. Staff Meeting November 21<sup>st</sup> via Teams.

# A GUIDE TO OPEN MEETINGS

**Revised January 2019**

PUBLISHED BY:

Vermont Secretary of State

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# A MESSAGE FROM THE SECRETARY

January 2019



Living in Vermont, we expect openness in government. Any day the legislature is in session we can sit down in either chamber, or in the various committee rooms, and see laws being made. Any day we can walk into the county courthouse and attend any hearing or trial. We can watch the arguments being given before the Vermont Supreme Court. We can attend hearings and meetings of the local zoning board, and those of any other public body, and we can expect to see meeting notices in the newspaper or on public bulletin boards. We can review and copy public documents in state and local offices.

One important foundation of openness in Vermont is our “Right to Know” laws, including those related to open meetings and public records. Together they are the most important public laws we have, because they allow us direct access to the decisions that affect us. A full understanding of these laws makes everyone a better citizen and makes for a more responsive and accountable government. **This guide is an introduction to the open meeting law.**

You can read the open meeting law for yourself – it is found in every town clerk’s office, in Title 1 of the Vermont Statutes Annotated. Title 1 is the first volume of a set of green law books that includes all the statutory laws of the state. Look for sections 310 through 314, and make sure you check the pocket part in the back to see if there is newer law to review for each section.

You can also read the open meeting law online at the Vermont State Legislature’s website:  
<http://legislature.vermont.gov/statutes/chapter/01/005>.

Every few years, the Legislature may make a few more changes to the law. Be sure to also take a look at Acts No. 95 and 166 of 2018, which contain the latest amendments:

<https://legislature.vermont.gov/assets/Documents/2018/Docs/ACTS/ACT095/ACT095%20As%20Enacted.pdf>;

<https://legislature.vermont.gov/assets/Documents/2018/Docs/ACTS/ACT166/ACT166%20As%20Enacted.pdf>.

We hope this publication will be of use to all Vermonters, both those we trust to serve on our state and local boards and those who wish to stay informed and participate in the decisions being made. Please let me know if there are ways we can improve future editions.

A handwritten signature in black ink that reads "James C. Condos".

James C. Condos  
Vermont Secretary of State

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## Why do we have an open meeting law?

Vermont's open meeting law requires all meetings of public bodies to be open to the public at all times, unless a specific exception applies. 1 V.S.A. § 312(a)(1). The purpose of the law is to promote transparency, accountability, and better decision-making in government.

In general, the law requires public bodies to:

- Provide advance public notice of meetings, including meeting agendas.
- Discuss all business and take all actions in open meeting, unless an exception in statute applies.
- Allow members of the public to attend and participate in meetings.
- Take meeting minutes and make them available to the public.

## To whom does the open meeting law apply?

The open meeting law applies to “public bodies” of the state and its municipalities. “Public body” includes any state or municipal board, council, or commission, as well as any committee or subcommittee of these bodies. 1 V.S.A. § 310(4). This means the open meeting law governs the meetings of local selectboards and school boards, planning commissions and development review boards, boards of civil authority and of abatement, auditors and listers, municipal public library trustees, cemetery and recreation commissions, and various other groups referenced in state statute or by a town's charter. It also applies to the meetings of any committee or subcommittee that is created or empowered by a public body to do its work, no matter its size.

Although the law generally applies to all state and municipal public bodies, it does not apply to individual officials. There is no public right to sit in a public official's office and watch him or her conduct town business, or to oversee the work assignments of staff or other personnel. 1 V.S.A. § 312(g).

The open meeting law does not generally apply to nonprofit corporations, although a particular nonprofit may be required to comply with the law through language found elsewhere in statute, in its corporate governance documents, or in agreements with funding sources. For example, a nonprofit's articles of incorporation could designate it as an instrumentality or authority of the state (potentially bringing it within the definition of a “public body” in 1 V.S.A. § 310(4)), or a grant or contract could require open meeting law compliance as a condition of funding. Otherwise, you might look to a nonprofit's articles of incorporation or bylaws for guidance on its meeting procedures and participation requirements.

## When does the open meeting law apply?

A board or other public body must comply with the open meeting law any time a “quorum” holds a “meeting,” that is, gathers to discuss its business or to take action. 1 V.S.A. § 310(3)(A).

“Business of the public body” is defined as “the public body’s governmental functions, including any matter over which the public body has supervision, control, jurisdiction, or advisory power.” 1 V.S.A. § 310(1).

A quorum is a majority of the members of a public body. Quorum is calculated by counting the number of total positions on a board or committee, regardless of any vacancies or recusals. For a three-member board, the quorum is two; for a five-member board, the quorum is three.

A meeting is a gathering of a quorum of a public body for the purpose of discussing the body’s business or taking action. 1 V.S.A. § 310(3)(A). A “meeting” under the open meeting law can occur regardless of the members’ physical location; there are no exceptions for phone conversations, work sessions, or retreats. This means that if a majority of a board find themselves together at a social function, they must take care not to discuss the business of the board.

A “meeting” may also come together over a period of time. If a discussion about town business occurs over the course of a few days or a week (for example, via a string of emails or Facebook posts), it may well amount to a “meeting” that triggers the open meeting law’s requirements. See page ten for more information on electronic communication and social media.

### Exceptions

For the purposes of the open meeting law, “meeting” does not include the following:

- Any communication between members of a public body for the purpose of scheduling a meeting, organizing an agenda, or distributing materials to discuss at a meeting, provided that no other business of the public body is discussed or conducted. 1 V.S.A. § 310(3)(B).
- Occasions when a quorum of a public body attends social gatherings, conventions, training programs, press conferences, media events, or otherwise gathers, provided that the public body does not discuss specific business of the public body that, at the time of the exchange, the participating members expect to be business of the public body at a later time. 1 V.S.A. § 310(3)(C).
- A gathering of a quorum of a public body at a duly warned meeting of another public body, provided that the attending public body does not take action on its business.  
1 V.S.A. § 310(3)(D).
- Site inspections for tax assessments or abatements. 1 V.S.A. § 312(g).

- Routine, day-to-day administrative matters that do not require action by the public body, so long as no money is appropriated, spent, or encumbered. 1 V.S.A. § 312(g).
- As decided by the Vermont Supreme Court, bilateral collective bargaining negotiations between a school board negotiating committee and a labor union. *Negotiations Committee of Caledonia Central Supervisory Union v. Caledonia Central Education Association*, 2018 VT 18.

#### Serial communications

The open meeting law does not explicitly address serial communications, also known as “serial meetings,” “walking quorums,” or “daisy-chain communications.” We generally recommend that board members avoid engaging in successive, interrelated private conversations about the board’s business that, taken together, involve a quorum. Because the law seems to allow for “gathering” over time, these types of communications can be risky, especially if used to develop consensus. Even with the best of intentions, their use outside a duly warned meeting may obscure the board’s decision-making process and thus interfere with the public’s ability to participate and to hold government officials accountable.

Of course, we understand that individual board members and administrators need to work between meetings and to educate themselves on matters under their jurisdiction. Whether a particular set of communications amounts to inappropriate circumvention of the open meeting law’s requirements is, in the end, a question of fact best posed to the public body’s own attorney, or the courts.

#### How does a board provide notice of its meetings?

The open meeting law recognizes three types of meetings: regular, special, and emergency. Depending on the type of meeting, a board or other public body may need to provide advance notice by “publicly announcing” the meeting, by posting public notices, or both. Public bodies also usually need to create an agenda in advance of each meeting and make it available to the public. 1 V.S.A. § 312(d)(1), (2). See below for more information on agenda requirements.

#### Regular meetings

A public body schedules regular meetings by adopting a resolution setting the time and place of the meetings. This information must be made available to the public on request. 1 V.S.A. § 312(c)(1). When a board meets regularly on, for example, the first Tuesday of every month, the law does not require additional public announcement or posting of these meetings so long as the time and place has been clearly designated by resolution or other determining authority (statute, charter, regulation, ordinance, or bylaw). Public bodies must, however, create and make

available meeting agendas for regular meetings. 1 V.S.A. § 312(d)(1), (2).

### Special meetings

A special meeting occurs when a board meets at a time or place outside of its regular meeting schedule. At least 24 hours before each special meeting, a public body must publicly announce it by giving notice of the meeting's time, place, and purpose to a newspaper or radio station serving the area, as well as to any person who has requested in writing to be notified of special meetings. 1 V.S.A. §§ 310(5), 312(c)(2), (5). Municipal public bodies must also post a notice of each special meeting in or near the town office and in at least two other designated public places in the municipality. All public bodies must give oral or written notice to each member (unless a member has waived this notice). 1 V.S.A. § 312(c)(2). In addition, agendas must be created and made available for special meetings. 1 V.S.A. § 312(d)(1), (2).

### Emergency meetings

An emergency meeting may be held in the event of a true emergency, that is, “only when necessary to respond to an unforeseen occurrence or condition requiring immediate attention.” Emergency meetings do not require public announcement, posting of notices, or 24-hour notice to members, so long as some public notice is given as soon as possible before the meeting. 1 V.S.A. § 312(c)(3). Note that an emergency meeting should not be used if the public body is able to comply with the 24-hour notice requirements for special meetings. There is no agenda requirement for emergency meetings.

### Notice when adjourning or continuing a meeting

When a meeting is to be continued to a new time or place, a public body should announce the new time and place before adjournment. Otherwise, the subsequent meeting is considered a new meeting that must be duly-warned as above. 1 V.S.A. § 312(c)(4).

## What are the requirements for meeting agendas?

At least 48 hours prior to a regular meeting, and at least 24 hours prior to a special meeting, a meeting agenda must be posted to a website that the public body maintains or designates, if one exists. In addition, and within the same timeframes, a municipal public body must post the agenda in or near the municipal office and in at least two other designated public places in the municipality. A meeting agenda must be made available to a person prior to the meeting upon specific request. 1 V.S.A. § 312(d)(1), (2). Note that there is no agenda requirement for emergency meetings.

The open meeting law does not define “agenda” or specify the information an agenda must

contain, except to require that the agenda designate a physical location where a member of the public can attend and participate in a meeting if a quorum or more members of a public body are attending remotely. 1 V.S.A. § 312(a)(2)(D). In keeping with the law’s intent, an agenda should allow interested members of the public to be reasonably informed about what specific topics will be discussed, and what actions may be taken, at the meeting.

If a public body wishes to add or delete an item from an agenda after it has been posted, it may only do so as the first act of business at the meeting. 1 V.S.A. § 312(d)(3)(A). We recommend that last-minute agenda items, especially those requiring board action, be added at a meeting only in an emergency. In other situations, a better practice is to handle items that were not included on the posted agenda at the next regular meeting or, if necessary, to call a special meeting so that the public gets notice of the item and has an opportunity to attend and participate. Other adjustments to the agenda, such as reordering agenda items, may be made at any time during a meeting. 1 V.S.A. § 312(d)(3)(B).

## What are the requirements for minutes?

Public bodies must take minutes of their meetings. Minutes are the permanent record of the formal actions of the public body and play an important role in recording the history of the public body’s business.

The open meeting law requires that minutes “give a true indication of the business of the meeting,” covering all topics that arise. At minimum, minutes must include: the names of all members of the public body who are present at the meeting; the names of all other active participants; all motions, proposals, and resolutions made, and their dispositions; and the results of all votes, with a record of individual votes if roll call is taken. 1 V.S.A. § 312(b)(1).

Minutes are public records and must be made available for public inspection and copying after five calendar days from the date of the meeting. If a public body maintains or designates a website, minutes must also be posted to that website no later than five calendar days after the meeting. Except for draft minutes replaced with updated minutes, posted minutes must not be removed from the website sooner than one year from the date of the meeting for which they were taken. 1 V.S.A. § 312(b)(2).

## When can a board meet privately?

The open meeting law does not apply to site inspections for the purpose of assessing damage or making tax assessments or abatements; clerical work; work assignments of staff or other personnel; or routine, day-to-day administrative matters that do not require action by the public

body, so long as no money is appropriated, spent, or encumbered. 1 V.S.A. § 312(g).

In addition, public bodies may meet privately in deliberative session or executive session under certain limited circumstances. 1 V.S.A. §§ 312(e), (f); 313.

#### Deliberative session

A public body may meet without notice or public attendance when it deliberates on its written decision as part of a quasi-judicial proceeding. A quasi-judicial proceeding is a case in which the legal rights of a party are adjudicated, conducted so that all parties may present evidence and cross-examine witnesses and resulting in an appealable written decision. 1 V.S.A. § 310(6). In this instance, although the hearing itself is open to the public, the deliberations that follow may be held in private, and the written decision that is issued need not be adopted at an open meeting if it is to be a public record. 1 V.S.A. § 312(e), (f). A deliberative session is not an open meeting and need not be warned.

#### Executive session

A public body may also enter into executive session, which is a closed portion of a public meeting. To enter executive session, a motion must be made in open session that indicates its reason for doing so, preferably naming the specific provision of Title 1, Section 313 that gives authority. For a municipal body, the motion must get a majority vote of those present to pass. For a state body, a two-thirds affirmative vote is required. 1 V.S.A. § 313(a).

The only permissible reasons for entering executive session are set forth in 1 V.S.A. § 313. One category of permissible reasons requires the public body to make a specific finding that “premature general public knowledge would clearly place the public body or a person involved at a substantial disadvantage.” This finding must be made before considering one of the following permissible topics in executive session:

- Contracts. 1 V.S.A. § 313(a)(1)(A).
- Labor relations agreements with employees. 1 V.S.A. § 313(a)(1)(B).
- Arbitration or mediation. 1 V.S.A. § 313(a)(1)(C).
- Grievances, other than tax grievances. 1 V.S.A. § 313(a)(1)(D).
- Pending or probable civil litigation or prosecution, to which the public body is or may be a party. 1 V.S.A. § 313(a)(1)(E).
- Confidential attorney-client communications made for the purpose of providing professional legal services. 1 V.S.A. § 313(a)(1)(F).

Other topics a public body may consider in executive session are:

- The negotiating or securing of real estate purchase or lease options. 1 V.S.A. § 313(a)(2).



- The appointment, employment, or evaluation of a public officer or employee, provided that a public body must make the final hiring or appointment decision, and explain its reasons for the decision, in open meeting. 1 V.S.A. § 313(a)(3).
- A disciplinary or dismissal action against a public officer or employee, although this does not impair the right of the officer or employee to a public hearing if formal charges are brought. 1 V.S.A. § 313(a)(4).
- A clear and imminent peril to the public safety. 1 V.S.A. § 313(a)(5).
- Exempt records under Vermont's public records act, provided that this exemption does not by itself permit discussion in executive session of the general subject to which the exempt record pertains. 1 V.S.A. § 313(a)(6).
- Student academic records, suspension, or discipline. 1 V.S.A. § 313(a)(7).
- Testimony from a person in a Parole Board parole proceeding, if public disclosure of the person's identity could result in physical or other harm to him or her. 1 V.S.A. § 313(a)(8).
- Information relating to a pharmaceutical rebate or to supplemental rebate programs that is protected from disclosure either by federal law or by Medicaid terms and conditions, 1 V.S.A. § 313(a)(9).
- Security or emergency response measures, if disclosure could jeopardize public safety. 1 V.S.A. § 313(a)(10).

A board may choose to invite into executive session any of the following: legal counsel; staff; clerical assistants; and persons who are subjects of the discussion or whose information is needed. 1 V.S.A. § 313(b).

Once in executive session, no formal action may be taken except for actions related to securing a real estate purchase option. 1 V.S.A. § 313(a). (This differs from a deliberative session, in which decisions may be made so long as a written decision is issued that is a public record.) In all other instances, appropriate topics may be discussed in executive session, but ultimate action must be taken by motion and vote in open session.

Abusing the law of executive session is offensive to the purpose of open meetings. Boards should close their meetings rarely, and then only for legitimate purposes. Some boards go beyond the requirements of the open meeting law and do everything in public (except when acting in a quasi-judicial capacity, where constitutional due process may require private deliberations). The risks involved in letting everyone know your business are not small. Nonetheless, there is no penalty for extra openness and a high return on the investment if the public understands you have nothing to hide.

## Do board members need to be physically present for meetings?

Not necessarily. As long as certain requirements are met, one or more members of a public body may fully participate in discussing the body's business and may vote at a regular, special, or emergency meeting by electronic or other means without being physically present at the designated meeting location. 1 V.S.A. § 312(a)(2).

If a quorum or more of members will be participating in a meeting electronically, the meeting agenda must designate at least one physical location where a member of the public can attend and participate in the meeting. At least one member of the body, or at least one staff member or other designee, must be physically present at this location. 1 V.S.A. § 312(a)(2).

Any member who participates in a meeting remotely must be able to hear and be heard throughout the meeting. 1 V.S.A. § 312(a)(2). This means that participation by speakerphone or Skype, for example, can be appropriate, while participation by email is not. Each member who participates remotely must identify himself or herself when the meeting is convened. Any vote that is not unanimous must be taken by roll call. 1 V.S.A. § 312(a)(2).

Does the open meeting law permit board members to communicate with each other electronically or through use of social media?

Under certain circumstances. The open meeting law clearly authorizes members of a public body to attend and participate in a duly-warned meeting through electronic means, so long as each member can hear and be heard by those persons attending at the designated physical location. 1 V.S.A. § 312(a)(2). The law also specifically permits use of group email or other electronic communication to schedule a meeting, organize an agenda, or distribute materials to discuss at a meeting. 1 V.S.A. § 310(3)(B). (Note that email correspondence, and other electronic communication that results in written or recorded information, is subject to Vermont's Public Records Act, and so must generally be made available to the public for inspection and copying upon request. See 1 V.S.A. §§ 315–320.)

Beyond these provisions, the open meeting law does not explicitly address appropriate use of electronic communications and social media by members of public bodies. Indeed, most of the open meeting statutes were drafted before the dominance of social media and the frequency of electronic communication in the various forms we see today. Here are some of our thoughts on using these tools in light of the open meeting law's language, its purpose, and the court cases interpreting it. We also strongly recommend that public bodies consult their own legal counsel for advice.

### Group emails

Group emails do not necessarily violate the open meeting law, but it is best to proceed with caution. It is permissible to use group email to schedule a meeting, to create an agenda, or to distribute information for discussion at a meeting. 1 V.S.A. § 310(3)(B). It is also permissible to use group email as part of quasi-judicial deliberations, after a public hearing and as part of producing a written decision. 1 V.S.A. § 312(e), (f). Otherwise, group emails should not be used by a quorum of a public body to discuss the body’s business. If a quorum of board members are part of the group email, and any dialogue occurs addressing business matters, this discussion is a “meeting” under 1 V.S.A. § 310(3)(A) and the open meeting law’s notice and public participation requirements are triggered. Essentially, a business discussion, and therefore a “meeting,” can occur as soon as you hit “reply all.”

#### Collective editing of online documents

We recommend that a quorum of a public body should not participate in collectively editing a document outside of a duly-warned public meeting, unless the body is in deliberative session as part of a quasi-judicial proceeding. Collective editing, even if performed by members individually and over time, may well fall within the bounds of a “meeting” under 1 V.S.A. § 310(3)(A) when an exchange of ideas and opinions occurs outside of the public view. This is so even if the work in progress is made public, as the open meeting law requires more in terms of advance public notice and public participation. See 1 V.S.A. § 312. We cannot assume, for example, that all members of the public will have the skills or means to access a tool such as Google Docs or be able offer their opinions on the views exchanged. In our view, an acceptable alternative is to instead name a point person who collects and compiles each member’s comments for later discussion at a duly-warned meeting.

#### Social media groups

Participation in a Facebook group, Front Porch Forum, or other online group by a quorum of members of a public body raises open meeting law concerns any time the body’s business is discussed. This is especially so if membership in the group is “closed” (e.g. only town residents may join), although participation in an entirely “open” group may also be problematic. This could be the case even if most — or even all — of the members of the public body remain passive and do not post about, or respond to posts about, the body’s business.

In general, if a quorum of a public body gathers to discuss the body’s business, a “meeting” is being held under 1 V.S.A. § 310(3)(A) and the open meeting law’s notice and public participation requirements are triggered. To be counted towards a quorum, and to participate in a meeting via electronic means under the open meeting law, an individual member must be able to hear and be heard, but need not necessarily speak. See 1 V.S.A. § 312(a)(2). So, if a quorum of board members have joined a Facebook group, and if a majority of total board members post an exchange of ideas or opinions concerning the board’s business, an open meeting law violation

may well have occurred. Even if just one board member posts, the passive, non-posting membership of a quorum in an online group where members of the public are discussing the board's business could be considered a "meeting" under a very strict reading of the law.

There are certainly accessibility and transparency benefits to being available to the public via social media sites. Members of public bodies, in remaining mindful of the public's right to know and participate, must nonetheless avoid "gathering to discuss business" at a time and place that has not been announced in advance or is not accessible to all.

### Text messaging

We generally recommend that members of a public body refrain from texting each other during an open meeting. Texting between members who are present is not explicitly prohibited by the open meeting law, but we think these types of "shadow conversations" can create an appearance of impropriety, and in some situations might serve to keep information and discussions that inform officials' decision-making from the members of the public attending the meeting. (The same can be said for low-tech versions of texting, like passing notes.) Texts to and from members who are not physically present at the meeting create additional concerns because of the law's requirements for participation in meetings through electronic means. For example, a member who attends a meeting without being physically present must be able to hear and be heard throughout the meeting. 1 V.S.A. § 312(a)(2)(C). Even if the remote member does not intend to "attend" the meeting for purposes of quorum and voting, we think this type of communication could under some circumstances—where the body's business is discussed—raise questions about whether an open meeting law violation has occurred.

Texting while inside executive session is also problematic. Attendance in executive session is limited to board members and, in the board's discretion, staff, clerical assistants, legal counsel, and persons who are subjects of the discussion or whose information is needed. 1 V.S.A. § 313(b). So, conversations by text about the business of the executive session with individuals who are not on this list is inappropriate. Although not explicitly prohibited by the law, members of public bodies should also consider that texting or otherwise conversing with board members absent from the open portion of the meeting (when the motion to enter executive session was made) may, under some circumstances, work to generate public mistrust.

### What rights do members of the public have?

Individual members of the public have the right to obtain meeting agendas in advance, to be notified directly of upcoming special meetings, and to view or copy meeting minutes. Agendas of regular or special meetings must be made available to any person prior to the meeting upon request. 1 V.S.A. § 312(d). In addition, anyone can request in writing that a public body notify him or her of the body's special meetings. The request applies to the calendar year in which it is

made, except that requests made in December apply also to the following year. 1 V.S.A. § 312(c)(5). Meeting minutes must (either in draft or final form) be made available for inspection or copying no more than five calendar days from the date of any meeting. 1 V.S.A. § 312(b)(2).

Members of the public have the right to attend public meetings. 1 V.S.A. § 312(a)(1). Meetings of public bodies are subject to the public accommodation requirements detailed in Vermont's anti-discrimination statutes. 1 V.S.A. § 312(a)(1); see also 9 V.S.A. chapter 139. We understand the open meeting law to permit members of the public to record or film public meetings, so long as this is not done in a manner that disrupts the meeting. If a board decides to meet in private in executive session, members of the public have the right to know its reason for doing so. 1 V.S.A. § 313(a).

Members of the public also have the right to participate in public meetings. Specifically, public bodies must give members of the public a reasonable opportunity to express their opinions on matters being considered by the body at an open meeting. 1 V.S.A. § 312(h). Many boards allow public comment at the start of the meeting, while others place it as the final agenda item. Some boards allow public comment whenever anyone present has something to add to the discussion. We believe it is a best practice to allow the public to comments on each item as the board proceeds through the agenda. The public comment period, however, is not a free-for-all; the board chair may establish reasonable rules to maintain order, and reasonable limitations on the amount of time for each speaker are not unusual or improper.

Members of the public have the right to enforce the open meeting law themselves by filing suit in court. 1 V.S.A. § 314. See below for details on filing a complaint with a public body and the court.

## What happens if a public body violates the open meeting law?

The following persons can be found guilty of a misdemeanor and fined up to \$500:

- A person who is a member of a public body and who knowingly and intentionally violates the provisions of the open meeting law.
- A person who, on behalf or at the behest of a member of a public body, knowingly and intentionally violates the provisions of the open meeting law.
- A person who knowingly and intentionally participates in the wrongful exclusion of any person or persons from any meeting. 1 V.S.A. § 314(a).

In addition, the Attorney General and any person aggrieved by a violation of the open meeting law has the right to file suit in court, asking for injunctive relief (requiring the board to stop a specified act or behavior) or a declaratory judgment (a binding determination of the parties' rights). Under some circumstances, the court may also hold a public body responsible for the other party's attorney's fees and litigation costs. 1 V.S.A. § 314(b)(1), (d).

## How does a member of the public enforce the open meeting law?

If you think that an open meeting law violation has occurred, the first step is to submit a written notice to the public body, alleging a specific violation and requesting a specific cure. Upon receipt of this written notice, the public body must respond publicly within 10 calendar days, either by acknowledging the violation and stating its intent to cure it or by stating its determination that no violation occurred and so no cure is necessary. Failure to publicly respond is treated as a denial of the violation. 1 V.S.A. § 314(b)(1)–(3).

If the public body acknowledges a violation of the open meeting law, it must cure the violation within 14 calendar days. First, the public body must either ratify, or declare as void, any action that was taken at or resulted from: 1) a meeting that was improperly noticed under 1 V.S.A. § 312(c) (public announcement and posting of regular, special, and emergency meetings); 2) a meeting that a person or the public was wrongfully excluded from attending; or 3) an executive session, or a portion of an executive session, that was not authorized by 1 V.S.A. § 313(a)(1)–(10). Second, the public body must adopt specific measures that actually prevent future violations. 1 V.S.A. § 314(b)(4).

If the public body denies the violation or fails to cure an acknowledged violation in a timely manner, you can file suit against the public body in the Civil Division of the Superior Court in the county where the alleged violation took place. The suit must be brought within one year after the meeting at which the violation occurred or to which the violation relates. The court will then decide whether a violation occurred, whether a declaratory judgment or injunctive relief is appropriate, and whether circumstances require the public body to pay attorney’s fees and litigation costs. 1 V.S.A. § 314(c), (d).

## Where can I go to ask a question?

Here at the Secretary of State’s Office, it is our pleasure to help towns and citizens engage in respectful, open conversations around the sometimes difficult business of dealing with local government matters. Even though emotions may run high and opinions are deeply held, we are all neighbors and Vermonters, in the end.

We are happy to assist anyone who calls by pointing out the relevant portions of the law and by providing these publications as guidance. Please feel free to call us with your questions. However, understand that we cannot give legal advice and always recommend you consult your own attorney. If you hold a position in municipal government, you may contact the Vermont League of Cities and Towns’ Municipal Assistance Center at (802) 229-9111 or [info@vlct.org](mailto:info@vlct.org).

## Contact the Secretary of State's Office

Jenny Prosser  
General Counsel & Director of Municipal Assistance  
(802) 828-1027  
[jenny.prosser@sec.state.vt.us](mailto:jenny.prosser@sec.state.vt.us)

Chris Winters Deputy  
Secretary of State  
(802) 828-2124  
[chris.winters@sec.state.vt.us](mailto:chris.winters@sec.state.vt.us)



# Vermont's Open Meeting

1 V.S.A. §§ 310 -314.

Requires all **meetings** of **public bodies** to be **open to the public** unless a specific exception applies. In order to make a meeting open to the public, the public body must:

- ✓ Provide advance public notice of meetings, including meeting agendas.
- ✓ Discuss all business and take all actions in open meeting, unless an exception applies.
- ✓ Allow members of the public to attend and participate in meetings.
- ✓ Take meeting minutes and make them available to the public.



# Vermont's Open Meeting

What is a Public Body?

**“Public body”** means any board, council, or commission of the State or one or more of its political subdivisions, any board, council, or commission of any agency, authority, or instrumentality of the State or one or more of its political subdivisions, or any committee of any of the foregoing boards, councils, or commissions, except that "public body" does not include councils or similar groups established by the Governor for the sole purpose of advising the Governor with respect to policy.

1 V.S.A. § 310(4).

# Vermont's Open Meeting

What is a Meeting?

**“Meeting”** A gathering of a quorum of the members of a public body for the purpose of discussing the business of the public body or for the purpose of taking action. 1 V.S.A §310 (3)(A)

# Vermont's Open Meeting

What is a Meeting?

DO ALL MEMBERS NEED TO BE PHYSICALLY PRESENT FOR MEETINGS?

**No, but:** If a quorum or more of members will be participating in a meeting electronically, the meeting agenda must designate:

- At least one physical location where a member of the public can attend and participate in the meeting; and
- At least one member of the body, or at least one staff member or other designee, must be physically present at this location.  
1 V.S.A. § 312(a)(2).

# Vermont's Open Meeting

## What is a Meeting?

Do all members need to be physically present for meetings?

**No, but also:**

- Any member who participates in a meeting remotely must be able to hear and be heard throughout the meeting. 1 V.S.A. § 312(a)(2). This means that participation by speakerphone or Skype, for example, can be appropriate, while participation by email is not.
- Each member who participates remotely must identify himself or herself when the meeting is convened. Any vote that is not unanimous must be taken by roll call. 1 V.S.A. § 312(a)(2).

# Vermont's Open Meeting

What is a Meeting?

## COVID 19 RULES

**H.681 contains temporary amendments to the open meeting law.**

- **Physical location requirement temporarily waived.** During the Governor's declared state of emergency due to COVID-19, members of a public body may attend any public meeting using electronic means, without being physically present and without designating or staffing a physical meeting location.
- **Public participation and advance public notice required.** When meeting electronically, a public body must use technology that permits attendance of the public. Whenever feasible, public access must be allowed by telephone. Information regarding how the public may access meetings electronically must be posted and must be included in each meeting agenda.
- **Minutes timeframe extended when short-staffed.** In the event of a staffing shortage during this declared emergency, a public body extend the time limit for the posting of minutes to not more than 10 days (rather than 5 days) from the date of the meeting.

# Vermont's Open Meeting

WHAT IS A MEETING?

## **Group Emails**

If a quorum of board members are part of the group email, and any dialogue occurs addressing business matters, this discussion is a “meeting” under 1 V.S.A. § 310(3)(A).

Beware Reply All!”

# Vermont's Open Meeting

WHAT IS A MEETING?

## **Serial Communications**

Because the law seems to allow for “gathering” over time, these successive, interrelated private conversations, often in email, about the board’s business that, taken together, involve a quorum.

# Vermont's Open Meeting

WHAT IS A MEETING?

## **Social media groups**

Participation in a Facebook group, Front Porch Forum, or other online group by a quorum of members of a public body raises open meeting law concerns any time the body's business is discussed. This could be the case even if most — or even all — of the members of the public body remain passive and do not post about or respond to posts about the body's business.



# Vermont's Open Meeting

WHAT IS A MEETING?

## **Collective editing of online documents**

Collective editing, even if performed by members individually and over time, may be a “meeting” under 1 V.S.A. § 310(3)(A) if a quorum ends up discussing business outside of the public view.

SOS recommendation: Name a point person who collects and compiles each member's comments for later discussion at a duly-warned meeting.

# Vermont's Open Meeting

What is a Quorum?

**“Quorum”** A majority of the members of a public body. Quorum is calculated by counting the number of total positions on a board or committee, regardless of any vacancies or recusals.

# Vermont's Open Meeting

What is Business?

**“Business”** is “the public body’s governmental functions, including any matter over which the public body has supervision, control, jurisdiction, or advisory power.” 1 V.S.A. § 310(1).”

# Vermont's Open Meeting

## Not a Meeting/Business

- **Administrative Functions** such as scheduling a meeting, organizing an agenda, or distributing materials to discuss at a meeting, clerical work, or work assignments of staff or other personnel. Routine, day-to-day administrative matters that do not require action by the public body so long as no money is appropriated, spent, or encumbered. 1 V.S.A. § 312(g); 1 V.S.A. § 310(3)(B).
- **Other functions.** Occasions when a quorum of a public body attends social gatherings, conventions, training programs, press conferences, media events, etc. 1 V.S.A. § 310(3)(C).
- **Meeting of a Different Public Body.** A gathering of a quorum of a public body at a duly warned meeting of another public body. 1 V.S.A. § 310(3)(D).
- **Site inspections** for tax assessments or abatements. 1 V.S.A. § 312(g).
- **Bilateral collective bargaining negotiations** As decided by the Vermont Supreme Court, between a school board negotiating committee and a labor union. *Negotiations*

# Vermont's Open Meeting

*Committee of Caledonia Central Supervisory Union v. Caledonia Central Education Association, 2018 VT 18.*

# Vermont's Open Meeting

**BUT.....**

**If members of the body stray into discussing the business of the body at any of these gatherings where a quorum is present, a meeting will have taken place.**

# Vermont's Open Meeting

## Notice

### REGULAR MEETINGS

- Meetings scheduled at a recurring time and place. For example, the first Tuesday of every month, 6 pm at the high school gym.
- **Notice required** : A public body usually schedules regular meetings by adopting a resolution setting the time and place of the meetings. This information must be made available to the public on request. 1 V.S.A. § 312(c)(1).

# Vermont's Open Meeting

## Notice

### SPECIAL MEETINGS

- A meeting at a time or place outside of its regular meeting schedule.
- **Notice Required:** At least 24 hours before each special meeting, a public body must publicly announce it by giving notice of the meeting's time, place, and purpose to a newspaper or radio station serving the area, as well as to any person who has requested in writing to be notified of special meetings. 1 V.S.A. §§ 310(5), 312(c)(2), (5).
- All public bodies must give oral or written notice to **each member** (unless a member has waived this notice). 1 V.S.A. § 312(c)(2).



# Vermont's Open Meeting

## Notice

### EMERGENCY MEETINGS

- An emergency meeting may be held “**only when necessary to respond to an unforeseen occurrence or condition requiring immediate attention.**”
- **Notice Requirements:** Emergency meetings do not require public announcement, posting of notices, or 24-hour notice to members, so long as some public notice is given as soon as possible before the meeting. 1 V.S.A. § 312(c)(3).
- Note that an emergency meeting should not be used if the public body is able to comply with the 24-hour notice requirements for special meetings.

# Vermont's Open Meeting

Notice

AGENDAS

- At least 48 hours prior to a regular meeting, and at least 24 hours prior to a special meeting, a meeting agenda must be posted to a website that the public body maintains or designates, if one exists.
- Note that there is no agenda requirement for emergency meetings.

# Vermont's Open Meeting

## WHAT INFORMATION MUST AN AGENDA CONTAIN?

- The open meeting law does not define “agenda” or specify the information an agenda must contain, except to require that the agenda designate a physical location where a member of the public can attend and participate in a meeting if a quorum or more members of a public body are attending remotely. 1 V.S.A. § 312(a)(2)(D).
- SOS Recommends: In keeping with the law’s intent, an agenda should allow interested members of the public to be reasonably informed about what specific topics will be discussed, and what actions may be taken, at the meeting.

# Vermont's Open Meeting

## Changing an agenda

- If a public body wishes to **add or delete** an item from an agenda after it has been posted, it may only do so as the first act of business at the meeting. 1 V.S.A. § 312(d)(3)(A).
- SOS recommends that last-minute agenda items, especially those requiring board action, be added at a meeting only in an emergency. 1 V.S.A. § 312(d)(3)(B).

# Vermont's Open Meeting

## Meeting Minutes

- Public bodies must take minutes of their meetings. Minutes are the permanent record of the formal actions of the public body.
- The open meeting law requires that minutes “**give a true indication of the business of the meeting,**” covering all topics that arise.

# Vermont's Open Meeting

MINUTES (CONT.)

**At minimum**, minutes must include:

- the names of all members of the public body who are present at the meeting;
- the names of all other active participants;
- all motions, proposals, and resolutions made, and their dispositions; and
- the results of all votes, with a record of individual votes if roll call is taken. 1 V.S.A. § 312(b)(1).

# Vermont's Open Meeting

WHEN CAN A PUBLIC BODY MEET PRIVATELY?

## Deliberative Session

- When the public body deliberates on its written decision as part of a **quasi-judicial proceeding**. A quasi-judicial proceeding is a case in which the legal rights of a party are adjudicated, conducted so that all parties may present evidence and cross-examine witnesses and resulting in an appealable written decision. 1 V.S.A. § 310(6).
- In this instance, although the hearing itself is open to the public, the deliberations that follow may be held in private, and the written decision that is issued need not be adopted at an open meeting if it is to be a public record. 1 V.S.A. § 312(e), (f).
- A deliberative session is not an open meeting and need not be warned.

# Vermont's Open Meeting

When can a public body meet privately?

## **Executive Session**

- To enter executive session, a motion must be made in open session that indicates its reason for doing so, preferably naming the specific provision of Title 1, Section 313 that gives authority. For a state body, a two-thirds affirmative vote is required. 1 V.S.A. § 313(a).
- The only permissible reasons for entering executive session are set forth in 1 V.S.A. § 313.



## VERMONT'S OPEN MEETING LAW

### EXECUTIVE SESSION (CONT.)

**Executive Session** is permissible to discuss the following topics but only after a finding that “***premature general public knowledge would clearly place the public body, or a person involved at a substantial disadvantage.***”

- Contracts. 1 V.S.A. § 313(a)(1)(A).
- Labor relations agreements with employees. 1 V.S.A. § 313(a)(1)(B).
- Arbitration or mediation. 1 V.S.A. § 313(a)(1)(C).
- Grievances, other than tax grievances. 1 V.S.A. § 313(a)(1)(D).
- Pending or probable civil litigation or prosecution, to which the public body is or may be a party. 1 V.S.A. § 313(a)(1)(E).
- Confidential attorney-client communications made for the purpose of providing professional legal services. 1 V.S.A. § 313(a)(1)(F).

# Vermont's Open Meeting

EXECUTIVE SESSION (CONT.)

**Executive session** is permitted to discuss the following topics without the finding of substantial disadvantage:

- The negotiating or securing of real estate purchase or lease options.  
1 V.S.A. § 313(a)(2).
- The appointment, employment, or evaluation of a public officer or employee, provided that a public body must make the final hiring or appointment decision, and explain its reasons for the decision, in open meeting. 1 V.S.A. § 313(a)(3).
- A disciplinary or dismissal action against a public officer or employee, although this does not impair the right of the officer or employee to a public hearing if formal charges are brought. 1 V.S.A. § 313(a)(4).

# Vermont's Open Meeting

## EXECUTIVE SESSION (CONT.)

- A clear and imminent peril to the public safety. 1 V.S.A. § 313(a)(5).
- Exempt records under Vermont's public records act, provided that this exemption does not by itself permit discussion in executive session of the general subject to which the exempt record pertains. 1 V.S.A. § 313(a)(6).
- Security or emergency response measures, if disclosure could jeopardize public safety. 1 V.S.A. § 313(a)(10).

# Vermont's Open Meeting

## EXECUTIVE SESSION (CONT.)

- A public body may choose to invite into executive session any of the following: legal counsel; staff; clerical assistants; and persons who are subjects of the discussion or whose information is needed. 1 V.S.A. § 313(b).
- Once in executive session, no formal action may be taken except for actions related to securing a real estate purchase option. 1 V.S.A. § 313(a).
- In all other instances, appropriate topics may be discussed in executive session, but ultimate action must be taken by motion and vote in open session.

# Vermont's Open Meeting

## HOW DOES A PUBLIC BODY CURE A VIOLATION?

If the public body acknowledges a violation of the open meeting law, it must cure the violation within 14 calendar days.

The public body must either ratify, or declare as void, any action that was taken at or resulted from:

- A meeting that was improperly noticed under 1 V.S.A. § 312(c) (public announcement and posting of regular, special, and emergency meetings);
- A meeting that a person or the public was wrongfully excluded from attending; or
- An executive session, or a portion of an executive session, that was not authorized by 1 V.S.A. § 313(a)(1)– (10).
- The public body must adopt specific measures that actually prevent future violations. 1 V.S.A. § 314(b)(4).

# Vermont's Open Meeting

## WHAT ARE THE PENALTIES/REMEDIES FOR VIOLATIONS

The following persons can be found guilty of a misdemeanor and fined up to \$500:

- A person who is a member of a public body and who knowingly and intentionally violates the provisions of the open meeting law.
- A person who, on behalf or at the behest of a member of a public body, knowingly and intentionally violates the provisions of the open meeting law.
- A person who knowingly and intentionally participates in the wrongful

exclusion of any person or persons from any meeting. 1 V.S.A. § 314(a).

Courts may also grant injunctive relief, declaratory judgment, and attorneys fees.

# Vermont's Open Meeting

**QUESTIONS ???????**



# APAI ONLINE SPEAKER SERIES!

October 13, 2023 - Dr. Alexandra Walker

*Alliance for Community and Justice Innovation*

December 1, 2023

February 9, 2024

April 5, 2024

This speaker series is free for members! We are excited to expand membership benefits to include the return of our Online Speaker Series. Membership perks include; networking & collaboration with members from across the globe; access to information & inquiries to other Parole Boards; information updates on new Board Members, Chairs, & key staff; quarterly newsletter; reduced rates for conference attendance & e-blasts informing members of publications & training opportunities.

**FUTURE SPEAKERS WILL BE ANNOUNCED SOON!**





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### Conference Information

**Dates**

May 5-8, 2024

**Location**

Seattle, Washington, United States

**Theme**

To Be Announced

### Hotel Information

**Hyatt Regency Bellevue**

900 Bellevue Way NE  
Bellevue, WA 98004

### Travel Information

Information Pending

### 2023 Annual Training Conference Exhibitors



**NAVIGATION**

- White Paper
- Constitution
- ByLaws
- Annual Report
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Hyatt Regency Bellevue  
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# **Parole Board Staff Meeting**

**November 21<sup>st</sup>, 2023**

# Parole Board Staff Meeting

## MINUTES

<b>DATE AND TIME</b>	November 21 <sup>st</sup> , 2023, 8:30 AM
<b>LOCATION</b>	Virtually via Microsoft Teams - <a href="#">Parole Board Teams Meeting Link</a> .
<b>TYPE OF MEETING</b>	Parole Board Staff Meeting
<b>FACILITATOR</b>	Mary Jane Ainsworth
<b>NOTE TAKER</b>	Colby Leno
<b>ATTENDEES</b>	Dean George, Patricia Boucher, Richard Grassi, Wayne Dengler, Luci Stephens, Thomas Giffin, Mary Jane Ainsworth, Colby Leno, Carla Vecchione Absent Member: Linn Caroleo Special Attendees: Anthony Folland from the Vermont Department of Health VDH), David Riggan from the National Institute of Corrections (NIC), Abigail Strait from the National Institute of Corrections (NIC)

### Agenda Topics (See attachment A for agenda)

1. Topic: Review Agenda

Presenter: Mary Jane Ainsworth

<b>DISCUSSION</b>	<u>Introduction of the Topic:</u> Review of the staff meeting agenda that was sent out to the board members prior to the meeting commencing. Any changes or additions should be made at the beginning of the staff meeting instead of having an "Other Items" topic at the end of the meeting.	
<u>Questions:</u>		
1. Any changes or additions needed to the agenda for today? (Mary Jane) A. Board Members indicated that they had no changes or additions to the published agenda.		
<b>CONCLUSIONS</b>	Informational only. No vote or action taken.	
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>
None at this time.		

2. Topic: Review and Approval of Previous Meeting Minutes

Presenter: Dean George

<b>DISCUSSION</b>	<u>Introduction of the Topic:</u> The office staff prepared meeting minutes of the last Parole Board Staff Meeting for the board to review. This process has not yet been adopted by the board. if the board decides this is how they want the official record of staff meetings to be kept, the 1 <sup>st</sup> item on each meeting agenda would be to review the previous months minutes, submit any changes or corrections and then vote on approving the minutes.	
<u>Questions:</u>		
1. Would any changes to the meeting minutes be done at the time of the review and then approve them or would the approval take place at the following meeting? (Richard) A. The changes or corrections would take place immediately and then the board would vote to approve the corrected minutes.		
<u>Attendees Input:</u>		
Dean: The October minutes were written and put together well. The last months minutes will be used as a draft and if the board proceeds with meeting minutes it will take effect in the beginning of the year.		
Richard: Stated that he likes the minutes format that was prepared from the October meeting.		
Colby: Proceeding in January will allow for the office to figure out what should and should not be entered into the meeting minutes.		
<b>CONCLUSIONS</b>	No vote or action taken at this time. The board will decide if this is how they want the official record to proceed at the January staff meeting.	
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>
Meeting minutes will still be taken while waiting for the Parole Boards decision.	Colby Leno	Must be posted within 5 business days of the meeting.
Add to the January agenda discussion of meeting minutes	Mary Jane Ainsworth	Open

3. Topic: Start Time of Hearing Days

Presenter: Mary Jane Ainsworth

<b>DISCUSSION</b>	<u>Introduction of the Topic:</u> The office staff are requesting that hearing times return to the original 9:00 am start time for the schedules. Board members would still log onto the hearings at 8:45. This would allow for any issues that arise with technology or documents to be taken care of prior to hearings starting. This would also allow for extra time for the board's special sessions before the hearing.		
<u>Attendees Input:</u> Dean: The hearing record can be started when everyone has arrived at the hearing and the board will proceed with the hearings whenever it is appropriate to proceed.  Mary Jane: It is logistically easier of the office staff to start the schedules at 9:00 am. Suggested that the record not be started until the 1 <sup>st</sup> person is ready to be seen. Starting the recording at 8:45 with no one available to see the board causes a lot of dead air on the record.			
<b>CONCLUSIONS</b>	The board agreed to return to the 9:00 am start time for hearings. No vote needed.		
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>	
December schedule start times to begin at 9:00 am.	Colby Leno, Carla Vecchione and Mary Jane Ainsworth	Open	

4. Topic: Bail Hearings at the Time of Violation Hearings

Presenter: Mary Jane Ainsworth

<b>DISCUSSION</b>	<u>Introduction of the Topic:</u> There are some consistency issues with regard to requested bail hearings for individuals whose violation hearing was postponed at the time of the hearing.		
<u>Questions:</u> 1. If a bail hearing is requested by the Prisoner's Rights Office (PRO) at the time of the postponement, should a bail hearing take place immediately on that hearing day or is a bail hearing scheduled for a different day? (Mary Jane) A. Yes. It will be a private attorney who will bid for the contract. It cannot be a State attorney.			
<u>Attendees Input:</u> Mary Jane: This is handled differently depending on who is sitting on the board for that hearing day. It would be helpful to establish a procedure for these types of cases. Suggested that the bail hearing is scheduled on a different day and not immediately.  Dean: Suggested that he have a quick meeting with Patrica and Dick to come up with a process as they (Dean, Patricia and Richard) are the only members who conduct bail hearings.			
<b>CONCLUSIONS</b>	Review proposed procedure at a later date.		
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>	
Meeting to confirm bail process for violation hearings that are postponed.	Dean George, Patricia Boucher and Richard Grassi	Open	

5. Topic: Training from VDH

Presenter: Anthony Folland

<b>DISCUSSION</b>	<u>Introduction of the Topic:</u> Dawn O'Toole set up this training with the VDH regarding Treatment, Recovery and Harm Reduction in Vermont.		
<b>CONCLUSIONS</b>	The parole board participated in the training.		
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>	
None at this time.			

6. Topic: Structured Decision-Making Framework Check-in

Presenter: David Riggins & Abigail Strait

<b>DISCUSSION</b>	<u>Introduction of the Topic:</u> a) Discuss how it is going. The Parole Board has been using the SDMF tool for 4 months now, currently 3 cases per hearing day. b) Discuss areas of difference in coding. c) Discuss how to code unadjudicated DR's. d) Completely filling out the SDMF forms. e) Updates on the new parole summary. f) Discussion on when to go live with all cases.		
<u>Attendees Input for Subitem a:</u> Dean: Feels like he is getting into a routine and for cases that are not assigned as SDMF he is using the same criteria.  Luci: Agrees with what Dean stated. It is helping target her questions and helping her to find the relative information for the case.			
<u>Attendees Input for Subitem b:</u> David Rigin reviewed domain coding and how to review cases each month regarding differences in coding.			

Dean: This might be hard to discuss as board members don't see each other's coding unless it's brought up at a staff meeting. Seems like some domains overlap with their release planning.

Mary Jane: Shared tracking and statistics that the office is tracking for the board. Reviewed large differences in how the members are coding the same cases. The 2 domains that seem to have the biggest differences are "Ability to Control Behavior (Self – Control)" and "Responsivity (Programming)". Review of discrepancies in coding seems to be helpful and sparks good conversations at staff meetings. Recommended removal of the "Statutory Considerations" domain on the SDMF form due to confusion concerning high risk offenders and statutes that exist.

Patricia – The control behavior domain is the hardest domain for her to code.

Luci – Her understanding that controlling behavior is a historic domain. If there is a history of the behavior, the coding follows that.

Richard – Feels a big problem is because the board doesn't have access to the criminal history anymore. Just the current supervised charges.

Luci made a motion to remove the "Statutory Considerations" domain from the Parole Boards SDMF tool. Patricia seconded the motion. Vote: 6 in favor, 1 absent (Linn).

Attendees Input for Subitem c:

Mary Jane: The office staff provided an onsite training to Southern State Correctional Facility this month. One of the questions that arose from that training is disciplinary reports (DRs). Are unadjudicated DR's taken into account? DR's can be dismissed due to logistics, but the behavior still occurred.

Wayne: Can it just be listed as an undecided DR in the parole summary? Just like a criminal case that is dismissed. Just because its dismissed doesn't mean that it didn't happen.

Dean: Is there any reason that it can't be mentioned by the case worker during the interview and then the board can make the decision if its significant.

Attendees Input for Subitem d:

Mary Jane: The review of the cases is expanding in correlation to the depth of the incarcerated population. It is extremely important to completely fill out the forms, including detailed notes.

Attendees Input for Subitem e:

Mary Jane: Will be working on setting up training for DOC regarding the new parole summary. A section is being added to the parole summary for criminal history. DOC will summarize the criminal history and it will be reiterated during the training that having the record checks at the hearings is important. Hoping to have the parole summary out and used by DOC in January 2024 with a potential hard stop on accepting the old summaries in March 2024.

Question: Is it possible to get the record check overview information at the hearings because that is incredibly useful? (Dick)

Answer: VCIC will not allow electronic transmission of the record check so DOC filling out the parole summary completely and having the record check available is the best way to get the criminal history information the board is looking for.

Attendees Input for Subitem f:

The goal currently is to conduct all parole eligibility hearings with the SDMF tool by January. Currently 3 random cases are assigned per hearing day to use the SDMF tool. When the new summary is rolled out, the board will start using it on all parole consideration hearings.

<b>CONCLUSIONS</b>	Information only – no conclusion needed.		
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>	
Update of the SDMF tool to remove the "Statutory Considerations".	Mary Jane Ainsworth	For the December hearings.	

7. Topic: ICOTS & Furlougees

Presenter: Dean George

<b>DISCUSSION</b>	<u>Introduction of the Topic:</u> After meeting with legal, it was determined that Furlougees not incarcerated still can be considered by the board for ICOTS parole to another state. The board can grant parole out of state to any offender if they are eligible for parole. The only exception to this is offenders who are already on parole in Vermont. They would still have to transfer their parole to the receiving state through their parole officer.		
<u>Attendees Input:</u>	Mary Jane: Furlough is an extension of incarceration. It is considered an Incarcerative status.		
<b>CONCLUSIONS</b>	Information only – no conclusion needed.		
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>	
None at this time.			

8. Topic: Early Discharge Requests

Presenter: Dean George

<b>DISCUSSION</b>	<p><u>Introduction of the Topic:</u> 3 cases were submitted for the Parole Board to review and decide if an Early Release from Parole hearing would be scheduled. The 3 cases were for:</p> <ol style="list-style-type: none"> <li>1. Laura Lagasse-Lamoureux</li> <li>2. Philip Tetreault</li> <li>3. Nathaniel Aldrich</li> </ol>	
<p><u>Attendees Input:</u> Luci: Did not see or review any of the cases for early discharge and will have to abstain from voting.</p>		
<p><u>Case 1: Laura Lagasse-Lamoureux</u> No discussion was needed for this case. Patricia made the motion to schedule the hearing for this case. Richard seconded. Vote: 5 in favor, 1 abstained (Luci), 1 absent (Linn). The hearing was granted and will be scheduled in December.</p>		
<p><u>Case 2: Philip Tetreault</u> No discussion was needed for this case. Patricia made the motion to schedule the hearing for this case. Richard seconded. Vote: 5 in favor, 1 abstained (Luci), 1 absent (Linn). The hearing was granted and will be scheduled in December.</p>		
<p><u>Case 2: Nathaniel Aldrich</u> No discussion was needed for this case. Patricia made the motion to schedule the hearing for this case. Wayne seconded. Vote: 5 in favor, 1 abstained (Luci), 1 absent (Linn). The hearing was granted and will be scheduled in December.</p>		
<b>CONCLUSIONS</b>	All 3 cases submitted were voted on and hearings granted.	
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>
Inform Parole Officers of what the board decided.	Colby Leno	11/22/2023

9. Topic: December Schedule

Presenter: Dean George

<b>DISCUSSION</b>	<p><u>Introduction of the Topic:</u> Discussion of any conflicts in the month of December. Will there be a staff meeting in December?</p>	
<p><u>Attendees Input:</u> Thomas: Not available on the 5<sup>th</sup>.  Luci: Not available on the 13<sup>th</sup>.  Wayne: No conflicts.  Richard: No conflicts.  Patricia: No conflicts.  Dean: No conflicts. Mary Jane: Due to the holiday schedule, should a staff meeting be scheduled, or should it be skipped for December?</p>		
<b>CONCLUSIONS</b>	The board agreed to not schedule a staff meeting for December	
<b>ACTION ITEMS</b>	<b>PERSON RESPONSIBLE</b>	<b>DEADLINE</b>
December hearing officer assignments.	Dean George	12/01/2023

<b>NEXT MEETING DATE</b>	January 2024. Date and time to be determined.
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# Vermont Parole Board Staff Meeting Agenda November 21, 2023

The Meeting will be held via Microsoft Teams. There will not be an in person option.  
[Click here to join the meeting](#) - Meeting ID: 218 762 439 676 - Passcode: gYrqhP

## 8:30 am – Board Business

- Review Agenda
  - Review Changes
  - Additions
- Review and Approval of Previous Meeting Minutes
- Start time of hearing days – Request to move back to 9am
- Bail Hearings for individuals whose violation hearing was postponed at the time of the hearing. Need to discuss consistency of whether a bail hearing when requested at this time occurs that day or at a future date.

## 9am – Training from Anthony Folland from VDH – Treatment, Recovery and Harm Reduction in Vermont

## 10:30 am - Structured Decision-Making Framework check in with NIC (David Riggan & Abigail Strait)

- Discuss how it is going.
- Discuss areas of difference in coding.
- Discuss how to code unadjudicated DR's
- Completely filling out the forms
- Update on the new parole summary
- Thoughts on going live with all cases

## 11:30 am – Board Business Continued

- ICOTS & Furloughs
- Early Discharge Requests
  - Laura Lagasse-Lamoureux
  - Philip Tetreault
  - Nathaniel Aldrich
- December Schedule