## SECOND REGULAR SESSION

## SENATE BILL NO. 1135

## 101ST GENERAL ASSEMBLY

INTRODUCED BY SENATOR HEGEMAN.

4191S.02I

ADRIANE D. CROUSE, Secretary

## **AN ACT**

To repeal sections 610.010, 610.011, 610.021, 610.023, 610.024, and 610.026, RSMo, and to enact in lieu thereof six new sections relating to public records and meetings.

Be it enacted by the General Assembly of the State of Missouri, as follows:

Section A. Sections 610.010, 610.011, 610.021, 610.023,

- 2 610.024, and 610.026, RSMo, are repealed and six new sections
- 3 enacted in lieu thereof, to be known as sections 610.010,
- 4 610.011, 610.021, 610.023, 610.024, and 610.026, to read as
- 5 follows:
  - 610.010. As used in this chapter, unless the context
- 2 otherwise indicates, the following terms mean:
- 3 (1) "Closed meeting", "closed record", or "closed
- 4 vote", any meeting, record or vote closed to the public;
- 5 (2) "Copying", if requested by a member of the public,
- 6 copies provided as detailed in section 610.026, if
- 7 duplication equipment is available;
- 8 (3) "Public business", [all matters which relate in
- 9 any way to the performance of the public governmental body's
- 10 functions or the conduct of its business] the deliberations
- 11 of at least the number of individual public governmental
- 12 body members required to take action on behalf of the public
- 13 governmental body where such deliberations determine or
- 14 result in the joint conduct or disposition of official
- 15 public governmental body business;

EXPLANATION-Matter enclosed in bold-faced brackets [thus] in this bill is not enacted and is intended to be omitted in the law.

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(4) "Public governmental body", any [legislative,
administrative or governmental entity] elected or appointed
position created by the Constitution or statutes of this
state, by order or ordinance of any political subdivision or
district, judicial entities when operating in an
administrative capacity, or by executive order, including:
(a) Any body, agency, board, bureau, council,

- commission, committee, board of regents or board of curators or any other governing body of any institution of higher education, including a community college, which is supported in whole or in part from state funds, including but not limited to the administrative entity known as "The Curators of the University of Missouri" as established by section 172.020;
- 30 (b) Any advisory committee or commission appointed by 31 the governor by executive order;
- 32 (c) Any department or division of the state, of any
  33 political subdivision of the state, of any county or of any
  34 municipal government, school district or special purpose
  35 district including but not limited to sewer districts, water
  36 districts, and other subdistricts of any political
  37 subdivision;
  - (d) Any other legislative or administrative governmental deliberative body under the direction of three or more elected or appointed members having rulemaking or quasi-judicial power;
- 42 (e) Any committee appointed by or at the direction of
  43 any of the entities and which is authorized to report to any
  44 of the above-named entities, any advisory committee
  45 appointed by or at the direction of any of the named
  46 entities for the specific purpose of recommending, directly
  47 to the public governmental body's governing board or its

chief administrative officer, policy or policy revisions or 48 expenditures of public funds including, but not limited to, 49 50 entities created to advise bi-state taxing districts regarding the expenditure of public funds, or any policy 51 52 advisory body, policy advisory committee or policy advisory group appointed by a president, chancellor or chief 53 executive officer of any college or university system or 54 55 individual institution at the direction of the governing body of such institution which is supported in whole or in 56 57 part with state funds for the specific purpose of recommending directly to the public governmental body's 58 governing board or the president, chancellor or chief 59 executive officer policy, policy revisions or expenditures 60 of public funds provided, however, the staff of the college 61 or university president, chancellor or chief executive 62 officer shall not constitute such a policy advisory 63 committee. The custodian of the records of any public 64 governmental body shall maintain a list of the policy 65 66 advisory committees described in this subdivision; Any quasi-public governmental body. The term 67 "quasi-public governmental body" means any person, 68 corporation or partnership organized or authorized to do 69 70 business in this state pursuant to the provisions of chapter 71 352, 353, or 355, or unincorporated association which either: 72 Has as its primary purpose to enter into contracts with public governmental bodies, or to engage primarily in 73 74 activities carried out pursuant to an agreement or agreements with public governmental bodies; or 75 76 Performs a public function as evidenced by a 77 statutorily based capacity to confer or otherwise advance, through approval, recommendation or other means, the 78 allocation or issuance of tax credits, tax abatement, public 79

80 debt, tax-exempt debt, rights of eminent domain, or the 81 contracting of leaseback agreements on structures whose 82 annualized payments commit public tax revenues; or any association that directly accepts the appropriation of money 83 from a public governmental body, but only to the extent that 84 a meeting, record, or vote relates to such appropriation; and 85 86 Any bi-state development agency established 87 pursuant to section 70.370; 88 "Public meeting", any meeting of a public 89 governmental body subject to sections 610.010 to 610.030 at which any public business is discussed, decided, or public 90 policy formulated, whether such meeting is conducted in 91 92 person or by means of communication equipment, including, but not limited to, conference call, video conference, 93 internet chat, or internet message board. The term "public 94 meeting" shall not include an informal gathering of members 95 96 of a public governmental body for ministerial or social purposes when there is no intent to avoid the purposes of 97 this chapter or any meeting of a group of members of a 98 99 public governmental body who are not acting on behalf of the 100 entire public governmental body or when a public 101 governmental body is an individually elected or appointed 102 official who is meeting with members of his or her staff in 103 the ordinary course of business, but the term shall include 104 a public vote of all or a majority of the members of a public governmental body or a group of members of a public 105 106 governmental body voting to advance an item to a vote of 107 another group of members or the entire public governmental 108 body, by electronic communication or any other means, 109 conducted in lieu of holding a public meeting with the

members of the public governmental body gathered at one

location in order to conduct public business;

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112	(6) "Public record", any record, whether written or
113	electronically stored, retained by or of any public
114	governmental body [including] made or received pursuant to
115	law or in connection with the transaction of official
116	business. This may include any report, survey, memorandum,
117	or other document or study prepared for the public
118	governmental body by a consultant or other professional
119	service paid for in whole or in part by public funds,
120	including records created or maintained by private
121	contractors under an agreement with a public governmental
122	body or on behalf of a public governmental body; provided,
123	however, that personally identifiable student records
124	maintained by public educational institutions shall be open
125	for inspection by the parents, guardian or other custodian
126	of students under the age of eighteen years and by the
127	parents, guardian or other custodian and the student if the
128	student is over the age of eighteen years. The term "public
129	record" shall not include any internal memorandum or letter
130	received or prepared by or on behalf of a member of a public
131	governmental body consisting of advice, opinions and
132	recommendations in connection with the deliberative decision-
133	making process of said body, unless such records are
134	[retained by the public governmental body or] presented at a
135	public meeting. Any document or study prepared for a public
136	governmental body by a consultant or other professional
137	service as described in this subdivision shall be retained
138	by the public governmental body in the same manner as any
139	other public record. The term "public record" shall not
140	include transitory records;
141	(7) "Public vote", any vote, whether conducted in
142	person, by telephone, or by any other electronic means, cast

141 (7) "Public vote", any vote, whether conducted in 142 person, by telephone, or by any other electronic means, cast 143 at any public meeting of any public governmental body;

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- 144 (8) "Transitory record", includes draft versions of 145 final documents, non-decision making materials, materials 146 that are not required to sustain administrative or 147 operational function of the agency, materials that are only 148 recorded for the time required for completion of the action, 149 or materials that do not have substantial administrative or 150 operational value.
  - 610.011. 1. It is the public policy of this state
    that meetings, records, votes, actions, and deliberations of
    public governmental bodies be open to the public unless
    otherwise provided by law. Sections 610.010 to 610.200
    shall be liberally construed and their exceptions strictly
    construed to promote this public policy.
- 2. Except as otherwise provided by law, all public meetings of public governmental bodies shall be open to the public as set forth in section 610.020, all public records of public governmental bodies shall be open to the public for inspection and copying as set forth in sections 610.023 to 610.026, and all public votes of public governmental bodies shall be recorded as set forth in section 610.015.
  - 3. The provisions of subsections 1 and 2 of this section notwithstanding, the courts of the state shall only liberally construe this chapter in order to resolve an ambiguity where the plain and ordinary meaning of the words cannot be imputed by the court.
  - 610.021. Except to the extent disclosure is otherwise required by law, a public governmental body is authorized to close meetings, records and votes, to the extent they relate to the following:
- (1) Legal actions, causes of action or litigation
  involving a public governmental body and any confidential or
  privileged communications between a public governmental body

8 or its representatives and its attorneys. However, any 9 minutes, vote or settlement agreement relating to legal 10 actions, causes of action or litigation involving a public governmental body or any agent or entity representing its 11 interests or acting on its behalf or with its authority, 12 including any insurance company acting on behalf of a public 13 government body as its insured, shall be made public upon 14 15 final disposition of the matter voted upon or upon the signing by the parties of the settlement agreement, unless, 16 17 prior to final disposition, the settlement agreement is ordered closed by a court after a written finding that the 18 adverse impact to a plaintiff or plaintiffs to the action 19 20 clearly outweighs the public policy considerations of section 610.011, however, the amount of any moneys paid by, 21 or on behalf of, the public governmental body shall be 22 disclosed; provided, however, in matters involving the 23 24 exercise of the power of eminent domain, the vote shall be announced or become public immediately following the action 25 26 on the motion to authorize institution of such a legal action. Legal work product shall be considered a closed 27 record: 28 29 Leasing, purchase or sale of real estate by a public governmental body where public knowledge of the 30 31 transaction might adversely affect the legal consideration therefor. However, any minutes, vote or public record 32 33 approving a contract relating to the leasing, purchase or 34 sale of real estate by a public governmental body shall be made public upon execution of the lease, purchase or sale of 35 36 the real estate; Hiring, firing, disciplining or promoting of 37

37 (3) Hiring, firing, disciplining or promoting of particular employees by a public governmental body when personal information about the employee is discussed or

40 recorded. However, any vote on a final decision, when taken

- 41 by a public governmental body, to hire, fire, promote or
- 42 discipline an employee of a public governmental body shall
- 43 be made available with a record of how each member voted to
- 44 the public within seventy-two hours of the close of the
- 45 meeting where such action occurs; provided, however, that
- 46 any employee so affected shall be entitled to prompt notice
- 47 of such decision during the seventy-two-hour period before
- 48 such decision is made available to the public. As used in
- 49 this subdivision, the term "personal information" means
- 50 information relating to the performance or merit of
- 51 individual employees;
- 52 (4) The state militia or national guard or any part
- 53 thereof;
- 54 (5) Nonjudicial mental or physical health proceedings
- 55 involving identifiable persons, including all records or
- 56 portions of records relating to medical, psychiatric,
- 57 psychological, or alcoholism or drug dependency diagnosis or
- 58 treatment;
- 59 (6) Scholastic probation, expulsion, or graduation of
- 60 identifiable individuals, including records of individual
- 61 test or examination scores; however, personally identifiable
- 62 student records maintained by public educational
- 63 institutions shall be open for inspection by the parents,
- 64 guardian or other custodian of students under the age of
- 65 eighteen years and by the parents, guardian or other
- 66 custodian and the student if the student is over the age of
- 67 eighteen years;
- 68 (7) Testing and examination materials, before the test
- 69 or examination is given or, if it is to be given again,
- 70 before so given again;
- 71 (8) Welfare cases of identifiable individuals;

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- 72 (9) Preparation, including any discussions or work
  73 product, on behalf of a public governmental body or its
  74 representatives for negotiations with employee groups;
- 75 (10) Software codes for electronic data processing and documentation thereof;
- 77 (11) Specifications for competitive bidding, until 78 either the specifications are officially approved by the 79 public governmental body or the specifications are published 80 for bid;
- 81 (12) Sealed bids and related documents, until the bids 82 are opened; and sealed proposals and related documents or 83 any documents related to a negotiated contract until a 84 contract is executed, or all proposals are rejected;
  - (13) Individually identifiable personnel records, performance ratings or records pertaining to employees or applicants for employment, except that this exemption shall not apply to the names, positions, salaries and lengths of service of officers and employees of public agencies once they are employed as such, and the names of private sources donating or contributing money to the salary of a chancellor or president at all public colleges and universities in the state of Missouri and the amount of money contributed by the source;
- 95 (14) Records which are protected from disclosure by 96 law:
- 97 (15) Meetings and public records relating to 98 scientific and technological innovations in which the owner 99 has a proprietary interest;
- 100 (16) Records relating to municipal hotlines
  101 established for the reporting of abuse and wrongdoing;
- 102 (17) Confidential or privileged communications between 103 a public governmental body and its auditor, including all

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auditor work product; however, all final audit reports
issued by the auditor are to be considered open records
pursuant to this chapter;

- Operational guidelines, policies and specific 107 108 response plans developed, adopted, or maintained by any 109 public agency responsible for law enforcement, public safety, first response, or public health for use in 110 111 responding to or preventing any critical incident which is 112 or appears to [be terrorist in nature and which has the 113 potential to] endanger individual or public safety or health. Financial records related to the procurement of or 114 expenditures relating to operational guidelines, policies or 115 116 plans purchased with public funds shall be open. When seeking to close information pursuant to this exception, the 117 public governmental body shall affirmatively state in 118 writing that disclosure would impair the public governmental 119 120 body's ability to protect the security or safety of persons or real property, and shall in the same writing state that 121 the public interest in nondisclosure outweighs the public 122 interest in disclosure of the records; 123
  - protocols, and structural plans of real property owned or leased by a public governmental body, and information that is voluntarily submitted by a nonpublic entity owning or operating an infrastructure to any public governmental body for use by that body to devise plans for protection of that infrastructure, the public disclosure of which would threaten public safety:
- (a) Records related to the procurement of or
  expenditures relating to security systems purchased with
  public funds shall be open;

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135 (b) When seeking to close information pursuant to this
136 exception, the public governmental body shall affirmatively
137 state in writing that disclosure would impair the public
138 governmental body's ability to protect the security or
139 safety of persons or real property, and shall in the same
140 writing state that the public interest in nondisclosure
141 outweighs the public interest in disclosure of the records;

- (c) Records that are voluntarily submitted by a nonpublic entity shall be reviewed by the receiving agency within ninety days of submission to determine if retention of the document is necessary in furtherance of a state security interest. If retention is not necessary, the documents shall be returned to the nonpublic governmental body or destroyed;
- (20) The portion of a record that identifies security systems or access codes or authorization codes for security systems of real property;
- Records that identify the configuration of 152 153 components or the operation of a computer, computer system, computer network, or telecommunications network, and would 154 155 allow unauthorized access to or unlawful disruption of a computer, computer system, computer network, or 156 telecommunications network of a public governmental body. 157 158 This exception shall not be used to limit or deny access to 159 otherwise public records in a file, document, data file or database containing public records. Records related to the 160 161 procurement of or expenditures relating to such computer, computer system, computer network, or telecommunications 162 network, including the amount of moneys paid by, or on 163 164 behalf of, a public governmental body for such computer, computer system, computer network, or telecommunications 165 network shall be open; 166

167 (22) Credit card numbers, personal identification 168 numbers, digital certificates, physical and virtual keys, 169 access codes or authorization codes that are used to protect 170 the security of electronic transactions between a public 171 governmental body and a person or entity doing business with 172 a public governmental body. Nothing in this section shall 173 be deemed to close the record of a person or entity using a 174 credit card held in the name of a public governmental body or any record of a transaction made by a person using a 175 176 credit card or other method of payment for which 177 reimbursement is made by a public governmental body; Records submitted by an individual, corporation, 178 (23)179 or other business entity to a public institution of higher 180 education in connection with a proposal to license 181 intellectual property or perform sponsored research and 182 which contains sales projections or other business plan 183 information the disclosure of which may endanger the competitiveness of a business; and 184 185 Records relating to foster home or kinship 186 placements of children in foster care under section 210.498; 187 (25)Records containing any residential address, personal phone number, or personal email address of any 188 189 employee, customer, or constituent of the public 190 governmental body, or applicant for employment or appointment made to the public governmental body. Public 191 192 governmental bodies may close records containing business or 193 personal addresses, telephone numbers, or email addresses of 194 elected or appointed officials, dignitaries, foreign 195 leaders, or other individuals if the public governmental 196 body determines that disclosure would impair the public 197 governmental body's ability to protect the security or 198 safety of persons or real property, and shall affirmatively

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state in writing that nondisclosure outweighs the public interest in disclosure of the records;

- 201 (26) Inter-agency or intra-agency memoranda or letters
  202 that would not be available by state or federal law to a
  203 party other than an agency in litigation with the agency,
  204 provided that the deliberative process privilege shall not
  205 apply to records created twenty-five years or more before
  206 the date on which the records were requested;
- 207 (27) Email addresses and telephone numbers submitted
  208 to a public governmental body by individuals or entities for
  209 the sole purpose of receiving electronic or other
  210 communications limited to newsletters, notifications,
  211 advisories, alerts, and periodic reports; and
  - (28) Individually identifiable customer usage and billing records for customers of a municipally owned utility unless the records are requested by the customer or authorized for release by the customer, except that a municipally owned utility shall make available to the public the customer's name, billing address, location of service, and dates of service provided for any commercial service account.
  - 610.023. 1. Each public governmental body is to

    2 appoint a custodian who is to be responsible for the

    3 maintenance of that body's records. The identity and

    4 location of a public governmental body's custodian is to be

    5 made available upon request.
- 2. Each public governmental body shall make available for inspection and copying by the public of that body's public records. No person shall remove original public records from the office of a public governmental body or its custodian without written permission of the designated custodian. No public governmental body shall, after August

- 12 28, 1998, grant to any person or entity, whether by
- 13 contract, license or otherwise, the exclusive right to
- 14 access and disseminate any public record unless the granting
- 15 of such right is necessary to facilitate coordination with,
- or uniformity among, industry regulators having similar
- 17 authority.
- 18 3. Each request for access to a public record shall be
- 19 acted upon as soon as possible, but in no event later than
- 20 the end of the [third] fifth business day following the date
- 21 the request is received by the custodian of records of a
- 22 public governmental body. If records are requested in a
- 23 certain format, the public body shall provide the records in
- 24 the requested format, if such format is available. If
- 25 access to the public record is not granted immediately, the
- 26 custodian shall give a detailed explanation of the cause for
- 27 further delay and the place and earliest time and date that
- 28 the record will be available for inspection and may
- 29 condition both the earliest possible date the records will
- 30 be available and production of the records upon receipt of
- 31 payment pursuant to section 610.026. This period for
- 32 document production may exceed [three] five days for
- 33 reasonable cause.
- 4. If a request for access is denied, the custodian
- 35 shall provide, upon request, a written statement of the
- 36 grounds for such denial. Such statement shall cite the
- 37 specific provision of law under which access is denied and
- 38 shall be furnished to the requester no later than the end of
- 39 the [third] fifth business day following the date that the
- 40 request for the statement is received.
- 5. If the custodian requests payment of a fee pursuant
- 42 to section 610.026 prior to providing the earliest possible
- 43 date the records will be available and prior to making

public records available for inspection, the public governmental body may consider the request fulfilled if:

- 46 (1) Payment is not received on or before the date
  47 requested by the public governmental body; or
- 48 (2) If the requester fails to respond within thirty
  49 days to the public governmental body's request for payment
  50 or request for additional information to fulfill the records
  51 request.
- 52 The public governmental body shall notify the requester in 53 writing that the failure to pay or respond will result in 54 closure of the request under this section.
- 610.024. 1. If a public record contains material which is not exempt from disclosure as well as material 2 3 which is exempt from disclosure, the public governmental body shall separate the exempt and nonexempt material and 4 5 make the nonexempt material available for examination and 6 Where a single record or document contains both 7 open and closed records, the public governmental body shall 8 make a redacted version of such record or document available 9 in order to protect the information that would otherwise 10 make the record or document a closed record. Time required to separate out exempt from nonexempt material from a public 11 12 record or make any redaction may constitute research time 13 and staff time for which a fee can be collected pursuant to section 610.026. 14
- 2. When designing a public record, a public governmental body shall, to the extent practicable, facilitate a separation of exempt from nonexempt information. If the separation is readily apparent to a person requesting to inspect or receive copies of the form, the public governmental body shall generally describe the

- 21 material exempted unless that description would reveal the
- 22 contents of the exempt information and thus defeat the
- 23 purpose of the exemption.
- 610.026. 1. Except as otherwise provided by law, each
- 2 public governmental body shall provide access to and, upon
- 3 request, furnish copies of public records subject to the
- 4 following:
- 5 (1) Fees for copying public records, except those
- 6 records restricted under section 32.091, shall not exceed
- 7 ten cents per page for a paper copy not larger than nine by
- 8 fourteen inches, with the hourly fee for duplicating time
- 9 not to exceed the average hourly rate of pay for clerical
- 10 staff of the public governmental body[. Research time
- 11 required for fulfilling records requests may be charged at
- the actual cost of research time. Based on the scope of the
- request, the public governmental body shall produce the
- 14 copies using employees of the body that result in the lowest
- amount of charges for search, research, and duplication
- time. Prior to producing copies of the requested records,
- 17 the person requesting the records may request the public
- 18 governmental body to provide an estimate of the cost to the
- 19 person requesting the records. Documents may be furnished
- without charge or at a reduced charge when the public
- 21 governmental body determines that waiver or reduction of the
- fee is in the public interest because it is likely to
- contribute significantly to public understanding of the
- operations or activities of the public governmental body and
- is not primarily in the commercial interest of the
- 26 requester];
- 27 (2) Fees for providing access to public records
- 28 maintained on computer facilities, recording tapes or disks,
- 29 videotapes or films, pictures, maps, slides, graphics,

30 illustrations or similar audio or visual items or devices, 31 and for paper copies larger than nine by fourteen inches 32 shall include only the cost of copies, staff time, which shall not exceed the average hourly rate of pay for staff of 33 the public governmental body required for making copies and 34 35 programming, [if necessary] and the fee may include the hourly rate of pay of the lowest paid staff attorney of the 36 37 public governmental body able to fulfill the request or 38 attorney hired by the public governmental body if an 39 attorney was used to research or review the records, and the cost of the disk, tape, or other medium used for the 40 duplication. Fees for maps, blueprints, or plats that 41 42 require special expertise to duplicate may include the actual rate of compensation for the trained personnel 43 required to duplicate such maps, blueprints, or plats. 44 45 programming is required beyond the customary and usual level to comply with a request for records or information, the 46 fees for compliance may include the actual costs of such 47 48 programming; 49 Research time required for fulfilling records 50 requests may be charged at the actual cost of research time 51 paid staff attorney of the public governmental body able to 52 53 fulfill the request or attorney hired by the public 54

and the fee may include the hourly rate of pay of the lowest governmental body to perform research or review records to fulfill record requests made under this chapter. charged for research time shall include all costs incurred by the public governmental body to respond to a request made 57 under this chapter including but not limited to all 58 59 activities taken by the public governmental body to process, 60 produce or provide access to requested records and the time 61 required to separate out exempt and nonexempt information

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from a public record and make any redactions. The public governmental body shall produce the copies or provide access to records using employees of the body, or individuals hired by the body, that result in the lowest amount of charges for search, research, and duplication time.

- 2. Prior to producing copies of the requested records, the public governmental body shall provide an estimate of the cost to the person requesting the records. Documents may be furnished without charge or at a reduced charge when the public governmental body determines that a waiver or reduction of the fee is in the public interest because it is likely to contribute significantly to public understanding of the operations or activities of the public governmental body and is not primarily in the commercial interest of the requester. Payment of such [copying] fees [may] shall be requested and received prior to the public governmental body providing the earliest possible date the records will be available and prior to the making of copies or providing access to the public records.
- 3. Except as otherwise provided by law, each public governmental body of the state shall remit all moneys received by or for it from fees charged pursuant to this section to the director of revenue for deposit to the general revenue fund of the state.
- 4. Except as otherwise provided by law, each public governmental body of a political subdivision of the state shall remit all moneys received by it or for it from fees charged pursuant to sections 610.010 to 610.028 to the appropriate fiscal officer of such political subdivision for deposit to the governmental body's accounts.
- 92 5. The term "tax, license or fees" as used in Section 93 22 of Article X of the Constitution of the State of Missouri

does not include copying charges and related fees that do
not exceed the level necessary to pay or to continue to pay
the costs for providing a service, program, or activity
which was in existence on November 4, 1980, or which was
approved by a vote of the people subsequent to November 4,
1980.

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