LEGISLATURE OF NEBRASKA ONE HUNDRED EIGHTH LEGISLATURE FIRST SESSION

LEGISLATIVE BILL 366

Introduced by Conrad, 46. Read first time January 12, 2023 Committee:

1	A BILL FOR AN ACT relating to public records; to amend sections 84-712,
2	84-712.01, and 84-712.07, Reissue Revised Statutes of Nebraska, and
3	sections 81-1454, 84-712.03, and 84-712.05, Revised Statutes
4	Cumulative Supplement, 2020; to provide that recordings from body-
5	worn cameras of peace officers depicting the death of a person being
6	apprehended or in custody are public records; to change public
7	records provisions relating to residents, nonresidents, fees, and
8	remedies; to define a term; and to repeal the original sections.
9	Be it enacted by the people of the State of Nebraska,

Section 1. Section 81-1454, Revised Statutes Cumulative Supplement,
 2022, is amended to read:

3 81-1454 (1) A body-worn camera policy required by section 81-1453 4 shall include provisions which govern the use of body-worn cameras by 5 peace officers and the retention and disposition of recordings created 6 with such cameras by law enforcement agencies. Such body-worn camera 7 policy shall include, but not be limited to:

8 <u>(a)</u> (1) A requirement that training be provided to any peace officer 9 who will use a body-worn camera and to any other employee who will come 10 into contact with video or audio data recorded by a body-worn camera;

(b) (2) A requirement that recordings created by body-worn cameras shall be retained for a minimum period of ninety days from the date of recording. Such recordings shall be retained for more than ninety days if required by the following circumstances:

(i) (a) Upon notice to the law enforcement agency of a criminal or civil court proceeding in which the recording may have evidentiary value or in which the recording is otherwise involved, the recording shall be retained until final judgment has been entered in the proceeding;

19 (ii) (b) Upon notice to the law enforcement agency of a disciplinary 20 proceeding against an employee of the agency in which the recording may 21 have evidentiary value or in which the recording is otherwise involved, 22 the recording shall be retained until a final determination has been made 23 in such proceeding; and

(iii) (c) If the recording is part of a criminal investigation that
 has not resulted in an arrest or prosecution, the recording shall be
 retained until the investigation is officially closed or suspended; and

27 (c) (3) A procedure governing the destruction of recordings after 28 the retention period described in subdivision (1)(b) (2) of this section 29 has elapsed.

30 (2) Recordings created by body-worn cameras which depict or record
 31 circumstances in which a person died while being apprehended by, or while

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<u>in the custody of, a law enforcement officer or detention personnel,</u>
 <u>including duplicates of such recordings, are public records under section</u>
 <u>84-712.01.</u>

Sec. 2. Section 84-712, Reissue Revised Statutes of Nebraska, is
amended to read:

84-712 (1) Except as otherwise expressly provided by statute, all 6 residents citizens of this state and all other persons interested in the 7 examination of the public records as defined in section 84-712.01 are 8 9 hereby fully empowered and authorized to (a) examine such records, and make memoranda, copies using their own copying or photocopying equipment 10 in accordance with subsection (2) of this section, and abstracts 11 therefrom, all free of charge, during the hours the respective offices 12 13 may be kept open for the ordinary transaction of business and (b) except if federal copyright law otherwise provides, obtain copies of public 14 records in accordance with subsection (3) of this section during the 15 16 hours the respective offices may be kept open for the ordinary 17 transaction of business.

(2) Copies made by <u>residents</u> citizens or other persons using their own copying or photocopying equipment pursuant to subdivision (1)(a) of this section shall be made on the premises of the custodian of the public record or at a location mutually agreed to by the requester and the custodian.

23 (3)(a) Copies may be obtained pursuant to subdivision (1)(b) of this section only if the custodian has copying equipment reasonably available. 24 25 Such copies may be obtained in any form designated by the requester in which the public record is maintained or produced, including, but not 26 limited to, printouts, electronic data, discs, tapes, and photocopies. 27 28 This section shall not be construed to require a custodian to copy any public record that is available to the requester on the custodian's 29 website on the Internet. The custodian of the public record is required 30 to provide the location of the public record on the Internet to the 31

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requester. If the requester does not have reasonable access to the
 Internet due to lack of computer, lack of Internet availability, or
 inability to use a computer or the Internet, the custodian shall produce
 copies for the requester as provided in this section.

5 (b) Except as otherwise provided by statute, the public body, public entity, or public official which is the custodian of a public record may 6 charge a fee for providing copies of such public record pursuant to 7 subdivision (1)(b) of this section, which fee shall not exceed the actual 8 9 added cost of making the copies available. For purposes of this subdivision, (i) for photocopies, the actual added cost of making the 10 copies available shall not exceed the amount of the reasonably calculated 11 actual added cost of the photocopies, which may include a reasonably 12 apportioned cost of the supplies, such as paper, toner, and equipment, 13 used in preparing the copies, as well as any additional payment 14 obligation of the custodian for time of contractors necessarily incurred 15 16 to comply with the request for copies, (ii) for printouts of computerized 17 data on paper, the actual added cost of making the copies available shall include the reasonably calculated actual added cost of computer run time 18 and the cost of materials for making the copy, and (iii) for electronic 19 data, the actual added cost of making the copies available shall include 20 the reasonably calculated actual added cost of the computer run time, any 21 22 necessary analysis and programming by the public body, public entity, 23 public official, or third-party information technology services company 24 contracted to provide computer services to the public body, public entity, or public official, and the production of the report in the form 25 furnished to the requester. 26

(c) <u>For residents of Nebraska, the</u> The actual added cost used as the basis for the calculation of a fee for records shall not include any charge for the existing salary or pay obligation to the public officers or employees with respect to the first <u>eight</u> four cumulative hours of searching, identifying, physically redacting, or copying. A special

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service charge reflecting the calculated labor cost may be included in 1 2 the fee for time required in excess of <u>eight</u> four cumulative hours, since that large of a request may cause some delay or disruption of the other 3 4 responsibilities of the custodian's office, except that the fee for 5 records shall not include any charge for the services of an attorney or any other person to review the requested public records seeking a legal 6 7 basis to withhold the public records from the public. No special service charge or fee shall be charged for copies of blank forms or pages that 8 9 have all meaningful information redacted.

10 (d) For nonresidents of Nebraska, the actual added cost used as the 11 basis for the calculation of a fee for records may include a charge for 12 the proportion of the existing salary or pay obligation to the public 13 officers or employees, including a proportional charge for the services 14 of an attorney to review the requested public records for the time spent 15 searching, identifying, physically redacting, copying, or reviewing such 16 records.

17 <u>(e)</u> (d) State agencies which provide electronic access to public 18 records through a portal established under section 84-1204 shall obtain 19 approval of their proposed reasonable fees for such records pursuant to 20 sections 84-1205.02 and 84-1205.03, if applicable, and the actual added 21 cost of making the copies available may include the approved fee for the 22 portal.

(f) (e) This section shall not be construed to require a public body
 or custodian of a public record to produce or generate any public record
 in a new or different form or format modified from that of the original
 public record.

27 (g) (f) If copies requested in accordance with subdivision (1)(b) of 28 this section are estimated by the custodian of such public records to 29 cost more than fifty dollars, the custodian may require the requester to 30 furnish a deposit prior to fulfilling such request.

31 (h) The custodian may waive or reduce any fee described in this

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section if the waiver or reduction of the fee would be in the public interest. Disclosure is in the public interest if it is likely to contribute to the understanding of the operations or activities of government and is not primarily in the commercial interest of the person requesting such records.

(4) Upon receipt of a written request for access to or copies of a 6 public record, the custodian of such record shall provide to the 7 requester as soon as is practicable and without delay, but not more than 8 9 four business days after actual receipt of the request, an estimate of the expected cost of the copies and either (a) access to or, if copying 10 equipment is reasonably available, copies of the public record, (b) if 11 there is a legal basis for denial of access or copies, a written denial 12 13 of the request together with the information specified in section 84-712.04, or (c) if the entire request cannot with reasonable good faith 14 efforts be fulfilled within four business days after actual receipt of 15 16 the request due to the significant difficulty or the extensiveness of the request, a written explanation, including the earliest practicable date 17 for fulfilling the request, an estimate of the expected cost of any 18 copies, and an opportunity for the requester to modify or prioritize the 19 items within the request. Such estimate shall be provided to the 20 requester in writing and such written estimate shall be attested to under 21 oath by the custodian of the public records. The requester shall have ten 22 23 business days to review the estimated costs, including any special 24 service charge, and request the custodian to fulfill the original request, negotiate with the custodian to narrow or simplify the request, 25 or withdraw the request. If the requester does not respond to the 26 custodian within ten business days, the custodian shall not proceed to 27 fulfill the request. The four business days shall be computed by 28 excluding the day the request is received, after which the designated 29 period of time begins to run. Business day does not include a Saturday, a 30 Sunday, or a day during which the offices of the custodian of the public 31

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1 records are closed.

2 (5) For purposes of sections 84-712 to 84-712.09, resident means a
3 person domiciled in this state and includes news media without regard to
4 domicile.

5 Sec. 3. Section 84-712.01, Reissue Revised Statutes of Nebraska, is 6 amended to read:

7 84-712.01 (1) Except when any other statute expressly provides that particular information or records shall not be made public, public 8 9 records shall include all records and documents, regardless of physical form, of or belonging to this state, any county, city, village, political 10 subdivision, or tax-supported district in this state, or any agency, 11 department, board, bureau, commission, council, subunit, or 12 branch, committee of any of the foregoing. Data which is a public record in its 13 14 original form shall remain a public record when maintained in computer files. 15

16 (2) When a custodian of a public record of a county provides to a 17 member of the public, upon request, a copy of the public record by transmitting it from a modem to an outside modem, a reasonable fee may be 18 19 charged for such specialized service. Such fee may include a reasonable amount representing a portion of the amortization of the cost of computer 20 equipment, including software, necessarily added in order to provide such 21 specialized service. This subsection shall not be construed to require a 22 governmental entity to acquire computer capability to generate public 23 24 records in a new or different form when that new form would require additional computer equipment or software not already possessed by the 25 governmental entity. 26

(3) Sections 84-712 to 84-712.03 shall be liberally construed
whenever any state, county, or political subdivision fiscal records,
audit, warrant, voucher, invoice, purchase order, requisition, payroll,
check, receipt, or other record of receipt, cash, or expenditure
involving public funds is involved in order that the <u>residents</u> citizens

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of this state shall have the full right to know of and have full access
to information on the public finances of the government and the public
bodies and entities created to serve them.

Sec. 4. Section 84-712.03, Revised Statutes Cumulative Supplement,
2022, is amended to read:

84-712.03 (1) Any person denied any rights granted by sections
84-712 to 84-712.03 may elect to:

8 (a) File for speedy relief by a writ of mandamus in the district 9 court within whose jurisdiction the state, county, or political 10 subdivision officer who has custody of the public record can be served; 11 or

(b) Petition the Attorney General to review the matter to determine 12 13 whether a record may be withheld from public inspection or whether the public body that is custodian of such record has otherwise failed to 14 comply with such sections, including whether the fees estimated or 15 charged by the custodian are actual added costs or special service 16 charges as provided under section 84-712. This determination shall be 17 made within fifteen calendar days after the submission of the petition. 18 19 If the Attorney General determines that the record may not be withheld or that the public body is otherwise not in compliance, the public body 20 shall be ordered to disclose the record immediately or otherwise comply. 21 If the public body continues to withhold the record or remain in 22 noncompliance, the person seeking disclosure or compliance may (i) bring 23 24 suit in the trial court of general jurisdiction or (ii) demand in writing that the Attorney General bring suit in the name of the state in the 25 trial court of general jurisdiction for the same purpose. If such demand 26 is made, the Attorney General shall bring suit within fifteen calendar 27 28 days after its receipt. The requester shall have an absolute right to intervene as a full party in the suit at any time. 29

30 (2) In any suit filed under this section, the court has jurisdiction31 to enjoin the public body from withholding records, to order the

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disclosure, and to grant such other equitable relief as may be proper. The court shall determine the matter de novo and the burden is on the public body to sustain its action. The court may view the records in controversy in camera before reaching a decision, and in the discretion of the court other persons, including the requester, counsel, and necessary expert witnesses, may be permitted to view the records, subject to necessary protective orders.

8 (3) Proceedings arising under this section <u>shall be advanced on the</u> 9 <u>trial docket and heard and decided by the court as soon as reasonably</u> 10 <u>possible and</u> , except as to the cases the court considers of greater 11 <u>importance</u>, shall take precedence on the trial docket over all other 12 cases and shall be assigned for hearing, trial, or argument at the 13 earliest practicable date and expedited in every way.

Sec. 5. Section 84-712.05, Revised Statutes Cumulative Supplement,
2022, is amended to read:

16 84-712.05 The following records, unless publicly disclosed in an 17 open court, open administrative proceeding, or open meeting or disclosed 18 by a public entity pursuant to its duties, may be withheld from the 19 public by the lawful custodian of the records:

(1) Personal information in records regarding a student, prospective 20 student, or former student of any educational institution or exempt 21 22 school that has effectuated an election not to meet state approval or accreditation requirements pursuant to section 79-1601 when such records 23 24 are maintained by and in the possession of a public entity, other than 25 routine directory information specified and made public consistent with 20 U.S.C. 1232g, as such section existed on February 1, 2013, and 26 regulations adopted thereunder; 27

(2) Medical records, other than records of births and deaths and
except as provided in subdivision (5) of this section, in any form
concerning any person; records of elections filed under section 44-2821;
and patient safety work product under the Patient Safety Improvement Act;

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1 (3) Trade secrets, academic and scientific research work which is in 2 progress and unpublished, and other proprietary or commercial information 3 which if released would give advantage to business competitors and serve 4 no public purpose;

5 (4) Records which represent the work product of an attorney and the 6 public body involved which are related to preparation for litigation, 7 labor negotiations, or claims made by or against the public body or which 8 are confidential communications as defined in section 27-503;

9 (5) Records developed or received by law enforcement agencies and 10 other public bodies charged with duties of investigation or examination of persons, institutions, or businesses, when the records constitute a 11 part of the examination, investigation, intelligence information, citizen 12 13 complaints or inquiries from residents of this state or other interested persons, informant identification, or strategic or tactical information 14 used in law enforcement training, except that this subdivision shall not 15 apply to records so developed or received: 16

17 (a) Relating to the presence of and amount or concentration of
18 alcohol or drugs in any body fluid of any person;-or

19 (b) Relating to the cause of or circumstances surrounding the death of an employee arising from or related to his or her employment if, after 20 an investigation is concluded, a family member of the deceased employee 21 makes a request for access to or copies of such records. This subdivision 22 23 does not require access to or copies of informant identification, the 24 names or identifying information of <u>members of the public</u> citizens making complaints or inquiries, other information which would compromise an 25 ongoing criminal investigation, or information which may be withheld from 26 the public under another provision of law. For purposes of this 27 28 subdivision, family member means a spouse, child, parent, sibling, grandchild, or grandparent by blood, marriage, or adoption; or 29

30 (c) Relating to recordings created by body-worn cameras as defined 31 in section 81-1452, which depict or record circumstances in which a

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person died while being apprehended by, or while in the custody of, a law enforcement officer or detention personnel, including, but not limited to, a recording or duplicate of such recording;

4 (6) The identity and personal identifying information of an alleged
5 victim of sexual assault or sex trafficking as provided in section
6 29-4316;

7 (7) Appraisals or appraisal information and negotiation records
8 concerning the purchase or sale, by a public body, of any interest in
9 real or personal property, prior to completion of the purchase or sale;

10 (8) Personal information in records regarding personnel of public
11 bodies other than salaries and routine directory information;

(9) Information solely pertaining to protection of the security of 12 13 public property and persons on or within public property, such as specific, unique vulnerability assessments or specific, unique response 14 plans, either of which is intended to prevent or mitigate criminal acts 15 16 the public disclosure of which would create a substantial likelihood of 17 endangering public safety or property; computer or communications network schema, passwords, and user identification names; guard schedules; lock 18 combinations; or public utility infrastructure specifications or design 19 drawings the public disclosure of which would create a substantial 20 likelihood of endangering public safety or property, unless otherwise 21 22 provided by state or federal law;

23 (10) Information that relates details of physical and cyber assets 24 of critical energy infrastructure or critical electric infrastructure, including (a) specific engineering, vulnerability, or detailed design 25 information about proposed or existing critical energy infrastructure or 26 critical electric infrastructure that (i) relates details about the 27 28 production, generation, transportation, transmission, or distribution of energy, (ii) could be useful to a person in planning an attack on such 29 critical infrastructure, and (iii) does not simply give the general 30 location of the critical infrastructure and (b) the identity of personnel 31

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whose primary job function makes such personnel responsible for (i) 1 2 providing or granting individuals access to physical or cyber assets or (ii) operating and maintaining physical or cyber assets, if a reasonable 3 person, knowledgeable of the electric utility or energy industry, would 4 conclude that the public disclosure of such identity could create a 5 substantial likelihood of risk to such physical or cyber assets. 6 7 Subdivision (10)(b) of this section shall not apply to the identity of a chief executive officer, general manager, vice president, or board member 8 9 of a public entity that manages critical energy infrastructure or critical electric infrastructure. The lawful custodian of the records 10 must provide a detailed job description for any personnel whose identity 11 is withheld pursuant to subdivision (10)(b) of this section. For purposes 12 of subdivision (10) of this section, critical energy infrastructure and 13 critical electric infrastructure mean existing and proposed systems and 14 assets, including a system or asset of the bulk-power system, whether 15 16 physical or virtual, the incapacity or destruction of which would 17 negatively affect security, economic security, public health or safety, or any combination of such matters; 18

19 (11)The security standards, procedures, policies, plans, specifications, diagrams, access lists, and other security-related 20 records of the Lottery Division of the Department of Revenue and those 21 persons or entities with which the division has entered into contractual 22 relationships. Nothing in this subdivision shall allow the division to 23 24 withhold from the public any information relating to amounts paid persons or entities with which the division has entered into contractual 25 relationships, amounts of prizes paid, the name of the prize winner, and 26 the city, village, or county where the prize winner resides; 27

(12) With respect to public utilities and except as provided in
sections 43-512.06 and 70-101, personally identified private <u>customer</u>
citizen account payment and customer use information, credit information
on others supplied in confidence, and customer lists;

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(13) Records or portions of records kept by a publicly funded 1 library which, when examined with or without other records, reveal the 2 3 identity of any library patron using the library's materials or services; (14) Correspondence, memoranda, and records of telephone calls 4 related to the performance of duties by a member of the Legislature in 5 whatever form. The lawful custodian of the correspondence, memoranda, and 6 records of telephone calls, upon approval of the Executive Board of the 7 Legislative Council, shall release the correspondence, memoranda, and 8 records of telephone calls which are not designated as sensitive or 9 confidential in nature to any person performing an audit of the 10 Legislature. A member's correspondence, memoranda, 11 and records of confidential telephone calls related to the performance of his or her 12 legislative duties shall only be released to any other person with the 13 explicit approval of the member; 14

(15) Records or portions of records kept by public bodies which 15 16 would reveal the location, character, or ownership of any known archaeological, historical, or paleontological site in Nebraska when 17 necessary to protect the site from a reasonably held fear of theft, 18 vandalism, or trespass. This section shall not apply to the release of 19 20 information for the purpose of scholarly research, examination by other public bodies for the protection of the resource or by recognized tribes, 21 the Unmarked Human Burial Sites and Skeletal Remains Protection Act, or 22 23 the federal Native American Graves Protection and Repatriation Act;

24 (16) Records or portions of records kept by public bodies which maintain collections of archaeological, historical, or paleontological 25 significance which reveal the names and addresses of donors of such 26 articles of archaeological, historical, or paleontological significance 27 28 unless the donor approves disclosure, except as the records or portions thereof may be needed to carry out the purposes of the Unmarked Human 29 Burial Sites and Skeletal Remains Protection Act or the federal Native 30 31 American Graves Protection and Repatriation Act;

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1 (17) Library, archive, and museum materials acquired from 2 nongovernmental entities and preserved solely for reference, research, or 3 exhibition purposes, for the duration specified in subdivision (17)(b) of 4 this section, if:

5 (a) Such materials are received by the public custodian as a gift,6 purchase, bequest, or transfer; and

7 (b) The donor, seller, testator, or transferor conditions such gift,
8 purchase, bequest, or transfer on the materials being kept confidential
9 for a specified period of time;

10 (18) Job application materials submitted by applicants, other than finalists or a priority candidate for a position described in section 11 85-106.06 selected using the enhanced public scrutiny process in section 12 13 85-106.06, who have applied for employment by any public body as defined in section 84-1409. For purposes of this subdivision, (a) job application 14 materials means employment applications, resumes, reference letters, and 15 school transcripts and (b) finalist means any applicant who is not an 16 applicant for a position described in section 85-106.06 and (i) who 17 reaches the final pool of applicants, numbering four or more, from which 18 the successful applicant is to be selected, (ii) who is an original 19 applicant when the final pool of applicants numbers less than four, or 20 (iii) who is an original applicant and there are four or fewer original 21 22 applicants;

(19)(a) Records obtained by the Public Employees Retirement Board pursuant to section 84-1512 and (b) records maintained by the board of education of a Class V school district and obtained by the board of trustees or the Public Employees Retirement Board for the administration of a retirement system provided for under the Class V School Employees Retirement Act pursuant to section 79-989;

(20) Social security numbers; credit card, charge card, or debit
card numbers and expiration dates; and financial account numbers supplied
to state and local governments by citizens;

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(21) Information exchanged between a jurisdictional utility and city
 pursuant to section 66-1867;

3 (22) Draft records obtained by the Nebraska Retirement Systems
4 Committee of the Legislature and the Governor from Nebraska Public
5 Employees Retirement Systems pursuant to subsection (4) of section
6 84-1503;

7 (23) All prescription drug information submitted pursuant to section
8 71-2454, all data contained in the prescription drug monitoring system,
9 and any report obtained from data contained in the prescription drug
10 monitoring system;

(24) Information obtained by any government entity, whether federal, state, county, or local, regarding firearm registration, possession, sale, or use that is obtained for purposes of an application permitted or required by law or contained in a permit or license issued by such entity. Such information shall be available upon request to any federal, state, county, or local law enforcement agency; and

17 (25)The security standards, procedures, policies, plans, specifications, diagrams, and access lists and other security-related 18 records of the State Racing and Gaming Commission, those persons or 19 entities with which the commission has entered into contractual 20 relationships, and the names of any individuals placed on the list of 21 22 self-excluded persons with the commission as provided in section 9-1118. Nothing in this subdivision shall allow the commission to withhold from 23 24 the public any information relating to the amount paid any person or 25 entity with which the commission has entered into a contractual relationship, the amount of any prize paid, the name of the prize winner, 26 and the city, village, or county where the prize winner resides. 27

Sec. 6. Section 84-712.07, Reissue Revised Statutes of Nebraska, is amended to read:

30 84-712.07 The provisions of sections 84-712, 84-712.01, 84-712.03 to
 31 84-712.09, and 84-1413 pertaining to the rights of <u>residents of this</u>

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1 state and all other interested persons citizens to access to public 2 records may be enforced by equitable relief, whether or not any other 3 remedy is also available. In any case in which the complainant seeking 4 access has substantially prevailed, the court may assess against the 5 public body which had denied access to their records, reasonable attorney 6 fees and other litigation costs reasonably incurred by the complainant.

Sec. 7. Original sections 84-712, 84-712.01, and 84-712.07, Reissue
Revised Statutes of Nebraska, and sections 81-1454, 84-712.03, and
84-712.05, Revised Statutes Cumulative Supplement, 2022, are repealed.