

EMAIL USAGE HANDBOOK



New York State
School Boards
Association

THE USE OF EMAIL BY SCHOOL BOARD MEMBERS AND OTHER SCHOOL OFFICIALS

Answers to Recurring Questions and Some Practical Considerations

Email is a convenient and easy-to-use communication tool that has become an indispensable part of modern society, including in a school district setting. School board members and other school officials recognize that the volume of emails sent and received on a daily basis can be daunting.

Emails are an inexpensive and easy way to communicate in writing with small and large groups of people.

However, the actions of school board members and other school officials are subject to legal and practical considerations that are not applicable to the public at large. The use of email communications is no exception.

As a result, questions often arise regarding the use of email by school board members and other school officials to convey their views on school related matters. Are email communications by and among school officials subject to public disclosure? Must such communications be saved?

The information that follows provides some guidance on recurring questions in this area.

1:1. Can individual school board members communicate by email?

Yes, except that a series of email communications between individual board members which results in a collective decision, or a vote taken by email, would be inconsistent with the Open Meetings Law. This is according to the Committee on Open Government.¹

Pursuant to that law, such actions can take place only in a properly convened school board meeting. Virtual email meetings, as described above, are prohibited.

A New York court might find the situation to be similar to the case in which a town board majority, through a series of telephone calls, discussed the town's policy on tax assessment reductions and decided to publish a newspaper article explaining such policy. In that case, the court voided the decision made.² Courts outside New York that have addressed deliberations taken by school boards via email exchanges have found them to be in violation of their respective states' open meetings laws. One of those cases involved the crafting of a response to a newspaper editorial via a series of emails.³ Another involved the active exchange of information and opinions via email, as opposed to passive receipt of information, on an ongoing personnel matter and related potential litigation.⁴

1:2. Can school board members receive their board meeting packets by email prior to board meetings?

Yes. According to the Committee on Open Government, the Open Meetings Law is not implicated when a superintendent or a board clerk transmits materials to school board members prior to a school board meeting to enable board members to prepare for the meeting.⁵

1:3. Can school board members ask questions by email regarding the contents of a school board meeting packet delivered to them by email?

Yes. School board members can ask clarifying questions regarding packet materials. According to the Committee on Open Government, the exchange of information, knowledge or expertise is not inconsistent with the Open Meetings Law, as long as the receipt of messages and responses does not result in a vote.⁶

1:4. How can school board members and other school officials avoid engaging in impermissible email communications?

To avoid such an outcome, school boards should deliberate and take all official actions in public.

School board members and other school officials communicating by email need to be mindful that New York's Open Meetings Law requires "public business be performed in an open and public manner and that the citizens of this state be fully aware of and able to observe the performance of public officials and attend and listen to the deliberations and decisions that go into the making of public policy."⁷

COMMUNICATIONS

¹ NYS Dep't of State Committee on Open Government, OML-AO-3787 (Aug. 4, 2004); OML-AO-3257 (Dec. 27, 2000).

² *Cheevers v. The Town of Union*, Index. No. 98-1401 (Broome Cnty. Sept. 3, 1998).

³ *White v. King*, 60 N.E.3d 1234 (OH 2016).

⁴ *Wood v. Battle Ground School District*, 107 Wash. App. 550 (2001).

⁵ NYS Dep't of State Committee on Open Government, OML-AO-3787 (Aug. 4, 2004).

⁶ *Id.*

⁷ Pub. Off. Law § 100.

2:1. Are emails sent from or received on an official school district email address considered to be school district records under the Freedom of Information Law?

Yes. The Freedom of Information Law (FOIL) gives the public access to records of government bodies and agencies,⁸ including school districts.⁹ That law defines the term “record” broadly to include “... any information kept, held, filed, produced or reproduced by, with or for an agency... in any physical form whatsoever including, but not limited to, reports, statements, examinations, memoranda, opinions, folders, files, books, manuals, pamphlets, forms, papers, designs, drawings, maps, photos, letters, microfilms, computer tapes or discs, rules, regulations or codes.”¹⁰ As a result, emails that are sent from or received at an official school district email address will be considered school district records under FOIL regardless of content. However, their content will determine whether they are required to be made available upon request.¹¹ (see Chapter 4).

2:2. Can emails by school board members and other school officials be considered school district records even if they are transmitted using a private email address?

Yes. If an email written by a board member or other school official discusses school district business and is transmitted using a private email address, it is considered a school district record.¹² To be considered a school district record, documents, emails and other materials do not need to be in the possession of the school district.¹³

2:3. Should school board members and other school officials use official district email addresses for district related business rather than private email addresses?

Yes. School board members and other school officials who have been provided official district email addresses should use them for district related business. This will allow school districts to maintain copies of emails by school board members and other school officials for the legally required retention period and to preserve any necessary email correspondence beyond that period to the extent required by law (see Chapter 3). In addition, the use of an official school district email address will help minimize the need to invade the privacy of a personal email account in order to respond to FOIL requests and subpoenas searching for school business related communications.

School districts that do not provide school board members and other school officials with official district email addresses should have in place protocols that ensure emails discussing school district business are appropriately preserved. One such protocol could be to email copies or to cc the board clerk and/or the district’s records management officer on emails that discuss school district business which have been sent from and/or received on a personal account.¹⁴

COVERED RECORDS

⁸ Pub. Off. Law § 87.

⁹ Pub. Off. Law § 86(3).

¹⁰ Pub. Off. Law § 86(4).

¹¹ NYS Dep’t of State, Committee on Open Government FOIL-AO-18971 (Sept. 18, 2012); FOIL-AO-18949 (Aug. 20, 2012).

¹² NYS Dep’t of State, Committee on Open Government FOIL-AO-16969 (Jan. 30, 2008); FOIL-AO-15893 (April 6, 2006).

¹³ *Encore College Bookstores v. Auxiliary Services Corp. of the State Univ. of New York at Farmingdale*, 87 N.Y.2d 410 (1995); see also NYS Committee on Open Government, FOIL-AO-17045 (Mar. 17, 2008); FOIL-AO-16969 (Jan. 30, 2008).

¹⁴ See NYS Dep’t of State, Committee on Open Government FOIL-AO-18052 (Mar. 24, 2010).

3:1. Can school board members and other school officials delete emails that can be considered school district records?

A board member may delete emails only as permitted by law. For example, under the Local Government Records Law, school district records must be retained to adequately document the transaction of public business.¹⁵ Pursuant to this law, a document called the “Retention and Disposition Schedule for New York Local Government Records (LGS-1)” was created, which establishes the minimum length of time that local governments (including school districts) must retain their records before they may be disposed of legally. That schedule is available at: <http://www.archives.nysed.gov/common/archives/files/lgs-1-2022.pdf>. School districts are required to adopt and comply with that schedule.

The schedule categorizes records and dictates how long each type of record must be maintained before it is destroyed. Therefore, the length of time an email must be retained will depend on the contents of the email. As a result, board members should be familiar with the requirements of the retention schedule to ensure they do not delete email prematurely (see 3:2).

In addition to maintaining emails pursuant to the retention schedule, requirements exist regarding the preservation of potentially relevant electronically stored information (ESI), such as email, in the context of pending or reasonably anticipated litigation. For instance, courts in this state have indicated that “[o]nce a party reasonably anticipates litigation, it must, at a minimum, institute an appropriate litigation hold to prevent the routine destruction of electronic data.”¹⁶ Furthermore, according to one court, school districts have a duty to preserve relevant ESI used by employees and school superintendents on their personal computers and other personal devices.¹⁷ Another court might expressly determine that the same rule applies to relevant ESI on the private computers and other personal devices of school board members and other school officials.

3:2. What happens if a school board member fails to preserve emails that are required to be preserved under the law?

Under the Local Government Records Law, school board members are responsible for maintaining records that adequately document the transaction of public business and the services and programs for which they are responsible, to adequately protect such records and to dispose of them in accordance with legal requirements (see 3:1).¹⁸ The failure of a school board member to preserve email records that are considered to be school district records could be deemed a dereliction of a statutory duty that violates a school board member’s oath of office. In such an instance, a board member may be removed from office.¹⁹

In addition, the failure to preserve electronically stored information (such as emails by school board members and other school officials) in the context of litigation (see 3:1) could result in court rulings adverse to the interests of the school district and sanctions for the destruction of evidence, including the payment of attorneys’ fees.²⁰ That would be the case even if the failure to preserve the emails was not willful or in bad faith.²¹

3:3. Where can school board members and school officials find more information about email management?

The State Archives provides guidance on best practices for email management systems and recommends managing email electronically from a place of central control in order to avoid unnecessary duplicates and ensure legal compliance.²² That guidance is available at: http://www.archives.nysed.gov/common/archives/files/mr_pub85.pdf.

RETENTION

¹⁵ Arts & Cult. Aff. Law § 57.25; see also Pub. Off. Law § 2.

¹⁶ *Parkis v. City of Schenectady*, 211 A.D.3d 1444 (3d Dep’t 2022), quoting *VOOM HD Holdings LLC v. EchoStar Satellite*, 93 A.D.3d 33 (1st Dep’t 2012).

¹⁷ *Alter v. Rocky Point School District*, 2014 WL 4966119 (EDNY 2014).

¹⁸ Arts & Cult. Aff. Law § 57.25; see also Pub. Off. Law § 2.

¹⁹ See generally *Appeal of Nett and Raby*, 45 Ed Dept Rep 259 (2005).

²⁰ Fed. Rules Civ. Procedure Rule 37(a)(5), (e); N.Y. C.P.L.R. § 3126; see also *VOOM HD Holdings LLC v. EchoStar Satellite LLC*, 93 A.D.3d 33 (1st Dep’t 2012).

²¹ *Ahraner v. Israel Discount Bank of New York*, 79 A.D.3d 481 (1st Dep’t 2010); *915 Broadway Associates LLC v. Paul, Hastings, Janosfsky & Walker LLP*, 34 Misc.3d 1229(A) (New York Cnty. 2012).

²² *NYS Archives, Government Records Services, Developing a Policy for Managing Email*, Publication No. 85 (2010).

4:1. Are emails by school board members and other school officials subject to disclosure?

It depends. Under the Freedom of Information Law, emails that are considered school district records pursuant to that statute are subject to disclosure and accessible by the public, unless one of that law's exemptions applies.²³

However, emails that might be exempt from disclosure under that law might nonetheless be subject to disclosure as electronic evidence in a lawsuit under both federal and state electronic discovery rules.²⁴

4:2. What are some exemptions under the Freedom of Information Law that might excuse the disclosure of emails by school board members and other school officials?

Under the Freedom of Information Law, emails considered to be school district records would be exempt from public disclosure if they, for example:

- Discuss matters that are protected from disclosure by confidentiality statutes such as the federal Family Educational Rights and Privacy Act, which generally prohibits disclosure of student record information without prior parental consent.²⁵
- Are inter-or intra-agency materials that do not contain statistical or factual tabulations or data, instructions to staff that affect the public, final agency policy or determinations, or external audits,²⁶ which "protect[s] the deliberative process of the government by ensuring that [participants in that process are] able to express their opinions freely to agency decision makers."²⁷ Therefore, this exemption would apply to material that reflects "opinions, ideas, or advice exchanged as part of the consultive or deliberative process of government decision making."²⁸ On the other hand, it would not apply to materials that are statistical or factual tabulations or data, instructions to staff that affect the public, final agency policy or determinations, or external audits.²⁹

DISCLOSURE

²³ Pub. Off. Law § 87(2).

²⁴ NYS Dep't of State, Committee on Open Government FOIL-AO-14095 (June 24, 2003); FOIL-AO-11934 (Feb. 2, 2000).

²⁵ Pub. Off. Law § 87(2)(a); see also 20 USC § 1232g.

²⁶ Pub. Off. Law § 87(2)(g).

²⁷ *Matter of Xerox Corp v. Town of Webster*, 65 N.Y.2d 131, 132 (1985).

²⁸ *Matter of Gould v. N.Y. City Police Dep't*, 89 N.Y.2d 267 (1996); *Matter of Jewish Press, Inc., v. N.Y. City Police Dep't*, 193 A.D.3d 461 (1st Dep't 2021).

²⁹ Pub. Off. Law § 87(2)(g).

PRACTICAL TAKEAWAYS

There are both positive and potentially problematic aspects to the use of email communications in a school district environment, and the breadth and complexity of electronic communications are continuously evolving. Therefore, to both serve and protect the interests of their school districts, it is important that school board members and other school officials:

1. Understand what is and is not permissible with respect to the content of emails they send and receive in their respective roles.
2. Comply with their responsibilities regarding the preservation of emails.
3. Avoid unintended effects that can result in a violation of the various laws discussed above.



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