



KEN PAXTON
ATTORNEY GENERAL OF TEXAS

November 14, 2017

Ms. June B. Harden
Assistant Attorney General
Assistant Public Information Coordinator
Office of the Attorney General
Post Office Box 12548
Austin, Texas 78711-2548

OR2017-25982

Dear Ms. Harden:

You ask whether certain information is subject to required public disclosure under the Public Information Act, chapter 552 of the Government Code. This request was originally received by the Open Records Division ("ORD") of this office and assigned ID# 688114. Preparation of the ruling has been assigned to the Opinion Committee.

The Office of the Attorney General ("OAG") received a public information request for: "all information/records that support [a Denton Assistant District Attorney's] claim that the Attorney General of Texas investigated my complaint against Denton Police Department and found no public request violation." The request stems from a prior Public Information Act request (PIC Request No. 17-46434) submitted earlier this year that is subject to a pending request for a ruling. You indicate that some of the information at issue in the current request is also responsive to the prior request and that those records will be addressed in accordance with that ruling. Of the remaining information responsive to the current request, you state that the OAG will release most of the information. However, you claim some information responsive to the current request, submitted in Exhibit B, is excepted from disclosure under Government Code sections 552.107 and 552.111. We have considered the exception you claim and reviewed the submitted information submitted in Exhibit B.

Section 552.107(1) of the Government Code protects information that comes within the attorney-client privilege. TEX. GOV'T CODE § 552.107(1). When asserting the attorney-client privilege, a governmental body has the burden of providing the necessary facts to

demonstrate the elements of the privilege in order to withhold the information at issue. Tex. Att’y Gen. ORD-676 (2002) at 6–7. First, a governmental body must demonstrate “the information constitutes or documents a communication.” *Id.* at 7. Second, the communication must have been made for the purpose of facilitating “the rendition of professional legal services” to the client governmental body. TEX. R. EVID. 503(b)(1). The privilege does not apply when an attorney or representative is involved in some capacity other than that of providing or facilitating professional legal services to the client governmental body. *See In re Tex. Farmers Ins. Exch.*, 990 S.W.2d 337, 340 (Tex. App.—Texarkana 1999, orig. proceeding), *mand. denied*, 12 S.W.3d 807 (Tex. 2000) (stating that the attorney-client “privilege does not apply if the attorney is acting in a capacity other than that of an attorney”). Governmental attorneys often act in capacities other than that of professional legal counsel, such as administrators, investigators, or managers. Thus, the mere fact that a communication involves an attorney for the government does not demonstrate this element. Third, the privilege applies only to communications between or among clients, client representatives, lawyers, and lawyer representatives. TEX. R. EVID. 503(b)(1)(A)–(E). Thus, a governmental body must inform this office of the identities and capacities of the individuals to whom each communication at issue has been made. Lastly, the attorney-client privilege applies to only a *confidential* communication, *id.* 503(b)(1), meaning it was “not intended to be disclosed to third persons other than those . . . to whom disclosure is made to further the rendition of professional legal services to the client [or those] reasonably necessary to transmit the communication.” *Id.* 503(a)(5).

Whether a communication meets this definition depends on the *intent* of the parties involved at the time the information was communicated. *See Osborne v. Johnson*, 954 S.W.2d 180, 184 (Tex. App.—Waco 1997, orig. proceeding [mand. denied]) (stating that “[t]he issue of confidentiality focuses on the intent of the parties at the time the communications are made”). Moreover, because the client may elect to waive the privilege at any time, a governmental body must explain that the confidentiality of a communication has been maintained. Section 552.107(1) generally excepts an entire communication that is demonstrated to be protected by the attorney-client privilege unless otherwise waived by the governmental body. *See Huie v. DeShazo*, 922 S.W.2d 920, 923 (Tex. 1996) (orig. proceeding) (recognizing that the privilege extends to the “entire communication, including facts contained therein”).

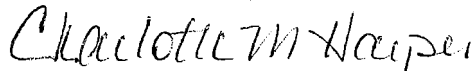
You state that the documents in Exhibit B consist of or reveal communications between and among OAG attorneys and staff. The documents include e-mails, draft enforcement letters, and internal ORD tracking sheets which are part of the communications between ORD attorneys used in the process of drafting, reviewing, editing, and revising draft letter rulings before issuance. You inform us the tracking sheets are circulated with the drafts and are used by ORD attorneys to communicate their legal advice and opinions. You state that all of these communications consist of confidential communications between privileged parties that were made for the purpose of providing professional legal services to the OAG. You tell us further that none of the communications in Exhibit B were intended to be disclosed and that

none have been disclosed to non-privileged parties. Based on your representations and our review, we find that the information you have marked under Exhibit B consists of privileged attorney-client communications. Therefore, the OAG may withhold the information you have marked under section 552.107(1) of the Government Code.¹

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.texasattorneygeneral.gov/open/orl_ruling_info.shtml, 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 may be directed to the Office of the Attorney General, toll free, at (888) 672-6787.

Sincerely,



Charlotte M. Harper
Assistant Attorney General
Opinion Committee

CMH/eb

Ref: ID# 688114

Enc. Submitted documents

c: Requestor
(w/o enclosures)

¹As our ruling is dispositive, we need not address your remaining arguments against disclosure of this information.