



Texas Association of School Boards

Legal Services

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Serving Texas Schools Since 1949

Open Meetings Act Basic Principles

Q: What is the Texas Open Meetings Act?

A: The Texas Open Meetings Act (“OMA” or “the Act”), Chapter 551 of the Texas Government Code, requires that meetings of all governmental bodies must be open to the public except for expressly authorized closed sessions. Amongst many other requirements, the OMA generally provides that the public must be given notice of the time, place, and subject matter of meetings of governmental bodies. Tex. Gov’t Code §§ 551.002, .041.

The purpose of the OMA is to ensure that when governmental bodies hold meetings to exercise their powers, the public will have access to these meetings and have the opportunity to be informed concerning the transactions of public business. *Fielding v. Anderson*, 911 S.W.2d 858, 864 (Tex. App.—Eastland 1995, writ denied); *Toyah Indep. Sch. Dist. v. Pecos-Barstow Indep. Sch. Dist.*, 466 S.W.2d 377 (Tex. Civ. App.—San Antonio 1971, no writ).

Q: Is the board of trustees of an independent school district subject to the Act?

A: Yes. A school district board of trustees is defined by the OMA as a governmental body subject to the Act. Therefore, the board of trustees of a public independent school district must comply with the requirements of the Act when holding a meeting. Tex. Gov’t Code § 551.001(3)(E).

Q: Is the board of trustees of an open-enrollment charter school subject to the Act?

A: Yes. The attorney general has ruled that an open-enrollment charter school (OECS) is required by the Texas Education Code to comply with the OMA and, therefore, is considered to be a governmental body for the purpose of complying with the Act. Op. Tex. Att’y Gen. No. GA-1079 (2014).

Q: Why are meetings so important to a school board?

A: A school board must hold meetings in order to exercise its statutory powers. A common-law rule predating enactment of the OMA established that decisions entrusted to governmental bodies must be made by the body as a whole at a properly called meeting. Meetings allow each board member an opportunity to state his or her views to other board members so that the public can see that the final decision by the board of trustees reflects a composite

judgment of the body as a whole. Furthermore, the authority vested in a governmental body may be exercised only at a meeting of a quorum of its members in order to bind the body to any decision. *Webster v. Tex. & Pac. Motor Transp. Co.*, 166 S.W.2d 75 (Tex. 1942).

Q: *When is a meeting subject to the OMA?*

A: A **meeting** of the school board is required to comply with the OMA if the meeting:

(1) is a ***deliberation***:

- (i) between a quorum of a governmental body, or between a quorum of a governmental body and another person; and
- (ii) during which public business or public policy over which the governmental body has supervision or control is discussed or considered or during which the governmental body takes formal action. Tex. Gov't Code § 551.001(4)(A).

or

(2) is a ***gathering***:

- (i) that is conducted by the governmental body or for which the governmental body is responsible;
- (ii) at which a quorum of members of the governmental body is present;
- (iii) that has been called by the governmental body; and
- (iv) at which the members receive information from, give information to, ask questions of, or receive questions from any third person, including an employee of the governmental body, about the public business or public policy over which the governmental body has supervision or control. Tex. Gov't Code § 551.001(4)(B).

Q: *What is public business?*

A: The OMA does not specifically define the term “public business” although it is referenced several times in the Act in the definition of a meeting. Black’s Law Dictionary defines the term “public” as “relating or belonging to an entire community, state, or nation; open or available for all to use, share, or enjoy.” *Black’s Law Dictionary* (9th ed. 2010). Interpreted broadly, the “public business” of a school district could include virtually any subject area in which a school district has any type of interest.

Q: *What may be considered public business of a school district?*

A: Public business of a school district that would be covered by the OMA would certainly include matters over which a school board has been given authority to govern. In general, the Texas Education Code authorizes the creation of independent school districts to implement the state’s public education and ensure student performance. To fulfill this

obligation, a board of trustees as a body corporate is vested with full legal authority to oversee management of its school district. This includes selecting a superintendent to implement and monitor plans, procedures, programs, and systems to achieve the board's desired results in district operations. The board's oversight of the superintendent, together with the superintendent's oversight of campus administrators and district- and campus-level committees, all contribute to overall operation and progress of the district. Tex. Educ. Code §§ 11.002, .011, .051.

Examples of other public business over which the board of trustees may govern include, but are not limited to:

- Acquire and hold real and personal property;
- Sue and be sued;
- Receive bequests and donations or other moneys or funds coming legally into their hands;
- Exclusively govern and oversee the management of the public schools of the district;
- Adopt rules and bylaws necessary to carry out its powers and duties; and
- Request the assistance of the attorney general on any legal matter and pay any costs associated with the assistance.

Additionally, the board of trustees are vested with other specific powers and duties that include adopting annual budgets and tax rates, and conducting elections as required by law. See Tex. Educ. Code §§ 11.151-.1511 (enumerating general and specific powers and duties of the board of trustees of a school district).

Q: Are there any times that a quorum of the school board may communicate about school business outside of a properly called meeting?

A: The only method by which board members may communicate as a quorum without violating the Act is to communicate on an online message board established by the district that meets all of the requirements of Texas Government Code section 551.006.

Q: What are the consequences of not complying with the OMA?

A: If a school board violates the OMA, any action taken by the school board in violation of the Act is voidable and may be invalidated or reversed by the courts. Tex. Gov't Code § 551.141; Tex. Att'y Gen. Op. No. JM-985 (1988).

Although a board can attempt to later ratify prior action that may not have fully complied with the Act, it does not render an issue moot as a court may still declare that the school board violated the OMA and compel it to publicly disclose all transcripts, minutes, recordings and other evidence of closed meetings; require it to comply with the OMA in the future; or order it to pay attorney fees. *See Lower Colo. River Auth. V. City of San Marcos*, 523 S.W.2d 641 (Tex. 1975) (finding the Authority's action to increase electric rates was effectuated only from the date of the subsequent lawful meeting); *but see City of Farmers Branch v. Ramos*, 235 S.W.3d 462 (Tex. App.—Dallas 2007, no pet.) (finding that repealing an action resulting from an illegal deliberation and retaking it at a later date does not vindicate the rights protected by the OMA and will not moot the issue).

Q: May violations of the OMA result in criminal and civil penalties against the board or individual board members?

A: Yes. Violations of the OMA may result in the following penalties:

- A board member found to knowingly call or aid in calling, closing or aiding in closing, or participating in a closed meeting that is not authorized by the Act, commits a criminal offense punishable by a fine of \$100 to \$500, imprisonment in the county jail for one to six months, or both. A member will be subject to criminal penalties for violating this statute even if the member was not aware that the meeting was not authorized by the Act. Tex. Gov't Code § 551.144(a)-(b); *Tovar v. State*, 978 S.W.2d 584 (Tex. Crim. App. 1998) (en banc).
- A board member who knowingly conspires to circumvent the Act by meeting in numbers less than a quorum for secret deliberations commits a criminal offense punishable by a fine of \$100 to \$500, imprisonment in the county jail for one to six months, or both. Tex. Gov't Code § 551.143.
- A board member who participates in a closed meeting knowing that a certified agenda or recording of the closed meeting is not being kept commits a Class C misdemeanor, punishable by a fine not to exceed \$500. Tex. Gov't Code § 551.145; Tex. Penal Code § 12.23.
- Any individual without lawful authority who knowingly discloses to a member of the public a certified agenda or recording of a closed meeting commits a Class B misdemeanor punishable by a fine not to exceed \$2,000, jail confinement not to exceed 180 days, or both. Tex. Gov't Code § 551.146; Tex. Penal Code § 12.22.

Q: Who may bring an action against the school district for OMA violations?

A: Any interested person, including a member of the news media, may bring an action by mandamus or injunction to stop, prevent, or reverse a violation or threatened violation of the OMA by board members, the district may have to pay costs of litigation and reasonable attorney fees if it does not substantially prevail in the action. Tex. Gov't Code § 551.142.

Q: *In disputes, must the courts construe the Act liberally in favor of open government?*

A: Yes. The provisions of the OMA have been found to require literal compliance, and courts will interpret the Act liberally in favor of open government when in dispute. *City of Farmers Branch v. Ramos*, 235 S.W.3d 462 (Tex. App.—Dallas 2007, no pet.); *City of Laredo v. Escamilla*, 219 S.W.3d 14, 19 (Tex. App.—San Antonio 2006, pet. denied); *Willmann v. City of San Antonio*, 123 S.W.3d 469, 473 (Tex. App.—San Antonio 2003, pet. denied); *Toyah Indep. Sch. Dist. v. Pecos-Barstow Indep. Sch. Dist.*, 466 S.W.2d 377, 380 (Tex. Civ. App.—San Antonio 1971, no writ).

Q: *Which policies in our board policy manual address the OMA?*

A: Review the BE series in your district’s policy manual.

Q: *Where can I get more information about the OMA?*

A: The office of the [attorney general](#) is the primary source of information related to the OMA.¹ Supplemental resources from TASB related to school board meetings are available on the TASB [Store](#)² or TASB [School Law eSource](#).³ School district trustees and administrators may contact TASB Legal Services at 800.580.5345.

For more information on this and other school law topics,
visit TASB School Law eSource online at schoolawesource.tasb.org.

This document is provided for educational purposes only and contains information to facilitate a general understanding of the law. It is not an exhaustive treatment of the law on this subject nor is it intended to substitute for the advice of an attorney. Consult with your own attorneys to apply these legal principles to specific fact situations.

¹ texasattorneygeneral.gov/.

² store.tasb.org/.

³ tasb.org/Services/Legal-Services/TASB-School-Law-eSource.aspx.