



ATTORNEY GENERAL OF TEXAS  
GREG ABBOTT

January 14, 2004

Ms. Mia Settle-Vinson  
Assistant City Attorney  
City of Houston  
P. O. Box 1562  
Houston, Texas 77251-1562

OR2004-0316

Dear Ms. Settle-Vinson:

You ask whether certain information is subject to required public disclosure under chapter 552 of the Government Code. Your request was assigned ID# 194321.

The City of Houston (the "city") received a request for information related to the requestor's discovery requests sent to the city, specifically "each and every document requested in [the requestor's] 2<sup>nd</sup>, 3<sup>rd</sup>, 4<sup>th</sup>, and 6<sup>th</sup> requests for documents." You state that the city "has agreed to produce portions of the responsive documents in response to the requestor's discovery requests subject to the entry of an Agreed Protective Order by the court." You contend that the request should not be considered a request for information under the Public Information Act (the "Act") pursuant to section 552.0055 of the Government Code. In the alternative, you claim that the remaining requested information is exempted from disclosure under sections 552.101 and 552.103 of the Government Code. We have considered your arguments and reviewed the submitted representative sample of information.<sup>1</sup>

You first argue that the present request does not constitute a request under the Act. We note that section 552.0055 of the Government Code provides that "[a] subpoena duces tecum or a request for discovery that is issued in compliance with a statute or a rule of civil or criminal

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<sup>1</sup>We assume that the sample of records submitted to this office is truly representative of the requested records as a whole. *See* Open Records Decision Nos. 499 (1988), 497 (1988). This open records letter does not reach, and therefore does not authorize the withholding of, any other requested records to the extent that those records contain substantially different types of information than that submitted to this office.

procedure is not considered to be a request for information under this chapter.” Gov’t Code § 552.0055. Although the correspondence received by the city states that it seeks records that were not produced to the requestor in response to a request for production of documents, the requestor has in this case changed his request to a request for information under the Act. Thus, the Act is implicated by the present request, and we therefore will address the exceptions you claim under the Act.

You argue that certain responsive records, which you have not submitted to this office for review, are excepted from disclosure under section 552.101 of the Government Code in conjunction with federal law.<sup>2</sup> As federal law preempts state law to the extent that state law actually conflicts with federal law, we will consider your arguments. *See English v. General Elec. Co.*, 496 U.S. 72, 79 (1990); *see also Louisiana Pub. Serv. Comm’n v. FCC*, 476 U.S. 355, 369 (1986).

Effective November 19, 2001, Congress enacted the Aviation and Transportation Security Act (“ATSA”), which created the United States Transportation Security Administration (“TSA”), an agency within the United States Department of Transportation (“DOT”) headed by the Under Secretary of Transportation for Security (the “Under Secretary”). *See* 49 U.S.C. § 114(a), (b)(1). The ATSA provides that, effective November 19, 2002, the responsibility for inspecting persons and property carried by aircraft operators and foreign air carriers is transferred from the Federal Aviation Administration (the “FAA”) Administrator to the Under Secretary as head of the TSA. These responsibilities include carrying out the requirements of chapter 449 of title 49 of the United States Code, which pertain to civil aviation security. *See* 49 U.S.C. § 114(d)(1). Section 40119 of title 49, a provision that formerly applied to the FAA Administrator, now states:

Notwithstanding [the Federal Freedom of Information Act (the “FOIA”),] the Under Secretary shall prescribe regulations prohibiting disclosure of information obtained or developed in carrying out security or research and development activities . . . if the Under Secretary decides disclosing the information would--

- (A) be an unwarranted invasion of personal privacy;
- (B) reveal a trade secret or privileged or confidential commercial or financial information; or
- (C) be detrimental to the safety of passengers in transportation.

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<sup>2</sup>Section 552.101 excepts from disclosure “information considered to be confidential by law, either constitutional, statutory, or by judicial decision.” This section encompasses information protected by other statutes.

49 U.S.C. § 40119(b)(1). The language of this provision authorizes the TSA's Under Secretary to prescribe regulations "prohibiting disclosure of information obtained or developed in carrying out security or research and development activities." It authorizes the Under Secretary to prescribe regulations that prohibit disclosure of information requested not only under the FOIA, but also under other disclosure statutes. *Cf. Public Citizen, Inc. v. Federal Aviation Administration*, 988 F.2d 186, 194 (D.C. Cir. 1993) (former section 40119 authorized FAA Administrator to prescribe regulations prohibiting disclosure of information under other statutes as well as under the FOIA). Thus, the Under Secretary is authorized by section 40119(b)(1) to prescribe regulations that prohibit disclosure of information requested under chapter 552 of the Government Code, the Act.

Pursuant to the mandate and authority of section 40119, the DOT's FAA and TSA jointly published new regulations pertaining to civil aviation security, which are found in title 49 of the Code of Federal Regulations and which took effect February 17, 2002. *See* 67 Fed. Reg. 8340. Section 1520.1(a) of these regulations explains that the regulations govern the release, by the TSA "*and by other persons*, of records and information that has [sic] been obtained or developed during security activities or research and development activities." 49 C.F.R. § 1520.1(a) (emphasis added). Such "other persons" to which these regulations apply include local governmental entities such as the city. *See* 49 U.S.C. § 40102(a)(32) ("person" includes "a governmental authority"); *see also* 67 Fed. Reg. at 8342 (definition of "person" is based on 49 U.S.C. § 40102). Thus, the regulations in title 49 of the Code of Federal Regulations apply to the city.

Section 1520.3(a) of title 49 provides in part that, "notwithstanding the [FOIA] or other laws," records that meet the definition in section 1520.7 are not available for public inspection or copying, nor is information contained in those records to be released to the public. 49 C.F.R. § 1520.3(a). Such information is defined to include "[a]ny information that TSA has determined may reveal a systemic vulnerability of the aviation system, or a vulnerability of aviation facilities, to attack." *Id.* § 1520.7(h). This information includes, but is not limited to, "details of inspections, investigations, and alleged violations and findings of violations." *See id.*

As to the release of information by persons other than the TSA, section 1520.5 provides that those covered by the regulation, which, among others, includes airport and aircraft operators, their employees, contractors, and agents, "must restrict disclosure of and access to sensitive security information . . . to persons with a need to know and must refer requests by other persons for such information to TSA or the applicable DOT administration[.]" *Id.* § 1520.5(a).

Based upon the above-described statutory and regulatory scheme, we thus conclude that the decision to release or withhold the portions of the requested information at issue here is not for this office or the city to make, but rather is a decision for the Under Secretary as head of the TSA. *See English v. General Elec. Co.*, 496 U.S. 72, 79 (1990) (noting that state law is

preempted to extent it actually conflicts with federal law); *see also Louisiana Pub. Serv. Comm'n v. FCC*, 476 U.S. 355, 369 (1986) (noting that federal agency acting within scope of its congressionally delegated authority may preempt state regulation). Consequently, we conclude that the city may not release the portions of the requested information at issue here at this time under the Act, and instead must refer the information request to the TSA for its decision concerning disclosure of the information at issue.<sup>3</sup>

We now address your argument under section 552.103 for the information you submitted to this office. Section 552.103 of the Government Code provides in relevant part as follows:

(a) Information is excepted from [required public disclosure] if it is information relating to litigation of a civil or criminal nature to which the state or a political subdivision is or may be a party or to which an officer or employee of the state or a political subdivision, as a consequence of the person's office or employment, is or may be a party.

....

(c) Information relating to litigation involving a governmental body or an officer or employee of a governmental body is excepted from disclosure under Subsection (a) only if the litigation is pending or reasonably anticipated on the date that the requestor applies to the officer for public information for access to or duplication of the information.

The city has the burden of providing relevant facts and documents to show that the section 552.103(a) exception is applicable in a particular situation. The test for meeting this burden is a showing that (1) litigation is pending or reasonably anticipated, and (2) the information at issue is related to that litigation. *University of Tex. Law Sch. v. Texas Legal Found.*, 958 S.W.2d 479, 481 (Tex. App.-Austin 1997, no pet.); *Heard v. Houston Post Co.*, 684 S.W.2d 210, 212 (Tex. App.-Houston [1st Dist.] 1984, writ ref'd n.r.e.); Open Records Decision No. 551 at 4 (1990). The city must meet both prongs of this test for information to be excepted under 552.103(a).

You advise that the requestor is the plaintiff in the lawsuit styled *Richard E. Hill v. City of Houston*, Civ. No. H-03-0830, currently pending in the United States District Court for the Southern District of Texas, Houston Division. Based on your representations and our review, we find that the city has established that litigation was pending when it received this request for information. Further, we conclude that you have demonstrated that the submitted information relates to the pending litigation. Therefore, the city may withhold the submitted information under section 552.103 of the Government Code.

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<sup>3</sup>You state that the city "forwarded the above-referenced request to the TSA's Supervisory Field Counsel, Dyann Whittaker and [the city is] awaiting the TSA's directives regarding this request."

Generally, however, once information has been obtained by all parties to the litigation through discovery or otherwise, no section 552.103(a) interest exists with respect to that information. Open Records Decision Nos. 349 (1982), 320 (1982). Thus, information that has either been obtained from or provided to the opposing party in the anticipated litigation is not excepted from disclosure under section 552.103(a), and it must be disclosed. Further, the applicability of section 552.103(a) ends once the litigation has been concluded. Attorney General Opinion MW-575 (1982); Open Records Decision No. 350 (1982).

In summary, we conclude that, under the Act, the city need not release the responsive information governed by federal law, which it has not submitted in requesting this decision, but must comply with the TSA's directives regarding this information. The city may withhold the submitted information under section 552.103 to the extent it has not been seen by all other parties in the pending litigation.

This letter ruling is limited to the particular records at issue in this request and limited to the facts as presented to us; therefore, this ruling must not be relied upon as a previous determination regarding any other records or any other circumstances.

This ruling triggers important deadlines regarding the rights and responsibilities of the governmental body and of the requestor. For example, governmental bodies are prohibited from asking the attorney general to reconsider this ruling. Gov't Code § 552.301(f). If the governmental body wants to challenge this ruling, the governmental body must appeal by filing suit in Travis County within 30 calendar days. *Id.* § 552.324(b). In order to get the full benefit of such an appeal, the governmental body must file suit within 10 calendar days. *Id.* § 552.353(b)(3), (c). If the governmental body does not appeal this ruling and the governmental body does not comply with it, then both the requestor and the attorney general have the right to file suit against the governmental body to enforce this ruling. *Id.* § 552.321(a).

If this ruling requires the governmental body to release all or part of the requested information, the governmental body is responsible for taking the next step. Based on the statute, the attorney general expects that, within 10 calendar days of this ruling, the governmental body will do one of the following three things: 1) release the public records; 2) notify the requestor of the exact day, time, and place that copies of the records will be provided or that the records can be inspected; or 3) notify the requestor of the governmental body's intent to challenge this letter ruling in court. If the governmental body fails to do one of these three things within 10 calendar days of this ruling, then the requestor should report that failure to the attorney general's Open Government Hotline, toll free, at (877) 673-6839. The requestor may also file a complaint with the district or county attorney. *Id.* § 552.3215(e).

If this ruling requires or permits the governmental body to withhold all or some of the requested information, the requestor can appeal that decision by suing the governmental

body. *Id.* § 552.321(a); *Texas Dep't of Pub. Safety v. Gilbreath*, 842 S.W.2d 408, 411 (Tex. App.—Austin 1992, no writ).

Please remember that under the Act the release of information triggers certain procedures for costs and charges to the requestor. If records are released in compliance with this ruling, be sure that all charges for the information are at or below the legal amounts. Questions or complaints about over-charging must be directed to Hadassah Schloss at the Texas Building and Procurement Commission at (512) 475-2497.

If the governmental body, the requestor, or any other person has questions or comments about this ruling, they may contact our office. We note that a third party may challenge this ruling by filing suit seeking to withhold information from a requestor. Gov't Code § 552.325. Although there is no statutory deadline for contacting us, the attorney general prefers to receive any comments within 10 calendar days of the date of this ruling.

Sincerely,

A handwritten signature in cursive script, appearing to read "Sarah Swanson", with a long horizontal flourish extending to the right.

Sarah I. Swanson  
Assistant Attorney General  
Open Records Division

SIS/lmt

Ref: ID# 194321

Enc. Submitted documents

c: Mr. Richard Hill  
555 Butterfield Road, #110  
Houston, Texas 77090  
(w/o enclosures)