

Date: January 22, 2008

Item No. 9

File No. 07096

## SUNSHINE ORDINANCE TASK FORCE

### AGENDA PACKET CONTENTS LIST\*

- Complaint by: Kimo Crossman v. Mayor's Office**
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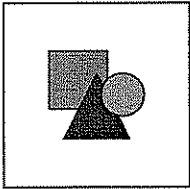
Completed by: Chris Rustom

Date: January 16, 2008

**\*This list reflects the explanatory documents provided**

~ Late Agenda Items (documents received too late for distribution to the Task Force Members)

\*\* The document this form replaces exceeds 25 pages and will therefore not be copied for the packet. The original document is in the file kept by the Administrator, and may be viewed in its entirety by the Task Force, or any member of the public upon request at City Hall, Room 244.



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## MEMORANDUM

January 14, 2008

*KIMO CROSSMAN v. THE MAYOR'S OFFICE (07096)*

### COMPLAINT

#### THE COMPLAINANT ALLEGES THE FOLLOWING FACTS:

On November 21, 2007, Kimo Crossman made a public records request to the Mayor's Office for Mayor Gavin Newsom's calendar for December 2007. On November 23, 2007, Kimo Crossman renewed his request and asked that the calendar be posted on the City website. As of November 29, 2007, Kimo Crossman stated that he did not receive a response from the Mayor's Office.

#### THE COMPLAINANT FILES THE COMPLAINT:

On November 29, 2007 Complainant Kimo Crossman filed a complaint against the Mayor's Office alleging violations of Sections 67.21(b), 67.21(l), and 67.21-1, of the Sunshine Ordinance and possibly California Public Records Action Section 6254.

#### APPLICABLE STATUTORY SECTIONS:

1. Sunshine Ordinance § 67.21 addresses general requests for public documents.
2. Sunshine Ordinance § 67.25 addresses Immediate Disclosure Requests.
3. Sunshine Ordinance § 67.26 deals with redaction of records.
4. Sunshine Ordinance § 67.27 addresses legal justification for withholding of records.
5. Sunshine Ordinance § 67.29.5 requires a Department Head to maintain a daily calendar that is a public record.
6. Sunshine Ordinance § 67.29-7 requires a Department Head to maintain and preserve documents and correspondence.
7. Sunshine Ordinance § 67.34 deals with willful failure to comply with the requirements of

**Memorandum**

the Sunshine Ordinance and the comparable state statutes to be Official Misconduct.

8. State Government Code § 6253 addresses requests for public records.
9. State Government Code § 6255 addresses legal justification for withholding of records.

**APPLICABLE CASE LAW:**

none

**ISSUES TO BE DETERMINED****1. FACTUAL ISSUES****A. Uncontested Facts:**

The parties agree to the following facts:

On November 21, 2007, Kimo Crossman made a public records request to the Mayor's Office for Mayor Gavin Newsom's calendar for December 2007. On November 23, 2007, Kimo Crossman renewed his request and asked that the calendar be posted on the City website.

The Task Force must determine what facts are true.

**i. Relevant facts in dispute: Whether the Mayor's Office complied with the Sunshine Ordinance and the State Public Records Act.**

**QUESTIONS THAT MIGHT ASSIST IN DETERMINING FACTS:**

1. What is the statutory authority that justifies non-disclosure of the requested records?
  
2. **LEGAL ISSUES/ LEGAL DETERMINATIONS:**
  - **Were sections of the Sunshine Ordinance, Brown Act, and/or Public Records Act violated?**
  - **Was there an exception to the Sunshine Ordinance, under State, Federal, or case law?**

**Memorandum**

**CONCLUSION**

THE TASK FORCE FINDS THE FOLLOWING FACTS:

THE TASK FORCE FINDS THAT THE ALLEGED VIOLATIONS TO BE **TRUE OR NOT TRUE.**

**Memorandum****ATTACHED STATUTORY SECTIONS FROM CHAPTER 67 OF THE SAN FRANCISCO ADMINISTRATIVE CODE (THE SUNSHINE ORDINANCE) UNLESS OTHERWISE SPECIFIED**

Section 67.21 addresses general requests for public documents.

This section provides:

(a) Every person having custody of any public record or public information, as defined herein, ... shall, at normal times and during normal and reasonable hours of operation, without unreasonable delay, and without requiring an appointment, permit the public record, or any segregable portion of a record, to be inspected and examined by any person and shall furnish one copy thereof upon payment of a reasonable copying charge, not to exceed the lesser of the actual cost or ten cents per page.

(b) A custodian of a public record shall as soon as possible and within **ten days** (emphasis added) following receipt of a request for inspection or copy of a public record, comply with such request. Such request may be delivered to the office of the custodian by the requester orally or in writing by fax, postal delivery, or e-mail. If the custodian believes the record or information requested is not a public record or is exempt, the custodian shall justify withholding any record by demonstrating, in writing as soon as possible and within ten days following receipt of a request, that the record in question is exempt under express provisions of this ordinance.

Section 67.25 provides:

a.) Notwithstanding the 10-day period for response to a request permitted in Government Code Section 6256 and in this Article, a written request for information described in any category of non-exempt public information shall be satisfied no later than the close of business on the day following the day of the request. This deadline shall apply only if the words "Immediate Disclosure Request" are placed across the top of the request and on the envelope, subject line, or cover sheet in which the request is transmitted. Maximum deadlines provided in this article are appropriate for more extensive or demanding requests, but shall not be used to delay fulfilling a simple, routine or otherwise readily answerable request.

b.) If the voluminous nature of the information requested, its location in a remote storage facility or the need to consult with another interested department warrants an extension of 10 days as provided in Government

**Memorandum**

Code Section 6456.1, the requestor shall be notified as required by the close of business on the business day following the request.

c.) The person seeking the information need not state his or her reason for making the request or the use to which the information will be put, and requesters shall not be routinely asked to make such a disclosure. Where a record being requested contains information most of which is exempt from disclosure under the California Public Records Act and this article, however, the City Attorney or custodian of the record may inform the requester of the nature and extent of the non-exempt information and inquire as to the requester's purpose for seeking it, in order to suggest alternative sources for the information which may involve less redaction or to otherwise prepare a response to the request

Section 67.26 provides:

No record shall be withheld from disclosure in its entirety unless all information contained in it is exempt from disclosure under express provisions of the California Public Records Act or of some other statute. Information that is exempt from disclosure shall be masked, deleted or otherwise segregated in order that the nonexempt portion of a requested record may be released, and keyed by footnote or other clear reference to the appropriate justification for withholding required by section 67.27 of this article. This work shall be done personally by the attorney or other staff member conducting the exemption review. The work of responding to a public-records request and preparing documents for disclosure shall be considered part of the regular work duties of any city employee, and no fee shall be charged to the requester to cover the personnel costs of responding to a records request.

Section 67.27 provides:

Any withholding of information shall be justified in writing, as follows:

- a.) A withholding under a specific permissive exemption in the California Public Records Act, or elsewhere, which permissive exemption is not forbidden to be asserted by this ordinance, shall cite that authority.
- b.) A withholding on the basis that disclosure is prohibited by law shall cite the specific statutory authority in the Public Records Act of elsewhere.
- c.) A withholding on the basis that disclosure would incur civil or criminal liability shall cite any specific statutory or case law, or any other public agency's litigation experience, supporting that position.
- d.) When a record being requested contains information, most of which is exempt from disclosure under the California Public Records Act and this Article, the custodian shall inform the requester of the nature and

**Memorandum**

extent of the nonexempt information and suggest alternative sources for the information requested, if available.

Section 67.29-5 provides:

The Mayor, the City Attorney, and every Department Heads shall keep or cause to be kept a daily calendar wherein is recorded the time and place of each meeting or event attended by that official, with the exclusion of purely personal or social events at which no city business is discussed and that do not take place a city Offices or at the offices or residences of people who do substantial business with or are otherwise substantially financially affected by actions of the city. For meetings not otherwise publicly recorded, that calendar shall include a general statement of issues discussed. Such calendars shall be public records and shall be available to any requester three business days subsequent to the calendar entry date.

Section 67.29-7 provides:

The Mayor and all Department Heads shall maintain and preserve in a professional and businesslike manner all documents and correspondence, including but not limited to letters, e-mails, drafts, memorandum, invoices, reports and proposals and shall disclose all such records in accordance with this ordinance.

Section 67.34 addresses willful failure as official misconduct.

The willful failure of any elected official, department head, or other managerial city employee to discharge any duties imposed by the Sunshine Ordinance, the Brown Act or the Public Records Act shall be deemed official misconduct. Complaints involving allegations of willful violations of this ordinance, the Brown Act or the Public Records Act by elected officials or department heads of the City and County of San Francisco shall be handled by the Ethics Commission.

**THE CALIFORNIA PUBLIC RECORDS ACT IS LOCATED IN THE STATE GOVERNMENT CODE SECTIONS 6250 ET SEQ. ALL STATUTORY REFERENCES, UNLESS STATED OTHERWISE, ARE TO THE GOVERNMENT CODE.**

Section 6253 provides.

a.) Public records are open to inspection at all times during the office hours of the state or local agency and every person has a right to inspect any public record, except as hereafter provided. Any reasonably segregable portion of a record shall be available for inspection by any person requesting the records after deletion of the portions that are exempted by law.

**Memorandum**

b.) Except with respect to public records exempt from disclosure by express provisions of law, each state or local agency, upon a request for a copy of records that reasonably describes an identifiable record or records, shall make the records promptly available to any person upon payment of fees covering direct costs of duplication, or a statutory fee if applicable. Upon request, an exact copy shall be provided unless impracticable to do so.

c.) Each agency, upon a request for a copy of records, shall within 10 days from receipt of the request, determine whether the request, in whole or in part, seeks copies of disclosable public records in the possession of the agency and shall promptly notify the person making the request of the determination and the reasons therefore....

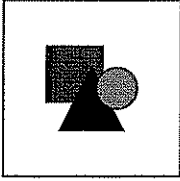
d.) Nothing in this chapter shall be construed to permit an agency to delay or obstruct the inspection or copying of public records. The notification of denial of any request for records required by Section 6255 shall set forth the names and titles or positions of each person responsible for the denial.

Section 6255 provides:

a.) The agency shall justify withholding any record by demonstrating that the record in question is exempt under express provisions of this chapter or that on the facts of the particular case the public interest served by not disclosing the record clearly outweighs the public interest served by disclosure of the record.

b.) A response to a written request for inspection or copies of public records that includes a determination that the request is denied, in whole or in part, shall be in writing.





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December 28, 2007

Sue Cauthen, Chair  
Members of the Complaint Committee

Re: Kimo Crossman v. Mayor's Office (07096)

Dear Chair Cauthen and Members of the Complaint Committee:

This letter addresses the issue of whether the Sunshine Ordinance Task Force ("Task Force") has jurisdiction over the complaint of Kimo Crossman against the San Francisco Mayor's Office.

### BACKGROUND

On November 21, 2007, Kimo Crossman made a public records request to the Mayor's Office for Mayor Gavin Newsom's calendar for December 2007. On November 23, 2007, Kimo Crossman renewed his request and asked that the calendar be posted on the City website. As of November 29, 2007, Kimo Crossman stated that he did not receive a response from the Mayor's Office.

### COMPLAINT

On November 29, 2007 Complainant Kimo Crossman filed a complaint against the Mayor's Office alleging violations of the Sunshine Ordinance.

### SHORT ANSWER

Based on Complainant's allegation and the applicable sections of the Sunshine Ordinance and the California Public Records Act, which are cited below, the Sunshine Ordinance Task Force *does* have jurisdiction over the allegation. The allegations are covered under 67.21 and 67.29-5 of the Ordinance.

### DISCUSSION AND ANALYSIS

Article I Section 3 of the California Constitution as amended by Proposition 59 in 2004, the State Public Records Act, the State Brown Act, and the Sunshine Ordinance as amended by Proposition G in 1999 generally covers the area of Public Records and Public Meeting laws that the Sunshine Ordinance Task Force uses in its work.

The Sunshine Ordinance is located in the San Francisco Administrative Code Chapter 67. All statutory references, unless stated otherwise, are to the Administrative Code.

Letter to the Complaint Committee  
Page 2  
December 28, 2007

Section 67.21 generally covers requests for documents and Section 67.29-5 covers the responsibility of the Mayor and every Department Head to keep a daily calendar.

In this case Kimo Crossman alleges that he made several requests for the calendar of Mayor Gavin Newsom and did not receive a response to his requests. The Task Force has subject matter jurisdiction over this complaint and will have to determine if the Mayor's Office violated the Ordinance.



"Kimo Crossman"  
 <kimo@webnetic.net>  
 11/29/2007 10:08 PM

"SOTF" <sotf@sfgov.org>, "Joe Arellano"  
 To <Joe.Arellano@sfgov.org>, "Nathan Ballard"  
 <Nathan.Ballard@sfgov.org>  
 "Allen Grossman" <grossman356@mac.com>,  
 cc <home@prof.org>, "Wayne Lanier"  
 <w\_lanier@pacbell.net>, <Pmonette-shaw@earthlink.net>,  
 bcc  
 Subject Sunshine Complaint - Newsom's December 2007 calendar

Submitted on: 11/29/07

Department: Mayor's Office

Public\_Records\_Violation: Yes

Public\_Meeting\_Violation: No

Meeting\_Date: n/A

Section(s)\_Violated:, 67.21 b, 67.21 l, 67.21-1, 6254?

Description: I requested Mr. Newsom's December 2007 calendar and his office has not responded to my request even after multiple reminders. So failure to respond to a request, and failure to produce public records. I asked for the Calendars to be posted on the city website

Please note, I am asking for ALL CALENDARS not just the one stored in Lotus Notes

Please include attached email in the records for this complaint.

Hearing: Yes

Date: 11/29/07

Name: Kimo Crossman

Address:

City:

Zip:

Phone:

Email: kimo@webnetic.net

Anonymous:

----- Message from "Kimo Crossman" <kimo@webnetic.net> on Wed, 28 Nov 2007 04:26:15 -0800 -----

To: "Joe Arellano" <Joe.Arellano@sfgov.org>, "Nathan Ballard"  
 <Nathan.Ballard@sfgov.org>  
 <home@prof.org>, "Allen Grossman" <grossman356@mac.com>, "Wayne Lanier"  
 cc: <w\_lanier@pacbell.net>, "Amanda Witherell" <amanda@sfbg.com>  
 Subject: OVERDUE: Immediate Disclosure Request Gavin Newsom Calendar December 2007

From: Kimo Crossman [mailto:kimo@webnetic.net]  
 Sent: Friday, November 23, 2007 6:00 AM  
 To: 'Joe Arellano'; 'Nathan Ballard'

**Cc:** 'home@prosf.org'; 'Allen Grossman'; 'Wayne Lanier'; 'Amanda Withere,  
**Subject:** RE: Immediate Disclosure Request Gavin Newsom Calendar December 2007

Rather than emailing me this information, Per 67.21 (1) & 67.21-1 please post this information on the city website..

*(1) Inspection and copying of documentary public information stored in electronic form shall be made available to the person requesting the information in any form requested which is available to or easily generated by the department, its officers or employees, including disk, tape, printout or monitor at a charge no greater than the cost of the media on which it is duplicated. Inspection of documentary public information on a computer monitor need not be allowed where the information sought is necessarily and unseparably intertwined with information not subject to disclosure under this ordinance. Nothing in this section shall require a department to program or reprogram a computer to respond to a request for information or to release information where the release of that information would violate a licensing agreement or copyright law.*

**SEC. 67.21-1. POLICY REGARDING USE AND PURCHASE OF COMPUTER SYSTEMS.**

*(a) It is the policy of the City and County of San Francisco to utilize computer technology in order to reduce the cost of public records management, including the costs of collecting, maintaining, and disclosing records subject to disclosure to members of the public under this section. To the extent that it is technologically and economically feasible, departments that use computer systems to collect and store public records shall program and design these systems to ensure convenient, efficient, and economical public access to records and shall make public records easily accessible over public networks such as the Internet.*

*(b) Departments purchasing new computer systems shall attempt to reach the following goals as a means to achieve lower costs to the public in connection with the public disclosure of records:*

*(1) Implementing a computer system in which exempt information is segregated or filed separately from otherwise disclosable information.*

*(2) Implementing a system that permits reproduction of electronic copies of records in a format that is generally recognized as an industry standard format.*

*(3) Implementing a system that permits making records available through the largest non-profit, non-proprietary public computer network, consistent with the requirement for security of information.*

**From:** Kimo Crossman [mailto:kimo@webnetic.net]  
**Sent:** Wednesday, November 21, 2007 5:06 PM  
**To:** 'Joe Arellano'; 'Nathan Ballard'  
**Cc:** 'home@prosf.org'; 'Allen Grossman'; 'Wayne Lanier'  
**Subject:** Immediate Disclosure Request Gavin Newsom Calendar December 2007

Immediate Disclosure Request

Under Sunshine, CPRA and Prop 59, I am requesting all calendars maintained by and for Mr. Newsom for December 2007. This includes personal calendars which contain city business.

Please provide these calendars in their original electronic format or as scanned PDF if only exists in paper format. Please keep redactions to what are minimally legally permitted including a footnote and legal basis for each Redaction.

Please provide calendars in their most detailed hourly, meeting level rather than weekly or monthly views.

Please email this information to me on a daily incremental basis

