

Supreme Court of Florida

No. AOSC14-19
*Amended*¹

IN RE: STANDARDS FOR ACCESS TO ELECTRONIC COURT
RECORDS

ADMINISTRATIVE ORDER

The Florida State Courts System has had a long-standing commitment to responsible access to electronic court records. Since 2004, considerable efforts have been directed toward developing the infrastructure and policies necessary to protect and limit confidential and sensitive information in court records, while simultaneously establishing mechanisms to afford public access to non-confidential court records. These efforts included the adoption of a limited moratorium on access to electronic court records to address concerns about sensitive and confidential information contained in these records. See In re:

1. An amended version of this administrative order is hereby issued to clarify procedures and time frames relating to the orderly transition from current policies governing the access to electronic court records, established in In re: Revised Interim Policy on Electronic Release of Court Records, Fla. Admin. Order No. AOSC07-49 (Sept. 7, 2007), to the implementation of the Standards for Access to Electronic Court Records and Access Security Matrix adopted in this administrative order. See pages 4 through 6 of this amended administrative order.

Committee on Privacy and Court Records, Fla. Admin. Order No. AOSC04-4 (Feb. 12, 2004); In re: Implementation of Report and Recommendations of the Committee on Privacy and Court Records, Fla. Admin. Order No. AOSC06-20 (June 30, 2006); In re: Interim Policy on Electronic Release of Court Records, Fla. Admin. Order No. AOSC06-21 (June 30, 2006); and In re: Revised Interim Policy on Electronic Release of Court Records, Fla. Admin. Order No. AOSC07-49 (Sept. 7, 2007).

The Court also adopted new rules and amendments to Florida Rule of Judicial Administration 2.420 to minimize the presence of sensitive and confidential information in court records, require filers to identify and protect confidential information in their pleadings, and narrow the scope of statutory exemptions applicable to court records to a standard list of twenty exemptions subject to automatic redaction by the clerks of court. See In re: Amendments to Florida Rule of Judicial Administration 2.420 and the Florida Rules of Appellate Procedure, 31 So. 3d 756 (Fla. 2010); In re: Amendments to Florida Rule of Judicial Administration 2.420, 124 So. 3d 819 (Fla. 2013); and In re: Implementation of Committee on Privacy and Court Records Recommendations – Amendments to the Florida Rules of Civil Procedure; the Florida Rules of Judicial Administration; the Florida Rules of Criminal Procedure; the Florida Probate

Rules; the Florida Small Claims Rules; the Florida Rules of Appellate Procedure; and the Florida Family Law Rules of Procedure, 78 So. 3d 1045 (Fla. 2011).

During this time period, the Court also adopted standards and rules to implement e-filing and e-service in the trial and appellate courts, significantly moving the courts toward a fully electronic, mostly paperless environment. See In re: Statewide Standards for Electronic Access to the Courts, Fla. Admin. Order No. AOSC09-30 (July 1, 2009); In re: Amendments to the Florida Rules of Civil Procedure, the Florida Rules of Judicial Administration, the Florida Rules of Criminal Procedure, the Florida Probate Rules, the Florida Small Claims Rules, the Florida Rules of Juvenile Procedure, the Florida Rules of Appellate Procedure, and the Florida Family Law Rules of Procedure – Electronic Filing, 102 So. 3d 451 (Fla. 2012); In re: Amendments to the Florida Rules of Judicial Administration, the Florida Rules of Civil Procedure, the Florida Rules of Criminal Procedure, the Florida Probate Rules, the Florida Rules of Traffic Court, the Florida Small Claims Rules, the Florida Rules of Juvenile Procedure, the Florida Rules of Appellate Procedure, and the Florida Family Law Rules of Procedures – E-Mail Service Rules, 102 So. 3d 505 (Fla. 2012); and In re: Amendments to Florida Rule of Judicial Administration 2.516, 112 So. 3d 1173 (Fla. 2013).

The Florida Courts Technology Commission (hereinafter “FCTC”) has recommended approval and adoption of the Standards for Access to Electronic

Court Records and Access Security Matrix in accordance with its authority under Florida Rule of Judicial Administration 2.236 to “establish, periodically review and update technical standards for technology used and to be used in the judicial branch to receive, manage, maintain, use, secure and distribute court records by electronic means, consistent with technology policies established by the supreme court.” Adoption of the standards and matrix is the next logical step toward responsible public access to electronic court records.

The standards and matrix, developed by the Governance Access Board under the authority of FCTC, provide a carefully structured mechanism to facilitate appropriate, differentiated levels of access to court records to members of the general public and user groups with specialized credentials, and judges and court and clerks’ office staff, based upon governing statutes and court rules. The standards and matrix are based upon a model developed by the Manatee County Clerk of Court for a pilot program that operated from 2007 to 2011 under Supreme Court supervision and oversight. That program was determined to have been successful in providing appropriate access to electronic court records while effectively protecting confidential information in an evaluation performed by the National Center for State Courts in 2011.

Clerks currently providing limited online Internet access, pursuant to the authority of AOSC07-49, may continue to provide that service so long as the clerk

applies to FCTC's Access Governance Board for approval to provide online access consistent with this amended administrative order within 60 days from its issuance; otherwise the clerk shall terminate such limited online Internet access currently provided pursuant to AOSC07-49.

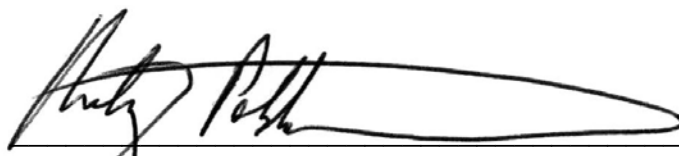
As part of the process of implementing the standards and matrix, a statewide pilot program will monitor and coordinate all established clerk initiatives relating to online access to electronic court records. Under the pilot program, each clerk or circuit court will apply to FCTC's Access Governance Board, through the Office of the State Courts Administrator, for approval by the FCTC of its electronic records access system. Within 120 days from approval of the clerk's initial application, a 90-day pilot program must begin and, at the end of such pilot, the clerk shall be fully compliant with this administrative order. After establishing compliance with the requirements of the standards and matrix adopted herein, the clerk shall request approval to provide online access to electronic court records. As the certification process is implemented, the Court will review for approval each clerk's certification request to ensure that sufficient security measures are in place.

Access to electronic court records presently is governed by the restrictions imposed by In re: Revised Interim Policy on Electronic Release of Court Records, Fla. Admin. Order No. AOSC07-49 (Sept. 7, 2007). The Court hereby adopts the

Standards for Access to Electronic Court Records and Access Security Matrix, as amended by the Court, to supersede the restrictions imposed by AOSC07-49. The Standards for Access to Electronic Court Records and Access Security Matrix are attached hereto and incorporated herein by reference.²

The Standards for Access to Electronic Court Records and Access Security Matrix shall be effective upon the signing of this administrative order. No other electronic access may be provided other than pursuant to this administrative order.

DONE AND ORDERED, nunc pro tunc, to March 19, 2014, at Tallahassee, Florida, on May 23, 2014.


Ricky Polston, Chief Justice

ATTEST:



John A. Tomasino, Clerk of Court



2. The Standards for Access to Electronic Court Records and the Access Security Matrix are also available on the Florida Courts website. See <http://www.flcourts.org/resources-and-services/court-technology/technology-standards.shtml>.

Standards For Access To Electronic Court Records

March 2014

These standards establish statewide technical and operational requirements for access to electronic court records by the public, special user groups, judges, and court and clerk's office personnel. The standards also implement the Access Security Matrix, which governs remote internet and clerk's office access to electronic court records.

ACCESS METHODS

There are three different methods for accessing electronic court records.

1. Direct access via application to internal live data
2. Web-based application for replicated or live data with security
3. Web-based portal for public viewing of replicated data and variable levels of security based on user role

Direct or web access to live production data is generally limited to court and clerk officers and authorized court and clerk's office staff. Most users will access replicated data to protect the integrity and availability of the official court record maintained by the clerk.

ACCESS SECURITY MATRIX

The Access Security Matrix appended to these standards governs access to electronic court records based upon user roles and applicable rules, statutes, and administrative policies. The matrix performs the following functions:

1. Establishes user groups
2. Establishes access levels
3. Assigns access level for each user group based on case type
4. Assigns access level for all docket codes

The Access Governance Board, under the authority of the Florida Courts Technology Commission, is responsible for maintaining the matrix by timely incorporating legislative and rule changes that impact access to electronic court records. Access permitted under the Access Security Matrix applies equally to electronic and paper court records.

USER GROUPS

Access to electronic court records is determined by the user's role and applicable statutes, rules, and administrative policy. Access may be restricted to certain user groups based on case type, document type, or information contained within records. All individuals and entities authorized under these standards to have greater access than the general public must establish policies to protect confidential records and information in accordance with applicable rule and statutory requirements. Remote electronic access may be more restrictive than clerk in-house electronic access.

USER GROUPS	ACCESS PERMITTED	SECURITY REQUIREMENTS
Judges and authorized court and clerk's office personnel	All court records, except those expunged pursuant to s. 943.0585, F.S., with discretionary limits based on local security policy. Each court and clerk must establish policies to ensure that access to confidential records and information is limited to those individuals who require access in performance of their official duties. Access to records sealed pursuant to s. 943.059, F.S., is permitted judges to assist in performance of case-related adjudicatory responsibilities.	In-house secure network and secure web access.
Parties	All records in the party's case except those that are expunged or sealed; access may be denied to information automatically confidential under rule 2.420(d)(1), or made confidential by court order, depending upon case type and the language of the order.	Secure access on case-by-case basis. Access by notarized request to insure identity of party.
General public	All records except those that are expunged or sealed, automatically confidential under rule 2.420(d)(1), or made confidential by court order. No remote access to images of records in cases governed by the Florida Family Law Rules of Procedure, Florida Rules of Juvenile Procedure, or Florida Probate Rules, pursuant to s. 28.2221(5)(a), F.S.	None. Anonymous internet access permitted.

USER GROUPS	ACCESS PERMITTED	SECURITY REQUIREMENTS
Individuals registered for subscriber service	All records except those that are expunged or sealed, automatically confidential under rule 2.420(d)(1), or made confidential by court order. Viewable on request remote access to images of records in cases governed by the Florida Family Law Rules of Procedure, Florida Rules of Juvenile Procedure, or Florida Probate Rules, pursuant to s. 28.2221(5)(a), F.S.	Secure access through user name and password by written notarized agreement.
Attorneys of record	All records except those that are expunged or sealed; access may be denied to records or information automatically confidential under rule 2.420(d)(1), or made confidential by court order, depending upon the type of case and the language of the court order.	Secure access through user name and password by written notarized agreement.
Authorized state or local government agencies	All records except those that are expunged or sealed, automatically confidential under rule 2.420(d)(1), or made confidential by court order. Access to social security numbers as permitted by s.119.071, F.S.	Secure access through user name and password by written notarized agreement. Agency gatekeeper is responsible for maintaining authorized user list.

USER GROUPS	ACCESS PERMITTED	SECURITY REQUIREMENTS
Certified law enforcement officers of federal or state law enforcement agencies, including state attorney's offices, and state attorney general's office	All records except those that are expunged or sealed, automatically confidential under rule 2.420(d)(1), or made confidential by court order. Access to social security numbers as permitted by s.119.071, F.S. Access to HIV test results as permitted by ss. 775.0877, 951.27, and 960.003, F.S. Access to sexually transmitted disease results as permitted by s. 384.29(1), F.S. Access to birth certificates as permitted by s. 382.013(5), F.S. Access to mental health records as permitted by s. 916.107(8), F.S. Access to addresses of domestic violence victims, and identities of victims of sexual and child abuse when originating from law enforcement as permitted by s. 119.071(2), F.S. Access to children and families in need of services records as permitted by s.984.06(3), F.S. Access to juvenile records as permitted by s. 39.0132(4)(a)(1), F.S.	Secure access through user name and password by written notarized agreement. Agency gatekeeper is responsible for maintaining an authorized user list.

USER GROUPS	ACCESS PERMITTED	SECURITY REQUIREMENTS
	Access to juvenile delinquency records as permitted by s. 985.04, F.S. Access limited to law enforcement personnel who require access in performance of their official job duties.	
Department of Children and Families personnel, or authorized service providers of the agency.	All records except those that are expunged or sealed, automatically confidential under rule 2.420(d)(1), or made confidential by court order. Access to social security numbers as permitted by s. 119.071, F.S. Access to birth certificates as permitted by s. 382.013(5), F.S. Access to children and families in need of services records as permitted by s. 984.06(3), F.S. Access to juvenile records as permitted by s. 39.0132(3), F.S. Access to juvenile delinquency records as permitted by s. 985.04, F.S. Access to records is limited to agency personnel and service providers who	Secure access through user name and password by written notarized agreement. Agency gatekeeper is responsible for maintaining authorized user list.

USER GROUPS	ACCESS PERMITTED	SECURITY REQUIREMENTS
	require access in performance of their official job duties.	
Commercial purchasers of bulk records.	All records except those that are expunged or sealed, automatically confidential under rule 2.420(d)(1) or made confidential by court order. Access to social security numbers as permitted by s. 119.071, F.S.,	Secure access through user name and password by written notarized agreement. Commercial purchaser gatekeeper is responsible for maintaining an authorized user list.
Administrative	Access for administrative purposes only to manage accounts for an organization with multiple users	Secure access to maintain and update user accounts. Gatekeeper can represent an agency under a single notarized agreement.

ACCESS LEVELS

Access permitted to:

- A. all but expunged; access to sealed records permitted judges to assist with case-related adjudicatory responsibilities
- B. all but expunged or sealed, or automatically confidential under rule 2.420(d)(1)
- C. all but expunged or sealed, automatically confidential under rule 2.420(d)(1), or made confidential by court order
- D. all but expunged or sealed, automatically confidential under rule 2.420(d)(1), or made confidential by court order; images viewable upon request
- E. case number, party names, dockets only
- F. case number and party names only
- G. case number only

- H. Viewable on request access level applies to documents containing confidential information that must be redacted; this access level requires examination of the case file by a clerk to identify and redact confidential information before the record can be viewed. Requests for judicial orders will be reviewed by the clerk for redaction or application of security protocols consistent with these standards. The order will be available to the requestor only after the redaction or application of security protocols have been implemented to protect the judicial signature.

SECURITY

No sensitive security information should be presented on the user interface. Sensitive data shall be exchanged over trusted paths, or using adequate encryption between users, between users and systems, and between systems. The system must employ appropriate security and encryption measures to prevent disclosure of confidential data to unauthorized persons.

Minimum Technical Requirements:

1. Encryption (general public and authenticated)**
2. No cut and paste of workable links
3. No access to live data; replicated records will be used for public access
4. Authenticated access for access beyond general public access
5. Monitor bulk data transfers to identify and mitigate abuses of the system by utilizing access programs using automated methods.
6. All metadata related to creator, editor and contributor must be stripped from the document.

**Encryption protects the integrity of the record and prevents exposure to potential security risks. It also prevents authenticated users with higher access from sending links to information to non-authorized users.

INTEGRITY OF THE COURT RECORD

To protect the integrity and availability of the court record, public access will not be to the original record, but to a replicated and redacted version of the record.

Links online shall be encrypted where a user may not be able to cut and paste a URL and get back to a page. Link refresh times shall be limited and time out.

REDACTION

Redaction is the process of obscuring confidential information contained within a public record from view. Redacted portions of the record are blacked out. Redaction may be accomplished manually or through use of technology such as redaction software. Redaction software is used when information is in electronic form. If redaction software is used, it must identify and protect confidential records through redaction of confidential content. For efficiency, redaction software is preferred over manual processes when the files are in electronic form.

There are generally two levels of redaction:

- Level 1 -The system reads the images and uses the knowledge base to auto-redact suspect regions
- Level 2 -Redacted images are presented to a first reviewer to accept or decline to redact selected data on the image

Redaction software may not work in some circumstances, such as with handwritten text or poor quality images. There must be a process to review records that cannot be redacted by software. It is recommended that these records be made available upon request, so proper review and redaction can be completed before they are provided on-line for viewing. The default view for judges is the non-redacted version of the record.

QUALITY ASSURANCE

Clerks must employ redaction processes through human review, the use of redaction software or a combination of both. Clerks must audit the process adopted at least annually for quality assurance and must incorporate into their processes new legislation or court rules relating to protection of confidential information. It is recommended that clerks advise commercial purchasers that court records are regularly updated, and encourage use of updated records.

PERFORMANCE

Search parameters for internet access to electronic records will be limited to the following:

A. Public User

1. case type
2. case number
3. party name
4. citation number
5. date range

B. Authenticated Users may have more robust search features.

Non-confidential data or data accessed by an authenticated user may be viewed immediately. Some images may be "viewable on request" to allow time for the redaction process.

Images are view only, and therefore cannot be modified. No search of images is allowed for internet public access. This type of search would invite bots, overburden the system, and weaken the security systems in place to protect confidential information. Internal users may search images if legally authorized to do so.

Only authorized automated search programs, to be used solely on the indices, shall be used with the court's electronic public access system. Automated search programs may not be used on any other component of the court's electronic public access system. The court and clerk will

determine the criteria for authorization of any automated search programs. Such authorization may be revoked or modified at the discretion of the court and clerk.

ARCHIVAL REQUIREMENTS

Electronic records must be archived in a manner that protects the records from degradation, loss of content, or problems with software compatibility relative to the proper rendering of electronic records.

AUTHENTICATION REQUIREMENTS

Members of the general public do not require a username or password to access information that is generally available to the public. For information that is accessible to individuals or entities beyond general public access, users must be authenticated to verify their role and associated access levels. Users must subscribe to the access system, and provide information to verify their identity. Users are then assigned a login account. At a minimum, users accessing records and information beyond general public access must have a user name and password, and have the ability to change their password using self service within the access portal.

USER MAINTENANCE

Each state or local government agency or law office with personnel who access electronic records in a role that must be authenticated must assign a gatekeeper to notify clerk's office staff of employee or contractor changes. Each agency and law office must remove terminated employees or contractors and must accept responsibility for unauthorized access. The clerks must develop and maintain agreements clearly defining responsibilities for user maintenance.

ACCESS SECURITY MATRIX