

**Senator Curtis S. Bramble** proposes the following substitute bill:

**GOVERNMENT RECORDS ACCESS AND MANAGEMENT ACT**

**AMENDMENTS**

2023 GENERAL SESSION

STATE OF UTAH

**Chief Sponsor: Curtis S. Bramble**

House Sponsor: Anthony E. Loubet

**LONG TITLE**

**General Description:**

This bill makes changes related to the Government Records Access and Management Act (act).

**Highlighted Provisions:**

This bill:

- ▶ provides that a governmental entity is not required to create a document indicating that a requested record does not exist;
- ▶ requires a governmental entity to conduct a reasonable search for a record;
- ▶ enacts a provision establishing a process for a governmental entity to petition for relief against a vexatious requester;
- ▶ provides for a hearing before the State Records Committee;
- ▶ allows for judicial review of the State Records Committee's decision;
- ▶ allows the court to award reasonable attorney fees to a responder for a vexatious requester petition found to be without merit and waives governmental immunity for a claim of attorney fees;
- ▶ requires a person outside of a governmental entity who makes a claim of business confidentiality for a record the person provided to a governmental entity to



26 indemnify the governmental entity in an action arising from the governmental entity's denial of  
27 access to the record;

28       ▶ limits judicial review of an appeal to the to the issues raised in the underlying  
29 appeal and order, except in exceptional circumstances;

30       ▶ authorizes the legislative branch, the judicial branch, and the governor and  
31 lieutenant governor to establish a process for obtaining relief against a vexatious  
32 requester;

33       ▶ amends the act's applicability to the governor and lieutenant governor;

34       ▶ clarifies the Utah Supreme Court's jurisdiction over appeals under the act;

35       ▶ defines terms; and

36       ▶ makes technical and conforming changes.

37 **Money Appropriated in this Bill:**

38       None

39 **Other Special Clauses:**

40       None

41 **Utah Code Sections Affected:**

42 **AMENDS:**

43       **63G-2-103**, as last amended by Laws of Utah 2021, Chapters 211, 283

44       **63G-2-201**, as last amended by Laws of Utah 2019, Chapter 334

45       **63G-2-309**, as last amended by Laws of Utah 2019, Chapter 254

46       **63G-2-404**, as last amended by Laws of Utah 2021, Chapter 325

47       **63G-2-604**, as last amended by Laws of Utah 2019, Chapter 254

48       **63G-2-702**, as last amended by Laws of Utah 2012, Chapter 369

49       **63G-2-703**, as last amended by Laws of Utah 2015, Chapter 258

50       **78A-4-103**, as last amended by Laws of Utah 2022, Chapter 388

51 **ENACTS:**

52       **63G-2-209**, Utah Code Annotated 1953

53       **63G-2-704**, Utah Code Annotated 1953



55 *Be it enacted by the Legislature of the state of Utah:*

56       Section 1. Section **63G-2-103** is amended to read:

57           **63G-2-103. Definitions.**

58           As used in this chapter:

59           (1) "Audit" means:

60           (a) a systematic examination of financial, management, program, and related records  
61 for the purpose of determining the fair presentation of financial statements, adequacy of  
62 internal controls, or compliance with laws and regulations; or

63           (b) a systematic examination of program procedures and operations for the purpose of  
64 determining their effectiveness, economy, efficiency, and compliance with statutes and  
65 regulations.

66           (2) "Chronological logs" mean the regular and customary summary records of law  
67 enforcement agencies and other public safety agencies that show:

68           (a) the time and general nature of police, fire, and paramedic calls made to the agency;  
69 and

70           (b) any arrests or jail bookings made by the agency.

71           (3) "Classification," "classify," and their derivative forms mean determining whether a  
72 record series, record, or information within a record is public, private, controlled, protected, or  
73 exempt from disclosure under Subsection [63G-2-201\(3\)\(b\)](#).

74           (4) (a) "Computer program" means:

75           (i) a series of instructions or statements that permit the functioning of a computer  
76 system in a manner designed to provide storage, retrieval, and manipulation of data from the  
77 computer system; and

78           (ii) any associated documentation and source material that explain how to operate the  
79 computer program.

80           (b) "Computer program" does not mean:

81           (i) the original data, including numbers, text, voice, graphics, and images;

82           (ii) analysis, compilation, and other manipulated forms of the original data produced by  
83 use of the program; or

84           (iii) the mathematical or statistical formulas, excluding the underlying mathematical  
85 algorithms contained in the program, that would be used if the manipulated forms of the  
86 original data were to be produced manually.

87           (5) (a) "Contractor" means:

- 88 (i) any person who contracts with a governmental entity to provide goods or services  
89 directly to a governmental entity; or
- 90 (ii) any private, nonprofit organization that receives funds from a governmental entity.
- 91 (b) "Contractor" does not mean a private provider.
- 92 (6) "Controlled record" means a record containing data on individuals that is controlled  
93 as provided by Section [63G-2-304](#).
- 94 (7) "Designation," "designate," and their derivative forms mean indicating, based on a  
95 governmental entity's familiarity with a record series or based on a governmental entity's  
96 review of a reasonable sample of a record series, the primary classification that a majority of  
97 records in a record series would be given if classified and the classification that other records  
98 typically present in the record series would be given if classified.
- 99 (8) "Elected official" means each person elected to a state office, county office,  
100 municipal office, school board or school district office, local district office, or special service  
101 district office, but does not include judges.
- 102 (9) "Explosive" means a chemical compound, device, or mixture:
- 103 (a) commonly used or intended for the purpose of producing an explosion; and
- 104 (b) that contains oxidizing or combustive units or other ingredients in proportions,  
105 quantities, or packing so that:
- 106 (i) an ignition by fire, friction, concussion, percussion, or detonator of any part of the  
107 compound or mixture may cause a sudden generation of highly heated gases; and
- 108 (ii) the resultant gaseous pressures are capable of:
- 109 (A) producing destructive effects on contiguous objects; or
- 110 (B) causing death or serious bodily injury.
- 111 (10) "Government audit agency" means any governmental entity that conducts an audit.
- 112 (11) (a) "Governmental entity" means:
- 113 (i) executive department agencies of the state, the offices of the governor, lieutenant  
114 governor, state auditor, attorney general, and state treasurer, the Board of Pardons and Parole,  
115 the Board of Examiners, the National Guard, the Career Service Review Office, the State  
116 Board of Education, the Utah Board of Higher Education, and the State Archives;
- 117 (ii) the Office of the Legislative Auditor General, Office of the Legislative Fiscal  
118 Analyst, Office of Legislative Research and General Counsel, the Legislature, and legislative

119 committees, except any political party, group, caucus, or rules or sifting committee of the  
120 Legislature;

121 (iii) courts, the Judicial Council, the Administrative Office of the Courts, and similar  
122 administrative units in the judicial branch;

123 (iv) any state-funded institution of higher education or public education; or

124 (v) any political subdivision of the state, but, if a political subdivision has adopted an  
125 ordinance or a policy relating to information practices pursuant to Section 63G-2-701, this  
126 chapter shall apply to the political subdivision to the extent specified in Section 63G-2-701 or  
127 as specified in any other section of this chapter that specifically refers to political subdivisions.

128 (b) "Governmental entity" also means:

129 (i) every office, agency, board, bureau, committee, department, advisory board, or  
130 commission of an entity listed in Subsection (11)(a) that is funded or established by the  
131 government to carry out the public's business;

132 (ii) as defined in Section 11-13-103, an interlocal entity or joint or cooperative  
133 undertaking;

134 (iii) as defined in Section 11-13a-102, a governmental nonprofit corporation;

135 (iv) an association as defined in Section 53G-7-1101;

136 (v) the Utah Independent Redistricting Commission; and

137 (vi) a law enforcement agency, as defined in Section 53-1-102, that employs one or  
138 more law enforcement officers, as defined in Section 53-13-103.

139 (c) "Governmental entity" does not include the Utah Educational Savings Plan created  
140 in Section 53B-8a-103.

141 (12) "Gross compensation" means every form of remuneration payable for a given  
142 period to an individual for services provided including salaries, commissions, vacation pay,  
143 severance pay, bonuses, and any board, rent, housing, lodging, payments in kind, and any  
144 similar benefit received from the individual's employer.

145 (13) "Individual" means a human being.

146 (14) (a) "Initial contact report" means an initial written or recorded report, however  
147 titled, prepared by peace officers engaged in public patrol or response duties describing official  
148 actions initially taken in response to either a public complaint about or the discovery of an  
149 apparent violation of law, which report may describe:

- 150 (i) the date, time, location, and nature of the complaint, the incident, or offense;
- 151 (ii) names of victims;
- 152 (iii) the nature or general scope of the agency's initial actions taken in response to the  
153 incident;
- 154 (iv) the general nature of any injuries or estimate of damages sustained in the incident;
- 155 (v) the name, address, and other identifying information about any person arrested or  
156 charged in connection with the incident; or
- 157 (vi) the identity of the public safety personnel, except undercover personnel, or  
158 prosecuting attorney involved in responding to the initial incident.
- 159 (b) Initial contact reports do not include follow-up or investigative reports prepared  
160 after the initial contact report. However, if the information specified in Subsection (14)(a)  
161 appears in follow-up or investigative reports, it may only be treated confidentially if it is  
162 private, controlled, protected, or exempt from disclosure under Subsection 63G-2-201(3)(b).
- 163 (c) Initial contact reports do not include accident reports, as that term is described in  
164 Title 41, Chapter 6a, Part 4, Accident Responsibilities.
- 165 (15) "Legislative body" means the Legislature.
- 166 (16) "Notice of compliance" means a statement confirming that a governmental entity  
167 has complied with an order of the State Records Committee.
- 168 (17) "Person" means:
- 169 (a) an individual;
- 170 (b) a nonprofit or profit corporation;
- 171 (c) a partnership;
- 172 (d) a sole proprietorship;
- 173 (e) other type of business organization; or
- 174 (f) any combination acting in concert with one another.
- 175 (18) "Private provider" means any person who contracts with a governmental entity to  
176 provide services directly to the public.
- 177 (19) "Private record" means a record containing data on individuals that is private as  
178 provided by Section 63G-2-302.
- 179 (20) "Protected record" means a record that is classified protected as provided by  
180 Section 63G-2-305.

181 (21) "Public record" means a record that is not private, controlled, or protected and that  
182 is not exempt from disclosure as provided in Subsection 63G-2-201(3)(b).

183 (22) "Reasonable search" means a search that is:

184 (a) reasonable in scope and intensity; and

185 (b) not unreasonably burdensome for the government entity.

186 [~~22~~] (23) (a) "Record" means a book, letter, document, paper, map, plan, photograph,  
187 film, card, tape, recording, electronic data, or other documentary material regardless of physical  
188 form or characteristics:

189 (i) that is prepared, owned, received, or retained by a governmental entity or political  
190 subdivision; and

191 (ii) where all of the information in the original is reproducible by photocopy or other  
192 mechanical or electronic means.

193 (b) "Record" does not mean:

194 (i) a personal note or personal communication prepared or received by an employee or  
195 officer of a governmental entity:

196 (A) in a capacity other than the employee's or officer's governmental capacity; or

197 (B) that is unrelated to the conduct of the public's business;

198 (ii) a temporary draft or similar material prepared for the originator's personal use or  
199 prepared by the originator for the personal use of an individual for whom the originator is  
200 working;

201 (iii) material that is legally owned by an individual in the individual's private capacity;

202 (iv) material to which access is limited by the laws of copyright or patent unless the  
203 copyright or patent is owned by a governmental entity or political subdivision;

204 (v) proprietary software;

205 (vi) junk mail or a commercial publication received by a governmental entity or an  
206 official or employee of a governmental entity;

207 (vii) a book that is cataloged, indexed, or inventoried and contained in the collections  
208 of a library open to the public;

209 (viii) material that is cataloged, indexed, or inventoried and contained in the collections  
210 of a library open to the public, regardless of physical form or characteristics of the material;

211 (ix) a daily calendar or other personal note prepared by the originator for the

212 originator's personal use or for the personal use of an individual for whom the originator is  
213 working;

214 (x) a computer program that is developed or purchased by or for any governmental  
215 entity for its own use;

216 (xi) a note or internal memorandum prepared as part of the deliberative process by:

217 (A) a member of the judiciary;

218 (B) an administrative law judge;

219 (C) a member of the Board of Pardons and Parole; or

220 (D) a member of any other body, other than an association or appeals panel as defined  
221 in Section 53G-7-1101, charged by law with performing a quasi-judicial function;

222 (xii) a telephone number or similar code used to access a mobile communication  
223 device that is used by an employee or officer of a governmental entity, provided that the  
224 employee or officer of the governmental entity has designated at least one business telephone  
225 number that is a public record as provided in Section 63G-2-301;

226 (xiii) information provided by the Public Employees' Benefit and Insurance Program,  
227 created in Section 49-20-103, to a county to enable the county to calculate the amount to be  
228 paid to a health care provider under Subsection 17-50-319(2)(e)(ii);

229 (xiv) information that an owner of unimproved property provides to a local entity as  
230 provided in Section 11-42-205;

231 (xv) a video or audio recording of an interview, or a transcript of the video or audio  
232 recording, that is conducted at a Children's Justice Center established under Section 67-5b-102;

233 (xvi) child pornography, as defined by Section 76-5b-103;

234 (xvii) before final disposition of an ethics complaint occurs, a video or audio recording  
235 of the closed portion of a meeting or hearing of:

236 (A) a Senate or House Ethics Committee;

237 (B) the Independent Legislative Ethics Commission;

238 (C) the Independent Executive Branch Ethics Commission, created in Section  
239 63A-14-202; or

240 (D) the Political Subdivisions Ethics Review Commission established in Section  
241 63A-15-201; or

242 (xviii) confidential communication described in Section 58-60-102, 58-61-102, or



243 58-61-702.

244 [~~(23)~~] (24) "Record series" means a group of records that may be treated as a unit for  
245 purposes of designation, description, management, or disposition.

246 [~~(24)~~] (25) "Records officer" means the individual appointed by the chief  
247 administrative officer of each governmental entity, or the political subdivision to work with  
248 state archives in the care, maintenance, scheduling, designation, classification, disposal, and  
249 preservation of records.

250 [~~(25)~~] (26) "Schedule," "scheduling," and their derivative forms mean the process of  
251 specifying the length of time each record series should be retained by a governmental entity for  
252 administrative, legal, fiscal, or historical purposes and when each record series should be  
253 transferred to the state archives or destroyed.

254 [~~(26)~~] (27) "Sponsored research" means research, training, and other sponsored  
255 activities as defined by the federal Executive Office of the President, Office of Management  
256 and Budget:

257 (a) conducted:

258 (i) by an institution within the state system of higher education defined in Section

259 53B-1-102; and

260 (ii) through an office responsible for sponsored projects or programs; and

261 (b) funded or otherwise supported by an external:

262 (i) person that is not created or controlled by the institution within the state system of  
263 higher education; or

264 (ii) federal, state, or local governmental entity.

265 [~~(27)~~] (28) "State archives" means the Division of Archives and Records Service  
266 created in Section 63A-12-101.

267 [~~(28)~~] (29) "State archivist" means the director of the state archives.

268 [~~(29)~~] (30) "State Records Committee" means the State Records Committee created in  
269 Section 63G-2-501.

270 [~~(30)~~] (31) "Summary data" means statistical records and compilations that contain  
271 data derived from private, controlled, or protected information but that do not disclose private,  
272 controlled, or protected information.

273 Section 2. Section 63G-2-201 is amended to read:

274           **63G-2-201. Provisions relating to records -- Public records -- Private, controlled,**  
275 **protected, and other restricted records -- Disclosure and nondisclosure of records --**  
276 **Certified copy of record -- Limits on obligation to respond to record request.**

277           (1) (a) Except as provided in Subsection (1)(b), a person has the right to inspect a  
278 public record free of charge, and the right to take a copy of a public record during normal  
279 working hours, subject to Sections [63G-2-203](#) and [63G-2-204](#).

280           (b) A right under Subsection (1)(a) does not apply with respect to a record:

281           (i) a copy of which the governmental entity has already provided to the person;

282           (ii) that is the subject of a records request that the governmental entity is not required  
283 to fill under Subsection [~~(8)(c)~~] (8)(a)(v); or

284           (iii) (A) that is accessible only by a computer or other electronic device owned or  
285 controlled by the governmental entity;

286           (B) that is part of an electronic file that also contains a record that is private,  
287 controlled, or protected; and

288           (C) that the governmental entity cannot readily segregate from the part of the electronic  
289 file that contains a private, controlled, or protected record.

290           (2) A record is public unless otherwise expressly provided by statute.

291           (3) The following records are not public:

292           (a) a record that is private, controlled, or protected under Sections [63G-2-302](#),  
293 [63G-2-303](#), [63G-2-304](#), and [63G-2-305](#); and

294           (b) a record to which access is restricted pursuant to court rule, another state statute,  
295 federal statute, or federal regulation, including records for which access is governed or  
296 restricted as a condition of participation in a state or federal program or for receiving state or  
297 federal funds.

298           (4) Only a record specified in Section [63G-2-302](#), [63G-2-303](#), [63G-2-304](#), or  
299 [63G-2-305](#) may be classified private, controlled, or protected.

300           (5) (a) A governmental entity may not disclose a record that is private, controlled, or  
301 protected to any person except as provided in Subsection (5)(b), Subsection (5)(c), Section  
302 [63G-2-202](#), [63G-2-206](#), or [63G-2-303](#).

303           (b) A governmental entity may disclose a record that is private under Subsection  
304 [63G-2-302](#)(2) or protected under Section [63G-2-305](#) to persons other than those specified in

305 Section 63G-2-202 or 63G-2-206 if the head of a governmental entity, or a designee,  
306 determines that:

307 (i) there is no interest in restricting access to the record; or  
308 (ii) the interests favoring access are greater than or equal to the interest favoring  
309 restriction of access.

310 (c) In addition to the disclosure under Subsection (5)(b), a governmental entity may  
311 disclose a record that is protected under Subsection 63G-2-305(51) if:

312 (i) the head of the governmental entity, or a designee, determines that the disclosure:

313 (A) is mutually beneficial to:

314 (I) the subject of the record;

315 (II) the governmental entity; and

316 (III) the public; and

317 (B) serves a public purpose related to:

318 (I) public safety; or

319 (II) consumer protection; and

320 (ii) the person who receives the record from the governmental entity agrees not to use  
321 or allow the use of the record for advertising or solicitation purposes.

322 (6) (a) The disclosure of a record to which access is governed or limited pursuant to  
323 court rule, another state statute, federal statute, or federal regulation, including a record for  
324 which access is governed or limited as a condition of participation in a state or federal program  
325 or for receiving state or federal funds, is governed by the specific provisions of that statute,  
326 rule, or regulation.

327 (b) This chapter applies to records described in Subsection (6)(a) insofar as this chapter  
328 is not inconsistent with the statute, rule, or regulation.

329 (7) A governmental entity shall provide a person with a certified copy of a record if:

330 (a) the person requesting the record has a right to inspect it;

331 (b) the person identifies the record with reasonable specificity; and

332 (c) the person pays the lawful fees.

333 (8) (a) In response to a request, a governmental entity is not required to:

334 ~~(a)~~ (i) create a record;

335 ~~(b)~~ (ii) compile, format, manipulate, package, summarize, or tailor information;

336 ~~(e)~~ (iii) provide a record in a particular format, medium, or program not currently  
337 maintained by the governmental entity;

338 ~~(d)~~ (iv) fulfill a person's records request if the request unreasonably duplicates prior  
339 records requests from that person; ~~or~~

340 ~~(e)~~ (v) fill a person's records request if:

341 ~~(i)~~ (A) the record requested is:

342 ~~(A)~~ (I) publicly accessible online; or

343 ~~(B)~~ (II) included in a public publication or product produced by the governmental  
344 entity receiving the request; and

345 ~~(ii)~~ (B) the governmental entity:

346 ~~(A)~~ (I) specifies to the person requesting the record where the record is accessible  
347 online; or

348 ~~(B)~~ (II) provides the person requesting the record with the public publication or  
349 product and specifies where the record can be found in the public publication or product~~[-]; or~~

350 (vi) fulfill a person's records request if:

351 (A) the person has been determined under Section [63G-2-209](#) to be a vexatious  
352 requester;

353 (B) the State Records Committee order determining the person to be a vexatious  
354 requester provides that the governmental entity is not required to fulfill a request from the  
355 person for a period of time; and

356 (C) the period of time described in Subsection (8)(a)(vi)(B) has not expired.

357 (b) A governmental entity shall conduct a reasonable search for a requested record.

358 (9) (a) Although not required to do so, a governmental entity may, upon request from  
359 the person who submitted the records request, compile, format, manipulate, package,  
360 summarize, or tailor information or provide a record in a format, medium, or program not  
361 currently maintained by the governmental entity.

362 (b) In determining whether to fulfill a request described in Subsection (9)(a), a  
363 governmental entity may consider whether the governmental entity is able to fulfill the request  
364 without unreasonably interfering with the governmental entity's duties and responsibilities.

365 (c) A governmental entity may require a person who makes a request under Subsection  
366 (9)(a) to pay the governmental entity, in accordance with Section [63G-2-203](#), for providing the

367 information or record as requested.

368 (10) (a) Notwithstanding any other provision of this chapter, and subject to Subsection  
369 (10)(b), a governmental entity is not required to respond to, or provide a record in response to,  
370 a record request if the request is submitted by or in behalf of an individual who is confined in a  
371 jail or other correctional facility following the individual's conviction.

372 (b) Subsection (10)(a) does not apply to:

373 (i) the first five record requests submitted to the governmental entity by or in behalf of  
374 an individual described in Subsection (10)(a) during any calendar year requesting only a record  
375 that contains a specific reference to the individual; or

376 (ii) a record request that is submitted by an attorney of an individual described in  
377 Subsection (10)(a).

378 (11) (a) A governmental entity may allow a person requesting more than 50 pages of  
379 records to copy the records if:

380 (i) the records are contained in files that do not contain records that are exempt from  
381 disclosure, or the records may be segregated to remove private, protected, or controlled  
382 information from disclosure; and

383 (ii) the governmental entity provides reasonable safeguards to protect the public from  
384 the potential for loss of a public record.

385 (b) If the requirements of Subsection (11)(a) are met, the governmental entity may:

386 (i) provide the requester with the facilities for copying the requested records and  
387 require that the requester make the copies; or

388 (ii) allow the requester to provide the requester's own copying facilities and personnel  
389 to make the copies at the governmental entity's offices and waive the fees for copying the  
390 records.

391 (12) (a) A governmental entity that owns an intellectual property right and that offers  
392 the intellectual property right for sale or license may control by ordinance or policy the  
393 duplication and distribution of the material based on terms the governmental entity considers to  
394 be in the public interest.

395 (b) Nothing in this chapter shall be construed to limit or impair the rights or protections  
396 granted to the governmental entity under federal copyright or patent law as a result of its  
397 ownership of the intellectual property right.

398 (13) A governmental entity may not use the physical form, electronic or otherwise, in  
399 which a record is stored to deny, or unreasonably hinder the rights of a person to inspect and  
400 receive a copy of a record under this chapter.

401 (14) Subject to the requirements of Subsection (8), a governmental entity shall provide  
402 access to an electronic copy of a record in lieu of providing access to its paper equivalent if:

403 (a) the person making the request requests or states a preference for an electronic copy;

404 (b) the governmental entity currently maintains the record in an electronic format that  
405 is reproducible and may be provided without reformatting or conversion; and

406 (c) the electronic copy of the record:

407 (i) does not disclose other records that are exempt from disclosure; or

408 (ii) may be segregated to protect private, protected, or controlled information from  
409 disclosure without the undue expenditure of public resources or funds.

410 (15) In determining whether a record is properly classified as private under Subsection  
411 [63G-2-302](#)(2)(d), the governmental entity, State Records Committee, local appeals board, or  
412 court shall consider and weigh:

413 (a) any personal privacy interests, including those in images, that would be affected by  
414 disclosure of the records in question; and

415 (b) any public interests served by disclosure.

416 Section 3. Section [63G-2-209](#) is enacted to read:

417 **[63G-2-209. Vexatious requester.](#)**

418 (1) As used in this section:

419 (a) "Committee" means the State Records Committee created in Section [63G-2-501](#).

420 (b) "Executive secretary" means an individual appointed as executive secretary under  
421 Subsection [63G-2-502](#)(3).

422 (c) "Respondent" means a person that a governmental entity claims is a vexatious  
423 requester under this section.

424 (2) (a) A governmental entity may file a petition with the committee to request relief  
425 from a person that the governmental entity claims is a vexatious requester.

426 (b) A petition under Subsection (2)(a) shall:

427 (i) be filed with the committee by submitting the petition to the executive secretary;

428 and

429 (ii) contain:

430 (A) the name, phone number, mailing address, and email address that the respondent  
431 submitted to the governmental entity;

432 (B) a description of the conduct that the governmental entity claims demonstrates that  
433 the respondent is a vexatious requester;

434 (C) a statement of the relief the governmental entity seeks; and

435 (D) a sworn declaration or an unsworn declaration, as those terms are defined in  
436 Section [78B-18a-102](#).

437 (c) On the day the governmental entity files a petition under Subsection (2)(a), the  
438 governmental entity shall send a copy of the petition to the respondent.

439 (3) (a) Except as provided in Subsection (3)(c), no later than seven business days after  
440 receiving the petition the executive secretary shall schedule a hearing for the committee to  
441 consider the petition, to be held:

442 (i) (A) at the next regularly scheduled committee meeting falling at least 16 calendar  
443 days after the date the petition is filed but no later than 64 calendar days after the date the  
444 petition is filed; or

445 (B) at a regularly scheduled committee meeting that is later than the period described  
446 in Subsection (3)(a)(i)(A) if the later committee meeting is the first regularly scheduled  
447 committee meeting at which there are fewer than 10 appeals scheduled to be heard; or

448 (ii) at a date sooner than a period described in Subsection (3)(a)(i) if the governmental  
449 entity:

450 (A) requests an expedited hearing; and

451 (B) shows good cause for the expedited hearing.

452 (b) If the executive secretary schedules a hearing under Subsection (3)(a), the executive  
453 secretary shall:

454 (i) send a copy of the petition to each member of the committee;

455 (ii) send a copy of the notice of hearing to the governmental entity, the respondent, and  
456 each member of the committee; and

457 (iii) if applicable, send a copy of the respondent's statement under Subsection (3)(c)(ii)  
458 to the governmental entity and each member of the committee.

459 (c) (i) The executive secretary may decline to schedule a hearing if:

460 (A) the executive secretary recommends that the committee deny the petition without a  
461 hearing because the petition does not warrant a hearing;

462 (B) the executive secretary consults with the chair of the committee and at least one  
463 other member of the committee; and

464 (C) the chair of the committee and all committee members with whom the executive  
465 secretary consults under this Subsection (3)(c)(i) agree with the executive secretary's  
466 recommendation to deny the petition without a hearing.

467 (ii) The executive secretary may, in making the determination described in Subsection  
468 (3)(c)(i)(A), request that the respondent submit a written response to the petition.

469 (d) If the executive secretary declines to schedule a hearing in accordance with  
470 Subsection (3)(c):

471 (i) the executive secretary shall send a notice to the governmental entity and the  
472 respondent indicating that the request for a hearing has been denied and the reasons for the  
473 denial; and

474 (ii) the committee shall:

475 (A) vote at the committee's next regular meeting to accept or reject the  
476 recommendation to deny the petition without a hearing;

477 (B) issue an order that includes the reasons for the committee's decision to accept or  
478 reject the recommendation; and

479 (C) if the committee rejects the recommendation to deny the petition without a hearing,  
480 direct the executive secretary to schedule a hearing as provided in Subsection (3)(a).

481 (4) (a) No later than five business days before the hearing, the respondent may submit  
482 to the executive secretary and the governmental entity a written statement in response to the  
483 governmental entity's petition.

484 (b) The written statement described in Subsection (4)(a) may be the same document as  
485 the respondent's written response described in Subsection (3)(c)(ii).

486 (c) If a respondent fails to submit a written statement under this Subsection (4), the  
487 respondent may not testify, present evidence, or comment on the issues at a hearing held under  
488 this section.

489 (5) No later than 10 business days before a hearing under this section, a person whose  
490 legal interests may be substantially affected by the proceeding may file a request for



491 intervention with the committee as provided in Subsection [63G-2-403\(6\)](#).

492 (6) If a respondent fails to submit a written statement under Subsection (4), whether or  
493 not the respondent appears at a hearing scheduled under Subsection (3), or if the respondent  
494 submits a written statement under Subsection (4) but fails to appear at the hearing, the  
495 committee shall:

496 (a) cancel the hearing; or

497 (b) hold the hearing without the respondent testifying, presenting evidence, or  
498 commenting on the issues considered at the hearing.

499 (7) (a) If the committee holds a hearing scheduled under Subsection (3), the committee  
500 shall:

501 (i) allow the governmental entity to testify, present evidence, and comment on the  
502 issues; and

503 (ii) allow the respondent to testify, present evidence, and comment on the issues if the  
504 respondent has submitted a written statement under Subsection (4) and appears at the hearing.

505 (b) At the hearing, the committee may allow another interested person to comment on  
506 the issues.

507 (c) (i) Discovery is prohibited, but the committee may issue subpoenas or other orders  
508 to compel production of necessary testimony or evidence.

509 (ii) If the subject of a committee subpoena disobeys or fails to comply with the  
510 subpoena, the committee may file a motion with the district court for an order to compel  
511 obedience to the subpoena.

512 (8) (a) No later than seven business days after a hearing is held as scheduled under  
513 Subsection (3) or the date on which a hearing cancelled under Subsection (6) was scheduled to  
514 be held, the committee shall:

515 (i) determine, in accordance with Subsection (9), whether the governmental entity has  
516 demonstrated that the respondent is a vexatious requester; and

517 (ii) issue a signed order that grants or denies the petition in whole or in part.

518 (b) Upon granting the petition in whole or in part, the committee may order that the  
519 governmental entity is not required to fulfill requests from the respondent or a person that  
520 submits a request on the respondent's behalf for a period of time that may not exceed one year.

521 (c) The committee's order shall contain:

- 522 (i) a statement of the reasons for the committee's decision;  
523 (ii) if the petition is granted in whole or in part, a specific description of the conduct  
524 the committee determines demonstrates that the respondent is a vexatious requester, including  
525 any conduct the committee finds to constitute an abuse of the right of access to information  
526 under this chapter or a substantial interference with the operations of the governmental entity;  
527 (iii) a statement that the respondent or governmental entity may seek judicial review of  
528 the committee's decision in district court as provided in Section [63G-2-404](#); and  
529 (iv) a brief summary of the judicial review process, the time limits for seeking judicial  
530 review, and a notice that in order to protect applicable rights in connection with the judicial  
531 review, the person seeking judicial review of the committee's decision may wish to seek advice  
532 from an attorney.
- 533 (9) In determining whether a governmental entity has demonstrated that the respondent  
534 is a vexatious requester, the committee shall consider:  
535 (a) the interests described in Section [63G-2-102](#);  
536 (b) as applicable:  
537 (i) the number of requests the respondent has submitted to the governmental entity,  
538 including the number of pending record requests;  
539 (ii) the scope, nature, content, language, and subject matter of record requests the  
540 respondent has submitted to the governmental entity;  
541 (iii) the nature, content, language, and subject matter of any communications to the  
542 governmental entity related to a record request of the respondent; and  
543 (iv) any pattern of conduct that the committee determines to constitute:  
544 (A) an abuse of the right of access to information under this chapter; or  
545 (B) substantial interference with the operations of the governmental entity; and  
546 (c) any other factor the committee considers relevant.
- 547 (10) (a) A governmental entity or respondent aggrieved by the committee's decision  
548 under this section may seek judicial review of the decision as provided in Section [63G-2-404](#).  
549 (b) In a judicial review under Subsection (10)(a), the court may award reasonable  
550 attorney fees to a respondent if:  
551 (i) the respondent substantially prevails; and  
552 (ii) the court determines that:

553 (A) the petition filed by the governmental entity under Subsection (2) is without merit;  
554 and

555 (B) the governmental entity's actions in filing the petition lack a reasonable basis in  
556 fact or law.

557 (c) Except for the waiver of immunity in Subsection 63G-7-301(2)(e), a claim for  
558 attorney fees under this Subsection (10) is not subject to Chapter 7, Governmental Immunity  
559 Act of Utah.

560 (11) Notwithstanding any other provision of this chapter, a records request that a  
561 governmental entity is not required to fulfill in accordance with an order issued under this  
562 section may not be the subject of an appeal under Part 4, Appeals.

563 (12) In accordance with Title 63G, Chapter 3, Utah Administrative Rulemaking Act,  
564 the committee shall make rules to implement this section.

565 Section 4. Section **63G-2-309** is amended to read:

566 **63G-2-309. Confidentiality claims.**

567 (1) (a) (i) Any person who provides to a governmental entity a record that the person  
568 believes should be protected under Subsection 63G-2-305(1) or (2) or both Subsections  
569 63G-2-305(1) and (2) shall provide with the record:

570 (A) a written claim of business confidentiality; and

571 (B) a concise statement of reasons supporting the claim of business confidentiality.

572 (ii) Any of the following who provides to an institution within the state system of  
573 higher education defined in Section 53B-1-102 a record that the person or governmental entity  
574 believes should be protected under Subsection 63G-2-305(40)(a)(ii) or (vi) or both Subsections  
575 63G-2-305(40)(a)(ii) and (vi) shall provide the institution within the state system of higher  
576 education a written claim of business confidentiality in accordance with Section 53B-16-304:

577 (A) a person;

578 (B) a federal governmental entity;

579 (C) a state governmental entity; or

580 (D) a local governmental entity.

581 (b) A person or governmental entity who complies with this Subsection (1) shall be  
582 notified by the governmental entity to whom the request for a record is made if:

583 (i) a record claimed to be protected under one of the following is classified public:

- 584 (A) Subsection 63G-2-305(1);
- 585 (B) Subsection 63G-2-305(2);
- 586 (C) Subsection 63G-2-305(40)(a)(ii);
- 587 (D) Subsection 63G-2-305(40)(a)(vi); or
- 588 (E) a combination of the provisions described in Subsections (1)(b)(i)(A) through (D);

589 or

590 (ii) the governmental entity to whom the request for a record is made determines that  
591 the record claimed to be protected under a provision listed in Subsection (1)(b)(i) should be  
592 released after balancing interests under Subsection 63G-2-201(5)(b) or 63G-2-401(6).

593 (c) A person who makes a claim of business confidentiality under this Subsection (1)  
594 shall protect, defend, and indemnify the governmental entity that retains the record, and all staff  
595 and employees of the governmental entity from and against any claims, liability, or damages  
596 resulting from or arising from a denial of access to the record as a protected record based on the  
597 claim of business confidentiality.

598 (2) (a) Except as provided in Subsection (2)(b) or by court order, the governmental  
599 entity to whom the request for a record is made may not disclose a record claimed to be  
600 protected under a provision listed in Subsection (1)(b)(i) but which the governmental entity or  
601 State Records Committee determines should be disclosed until the period in which to bring an  
602 appeal expires or the end of the appeals process, including judicial appeal.

603 (b) Subsection (2)(a) does not apply where the claimant, after notice, has waived the  
604 claim by not appealing or intervening before the State Records Committee.

605 (3) Disclosure or acquisition of information under this chapter does not constitute  
606 misappropriation under Subsection 13-24-2(2).

607 Section 5. Section 63G-2-404 is amended to read:

608 **63G-2-404. Judicial review.**

609 (1) (a) A petition for judicial review of an order or decision, as allowed under this part,  
610 in Section 63G-2-209, or in Subsection 63G-2-701(6)(a)(ii), shall be filed no later than 30 days  
611 after the date of the order or decision.

612 (b) The State Records Committee is a necessary party to a petition for judicial review  
613 of a State Records Committee order.

614 (c) The executive secretary of the State Records Committee shall be served with notice

615 of a petition for judicial review of a State Records Committee order, in accordance with the  
616 Utah Rules of Civil Procedure.

617 (2) (a) A petition for judicial review is a complaint governed by the Utah Rules of Civil  
618 Procedure and shall contain:

619 ~~[(a)]~~ (i) the petitioner's name and mailing address;

620 ~~[(b)]~~ (ii) a copy of the State Records Committee order from which the appeal is taken,  
621 if the petitioner is seeking judicial review of an order of the State Records Committee;

622 ~~[(c)]~~ (iii) the name and mailing address of the governmental entity that issued the  
623 initial determination with a copy of that determination;

624 ~~[(d)]~~ (iv) a request for relief specifying the type and extent of relief requested; and

625 ~~[(e)]~~ (v) a statement of the reasons why the petitioner is entitled to relief.

626 (b) Except in exceptional circumstances, a petition for judicial review may not raise an  
627 issue that was not raised in the underlying appeal and order.

628 (3) If the appeal is based on the denial of access to a protected record based on a claim  
629 of business confidentiality, the court shall allow the claimant of business confidentiality to  
630 provide to the court the reasons for the claim of business confidentiality.

631 (4) All additional pleadings and proceedings in the district court are governed by the  
632 Utah Rules of Civil Procedure.

633 (5) The district court may review the disputed records. The review shall be in camera.

634 (6) (a) The court shall:

635 (i) make the court's decision de novo, but, for a petition seeking judicial review of a  
636 State Records Committee order, allow introduction of evidence presented to the State Records  
637 Committee;

638 (ii) determine all questions of fact and law without a jury; and

639 (iii) decide the issue at the earliest practical opportunity.

640 (b) A court may remand a petition for judicial review to the State Records Committee  
641 if:

642 (i) the remand is to allow the State Records Committee to decide an issue that:

643 (A) involves access to a record; and

644 (B) the State Records Committee has not previously addressed in the proceeding that  
645 led to the petition for judicial review; and

646 (ii) the court determines that remanding to the State Records Committee is in the best  
647 interests of justice.

648 (7) (a) Except as provided in Section 63G-2-406, the court may, upon consideration  
649 and weighing of the various interests and public policies pertinent to the classification and  
650 disclosure or nondisclosure, order the disclosure of information properly classified as private,  
651 controlled, or protected if the interest favoring access is greater than or equal to the interest  
652 favoring restriction of access.

653 (b) The court shall consider and, where appropriate, limit the requester's use and  
654 further disclosure of the record in order to protect privacy interests in the case of private or  
655 controlled records, business confidentiality interests in the case of records protected under  
656 Subsections 63G-2-305(1) and (2), and privacy interests or the public interest in the case of  
657 other protected records.

658 Section 6. Section 63G-2-604 is amended to read:

659 **63G-2-604. Retention and disposition of records.**

660 (1) (a) Except for a governmental entity that is permitted to maintain the governmental  
661 entity's own retention schedules under [~~Part 7, Applicability to Political Subdivisions, the~~  
662 ~~Judiciary, and the Legislature~~] Part 7, Applicability to Political Subdivisions, the Judiciary, the  
663 Legislature, and the Governor and Lieutenant Governor, each governmental entity shall file  
664 with the Records Management Committee created in Section 63A-12-112 a proposed schedule  
665 for the retention and disposition of each type of material that is defined as a record under this  
666 chapter.

667 (b) After a retention schedule is reviewed and approved by the Records Management  
668 Committee under Subsection 63A-12-113(1)(b), the governmental entity shall maintain and  
669 destroy records in accordance with the retention schedule.

670 (c) If a governmental entity subject to the provisions of this section has not received an  
671 approved retention schedule from the Records Management Committee for a specific type of  
672 material that is classified as a record under this chapter, the model retention schedule  
673 maintained by the state archivist shall govern the retention and destruction of that type of  
674 material.

675 (2) A retention schedule that is filed with or approved by the Records Management  
676 Committee under the requirements of this section is a public record.

677 Section 7. Section 63G-2-702 is amended to read:

678 **Part 7. Applicability to Political Subdivisions, the Judiciary, the Legislature, and the**  
679 **Governor and Lieutenant Governor**

680 **63G-2-702. Applicability to the judiciary.**

681 (1) The judiciary is subject to the provisions of this chapter except as provided in this  
682 section.

683 (2) (a) The judiciary is not subject to:

684 (i) Section [63G-2-209](#); or

685 (ii) Part 4, Appeals, except as provided in Subsection [~~(5)~~] (6).

686 (b) The judiciary is not subject to Part 5, State Records Committee, and Part 6,  
687 Collection of Information and Accuracy of Records.

688 (c) The judiciary is subject to only the following sections in Part 9, Public  
689 Associations: Sections [63A-12-105](#) and [63A-12-106](#).

690 (3) The Judicial Council, the Administrative Office of the Courts, the courts, and other  
691 administrative units in the judicial branch shall designate and classify their records in  
692 accordance with Sections [63G-2-301](#) through [63G-2-305](#).

693 (4) Substantially consistent with the provisions of this chapter, the Judicial Council  
694 shall:

695 (a) make rules governing requests for access, fees, classification, designation,  
696 segregation, management, retention, denials and appeals of requests for access and retention,  
697 and amendment of judicial records;

698 (b) establish an appellate board to handle appeals from denials of requests for access  
699 and provide that a requester who is denied access by the appellate board may file a lawsuit in  
700 district court; and

701 (c) provide standards for the management and retention of judicial records substantially  
702 consistent with Section [63A-12-103](#).

703 (5) The Judicial Council may:

704 (a) establish a process for an administrative unit of the judicial branch to petition for  
705 relief from a person that the administrative unit claims is a vexatious requester; and

706 (b) establish an appellate board to hear a petition for relief from a person that an  
707 administrative unit of the judicial branch claims is a vexatious requester.

708           ~~[(5)]~~ (6) Rules governing appeals from denials of requests for access shall substantially  
709 comply with the time limits provided in Section 63G-2-204 and Part 4, Appeals.

710           ~~[(6)]~~ (7) Upon request, the state archivist shall:

711           (a) assist with and advise concerning the establishment of a records management  
712 program in the judicial branch; and

713           (b) as required by the judiciary, provide program services similar to those available to  
714 the executive and legislative branches of government as provided in this chapter and Title 63A,  
715 Chapter 12, Division of Archives and Records Service.

716           Section 8. Section 63G-2-703 is amended to read:

717           **63G-2-703. Applicability to the Legislature.**

718           (1) The Legislature and its staff offices shall designate and classify records in  
719 accordance with Sections 63G-2-301 through 63G-2-305 as public, private, controlled, or  
720 protected.

721           (2) (a) The Legislature and its staff offices are not subject to ~~[Section 63G-2-203 or to]~~:

722           (i) Section 63G-2-203 or 63G-2-209; or

723           (ii) Part 4, Appeals, Part 5, State Records Committee, or Part 6, Collection of  
724 Information and Accuracy of Records.

725           (b) The Legislature is subject to only the following sections in Title 63A, Chapter 12,  
726 Division of Archives and Records Service: Sections 63A-12-102 and 63A-12-106.

727           (3) The Legislature, through the Legislative Management Committee:

728           (a) (i) shall establish policies to handle requests for classification, designation, fees,  
729 access, denials, segregation, appeals, management, retention, and amendment of records; and

730           ~~[(b)]~~ (ii) may establish an appellate board to hear appeals from denials of access~~[-]~~; and

731           (b) may establish:

732           (i) a process for determining that a person is a vexatious requester, including a process  
733 for an appeal from a determination that a person is a vexatious requester; and

734           (ii) appropriate limitations on a person determined to be a vexatious requester.

735           (4) Policies shall include reasonable times for responding to access requests consistent  
736 with the provisions of Part 2, Access to Records, fees, and reasonable time limits for appeals.

737           (5) Upon request, the state archivist shall:

738           (a) assist with and advise concerning the establishment of a records management



739 program in the Legislature; and

740 (b) as required by the Legislature, provide program services similar to those available  
741 to the executive branch of government, as provided in this chapter and Title 63A, Chapter 12,  
742 Division of Archives and Records Service.

743 Section 9. Section **63G-2-704** is enacted to read:

744 **63G-2-704. Applicability to the governor and lieutenant governor.**

745 (1) The governor, the office of the governor, the lieutenant governor, and the office of  
746 the lieutenant governor shall designate and classify records in accordance with Sections  
747 63G-2-301 through 63G-2-305 as public, private, controlled or protected.

748 (2) (a) The governor, the office of the governor, the lieutenant governor, and the office  
749 of the lieutenant governor are not subject to:

750 (i) Section 63G-2-203;

751 (ii) Section 63G-2-209;

752 (iii) Section 63G-2-401; or

753 (iv) Part 6, Collection of Information and Accuracy of Records.

754 (b) The governor, the office of the governor, the lieutenant governor, and the office of  
755 the lieutenant governor are subject to only the following sections in Title 63A, Chapter 12,  
756 Division of Archives and Records Service:

757 (i) Section 63A-12-102; and

758 (ii) Section 63A-12-106.

759 (3) The governor and lieutenant governor:

760 (a) (i) shall establish policies to handle requests for classification, designation, fees,  
761 access, denials, segregation, appeals to the chief administrative officer, management, retention,  
762 and amendment of records; and

763 (ii) may establish an appellate board to hear appeals from denials of access; and

764 (b) may establish:

765 (i) a process for determining that a person is a vexatious requester, including a process  
766 for an appeal from a determination that a person is a vexatious requester; and

767 (ii) appropriate limitations on a person determined to be a vexatious requester.

768 (4) Policies described in Subsection (3) shall include reasonable times for responding  
769 to access requests consistent with the provisions of Part 2, Access to Records, fees, and

770 reasonable time limits for appeals.

771 (5) Upon request, the state archivist shall:

772 (a) assist with and advise concerning the establishment of a records management

773 program for the governor, the office of the governor, the lieutenant governor, and the office of

774 the lieutenant governor; and

775 (b) as required by the governor or lieutenant governor, provide program services as

776 provided in this chapter and Title 63A, Chapter 12, Division of Archives and Records Service.

777 Section 10. Section **78A-4-103** is amended to read:

778 **78A-4-103. Court of Appeals jurisdiction.**

779 (1) As used in this section, [~~informal~~] "adjudicative proceeding" does not include a  
780 proceeding under Title 63G, Chapter 2, Part 4, Appeals, that precedes judicial review under  
781 Section [63G-2-404](#).

782 (2) The Court of Appeals has jurisdiction to issue all extraordinary writs and to issue  
783 all writs and process necessary:

784 (a) to carry into effect its judgments, orders, and decrees; or

785 (b) in aid of its jurisdiction.

786 (3) The Court of Appeals has appellate jurisdiction, including jurisdiction of  
787 interlocutory appeals, over:

788 (a) (i) a final order or decree resulting from:

789 (A) a formal adjudicative proceeding of a state agency;

790 (B) a special adjudicative proceeding, as described in Section [19-1-301.5](#); or

791 (C) a hearing before a local school board or the State Board of Education as described  
792 in Section [53G-11-515](#); or

793 (ii) an appeal from the district court review of an informal adjudicative proceeding of  
794 an agency other than the following:

795 (A) the Public Service Commission;

796 (B) the State Tax Commission;

797 (C) the School and Institutional Trust Lands Board of Trustees;

798 (D) the Division of Forestry, Fire, and State Lands, for an action reviewed by the  
799 executive director of the Department of Natural Resources;

800 (E) the Board of Oil, Gas, and Mining; or

- 801 (F) the state engineer;
- 802 (b) appeals from the district court review of:
- 803 (i) adjudicative proceedings of agencies of political subdivisions of the state or other
- 804 local agencies; and
- 805 (ii) a challenge to agency action under Section [63G-3-602](#);
- 806 (c) appeals from the juvenile courts;
- 807 (d) interlocutory appeals from any court of record in criminal cases, except those
- 808 involving a charge of a first degree or capital felony;
- 809 (e) appeals from a court of record in criminal cases, except those involving a
- 810 conviction or charge of a first degree felony or capital felony;
- 811 (f) appeals from orders on petitions for extraordinary writs sought by persons who are
- 812 incarcerated or serving any other criminal sentence, except petitions constituting a challenge to
- 813 a conviction of or the sentence for a first degree or capital felony;
- 814 (g) appeals from the orders on petitions for extraordinary writs challenging the
- 815 decisions of the Board of Pardons and Parole except in cases involving a first degree or capital
- 816 felony;
- 817 (h) appeals from district court involving domestic relations cases, including, but not
- 818 limited to, divorce, annulment, property division, child custody, support, parent-time,
- 819 visitation, adoption, and paternity;
- 820 (i) appeals from the Utah Military Court; and
- 821 (j) cases transferred to the Court of Appeals from the Supreme Court.
- 822 (4) The Court of Appeals upon its own motion only and by the vote of four judges of
- 823 the court may certify to the Supreme Court for original appellate review and determination any
- 824 matter over which the Court of Appeals has original appellate jurisdiction.
- 825 (5) The Court of Appeals shall comply with the requirements of Title 63G, Chapter 4,
- 826 Administrative Procedures Act, in its review of agency adjudicative proceedings.