BILL AS PASSED BY THE HOUSE AND SENATE 2011

H.73 Page 1 of 45

1	H.73
2	Introduced by Representative Sweaney of Windsor
3	Referred to Committee on
4	Date:
5	Subject: Public records act; government transparency office; enforcement
6	Statement of purpose: This bill proposes to establish a government
7	transparency office to administer the requirements of the public records act.
8	The bill would also amend procedural and fee requirements under the public
9	records act.
10 11	An act relating to establishing a government transparency office to enforce the public records act
12	It is hereby enacted by the General Assembly of the State of Vermont:
13	Sec. 1. 1 V.S.A. § 315 is amended to read:
14	§ 315. STATEMENT OF POLICY
15	It is the policy of this subchapter to provide for free and open examination
16	of records consistent with Chapter I, Article 6 of the Vermont Constitution.
17	Officers of government are trustees and servants of the people and it is in the
18	public interest to enable any person to review and criticize their decisions even
19	though such examination may cause inconvenience or embarrassment. All
20	people, however, have a right to privacy in their personal and economic

1 pursuits, which ought to be protected unless specific information is needed to 2 review the action of a governmental officer. Consistent with these principles, 3 the general assembly hereby declares that certain public records shall be made 4 available to any person as hereinafter provided. To that end, the provisions of 5 this subchapter shall be liberally construed with the view towards carrying out the above declaration of public policy to implement this policy, and the burden 6 7 of proof for nondisclosure of a public record shall be on the agency that would 8 deny access to the public record.

Sec. 2. 1 V.S.A. § 316 is amended to read:

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- § 316. ACCESS TO PUBLIC RECORDS AND DOCUMENTS
 - (a) Any person may inspect or copy any public record or document of a public agency, on any day other than a Saturday, Sunday, or a legal holiday, between the hours of nine o'clock and 12 o'clock in the forenoon and between one o'clock and four o'clock in the afternoon; provided, however, if the public agency is not regularly open to the public during those hours, inspection or copying may be made during customary office hours.
 - (b) If copying equipment maintained for use by a public agency is used by the agency to copy the public record or document requested, the agency may charge and collect from the person requesting the copy the actual cost of providing the copy. The agency may also charge and collect from the person making the request, the costs associated with mailing or transmitting the record

by facsimile or other electronic means. Nothing in this section shall exempt

any person from paying fees otherwise established by law for obtaining copies

of public records or documents, but if such fee is established for the copy, no

additional costs or fees shall be charged.

- (c) In the following instances an agency may also charge and collect the cost of staff time associated with complying with a request for a to inspect or to copy of a public record: (1) the time directly involved in complying with the request exceeds 30 minutes two hours; (2) the agency agrees to create a public record; or (3) the agency agrees to provide the public record in a nonstandard format and the time directly involved in complying with the request exceeds 30 minutes two hours. The agency may require that requests subject to staff time charges under this subsection be made in writing and that all charges be paid, in whole or in part, prior to delivery of the copies. Upon request, the agency shall provide an estimate of the charge.
- (d) The secretary of state, after consultation with the secretary of administration, shall establish the actual cost of providing a copy of a public record that may be charged by state agencies. The secretary shall also establish the amount that may be charged for staff time, when such a charge is authorized under this section. To determine "actual cost" the secretary shall consider the following only: the cost of the paper or the electronic media onto which a public record is copied, a prorated amount for maintenance and

1	replacement of the machine of equipment used to copy the record and any
2	uthity charges directly associated with copying a record. The secretary of state
3	shall adopt, by rule, a uniform schedule of public record charges for state
4	agencies.
5	(e) After public hearing, the legislative body of a political subdivision shall
6	establish actual cost charges for copies of public records. The legislative body
7	shall also establish the amount that may be charged for staff time, when such a
8	charge is authorized under this section. To determine actual cost charges, the
9	legislative body shall use the same factors used by the secretary of state. If a
10	legislative body fails to establish a uniform schedule of charges, the charges
11	for that political subdivision shall be the uniform schedule of charges
12	established by the secretary of state until the local legislative body establishes
13	such a schedule. A schedule of public records charges shall be posted in
14	prominent locations in the town offices.
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16	Sec. 3. 1 V.S.A. § 317 is amended to read:
17	§ 317. DEFINITIONS; PUBLIC AGENCY; PUBLIC RECORDS AND
18	DOCUMENTS
19	(a) As used in this subchapter;:
20	(1) "public Public agency" or "agency" means any agency, board
21	department, commission, committee, branch, instrumentality, or authority of

1	the state or any agency, board, committee, department, branch, instrumentality,
2	commission, or authority of any political subdivision of the state.
3	(2) "Public record" or "public document" means any written or recorded
4	information, regardless of physical form or characteristics, which is produced
5	or acquired in the course of public agency business. Individual salaries and
6	benefits of and salary schedules relating to elected or appointed officials and
7	employees of public agencies shall not be exempt from public inspection and
8	copying.
9	(b) As used in this subchapter, "public record" or "public document" means
10	any written or recorded information, regardless of physical form or
11	characteristics, which is produced or acquired in the course of public agency
12	business. Individual salaries and benefits of and salary schedules relating to
13	elected or appointed officials and employees of public agencies shall not be
14	exempt from public inspection and copying
15	(1) A person's "right to privacy" or "personal privacy," as these terms
16	are used in this subchapter, is violated or invaded only if disclosure of
17	information about the person reveals intimate details of a person's life,
18	including any information that might subject the person to embarrassment,
19	harassment, disgrace, or loss of employment or friends.
20	(2) The provisions of this subchapter addressing the "right to privacy" or

"personal privacy" in personal and economic pursuits do not create any right

1	beyond the rights specified under subsection (e) of this section as express
2	exemptions to the public's right to inspect or copy public records.
3	* * *
4	Sec. 4. 1 V.S.A. § 318 is amended to read:
5	§ 318. PROCEDURE
6	(a) Upon request, the custodian of a public record shall promptly produce
7	the record for inspection, except that:
8	(1) if the record is in active use or in storage and therefore not available
9	for use at the time the person asks to examine it, the custodian shall so certify
10	this fact in writing to the applicant and set a date and hour within one calendar
11	week of the request when the record will be available for examination;
12	(2) if the custodian considers the record to be exempt from inspection
13	under the provisions of this subchapter, the custodian shall so certify in
14	writing. Such certification shall identify the records withheld and the basis for
15	the denial. The A record shall be produced for inspection or a certification
16	shall be made that a record is exempt within two five business days of the day
17	of the request, unless otherwise provided in subdivision (5) of this subsection.
18	The certification shall include the asserted statutory basis for depial and a brief
19	statement of the reasons and supporting facts for denial. The custodian shall

also notify the person of his or her right to appeal to the head of the agency any

adverse determination appeal under section 319 of this title or to file a

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- 3) if appealed to the head of the agency, the head of the agency shall make a determination with respect to any appeal within five days, excepting Saturdays, Sundays, and legal public holidays, after the receipt of such appeal. If an appeal of the denial of the request for records is in whole or in part upheld, the agency shall notify the person making such request of the provisions for judicial review of that determination under section 319 of this title:
- (4) if a record does not exist, the custodian shall certify in writing that the record does not exist under the name given to the custodian by the applicant or by any other name known to the custodian;
- (5)(4) in unusual circumstances as herein specified the time limits prescribed in this subsection may be extended by written notice to the person making such request setting forth the reasons for such extension and the date on which a determination is expected to be dispatched. No such notice shall specify a date that would result in an extension for more than ten working days from the day of the initial request. As used in this subdivision, "unusual circumstances" means to the extent reasonably necessary to the proper processing of the particular request:

	(A) the need to search for and collect the requested records from field
faciliti	es or other establishments that are separate from the office processing
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- (R) the need to search for, collect, and appropriately examine a voluminous amount of separate and distinct records which are demanded in a single request; or
- (C) the need for consultation, which shall be conducted with all practicable speed, with another agency having a substantial interest in the determination of the request or among two or more components of the agency having substantial subject matter interest therein, or with the attorney general.
- (b) Any person making a request to any agency for records under subsection (a) of this section shall be deemed to have exhausted the person's administrative remedies with respect to each request if the agency fails to comply within the applicable time limit provisions of this section. Upon any determination by an agency to comply with a request for records, the records shall be made available promptly to the person making such request. Any notification of denial of any request for records under this section shall set forth the names and titles or positions of each person responsible for the denial of such request.
- (c)(1) Any denial of access by the custodian of a public record may be appealed to the head of the agency. The head of the agency shall make a

1	written determination on an appeal within five business days after the receipt
2	of the appeal. A written determination shall include the asserted statutory basis
3	for denial and a brief statement of the reasons and supporting facts for denial.
4	(2) If the head of the agency reverses the denial of a request for records,
5	the records shall be promptly made available to the person making the request.
6	A failure by the agency to comply with any of the time limit provisions of this
7	section shall be deemed a final denial of the request for records by the agency
8	under section 319 of this litle or a complaint may be filed with the government
9	transparency office under 3 VS.A. chapter 5, subchapter 4.
10	(d) In responding to a request to inspect or copy a record under this
11	subchapter, a public agency shall consult with the person making the request in
12	order to clarify the request or to obtain additional information that will assist
13	the public agency in responding to the request and, when authorized by this
14	subchapter, in facilitating production of the requested record for inspection or
15	copying. In unusual circumstances, as that term is defined in subdivision
16	(a)(4) of this section, a public agency may request that aperson seeking a
17	voluminous amount of separate and distinct records narrow the scope of a
18	public records request.

Sec. 5. 1 V.S.A. § 319 is amended to read:

§ 319. ENFORCEMENT

- (a) Any person aggrieved by the denial of a request for public records under this subchapter may file a complaint with the government transparency office under 3V.S.A. chapter 5, subchapter 4 or may apply to the superior court in the county in which the complainant resides, or has his personal place of business, or in which the public records are situated, or in the superior court of Washington County, to enjoin the public agency from withholding agency records and to order the production of any agency records improperly withheld from the complainant. In such a case an appeal to the superior court with no review by the government transparency office, the court shall determine the matter de novo, and may examine the contents of such agency records in camera to determine whether such records on any part thereof shall be withheld under any of the exemptions set forth in section \$17 of this title, and the burden is of proof for nondisclosure of a public record shall be on the agency to sustain its action.
- (b) Except as to cases the court considers of greater importance, proceedings before the superior court, as authorized by this section, and appeals there from, take precedence on the docket over all cases and shall be assigned for hearing and trial or for argument at the earliest practicable date and expedited in every way.

1	(c) If the public agency can show the court that exceptional circumstances
2	exist and that the agency is exercising due diligence in responding to the
3	request the court may retain jurisdiction and allow the agency additional time
4	to complete its review of the records.
5	(d) The court may assess against the public agency reasonable attorney fees
6	and other litigation costs reasonably incurred in any case under this section in
7	which the complainant has substantially prevailed. A public agency that does
8	not comply with or appears an order issued under 3 V.S.A. § 145 by the
9	director of the government transparency office requiring disclosure of a record
10	shall be presumed to be liable under this subsection for reasonable attorney
11	fees and other litigation costs when the complainant has substantially
12	prevailed.
13	Sec. 6. 1 V.S.A. § 321 is added to read:
14	§ 321. PUBLIC RECORDS ACT REVIEW COMMITTEE
15	(a) There is established a committee to review the requirements of the
16	public records act and the numerous exemptions to that act in order to assure
17	the integrity, viability, and the ultimate purposes of the act. The review
18	committee shall consist of the following members:
19	(1) One member of the senate appointed by the committee on
20	committees;
21	(2) One member of the house of representatives appointed by the

1	speaker of the house;
2	(3) The attorney general or his or her designee;
3	(4) The secretary of administration or his or her designee;
4	(5) The state archivist or his or her designee;
5	(6) One representative of municipal interests, appointed by the
6	committee on committees;
7	(7) Two representatives of newspaper publishers, broadcasters, or other
8	press interests appointed by the governor;
9	(8) One representative of school or educational interests appointed by
10	the governor; and
11	(9) Two representatives of a statewide coalition of advocates of freedom
12	of access appointed by the speaker of the house.
13	(b) The review committee shall review and analyze each of the exemptions
14	set forth in section 317 of this section or elsewhere in statute to the inspection
15	and copying of public records required under this subchapter. Prior to each
16	legislative session, the committee shall report to the house and senate
17	committees on government operations and the house and serate committees on
18	judiciary with recommendations concerning whether an exemption from
19	inspection and copying of a public record should be repealed, amended, or
20	remain unchanged. The report of the committee may take the form of draft
21	legislation.

1	(e) In reviewing and making a recommendation under subsection (b) of this
2	section regarding an existing exemption to inspection and copying of a public
3	record, the committee shall review the following criteria:
4	(1) Whether a record protected by an exemption is required to be
5	collected and maintained;
6	(2) The value to an agency or to the public in maintaining a record
7	protected by the exemption;
8	(3) Whether federal law requires a record to be confidential;
9	(4) Whether the exception protects an individual's right to privacy and,
10	if so, whether that interest substantially outweighs the public interest in the
11	disclosure of records;
12	(5) Whether public disclosure puts a business at a competitive
13	disadvantage and, if so, whether that business's interest substantially
14	outweighs the public interest in the disclosure of records;
15	(6) Whether public disclosure compromises the position of a public
16	agency in negotiations and, if so, whether that public agency's interest
17	substantially outweighs the public interest in the disclosure of records;
18	(7) Whether public disclosure jeopardizes the safety of a member of the
19	public or the public in general and, if so, whether that safety interest
20	substantially outweighs the public interest in the disclosure of records;
21	(8) Whether the exception is as narrowly tailored as possible;

1	(0) Whather public disclosure of a public record interfered with good
2	governance and if so whether it outweighs the public interest in disclosure;
3	10) Any other criteria that assist the review committee in determining
4	the value of the exemption as compared to the public's interest in the record
5	protected by the exception.
6	(d) The review committee may hold public hearings and solicit the input of
7	interested parties regarding exemptions under its review. The office of the
8	secretary of state and the office of the attorney general shall provide staff
9	services to the committee.
10	Sec. 7. 3 V.S.A. chapter 5, subchapter 4 is added to read:
11	Subchapter 4. Government Transparency Office
12	§ 141. DEFINITIONS
13	As used in this subchapter:
14	(1) "Director" means the executive director of the government
15	transparency office.
16	(2) "Office" means the government transparency office.
17	(3) "Public agency" shall have the same meaning as V.S.A.
18	§ 317(a)(1).
19	(4) "Public record" shall have the same meaning as 1 V.S.A.
20	§ 317(a)(2).

1	(5) "Public records act" means the requirements set forth in 1 V.S.A.
2	chapter 5, subchapter 3 regarding the inspection and copying of public records
3	(6) "Secretary" means the secretary of state.
4	§ 142. GOVERNMENT TRANSPARENCY OFFICE; ESTABLISHMENT;
5	DUTIES
6	(a) Establishment. There is established within the office of the secretary of
7	state a government transparency office to administer and enforce the
8	requirements of the public records act as set forth in 1 V.S.A. chapter 5,
9	subchapter 3. The office shall have a director who shall be appointed by the
10	secretary of state and who shall be an exempt employee.
11	(b) Duties of the director. The director:
12	(1) shall receive and review complaints of violations of the public
13	records act;
14	(2) shall issue an order in response to a complaint under subdivision (1)
15	of this subsection as to whether a public agency has violated the public records
16	act, whether the public agency acted properly or reasonably, or whether the
17	complaint is outside its jurisdiction, frivolous, or without factual basis;
18	(3) may order a public agency to allow inspection and copying of a

record;

1	(4) may on its own motion, issue advisory eninions as to whather a
	(1) may, on no own motion, issue devisory opinions as to whether a
2	pakticular type of record is public and available for inspection and copying;
3	and
4	(5) shall establish training programs for public agency employees
5	responsible for responding to requests for public records.
6	§ 143. POWERS OF GOVERNMENT TRANSPARENCY OFFICE
7	In addition to any other provision of law, the director may exercise the
8	following powers:
9	(1) Hold a hearing to review a complaint alleging violation of the public
10	records act and to allow the complaining party and the relevant public agency
11	opportunity to present information and comment regarding the complaint.
12	(2) Issue subpoenas and administer oaths in connection with any
13	authorized hearing, investigation, or disciplinary proceeding. Subpoenas may
14	be issued ex parte by the director.
15	(3) Establish a process to provide parties to a complaint the opportunity
16	to resolve the complaint through mediation.
17	(4) Adopt rules to implement the requirements of this subchapter,
18	including procedural requirements for submission and hearing of complaints.
19	(5) Appoint a hearing officer or officers to receive complaints, conduct
20	hearings, administer oaths, and make findings of fact, in the form of a
21	proposed order, to the director.

1	\$ 144 HEADINGS OF COVEDNMENT TO ANSDADENCY OFFICE
•	3 111. ILLIAM OF GOVERNMENT TRANSPIRED
2	(a) Within two working days of receipt of a complaint, the director shall
3	schedule a time and place for a hearing to review the complaint, unless:
4	(1) he parties to the complaint agree to mediation offered by the office;
5	<u>or</u>
6	(2) the director finds that the complaint is outside the jurisdiction of the
7	office, frivolous, or without factual basis.
8	(b) The director shall mail a copy of the complaint and notice of a hearing
9	held under this subsection to the public agency alleged to be in violation of the
10	public records act, the person filing the complaint, and such other parties, if
11	any, that the director determines have an interest in the resolution of the
12	complaint.
13	(c) A hearing convened to review a complaint received under section 143
14	of this title shall be conducted or notice provided or both according to the
15	requirements of section 809 of this title. A hearing shall be open to the public,
16	provided that the director or hearing officer may examine the contents of a
17	contested public agency record in camera to determine whether such record or
18	any part thereof shall be withheld under any of the exemptions set forth under
19	1 V.S.A. § 317.

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	3 1 13. CHEEK OF THE BREETON
2	(a) The director shall issue an order in response to a complaint under
3	subdivision 142(b)(1) of this title within seven working days of receipt of the
4	complaint, unless:
5	(1) the parties to the complaint agree to mediation offered by the office;
6	<u>or</u>
7	(2) the director finds that the complaint is outside the jurisdiction of the
8	office, frivolous, or without factual basis. In such a case, the director shall
9	issue a written finding regarding the disposition of the complaint.
10	(b) In an appeal of an order of action of the director under this subchapter
11	the court shall give deference to an order or action of the director that is
12	reasonable and consistent with applicable law.
13	(c) A public agency that does not comply with an order of the director
14	requiring disclosure of a record shall be presumed to be liable under 1 V.S.A.
15	§ 319(d) for reasonable attorney fees and other litigation costs when the person
16	filing the complaint has substantially prevailed.
17	§ 146. TRAINING
18	(a) The training program required under section 142 of this litle for public
19	agency employees responsible for responding to requests for public records

shall:

1	(1) Address the requirement that all state agencies and departments shall
2	identify a public records officer to:
3	(A) oversee the establishment, maintenance, and implementation of a
4	records management program; and
5	(B) manage the agency's receipt and response to requests for public
6	records according to the requirements of the public records act.
7	(2) Address the requirement that all state agencies establish an approved
8	records management program under section 218 of this title; and
9	(3) Require the public records officer and public records liaisons at all
10	state agencies to complete records training every two years.
11	(b) Beginning January 15, 2012, and annually thereafter, the director shall
12	report to the house and senate committees on government operations regarding
13	the status of the training program required under this subchapter, including
14	state agency compliance with requirements of the public records act and with
15	the requirements of section 218 of this title.
16	§ 147. APPEAL
17	(a) A party aggrieved by an order or action of the director under this
18	subchapter may appeal to the superior court in the county in which the
19	aggrieved party resides, or has his or her personal place of business, or in
20	which the public records are situated, or in the superior court of Washington
21	County.

	(a) Enterprise to tubes the court considers of greater importance, up sears to
2	the superior court under this section take precedence on the docket over all
3	cases and shall be assigned for hearing and trial or for argument at the earliest
4	practicable date and expedited in every way.
5	(c) A person who does not receive proper notice under section 144 of this
6	title may appeal to the superior court under this section.
7	Sec. 8. 3 V.S.A. § 117(g) is amended to read:
8	(g) In fulfilling the duties of the state archives and records administration
9	program, the state archivist shall:
10	(1) establish and administer a records management program for the
11	application of effective and efficient methods to the creation, utilization,
12	maintenance, reformatting, retention, destruction, and preservation of public
13	records;
14	(2) cooperate with the heads of state agenties or public bodies to
15	establish and maintain a program for the appraisal and scheduling of public
16	records;
17	(3) analyze, develop, establish, and coordinate standards, procedures,
18	and techniques for the creation of, preservation of, and access to public
19	records;
20	* * *

1	(10) receive grants, gifts, aid, or assistance, of any kind, from any
2	source, public or private, for the purpose of managing or publishing public
3	records: and
4	(11) serve on the Vermont historical records advisory board, as
5	described in 44 U.S.C. § 2104, to encourage systematic documentation in
6	Vermont and the collecting of archival records; and
7	(12) operate an informational website and toll-free telephone number
8	during the regular business hours of the office that shall provide municipal
9	public agencies and members of the public information regarding the
10	requirements of the public records act.
11	Sec. 9. 1 V.S.A. § 313(a)(6) is amended to read:
12	(6) Discussion or consideration of records or documents excepted from
13	the access to public records provisions of subsection section 317(b) of this title.
14	Discussion or consideration of the excepted record or document shall not itself
15	permit an extension of the executive session to the general subject to which the
16	record or document pertains;
17	Sec. 10. 3 V.S.A. § 218(d) is amended to read:
18	(d) The head of each state agency or department shall designate a member
19	of his or her staff as the records officer for his or her agency or department and
20	shall notify the Vermont state archives and records administration in writing of
21	the name and title of the person designated. The public records officer shall

1	manage the agency's compliance with the requirements of this section and with
2	the requirements of the public records act regarding receipt and response to
3	requests for public records according to the requirements of the public records
4	act as set forth in 1 V.S.A. chapter 5, subchapter 3.
5	Sec. 11. 9 V.S.A. § 4113(b) is amended to read:
6	(b) Reports filed pursuant to this section shall be an exempt record and
7	confidential pursuant to subdivision 317(b)(1) of Title 1 1 V.S.A. § 317(c)(1)
8	and shall be maintained for the sole and confidential use of the commissioner,
9	except that the reports may be disclosed to the federal government or to the
10	appropriate energy agency or department of another state with substantially
11	similar confidentiality statutes for regulations with respect to such reports.
12	However, the commissioner shall make available to appropriate committees of
13	the general assembly statistical information derived from the reports required
14	by this section, provided that this may be done in a manner which preserves the
15	confidentiality of the reports submitted by particular persons.
16	Sec. 12. 17 V.S.A. § 2154(b) is amended to read:
17	(b) A registered voter's month and day of birth, driver's license number,
18	the last four digits of the applicant's Social Security number, and street address
19	if different from the applicant's mailing address shall not be considered a
20	public record as defined in subsection 317(b) of Title 1 1 V.S.A. § 317(a)(2).
21	Any person wishing to obtain a copy of all of the statewide voter checklist

1	houst swear or affirm, under penalty of perjury pursuant to chapter 65 of
2	Title 13, that the person will not use the checklist for commercial purposes.
3	The affirmation shall be filed with the secretary of state.
4	Sec. 13. 32 V.S.M. § 3755(e) is amended to read:
5	(e) Any applicant for appraisal under this subchapter bears the burden of
6	proof as to his or her qualification. Any documents submitted by an applicant
7	as evidence of income shall be held in confidence by any person accepting or
8	reviewing them pursuant to provisions of this subchapter, and shall not be
9	made available for public examination, whether or not such person is subject to
10	the provisions of subdivision 317(a)(6) of Title 1 AV.S.A. § 317(c)(6).
11	Sec. 14. REPEAL
12	1 V.S.A. § 321 (public records act review committee) is repealed on
13	January 15, 2015.
14	Sec. 15. EFFECTIVE DATE
15	This act shall take effect on July 1, 2012.

See 1. 1 V.S.A. § 315 is amended to read:

§ 315. STATEMENT OF POLICY

It is the policy of this subchapter to provide for free and open examination of records consistent with Chapter I, Article 6 of the Vermont Constitution. Officers of government are trustees and servants of the people and it is in the public interest to enable any person to review and criticize their decisions even though such examination may cause inconvenience or embarrassment. All people, however, have a right to privacy in their personal and economic pursuits, which ought to be protected unless specific information is needed to review the action of a governmental officer. Consistent with these principles, the general assembly hereby declares that certain public records shall be made available to any person as hereinafter provided. To that end, the provisions of

this subchapter shall be liberally construed with the view towards carrying out the above declaration of public policy to implement this policy, and the burden of proof shall be on the public agency to sustain its action.

Sec. λ 1 V.S.A. § 316 is amended to read:

§ 316. ACCESS TO PUBLIC RECORDS AND DOCUMENTS

- (a) Any person may inspect or copy any public record or document of a public agency, as follows:
- (1) For any agency, board, department, commission, committee, branch instrumentality, or authority of the state, a person may inspect a public record on any day other than a Saturday, Sunday, or a legal holiday, between the hours of nine o'clock and 12 o'clock in the forenoon and between one o'clock and four o'clock in the afternoon; provided, however, if the public agency is not regularly open to the public during those hours, inspection or copying may be made
- (2) For any agency, board, committee, department, instrumentality, commission, or authority of a political subdivision of the state, a person may inspect a public record during customary office business hours.
- (b) If copying equipment maintained for use by a public agency is used by the agency to copy the public record or document requested, the agency may charge and collect from the person requesting the copy the actual cost of providing the copy. The agency may also charge and collect from the person making the request, the costs associated with mailing or transmitting the record by facsimile or other electronic means. Nothing in this section shall exempt any person from paying fees otherwise established by law for obtaining copies of public records or documents, but if such fee is established for the copy, no additional costs or fees shall be charged.
- (c) In the following instances an agency may also charge and collect the cost of staff time associated with complying with a request for a to inspect or to copy of a public record: (1) the time directly involved in complying with the request exceeds 30 minutes two hours; (2) the agency agrees to create a public record; or (3) the agency agrees to provide the public record in a nonstandard format and the time directly involved in complying with the request exceeds 30 minutes two hours. The agency may require that requests subject to staff time charges under this subsection be made in writing and that all charges be paid, in whole or in part, prior to delivery of the copies. Upon request, the agency shall provide an estimate of the charge.
- (d) The secretary of state, after consultation with the secretary of administration, shall establish the actual cost of providing a copy of a public record that may be charged by state agencies. The secretary shall also

consider the following only: the cost of the paper or the electronic media onto which a public record is copied, a prorated amount for maintenance and replacement of the machine or equipment used to copy the record and any utility charges directly associated with copying a record. The secretary of state shall adopt, by rule, a uniform schedule of public record charges for state agencies.

(e) After public hearing, the legislative body of a political subdivision shall establish actual cost charges for copies of public records. The legislative body shall also establish the amount that may be charged for staff time, when such a charge is authorized under this section. To determine actual cost charges, the legislative body shall use the same factors used by the secretary of state. If a legislative body fails to establish a uniform schedule of charges, the charges for that political subdivision shall be the uniform schedule of charges established by the secretary of state until the local legislative body establishes such a schedule. A schedule of public records charges shall be posted in prominent locations in the town offices.

* * *

Sec. 3. 1 V.S.A. § 317 is amended to read:

§ 317. DEFINITIONS; PUBLIC AGENCY; PUBLIC RECORDS AND DOCUMENTS

- (a) As used in this subchapter;
- (1) "public Public agency" or "agency" means any agency, board, department, commission, committee, branch, instrumentality, or authority of the state or any agency, board, committee, department, branch, instrumentality, commission, or authority of any political subdivision of the state.
- (2) "Public record" or "public document" means any written or recorded information, regardless of physical form or characteristics, which is produced or acquired in the course of public agency business. Individual salaries and benefits of and salary schedules relating to elected or appointed officials and employees of public agencies shall not be exempt from public inspection and copying.
- (b) As used in this subchapter, "public record" or "public document" means any written or recorded information, regardless of physical form or characteristics, which is produced or acquired in the course of public agency business. Individual salaries and benefits of and salary schedules relating to

elected or appointed officials and employees of public agencies shall not be exempt from public inspection and copying

- (1) A person's "right to privacy" or "personal privacy," as these terms are used in this subchapter, is violated or invaded only if disclosure of information about the person reveals intimate details of a person's life, including any information that might subject the person to embarrassment, harassment disgrace, or loss of employment or friends.
- (2) The provisions of this subchapter addressing the "right to privacy" or "personal privacy" in personal and economic pursuits do not create any right beyond the rights specified under subsection (c) of this section as express exemptions to the public's right to inspect or copy public records.

* * *

(c) The following public records are exempt from public inspection and copying:

* * *

- (7) personal documents relating to an individual, including information in any files maintained to hire, evaluate, promote or discipline any employee of a public agency, information in any files relating to personal finances, medical or psychological facts concerning any individual or corporation if disclosure of information would violate the individual's right to privacy as defined in subsection (b) of this section; provided however, that all information in personnel files of an individual employee of any public agency shall be made available to that individual employee or his or her designated representative;
- Sec. 4. 1 V.S.A. § 318 is amended to read:

§ 318. PROCEDURE

- (a) Upon request, the custodian of a public record shall promptly produce the record for inspection, except that:
- (1) if the record is in active use or in storage and therefore not available for use at the time the person asks to examine it, the custodian shall so certify this fact in writing to the applicant and set a date and hour within one calendar week of the request when the record will be available for examination;
- (2) if the custodian considers the record to be exempt from inspection under the provisions of this subchapter, the custodian shall so certify in writing. Such certification shall identify the records withheld and the basis for the denial. The A record shall be produced for inspection or a certification shall be made that a record is exempt within two three business days of receipt of the request, unless otherwise provided in subdivision (5) of this subsection

The certification shall include the asserted statutory basis for denial and a brief statement of the reasons and supporting facts for denial. The custodian shall also notify the person of his or her right to appeal to the head of the agency any adverse determination;

- (3) if appealed to the head of the agency, the head of the agency shall make a determination with respect to any appeal within five <u>business</u> days, excepting Saturdays, Sundays, and legal public holidays, after the receipt of such appeal. If an appeal of the denial of the request for records is in whole or in part upheld, the agency shall notify the person making such request of the provisions for judicial review of that determination under section 319 of this title;
- (4) if a record does not exist, the custodian shall certify in writing that the record does not exist under the name given to the custodian by the applicant or by any other name known to the custodian;
- (5) in unusual circumstances as herein specified the time limits prescribed in this subsection may be extended by written notice to the person making such request setting forth the reasons for such extension and the date on which a determination is expected to be dispatched. No such notice shall specify a date that would result in an extension for more than ten working business days from receipt of the request. As used in this subdivision, "unusual circumstances" means to the extent reasonably necessary to the proper processing of the particular request:
- (A) the need to search for and collect the requested records from field facilities or other establishments that are separate from the office processing the request;
- (B) the need to search for, collect, and appropriately examine a voluminous amount of separate and distinct records which are demanded in a single request; or
- (C) the need for consultation, which shall be conducted with all practicable speed, with another agency having a substantial interest in the determination of the request or among two or more components of the agency having substantial subject matter interest therein, or with the astorney general.
- (b) Any person making a request to any agency for records under subsection (a) of this section shall be deemed to have exhausted the person's administrative remedies with respect to each request if the agency fails to comply within the applicable time limit provisions of this section. Upon any determination by an agency to comply with a request for records, the records shall be made available promptly to the person making such request. Any notification of denial of any request for records under this section shall set

forth the names and titles or positions of each person responsible for the denial of such request.

- (c)(1) Any denial of access by the custodian of a public record may be appealed to the head of the agency. The head of the agency shall make a written determination on an appeal within five business days after the receipt of the appeal. A written determination shall include the asserted statutory basis for denial and a brief statement of the reasons and supporting facts for denial.
- (2) If the head of the agency reverses the denial of a request for records, the records shall be promptly made available to the person making the request. A failure by the agency to comply with any of the time limit provisions of this section shall be deemed a final denial of the request for records by the agency.
- (d) In responding to a request to inspect or copy a record under this subchapter, a public agency shall consult with the person making the request in order to clarify the request or to obtain additional information that will assist the public agency in responding to the request and, when authorized by this subchapter, in facilitating production of the requested record for inspection or copying. In unusual circumstances, as that term is defined in subdivision (a)(5) of this section, a public agency may request that a person seeking a voluminous amount of separate and distinct records narrow the scope of a public records request.
- (e) A public agency shall not withhold any record in its entirety on the basis that it contains some exempt content of the record is otherwise subject to disclosure; instead, the public agency shall redact the information it considers to be exempt and produce the record accompanied by an explanation of the basis for denial of the redacted information.
- (f) If a person making the request has a disability which requires accommodation to gain equal access to the public record sought, the person shall notify the public agency of the type of accommodation requested. The public agency shall give primary consideration to the accommodation choice expressed by the requestor, but may propose an alternative accommodation so long as it achieves equal access. The public agency shall provide accommodation to the person making the request unless the agency can demonstrate that accommodation would result in a fundamental alteration in the nature of its service, programs, activities, or an undue financial and administrative burden.

Sec. 5. 1 V.S.A. § 319 is amended to read:

\$ 210 ENEODCEMENT

- (a) Any person aggrieved by the denial of a request for public records under this subchapter may apply to the <u>civil division of the</u> superior court in the county in which the complainant resides, or has his <u>or her</u> personal place of business, or in which the public records are situated, or in the <u>civil division of the</u> superior court of Washington County, to enjoin the public agency from withholding agency records and to order the production of any agency records improperly withheld from the complainant. In such a case, the court shall determine the matter de novo, and may examine the contents of such agency records in camera to determine whether such records or any part thereof shall be withheld under any of the exemptions set forth in section 317 of this title, and the burden is of proof shall be on the <u>public</u> agency to sustain its action.
- (b) Except as to cases the court considers of greater importance, proceedings before the <u>civil division of the</u> superior court, as authorized by this section, and appeals were from, take precedence on the docket over all cases and shall be assigned for hearing and trial or for argument at the earliest practicable date and expedited in every way.
- (c) If the public agency can show the court that exceptional circumstances exist and that the agency is exercising due diligence in responding to the request, the court may retain jurisdiction and allow the agency additional time to complete its review of the records.
- (d)(1) The Except as provided in subdivision (2) of this section, the court may shall assess against the public agency reasonable attorney fees and other litigation costs reasonably incurred in any case under this section in which the complainant has substantially prevailed.
- (2) The court may, in its discretion, award attorney's fees to a complainant that has substantially prevailed if a public agency, within 10 business days of entering an appearance:
 - (A) concedes that a contested record or records are public; and
 - (B) provides the record or records to the complainant.
- Sec. 6. 1 V.S.A. § 320(b) is amended to read:
- (b) In the event of noncompliance with the order of the court, the civil division of the superior court may punish for contempt the responsible employee or official, and in the case of a uniformed service, the responsible member.
- Sec. 7. 3 V.S.A. § 117(g) is amended to read:
- (g) In fulfilling the duties of the state archives and records administration program, the state archivist shall:

- (1) establish and administer a records management program for the application of effective and efficient methods to the creation, utilization, maintenance, reformatting, retention, destruction, and preservation of public records;
- cooperate with the heads of state agencies or public bodies to establish and maintain a program for the appraisal and scheduling of public records;
- (3) analyze, develop, establish, and coordinate standards, procedures, and techniques for the creation of, preservation of, and access to public records:
- (4) take custody of archival records in accordance with record schedules approved by the state archivist;
- (5) maintain a record center to hold inactive records in accordance with records schedules approved by the state archivist;
- (6) arrange, describe, and preserve archival records, and promote their use by government officials and the public;
- (7) permit the public to inspect, examine, and study the archives, provided that any record placed in the keeping of the office of the secretary of state under special terms or conditions of law restricting their use shall be made accessible only in accord with those terms and conditions;
- (8) cooperate with and assist to the extent practicable state institutions, departments, agencies, municipalities, and other political subdivisions and individuals engaged in the activities in the field management of public records, archives, manuscripts, and history;
- (9) accept for filing copies of land records submitted in microfilm, electronic media, or similar compressed form by municipal or county clerks;
- (10) receive grants, gifts, aid, or assistance, of any kind, from any source, public or private, for the purpose of managing or publishing public records; and
- (11) serve on the Vermont historical records advisory board, as described in 44 U.S.C. § 2104, to encourage systematic documentation in Vermont and the collecting of archival records;
- (12) have the authority, on its own motion, to issue advisory opinions as to whether a particular type of record is public and available for inspection and copying;
- (13) provide municipal public agencies and members of the public information and advice regarding the requirements of the public records ast,

including an informational website and a toll free telephone number during the regular business hours of the office;

(14) establish a training program for the public records officers of public agencies regarding the requirements of the public records act and the procedure and process for responding to requests to inspect or copy a public record.

Sec. 8. 1 V.S.A. § 313(a)(6) is amended to read:

(6) Discussion or consideration of records or documents excepted from the access to public records provisions of subsection section 317(b) of this title. Discussion or consideration of the excepted record or document shall not itself permit an extension of the executive session to the general subject to which the record or document pertains;

Sec. 9. 3 V.S.A. § 218(d) is amended to read:

(d) The head of each state agency or department shall designate a member of his or her staff as the records officer for his or her agency or department, and shall notify the Vermont state archives and records administration in writing of the name and title of the person designated, and shall post the name and contact information of the person on the agency or department website, if one exists. The public records officer shall manage the agency's compliance with the requirements of this section and with the requirements of the public records act, as set forth in 1 V.S.A. chapter 5, subchapter 3, regarding receipt and response to requests for public records. A public records officer annually shall complete a records management training course offered by the Vermont state archives and records administration.

Sec. 10. 24 V.S.A. chapter 33, subchapter 14 is added to read:

Subchapter 14. Municipal Public Records Officer

§ 1146. MUNICIPAL PUBLIC RECORDS OFFICER

- (a) On or before January 1, 2012, the legislative body of a municipality shall appoint, and determine the term of service for, a municipal public records officer.
- (b) A municipal public records officer shall manage the municipality's compliance with the requirements of the public records act, as set forth in 1 V.S.A. chapter 5, subchapter 3. The municipal public records officer shall provide guidance to any agency, board, committee, department, branch, instrumentality, commission, or authority of the municipality regarding compliance with the requirements of the public records act.
- (c) The name, title, and contact information for the municipal public records officer shall be posted on the municipality's website, if one exists, and

in a prominent location in the municipal offices or office of the municipal derk.

- d) A public records officer annually shall complete a records management training course offered by the Vermont state archives and records administration.
- (e) As used in this section, "municipality" shall mean a city, town, or village of the state and shall mean a school district, as that term is defined in 16 V.S.A. § 1 (10).

Sec. 11. 9 V.S.A § 4113(b) is amended to read:

(b) Reports filed pursuant to this section shall be an exempt record and confidential pursuant to subdivision 317(b)(1) of Title 1 1 V.S.A. § 317(c)(1) and shall be maintained for the sole and confidential use of the commissioner, except that the reports may be disclosed to the federal government or to the appropriate energy agency or department of another state with substantially similar confidentiality statutes for regulations with respect to such reports. However, the commissioner shall make available to appropriate committees of the general assembly statistical information derived from the reports required by this section, provided that this may be done in a manner which preserves the confidentiality of the reports submitted by particular persons.

Sec. 12. 17 V.S.A. § 2154(b) is amended to read:

(b) A registered voter's month and day of birth, driver's license number, the last four digits of the applicant's Social Security number, and street address if different from the applicant's mailing address shall not be considered a public record as defined in subsection 317(b) of Title 1 1 V.S.A. § 317(a)(2). Any person wishing to obtain a copy of all of the statewide voter checklist must swear or affirm, under penalty of perjury pursuant to chapter 65 of Title 13, that the person will not use the checklist for commercial purposes. The affirmation shall be filed with the secretary of state

Sec. 13. 32 V.S.A. § 3755(e) is amended to read:

(e) Any applicant for appraisal under this subchapter bears the burden of proof as to his or her qualification. Any documents submitted by an applicant as evidence of income shall be held in confidence by any person accepting or reviewing them pursuant to provisions of this subchapter, and shall not be made available for public examination, whether or not such person is subject to the provisions of subdivision 317(a)(6) of Title 1 1 V.S.A. § 317(c)(6).

Sec. 14. PUBLIC RECORDS LEGISLATIVE STUDY COMMITTEE

(a) There is established a legislative study committee to review the requirements of the public records act and the numerous exemptions to that act

in order to assure the integrity, viability, and the ultimate purposes of the act.

The review committee shall consist of:

- (1) Three members of the house of representatives, appointed by the speaker of the house; and
- (2) Three members of the senate, appointed by the committee on committees:
- (b) The review committee shall review the exemptions set forth in 1 V.S.A. § 317 or elsewhere in the Vermont Statutes Annotated to the inspection and copying of public records under the public records act, 1 V.S.A. chapter 5, subchapter 3. Prior to each legislative session, the committee shall submit to the house and senate committees on government operations and the house and senate committees of judiciary recommendations concerning whether the public records act and exemptions under the act from inspection and copying of a public record should be repealed, amended, or remain unchanged. The report of the committee may take the form of draft legislation.
- (c) In reviewing and making a recommendation under subsection (b) of this section, the study committee may review:
 - (1) Whether the public records act requires revision;
- (2) Whether an exemption to inspection or copying under the public records act is necessary, antiquated, or in need of revision;
- (3) Whether an exemption to inspection or copying under the public records act is as narrowly tailored as possible, including the need to clarify the term "personal documents" referenced in X V.S.A. § 317(c)(7) in order to ensure that it does not unintentionally limit access to public records that are not personnel records; and
- (4) Whether the public records act should be amended to clarify application of the act to contracts between a public agency and a private entity for the performance of a governmental function; and
- (5) Any other criteria that assist the review committee in determining the value of an exemption as compared to the public's interest in the record protected by the exemption.
- (d) In developing recommendations authorized under subsection (a) of this section, the study committee shall consult with the secretary of administration, the secretary of state, the office of the attorney general, representatives of municipal interests, representatives of school or education interests, representatives of the media, and advocates for access to public records.
- (e) The study committee shall elect co-chairs from among its members. For attendance at a meeting when the general assembly is not in session

degislative members of the commission shall be entitled to the same per diemcompensation and reimbursement for actual and necessary expenses as provided members of standing committees under 2 V.S.A. § 406. The study committee is authorized to meet no more than three times each year during the interim between sessions of the general assembly.

(f) Legislative council shall provide legal and administrative services to the study committee. The study committee may utilize the legal, research, and administrative services of other entities, such as educational institutions and, when necessary for the performance of its duties, the Vermont state archives and records administration.

Sec. 15. LEGISLATIVE COUNSIL; LIST OF PUBLIC RECORDS ACT EXEMPTIONS

The legislative council, under its statutory revision authority set forth in 2 V.S.A. § 421, shall compile a list of all known Vermont statutory exemptions to the inspection and copying of public records under the public records act, 1 V.S.A. chapter 5, subchapter 3. Legislative council shall publish the list of exemptions compiled under this section as a statutory revision note to 1 V.S.A. § 317 and shall update the list as necessary.

Sec. 16. REPEAL

1 V.S.A. § 321 Sec. 14 of this act (public records legislative study committee) is repealed on January 15, 2015.

Sec. 17. EFFECTIVE DATE

This act shall take effect on July 1, 2011.

Sec. 1. 1 V.S.A. § 315 is amended to read:

§ 315. STATEMENT OF POLICY

It is the policy of this subchapter to provide for free and open examination of records consistent with Chapter I, Article 6 of the Vermont Constitution. Officers of government are trustees and servants of the people and it is in the public interest to enable any person to review and criticize their decisions even though such examination may cause inconvenience or embarrassment. All people, however, have a right to privacy in their personal and economic pursuits, which ought to be protected unless specific information is needed to review the action of a governmental officer. Consistent with these principles, the general assembly hereby declares that certain public records shall be made available to any person as hereinafter provided. To that end, the provisions of this subchapter shall be liberally construed with the view towards carrying out the above declaration of public policy to implement this policy, and the burden of proof shall be on the public agency to sustain its action.

Sec. 2. 1 V.S.A. § 316 is amended to read:

§ 316. ACCESS TO PUBLIC RECORDS AND DOCUMENTS

- (a) Any person may inspect or copy any public record or document of a public agency, as follows:
- (1) For any agency, board, department, commission, committee, branch, instrumentality, or authority of the state, a person may inspect a public record on any day other than a Saturday, Sunday, or a legal holiday, between the hours of nine o'clock and 12 o'clock in the forenoon and between one o'clock and four o'clock in the afternoon; provided, however, if the public agency is not regularly open to the public during those hours, inspection or copying may be made
- (2) For any agency, board, committee, department, instrumentality, commission, or authority of a political subdivision of the state, a person may inspect a public record during customary office business hours.
- (b) If copying equipment maintained for use by a public agency is used by the agency to copy the public record or document requested, the agency may charge and collect from the person requesting the copy the actual cost of providing the copy. The agency may also charge and collect from the person making the request, the costs associated with mailing or transmitting the record by facsimile or other electronic means. Nothing in this section shall exempt any person from paying fees otherwise established by law for obtaining copies of public records or documents, but if such fee is established for the copy, no additional costs or fees shall be charged.
- (c) In Unless otherwise provided by law, in the following instances an agency may also charge and collect the cost of staff time associated with complying with a request for a copy of a public record: (1) the time directly involved in complying with the request exceeds 30 minutes; (2) the agency agrees to create a public record; or (3) the agency agrees to provide the public record in a nonstandard format and the time directly involved in complying with the request exceeds 30 minutes. The agency may require that requests subject to staff time charges under this subsection be made in writing and that all charges be paid, in whole or in part, prior to delivery of the copies. Upon request, the agency shall provide an estimate of the charge.
- (d) The secretary of state, after consultation with the secretary of administration, shall establish the actual cost of providing a copy of a public record that may be charged by state agencies. The secretary shall also establish the amount that may be charged for staff time, when such a charge is authorized under this section. To determine "actual cost" the secretary shall consider the following only: the cost of the paper or the electronic media onto

which a public record is copied, a prorated amount for maintenance and replacement of the machine or equipment used to copy the record and any utility charges directly associated with copying a record. The secretary of state shall adopt, by rule, a uniform schedule of public record charges for state agencies.

(e) After public hearing, the legislative body of a political subdivision shall establish actual cost charges for copies of public records. The legislative body shall also establish the amount that may be charged for staff time, when such a charge is authorized under this section. To determine actual cost charges, the legislative body shall use the same factors used by the secretary of state. If a legislative body fails to establish a uniform schedule of charges, the charges for that political subdivision shall be the uniform schedule of charges established by the secretary of state until the local legislative body establishes such a schedule. A schedule of public records charges shall be posted in prominent locations in the town offices.

* * *

Sec. 3. 1 V.S.A. § 317 is amended to read:

§ 317. DEFINITIONS; PUBLIC AGENCY; PUBLIC RECORDS AND DOCUMENTS

- (a) As used in this subchapter;:
- (1) "Business day" means a day that a public agency is open to provide services.
- (2) "public Public agency" or "agency" means any agency, board, department, commission, committee, branch, instrumentality, or authority of the state or any agency, board, committee, department, branch, instrumentality, commission, or authority of any political subdivision of the state.
- (b) As used in this subchapter, "public record" or "public document" means any written or recorded information, regardless of physical form or characteristics, which is produced or acquired in the course of public agency business. Individual salaries and benefits of and salary schedules relating to elected or appointed officials and employees of public agencies shall not be exempt from public inspection and copying.
- (c) The following public records are exempt from public inspection and copying:

* * *

(5) records dealing with the detection and investigation of crime, including those maintained on any individual or compiled in the course of a

criminal or disciplinary investigation by any police or professional licensing agency; provided, however, that records relating to management and direction of a law enforcement agency and; records reflecting the initial arrest of a person, including any ticket, citation, or complaint issued for a traffic violation, as that term is defined in 23 V.S.A. § 2302; and records reflecting the charge of a person shall be public;

* * *

Sec. 4. 1 V.S.A. § 318 is amended to read:

§ 318. PROCEDURE

- (a) Upon request, the custodian of a public record shall promptly produce the record for inspection, except that:
- (1) if the record is in active use or in storage and therefore not available for use at the time the person asks to examine it, the custodian shall so certify this fact in writing to the applicant and set a date and hour within one calendar week of the request when the record will be available for examination;
- (2) if the custodian considers the record to be exempt from inspection under the provisions of this subchapter, the custodian shall so certify in writing. Such certification shall identify the records withheld and the basis for the denial. The A record shall be produced for inspection or a certification shall be made that a record is exempt within two three business days of receipt of the request, unless otherwise provided in subdivision (5) of this subsection. The certification shall include the asserted statutory basis for denial and a brief statement of the reasons and supporting facts for denial. The custodian shall also notify the person of his or her right to appeal to the head of the agency any adverse determination;
- (3) if appealed to the head of the agency, the head of the agency shall make a determination with respect to any appeal within five <u>business</u> days, <u>excepting Saturdays</u>, <u>Sundays</u>, and <u>legal public holidays</u>, after the receipt of such appeal. If an appeal of the denial of the request for records is in whole or in part upheld, the agency shall notify the person making such request of the provisions for judicial review of that determination under section 319 of this title;
- (4) if a record does not exist, the custodian shall certify in writing that the record does not exist under the name given to the custodian by the applicant or by any other name known to the custodian;
- (5) in unusual circumstances as herein specified the time limits prescribed in this subsection may be extended by written notice to the person making such request setting forth the reasons for such extension and the date

on which a determination is expected to be dispatched. No such notice shall specify a date that would result in an extension for more than ten working business days from receipt of the request. As used in this subdivision, "unusual circumstances" means to the extent reasonably necessary to the proper processing of the particular request:

- (A) the need to search for and collect the requested records from field facilities or other establishments that are separate from the office processing the request;
- (B) the need to search for, collect, and appropriately examine a voluminous amount of separate and distinct records which are demanded in a single request; or
- (C) the need for consultation, which shall be conducted with all practicable speed, with another agency having a substantial interest in the determination of the request or among two or more components of the agency having substantial subject matter interest therein, or with the attorney general.
- (b) Any person making a request to any agency for records under subsection (a) of this section shall be deemed to have exhausted the person's administrative remedies with respect to each request if the agency fails to comply within the applicable time limit provisions of this section. Upon any determination by an agency to comply with a request for records, the records shall be made available promptly to the person making such request. Any notification of denial of any request for records under this section shall set forth the names and titles or positions of each person responsible for the denial of such request.
- (c)(1) Any denial of access by the custodian of a public record may be appealed to the head of the agency. The head of the agency shall make a written determination on an appeal within five business days after the receipt of the appeal. A written determination shall include the asserted statutory basis for denial and a brief statement of the reasons and supporting facts for denial.
- (2) If the head of the agency reverses the denial of a request for records, the records shall be promptly made available to the person making the request. A failure by the agency to comply with any of the time limit provisions of this section shall be deemed a final denial of the request for records by the agency.
- (d) In responding to a request to inspect or copy a record under this subchapter, a public agency shall consult with the person making the request in order to clarify the request or to obtain additional information that will assist the public agency in responding to the request and, when authorized by this subchapter, in facilitating production of the requested record for

inspection or copying. In unusual circumstances, as that term is defined in subdivision (a)(5) of this section, a public agency may request that a person seeking a voluminous amount of separate and distinct records narrow the scope of a public records request.

- (e) A public agency shall not withhold any record in its entirety on the basis that it contains some exempt content if the record is otherwise subject to disclosure; instead, the public agency shall redact the information it considers to be exempt and produce the record accompanied by an explanation of the basis for denial of the redacted information.
- (f) If a person making the request has a disability which requires accommodation to gain equal access to the public record sought, the person shall notify the public agency of the type of accommodation requested. The public agency shall give primary consideration to the accommodation choice expressed by the requestor, but may propose an alternative accommodation so long as it achieves equal access. The public agency shall provide accommodation to the person making the request unless the agency can demonstrate that accommodation would result in a fundamental alteration in the nature of its service, programs, activities, or in undue financial and administrative burden.
- (g) The secretary of state shall provide municipal public agencies and members of the public information and advice regarding the requirements of the public records act and may utilize informational websites, toll-free telephone numbers, or other methods to provide such information and advice.

Sec. 5. 1 V.S.A. § 319 is amended to read:

§ 319. ENFORCEMENT

- (a) Any person aggrieved by the denial of a request for public records under this subchapter may apply to the civil division of the superior court in the county in which the complainant resides, or has his or her personal place of business, or in which the public records are situated, or in the civil division of the superior court of Washington County, to enjoin the public agency from withholding agency records and to order the production of any agency records improperly withheld from the complainant. In such a case, the court shall determine the matter de novo, and may examine the contents of such agency records in camera to determine whether such records or any part thereof shall be withheld under any of the exemptions set forth in section 317 of this title, and the burden is of proof shall be on the public agency to sustain its action.
- (b) Except as to cases the court considers of greater importance, proceedings before the <u>civil division of the</u> superior court, as authorized by this section, and appeals there from, take precedence on the docket over all

cases and shall be assigned for hearing and trial or for argument at the earliest practicable date and expedited in every way.

- (c) If the public agency can show the court that exceptional circumstances exist and that the agency is exercising due diligence in responding to the request, the court may retain jurisdiction and allow the agency additional time to complete its review of the records.
- (d)(1) The Except as provided in subdivision (2) of this subsection, the court may shall assess against the public agency reasonable attorney fees and other litigation costs reasonably incurred in any case under this section in which the complainant has substantially prevailed.
- (2) The court may, in its discretion, assess against a public agency reasonable attorney fees and other litigation costs reasonably incurred in a case under this section in which the complainant has substantially prevailed provided that the public agency, within the time allowed for service of an answer under Rule 12(a)(1) of the Vermont Rules of Civil Procedure:
- (A) concedes that a contested record or contested records are public; and
 - (B) provides the record or records to the complainant.
- (3) The court may assesses against the complainant reasonable attorney fees and other litigation costs reasonably incurred in any case under this section when the court finds that the complainant has violated Rule 11 of the Vermont Rules of Civil Procedure.
- Sec. 6. 1 V.S.A. § 320(b) is amended to read:
- (b) In the event of noncompliance with the order of the court, the civil division of the superior court may punish for contempt the responsible employee or official, and in the case of a uniformed service, the responsible member.
- Sec. 7. 1 V.S.A. § 313(a)(6) is amended to read:
- (6) Discussion or consideration of records or documents excepted from the access to public records provisions of subsection section 317(b) of this title. Discussion or consideration of the excepted record or document shall not itself permit an extension of the executive session to the general subject to which the record or document pertains;
- Sec. 8. 3 V.S.A. § 218(d) is amended to read:
- (d) The head of each state agency or department shall designate a member of his or her staff as the records officer for his or her agency or department, and shall notify the Vermont state archives and records administration in

writing of the name and title of the person designated, and shall post the name and contact information of the person on the agency or department website, if one exists.

Sec. 9. 9 V.S.A. § 4113(b) is amended to read:

(b) Reports filed pursuant to this section shall be an exempt record and confidential pursuant to subdivision 317(b)(1) of Title 1 1 V.S.A. § 317(c)(1) and shall be maintained for the sole and confidential use of the commissioner, except that the reports may be disclosed to the federal government or to the appropriate energy agency or department of another state with substantially similar confidentiality statutes for regulations with respect to such reports. However, the commissioner shall make available to appropriate committees of the general assembly statistical information derived from the reports required by this section, provided that this may be done in a manner which preserves the confidentiality of the reports submitted by particular persons.

Sec. 10. 32 V.S.A. § 3755(e) is amended to read:

(e) Any applicant for appraisal under this subchapter bears the burden of proof as to his or her qualification. Any documents submitted by an applicant as evidence of income shall be held in confidence by any person accepting or reviewing them pursuant to provisions of this subchapter, and shall not be made available for public examination, whether or not such person is subject to the provisions of subdivision 317(a)(6) of Title 1 1 V.S.A. § 317(c)(6).

Sec. 11. PUBLIC RECORDS LEGISLATIVE STUDY COMMITTEE

- (a) There is established a legislative study committee to review the requirements of the public records act and the numerous exemptions to that act in order to assure the integrity, viability, and the ultimate purposes of the act. The review committee shall consist of:
- (1) Three members of the house of representatives, appointed by the speaker of the house; and
- (2) Three members of the senate, appointed by the committee on committees.
- (b) The review committee shall review the exemptions set forth in 1 V.S.A. § 317 or elsewhere in the Vermont Statutes Annotated to the inspection and copying of public records under the public records act, 1 V.S.A. chapter 5, subchapter 3. Prior to each legislative session, the committee shall submit to the house and senate committees on government operations and the house and senate committees on judiciary recommendations concerning whether the public records act and exemptions under the act from inspection and copying of a public record should be repealed, amended, or remain unchanged. The report of the committee may take the form of draft legislation.

- (c) In reviewing and making a recommendation under subsection (b) of this section, the study committee may review:
 - (1) Whether the public records act requires revision;
- (2) Whether an exemption to inspection or copying under the public records act is necessary, antiquated, or in need of revision;
- (3) Whether an exemption to inspection or copying under the public records act is as narrowly tailored as possible, including the need to clarify the term "personal documents" referenced in 1 V.S.A. § 317(c)(7) in order to ensure that it does not unintentionally limit access to public records that are not personnel records; and
- (4) Whether the public records act should be amended to clarify application of the act to contracts between a public agency and a private entity for the performance of a governmental function;
- (5) Whether or not to authorize a public agency to charge for staff time associated with responding to a request to inspect or copy a public record, including whether an agency should be authorized to charge for the staff time incurred in locating, reviewing, or redacting a public record; and
- (6) Any other criteria that assist the review committee in determining the value of an exemption as compared to the public's interest in the public record protected by the exemption.
- (7) Whether a municipality and how a municipality shall appoint or designate an official, officer, or employee responsible for advising municipal employees and any agency, board, committee, department, instrumentality, commission, or authority of the municipality regarding the requirements of the public records act and proper management of public records. As used in this subdivision, "municipality" shall mean a city, town, village or school district.
- (d) In developing recommendations authorized under subsection (a) of this section, the study committee shall consult with the secretary of administration, the secretary of state, the office of the attorney general, representatives of municipal interests, representatives of school or education interests, representatives of the media, and advocates for access to public records.
- (e) The study committee shall elect co-chairs from among its members. For attendance at a meeting when the general assembly is not in session, legislative members of the commission shall be entitled to the same per diem compensation and reimbursement for actual and necessary expenses as provided members of standing committees under 2 V.S.A. § 406. The study committee is authorized to meet three times each year during the interim between sessions of the general assembly, provided that the speaker of the house and the committee on committees may authorize the study committee to

hold additional meetings during the interim between sessions so that the committee may accomplish its charge.

(f) Legislative council shall provide legal and administrative services to the study committee. The study committee may utilize the legal, research, and administrative services of other entities, such as educational institutions and, when necessary for the performance of its duties, the Vermont state archives and records administration.

Sec. 12. LEGISLATIVE COUNCIL; LIST OF PUBLIC RECORDS ACT EXEMPTIONS

The legislative council, under its statutory revision authority set forth in 2 V.S.A. § 421, shall compile a list of all known Vermont statutory exemptions to the inspection and copying of public records under the public records act, 1 V.S.A. chapter 5, subchapter 3. Legislative council shall publish the list of exemptions compiled under this section as a statutory revision note to 1 V.S.A. § 317 and shall update the list as necessary.

Sec. 13. STATE AGENCY PUBLIC RECORDS REQUEST SYSTEM

- (a) Beginning July 1, 2011, all state agencies that receive a request to inspect or copy a public record shall catalogue the request in the public records request system that the secretary of administration established in response to the requirements of Sec. 3 of No. 132 of the Acts of the 2005 Adj. Sess. (2006).
- (b) The secretary of administration shall revise and update the public records request system so that it includes: the date a public records request is received; the state agency that received the request; the organization or individual that made the request, including a contact name; the status of the request, including whether the request was fulfilled in whole, fulfilled in part, or denied; if the request was fulfilled in part or denied, the exemption or other grounds asserted as the basis for partial fulfillment or denial; the estimated hours necessary to respond to the request; the date the state agency closed the request; and the elapsed time between receipt of the request and the date the agency closed the request.
- (c) On or before January 15, 2012, and annually thereafter, the secretary of administration shall submit to the senate and house committees on government operations a copy of the records requests catalogued in the public records request system in the preceding calendar year.
- (d)(1) As a part of the report issued on or before January 15, 2012 to the senate and house committees on government operations under subsection (c) of this section, the secretary of administration, after consultation with the department of information and innovation and the Vermont state archives and

records administration, shall submit a report regarding implementation by state agencies of an electronic documents management system for the creation, management, archiving, redaction, and confidential designation of records produced or acquired by state agencies. The report shall include a recommendation as to whether a documents management system should be implemented by state agencies.

- (2) If the secretary recommends implementation of a document management system, the recommendation shall:
- (A) identify a specific document management system for implementation by state agencies. The report shall summarize the operation or application of the system, provide a short explanation of the basis for selection of the system, and describe how the system will improve efficiency of state agencies in managing public records;
- (B) estimate the cost of implementation by state agencies of the recommended document system;
- (C) propose a schedule for implementation of the recommended document management system by all state agencies.

Sec. 14. PUBLIC RECORDS REQUESTS; MUNICIPALITIES

The secretary of state, after consultation with the Vermont League of Cities and Towns, annually shall survey municipalities in the state regarding whether municipalities are receiving an increased number of requests to inspect records, whether requests for inspection of public records are being used to circumvent copying of a record by a municipality, and whether requests to inspect records pose any administrative burdens on municipalities. For purposes of this subsection, "municipality" shall mean a city, town, village, or school district of the state. On or before January 15, 2012 and annually thereafter, the secretary of state shall submit the results of the survey to the senate and house committees on government operations.

Sec. 15. COURT ADMINISTRATOR REPORT ON PUBLIC RECORDS CASES

On or before January 15, 2012 and annually thereafter, the Vermont court administrator's office shall report to the senate and house committees on government operations regarding contested cases filed in the civil division of the superior court involving disputes under the Public Records Act, as set forth in 1 V.S.A. chapter 5, subchapter 4. The report shall include the number of Public Records Act contested cases filed annually in the civil division of the superior court, the disposition of such cases, and whether attorney's fees were awarded in any of the cases. The court administrator shall submit a copy of a report required under this section to the secretary of state at the same time the

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report is submitted to the senate and house committees on government operations.

Sec. 16. REPEAL

Sec. 11 of this act (public records legislative study committee) is repealed on January 15, 2015.

Sec. 17. EFFECTIVE DATE

This act shall take effect on July 1, 2011.

Donald G. Milne Clerk, House of Representatives

GOVERNOR

SPEAKER OF

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