



ATTORNEY GENERAL OF TEXAS  
GREG ABBOTT

June 27, 2012

Ms. Sharon Alexander  
Associate General Counsel  
Texas Department of Transportation  
125 East 11th Street  
Austin, Texas 78701-2483

OR2012-09946

Dear Ms. Alexander:

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# 457623.

The Texas Department of Transportation (the "department") received a request for all inspections, condemnation proceedings, administrative hearings, court reporter's records, appraisals, memorandums, notes, correspondence, deeds, qualifying offers, and citations pertaining to a specified property for a specified period of time.<sup>1</sup> You state the department does not possess any information responsive to the portion of the request seeking condemnation proceedings or court documents.<sup>2</sup> You claim that the submitted information is excepted from disclosure under sections 552.105 and 552.111 of the Government Code

---

<sup>1</sup>The department sought and received clarification of the information requested. 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).

<sup>2</sup>We note the Act does not require a governmental body to release information that did not exist when it received a request or create responsive information. See *Econ. Opportunities Dev. Corp. v. Bustamante*, 562 S.W.2d 266 (Tex. Civ. App.—San Antonio 1978, writ dismissed); Open Records Decision Nos. 605 at 2 (1992), 555 at 1 (1990), 452 at 3 (1986).

and privileged under rule 192.3 of the Texas Rules of Civil Procedure. We have considered your arguments and reviewed the submitted representative sample of information.<sup>3</sup>

Initially, we note that portions of Exhibit B and the entirety of Exhibit C are subject to section 552.022 of the Government Code. Section 552.022 provides, in relevant part, as follows:

(a) Without limiting the amount or kind of information that is public information under this chapter, the following categories of information are public information and not excepted from required disclosure unless made confidential under this chapter or other law:

(1) a completed report, audit, evaluation, or investigation made of, for, or by a governmental body, except as provided by Section 552.108;

...

(3) information in an account, voucher, or contract relating to the receipt or expenditure of public or other funds by a governmental body[.]

Gov't Code § 552.022(a)(1), (3). Exhibit C consists of a completed appraisal report that is subject to section 552.022(a)(1). The invoice, closing statement, and title policies we have marked in Exhibit B are subject to section 552.022(a)(3). You seek to withhold the information at issue under sections 552.105 and 552.111 of the Government Code. However, sections 552.105 and 552.111 are discretionary in nature and do not make information confidential under the Act. *See* Open Records Decision Nos. 665 at 2 n.5 (2000) (discretionary exceptions generally), 564 (1990) (statutory predecessor to section 552.105 subject to waiver), 470 at 6-7 (1987) (statutory predecessor to section 552.111 subject to waiver). Thus, the department may not withhold the information at issue under section 552.105 or section 552.111. We note section 552.136 is applicable to some of the information subject to section 552.022.<sup>4</sup> As this section is a confidentiality provision under the Act, we will address its applicability to the information at issue. Further, you contend Exhibit C is also protected by the consulting expert privilege found in rule 192.3(e) of the Texas Rules of Civil Procedure. The Texas Supreme court has held that “[t]he Texas Rules

---

<sup>3</sup>We assume 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 those records contain substantially different types of information than that submitted to this office.

<sup>4</sup>The 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).

of Civil Procedure are ‘other law’ within the meaning of section 552.022.” *In re City of Georgetown*, 53 S.W.3d 328 (Tex. 2001). Thus, we will address the applicability of rule 192.3(e) to Exhibit C. We will also address the applicability of section 552.105 for the remaining information in Exhibit B, which is not subject to section 552.022.

Section 552.136 of the Government Code states that “[n]otwithstanding any other provision of [the Act], a credit card, debit card, charge card, or access device number that is collected, assembled, or maintained by or for a governmental body is confidential.” Gov’t Code § 552.136(b); *see id.* § 552.136(a) (defining “access device”). This office has determined that insurance policy numbers are subject to section 552.136. Upon review, we find the department must withhold the routing number and insurance policy numbers we have marked under section 552.136 of the Government Code. As you raise no further exceptions, the remaining information subject to section 552.022 in Exhibit B must be released.

We next address your argument under rule 192.3 of the Texas Rules of Civil Procedure for Exhibit C. The consulting expert privilege is found in rule 192.3. A party to litigation is not required to disclose the identity, mental impressions, and opinions of consulting experts whose mental impressions or opinions have not been reviewed by a testifying expert. *See* TEX. R. CIV. P. 192.3(e). A “consulting expert” is defined as “an expert who has been consulted, retained, or specially employed by a party in anticipation of litigation or in preparation for trial, but who is not a testifying expert.” TEX. R. CIV. P. 192.7.

You inform us that, when acquiring land, the department obtains expert advice from licensed appraisers in preparation for possible eminent domain litigation. You assert these appraisers are thus experts consulted in anticipation of litigation. You also state that, at this time, the department does not anticipate calling the expert who prepared the appraisal report at issue as a trial witness. Based on your representations and our review, we conclude the department may withhold Exhibit C under Texas Rule of Civil Procedure 192.3(e).

Next, we address your claim under section 552.105 of the Government Code for the remaining information in Exhibit B. Section 552.105 excepts from disclosure information relating to “appraisals or purchase price of real or personal property for a public purpose prior to the formal award of contracts for the property.” Gov’t Code § 552.105(2). Section 552.105 is designed to protect a governmental body’s planning and negotiating position with respect to particular transactions. Open Records Decision Nos. 564 at 2, 357 (1982), 310 (1982). Information that is excepted from disclosure under section 552.105 that pertains to such negotiations may be excepted from disclosure so long as the transaction relating to that information is not complete. *See* ORD 310. But the protection offered by section 552.105 is not limited solely to transactions not yet finalized. This office has concluded that information about specific parcels of land obtained in advance of other parcels to be acquired for the same project could be withheld where release of the information would harm the governmental body’s negotiating position with respect to the remaining parcels. *See* ORD 564 at 2. A governmental body may withhold information

“which, if released, would impair or tend to impair [its] ‘planning and negotiating position in regard to particular transactions.’” ORD 357 at 3 (quoting Open Records Decision No. 222 (1979)). The question of whether specific information, if publicly released, would impair a governmental body’s planning and negotiating position with regard to particular transactions is a question of fact. Accordingly, this office will accept a governmental body’s good-faith determination in this regard, unless the contrary is clearly shown as a matter of law. *See* ORD 564.

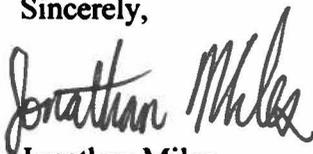
You state the department has made a good-faith determination that the information at issue relates to the appraisal or purchase price of real property the department intends to purchase. You explain the department still needs to purchase property in the area at issue and assert release of this information would harm the department’s negotiating position with respect to the acquisition of this nearby property. Based on your representations and our review, we conclude the department may withhold the remaining information in Exhibit B under section 552.105 of the Government Code.

In summary, with the exception of the routing number and insurance policy numbers we have marked under section 552.136 of the Government Code which must be withheld, the department must release the information we marked in Exhibit B pursuant to section 552.022 of the Government Code. The department may withhold Exhibit C under Texas Rule of Civil Procedure 192.3(e). The remaining information in Exhibit B may be withheld under section 552.105 of the Government Code.

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](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,



Jonathan Miles  
Assistant Attorney General  
Open Records Division

JM/bhf

Ref: ID# 457623

Enc. Submitted documents

c: Requestor  
(w/o enclosures)