Proposition 104 proposes amending the Colorado statutes to:

- require that local school boards or their representatives negotiate collective bargaining agreements in open meetings.

Summary and Analysis

**Colorado open meetings law.** Any meeting at which a state or local governmental body discusses public business or takes formal action must be open to the public, with certain exceptions. For example, if a governmental body is meeting to discuss issues such as personnel matters, security details, or real estate transactions, a closed meeting known as an executive session may be called. Governmental bodies may also go into executive session to determine positions on matters subject to negotiations, to develop negotiation strategy, and to instruct negotiators. A vote of two-thirds of the members present is required to enter executive session, and the topics to be discussed must be disclosed. Any final action on matters discussed in executive session must be taken in public.

**Collective bargaining and local governments.** Collective bargaining is the process of negotiating terms of employment between an employer and a group of employees or employee representatives. Many local governments have collective bargaining agreements with public employees such as firefighters, police officers, and public school personnel to determine pay, benefits, and working conditions. Collective bargaining agreements between school boards and school employees address a variety of other terms and conditions such as curriculum, instructional materials, and class size.

Under current law, the governing body of a local government may designate an employee or representative to negotiate a collective bargaining agreement, and there is no requirement that these negotiations take place in public. While a representative of a local school board may negotiate collective bargaining agreements in private, any final collective bargaining agreement must be voted on by the school board in a public meeting and posted on the Internet.

Approximately one-quarter of Colorado’s school districts, accounting for about three-quarters of the state’s public school students, have collective bargaining agreements.

**Changes proposed by Proposition 104.** Under this measure, school boards or their representatives are required to negotiate collective bargaining agreements in meetings that are open to the public. It is unclear whether the measure requires school boards to discuss their negotiation strategies in public. Proposition 104 only
applies to school districts and does not impact how other public bodies negotiate collective bargaining agreements.

For information on those issue committees that support or oppose the measures on the ballot at the November 4, 2014, election, go to the Colorado Secretary of State's elections center web site hyperlink for ballot and initiative information:
http://www.sos.state.co.us/pubs/elections/Initiatives/InitiativesHome.html

Argument For

1) Open meetings and transparency are basic principles of good government.
This measure upholds the public's right to be informed and provides additional public oversight of government spending. Current law requires that school districts post completed collective bargaining agreements online; however, negotiations to arrive at these agreements are largely held in private meetings. Holding collective bargaining negotiations in a public forum allows for greater understanding by the public and school employees of these proceedings.

Argument Against

1) Voters elect local school board members to determine what is best for the school district, and this measure removes the board's freedom and flexibility to choose how to negotiate with employees. Currently, school boards are allowed to discuss collective bargaining agreements in public, and some choose to do so. Negotiations over labor contracts can be difficult, complicated, and may include sensitive employment issues. If school boards are required to have these discussions in public, they may be at a disadvantage during the negotiations, making it harder to reach a final agreement.

Estimate of Fiscal Impact

Requiring school boards to modify negotiation practices related to collective bargaining agreements may increase local school districts' administrative workloads. The proposition applies to school districts and will not affect state spending or revenue.
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Last Draft as Mailed to Interested Parties

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Tyler Chafee, representing Local Schools, Local Choices:

To whom it may concern:

On behalf of the Local Schools, Local Choices committee, I submit the following comments on the second draft of the Blue Book for Initiative 124, Open School Board Meetings.

We appreciate the changes you made to the first two drafts to better clarify current law and the collective bargaining process. There are additional changes that would further clarify this and the impact of the measure.

Page 2, lines 9-16: We appreciate the revisions made to the argument against the measure. We are offering additional revisions to that strengthen the argument and better reflect the matter at hand.

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Thank you for the opportunity to comment. Please contact me with any questions.

Sincerely,

Tyler Chafee
Local Schools, Local Choices
tylerc@strategies360.com
720-436-7065
PROPOSITION #104
SCHOOL BOARD MEETING REQUIREMENTS
CONTACT LIST

Richard Brown
9032 East Amherst Drive
Denver, CO 80231
Phone: 303-695-6388
Email: dickscuba@gmail.com

Senator Morgan Carroll
Email: morgan.carroll.senate@state.co.us

Tyler Chafee
Strategies 360
1626 Wazee St., #200
Denver, CO 80202
Phone: 303-292-1222
Email: tylerc@strategies360.com

Athena Dalton
Policy Director
Senate Republicans
Phone: 303-866-4867
Email: athena.dalton@state.co.us

Ben Degrow
Independence Institute
13952 Denver West Parkway Bldg. 53, #400
Golden, CO 80401
Email: ben@i2i.org

Senator Rollie Heath
2455 Vassar Drive
Boulder, CO 80305
Email: rollie.heath.senate@state.co.us

Martha Houser
Deputy Executive Director
Colorado Education Association
1500 Grant Street
Denver, CO 80203
Phone: 303-837-1500 x133
MHouser@coloradoea.org

Mike Kraus
Independence Institute
13952 Denver West Parkway Bldg. 53, #400
Golden, CO 80401
Email: mike@i2i.org

Bob Lackner
Legislative Legal Services
200 E. Colfax, Room 091
Denver, CO 80203
Phone: 303-866-4350
Email: bob.lackner@state.co.us

Shayne Madsen
Jackson Kelly, PLLC
1099 18th Street, Suite 2150
Denver, CO 80202
Phone: 303-390-0012
Email: smadsen@jacksonkelly.com

Greg Romberg
Email: gregromberg@comcast.net

Senator Pat Steadman
1257 Corona Street
Denver, CO 80218
Email: pat.steadman.senate@state.co.us

Jane Urschel
Colorado Association of School Boards
1200 Grant Street
Denver, CO 80203-2306
Phone: 303-832-1000
Email: jurschel@casb.org
Proposition 104
School Board Meeting Requirements

Ballot Title: Shall there be a change to the Colorado Revised Statutes requiring any meeting of a board of education, or any meeting between any representative of a school district and any representative of employees, at which a collective bargaining agreement is discussed to be open to the public?

Be it Enacted by the People of the State of Colorado:

SECTION 1. 24-6-402 (1) (a) and (4) (e), Colorado Revised Statutes, are amended to read:

24-6-402. Meetings - open to public. (1) For the purposes of this section:

(a) (I) "Local public body" means any board, committee, commission, authority, or other advisory, policy-making, rule-making, or formally constituted body of any political subdivision of the state and any public or private entity to which a political subdivision, or an official thereof, has delegated a governmental decision-making function but does not include persons on the administrative staff of the local public body.

(II) NOTWITHSTANDING THE PROVISIONS OF SUBPARAGRAPH (I) OF THIS PARAGRAPH (A), IN ORDER TO ASSURE SCHOOL BOARD TRANSPARENCY "LOCAL PUBLIC BODY" SHALL INCLUDE MEMBERS OF A BOARD OF EDUCATION, SCHOOL ADMINISTRATION PERSONNEL, OR A COMBINATION THEREOF WHO ARE INVOLVED IN A MEETING WITH A REPRESENTATIVE OF EMPLOYEES AT WHICH A COLLECTIVE BARGAINING AGREEMENT IS DISCUSSED.

(4) The members of a local public body subject to this part 4, upon the announcement by the local public body to the public of the topic for discussion in the executive session, including specific citation to the provision of this subsection (4) authorizing the body to meet in an executive session and identification of the particular matter to be discussed in as much detail as possible without compromising the purpose for which the executive session is authorized, and the affirmative vote of two-thirds of the quorum present, after such announcement, may hold an executive session only at a regular or special meeting and for the sole purpose of considering any of the following matters; except that no adoption of any proposed policy, position, resolution, rule, regulation, or formal action, except the review, approval, and amendment of the minutes of an executive session recorded pursuant to subparagraph (II) of paragraph (d.5) of subsection (2) of this section, shall occur at any executive session that is not open to the public:

(e) (I) Determining positions relative to matters that may be subject to negotiations; developing strategy for negotiations; and instructing negotiators.

(II) THE PROVISIONS OF SUBPARAGRAPH (I) OF THIS PARAGRAPH (E) SHALL NOT APPLY TO A MEETING OF THE MEMBERS OF A BOARD OF EDUCATION OF A SCHOOL DISTRICT:

(A) DURING WHICH NEGOTIATIONS RELATING TO COLLECTIVE BARGAINING, AS DEFINED IN SECTION 8-3-104 (3), C.R.S., ARE DISCUSSED; OR

(B) DURING WHICH NEGOTIATIONS FOR EMPLOYMENT CONTRACTS, OTHER THAN NEGOTIATIONS FOR AN INDIVIDUAL EMPLOYEE’S CONTRACT, ARE DISCUSSED.

SECTION 2. 22-32-109.4, Colorado Revised Statutes, is amended BY THE ADDITION OF A NEW SUBSECTION to read:
22-32-109.4. "Colorado School Collective Bargaining Agreement Sunshine Act" - board of education - specific duties. (4) Any meeting of a board of education at which a collective bargaining agreement is discussed shall be open to the public and any notice required by section 24-6-402(2)(c), C.R.S., shall be given prior to the meeting.