- 1 SB165
- 2 209425-1
- 3 By Senator Orr
- 4 RFD: Judiciary
- 5 First Read: 02-FEB-21

209425-1:n:01/28/2021:LK/tgw LSA2021-296

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8 SYNOPSIS:

This bill would repeal existing law providing access to public records and replace it with a new Alabama Public Records Act with provisions establishing the rights of citizens to access public records, enumerating exceptions to disclosure, establishing procedures for making and responding to requests for access, setting the charges associated with responding to requests, establishing a Public Access Counselor within the Alabama Department of Examiners of Public Accounts, creating administrative and judicial remedies, establishing criminal penalties for intentional false statements made during a request for records or an appeal under this act, and establishing civil penalties for noncompliance.

Amendment 621 of the Constitution of Alabama of 1901, as amended by Amendment 890, now appearing as Section 111.05 of the Official Recompilation of the Constitution of Alabama of 1901, as amended, prohibits a general law whose purpose or effect

would be to require a new or increased expenditure of local funds from becoming effective with regard to a local governmental entity without enactment by a 2/3 vote unless: it comes within one of a number of specified exceptions; it is approved by the affected entity; or the Legislature appropriates funds, or provides a local source of revenue, to the entity for the purpose.

The purpose or effect of this bill would be to require a new or increased expenditure of local funds within the meaning of the amendment. However, the bill does not require approval of a local governmental entity or enactment by a 2/3 vote to become effective because it comes within one of the specified exceptions contained in the amendment.

17 A BILL

TO BE ENTITLED

19 AN ACT

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Relating to public records; to repeal Sections 36-12-40 and 36-12-41, Code of Alabama 1975; to establish the Alabama Public Records Act; to require governmental bodies of this state to adopt rules allowing each citizen to inspect and take a copy of any public record upon a request made in accordance with this act; to require governmental bodies to designate a custodian of records; to provide for exemptions to

1 disclosure; to establish special access to documents 2 determined to be of historical value by the State Records 3 Commission; to establish procedures to access public records; to establish what charges could be assessed for access to 5 public records; to create the position of Public Access Counselor within the Alabama Department of Examiners of Public Accounts; to grant the Public Access Counselor authority to decide requests from custodians for additional time to comply 9 with records requests; to establish administrative procedures 10 to appeal denials of access to records; to create procedures for judicial enforcement of public record access rights; to 11 establish criminal penalties for intentional false statements 12 13 made by a requestor during request for records or appeal process; to create civil penalties for failing to comply with 14 15 the act; to provide an absolute privilege and immunity for the publication of defamatory statements or invasions of privacy 16 17 contained in records produced pursuant to a request for 18 access; and in connection therewith to have as its purpose or 19 effect the requirement of a new or increased expenditure of 2.0 local funds within the meaning of Amendment 621 of the 21 Constitution of Alabama of 1901, as amended by Amendment 890, 22 now appearing as Section 111.05 of the Official Recompilation 23 of the Constitution of Alabama of 1901, as amended. 24 BE IT ENACTED BY THE LEGISLATURE OF ALABAMA:

Section 1. Name.

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This act shall be known and may be cited as the Alabama Public Records Act.

1 Section 2. Legislative Intent.

2 The Legislature finds and declares the following:

- 3 (1) All political power is inherent in the people.
- Thus, it is the public policy of the State of Alabama that

  every person is vested with the inherent right to know and be
- fully informed about the workings of government.
  - (2) The purpose of this act is to ensure and facilitate the public's right of access to and review of public records so they may efficiently and intelligently exercise their inherent political power.
  - (3) All governmental records not expressly exempt shall be open for public inspection. The duty of all government agencies and political subdivisions to provide access to public records shall be broadly construed.
  - (4) The Alabama Public Records Act does not create, directly or indirectly, any rights of privacy or any remedies for violation of any rights of privacy; nor shall the act, except as specifically set forth in the act, establish any procedures for protecting any person from release of information contained in public records.
  - (5) The purpose of this act is also to protect and preserve governmental records belonging to the State of Alabama. Governmental records are the property of the State of Alabama.
  - (6) The privacy interests of individuals are adequately protected in the specific exceptions to this act or in the laws that authorize, create, or require the records.

1 (7) Except as may be required by other laws directly
2 pertaining to a particular governmental record or governmental
3 body, a governmental body shall follow the procedures required
4 by the Alabama Public Records Act.

Section 3. Definitions.

As used in this act, the following words shall have the following meanings:

- (1) CONFIDENTIAL BUSINESS INFORMATION. Records containing any of the following:
- a. Trade secrets obtained from a person which are of a privileged or confidential nature and required by law to be submitted to a government agency.
- b. Data or information of a proprietary nature, produced or collected by a governmental body or private individual or private business, which would place the governmental body or private individual or private business at a competitive disadvantage, and which has not been publicly released, published, copyrighted, or patented.
- c. Data or information of a proprietary nature, produced or collected by or for faculty or staff of state institutions of higher learning, or other governmental bodies, in the conduct of or as a result of, study or research on commercial, scientific, technical, or scholarly issues, whether sponsored by the institution alone or in conjunction with a governmental body or private individual or private business, where the data, records, or information has not been publicly released, published, copyrighted, or patented.

1 (2) COUNSELOR. The Public Access Counselor selected 2 pursuant to Section 10 of this act.

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- (3) CUSTODIAN. A person designated by a governmental agency to maintain actual possession, custody, or control of governmental records and who has been given the express, implied, or apparent authority from the governmental body or a governmental official to grant or deny a request for access to a governmental record. If a governmental body has not designated a custodian pursuant to this act, the custodian shall be the governmental official or governmental employee having ultimate executive responsibility for any governmental body having possession, custody or control of governmental records. The term does not include a person employed by or working on behalf of an agency that holds or maintains records as a service to another agency shall be construed to be the custodian of those records.
  - (4) ELECTRONIC. Relating to technology having electrical, digital, magnetic, wireless, optical, electromagnetic, or similar capabilities.
    - (5) GOVERNMENTAL BODY or GOVERNMENTAL AGENCY.
    - a. The term includes all of the following:
  - 1. Boards, bodies, and commissions of the executive and legislative departments of the state or its political subdivisions which expend or appropriate public funds.
  - 2. Multimember governing bodies of departments, agencies, institutions, and instrumentalities of the executive and legislative departments of the state or its political

subdivisions, including, without limitation, all corporations 1 2 and other instrumentalities whose governing boards are comprised of a majority of members who are appointed or 3 elected by the state or its political subdivisions.

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- 3. Quasi-judicial bodies of the executive and legislative departments of the state and all standing, special, or advisory committees or subcommittees of, or appointed by, the body.
  - b. The term does not include any of the following:
  - 1. Legislative party caucuses or coalitions.
- 2. Alabama appellate or trial courts, except as required by the constitution of this state or any organization governed by rules of the Alabama Supreme Court.
- 3. Voluntary membership associations comprised of governmental employees, counties, municipalities, or their instrumentalities which have not been delegated any legislative or executive functions by the Legislature or Governor.
- 4. An agency that has access to Federal Tax Information, as that term is defined in Internal Revenue Service Publication 1075, and that is subject to the confidentiality protections of the Internal Revenue Code and safeguarding requirements of 26 U.S.C. § 6103 and is the custodian of information subject to the confidentiality provisions of Section 40-2A-10.
- (6) GOVERNMENTAL EMPLOYEE. Any individual employed at the state, county, or municipal levels of government or

their instrumentalities, including governmental corporations and authorities, who is paid in whole or in part from state, county, or municipal funds.

- (7) GOVERNMENTAL OFFICIAL. Any individual elected to public office by the vote of the people at state, county, or municipal levels of government or their instrumentalities, including governmental corporations, and any person appointed to a position at the state, county, or municipal levels of government or their instrumentalities, including governmental corporations, from time of election or appointment until the end of his or her term.
- (8) GOVERNMENTAL RECORD. Any record received by a governmental official or governmental employee while he or she is on-duty, or made, generated, or created by a governmental official or governmental employee using government space, resources, or equipment.
- (9) LAW ENFORCEMENT INVESTIGATIVE REPORTS. Field notes, witness statements, crime scene evidence, and records created or received by sworn law enforcement personnel employed by governmental bodies relating to whether a crime has been committed or the identity of the person or persons who committed the crime, which are intended to remain confidential work-product provided to attorneys representing the government.
- (10) PERSON. Any private individual, for-profit or non-profit business, private business, trust, estate, or similar entity.

1	(11) PERSONAL PRIVACY INFORMATION: Any of the
2	following information concerning a private individual:
3	a. Social Security number.
4	b. Date of birth.
5	c. Weight.
6	d. Mother's birth name.
7	e. Credit or debit card account numbers.
8	f. Personal e-mail addresses that are not provided
9	or hosted by or at the expense of a governmental agency,
10	unless those e-mail addresses are regularly used to conduct
11	the business of a governmental agency or to transmit public
12	records.
13	g. Financial account numbers or data.
14	h. Medical examinations, treatments, or diagnoses.
15	i. Psychological examinations, treatments, or
16	diagnoses.
17	j. Names and dates of birth of children.
18	k. Names and address of current or former spouse.
19	1. Unlisted or unpublished home telephone or mobile
20	numbers or street number of home addresses.
21	m. Credit rating score.
22	n. Any identifying information listed in Section
23	41-13-7, Code of Alabama 1975, as well as any information that
24	is considered confidential information under any other
25	applicable law.
26	(12) PERSONAL RECORD. A record of a wholly personal
27	nature in the possession of a governmental official or

governmental employee which was not made or received by any governmental official or governmental employee in the performance of his or her duties.

- (13) PRIVATE BUSINESS. A proprietorship, corporation, partnership, company, or other entity that conducts any type of legal trade or business in the State of Alabama and which is not a governmental body.
- (14) PRIVATE INDIVIDUAL. A natural person who is not a governmental official or governmental employee.
  - (15) PUBLIC RECORD. Any of the following:
  - a. Any record made or received pursuant to law or rule or in connection with the transaction of official business by any governmental agency. A public record includes any record that is reasonably necessary to record the business of government and which is not subject to an exemption from disclosure under Alabama law or prevented from disclosure by an applicable federal law.
  - b. Any record received by a private individual or private business from, or maintained on behalf of, a governmental agency, governmental employee, or governmental official in association with the transaction of official business by the private individual or business.
  - (16) RECORD. Information inscribed on a tangible medium and retrievable in perceivable form, including, but not limited to, all documents, papers, electronic mail, letters, maps, books, tapes, images, videos, films, audio recordings, text messages, spreadsheets, databases or other material,

regardless of the physical form, characteristics, or means of transmission. The term does not include any of the listed items which is a temporary draft, whether in physical or electronic form.

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- (17) REDACT. To obscure, cover, or remove text or information from a record prior to publication or release.
- (18) REQUESTOR. A person making a written request for a record pursuant to Section 6.
- (19) SCHOLASTIC RECORDS. Records maintained by a governmental body that is an educational governmental agency or institution, or by a person acting for an educational governmental agency or institution, which contain information directly related to an identifiable student. The term does not include general information relating to the scholastic performance of students of educational governmental agencies or institutions if the identity of individual students cannot be determined from the record.
- 18 (20) SENSITIVE PERSONNEL INFORMATION. Any of the following:
  - a. Personal privacy information contained in the employment records of a governmental employee or governmental official.
  - b. Critical observations of candidates for government employment.
    - c. Drug and alcohol testing results.
    - d. Disciplinary records during the course of disciplinary action against a governmental employee and prior

to the employee's exhaustion or abandonment of the administrative appeal process.

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- 3 Section 4. Right to Inspect and Copy Public Records.
  - (a) Every person has the right to inspect or take a copy of any public record as provided in Section 6.
    - (b) Each governmental body shall adopt rules to ensure its compliance with this act and shall designate a custodian of records.
    - inspect and take a copy of any public record in accordance with Section 6. Upon request, a copy of a public record shall be produced or made available to the requestor in the most economical and efficient method available. When a requestor requests to receive hard copies of public records by mail, the custodian of records shall mail the public records to the requestor using the United States Postal Service upon prepayment of postage.
    - (d) Every custodian shall take all necessary precautions for the preservation and safekeeping of governmental records.
    - (e) Nothing in this act shall be construed to prevent an agency that holds or maintains records on behalf of another agency from disclosing records to the agency that owns the records.
  - Section 5. Exceptions to Disclosure.

1 (a) The following governmental records shall not be 2 considered public records and are exempt from disclosure under 3 this act:

- (1) Records specifically protected from disclosure by state or federal law, including, but not limited to, the Family Educational Rights and Privacy Act (FERPA) and the Health Insurance Portability and Accountability Act (HIPAA).
- (2) Records protected by order of a court with jurisdiction over the records.
- (3)a. Library circulation records of any public school, college, or university library of this state, or any library of this state or its political subdivisions, or any public library.
- b. Notwithstanding paragraph a., any parent or legal guardian of a minor student or a student receiving special education services in a public school shall have the right to inspect library circulation records that pertain to the student unless prohibited by federal law.
- (4) Records that contain personal privacy information. Only portions of the records that contain personal privacy information shall be exempt, and the portions should be redacted from the record.
  - (5) Scholastic records.
- (6)a. Records concerning security plans, procedures, assessments, measures, or systems, and other records relating to, or having an impact upon the security or safety of persons, structures, facilities, or other infrastructures,

including, without limitation, information concerning critical infrastructure, as defined by 42 U.S.C. §5195c(e) or any successor federal statute, or critical energy infrastructure information, as defined at 18 C.F.R. 388.113c(1), the public disclosures of which could reasonably be expected to be

detrimental to public safety or welfare.

- b. Any custodian who receives a request for records listed in paragraph a. shall make a reasonable effort to notify the owner or operator of the infrastructure of the request, if known to the custodian, and shall provide the owner or operator an opportunity to comment on the request and to suggest the threats to public safety or welfare that could reasonably be expected from public disclosure of the records.
- (7)a. Sensitive personnel information within any record.
  - b. In the event paragraph a. applies, only the sensitive personnel information shall be redacted.
  - c. Notwithstanding paragraphs a. and b., critical observations of candidates for public employment submitted on the condition of anonymity shall become public records if the candidate is hired for the position.
  - d. Nothing in this subdivision shall be construed to prevent a governmental employee of a governmental body that is subject to an internal investigation or disciplinary action from obtaining records concerning a governmental employee to the extent required to provide due process under the United States Constitution.

- 1 (8)a. Confidential business information within any record.
- b. In the event paragraph a. applies, only theconfidential business information shall be redacted.
- 5 (9) Law enforcement investigative reports of open and active investigations. Nothing in this subdivision shall 6 7 preclude the disclosure of law enforcement investigative reports, including the testimony of law enforcement 9 investigators, to a state administrative agency authorized by 10 law to investigate or conduct administrative contested case hearings in any matter related to the suspension, revocation, 11 or restriction of a professional license, registration, or 12 13 certification for the protection of the public health and 14 safety. The following information shall be considered public 15 records even if included in law enforcement investigative 16 reports:
  - a. The time, date, location, and nature of a reported crime.

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- b. The sex, age, and race of an arrested individual.
- c. The sex, age, and race of a victim. This paragraph shall not apply to any of the following:
- 1. A victim of a sexual offense listed in Article 4 of Chapter 6 of Title 13A, Code of Alabama 1975.
- 2. A victim of a stalking offense listed in Article 25 5 of Chapter 6 of Title 13A, Code of Alabama 1975.

3. A victim of domestic violence or any related

offense listed in Article 7 of Chapter 6 of Title 13A, Code of

Alabama 1975.

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- 4. A victim of a human trafficking offense listed in Article 8 of Chapter 6 of Title 13A, Code of Alabama 1975.
  - d. The time, date, or location of the incident and of any arrest related to the incident.
  - e. Records gathered during a criminal investigation and placed into the file of a criminal investigation which were public records prior to the law enforcement investigation.
  - f. The Alabama Uniform Arrest Report or supplemental narrative written by a member of a law enforcement agency.
  - (10) Any communication privileged or confidential under Section 29-6-7.1, Code of Alabama 1975, and any communication between a member of the Legislature, or a legislative staff member on behalf of a member, and a constituent regarding legislation, the legislative process, or legislative activity. This subdivision does not include communications between a member of the Legislature, or a legislative staff member on behalf of a member, and a lobbyist as defined in Section 36-25-1, Code of Alabama 1975, unless the communication is otherwise privileged or confidential under existing law.
  - (11) Real estate appraisals, engineering or feasibility estimates, or other similar records related to the purchase, exchange, or lease of real property made for or by a

governmental body until such time as the property has been acquired or the proposed transaction has been terminated or abandoned. However, records containing the material terms of any contract to purchase, exchange, or lease real property made for or by a governmental body as defined by Section 36-25A-2, Code of Alabama 1975, shall be considered public records open to inspection when the contracts are considered during the open or public portion of a meeting as defined by Section 36-25A-2, Code of Alabama 1975.

- (12) Any of the following, as they pertain to governmental bodies that are institutions of higher education and their associated foundations:
- a. Records concerning the identity of donors or potential donors to the governmental body or its associated foundations.
- b. Records regarding tenure or peer evaluations, appointments, applications for admissions, retention decisions, and promotions; provided, however, that records related to the final decisions about tenure, appointments, retention, and promotions are not exempt under this subdivision.
- c. Notwithstanding paragraphs a. and b., information reported by a registered 501(c)(3) under the Internal Revenue Code on the Schedule B of Form 990 are not exempt from disclosure under this act.
- (13) Records developed, collected, or received by or on behalf of faculty, staff, employees, or students of a

governmental body that is an institution of higher education or any public or private entity supporting or participating in the activities of the state institution of higher education in the conduct of, or as a result of, study or research on medical, legal, scientific, technical, scholarly, or artistic issues, whether sponsored by the institution alone or in conjunction with a governmental body or private entity, until the information is published, patented, or otherwise publicly disseminated.

- (14) Library or museum materials contributed by a private individual, private business, or organization to the extent of any limitations placed thereon as conditions of the contributions, as well as records containing the identity of donors of the materials who have requested anonymity.
- (15) Records expressly made confidential, privileged, or otherwise exempted from disclosure by state or federal statutes, federal or self-regulatory organization rules or regulations, administrative rules approved through the Alabama Administrative Procedure Act, case law, agency opinions, or professional rules of conduct, including, but not limited to, model rules of conduct applicable to a record or a governmental agency.
- (16) Ballots reflecting votes in any election that is being contested or for which the contest period has not expired.
- (17) Information contained in the complaint and investigative files of state administrative agencies

authorized by law to investigate or conduct administrative

contested case proceedings in any matter related to the grant,

denial, revocation, suspension, restriction or other

discipline of a professional or occupational license or

registration, except to the extent the information is made

public through resolution of the matter in a contested case

proceeding or informal disposition of a contested case.

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- regarding computer hardware, software, or networks which, if disclosed, could aid or allow a security breach or any unauthorized access. Any administrative or technical information that is disclosed as part of a procurement process may be redacted or removed from documents that are otherwise public records. For purposes of this subdivision, administrative or technical information shall include, without limitation, all of the following:
- a. Software source code and configurations, whether developed by the state or otherwise.
- b. Login or authentication credentials for any electronic system, whether those credentials are administrative or individual, including biometric data.
- c. Records pertaining to security assessments and testing of information technology systems, including cyber security plans; vulnerability testing; reports, audits, and assessments materials; compliance reports; detailed network system designs, diagrams, and schematics; detailed hardware and software inventories; or any combination thereof.

1 (b)(1) The exemptions in subsection (a) are not 2 mutually exclusive.

- (2) The exemptions in subsection (a) are to be construed narrowly, with the express purpose of making as many records considered public records as possible.
- (c) Notwithstanding any of the exemptions in subsection (a):
- of historic value by the State Records Commission pursuant to Section 41-13-21, Code of Alabama 1975, or the Local Government Records Commission pursuant to Section 41-13-23, Code of Alabama 1975, and that are transferred to the custody of the Department of Archives and History shall be open to public inspection and use for 10 years following the date they were due to be transferred, subject to rules as to time, place, and manner, as adopted by the Department of Archives and History.
- (2) Governmental records expressly declared to be open to public inspection by other state law shall remain open under the terms and subject to any limitations provided for in any other state law specifically applicable to those records.
- (d) Nothing in this section shall prohibit any governmental agency or governmental official from destroying or otherwise disposing of governmental records in accordance with Section 41-13-21 or Section 41-13-23, Code of Alabama 1975, and nothing in this section shall give any person the

right to prevent lawful destruction or disposition under those sections.

Section 6. Procedures to Access Public Records from a Custodian.

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- (a) Public records shall be open to inspection and copying by any person during the regular office hours of the custodian of the public records. The custodian may require the requestor to provide his or her name and, if relevant, an address where records are to be sent. The custodian may require the request to be in writing.
- (b) A request for public records shall identify the requested records with reasonable specificity. The request need not make reference to this act in order to invoke the provisions of this act or to impose the time limits for response by the custodian. A request may be made on a form as provided in subsection (a) of Section 9. The requestor may submit the request by mail or electronic means. A custodian of governmental records shall, as soon as practicable, but in all cases within 14 calendar days of receiving a request, take one of the following actions:
  - (1) Provide the requested records.
- (2) Provide a method for the requestor to access the requested records.
  - (3) Make the source records available for search by the requestor.
  - (4) Deny access to the requested records because release of the requested records is prohibited by this act or

- other applicable state or federal law. A denial by a custodian shall comply with all of the following:
- a. Be in writing on a form and providing at least all of the responsive information noted in subsection (b) of Section 9.

- b. Identify with reasonable particularity the volume and subject matter of withheld records.
- c. As to each category of redaction or withheld records, include a citation to the specific provision of state or federal law that authorizes the custodian to redact or withhold the records.
- d. Contemporaneously be provided by the custodian to the chief executive officer or chairperson of the governmental body employing the custodian.
- (5) Provide, in part, the requested record and redact, in part, the record because the release of part of the records is prohibited by the laws of this state or federal law. When access to a portion of a requested record is withheld, the custodian may redact only that portion of the requested record to which an exemption applies and shall release the remainder of the requested record.
- (6) Specify, in writing, that it is not practically possible to provide the requested records or to determine whether they are available within the 14-calendar-day period, and specify, in writing, the conditions that make a response impossible. Within seven calendar days after the conclusion of the 14-calendar-day period established in this subsection, the

- custodian shall provide one of the responses provided for in subdivisions (1), (2), (3), (4), or (5). The custodian may provide responsive records as they are compiled and become available.
  - (7) Certify that the requested record does not exist.

- (8) Certify that the requested record is not within the possession, custody, or control of the custodian to whom the request was directed, and identify the proper custodian of the record if the identity of the proper custodian is known to the custodian to whom the original request was directed.
- (c) A custodian or governmental body may petition the public access counselor for additional time to respond to a request for records when the request is for an extraordinary volume of records and a response within the time required by this act will prevent the custodian or the custodian's staff from meeting operational responsibilities.
- (1) Before proceeding with the petition, the custodian or governmental body shall make reasonable efforts to reach an agreement with the requestor providing for the production of the records requested, a method for the requestor to access the requested records, or the making of records available for search by the requestor.
- (2) A custodian or governmental body petitioning for an extension of time to respond pursuant to this subsection shall attach to the request a short and plain statement of why an extension is needed and the amount of time requested.

1 (3) The counselor may order the requestor to respond 2 to the request or issue a response to the request for more 3 time without requiring a response from the requestor.

- (4) The counselor shall issue a written response to any request from a custodian or governmental body for more time within five business days of receipt of the request or, if a response was ordered from the requestor, within five days of the receipt of the response of the requestor of the records.
- (d) Subject to subsection (c) of Section 8, a custodian or governmental body shall not be required to create a new record if the requested record does not already exist. A custodian or governmental body may abstract, compile, create, or summarize information under fees, terms, and conditions as agreed between the requestor and the custodian or governmental body.
- (e) Failure by a custodian or governmental body to respond to a request for records within the time limits specified in this section shall be deemed an improper denial of the request and shall constitute a violation of this act.
- (f) Public records received or maintained by a private individual or private business in connection with the performance of a service or function by that individual or business for or on behalf of a governmental body shall be subject to disclosure by the custodian of the governmental body to the same extent that the records would be subject to disclosure if received, possessed, or maintained by the

custodian. Private individuals or private businesses having possession of any records obtained in the performance of a service or function by that individual or business for or on behalf of a governmental body which are not in the actual possession of the responsible custodian of the governmental body shall immediately provide the records to the custodian upon request of the custodian.

- (g) Each governmental body shall adopt internal procedures and may adopt rules consistent with this section to be followed in responding to requests for access to inspect or copy public records.
- (1) These rules or procedures shall provide for full access to public records, protect records from damage and disorganization, prevent excessive disruption of the body's essential functions, provide assistance and information upon request, and ensure efficient and timely action in response to requests for inspection of public records.
- (2) Procedures adopted under this subsection shall not require requests for public records to be submitted in person.
- (h) Each governmental body having possession, custody, or control of public records shall designate the persons as necessary to carry out the duties of custodian under this act and shall ensure that a custodian, or his or her designee, is available during regular business hours of the governmental body to carry out the duties of custodian.

- 1 (i) Each governmental body, upon request of any 2 person, shall provide the following information:
- 3 (1) The principal office of the governmental body 4 and its regular office hours.

- (2) The title, phone number, email address, and physical address of the custodian of the records of the governmental body and of any other governmental employee who is ordinarily available to act on record requests made at the location where public records can be viewed.
- (3) The usual fees, if any, charged for copies of public records.
- (4) The written procedures to be followed in requesting access to and obtaining copies of a public record. If the governmental body has an official website, the procedures for requesting public records shall be made accessible to the public on the official website and at all public offices for the governmental body where public records can be requested or viewed.
- (i) A requestor who intentionally makes a false statement as part of a request for public records or during an administrative appeal under Section 11 is guilty of a Class C misdemeanor punishable by a fine of up to one thousand dollars (\$1,000.00) per violation.
  - Section 7. Charges for Public Records.
- (a) A custodian or governmental body shall not charge any fee for a requestor to view a public record. For the protection of original governmental records, custodians

may provide copies of public records for review by persons at no charge or impose restrictions on the ability of persons to handle or damage original governmental records. Persons may not be prohibited from using their own equipment to photograph, electronically scan, or make copies of public records at their own expense unless those arrangements could reasonably be expected to cause damage to original governmental records or unreasonably disrupt the administration of the governmental agency. Custodians may provide copies of public records to requestors without charge, and shall do so when it is practicable.

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- (b) A custodian or governmental body may make reasonable charges not to exceed its actual cost incurred in accessing, duplicating, or supplying requested records, as further provided in this section. No custodian or governmental body may impose any extraneous, overhead, intermediary, or surplus fees or expenses to recoup costs associated with creating or maintaining governmental records or transacting the general business of the custodian or governmental body upon a requestor of public records residing in this state.
- (c) Any hard-copy or non-electronic duplicating fee charged by a custodian or governmental body shall not unreasonably exceed the actual cost of duplication. A charge of twenty cents (\$.20) or less per page for copying non-electronic records sized 8 and one-half by 11 or 14 inches in a black and white format shall be considered a prima facie reasonable charge unless the requestor can provide substantial

evidence that the actual cost per page was more than ten cents (\$.10) less than the amount charged. A custodian may charge up to thirty cents (\$.30) per page for two-sided copies. A charge of seventy-five cents (\$.75) or less per page for copying non-electronic records sized 8 and one-half by 11 or 14 inches in a color format shall be considered a prima facie reasonable charge unless the requestor can provide substantial evidence that the actual cost per page was more than twenty cents (\$.20) less than the amount charged.

- (d) A custodian or governmental body may charge the actual cost to the custodian for supplying larger sized hard copies of public records.
- (e) A public record produced from a geographical information system shall be provided to the owner of the land that is the subject of the request at actual cost. When a public record produced from a geographical information system is requested by a person who is not the owner of the subject property, the custodian or governmental body may charge for the cost of creating topographical maps developed by the custodian or governmental body, on a pro rata per acre basis, for any maps or portions thereof that encompass a contiguous area greater than 50 acres.
- (f) If the charge for copies of public records 8 and one-half by 14 inches or smaller exceeds the charges that are deemed to be prima facie reasonable charges as set forth in subsection (c), then the charge for the supplying requested records shall be estimated by the custodian and communicated

to the requestor no later than 24 hours in advance of the deadline for the custodian to respond to the request. If the estimation is not communicated as required under this subsection, the custodian may not charge more than the charges set forth in subsection (c) for copies of public records 8 and one-half by 14 inches or smaller.

- determines in advance that charges for producing the requested records are likely to exceed two hundred dollars (\$200), the custodian or governmental body, before continuing to process the request, may require the requestor to agree to payment of a deposit not to exceed the amount of the advance determination. The deposit shall be credited toward the final cost of supplying the requested records. The period within which the custodian or governmental body shall respond under this subsection shall be tolled for the amount of time between delivery of notice of the advance determination and the response of the requestor. If the deposit amount exceeds the actual costs of reproduction, the custodian or governmental body shall refund the remainder to the requestor.
- (h) A custodian or governmental body may require a requestor to pay any amounts owed to the custodian or governmental body for previous requests for records that remain unpaid 30 days or more after billing prior to processing any additional request for records.
- (i) Unless expressly authorized to charge a larger amount by law, when requested to provide a certified copy of a

public record, a governmental agency may charge up to one

dollar (\$1) per copy for the first 10 pages, fifty cents

(\$.50) for the next 90 pages of the same record and

twenty-five cents (\$.25) for any additional certified copies

for the same record.

(j) Public records maintained by a custodian or governmental body in an electronic data processing system, computer database, or any other structured collection of data shall be made available to a requestor at a reasonable cost, not to exceed the actual cost in accordance with subsection (c). If the records are produced only in electronic format, then the cost shall not exceed one cent (\$0.01) per page.

Section 8. Electronic Data.

(a) A custodian or governmental body shall produce public records maintained in an electronic database in any tangible medium identified by the requestor if the request output is within the capabilities of the software system used by the custodian or governmental body. This may include, where the custodian or governmental body has the capability, the option of posting the records on a website or delivering the records through an electronic mail address provided by the requestor, if that medium is used by the custodian or governmental body in the regular course of business. A custodian or governmental body shall not be required to produce records from an electronic database in a format not within the capability of the software used by the custodian or governmental body.

(b) A custodian or governmental body shall make reasonable efforts to provide records in any format within the capability of the software utilized by the custodian or governmental body under the terms and conditions as agreed with the requestor, including the payment of reasonable costs, or to provide a method for the requestor to access the requested records or make the source records available for search by the requestor.

- (c) The conversion of data from one existing format to another existing format already available to the governmental agency without additional cost shall not be considered the creation, preparation, or compilation of a new public record. However, a custodian or a governmental body may charge additional fees for running a query or excising exempt fields as provided in subsection (d) of Section 6.
- (d) When designing or acquiring an electronic recordkeeping system, a governmental agency shall consider whether the system is capable of providing data in a common format such as, but not limited to, portable data format, comma separated values, or the American Standard Code for Information Interchange.
- (e) A governmental agency shall not enter into a contract for the creation or maintenance of a public records database if that contract impairs the ability of the public to inspect or copy public records of the agency.
- (f) Subject to restrictions of copyright and trade secret laws and governmental record exemptions to disclosure,

1	use by a governmental agency of proprietary software may not
2	diminish the right of the public to inspect and copy a public
3	record.
4	Section 9. Suggested Forms.
5	(a) A governmental body shall make available online
6	and upon written request a sample records request form in
7	substantially the following format:
8	SAMPLE RECORDS REQUEST FORM
9	Date of Request:
10	Copy Requested
11	Record To Be Reviewed On Site
12	Public Body/Agency/Department
13	Requestor Information:
14	Name:
15	Address:
16	Phone:
17	Email:
18	Preferred Contact Method:
19	Preferred Delivery Method:
20	List of Records Requested:
21	Optional: Any additional information you may wish to
22	provide that might expedite this process (case number, code
23	section).
24	Requestor Signature:
25	Print Name:
26	Received By:
27	Name:

1	Signature:
2	Date:
3	(b) A governmental body shall establish and use a
4	Sample Records Request Response Form in substantially the
5	following format:
6	SAMPLE RECORDS REQUEST RESPONSE FORM
7	Name of Requestor:
8	Date of Request:
9	Record Requested:
10	Date of Determination/Response:
11	METHOD OF REQUEST:
12	In Person
13	Email
14	Mail
15	Phone
16	Fax
17	METHOD OF RESPONSE:
18	In Person
19	Email
20	Mail
21	Phone
22	Fax
23	The office of makes the
24	following determination/response to the above referenced
25	records request:
26	The record is provided to the requestor.

1	The record(s) is/are entirely withheld because
2	the release of the records is prohibited by law. Responder
3	must cite specific code section as to each category of
4	withheld record.
5	The record(s) is/are provided in part and
6	withheld in part because the release of part of the record is
7	prohibited by law. Responder must cite specific code section
8	as to each category of withheld record.
9	It is not practically possible to provide the
10	requested records or to determine whether the records are
11	available within the 14 day period.
12	Responder must cite conditions that make response
13	impossible. If response is made within 14 days, the Public
14	Body will have an additional seven days in which to provide
15	one of the three preceding responses.
16	I certify that the requested record(s) do not
17	exist.
18	I certify that I do not have possession, custody
19	or control over the requested record(s).
20	Determination/Response made by:
21	Print Name and Title:
22	Signature:
23	Section 10. Public Access Counselor.
24	(a) There is established an office of Public Access
25	Counselor in the Alabama Department of Examiners of Public
26	Accounts.

- 1 (1) The office shall be administered by the Public 2 Access Counselor.
- 3 (2) The Alabama Department of Examiners of Public
  4 Accounts shall designate a person having a juris doctorate to
  5 serve as Public Access Counselor at a salary to be fixed by
  6 the Department.
- 7 (b) The counselor shall have all of the following 8 powers and duties:
  - (1) To conduct research.

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- (2) To prepare interpretive and educational materials and programs in cooperation with the Office of the Attorney General.
- (3) To distribute to newly elected or appointed governmental officials this act and educational materials concerning this act.
- (4) To respond to informal inquiries made by requestors by telephone, in writing, in person, by facsimile, or by electronic mail concerning this act.
- (5) To grant or deny petitions from custodians for extensions of time to respond to a request for records pursuant to subsection (c) of Section 6.
- (6) To issue advisory opinions to interpret this act upon the request of a requestor of records.
- a. Prior to issuance of any advisory opinions, the counselor shall confer with the Attorney General about the request, but the counselor is not bound to follow any written or informal opinion issued by the Attorney General.

b. The counselor may not issue an advisory opinion
concerning a specific matter with respect to which an
administrative appeal or lawsuit is pending.

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- (7) To issue formal administrative findings relating to disputes between requestors and governmental bodies or governmental agencies concerning requests for records.
- (8) Keep and maintain public records of the administrative appeals and results in a manner that is indexed and searchable by the custodian and governmental body involved in each appeal.
- Section 11. Administrative Appeals to the Public Records Counselor.
  - (a) A requestor denied the right to inspect or copy records by a custodian may appeal to the Public Access Counselor by filing a notice of administrative appeal to the counselor.
  - (b) A notice of administrative appeal to the counselor shall be filed within 30 days after the denial by the custodian. For purposes of this subsection, the notice of appeal shall be deemed to be filed on the date it is received by the counselor or, if received more than 30 days after the date of the denial from which the appeal is taken, on the date it is postmarked.
  - (c) A notice of administrative appeal shall contain
    all of the following:
  - (1) A filing fee of one hundred dollars (\$100) or an accompanying affidavit of substantial hardship.

1 (2) A copy of the written record request submitted 2 to the custodian by the requestor.

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- (3) A copy of the written response provided by the custodian, or, if no response was made, a statement that no response was provided by the custodian.
- (4) A short and plain statement of the relief sought by the requestor.
- (5) A certificate showing service of the appeal and a copy of all the documents submitted was sent to the custodian who denied the request, in whole or in part.
- (d) Within five business days of receipt of a properly documented administrative appeal accompanied by the requisite filing fee, the counselor shall either dismiss the appeal as having no merit or issue a ruling requiring the custodian to respond to the appeal within 10 business days.
- (e) If the counselor orders a response from the custodian, the custodian shall file with the counselor within 10 business days a response containing all of the following:
- (1) Copies of a representative sample of the records requested without any redaction. Copies of these unredacted records shall not be served upon the requestor filing the appeal.
- (2) Copies of a representative sample of the records requested as provided to the requestor, if any.
- (3) A statement as to why the request should not be granted.

(4) A certificate showing that the custodian has served a copy of the statement as to why the request should not be granted upon the requestor.

- (f) If a custodian does not respond as required, the counselor shall order the records produced as requested in the appeal and require the governmental body that designated the custodian to pay one hundred dollars (\$100) to the requestor. The governmental body shall pay the requestor upon the conclusion of the 30-day period provided in subsection (a) of Section 12, or upon the resolution of an appeal under Section 12, whichever occurs later.
- (g) Within five business days of receipt of a timely response of the custodian, the counselor shall issue a written ruling regarding the request which shall be binding upon the custodian and requestor unless a timely judicial appeal is filed as set forth in this section.
- (h) If the counselor rules that any public record or portion thereof was improperly withheld, the counselor shall order the governmental body that designated the custodian to pay one hundred dollars (\$100) to the requestor. The governmental body shall pay the requestor upon the conclusion of the 30-day period provided in subsection (a) of Section 12, or upon the resolution of an appeal under Section 12, whichever occurs later.
- (i) If the counselor denies any relief to the requestor then the requestor shall bear the requestor's own costs of the appeal.

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- (k) The requestor or custodian appellant shall also serve a copy of the appeal upon the counselor.
  - (1) The proceedings in circuit court shall be de novo.
    - (m) The counselor, once served with a copy of a judicial appeal civil action, may elect to withdraw as a party from the circuit court appeal or appear only as an amicus curiae. The election must be made and filed within 14 days of service upon the counselor.
    - (n) If no judicial appeal is filed challenging the decision of the counselor, the decision of the counselor shall be final and binding upon the requestor and custodian.

Section 12. Judicial Appeal; Enforcement; Penalties

- (a) (1) Any requestor may enforce this act, and any custodian or requestor may appeal an adverse decision issued by the counselor, by filing a civil complaint in any of the following:
- a. A circuit court in the judicial circuit in which the records in question were situated.
- b. A circuit court in the judicial circuit in which the alleged violation of this chapter occurred.
  - c. The Circuit Court of Montgomery County.
- (2) A complaint by a requestor for judicial enforcement or by a requestor or custodian for judicial appeal

of a decision by the counselor shall be filed within 30 days
of a written response by the custodian containing a partial or
total denial by the custodian or within 30 days of the
issuance of a written ruling by the counselor, whichever is
later.

- (3) The complaint shall be verified by the petitioner and shall allege with reasonable specificity the circumstances of the denial of rights and privileges conferred by this act or, if an appeal from an administrative decision by the counselor, allege with reasonable specificity the reasons the counselor's decision should be reversed.
- (4) If the complaint alleges the wrongful withholding of a public record, the complaint shall also include a copy of the request for the record in controversy and a copy of the response of the custodian, if a response was received and any decision of the counselor, if an administrative appeal was sought.
- (5) The filing of an administrative appeal pursuant to Section 11 is not a prerequisite to filing a civil action.
- (6) If an administrative appeal was sought with the counselor, the judicial appeal shall include a copy of the decision of the counselor attached to the initial filing.
- (b) The burden of proof in civil actions brought under this act with regard to access to public records shall rest with the custodian or governmental body seeking to withhold or deny access to a requestor.

(c) With regard to disputes involving the amount charged for accessing or taking a copy of public records, subject to those charges deemed reasonable by subsection (c) of Section 7, the burden of proving the charges comply with this act shall be on the custodian or governmental body asserting the charges.

- (d) The circuit court shall review the matter de novo regardless of whether it was filed as an appeal from the decision of the counselor or as a direct action against the custodian or governmental body.
- (e) The circuit court may review any record in controversy in camera. The circuit court may permit the parties to engage in discovery pursuant to the Alabama Rules of Civil Procedure. Discovery may not proceed without the approval of the circuit court.
- (f) The circuit court may order either party to notify any private individual, private business, governmental employee or governmental official whose name appears in the requested records of the filing of the suit. Any entity shall have standing to intervene in any suit regarding a request for records to argue and present evidence for or against the release of requested records.
- (g) If the court determines that a record was properly withheld under this act, the contents of the record shall not be disclosed or used in any other legal proceeding by any individual or attorney who attends the in camera portion of the proceedings.

(h) The circuit court shall have jurisdiction to
enjoin a custodian or governmental body from withholding
records, to order the disclosure of a record, and to grant any
other equitable relief as may be appropriate.

- (i) The circuit court shall impose a civil penalty against the governmental body that designated a custodian who is determined to have failed to respond to a record request or intentionally withheld a public record without reasonable justification. Reasonable justification under this section shall include, but is not limited to, a good faith reliance on any currently operative law, an Opinion of the Attorney General, or an advisory or formal decision of the Public Access Counselor.
  - (j) The civil penalties under this section shall be:
- (1) Not less than seventy-five dollars (\$75) per day from the date the public record should have been provided to the requestor.
- (\$1500) for the first violation of this act, without reasonable justification, in the two years preceding the filing of the civil complaint.
- (3) Not more than three thousand dollars (\$3000) for the second violation of this act, without reasonable justification, in the two years preceding the filing of the civil complaint.
- (4) Not more than three thousand five hundred dollars (\$3500) for each additional violation of this act,

without reasonable justification, in the two years preceding the filing of the civil complaint.

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- (k) A governmental body may pay for or provide for the legal expenses of the custodian of the record in a proceeding initiated under this chapter, and the governmental body may also pay for or reimburse any costs or fees owed to the requestor under this act.
- (1) All civil penalties imposed under this section shall be deposited in the State General Fund.
- (m) Except as to cases the court considers of greater importance, proceedings initiated under this act shall be given precedence over all other cases in the circuit and appellate courts. All hearings, trials, and oral arguments in proceedings initiated under this act shall be assigned for the earliest practicable date.

Section 13. Immunity.

In addition to any existing immunity that may apply, the counselor and any custodian, governmental employee, or governmental official shall have immunity from civil or criminal liability relating to the publication of any defamatory statements or invasions of privacy contained in any records produced which were not authored by the counselor, custodian, governmental employee, or governmental official providing the record even if it is later determined administratively or judicially that the record was not a public record, unless a court determines that the counselor, custodian, governmental employee, or governmental official

acted in an unreasonable manner in deciding that the document was a public record, producing any record to a requestor, or giving an informal or formal opinion that the records be produced.

Section 14. Repeal of Open Records Act.

- (a) Sections 36-12-40 and 36-12-41, Code of Alabama 1975, are repealed. All specific references in the Code of Alabama 1975, to Sections 36-12-40 or 36-12-41, Code of Alabama 1975, shall be considered a reference to this act.
- (b) Any express exclusions or inclusions found in the Code of Alabama 1975, in regards to the application of Section 36-12-40, Code of Alabama 1975, shall apply to the new sections created by this act.
- (c) The Code Commissioner shall conform references within the Code of Alabama 1975, to Sections 36-12-40 and 36-12-41, Code of Alabama 1975, to reflect the changes made by this act. Code changes to make the required conforming changes shall be made at a time determined to be appropriate by the Code Commissioner.
- (d) Nothing in this act shall be construed to repeal or amend any portion of the Code of Alabama 1975, in effect on the effective date of this act except as otherwise expressly provided within this act.

Section 15. Although this bill would have as its purpose or effect the requirement of a new or increased expenditure of local funds, the bill is excluded from further requirements and application under Amendment 621, now

- appearing as Section 111.05 of the Official Recompilation of 1 the Constitution of Alabama of 1901, as amended, because the 2 3 bill defines a new crime or amends the definition of an existing crime. 4 5 Section 16. Severability. The provisions of this act are severable. If any 6 7 part of this act is declared invalid or unconstitutional, that declaration shall not affect the part which remains. 8 Section 17. Effective Date. 9
- This act shall become effective on the first day of the third month following its passage and approval by the Governor, or its otherwise becoming law.