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# HOUSE BILL No. 1360

AM136001 has been incorporated into introduced printing.

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**Synopsis:** Access to public records.

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Introduced

Second Regular Session of the 124th General Assembly (2026)

PRINTING CODE. Amendments: Whenever an existing statute (or a section of the Indiana Constitution) is being amended, the text of the existing provision will appear in this style type, additions will appear in **this style type**, and deletions will appear in ~~this style type~~.

Additions: Whenever a new statutory provision is being enacted (or a new constitutional provision adopted), the text of the new provision will appear in **this style type**. Also, the word **NEW** will appear in that style type in the introductory clause of each SECTION that adds a new provision to the Indiana Code or the Indiana Constitution.

Conflict reconciliation: Text in a statute in *this style type* or ~~this style type~~ reconciles conflicts between statutes enacted by the 2025 Regular Session of the General Assembly.

## HOUSE BILL No. 1360

A BILL FOR AN ACT to amend the Indiana Code concerning state and local administration.

*Be it enacted by the General Assembly of the State of Indiana:*

1 SECTION 1. IC 5-14-3-2, AS AMENDED BY P.L.64-2023,  
2 SECTION 1, IS AMENDED TO READ AS FOLLOWS [EFFECTIVE  
3 JULY 1, 2026]: Sec. 2. (a) The definitions set forth in this section apply  
4 throughout this chapter.

5 (b) "Copy" includes transcribing by handwriting, photocopying,  
6 xerography, duplicating machine, duplicating electronically stored data  
7 onto a disk, tape, drum, or any other medium of electronic data storage,  
8 and reproducing by any other means.

9 (c) "Criminal intelligence information" means data that has been  
10 evaluated to determine that the data is relevant to:

11 (1) the identification of; and  
12 (2) the criminal activity engaged in by;  
13 an individual who or organization that is reasonably suspected of  
14 involvement in criminal activity.

15 (d) **"Data scraping"** means use of an automated system to

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1                   **extract data from websites and other Internet accessible sources.**

2                   (f) (e) "Direct cost" means one hundred five percent (105%) of the  
3                   sum of the cost of:

- 4                   (1) the initial development of a program, if any;
- 5                   (2) the labor required to retrieve electronically stored data;
- 6                   (3) the labor required to:
  - 7                   (A) obscure nondisclosable information; and
  - 8                   (B) perform an administrative review to determine if all  
9                   nondisclosable information has been obscured;
- 10                  in a law enforcement recording; and
- 11                  (4) any medium used for electronic output;

12                  for providing a duplicate of electronically stored data onto a disk, tape,  
13                  drum, or other medium of electronic data retrieval under section 8(g)  
14                  of this chapter, or for reprogramming a computer system under section  
15                  6(c) of this chapter. However, if the labor described in subdivision (3)  
16                  is performed by an attorney, the cost under subdivision (3) may not  
17                  exceed reasonable attorney's fees.

18                  (f) (f) "Electronic map" means copyrighted data provided by a  
19                  public agency from an electronic geographic information system.

20                  (f) (g) "Enhanced access" means the inspection of a public record  
21                  by a person other than a governmental entity and that:

- 22                  (1) is by means of an electronic device other than an electronic  
23                  device provided by a public agency in the office of the public  
24                  agency; or
- 25                  (2) requires the compilation or creation of a list or report that  
26                  does not result in the permanent electronic storage of the  
27                  information.

28                  (g) (h) "Facsimile machine" means a machine that electronically  
29                  transmits exact images through connection with a telephone network.

30                  (f) (i) "Inspect" includes the right to do the following:

- 31                  (1) Manually transcribe and make notes, abstracts, or  
32                  memoranda.
- 33                  (2) In the case of tape recordings or other aural public records,  
34                  to listen and manually transcribe or duplicate, or make notes,  
35                  abstracts, or other memoranda from them.
- 36                  (3) In the case of public records available:

- 37                   (A) by enhanced access under section 3.5 of this chapter; or
- 38                   (B) to a governmental entity under section 3(c)(2) of this  
39                  chapter;

40                  to examine and copy the public records by use of an electronic  
41                  device.



5                    $\oplus$  (j) "Investigatory record" means information compiled in the  
6 course of the investigation of a crime.

7 (f) (k) "Law enforcement activity" means:

- 8 (1) a traffic stop;
- 9 (2) a pedestrian stop;
- 10 (3) an arrest;
- 11 (4) a search;
- 12 (5) an investigation;
- 13 (6) a pursuit;
- 14 (7) crowd control;
- 15 (8) traffic control; or
- 16 (9) any other instance
- 17 enforcing the law.

18 The term does not include an administrative activity, including the  
19 completion of paperwork related to a law enforcement activity, or a  
20 custodial interrogation conducted in a place of detention as described  
21 in Indiana Evidence Rule 617, regardless of the ultimate admissibility  
22 of a statement made during the custodial interrogation.

23                   (k) (I) "Law enforcement recording" means an audio, visual, or  
24                   audiovisual recording of a law enforcement activity captured by a  
25                   camera or other device that is:

26 (1) provided to or used by a law enforcement officer in the scope  
27 of the officer's duties; and  
28 (2) designed to be worn by a law enforcement officer or attached  
29 to the vehicle or transportation of a law enforcement officer.

30        (†) (m) "Offender" means a person confined in a prison, county  
31        jail, detention facility, penal institution, or in a community corrections  
32        program as the result of the person's arrest or conviction for a crime.

33 (m) (n) "Patient" has the meaning set out in IC 16-18-2-272(d).

34 (n) (o) "Person" means an individual, a corporation, a limited  
35 liability company, a partnership, an unincorporated association, or a  
36 governmental entity.

37 (p) "Phishing" means a method of obtaining information  
38 through fraud in which the sender of a communication  
39 intentionally misrepresents the identity of the sender in order to  
40 induce the recipient of the communication to:

41 (1) divulge the information to the sender; or

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**(2) take an action that allows the sender access to the information.**

(e) (q) "Private university police department" means the police officers appointed by the governing board of a private university under IC 21-17-5.

**(p) (r)** "Provider" has the meaning set out in IC 16-18-2-295(b) and includes employees of the Indiana department of health or local boards of health who create patient records at the request of another provider or who are social workers and create records concerning the family background of children who may need assistance.

(q) (s) "Public agency", except as provided in section 2.1 of this chapter, means the following:

(1) Any board, commission, department, division, bureau, committee, agency, office, instrumentality, or authority, by whatever name designated, exercising any part of the executive, administrative, judicial, or legislative power of the state.

(2) Any:

(A) county, township, school corporation, city, or town, or any board, commission, department, division, bureau, committee, office, instrumentality, or authority of any county, township, school corporation, city, or town;

- (B) political subdivision (as defined by IC 36-1-2-13); or
- (C) other entity, or any office thereof, by whatever name designated, exercising in a limited geographical area the executive, administrative, judicial, or legislative power of the state or a delegated local governmental power.

(3) Any entity or office that is subject to:

(A) budget review by either the department of local government finance or the governing body of a county, city, town, township, or school corporation; or

(B) an audit by the state board of accounts that is required by statute, rule, or regulation.

(4) Any building corporation of a political subdivision that issues bonds for the purpose of constructing public facilities.

(5) Any advisory commission, committee, or body created by statute, ordinance, or executive order to advise the governing body of a public agency, except medical staffs or the committees of any such staff.

(6) Any law enforcement agency, which means an agency or a department of any level of government that engages in the investigation, apprehension, arrest, or prosecution of alleged

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9 (7) Any license branch operated under IC 9-14.1.

10 (8) The state lottery commission established by IC 4-30-3-1,  
11 including any department, division, or office of the commission.

12 (9) The Indiana gaming commission established under IC 4-33,  
13 including any department, division, or office of the commission.

14 (10) The Indiana horse racing commission established by  
15 IC 4-31, including any department, division, or office of the  
16 commission.

17 (11) A private university police department. The term does not  
18 include the governing board of a private university or any other  
19 department, division, board, entity, or office of a private  
20 university.

21 (t) "Public record" means any writing, paper, report, study,  
22 map, photograph, book, card, tape recording, or other material that is  
23 created, received, retained, maintained, or filed by or with a public  
24 agency and which is generated on paper, paper substitutes,  
25 photographic media, chemically based media, magnetic or machine  
26 readable media, electronically stored data, or any other material,  
27 regardless of form or characteristics.

(s) (u) "Standard-sized documents" includes all documents that can be mechanically reproduced (without mechanical reduction) on paper sized eight and one-half (8 1/2) inches by eleven (11) inches or eight and one-half (8 1/2) inches by fourteen (14) inches.

32 (f) (v) "Trade secret" has the meaning set forth in IC 24-2-3-2.

33 (u) (w) "Work product of an attorney" means information  
34 compiled by an attorney in reasonable anticipation of litigation. The  
35 term includes the attorney's:

38 (2) legal research or records, correspondence, reports, or  
39 memoranda to the extent that each contains the attorney's  
40 opinions, theories, or conclusions

41 This definition does not restrict the application of any exception under

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1       section 4 of this chapter.

2       SECTION 2. IC 5-14-3-3.3 IS ADDED TO THE INDIANA CODE  
 3       AS A NEW SECTION TO READ AS FOLLOWS [EFFECTIVE JULY  
 4       1, 2026]: Sec. 3.3. A public agency may establish and maintain an  
 5       electronic portal for submission of public records requests that:

- 6       (1) incorporates Completely Automated Public Turing test  
 7       to tell Computers and Humans Apart (CAPTCHA) or an  
 8       equivalent mechanism for ensuring that a requestor is a  
 9       human;
- 10       (2) requires verification of a requestor's physical address;
- 11       (3) indicates to the public agency whether the requestor is a  
 12       resident of Indiana; and
- 13       (4) automatically logs and reports submissions suspected to  
 14       be automated or to have originated from known sources of  
 15       phishing or data scraping.

16       SECTION 3. IC 5-14-3-4.4, AS AMENDED BY P.L.249-2019,  
 17       SECTION 1, IS AMENDED TO READ AS FOLLOWS [EFFECTIVE  
 18       JULY 1, 2026]: Sec. 4.4. (a) This section applies to a request for a  
 19       record that the public agency considers to be excepted from disclosure  
 20       under section 4(b)(1) or 4(b)(25) of this chapter. The public agency  
 21       may do either of the following:

22       (1) Deny disclosure of the record or a part of the record. The  
 23       person requesting the information may appeal the denial under  
 24       section 9 of this chapter.

25       (2) Refuse to confirm or deny the existence of the record,  
 26       regardless of whether the record exists or does not exist, if the  
 27       fact of the record's existence or nonexistence would reveal  
 28       information that would:

29       (A) impede or compromise an ongoing law enforcement  
 30       investigation or result in danger to an individual's safety,  
 31       including the safety of a law enforcement officer or a  
 32       confidential source; or

33       (B) reveal information that would have a reasonable  
 34       likelihood of threatening public safety.

35       (b) This subsection applies to a request for a record that the public  
 36       agency considers to be excepted from disclosure under section 4(b)(19)  
 37       of this chapter. The agency may consult with the governor's security  
 38       council established by IC 10-19-8.1-2 in formulating a response. The  
 39       public agency may do either of the following:

40       (1) Deny disclosure of the record or a part of the record. The  
 41       agency or the counterterrorism and security council shall provide  
 42       a general description of the record being withheld and of how



1 disclosure of the record would have a reasonable likelihood of  
 2 threatening public safety by exposing a vulnerability to terrorist  
 3 attack. The person requesting the information may appeal the  
 4 denial under section 9 of this chapter.

5 (2) Refuse to confirm or deny the existence of the record  
 6 regardless of whether the record exists or does not exist, if the  
 7 fact of the record's existence or nonexistence would reveal  
 8 information that would have a reasonable likelihood of  
 9 threatening public safety.

10 (c) If a public agency does not respond to a request for a record  
 11 under this section:

12 (1) within twenty-four (24) hours of receiving the request for a  
 13 record from a person who:

14 (A) is physically present in the agency office;  
 15 (B) makes the request by telephone; or  
 16 (C) requests enhanced access to a document; or

17 (2) within seven (7) days of receiving the request for a record  
 18 made by mail, ~~or by facsimile, or through an electronic portal~~  
 19 **under section 3.3 of this chapter;**

20 the request for the record is deemed denied. The person requesting the  
 21 information may appeal the denial under section 9 of this chapter.

22 (d) If a public agency refuses to confirm or deny the existence of  
 23 a record under this section, the name and title or position of the person  
 24 responsible for the refusal shall be given to the person making the  
 25 records request.

26 (e) A person who has received a refusal from an agency to confirm  
 27 or deny the existence of a record may file an action in the circuit or  
 28 superior court of the county in which the response was received:

29 (1) to compel the public agency to confirm whether the record  
 30 exists or does not exist; and

31 (2) if the public agency confirms that the record exists, to  
 32 compel the agency to permit the person to inspect and copy the  
 33 record.

34 (f) The court shall determine the matter de novo, with the burden  
 35 of proof on the public agency to sustain its refusal to confirm or deny  
 36 the existence of the record. The public agency meets its burden of proof  
 37 by filing a public affidavit with the court that provides with reasonable  
 38 specificity of detail, and not simply conclusory statements, the basis of  
 39 the agency's claim that it cannot be required to confirm or deny the  
 40 existence of the requested record. If the public agency meets its burden  
 41 of proof, the burden of proof shifts to the person requesting access to



1 the record. The person requesting access to the record meets the  
 2 person's burden of proof by proving any of the following:

3 (1) The agency's justifications for not confirming the existence  
 4 of the record contradict other evidence in the trial record.

5 (2) The agency is withholding the record in bad faith.

6 (3) An official with authority to speak for the agency has  
 7 acknowledged to the public in a documented disclosure that the  
 8 record exists. The person requesting the record must prove that  
 9 the information requested:

10 (A) is as specific as the information previously disclosed;  
 11 and

12 (B) matches the previously disclosed information.

13 (g) Either party may make an interlocutory appeal of the trial  
 14 court's determination on whether the agency's refusal to confirm or  
 15 deny the existence of the record was proper.

16 (h) If the court, after the disposition of any interlocutory appeals,  
 17 finds that the agency's refusal to confirm or deny was improper, the  
 18 court shall order the agency to disclose whether the record exists or  
 19 does not exist. If the record exists and the agency claims that the record  
 20 is exempt from disclosure under this chapter, the court may review the  
 21 public record in camera to determine whether any part of the record  
 22 may be withheld.

23 (i) In an action filed under this section, the court shall award  
 24 reasonable attorney's fees, court costs, and other reasonable expenses  
 25 of litigation to the prevailing party if:

26 (1) the plaintiff substantially prevails; or

27 (2) the defendant substantially prevails and the court finds the  
 28 action was frivolous or vexatious.

29 A plaintiff is eligible for the awarding of attorney's fees, court costs,  
 30 and other reasonable expenses regardless of whether the plaintiff filed  
 31 the action without first seeking and receiving an informal inquiry  
 32 response or advisory opinion from the public access counselor.

33 (j) A court that hears an action under this section may not assess  
 34 a civil penalty under section 9.5 of this chapter in connection with the  
 35 action.

36 SECTION 4. IC 5-14-3-8, AS AMENDED BY P.L.287-2019,  
 37 SECTION 1, IS AMENDED TO READ AS FOLLOWS [EFFECTIVE  
 38 JULY 1, 2026]: Sec. 8. (a) For the purposes of this section, "state  
 39 agency" has the meaning set forth in IC 4-13-1-1.

40 (b) Except as provided in this section, a public agency may not  
 41 charge any fee under this chapter for the following:



1 (1) To inspect a public record.

2 (2) This subdivision applies only to a school corporation and a

3 charter school. This subdivision does not apply to a request for

4 a search by an exclusive representative (as defined in

5 IC 20-29-2-9). To search for a record that is in an electronic

6 format, if the search does not exceed five (5) hours.

7 (3) Subject to subdivision (2), to search for, examine, or review

8 a record to determine whether the record may be disclosed.

9 (4) To provide an electronic copy of a public record by

10 electronic mail. However, a public agency may charge a fee for

11 a public record transmitted by electronic mail if the fee for the

12 public record is authorized under:

13 (A) subsection (f) or (j);

14 (B) section 6(c) of this chapter; or

15 (C) IC 36-2-7-10 or IC 36-2-7-10.1 concerning records of

16 the county recorder.

17 (c) The Indiana department of administration shall establish a

18 uniform copying fee for the copying of one (1) page of a standard-sized

19 document by state agencies. The fee may not exceed the average cost

20 of copying records by state agencies or ten cents (\$0.10) per page,

21 whichever is greater. **Except as provided in subsection (n)**, a state

22 agency may not collect more than the uniform copying fee for

23 providing a copy of a public record. However, a state agency shall

24 establish and collect a reasonable fee for copying nonstandard-sized

25 documents.

26 (d) This subsection applies to a public agency that is not a state

27 agency. The fiscal body (as defined in IC 36-1-2-6) of the public

28 agency, or the governing body, if there is no fiscal body, shall establish

29 a fee schedule for the certification or copying of documents. The fee for

30 certification of documents may not exceed five dollars (\$5) per

31 document. The fee for copying documents may not exceed the greater

32 of:

33 (1) ten cents (\$0.10) per page for copies that are not color copies

34 or twenty-five cents (\$0.25) per page for color copies; or

35 (2) the actual cost to the agency of copying the document.

36 As used in this subsection, "actual cost" means the cost of paper and

37 the per-page cost for use of copying or facsimile equipment and does

38 not include labor costs or overhead costs. A fee established under this

39 subsection must be uniform throughout the public agency and uniform

40 to all purchasers.

41 (e) If:

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3 (2) the public agency which is in possession of the record has  
4 reasonable access to a machine capable of reproducing the  
5 public record;

the public agency must provide at least one (1) copy of the public record to the person. However, if a public agency does not have reasonable access to a machine capable of reproducing the record or if the person cannot reproduce the record by use of enhanced access under section 3.5 of this chapter, the person is only entitled to inspect and manually transcribe the record. A public agency may require that the payment for search and copying costs be made in advance.

(f) Notwithstanding subsection (b), (c), (d), (g), (h), or (i), or (n), a public agency shall collect any certification, copying, facsimile machine transmission, or search fee that is specified by statute or is ordered by a court.

23 (1) The agency's direct cost of supplying the information in that  
24 form. However, the fee for a copy of a law enforcement  
25 recording may not exceed one hundred fifty dollars (\$150).

26 (2) The standard cost for selling the same information to the  
27 public in the form of a publication if the agency has published  
28 the information and made the publication available for sale.

(3) In the case of the legislative services agency, a reasonable percentage of the agency's direct cost of maintaining the system in which the information is stored. However, the amount charged by the legislative services agency under this subdivision may not exceed the sum of the amounts it may charge under subdivisions (1) and (2).

35 (h) This subsection applies to the fee charged by a public agency  
36 for providing enhanced access to a public record. A public agency may  
37 charge any reasonable fee agreed on in the contract under section 3.5  
38 of this chapter for providing enhanced access to public records.

39 (i) This subsection applies to the fee charged by a public agency  
40 for permitting a governmental entity to inspect public records by means  
41 of an electronic device. A public agency may charge any reasonable fee



1 for the inspection of public records under this subsection, or the public  
 2 agency may waive any fee for the inspection.

3 (j) Except as provided in subsection (k), a public agency may  
 4 charge a fee, uniform to all purchasers, for providing an electronic map  
 5 that is based upon a reasonable percentage of the agency's direct cost  
 6 of maintaining, upgrading, and enhancing the electronic map and for  
 7 the direct cost of supplying the electronic map in the form requested by  
 8 the purchaser. If the public agency is within a political subdivision  
 9 having a fiscal body, the fee is subject to the approval of the fiscal body  
 10 of the political subdivision.

11 (k) The fee charged by a public agency under subsection (j) to  
 12 cover costs for maintaining, upgrading, and enhancing an electronic  
 13 map may be waived by the public agency if the electronic map for  
 14 which the fee is charged will be used for a noncommercial purpose,  
 15 including the following:

- 16     (1) Public agency program support.
- 17     (2) Nonprofit activities.
- 18     (3) Journalism.
- 19     (4) Academic research.

20 (l) This subsection does not apply to a state agency. A fee  
 21 collected under subsection (g) for the copying of a law enforcement  
 22 recording may be:

- 23     (1) retained by the public agency; and
- 24     (2) used without appropriation for one (1) or more of the  
 25 following purposes:
  - 26         (A) To purchase cameras and other equipment for use in  
 27 connection with the agency's law enforcement recording  
 28 program.
  - 29         (B) For training concerning law enforcement recording.
  - 30         (C) To defray the expenses of storing, producing, and  
 31 copying law enforcement recordings.

32 Money from a fee described in this subsection does not revert to the  
 33 local general fund at the end of a fiscal year.

34 (m) This subsection applies to a school corporation and a charter  
 35 school. For purposes of this subsection, "computer processing time"  
 36 means the amount of time a computer takes to process a command or  
 37 script to extract or copy electronically stored data that is the subject of  
 38 a public records request. A school corporation or charter school may  
 39 not charge a fee for the first five (5) hours required to search for  
 40 records that are in an electronic format. A school corporation or charter  
 41 school may charge a search fee for any time spent searching for records



1       that are in an electronic format that exceeds five (5) hours. If the school  
 2       corporation or charter school charges a search fee, the school  
 3       corporation or charter school shall charge an hourly fee that does not  
 4       exceed the lesser of:

5               (1) the hourly rate of the person making the search; or  
 6               (2) twenty dollars (\$20) per hour.

7       A school corporation or charter school charging an hourly fee under  
 8       this subsection for searching for records that are in an electronic format  
 9       may charge only for time that the person making the search actually  
 10      spends in searching for the records that are in an electronic format. A  
 11      school corporation or charter school may not charge for computer  
 12      processing time and may not establish a minimum fee for searching for  
 13      records that are in an electronic format. A school corporation or charter  
 14      school shall make a good faith effort to complete a search for records  
 15      that are in an electronic format that is within a reasonable time in order  
 16      to minimize the amount of a search fee. The fee must be prorated to  
 17      reflect any search time of less than one (1) hour.

18      **(n) Except as provided in subsection (o), a public agency may  
 19      collect a supplemental fee for processing public records requests  
 20      submitted by non-Indiana residents or out-of-state entities. The  
 21      fee:**

22               **(1) must be reasonably related to the cost of fulfilling the  
 23              request; and**  
 24               **(2) may not exceed twenty-five cents (\$0.25) per page and  
 25              twenty-five dollars (\$25) per hour of staff time spent  
 26              processing the request.**

27      **(o) A public agency may waive the fee under subsection (n) if  
 28      the public agency finds that the public records request serves the  
 29      public interest.**

30      SECTION 5. IC 5-14-3-8.1 IS ADDED TO THE INDIANA CODE  
 31      AS A NEW SECTION TO READ AS FOLLOWS [EFFECTIVE JULY  
 32      1, 2026]: **Sec. 8.1. (a) A public agency may give priority in fulfilling  
 33      public records requests to:**

34               **(1) Indiana residents; and**  
 35               **(2) requests submitted for civic, journalistic, academic, or  
 36              personal use.**

37      **(b) Requests identified as originating from out-of-state entities  
 38      or automated systems may be:**

39               **(1) delayed as necessary to prevent disruption of core agency  
 40              functions; and**  
 41               **(2) subject to a fee under section 8(n) of this chapter.**

42      SECTION 6. IC 5-14-3-9, AS AMENDED BY P.L.58-2016,



1 SECTION 8, IS AMENDED TO READ AS FOLLOWS [EFFECTIVE  
2 JULY 1, 2026]: Sec. 9. (a) This section does not apply to a request for  
3 information under section 4.4 of this chapter.

4 (b) A denial of disclosure by a public agency occurs when the  
5 person making the request is physically present in the office of the  
6 agency, makes the request by telephone, or requests enhanced access  
7 to a document and:

8 (1) the person designated by the public agency as being  
9 responsible for public records release decisions refuses to permit  
10 inspection and copying of a public record when a request has  
11 been made; or

12 (2) twenty-four (24) hours elapse after any employee of the  
13 public agency refuses to permit inspection and copying of a  
14 public record when a request has been made;  
15 whichever occurs first.

16 (c) If a person requests ~~by mail or by facsimile~~ a copy or copies of  
17 a public record ~~by mail, by facsimile, or through an electronic~~  
18 ~~portal under section 3.3 of this chapter~~, a denial of disclosure does  
19 not occur until seven (7) days have elapsed from the date the public  
20 agency receives the request.

21 (d) If a request is made orally, either in person or by telephone, a  
22 public agency may deny the request orally. However, if a request  
23 initially is made in writing, by facsimile, or through enhanced access,  
24 or if an oral request that has been denied is renewed in writing or by  
25 facsimile, a public agency may deny the request if:

26 (1) the denial is in writing or by facsimile; and

27 (2) the denial includes:

28 (A) a statement of the specific exemption or exemptions  
29 authorizing the withholding of all or part of the public  
30 record; and

31 (B) the name and the title or position of the person  
32 responsible for the denial.

33 (e) A person who has been denied the right to inspect or copy a  
34 public record by a public agency may file an action in the circuit or  
35 superior court of the county in which the denial occurred to compel the  
36 public agency to permit the person to inspect and copy the public  
37 record. Whenever an action is filed under this subsection, the public  
38 agency must notify each person who supplied any part of the public  
39 record at issue:

40 (1) that a request for release of the public record has been  
41 denied; and



Such persons are entitled to intervene in any litigation that results from the denial. The person who has been denied the right to inspect or copy need not allege or prove any special damage different from that suffered by the public at large.

8 (f) The court shall determine the matter de novo, with the burden  
9 of proof on the public agency to sustain its denial. If the issue in de  
10 novo review under this section is whether a public agency properly  
11 denied access to a public record because the record is exempted under  
12 section 4(a) of this chapter, the public agency meets its burden of proof  
13 under this subsection by establishing the content of the record with  
14 adequate specificity and not by relying on a conclusory statement or  
15 affidavit.

20 (1) the public agency meets its burden of proof under this  
21 subsection by:

22 (A) proving that:

23 (i) the record falls within any one (1) of the categories  
24 of exempted records under section 4(b) of this chapter;  
25 and

26 (ii) if the action is for denial of access to a recording  
27 under section 5.1 of this chapter, the plaintiff is not a  
28 "requestor" as that term is defined in section 5.1 of this  
29 chapter; and

30 (B) establishing the content of the record with adequate  
31 specificity and not by relying on a conclusory statement or  
32 affidavit; and

33 (2) a person requesting access to a public record meets the  
34 person's burden of proof under this subsection by proving that  
35 the denial of access is arbitrary or capricious.

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(1) the plaintiff substantially prevails; or

(2) the defendant substantially prevails and the court finds the action was frivolous or vexatious.

7 Except as provided in subsection (k), the plaintiff is not eligible for the  
8 awarding of attorney's fees, court costs, and other reasonable expenses  
9 if the plaintiff filed the action without first seeking and receiving an  
10 informal inquiry response or advisory opinion from the public access  
11 counselor, unless the plaintiff can show the filing of the action was  
12 necessary because the denial of access to a public record under this  
13 chapter would prevent the plaintiff from presenting that public record  
14 to a public agency preparing to act on a matter of relevance to the  
15 public record whose disclosure was denied.

20 (k) This subsection applies only to an action to appeal the denial  
21 of access to a law enforcement recording under section 5.1 of this  
22 chapter. A requestor (as defined in section 5.1 of this chapter) may  
23 bring an action to appeal from the denial of access to a law  
24 enforcement recording without first seeking or receiving an informal  
25 inquiry response or advisory opinion from the public access counselor.  
26 If the requestor prevails in an action under this subsection:

27 (1) the requestor is eligible for an award of reasonable attorney's  
28 fees, court costs, and other reasonable expenses; and  
29 (2) a court may assess a civil penalty under section 9.5 of this  
30 chapter.

31 (l) A court shall expedite the hearing of an action filed under this  
32 section.

33 SECTION 7. IC 5-14-3-11 IS ADDED TO THE INDIANA CODE  
34 AS A NEW SECTION TO READ AS FOLLOWS [EFFECTIVE JULY  
35 1, 2026]: **Sec. 11. A public agency may report to the public access**  
36 **counselor, through a standardized mechanism prescribed by the**  
37 **public access counselor, public records requests received by the**  
38 **public agency that are suspected by the public agency of being:**

(1) automated; or

## **(2) data scraping or phishing activity.**

41 SECTION 8. IC 5-14-3-12 IS ADDED TO THE INDIANA CODE

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1       **AS A NEW SECTION TO READ AS FOLLOWS [EFFECTIVE JULY  
2       1, 2026]: Sec. 12. Nothing in this chapter shall prevent the general  
3       assembly from establishing reasonable and narrowly tailored  
4       procedural safeguards to preserve the integrity and availability of  
5       public agency resources.**

6       SECTION 9. IC 5-14-4-1.2 IS ADDED TO THE INDIANA CODE  
7       AS A NEW SECTION TO READ AS FOLLOWS [EFFECTIVE JULY  
8       1, 2026]: **Sec. 1.2. As used in this chapter, "data scraping" has the  
9       meaning set forth in IC 5-14-3-2.**

10      SECTION 10. IC 5-14-4-2.5 IS ADDED TO THE INDIANA  
11      CODE AS A NEW SECTION TO READ AS FOLLOWS  
12      [EFFECTIVE JULY 1, 2026]: **Sec. 2.5. As used in this chapter,  
13      "phishing" has the meaning set forth in IC 5-14-3-2.**

14      SECTION 11. IC 5-14-4-10 IS AMENDED TO READ AS  
15      FOLLOWS [EFFECTIVE JULY 1, 2026]: Sec. 10. The counselor has  
16      the following powers and duties:

17       (1) To establish and administer a program to train public  
18       officials and educate the public on the rights of the public and  
19       the responsibilities of public agencies under the public access  
20       laws. The counselor may contract with a person or a public or  
21       private entity to fulfill the counselor's responsibility under this  
22       subdivision.

23       (2) To conduct research.

24       (3) To prepare interpretive and educational materials and  
25       programs in cooperation with the office of the attorney general.

26       (4) To distribute to newly elected or appointed public officials  
27       the public access laws and educational materials concerning the  
28       public access laws.

29       (5) To respond to informal inquiries made by the public and  
30       public agencies by telephone, in writing, in person, by facsimile,  
31       or by electronic mail concerning the public access laws.

32       (6) To issue advisory opinions to interpret the public access laws  
33       upon the request of a person or a public agency. However, the  
34       counselor may not issue an advisory opinion concerning a  
35       specific matter with respect to which a lawsuit has been filed  
36       under IC 5-14-1.5 or IC 5-14-3.

37       (7) To make recommendations to the general assembly  
38       concerning ways to improve public access.

39       **(8) To coordinate with public agencies to:**

40           **(A) track the volume and nature of public records  
41           requests received by public agencies; and  
42           (B) identify patterns or sources of excessive, automated,**



phishing related, or data scraping based public records requests.

**(9) To establish a standardized mechanism by which public agencies can report suspect public records requests under IC 5-14-3-11.**

6 SECTION 12. IC 5-14-4-12 IS AMENDED TO READ AS  
7 FOLLOWS [EFFECTIVE JULY 1, 2026]: Sec. 12. The counselor shall  
8 submit a report in an electronic format under IC 5-14-6 not later than  
9 June 30 of each year to the legislative services agency concerning the  
10 activities of the counselor for the previous year. The report must  
11 include the following information:

**(1) Summary information regarding:**

(A) the volume and nature of public records requests received by public agencies; and

**(B) public records requests reported to the counselor by public agencies under IC 5-14-3-11.**

(+) (2) The total number of inquiries and complaints received.

(2) (3) The number of inquiries and complaints received each from the public, the media, and government agencies.

(3) (4) The number of inquiries and complaints that were resolved.

(4) (5) The number of complaints received about each of the following:

(A) State agencies.

(B) County agencies.

(C) City agencies.

(D) Town agencies.

(E) Township agencies.

(F) School corporations.

(G) Other local agencies.

(5) (6) The number of complaints received concerning each of the following:

(A) Public records.

(B) Public meetings.

(7) The total number of written advisory opinions issued and pending.

(8) Recommendations to the general assembly regarding statutory or administrative remedies to public records requests described in section 10(8)(B) of this chapter.

40 SECTION 13. IC 9-26-10-2, AS AMENDED BY P.L.11-2019,  
41 SECTION 2, IS AMENDED TO READ AS FOLLOWS [EFFECTIVE  
42 JULY 1, 2026]: Sec. 2. (a) As used in this section, "person" has the

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1 meaning set forth in ~~IC 5-14-3-2(n)~~. **IC 5-14-3-2(o)**.

2 (b) Except as provided in subsections (c), (d), (e), and (f), all  
3 information contained in the emergency contact data base is  
4 confidential and exempt from:

5 (1) disclosure to any person; and  
6 (2) public inspection under IC 5-14-3.

7 (c) The bureau may access information contained in the  
8 emergency contact data base for the purpose of deleting, logging, or  
9 revising emergency contact information contained in the emergency  
10 contact data base.

11 (d) A law enforcement officer may access information contained  
12 in the emergency contact data base for the purpose of complying with  
13 IC 9-26-2-5.

14 (e) A coroner may access information contained in the emergency  
15 contact data base in the performance of the coroner's duties.

16 (f) Information contained in the emergency contact data base is  
17 subject to disclosure to an appropriate person upon the bureau's receipt  
18 of a:

19 (1) grand jury subpoena; or  
20 (2) subpoena related to a criminal investigation.

