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10	IN THE SUPREME COURT OF T	HE STATE OF NEVADA
11	COMSTOCK RESIDENTS	
12	ASSOCIATION, JOE MCCARTHY,	
13		G + GF > Y 0 - F 0 - F 0
14	Appellants,	CASE NO. 70738
15	VS.	
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17	LYON COUNTY BOARD OF COMMISSIONERS,	
18	COMMINISSIOTALINS,	
19	Defendant-Respondent,	
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APPELLANT'S REPLY BRIEF

Appellant(s),

COMSTOCK

the

RESIDENTS ASSOCIATION, JOE MCCARTHY by

through the undersigned counsel, and hereby file the following

Appellant's Reply Brief pursuant to Nevada Rule of Appellate

Procedure ("NRAP") 28, seeking that the Court reverse the Order

(JA at 175) issued in Docket No. 14-CV-01304 by the Third

Judicial District Court June 14, 2016 in favor of Respondent

Lyon County Board of Commissioners, a political subdivision of

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COMES

the State of Nevada.

NOW

APPELLANT CRA'S REPLY BRIEF

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1	TABLE OF CONTENTS
2 3	Page 1 – I. Introduction
4	Page 2 – II. Argument
56	Page 2 - A. NRPA's "Open to Inspection" Clause Does Not
7 8	Operate to Shield Disclosure of Public Records held on Personal
9	Accounts or Devices
10 11	Page 4 – B. Lyon County Fails to Prove Employees and Officers
12	Lack Sufficient Control Over Their Own Devices and Accounts
13 14	Page 9 - C. NPRA Is Not Limited to Records Of "Official
15	Actions"
16 17	Page 11 – D. No Case Provides Lyon County Refuge
18	Page 14 – E. Deleted Regulatory Definition Is Inapplicable
19 20	Page 19 – F. No "Practical Limitations" Exist
21	Page 22 - G. Disclosing Public Records Does Not Violate
2223	Individual Rights to Privacy
24	Page 24 – III. Conclusion
2526	
2728	

1	TABLE OF AUTHORITIES
2	
3	1. Statutes
4	a. NRS 239.001 – Page 8, 9
5	b. NRS 239.005 – Page 14
6	c. NRS 239.008 – Page 16
	d. NRS 239.010 – Page 3, 17
7	e. NRS 239.0107 – Page 3, 9
8	f. NRS 239.125 – Page 16
9	g. NRS 378.255 – Page 16
10	h. Cal. Gov. Code § 6252 – Page 13
11	2. Cases
12	
13	a. City of Ontario v. Quon, 560 U.S. 746, 130 S.Ct. 2619 (2010) – Page 24
14	b. City of Champaign v. Lisa Madigan, 992 N.E.2d 629
15	(Ill. App. Ct. 4th Dist. 2013) – Page 6
16	c. Competitive Enterprise Institute v. Office of Science
	and Technology Policy, 827 F.3d 145 (D.C. Cir. 2016)
17	– Page 6, 12, 24
18	d. DR Partners v. Board of County Commissioners, 116
19	Nev. 616, 6 P.3d 465 (2000) – Page 10, 21
20	e. Judicial Watch, Inc., v. U.S. Department of Justice, District Of Columbia District Court, Filed: 01/05/2017
21	- Case# 1:17-cv-00029-EGS – Page 6
22	f. Las Vegas Police Department v. Blackjack Bonding,
23	131 Nev, 343 P.3d 608, n.4 (2015) – Page 7, 10, 14, 17, 23
24	g. Nissen v. Pierce County, 183 Wn.2d 863, 357 P.3d 45
25	(Wash. 2015) – Page 6, 11, 22
26	h. Nevada Policy Research Inst., Inc. v. Clark County
27	Sch. Dist., No. 64040, 2015 WL 3489473 (Nev. May
	29, 2015) (unpublished opinion) – Page 14, 17
28	i. O'Neill v. City of Shoreline, 170 Wn.2d 138, 150, 240

1	P.3d 1149 (2010) – Page 6
2	j. PERS v. Reno Newspapers, Inc., 313 P.3d 221, 223-
3	224 (2013) – Page 9 k. <i>Reno Newspapers, Inc. v. Gibbons</i> , 127 Nev. 873, 266
4	P.3d 623 (2011) – Page 10, 12, 13, 21
5	1. Reno Newspapers, Inc. v. Haley, 234 P.3d 922 (Nev.
6	2010) – Page 21
7	m.Riley v. California, 134 S.Ct. 2473 (2014) – Page 22
8	
9	3. Rules and Regulations
10	a. NAC 239.041 – Page 8
11	b. NAC 239.091 – Page 15, 17, 18
12	c. NAC 239.101 – Page 15
13	d. NAC 239.106 – Page 14
	e. NAC 239.143 – Page 8
14	f. NAC 239.620 – Page 7
15	g. NAC 239.866 – Page 7
16	h. NAC 239.860-869 - Page 17
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I. INTRODUCTION

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We begin this Reply Brief with the central issue before the Court: when public employees and officials use personal electronic devices and accounts to conduct the public's business, are records created and stored on such devices subject to disclosure under the Nevada Public Records Act, Nevada Revised Statues ("NRS") Chapter 239 (hereinafter "NPRA")? The question presently is not, as framed by Respondent: "are emails and cellular telephone communications to and from private electronic devices and email accounts public records under the [NPRA]?" Answering Brief at 5. Lyon County's statement of the issue is a red herring because CRA does not seek disclosure of purely private records or communications from Lyon County staff Instead, CRA seeks all public records relating to or officers. the conduct of Lyon County's official business with Comstock Mining Inc. (CMI) and its land use applications. Only by obfuscating the question before the Court may Respondent Lyon County argue that what are clearly public records suddenly lose

their status when taken home by a public employee, sent by a Commissioner to a personal account, or created by the County Manager on a personal device, despite it being a record of official County business. Lyon County's legal theories in support of a blanket policy against disclosure where such records are created or held on personal devices or accounts are inconsistent with both the spirit and the letter of Nevada's public records laws.

II. ARGUMENT

A. NRPA's "Open to Inspection" Clause Does Not Operate to Shield Disclosure of Public Records held on Personal Accounts or Devices

NRS 239.010(1) contains the NRPA's fundamental legislative commandment: public records shall be open to public inspection. Lyon County seeks to twist the meaning of this commandment to shield records that may not be readily available for instantaneous inspection by the public. Answering Brief at 12-13. As discussed in CRA's Opening Brief (at 33-34), the Legislature has already precluded this argument by modifying the immediate inspection language in subsequent provisions to allow jurisdiction time to

review written public requests for five days and thereafter produce records if more time is needed for records not readily available. NRS 239.0107. Lyon County cites no case allowing a governmental entity refuse disclosure because the records are not immediately available. Moreover, no case holds that the government must allow inspection of the records where they are physically located. For state agencies, physical inspection occurs in a "suitable space." NAC 239.866.

Thus, Lyon County's unfounded fear, that the public will go trooping through the homes and private offices of public employees and officers, will not occur. The NPRA does not permit this to occur in "public" spaces either. Instead, if employees or officers that use their private devices and accounts to conduct the public business, they are required to search for and produce such public records in a timely fashion. This straightforward reading of the NRS 239.010 harmonizes the provisions of the act and "liberally construe[s the NRA] to

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maximize the public's right of access" and narrowly construe any limitation. NRS 239.001.

B. Lyon County Fails to Prove Employees and Officers Lack Sufficient Control Over Their Own Devices and Accounts

CRA only requests access to public records that are within the custody and control of public agencies, their employees or officers under NRS 239.010(4). Thus, CRA requests that employees or officers who utilize their personal devices or accounts to make a good faith search for the records in response to a valid public records request. Lyon County contends, (without citation to any evidence) "[t]he records are not within the Legal Custody or Control of the Commissioners, Employees or County." Answering Brief at 13. Later, Lyon County softens this position, admitting public officials and staff "may" have sufficient control over their devices and accounts, but CRA has not proven it. Answering Brief at 17.

Lyon County errs by ignoring pertinent facts, and by shifting the burden on CRA to prove the details of the Commissioners and

staff's own accounts and personal devices, which the record shows and Lyon County admits were used to conduct the public's business. JA 155; see also Answering Brief at 8. As Lyon County admits the devices and accounts were the personal accounts of the Commissioners, it is imminently reasonable to conclude that they have, or at the time CRA's public records request was made, had sufficient access and control to access and produce the responsive documents.

The record contains clear examples for this straightforward proposition. For example, Lyon County does provide cellular phones to some of their staff. JA 155, Opening Brief at 8. When Lyon County provided CRA with its responsive documents, it provided some cellular records from those devices, establishing that the that the account holder for those devices has and had adequate control sufficient to respond to a public records request. Similarly, the Commissioners did produce some records from their personal email in response to CRA's NPRA request account; proving the account holders have and had sufficient access and

control. See Open Brief at 8, "Numerous emails received by the County Commissioners on private email accounts were included in the public records response provided by the County."

Indeed, other courts have routinely ordered officials or employees to produce or preserve public records stored on their personal devices or accounts without apparent evidence of the contractual specifics Lyon County claims are necessary. See e.g., Competitive Enterprise Institute v. Office of Science and Technology Policy, 827 F.3d 145 (D.C. Cir. 2016); O'Neill v. City of Shoreline, 170 Wn.2d 138, 150, 240 P.3d 1149 (2010); Nissen v. Pierce County, 183 Wn.2d 863, 357 P.3d 45 (Wash. 2015); City of Champaign v. Lisa Madigan, 992 N.E.2d 629 (Ill. App. Ct. 4th Dist. 2013). On January 18, 2017, Judge Emmet G. Sullivan of the U.S. District Court District of Columbia issued a Minute Order in Judicial Watch, Inc., v. U.S. Department of Justice, Case# 1:17cv-00029-EGS, which instructed an Assistant US Attorney

¹Lyon County's Answering Brief never addresses that the County produced public records from some Commissioners from their private accounts or devices while at the same time arguing that other similar records are either inaccessible or private.

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General to preserve potential agency records in his Gmail account, should any exist, that could be responsive to Freedom of Information Act requests.

Lyon County relies on the regulatory definition of "legal custody" (NAC 239.041) to argue that only records under custody of the County Clerk are subject to disclosure under a NPRA request. Opening Brief at 14. This regulatory definition does not and therefore offers Lyon County ddress "control" ustification for withholding the requested public records.2 Secondly, as noted in CRA's Opening Brief, (at 33-34), the authority of the State Library and Archives Administrator ("State Archivist") to adopt definitions for NRS Chapter 239 extends only o a program to aid local governmental entities to adopt records nanagement programs, not a limit on the obligations to disclose public records under NRS 239.010. Thirdly, the definition itself is

^{24 25 2} This Court rejected a similar attempt to use NAC 239.866

definition of "Legal Custody" for state agencies to excuse a local government's disclosure obligation. Las Vegas Police

Department v. Blackiack Bonding, 131 Nev. 343 P.3d 608

Department v. Blackjack Bonding, 131 Nev. ____, 343 P.3d 608, n.4 (2015).

meaningless in the public records disclosure context, as it simply defines "legal custody" as the "rights and responsibilities" for each local government department head "charged with the care, custody and control" of a record. NAC 239.041. It does not limit the obligations under NRS 239.001 to produce records but only sets up the records management responsibilities set forth subsequently in NAC 239.143 et seq. Finally, this Court should interpret NAC 239.041 – if it finds it relevant to NRS 239.001 obligations - broadly to allow public access. Lyon County's attempt to limit disclosure responsibilities to only those records in the custody of the County Clerk is inconsistent with the public policy of broad access to public records provided in the NPRA.

In the end, Lyon County concedes it may be that Commissioners and employees have sufficient control over their devices and accounts to respond. Answering Brief at 17. Indeed the County never seriously contends the Commissioners and employees lack the authority or ability to pull records from their personal devices and accounts. Instead, Lyon argues CRA has not

proven that Lyon County has custody and control over these records. *Id*. However, in order to avoid producing these otherwise clearly public records, Lyon County bears the burden to prove that its Commissioners or employees lack adequate control over the requested records. *PERS v. Reno Newspapers, Inc.*, 313 P.3d 221, 223-224 (2013); NRS 239.0107. Even if the burden were to lay with CRA, as demonstrated above, sufficient evidence exists to show that the Commissioners have adequate custody and control of their own devices and accounts to respond to CRA's NPRA request.

C. NPRA Is Not Limited to Records Of "Official Actions"

Lyon County argues that a series of regulatory definitions – promulgated by the State Archivist for records management purposes – limits the reach of the NPRA to only those records that reflect an official government action. Answering Brief at 19-20. Lyon County asserts that all records of communication between Commissioners, staff and third parties are not records subject to

the NRPA because they are not reflective of any final official action. Id. CRA addressed this argument in its Opening Brief (at 31-32). Lyon County's position is directly at odds with numerous opinions of this Court that find the NPRA applies to exactly the type of records sought by NPRA: See e.g. Blackjack Bonding, supra (phone records), Reno Newspapers, Inc. v. Gibbons, 127 Nev. 873, 266 P.3d 623 (2011) (emails); DR Partners v. Board of County Commissioners, 116 Nev. 616, 6 P.3d 465 (2000) (phone records). Lyon County does not explain why it produced exactly these kinds of records in response to CRA's request while contending that they are not subject to disclosure. Lyon County stretches the State Archivist's regulations past their point of

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³ Lyon County dramatically asserts that all communication between elected officials and their constituents will cease if the NPRA applies to public records stored on personal devices or accounts. Answering Brief at 20. However, the rule will remain the same: produce a record of communication and it becomes public absent privilege or confidentiality; communicate without a record and the NPRA does not apply.

D. No Case Provides Lyon County Refuge

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Lyon County fails to distinguish authoritative cases cited in CRA's Opening Brief. For example, Lyon County argues that because the State of Washington's public records act contains a definition of public records and the NPRA does not, cases applying the prior statute to personal devices and accounts are inapplicable. Answering Brief at 16-17. Lyon County does not explain why this is the case or why the definition of "public record" provided the by Washington Supreme Court with authority is absent here. Indeed, the Washington statutory definition of "public record" does not facially apply to records of individuals. Nonetheless, the Nissen Court construed the Washington statute to apply to all records produced in the conduct of government business: "If the PRA did not capture records individual employees prepare, own, use, or retain in the course of their jobs, the public would be without information about much of the daily operation of government." Nissen v. Pierce County, 183

Wn.2d 863 at 876, 357 P.3d 45 (Wash. 2015). This same standard and rationale should apply here.

Lyon County next tries to distinguish the facts the federal Freedom of Information Act (FOIA) case of *Competitive Enterprise Institute v. Office of Science and Technology Policy*, supra from the facts in this case. While Lyon County argues that because FOIA does not require all records to be open to inspection upon demand, the rationale of the cited case is inapposite. Answering Brief at 15-16. This distinction is without difference as CRA explained above, that the Nevada Legislature does not demand instantaneous production or public access to places where or records are maintained.

Lyon County also cites *Reno Newspapers, Inc. v. Gibbons*, supra, stating that the case does not address personal email accounts (CRA never contended that it did) and that not all emails on state accounts sought in that case were held to be public (CRA never argued that they were). Answering Brief at 20-21. While CRA agrees with Lyon County's *Gibbons* case synopsis, CRA

disagrees with its application to this case. This Court has already found that email communications can be public records when such communications address matters of official business, and that the appropriate opportunity to make confidentiality/privacy objections to disclosure is during an individual, record-by-record review, not as a categorical excuse for non-disclosure of all records. *Reno Newspapers, Inc. v. Gibbons*, supra. Lyon County fails to address either of these points.

The only case cited by Lyon County as limiting the reach of a public records law, is an opinion of the California intermediate court of appeals in *City of San Jose v. Superior Court* and now under review by the California Supreme Court. See Answering Brief at 17, 18, 22, 24, 25. Aside from its lack of persuasive value, the California Court of Appeals decision is readily distinguishable from CRA's case because it turned on language not including individuals (as opposed to local and state "agencies") in disclosure requirements. See Cal. Gov. Code § 6252 Unlike the California law, the NPRA specifically applies to

individuals (NRS 239.005(5) (broad definition of "governmental 1 2 entity"), as Lyon County concedes. Answering Brief at 20. 3 4 Hence, the California intermediate court's opinion is neither 5 precedential nor relevant to this Court's interpretation of the 6 7 NPRA.4 8 **Deleted Regulatory Definition Is Inapplicable** 9 10 Because the NRPA does not define a "record," this Court has 11 occasionally used the State Archivist's definition – promulgated 12 13 for records management purposes. 5 See e.g., Blackjack Bonding, 14 supra; Nevada Policy Research Inst., Inc. v. Clark County Sch. 15 16 Dist., No. 64040, 2015 WL 3489473 (Nev. May 17 The State Archivist defines a 2015)(unpublished opinion). 18 19 "record of a local governmental entity" or "record" as: 20 21 ⁴ The California Supreme Court's oral argument in the City of San 22 Jose case can be viewed at 23 http://jcc.granicus.com/MediaPlayer.php?clip_id=338. 24 ⁵ The State Archivist defines "records management" as "the 25 systematic control and management of a record throughout the life 26 cycle of the record, including, without limitation, the creation, use, 27 maintenance, retention and ultimate disposition of the record."

NAC 239.106.

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information that is created or received pursuant to a law or ordinance, or in connection with the transaction of the official business of any office or department of a local governmental entity, including, without limitation, all documents, papers, letters, bound ledger volumes, maps, charts, blueprints, drawings, photographs, films, newspapers received pursuant to NRS 247.070, recorded media, financial statements, statistical tabulations and other documentary materials or information, regardless of physical form or characteristic.

NAC 239.101. The records of communication CRA seeks in this case clearly fall within this definition and Lyon County does not argue to the contrary.

As anticipated in CRA's Opening Brief (at 29-31), Lyon County requests that this Court apply a deleted State Archivist definition of "public record" (also adopted for records management purposes) to exclude all public records on personal devices or accounts.⁶ Answering Brief at 22-24. In order to

⁶ In the past, the State Archivist included a definition of "public record" in NAC 239.091 as "a record of a local government entity that is created, received or kept in the performance of a duty and paid for with public money." In 2012, the State Archivist propose to delete this definition and amend the existing definition of "record of a local governmental agency" to be synonymous with "record." See

http://www.leg.state.nv.us/Register/2012Register/R118-12P.pdf.

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succeed in this argument, Respondent must convince this Court to

(a) ignore the definition of "record," (b) adopt Lyon County's

construction of the deleted definition, and (c) apply its "good

faith" defense to excuse compliance with the NPRA. Lyon

County fails on all three requirements.

First, the State Archivist is not empowered to adopt regulations addressing local government implementation of NPRA's public record production under NRS 239.010. The State Archivist's statutory authority to promulgate NRS Chapter 239 regulations regarding local governmental entities extends only to local programs of records management, e.g., record maintenance and deletion. CRA's Opening Brief at 29-31; NRS 239.125 ("The State Library, Archives and Public Records Administrator shall adopt regulations to carry out a program to establish and approve minimum periods of retention for records of local governments."); NRS 378.255; compare NRS 239.008 (Authorizing State

The final rule, effective on October 10, 2014, mirrored the proposed rule with minor edits. See

http://www.leg.state.nv.us/Register/2012Register/R118-12A.pdf.

Archivist to adopt regulations aiding state agencies – as opposed to local governmental entities – to manage public records requests (see NAC 239.860-869 ("Availability and Inspection of Public Records")).

Therefore, the State Archivist has no authority to promulgate regulations limiting what records may be considered "public" under the NRS 239.010 disclosure requirement. In fact, the Court has only used a NAC definition to confirm a document's status as a public record rather than limiting the reach of NRS 239.010 – as Lyon County seeks to do here. For example, in *Blackjack* Bonding, supra, the Court determined that a record was public without resort to the NAC definition. In Nevada Policy Research Inst., Inc. v. Clark County Sch. Dist., No. 64040, 2015 WL 3489473 (Nev. May 29, 2015)(unpublished disposition), the Court cited to NAC 239.091 as encompassing a requested public record. An NAC definition cannot be relied upon to restrict application of NRS 239.010, particularly where a subsequent version makes the same document covered by the regulation public.

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Second, Lyon County's construction of the deleted NAC 239.091 – to limit the reach of NPRA to records only located in central administrative files – does not comply with the NPRA's public policy mandate to interpret applicable law as favoring disclosure. Lyon County construes the phrase "and paid for with public money" as requiring the devices used to produce or receive the record must be purchased or maintained with public money. Answering Brief at 24. That same phrase, however, can be easily read as qualifying the "performance of a duty" must be paid for with public money; i.e., that the individual was indeed acting within the scope of their public employment – not an issue here as Lyon County admits its staff and Commissioners use their personal devices and account to perform their public duties. CRA's straightforward reading promotes disclosure consistent with, and re-emphasizes the basic NPRA public records principles: the public has a right to view records of public employees and officials created during the performance of their public duties not otherwise confidential.

Third, Lyon County seeks a "good faith" exception to the NPRA by arguing that it is entitled to "rely on the law as it existed at the time CRA made its request." Answering Brief at 23. However, Lyon County presents no case or precedent that states what "the law" on this question was at that time. Instead, Lyon County presents its legal opinion of what the law was at that time; exactly what public entities do every time when denying public records requests that are subsequently overturned. Accepting Lyon County's "state of law" as an excuse not to disclose, would provide a "good faith" defense to disclosure that appears neither in the NPRA nor in the Court's decisions.

F. No "Practical Limitations" Exist

Lyon County employees and Commissioners affirmatively choose to use their personal devices and accounts to conduct the public's business. JA 155 ("County staff, including employees and officials, in addition to County Commissioners, often uses private cellular phones for county business."). Lyon County argues that "practical limitations" of obtaining copies of records

created in the course of the conduct of these officials and employees' public duties should entirely pre-empt application of the NPRA. Answering Brief at 24-26. Numerous reasons exist to reject Lyon County's bid for a free pass.

First, it is tautological that the legislature, in imposing stringent requirements for the preservation and disclosure of public records, intended to impose the costs associated with duties created by the NPRA on government entities. Here, Lyon County purposefully avoided costs by not supplying mobile phones and computers to its officials and employees. Lyon County also imposed costs on these individuals by permitting the use of such devices and accounts that it might otherwise have had to incur. Further, Lyon County does not explain what these hypothetical costs are. This cost problem can be simply cured: do not conduct official business on personal devices or accounts if one does not want to incur the costs associated with disclosing those records. Nevada case law stresses that where a governmental entity argues that its interest in nondisclosure clearly outweighs the public's

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interest in access, the state entity cannot meet this burden with a non-particularized showing, or by expressing hypothetical concerns. *Reno Newspapers, Inc. v. Gibbons*, 127 Nev. 873 at 880, 266 P.3d 623 (Nev. 2011), citing *DR Partners v. Board of County Comm'rs*, 116 Nev. 616, 6 P.3d 465 (Nev. 2000) and *Reno Newspapers, Inc. v. Haley*, 234 P.3d 922 (Nev. 2010).

Second, as Lyon County readily admits, state and local jurisdictions have an array of mechanisms to address the use of personal devices and accounts, from barring such use to providing records should the use take place. Without citation to evidence, Lyon County declares all disclosure methods "impracticable" and that the Court should pitch the issue to the Legislature.⁷ The record in this case belies Lyon County's argument. As described above, several Commissioners did in fact search their personal devices and accounts in response to CRA's request and forwarded

⁷Lyon County claims searching for various media and locations for relevant records would be difficult. It is, however, a difficulty of Lyon County and officials' own making. The Court should not reward Lyon County choice of conducting official business on personal devices and accounts as a method to skirt compliance with the NPRA.

to the results to the central county administration. See JA150. Thus, contrary to Lyon County arguments, NPRA implementation and compliance can easily be achieved under the *Nissen* good faith search of private devices and accounts test.

G. Disclosing Public Records Does Not Violate Individual Rights to Privacy

Lyon County asks this Court to implement a privacy screen around public records of official business conducted on personal devices and stored on personal accounts. As CRA is not seeking access to any private records of public officials, and the Court has already set forth proper procedure for balancing personal and public interests, the Court should deny Lyon County's request for a generic exception to the NPRA for personal devices and accounts.

CRA seeks only those records that would undoubtedly be public if they were stored on Lyon County's own servers. Therefore, Lyon County's concern about the private information of public officials on personal devices is not at issue and the concern over its disclosure is exaggerated. The Respondents

made a choice, they conducted public business on their personal devices, the records thereby created are no more private that similar records created on publicly owned devices, or servers that are inarguably subject to disclosure under the NPRA.

Rather than a blanket privacy rule suggested by Lyon County, this Court interpreted the NPRA to require an individualized determination for each record (or conceivably class of records) that establishes that privacy concerns clearly outweigh the public's primary right to disclosure. (See e.g. Blackjack Bonding, 343 P.3d at 614 in which the Court rejected blanket privacy claims for all requested records). In this case, should the Court remand CRA's NPRA request, then on remand the County may assert any particularized privacy concern that might arise from the disclosure of the public records at issue and not otherwise waived. Lyon County's legitimate privacy concerns (if any) may thus be addressed properly at the level of the District Court.8

⁸ No public records act case that CRA could locate has applied the kind of broad privacy right Lyon County seeks here. Nor do the cases cited by Lyon County stand for anything like that

III. CONCLUSION

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Competitive Enterprises, supra, if Lyon County's constitutional

theory held water.

should not distinguish when public servants conduct their government duties either on publically funded or personal

A straightforward, common sense application of the NPRA

electronic devices or accounts. The Court should therefore reverse

the District Court's denial of CRA's Petition for Writ of Mandate

and order Lyon County, its officials and employees, to make a

good faith inspection of personal electronic devices and personal

accounts for records responsive to CRA's NRPA request.

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proposition. City of Ontario v. Quon, 560 U.S. 746, 130 S.Ct.

2619 (2010), for example holds that a public employee does not possess a right of privacy to reasonable inspections of a publically

provided electronic device. Likewise, Riley v. California, 134

S.Ct. 2473 (2014) holds that the government may search private

electronic devices upon receipt of a warrant. Neither Fourth

Amendment case erects a right of privacy that facially thwarts application of public records laws. In fact, the U.S. Court of

Appeals for the D.C. Circuit could not have ruled for disclosure in

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CERTIFICATE OF COMPLIANCE

1. I hereby certify that this brief complies with the formatting requirements of NRAP 32(a)(4), the typeface requirements of NRAP 32(a)(5) and the type style requirements of NRAP 32(a)(6) because this brief has been prepared in a proportionally spaced typeface using Microsoft Word in Times, font size 16.

- 2. I further certify that this brief complies with the page- or type-volume limitations of NRAP 32(a)(7) because, excluding the parts of the brief exempted by NRAP 32(a)(7)(C), it is proportionately spaced, has a typeface of 14 points or more, and contains 5046 words.
- 3. Finally, I hereby certify that I have read this appellate brief, and to the best of my knowledge, information, and belief, it is not frivolous or interposed for any improper purpose. I further certify that this brief complies with all applicable Nevada Rules of Appellate Procedure, in particular NRAP 28(e)(1), which requires every assertion in the brief regarding matters in the record to be

supported by a reference to the page and volume number, if any, of the transcript or appendix where the matter relied on is to be found. I understand that I may be subject to sanctions in the event that the accompanying brief is not in conformity with the requirements of the Nevada Rules of Appellate Procedure. Dated: Thursday, January 19, 2017 Luke Busby, Esq. Nevada Bar No. 10319 216 East Liberty St. Reno, NV 89501 775-453-0112 luke@lukeandrewbusbyltd.com

CERTIFICATE OF SERVICE I certify that on January 19, 2017, I served the foregoing document on the following parties via hand delivery and/or Electronic Service and/or Mail postage prepaid to: Steven B. Rye District Attorney 31 S. Main Street Yerington, NV 89447 srye@lyon-county.org Dated: Thursday, January 19, 2017 Luke Busby, Esq. Nevada Bar No. 10319 216 East Liberty St. Reno, NV 89501 775-453-0112 luke@lukeandrewbusbyltd.com