

**2008 -- S 2963 SUBSTITUTE A AS AMENDED**

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LC02741/SUB A/4  
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**STATE OF RHODE ISLAND**

**IN GENERAL ASSEMBLY**

**JANUARY SESSION, A.D. 2008**

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A N A C T

RELATING TO PUBLIC RECORDS -- ACCESS TO PUBLIC RECORDS

Introduced By: Senators Lenihan, and Sosnowski

Date Introduced: April 10, 2008

Referred To: Senate Judiciary

It is enacted by the General Assembly as follows:

1           SECTION 1. Sections 38-2-2, 38-2-3, 38-2-4, 38-2-6, 38-2-7, 38-2-8 and 38-2-9 of the  
2   General Laws in Chapter 38-2 entitled "Access to Public Records" are hereby amended to read as  
3   follows:

4           **38-2-2. Definitions.** -- As used in this chapter:

5           (1) "Agency" or "public body" shall mean any executive, legislative, judicial, regulatory,  
6   or administrative body of the state, or any political subdivision thereof; including, but not limited  
7   to, any department, division, agency, commission, board, office, bureau, authority, any school,  
8   fire, or water district, or other agency of Rhode Island state or local government which exercises  
9   governmental functions, any authority as defined in section 42-35-1(b), or any other public or  
10   private agency, person, partnership, corporation, or business entity acting on behalf of and/or in  
11   place of any public agency.

12           (2) "Chief administrative officer" means the highest authority of the public body as  
13   defined in subsection (a) of this section.

14           (3) "Public business" means any matter over which the public body has supervision,  
15   control, jurisdiction, or advisory power.

16           (4) (i) "Public record" or "public records" shall mean all documents, papers, letters,  
17   maps, books, tapes, photographs, films, sound recordings, magnetic or other tapes, electronic data  
18   processing records, computer stored data (including electronic mail messages, except specifically  
19   for any electronic mail messages of or to elected officials with or relating to those they represent

1 and correspondence of or to elected officials in their official capacities) or other material  
2 regardless of physical form or characteristics made or received pursuant to law or ordinance or in  
3 connection with the transaction of official business by any agency. For the purposes of this  
4 chapter, the following records shall not be deemed public:

5 (A) (I) All records which are identifiable to an individual applicant for benefits, client,  
6 patient, student, or employee, including, but not limited to, personnel, medical treatment, welfare,  
7 employment security, pupil records, all records relating to a client/attorney relationship and to a  
8 doctor/patient relationship, and all personal or medical information relating to an individual in  
9 any files, including information relating to medical or psychological facts, personal finances,  
10 welfare, employment security, student performance, or information in personnel files maintained  
11 to hire, evaluate, promote, or discipline any employee of a public body; provided, however, with  
12 respect to employees, the name, gross salary, salary range, total cost of paid fringe benefits, gross  
13 amount received in overtime, and other remuneration in addition to salary, job title, job  
14 description, dates of employment and positions held with the state or municipality, work location,  
15 business telephone number, the city or town of residence, and date of termination shall be public.

16 (II) Notwithstanding the provisions of this section, or any other provision of the general  
17 laws to the contrary, the pension records of all persons who are either current or retired members  
18 of the retirement systems established by the general laws as well as all persons who become  
19 members of those retirement systems after June 17, 1991 shall be open for public inspection.  
20 "Pension records" as used in this section shall include all records containing information  
21 concerning pension and retirement benefits of current and retired members of the retirement  
22 systems established in title 8, title 36, title 42, and title 45 and future members of said systems,  
23 including all records concerning retirement credits purchased and the ability of any member of  
24 the retirement system to purchase retirement credits, but excluding all information regarding the  
25 medical condition of any person and all information identifying the member's designated  
26 beneficiary or beneficiaries.

27 (B) Trade secrets and commercial or financial information obtained from a person, firm,  
28 or corporation which is of a privileged or confidential nature.

29 (C) Child custody and adoption records, records of illegitimate births, and records of  
30 juvenile proceedings before the family court.

31 (D) All records maintained by law enforcement agencies for criminal law enforcement  
32 and all records relating to the detection and investigation of crime, including those maintained on  
33 any individual or compiled in the course of a criminal investigation by any law enforcement  
34 agency. Provided, however, such records shall not be deemed public only to the extent that the

1 disclosure of the records or information (a) could reasonably be expected to interfere with  
2 investigations of criminal activity or with enforcement proceedings, (b) would deprive a person of  
3 a right to a fair trial or an impartial adjudication, (c) could reasonably be expected to constitute an  
4 unwarranted invasion of personal privacy, (d) could reasonably be expected to disclose the  
5 identity of a confidential source, including a state, local, or foreign agency or authority, or any  
6 private institution which furnished information on a confidential basis, or the information  
7 furnished by a confidential source, (e) would disclose techniques and procedures for law  
8 enforcement investigations or prosecutions, or would disclose guidelines for law enforcement  
9 investigations or prosecutions or (f) could reasonably be expected to endanger the life or physical  
10 safety of any individual. Records relating to management and direction of a law enforcement  
11 agency and records or reports, [including the narrative report](#), reflecting the initial arrest of an  
12 adult and the charge or charges brought against an adult shall be public.

13 (E) Any records which would not be available by law or rule of court to an opposing  
14 party in litigation.

15 (F) Scientific and technological secrets and the security plans of military and law  
16 enforcement agencies, the disclosure of which would endanger the public welfare and security.

17 (G) Any records which disclose the identity of the contributor of a bona fide and lawful  
18 charitable contribution to the public body whenever public anonymity has been requested of the  
19 public body with respect to the contribution by the contributor.

20 (H) Reports and statements of strategy or negotiation involving labor negotiations or  
21 collective bargaining.

22 (I) Reports and statements of strategy or negotiation with respect to the investment or  
23 borrowing of public funds, until such time as those transactions are entered into.

24 (J) Any minutes of a meeting of a public body which are not required to be disclosed  
25 pursuant to chapter 46 of title 42.

26 (K) Preliminary drafts, notes, impressions, memoranda, working papers, and work  
27 products; provided, however, any documents submitted at a public meeting of a public body shall  
28 be deemed public.

29 (L) Test questions, scoring keys, and other examination data used to administer a  
30 licensing examination, examination for employment or promotion, or academic examinations;  
31 provided, however, that a person shall have the right to review the results of his or her  
32 examination.

33 (M) Correspondence of or to elected officials with or relating to those they represent and  
34 correspondence of or to elected officials in their official capacities.

1 (N) The contents of real estate appraisals, engineering, or feasibility estimates and  
2 evaluations made for or by an agency relative to the acquisition of property or to prospective  
3 public supply and construction contracts, until such time as all of the property has been acquired  
4 or all proceedings or transactions have been terminated or abandoned; provided the law of  
5 eminent domain shall not be affected by this provision.

6 (O) All tax returns.

7 (P) All investigatory records of public bodies, with the exception of law enforcement  
8 agencies, pertaining to possible violations of statute, rule, or regulation other than records of final  
9 actions taken provided that all records prior to formal notification of violations or noncompliance  
10 shall not be deemed to be public.

11 (Q) Records of individual test scores on professional certification and licensing  
12 examinations; provided, however, that a person shall have the right to review the results of his or  
13 her examination.

14 (R) Requests for advisory opinions until such time as the public body issues its opinion.

15 (S) Records, reports, opinions, information, and statements required to be kept  
16 confidential by federal law or regulation or state law, or rule of court.

17 (T) Judicial bodies are included in the definition only in respect to their administrative  
18 function provided that records kept pursuant to the provisions of chapter 16 of title 8 are exempt  
19 from the operation of this chapter.

20 (U) Library records which by themselves or when examined with other public records,  
21 would reveal the identity of the library user requesting, checking out, or using any library  
22 materials.

23 (V) Printouts from TELE -- TEXT devices used by people who are deaf or hard of  
24 hearing or speech impaired.

25 (W) All records received by the insurance division of the department of business  
26 regulation from other states, either directly or through the National Association of Insurance  
27 Commissioners, if those records are accorded confidential treatment in that state. Nothing  
28 contained in this title or any other provision of law shall prevent or be construed as prohibiting  
29 the commissioner of insurance from disclosing otherwise confidential information to the  
30 insurance department of this or any other state or country, at any time, so long as the agency or  
31 office receiving the records agrees in writing to hold it confidential in a manner consistent with  
32 the laws of this state.

33 (X) Credit card account numbers in the possession of state or local government are  
34 confidential and shall not be deemed public records.

1 (Y) Any documentary material, answers to written interrogatories, or oral testimony  
2 provided under any subpoena issued under Rhode Island general law section 9-1.1-6.

3 (ii) However, any reasonably segregable portion of a public record excluded by this  
4 section shall be available for public inspections after the deletion of the information which is the  
5 basis of the exclusion, if disclosure of the segregable portion does not violate the intent of this  
6 section.

7 (5) "Supervisor of the regulatory body" means the chief or head of a section having  
8 enforcement responsibility for a particular statute or set of rules and regulations within a  
9 regulatory agency.

10 (6) "Prevailing plaintiff" means and shall include those persons and entities deemed  
11 prevailing parties pursuant to 42 U.S.C. section 1988-; provided, however, that a judgment in the  
12 plaintiff's favor shall not be a prerequisite to the award of attorneys' fees.

13 **38-2-3. Right to inspect and copy records -- Duty to maintain minutes of meetings --**

14 **Procedures for access. --** (a) Except as provided in section 38-2-2(4), all records maintained or  
15 kept on file by any public body, whether or not those records are required by any law or by any  
16 rule or regulation, shall be public records and every person or entity shall have the right to inspect  
17 and/or copy those records at such reasonable time as may be determined by the custodian thereof.  
18 No public body shall require, as a condition of fulfilling a request for records, that a requester  
19 provide personally identifiable information about him/herself.

20 (b) Each public body shall make, keep, and maintain written or recorded minutes of all  
21 meetings.

22 (c) Each public body shall establish procedures regarding access to public records but  
23 shall not require written requests for public information available pursuant to R.I.G.L. section 42-  
24 35-2 or for other documents prepared for or readily available to the public.

25 (d) A public body receiving a request shall permit the inspection or copying within seven  
26 (7) business days after receiving a request. If the inspection or copying is not permitted within  
27 seven (7) business days, the public body shall forthwith explain in writing the need for additional  
28 time to comply with the request. Any such explanation must be particularized to the specific  
29 request made. In such case, the public body may have up to twenty (20) business days to respond  
30 to the request if it can demonstrate that the voluminous nature of the request, the number of  
31 requests for records pending, or the difficulty in searching for and retrieving or copying the  
32 requested records, is such that additional time is necessary to avoid imposing an undue burden on  
33 the public body.

34 ~~(d)~~(e) If a public record is in active use or in storage and, therefore, not available at the

1 time a person or entity requests access, the custodian shall so inform the person or entity and  
2 make an appointment for the ~~citizen~~ person or entity to examine such records as expeditiously as  
3 they may be made available.

4 ~~(e)~~(f) Any person or entity requesting copies of public records may elect to obtain them  
5 in any and all media in which the public agency is capable of providing them. Any public body  
6 which maintains its records in a computer storage system shall provide any data properly  
7 identified in a printout or other reasonable format, as requested.

8 ~~(f)~~(g) Nothing in this section shall be construed as requiring a public body to reorganize,  
9 consolidate, or compile data not maintained by the public body in the form requested at the time  
10 the request to inspect the public records was made except to the extent that such records are in an  
11 electronic format and the public body would not be unduly burdened in providing such data.

12 ~~(g)~~(h) Nothing in this section is intended to affect the public record status of information  
13 merely because it is stored in a computer.

14 ~~(h)~~(i) No public records shall be withheld based on the purpose for which the records are  
15 sought, nor shall a public body require a person or entity seeking records to provide a reason for  
16 the request.

17 (j) At the election of the person or entity requesting the public records, the public body  
18 shall provide copies of the public records electronically, by fax, or by mail unless doing so would  
19 be unduly burdensome due to the volume of the records requested and the costs that would be  
20 incurred.

21 (k) Notwithstanding the provisions of subsection (d), an arrest record providing the  
22 following information;

23 (1) full name of the arrested adult;

24 (2) home address of the arrested adult;

25 (3) date of birth of the arrested adult;

26 (4) charge or charges;

27 (5) date of the arrest;

28 (6) time of the arrest;

29 (7) location of the arrest;

30 (8) gender of the arrested adult;

31 (9) race of the arrested adult;

32 (10) name of the arresting officer; shall be made available within twenty-four (24) hours  
33 after receipt of a request.

34 **38-2-4. Cost.** -- (a) Subject to the provisions of section 38-2-3, a public body must allow

1 copies to be made or provide copies of public records. The cost per copied page of written  
2 documents provided to the public shall not exceed fifteen cents (\$.15) per page for documents  
3 copyable on common business or legal size paper. A public body may not charge more than the  
4 reasonable actual cost for providing electronic records.

5 (b) A reasonable charge may be made for the search or retrieval of documents. Hourly  
6 costs for a search and retrieval shall not exceed fifteen dollars (\$15.00) per hour and no costs  
7 shall be charged for the first hour of a search or retrieval.

8 (c) Copies of documents shall be provided and the search and retrieval of documents  
9 accomplished within a reasonable time after a request. A public body shall, upon request, provide  
10 an estimate of the costs of a request for documents prior to providing copies.

11 (d) Upon request, the public body shall provide a detailed itemization of the costs  
12 charged for search and retrieval.

13 (e) A court may reduce or waive the fees for costs charged for search or retrieval if it  
14 determines that the information requested is in the public interest because it is likely to contribute  
15 significantly to public understanding of the operations or activities of the government and is not  
16 primarily in the commercial interest of the requester.

17 **38-2-6. Commercial use of public records.** -- No person or business entity shall use  
18 information obtained from public records pursuant to this chapter ~~to solicit for commercial~~  
19 ~~purposes or~~ to obtain a commercial advantage over the party furnishing that information to the  
20 public body. Anyone who knowingly and willfully violates the provision of this section shall, in  
21 addition to any civil liability, be punished by a fine of not more than five hundred dollars (\$500)  
22 and/or imprisonment for no longer than one year.

23 **38-2-7. Denial of access.** -- (a) Any denial of the right to inspect or copy records, in  
24 whole or in part, provided for under this chapter shall be made to the person or entity requesting  
25 the right by the public body official who has custody or control of the public record in writing  
26 giving the specific reasons for the denial within ~~ten (10)~~ seven (7) business days of the request  
27 and indicating the procedures for appealing the denial. Except for good cause shown, any reason  
28 not specifically set forth in the denial shall be deemed waived by the public body.

29 (b) Failure to timely comply with a request to inspect or copy the public record ~~within~~  
30 ~~the ten (10) business day period~~ within the seven (7) business day period shall be deemed to be a  
31 denial. Except that for good cause, this limit may be extended ~~for a period not to exceed thirty~~  
32 ~~(30) business days.~~ in accordance with the provisions of subsection 38-2-3(d) of this chapter. All  
33 copying and search fees shall be waived if a public body fails to produce requested records in a  
34 timely manner; provided, however, that the production of records shall not be deemed untimely if

1 [the public body is awaiting receipt of payment for costs properly charged under 38-2-4.](#)

2 **38-2-8. Administrative appeals.** -- (a) Any person or entity denied the right to inspect a  
3 record of a public body by the custodian of the record may petition the chief administrative  
4 officer of that public body for a review of the determinations made by his or her subordinate. The  
5 chief administrative officer shall make a final determination whether or not to allow public  
6 inspection within ten (10) business days after the submission of the review petition.

7 (b) If the [custodian of the records or the](#) chief administrative officer determines that the  
8 record is not subject to public inspection, the person or entity seeking disclosure may file a  
9 complaint with the attorney general. The attorney general shall investigate the complaint and if  
10 the attorney general shall determine that the allegations of the complaint are meritorious, he or  
11 she may institute proceedings for injunctive or declaratory relief on behalf of the complainant in  
12 the superior court of the county where the record is maintained. Nothing within this section shall  
13 prohibit any individual or entity from retaining private counsel for the purpose of instituting  
14 proceedings for injunctive or declaratory relief in the superior court of the county where the  
15 record is maintained.

16 (c) The attorney general shall consider all complaints filed under this chapter to have  
17 also been filed pursuant to the provisions of section 42-46-8(a), if applicable.

18 (d) Nothing within this section shall prohibit the attorney general from initiating a  
19 complaint on behalf of the public interest.

20 **38-2-9. Jurisdiction of superior court.** -- (a) Jurisdiction to hear and determine civil  
21 actions brought under this chapter is hereby vested in the superior court.

22 (b) The court may examine any record which is the subject of a suit in camera to  
23 determine whether the record or any part thereof may be withheld from public inspection under  
24 the terms of this chapter.

25 (c) Actions brought under this chapter may be advanced on the calendar upon motion of.  
26 any party, or sua sponte by the court made in accordance with the rules of civil procedure of the  
27 superior court.

28 (d) The court shall impose a civil fine not exceeding one thousand dollars (\$1,000)  
29 against a public body or official found to have committed a knowing and willful violation of this  
30 chapter, and shall award reasonable attorney fees and costs to the prevailing plaintiff. The court  
31 shall further order a public body found to have wrongfully denied access to public records to  
32 provide the records at no cost to the prevailing party; provided, further, that in the event that the  
33 court, having found in favor of the defendant, finds further that the plaintiff's case lacked a  
34 grounding in fact or in existing law or in good faith argument for the extension, modification, or

1 reversal of existing law, the court may award attorneys fees and costs to the prevailing defendant.

2 SECTION 2. Chapter 38-2 of the General Laws entitled "Access to Public Records" is  
3 hereby amended by adding thereto the following section:

4 **38-2-16. Compliance by state agencies.** – No later than January 1, 2009, and annually  
5 thereafter, the chief administrator of each state agency shall certify in writing to the attorney  
6 general that all officers and employees who have the authority to grant or deny persons or entities  
7 access to records under this chapter have been provided orientation and training regarding this  
8 chapter.

9 SECTION 3. This act shall take effect on September 1, 2008.

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EXPLANATION  
BY THE LEGISLATIVE COUNCIL  
OF  
A N A C T  
RELATING TO PUBLIC RECORDS -- ACCESS TO PUBLIC RECORDS

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1           This act would mandate that a public body receiving a request for access to public  
2 records comply within seven (7) business days. It would also prevent a public body from  
3 requiring that a requester of public records provide personally identifiable information or the  
4 reason for the request. It would also raise the maximum civil fine that may be imposed for a  
5 willful and knowingly violation of the chapter from one thousand dollars (\$1,000) to five  
6 thousand dollars (\$5,000).The act would also impose a new fine not to exceed two thousand  
7 dollars (\$2,000) for reckless violation of the chapter.

8           The act would also require all state agencies to annually certify in writing to the attorney  
9 general that each agency has provided orientation and training to all officers and employees  
10 authorized to grant or deny access to public records.

11           This act would take effect upon on September 1, 2008.

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Presented by