



ATTORNEY GENERAL OF TEXAS
GREG ABBOTT

March 26, 2013

Ms. Laura Garza Jimenez
County Attorney
Nueces County
901 Leopard, Room 207
Corpus Christi, Texas 78401-3680

OR2013-04922

Dear Ms. Jimenez:

You ask whether certain information is subject to required public disclosure under the Public Information Act (the "Act"), chapter 552 of the Government Code. Your request was assigned ID# 482204.

The Nueces County Sheriff's Office (the "sheriff's office") received a request for documents detailing the relationship between Nueces County (the "county") and NaphCare, Inc. ("NaphCare"), including contracts and draft contracts, the county's request for proposals for health care services at the county jail, quality of care monitoring documents, risk management reports, grievances filed by inmates, infection control documents, records of inmates being hospitalized, performance audits, contracting procedures, reports that NaphCare was required to provide to the county, requirements for housing federal prisoners at the county jail, and background checks performed on NaphCare employees.¹ You indicate some responsive information will be provided to the requestor upon payment of costs. You state you will redact certain information pursuant to section 552.130(c) of the Government

¹You inform us the sheriff's office sought and received clarification from the requestor regarding the portions of the requested information. See Gov't Code § 552.222 (providing that if request for information is unclear, governmental body may ask requestor to clarify request); see also *City of Dallas v. Abbott*, 304 S.W.3d 380, 387 (Tex. 2010) (holding that when a governmental entity, acting in good faith, requests clarification or narrowing of an unclear or over-broad request for public information, the ten-day period to request an attorney general ruling is measured from the date the request is clarified or narrowed).

Code and Open Records Decision No. 684 (2009).² You further state you will redact social security numbers pursuant to section 552.147(b) of the Government Code.³ You claim some of the submitted information is excepted from disclosure under sections 552.101, 552.103, and 552.108 of the Government Code. Additionally, you state release of this information may implicate the proprietary interests of NaphCare. Accordingly, you state, and provide documentation showing, you notified NaphCare of the request for information and of its right to submit arguments to this office as to why the submitted information should not be released. *See* Gov't Code § 552.305(d); *see also* Open Records Decision No. 542 (1990) (statutory predecessor to section 552.305 permits governmental body to rely on interested third party to raise and explain applicability of exception in Act in certain circumstances). We have received comments from NaphCare. We have also received comments submitted by the requestor. *See* Gov't Code § 552.304 (interested party may submit comments explaining why information should or should not be released). We have considered the submitted arguments and reviewed the submitted information, a portion of which consists of a representative sample.⁴

Initially, we note the requestor, in correspondence to this office, excluded from the scope of his request 1) personal addresses, social security numbers, private cellular telephone numbers, family member information, and personal e-mail addresses of police officers and law enforcement personnel; 2) identities of inmates; 3) any criminal history information "compiled or summarized by a governmental body" of NaphCare employees; and 4) a specified investigation report. Therefore, this information, which we have marked, is not responsive to the present request for information. This ruling does not address the public availability of non-responsive information, and the sheriff's office need not release non-responsive information in response to this request.

Next, we note the sheriff's office has only submitted information responsive to the portions of the request seeking inmate grievances and background checks on NaphCare employees.

²Open Records Decision No. 684 is a previous determination to all governmental bodies authorizing them to withhold certain categories of information without the necessity of requesting an attorney general decision, including Texas driver's license numbers under section 552.130(a)(1). However, the Texas legislature amended section 552.130 effective September 1, 2011, to allow a governmental body to redact the information described in subsections 552.130(a)(1) and (a)(3) without the necessity of seeking a decision from the attorney general. *See* Gov't Code § 552.130(c). If a governmental body redacts such information, it must notify the requestor in accordance with section 552.130(e). *See id.* § 552.130(d), (e). Thus, the statutory amendment to section 552.130 superceded Open Records Decision No. 684 on September 1, 2011. Therefore, a governmental body may only redact information subject to section 552.130(a)(1) and (a)(3) in accordance with section 552.130, not Open Records Decision No. 684.

³Section 552.147(b) authorizes a governmental body to withhold the social security number of a living individual without the necessity of requesting an attorney general decision. Gov't Code § 552.147(b).

⁴We assume that the "representative 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.

Therefore, to the extent any information responsive to the other portions of the request existed and were maintained by the sheriff's office when it received the request for information, we assume any such information has been released. If the sheriff's office has not released such information, it must do so at this time. *See id.* §§ 552.301(a), .302; *see also* Open Records Decision No. 664 (2000) (if governmental body concludes no exceptions apply to requested information, it must release information as soon as possible).

Next, we note NaphCare seeks to withhold information that the sheriff's office has not submitted for our review. This ruling does not address information beyond what the sheriff's office has submitted to us for review. *See* Gov't Code § 552.301(e)(1)(D) (governmental body requesting decision from attorney general must submit copy of specific information requested). Accordingly, this ruling is limited to the information the sheriff's office submitted as responsive to the request for information. *See id.* Therefore, we do not address NaphCare's arguments for this information.

Section 552.101 of the Government Code excepts from disclosure "information considered to be confidential by law, either constitutional, statutory, or by judicial decision." *Id.* § 552.101. NaphCare raises section 552.101 in conjunction with the Health Insurance Portability and Accountability Act of 1996 ("HIPAA") for portions of the responsive information. At the direction of Congress, the Secretary of Health and Human Services ("HHS") promulgated regulations setting privacy standards for medical records, which HHS issued as the Federal Standards for Privacy of Individually Identifiable Health Information. *See* HIPAA, 42 U.S.C. § 1320d-2 (Supp. IV 1998) (historical & statutory note); Standards for Privacy of Individually Identifiable Health Information, 45 C.F.R. Pts. 160, 164 ("Privacy Rule"); *see also* Attorney General Opinion JC-0508 at 2 (2002). These standards govern the releasability of protected health information by a covered entity. *See* 45 C.F.R. pts. 160, 164. Under these standards, a covered entity may not use or disclose protected health information, excepted as provided by parts 160 and 164 of the Code of Federal Regulations. 45 C.F.R. § 164.502(a).

This office has addressed the interplay of the Privacy Rule and the Act. Open Records Decision No. 681 (2004). In that decision, we noted section 164.512 of title 45 of the Code of Federal Regulations provides a covered entity may use or disclose protected health information to the extent such use or disclosure is required by law and the use or disclosure complies with and is limited to the relevant requirements of such law. *See* 45 C.F.R. § 164.512(a)(1). We further noted the Act "is a mandate in Texas law that compels Texas governmental bodies to disclose information to the public." *See* ORD 681 at 8; *see also* Gov't Code §§ 552.002, .003, .021. We therefore held the disclosures under the Act come within section 164.512(a). Consequently, the Privacy Rule does not make information confidential for the purpose of section 552.101 of the Government Code. *See Abbott v Tex. Dep't of Mental Health & Mental Retardation*, 212 S.W.3d 648 (Tex. App.—Austin 2006, no pet.); ORD 681 at 9 (2004); *see also* Open Records Decision No. 478 (1987) (as general rule, statutory confidentiality requires express language making information confidential). Because the Privacy Rule does not make confidential information that is subject to disclosure

under the Act, the sheriff's office may not withhold any portion of the responsive information on that basis.

NaphCare also raises section 552.102(a) of the Government Code as an exception to disclosure for a portion of the responsive information. Section 552.102(a) excepts from disclosure "information in a personnel file, the disclosure of which would constitute a clearly unwarranted invasion of personal privacy[.]" Gov't Code § 552.102(a). Section 552.102(a) protects information relating to public officials and employees. *See* Open Records Decision No. 345 (1982). In this instance, the information at issue is related to employees of a private entity, NaphCare. Therefore, the sheriff's office may not withhold any portion of the responsive information under section 552.102(a) of the Government Code.

Section 552.101 of the Government Code also encompasses chapter 411 of the Government Code, which makes confidential criminal history record information ("CHRI") generated by the National Crime Information Center or by the Texas Crime Information Center. *See* Gov't Code § 411.083(a). Title 28, part 20 of the Code of Federal Regulations governs the release of CHRI that states obtain from the federal government or other states. Open Records Decision No. 565 (1990). The federal regulations allow each state to follow its individual laws with respect to the CHRI it generates. *See id.* Section 411.083 of the Government Code deems confidential CHRI that the Department of Public Safety ("DPS") maintains, except that DPS may disseminate this information as provided in chapter 411, subchapter F of the Government Code. *See* Gov't Code § 411.083. Sections 411.083(b)(1) and 411.089(a) authorize a criminal justice agency to obtain CHRI; however, a criminal justice agency may not release CHRI except to another criminal justice agency for a criminal justice purpose. *Id.* § 411.089(b)(1). Other entities specified in chapter 411 of the Government Code are entitled to obtain CHRI from DPS or another criminal justice agency; however, those entities may not release CHRI except as provided by chapter 411. *See generally id.* §§ 411.090-.127. Thus, any CHRI obtained from DPS or any other criminal justice agency must be withheld under section 552.101 in conjunction with chapter 411, subchapter F of the Government Code. We note section 411.083 does not apply to active warrant information or other information relating to one's current involvement with the criminal justice system. *See id.* § 411.081(b) (police department allowed to disclose information pertaining to person's current involvement in criminal justice system). Further, CHRI does not include driving record information. *See id.* § 411.082(2)(B). Upon review, we find you have not demonstrated how any of the responsive information consists of CHRI for purposes of chapter 411 of the Government Code, and the sheriff's office may not withhold it under section 552.101 of the Government Code on that basis.

Section 552.101 of the Government Code also encompasses common-law privacy, which protects information that is (1) highly intimate or embarrassing, the publication of which would be highly objectionable to a reasonable person and (2) not of legitimate concern to the public. *Indus. Found. v. Tex. Indus. Accident Bd.*, 540 S.W.2d 668, 685 (Tex. 1976). To demonstrate the applicability of common-law privacy, both prongs of this test must be satisfied. *Id.* at 681-82. The type of information considered intimate and embarrassing by the Texas Supreme Court in *Industrial Foundation* included information relating to sexual

assault, pregnancy, mental or physical abuse in the workplace, illegitimate children, psychiatric treatment of mental disorders, attempted suicide, and injuries to sexual organs. *Id.* at 683. This office has found some kinds of medical information or information indicating disabilities or specific illnesses are generally highly intimate or embarrassing. *See* Open Records Decision No. 455 (1987) (prescription drugs, illnesses, operations, and handicaps). This office has also found a compilation of an individual's criminal history is highly embarrassing information, the publication of which would be highly objectionable to a reasonable person. *Cf. United States Dep't of Justice v. Reporters Comm. for Freedom of the Press*, 489 U.S. 749, 764 (1989) Furthermore, we find a compilation of a private citizen's criminal history is generally not of legitimate concern to the public.

You claim some of the responsive information is protected by common-law privacy, including the medical information of inmates in the custody of the sheriff's office. As noted above, the requestor has excluded the identities of the inmates from the scope of the request; and thus, the identities of the inmates are not responsive to the present request. Accordingly, we conclude release of inmate medical information does not implicate the privacy interests of any identifiable individual. Additionally, we note the remaining responsive information you seek to withhold was provided by individuals as part of their applications for employment with Naphcare, and thus, this criminal history information was not compiled by any governmental body. Therefore, we find you have failed to demonstrate this information is highly intimate or embarrassing and of no legitimate public concern. Accordingly, the sheriff's office may not withhold any of the information you have highlighted under section 552.101 of the Government Code in conjunction with common-law privacy. However, upon review, we find the information we have marked is highly intimate or embarrassing and of no legitimate public concern. Therefore, the sheriff's office must withhold the information we have marked under section 552.101 of the Government Code in conjunction with common-law privacy.

Section 552.103 of the Government Code provides in part:

(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.

Gov't Code § 552.103(a), (c). A governmental body that claims an exception to disclosure under section 552.103 has the burden of providing relevant facts and documentation sufficient to establish the applicability of this exception to the information at issue. To meet this burden, the governmental body must demonstrate that (1) litigation was pending or reasonably anticipated on the date of its receipt of the request for information and (2) the information at issue is related to the pending or anticipated litigation. *See Univ. of Tex. Law Sch. v. Tex. Legal Found.*, 958 S.W.2d 479 (Tex. App.—Austin 1997, orig. proceeding); *Heard v. Houston Post Co.*, 684 S.W.2d 210 (Tex. App.—Houston [1st Dist.] 1984, writ ref'd n.r.e.). Both elements of the test must be met in order for information to be excepted from disclosure under section 552.103. *See* Open Records Decision No. 551 at 4 (1990).

You seek to withhold a portion of the submitted information under section 552.103 of the Government Code. You state, and have provided a pleading demonstrating, that a lawsuit styled *Schneider v. Kaelin*, Civil Action No. C-12-233, in which employees of the sheriff's office are named defendants in connection with their employment, was filed in the United States District Court for the Southern District of Texas, Corpus Christi Division, prior to the sheriff's office's receipt of this request for information. You further state that, although the sheriff was dismissed from the lawsuit, the court retained claims against other employees of the sheriff's office. Based on our review of the pleading you provided and the information at issue, we find that the information at issue is related to litigation, to which employees of the sheriff's office were parties as a consequence of their employment, that was pending when the request for information was received. We therefore conclude the sheriff's office may withhold the information you have marked under section 552.103 of the Government Code.

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. *See* Open Records Decision Nos. 349 (1982), 320 (1982). Thus, information that has either been obtained from or provided to all parties to the pending litigation is not excepted from disclosure under section 552.103(a) and must be disclosed. Further, the applicability of section 552.103(a) ends once the litigation has been concluded. *See* Attorney General Opinion MW-575 (1982); *see also* Open Records Decision No. 350 (1982).

Section 552.130 of the Government Code excepts from disclosure information that relates to a motor vehicle operator's or driver's license issued by an agency of this state or another state or country.⁵ Gov't Code § 552.130(a)(1). Therefore, the sheriff's office must withhold the information we have marked under section 552.130 of the Government Code.

In summary, the sheriff's office must withhold the information we have marked under section 552.101 of the Government Code in conjunction with common-law privacy. The

⁵The Office of the Attorney General will raise a mandatory exception on behalf of a governmental body, but ordinarily will not raise other exceptions. *See* Open Records Decision Nos. 481 (1987), 480 (1987), 470 (1987).

sheriff's office may withhold the information you have marked under section 552.103 of the Government Code. The sheriff's office must withhold the information we have marked under section 552.130 of the Government Code. The remaining responsive information must be released.

This letter ruling is limited to the particular information 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 information or any other circumstances.

This ruling triggers important deadlines regarding the rights and responsibilities of the governmental body and of the requestor. For more information concerning those rights and responsibilities, please visit our website at http://www.oag.state.tx.us/open/index_orl.php, or call the Office of the Attorney General's Open Government Hotline, toll free, at (877) 673-6839. Questions concerning the allowable charges for providing public information under the Act must be directed to the Cost Rules Administrator of the Office of the Attorney General, toll free at (888) 672-6787.

Sincerely,



Kristi L. Wilkins
Assistant Attorney General
Open Records Division

KLW/bhf

Ref: ID# 482204

Enc. Submitted documents

c: Requestor
(w/o enclosures)

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