

FREEDOM OF INFORMATION COMMISSION
OF THE STATE OF CONNECTICUT

In the Matter of a Complaint by

FINAL DECISION

Ryan Salvas,

Complainant

against

Docket #FIC 2025-0158

Executive Director, Northeastern
Connecticut Council of Governments; and
Northeastern Connecticut Council of
Governments,

Respondents

February 25, 2026

The above-captioned matter was heard as a contested case on August 19, 2025, at which time the complainant and respondents appeared, stipulated to certain facts, and presented testimony, exhibits and argument on the complaint. Subsequently, on his own motion, the undersigned Hearing Officer reopened this matter and a second hearing was held on January 9, 2026, at which time the complainant and respondents appeared and presented additional testimony, exhibits and argument on the complaint.

After consideration of the entire record, the following facts are found and conclusions of law are reached:

1. The respondents are public agencies within the meaning of §1-200(1), G.S.
2. It is found that the complainant first requested records from the respondents in 2024.
3. It is found that, in January 2025, the respondents sent the complainant a link containing responsive records. It is found that the link subsequently stopped working after a period of time, and therefore it was reissued by the respondents in February 2025.
4. It is found that, by email dated February 6, 2025, the complainant acknowledged the respondents' response referenced in paragraph 3, above, and questioned the redactions made to the records provided via the link.
5. It is found that, by email dated February 26, 2025, the complainant requested the following records from the respondents:

- a. Cell phone records (call logs, text messages)
- b. Emails (including attachments)
- c. Meeting invites and calendar events
- d. Zoom, Microsoft Teams, and other virtual meeting records (including chat logs, participant lists, recordings, and transcripts where available)
- e. Any other electronic files

The records, a-e, above should contain any of the following terms:

- Roaming
- Radical Roots
- RRF
- Feral Pigs
- Newport Rd, Sterling, CT
- 146 Buck Hill Rd, Canterbury, CT
- Ryan Salvas
- Alycia Salvas

The records, a-e, above, include the bulleted above terms for the following respondent employees:

- a. John Filchak
- b. Jennifer Hutchins
- c. Angelina Greene

6. It is found that, by email dated February 28, 2025, the respondents acknowledged the complainant's February 26 email and advised that responding to the request could take "up to a month or two."

7. It is found that, by email dated February 28, 2025, the complainant asked the respondents for a status update on his request to clarify the basis for the redactions made to the copies of records provided, as described in paragraphs 3 and 4, above.

8. It is found that by email dated March 6, 2025, the complainant appealed to the Commission, alleging that the respondents violated the Freedom of Information ("FOI") Act by failing to provide him with copies of all of the records described above in paragraph 5, above.

9. Section 1-200(5), G.S., provides:

"[p]ublic records or files" means any recorded data or information relating to the conduct of the public's business prepared, owned, used, received or retained by a public agency, or to which a public agency is entitled to receive a copy by law or contract under section 1-218, whether such

data or information be handwritten, typed, tape-recorded, videotaped, printed, photostated, photographed or recorded by any other method.

10. Section 1-210(a), G.S., provides in relevant part that:

[e]xcept as otherwise provided by any federal law or state statute, all records maintained or kept on file by any public agency, whether or not such records are required by any law or by any rule or regulation, shall be public records and every person shall have the right to . . . (3) receive a copy of such records in accordance with section 1-212.

11. Section 1-212(a), G.S., provides in relevant part that “[a]ny person applying in writing shall receive, promptly upon request, a plain, facsimile, electronic or certified copy of any public record.”

12. It is concluded that the records described in paragraph 5, above, are public records within the meaning of §§1-200(5) and 1-210(a), G.S.

13. The complainant testified, and therefore it is found, that the request he made in 2024 is largely the same as the request he made on February 26, 2025 and that is the subject of the complaint in this matter.

14. The complainant further testified, and it is found, that the records he received, referenced in paragraph 3, above, were heavily redacted, and included pages that were redacted in their entirety.

15. At the conclusion of the August 19, 2025 hearing, both parties requested that the hearing officer conduct an in camera inspection of all records, or portions thereof, that were not provided to the complainant based on a claim of exemption.

16. On October 31, 2025, the respondents submitted the withheld records to the Commission for in camera inspection. Such records consist of emails, reports, social media posts, and photographs, and shall be referred to as IC2025-0158-001 through IC2025-0158-989 (the “in camera records”).

17. On December 2, 2025, the undersigned hearing officer re-opened the matter, and on January 9, 2026, a second contested hearing was held for the respondents to provide evidence and argument regarding the applicability of the claimed exemptions to the in camera records.

18. The respondents contended, at the January 9, 2026 hearing, that the in camera records are exempt from disclosure pursuant to §§1-210(b)(1), 1-210(b)(2), 1-210(b)(3), 1-210(b)(4) and 1-210(b)(10), G.S.

19. Each of the exemptions claimed by the respondents are addressed below.

Attorney-Client Privilege

20. With regard to the respondents' claim that certain in camera records are exempt from disclosure pursuant to §1-210(b)(10), G.S., such provision provides, in relevant part, that nothing in the FOI Act shall require disclosure of "communications privileged by the attorney-client relationship. . ."

21. The applicability of the exemption contained in §1-210(b)(10), G.S., is governed by established Connecticut law defining the privilege. That law is well set forth in Maxwell v. FOI Commission, 260 Conn. 143 (2002) ("Maxwell"). In that case, the Supreme Court stated that §52-146r, G.S., which establishes a statutory privilege for communications between public agencies and their attorneys, merely codifies "the common-law attorney-client privilege as this court previously had defined it." Id., 149.

22. Section 52-146r(a)(2), G.S., defines "confidential communications" to mean:

All oral and written communications transmitted in confidence between a public official or employee of a public agency acting in the performance of his or her duties or within the scope of his or her employment and a government attorney relating to legal advice sought by the public agency or public official or employee of such public agency from that attorney, and all records prepared by the government attorney in furtherance of the rendition of such legal advice.

23. Section 52-146r, G.S., prohibits disclosure of confidential communications between a government attorney and a public official or employee of a public agency and provides, in relevant part, that:

[i]n any civil or criminal case or proceeding or in any legislative or administrative proceeding, all confidential communications shall be privileged and a government attorney shall not disclose any such communications unless an authorized representative of the public agency consents to waive the privilege and allow such disclosure.

24. The Supreme Court has also stated that "both the common-law and statutory privileges protect those communications between a public official or employee and an attorney that are confidential, made in the course of the professional relationship that exists between the attorney and his or her public agency client, and relate to legal advice sought by the agency from the attorney." Maxwell at 149.

25. The Supreme Court has adopted a four part test to determine whether communications are subject to the attorney-client privilege: "(1) the attorney must be acting in a professional capacity for the agency; (2) the communications must be made to the attorney by current employees or officials of the agency; (3) the communications must relate to the legal

advice sought by the agency from the attorney; and (4) the communications must be made in confidence.” Shew v. Freedom of Info. Comm’n, 245 Conn. 149, 159 (1998).

26. The Commission recognizes that “[w]here legal advice of any kind is sought from a professional legal adviser in his capacity as such, the communications relating to that purpose, made in confidence by the client, are at his instance permanently protected from disclosure by himself or by the legal adviser, except the protection be waived.” Rienzo v. Santangelo, 160 Conn. 391, 395 (1971); see also Olson v. Accessory Controls & Equipment Corp., 254 Conn. 145, 159, 757 A.2d 14 (2000). Moreover, in Connecticut, “the attorney-client privilege protects both the confidential giving of professional advice by an attorney acting in the capacity of a legal advisor to those who can act on it, as well as the giving of information to the lawyer to enable counsel to give sound and informed advice. . . . The privilege fosters full and frank communications between attorneys and their clients and thereby promote[s] the broader public interests in the observation of law and [the] administration of justice.” PSE Consulting, Inc. v. Frank Mercede & Sons, Inc., 267 Conn. 279, 329-30 (2004). However, the privilege only applies when necessary to achieve its purpose; it is not a blanket privilege. Harrington v. FOI Comm’n, 323 Conn. 1, 12 (2016) (“Harrington”). Further, a party can establish that a document is privileged by showing that the document itself is the record or memorialization of a communication between the client and the attorney; by showing that the document was created with the intent to communicate the contents to an attorney, and the client actually communicated the contents to the attorney; or by showing that the document was somehow transformed for the purpose of seeking legal advice and communicated or intended to be communicated to an attorney. See State v. Kosuda-Bigazzi, 335 Conn. 327 (2020).

27. With regard to claims of privilege involving records, “[t]he privilege must be established for ‘each document separately considered’ and must be narrowly applied and strictly construed.” Id. at 342-43. However, if it is clear from the face of the records, extrinsic evidence is not always required to prove the existence of the attorney-client privilege. Lash v. FOI Comm’n, 300 Conn. 511, 516 (2011).

28. The Supreme Court, however, has also recognized that “[n]ot every communication between attorney and client falls within the [attorney-client] privilege.” Harrington at 14. In Harrington, the court made clear that

[t]he burden of establishing the applicability of the privilege rests with the party invoking it. . . . Any privilege there may be is not a blanket one. The limitation, in connection with this communication, frames the special relationship that must be found for each document separately considered. . . . Because the application of the attorney-client privilege tends to prevent the full disclosure of information and the true state of affairs, it is both narrowly applied and strictly construed.

Harrington, at 12.

29. Upon careful in camera inspection, it is found that the records, or portions thereof, identified in Appendix A to this decision, constitute communications “between a public official or employee of a public agency acting in the performance of his or her duties or within the scope of his or her employment and a government attorney,” which “relate to legal advice” sought by the public agency client from the attorney or were “records prepared by the government attorney in furtherance of the rendition of such legal advice” and were “transmitted in confidence,” within the meaning of §52-146r(a)(2), G.S.

30. It is therefore concluded that the records, or portions thereof, identified in Appendix A to this decision, constitute communications or records protected by the attorney-client privilege, within the meaning of §1-210(b)(10), G.S. It is also found that the attorney-client privilege has not been waived with respect to such records. Accordingly, it is concluded that the respondents did not violate the disclosure provisions of §§1-210(a) and 1-212(a), G.S., when they declined to disclose a copy of such records, or portions thereof, to the complainant.¹

31. However, upon careful inspection of the in camera records identified in Appendix B to this decision, it is found that such records, or portions thereof, on their face, fail to meet one or more of the criteria for the attorney-client privilege as outlined in paragraphs 21-28, above. It is further found that the respondents did not offer evidence at the hearing to establish such criteria.

32. It is therefore concluded that the in camera records, or portions thereof, identified in Appendix B to this decision, are not exempt from disclosure pursuant to the attorney-client privilege, as set forth in §1-210(b)(10), G.S.

Pending Claims or Pending Litigation

33. With regard to the respondents’ claim that certain in camera records are exempt from disclosure pursuant to §1-210(b)(4), G.S., such provision provides that nothing in the FOI Act shall require disclosure of:

[r]ecords pertaining to strategy and negotiations with respect to pending claims or pending litigation to which the public agency is a party until such litigation or claim has been finally adjudicated or otherwise settled.

34. The phrase “pending claim” as defined in §1-200(8), G.S., means:

A written notice to an agency which sets forth a demand for legal relief or which asserts a legal right stating the intention to institute an action in an appropriate forum if such relief or right is not granted.

¹ The respondents also claimed that numerous in camera records described in Appendix A were exempt from disclosure pursuant to §§1-210(b)(1), 1-210(b)(3) and 1-210(b)(4), G.S. Because the records identified in Appendix A are determined to be exempt from disclosure pursuant to §1-210(b)(10), G.S., the Commission need not examine whether they are also exempt under another statutory exemption.

35. The phrase “pending litigation” as defined in §1-200(9), G.S., means:

(A) a written notice to an agency which sets forth a demand for legal relief or which asserts a legal right stating the intention to institute an action before a court if such relief or right is not granted by the agency; (B) the service of a complaint against an agency returnable to a court which seeks to enforce or implement legal relief or a legal right; or (C) *the agency’s consideration of action to enforce or implement legal relief or a legal right.* (Emphasis added.)

36. The Supreme Court in Stamford v. FOI Commission, 241 Conn. 310 (1997), cited with approval the definitions in Webster’s Third New International Dictionary of the words “strategy” and “negotiations” within the meaning of §1-210(b)(4), G.S.:

Strategy is defined as ‘the art of devising or employing plans or stratagems.’ [Emphasis in original] Negotiation is defined as ‘the action or process of negotiating,’ and negotiate is variously defined as: ‘to communicate or confer with another so as to arrive at the settlement of some matter: meet with another so as to arrive through discussion at some kind of agreement or compromise about something’; ‘to arrange for or bring about through conference and discussion: work out or arrive at or settle upon by meetings or agreements or compromises’; and ‘to influence successfully in a desired way by discussions and agreements or compromises.’

Stamford at 318.

37. With respect to the definition of “strategy”, the court provided additional guidance in Bloomfield Educ. Ass’n v. Frahm, No. CV 93 0703802 S, 1993 WL 280109, aff’d, 35 Conn. App. 384, cert. denied, 231 Conn. 926 (1994) (“Bloomfield I”). There, the court stated that:

a report, record or statement of strategy would appear to be a recordation of plans or methods of proceeding to obtain a favorable outcome in the grievance resolution process. One would expect such records to be of an *internal* nature, i.e. designed to communicate information to another who stands on the same side of an issue as the author of the plan or method or strategy. Such records might typically comprise discussion of different avenues of approach to a problem, an evaluation of likelihood of success, and a discussion of possible repercussions if a particular tack is followed.

Id. at *3 (emphasis in original).

38. After careful in camera inspection of those records which are not exempt from disclosure pursuant to the attorney-client privilege and which respondents have also claimed are exempt from disclosure pursuant to §1-210(b)(4), G.S., it is found that it is not apparent on the face of the records identified in Appendix C to this decision, that any such claim or litigation referenced therein was “pending” as of February 26, 2025, the date of the request at issue in this matter, as required by §1-210(b)(4), G.S. It is further found that the respondents did not offer evidence at the hearing to establish such fact either.

39. In addition, it is found that the in camera records, or portions thereof, described in Appendix C, that the respondents claimed are exempt pursuant to §1-210(b)(4), G.S., do not relate to “strategy” and “negotiations” with respect to a “pending claim” or “pending litigation,” as those terms are defined in §§1-200(8) and 1-200(9), G.S., and construed by the courts in Stamford and Bloomfield, outlined in paragraphs 36 and 37, above.

40. It is therefore concluded that the in camera records, or portions thereof, identified in Appendix C to this decision, are not exempt from disclosure pursuant to §1-210(b)(4), G.S.

Records of a Law Enforcement Agency

41. Next, the respondents contended that a large number of the in camera records are exempt from disclosure pursuant to §1-210(b)(3), G.S., which provides that nothing in the FOI Act requires disclosure of:

Records of law enforcement agencies not otherwise available to the public which records were compiled in connection with the detection or investigation of crime, if disclosure of such records would not be in the public interest because it would result in the disclosure of (A) the identity of informants or mandated reporters. . . not otherwise known or the identity of witnesses not otherwise known whose safety would be endangered or who would be subject to threat or intimidation if their identity was made known. . . . (C) signed or sworn statements of witnesses, (D) information to be used in a prospective law enforcement action if prejudicial to such action, (E) investigatory techniques not otherwise known to the general public[.]

42. In order for any of the enumerated exemptions set forth in §1-210(b)(3), G.S., to apply, the respondents must first establish that: (i) the respondent council is a law enforcement agency; and (ii) the records at issue were compiled in connection with the detection or investigation of a *crime*.

43. In Town of Avon v. Freedom of Info. Comm’n, Superior Court, judicial district of New Britain, CV 19-605393, 2020 WL 5102098, *2-3 (August 6, 2020), (“Town of Avon”), the court held that police reports concerning *infractions* arising out of unregistered vehicles were not

exempt from disclosure because “infractions are not crimes within the meaning of §1-210(b)(3)(D).” Specifically, the court concluded that in order for a record to be exempt pursuant to §1-210(b)(3), G.S., it must be compiled “for the purpose of detection or investigation of a crime within the meaning of §53a-24.” As held in Town of Avon, the underlying incident itself must constitute a crime within the meaning of §53a-24, G.S.

44. Section 53a-24, G.S., provides:

The term “offense” means any crime or violation which constitutes a breach of any law of this state or any other state, federal law, or local ordinance of a political subdivision of this state, for which the sentence to a term of imprisonment or to a fine, or both, may be imposed, except one that defines motor vehicle violation or is deemed an infraction. The term “crime” comprises felonies and misdemeanors. Every offense which is not a “crime” is a violation. Conviction of a violation shall not give rise to any disability or legal disadvantage based on a conviction of a criminal offense.

45. Furthermore, §53a-27, G.S., provides:

(a) An offense, for which the only sentence authorized is a fine, is a violation unless expressly designated an infraction.

(b) Every violation in this chapter is expressly designated as such. Any offense defined in any other section which is not expressly designated as a violation or infraction shall be deemed a violation, if notwithstanding any other express designation, it is within the definition set forth in subsection (a).

46. Animal Control Officer (“ACO”) Jennifer Hutchins appeared and testified at the second hearing on this matter. It is found that upon receipt of an animal-related complaint, an ACO will respond to investigate. ACO Hutchins also testified, and it is found, that ACOs do not have arrest powers, that they issue an infraction if appropriate, or a citation, and then the recipient is required to appear in court. It is found, however, that arrests and arrest warrants may subsequently be handled by the state police or local police department.

47. ACO Hutchins also testified, and it is found, that at the start of an investigation an ACO is not sure what the nature of the investigation will be, and whether the matter will be referred to civil or criminal court.

48. ACO Hutchins further testified, and it is found, that ACOs may recommend that an arrest warrant be issued, but any arrest warrant must be approved by a State’s Attorney and a judge and then executed by a state trooper. ACO Hutchins also testified, and it is found, that regarding the complainant in this matter, there was no recommendation that an arrest warrant be issued.

49. Additionally, this Commission has previously found that records of an Animal Control Officer are records compiled in connection with the detection or investigation of an *infraction*, and not in connection with the detection or investigation of a crime. See Papaioannou v. Marilyn Mutatori, Animal Control Officer, Town of Southbury et al., Docket #FIC 2008-663 (April 9, 2009). (Emphasis added.)

50. Based on all of the foregoing, it is found that the records described in Appendix D to this decision were not “compiled in connection with the detection or investigation of a crime,” within the meaning of §1-210(b)(3), G.S.

51. It is therefore concluded that the records identified in Appendix D to this decision are not exempt from disclosure pursuant to §§1-210(b)(3)(A), 1-210(b)(3)(C), 1-210(b)(3)(D), or 1-210(b)(3)(E), G.S.

Preliminary Drafts/Notes

52. The respondents next claimed that certain in camera records are exempt from disclosure pursuant to §1-210(b)(1), G.S.

53. Section 1-210(b)(1), G.S., exempts from disclosure “[p]reliminary drafts or notes provided the public agency has determined that the public interest in withholding such records clearly outweighs the public interest in disclosure.”

54. In 1980, the Connecticut Supreme Court interpreted the phrase “preliminary drafts and notes” in the FOI Act. See Wilson v. FOIC, 181 Conn. 324 (1980) (“Wilson”). The Wilson Court ruled that “preliminary drafts or notes reflect that aspect of an agency’s function that precedes formal and informal decision making. . . . It is records of this preliminary, deliberative and predecisional process that . . . the exemption was meant to encompass.” Wilson, 181 Conn. at 332. In addition, the Wilson Court interpreted the phrase “preliminary drafts and notes” in the FOI Act as identical to the deliberative process privilege found in 5 U.S.C. §552(b)(5) of the federal Freedom of Information Act, with the exception that, under Connecticut’s FOI Act, the public agency carries the additional burden to show that “the public interest in withholding such document clearly outweighs the public interest in disclosure.” See Wilson, 181 Conn. at 333-340.

55. The year following Wilson, the Connecticut legislature adopted Public Act 81-431, which added to the FOI Act the language now codified in §1-210(e)(1), G.S. See ¶ 57, below.

56. It is found that with the adoption of Public Act 81-431, the Connecticut Legislature made clear that the Connecticut FOI Act required more robust disclosure than is required by the deliberative process privilege permitted at the federal level.

57. Accordingly, §1-210(b)(1), G.S., must be read in conjunction with §1-210(e)(1), G.S., which provides, in relevant part, as follows:

Notwithstanding the provisions of [§1-210(b)(1), G.S.], disclosure shall be required of:

(1) Interagency or intra-agency memoranda or letters, advisory opinions, recommendations or any report comprising part of the process by which governmental decisions and policies are formulated, except disclosure shall not be required of a preliminary draft of a memorandum, prepared by a member of the staff of a public agency, which is subject to revision prior to submission to or discussion among the members of such agency.

58. Section 1-210(b)(1), G.S., requires the respondents to show that they determined that the public interest in withholding records clearly outweighs the public interest in disclosure. “The statute’s language strongly suggests that the agency may not abuse its discretion in making the decision to withhold disclosure and those reasons must not be frivolous or patently unfounded.” Van Norstrand v. Freedom of Info. Comm’n, 221 Conn. 339, 345 (1989).

59. With respect to the “balancing test” required by §1-210(b)(1), G.S., it is well established that the responsibility for making the determination as to what is in the public interest rests with the agency that maintains the records. See Van Norstrand, 211 Conn. 339, at 345.

60. Upon careful in camera inspection, it is found that it is not apparent on the face of the in camera records, or portions thereof, identified in Appendix E attached to this decision, that such records constitute “preliminary drafts or notes” within the meaning of §1-210(b)(1), G.S., nor did the respondents offer evidence at the hearing to establish such facts either.

61. It is also found that the respondents failed to present evidence that they conducted the balancing test required by §1-210(b)(1), G.S.²

62. It is further found that the respondents failed to prove that the in camera records, or portions thereof, described in Appendix E attached to this decision, are not subject to the mandatory disclosure requirements of §1-210(e)(1), G.S.

63. It is therefore concluded the in camera records identified in Appendix E are not exempt from disclosure pursuant to §1-210(b)(1), G.S.

² Rather, at the January 9, 2026 hearing on this matter, respondents’ counsel argued that the records categorized as preliminary notes were “musings” and therefore, disclosure was not in the public’s interest.

Personnel or Medical Files

64. Next, the respondents claimed that IC2025-0158-275, lines 12-17, IC2025-0158-307, lines 12-17 and IC2025-0158-163 are exempt from disclosure pursuant to §1-210(b)(2), G.S. Section 1-210(b)(2), G.S., exempts from disclosure “personnel or medical files and similar files the disclosure of which would constitute an invasion of personal privacy.”

65. The Supreme Court set forth the test for the exemption contained in §1-210(b)(2), G.S., in Perkins v. Freedom of Info. Comm’n, 228 Conn. 158, 175 (1993). The claimant must first establish that the files in question are personnel, medical, or similar files. Second, the claimant must show that disclosure of the records would constitute an invasion of personal privacy. In determining whether disclosure would constitute an invasion of personal privacy, the claimant must establish both of two elements: first, that the information sought does not pertain to legitimate matters of public concern, and second, that such information is highly offensive to a reasonable person.

66. Section 1-214, G.S., provides in relevant part:

(b)(1) Whenever a public agency receives a request to inspect or copy records contained in any of its employees’ personnel or medical files and similar files and the agency reasonably believes that the disclosure of such records would legally constitute an invasion of privacy, the agency shall immediately notify in writing (A) each employee concerned, provided such notice shall not be required to be in writing where impractical due to the large number of employees concerned, and (B) the collective bargaining representative, if any, of each employee concerned.

(2) Whenever a public agency receives a request to inspect or copy records contained in any of its employees’ personnel or medical files and similar files, and the agency reasonably believes that the disclosure of such records would not legally constitute an invasion of privacy, the agency shall first disclose the requested records to the person making the request to inspect or copy such records and subsequently, within a reasonable time after such disclosure, make a reasonable attempt to send a written or electronic copy of the request to inspect or copy such records, if applicable, or a brief description of such request, to each employee concerned and the collective bargaining representative, if any, of each employee concerned.

(3) Nothing in this section shall require an agency to withhold from disclosure all contents of personnel or medical files and similar files when it does not reasonably

believe that such disclosure would legally constitute an invasion of personal privacy.

(c) A public agency which has provided notice under subdivision (1) of subsection (b) of this section shall disclose the records requested unless it receives a written objection from the employee concerned or the employee's collective bargaining representative, if any, within seven business days from the receipt by the employee or such collective bargaining representative of the notice or, if there is no evidence of receipt of written notice, not later than nine business days from the date the notice is actually mailed, sent, posted or otherwise given Upon the filing of an objection as provided in this subsection, the agency shall not disclose the requested records unless ordered to do so by the Freedom of Information Commission pursuant to section 1-206. Failure to comply with a request to inspect or copy records under this section shall constitute a denial for the purposes of section 1-206.

67. Upon careful in camera inspection, it is found that the portions of the in camera records, described in paragraph 65, above, are not personnel, medical, or "similar files" within the meaning of §1-210(b)(2), G.S. It is also found that the respondents, in claiming that such portions of the in camera records are exempt from disclosure pursuant to §1-210(b)(2), G.S., failed to present evidence that they complied with the notice requirements of §1-214, G.S., and that any person objected to disclosure of such portions of the in camera records.

68. Based on the foregoing, it is concluded that IC2025-0158-275, lines 12-17, IC2025-0158-307, lines 12-17 and IC2025-0158-163 are not exempt from disclosure pursuant to §1-210(b)(2), G.S.

Withdrawal of Claimed Exemption

69. Respondents' counsel represented at the January 9, 2026 hearing, that with respect to IC2025-0158-220 through IC2025-0158-243, the respondents were withdrawing their claim of exemption, and confirmed that the respondents would provide a copy such records to the complainant. Accordingly, the undersigned Hearing Officer will not consider such in camera records further.

70. Finally, it is therefore concluded, based upon the conclusions set forth in paragraphs 32, 40, 51, 63 and 68, above, that the respondents violated §§1-210(a) and 1-212(a), G.S., when they failed to provide copies of the records described in Appendices B, C, D, E, and the records described in paragraph 64, above, to the complainant.

The following order by the Commission is hereby recommended on the basis of the record concerning the above-captioned complaint:

1. Within 45 days of the date of the Notice of Final Decision in this matter, the respondents shall provide to the complainant, free of charge, the records, or portions thereof, identified in Appendices B, C, D and E, and referenced in paragraph 68, above.

2. Henceforth, the respondents shall strictly comply with the disclosure requirements of §§1-210(a) and 1-212(a), G.S.

/s/ Jonathan M. McCann
Jonathan M. McCann
as Hearing Officer

FIC2025-0158/HOR/JMM/PSP/2.19.26

APPENDIX A

As indicated in paragraphs 29 and 30 of the findings in Docket #FIC 2025-0158, the following in camera records, or portions thereof, may be withheld from disclosure pursuant to §§1-210(b)(10) and 52-146r, G.S., as subject to the attorney-client privilege:

IC2025-0158-8, lines 1-16	IC2025-0158-349, lines 5-20
IC2025-0158-9, lines 1-35	IC2025-0158-351, lines 5-15
IC2025-0158-10, lines 1-38	IC2025-0158-353, lines 1-22
IC2025-0158-11, lines 1-3	IC2025-0158-354, lines 1-17
IC2025-0158-12, lines 1-9	IC2025-0158-355, lines 16-18
IC2025-0158-13, lines 1-35	IC2025-0158-357, lines 5-23
IC2025-0158-14, lines 1-38	IC2025-0158-358, lines 5-26
IC2025-0158-15, lines 1-2	IC2025-0158-373, lines 5-13
IC2025-0158-70, lines 1-27	IC2025-0158-375, lines 5-13
IC2025-0158-72, lines 1-36	IC2025-0158-389, lines 16-25
IC2025-0158-73, lines 1-27	IC2025-0158-391, lines 9-18
IC2025-0158-74, lines 1-27	IC2025-0158-401, lines 5-26
IC2025-0158-82, lines 1-32	IC2025-0158-403, lines 1-27
IC2025-0158-83, lines 1-12	IC2025-0158-405, lines 1-17
IC2025-0158-99, lines 1-26	IC2025-0158-407, lines 1-12
IC2025-0158-100, lines 1-37	IC2025-0158-415, lines 1-17
IC2025-0158-101, lines 1-41	IC2025-0158-437, lines 1-27
IC2025-0158-102, lines 1-42	IC2025-0158-438, lines 1-9
IC2025-0158-103, lines 1-32	IC2025-0158-440, lines 1-30
IC2025-0158-106, lines 15-26	IC2025-0158-463, lines 1-22
IC2025-0158-107, lines 1-39	IC2025-0158-464, lines 1-16
IC2025-0158-108, lines 1-42	IC2025-0158-481, lines 1-28
IC2025-0158-109, lines 1-39	IC2025-0158-482, lines 1-19
IC2025-0158-110, lines 1-26	IC2025-0158-483, lines 1-28
IC2025-0158-343, lines 5-10	IC2025-0158-484, lines 1-14

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IC2025-0158-501, lines 1-23

IC2025-0158-502, lines 1-17

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IC2025-0158-623, lines 1-30

IC2025-0158-624, lines 1-15

IC2025-0158-625, lines 1-6, 12-32

IC2025-0158-626, lines 1-10

APPENDIX B

As indicated in paragraphs 31 and 32 of the findings in Docket #FIC 2025-0158, the following in camera records, or portions thereof, are not exempt from disclosure pursuant to §1-210(b)(10), G.S.:

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IC2025-0158-4, lines 1-16	IC2025-0158-95, lines 1-42
IC2025-0158-4, line 18	IC2025-0158-96, lines 1-30
IC2025-0158-7, line 6	IC2025-0158-97, lines 1-4
IC2025-0158-16, lines 1-10	IC2025-0158-104, lines 1-4
IC2025-0158-22, lines 1-10	IC2025-0158-106, lines 1-4
IC2025-0158-27, lines 1-10	IC2025-0158-111, lines 1-4
IC2025-0158-34, lines 1-5	IC2025-0158-117, lines 1-9
IC2025-0158-37 lines 1-10	IC2025-0158-118, lines 1-5
IC2025-0158-45, lines 1-10	IC2025-0158-121, lines 1-5
IC2025-0158-51, lines 7-10	IC2025-0158-157, lines 1-5
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IC2025-0158-62, lines 1-6	IC2025-0158-163, lines 1-28
IC2025-0158-69, lines 1-4	IC2025-0158-164, lines 30-33
IC2025-0158-75, lines 1-4	IC2025-0158-165, lines 1-33
IC2025-0158-81- lines 1-4	IC2025-0158-166, lines 1-33
IC2025-0158-84, lines 1-9	IC2025-0158-167, lines 1-3
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IC2025-0158-88, lines 1-37	IC2025-0158-169, lines 1-33
IC2025-0158-89, lines 1-41	IC2025-0158-170, lines 1-36
IC2025-0158-90, lines 1-42	IC2025-0158-171, lines 1-26
IC2025-0158-91, lines 1-32	IC2025-0158-172, lines 1-4
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IC2025-0158-92, lines 11-26	IC2025-0158-173, lines 1-35
IC2025-0158-93, lines 1-37	IC2025-0158-175, lines 1-11

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IC2025-0158-178, lines 14-35	IC2025-0158-245, lines 1-30
IC2025-0158-179, lines 1-11	IC2025-0158-246, lines 1-11
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IC2025-0158-182, lines 1-30	IC2025-0158-248, entire page
IC2025-0158-183, lines 1-32	IC2025-0158-252, entire page
IC2025-0158-184, lines 1-8, 10-12, 14-15, 18-24, 26-27, 29, 33-34	IC2025-0158-260, entire page
IC2025-0158-186, lines 1-4, 12-26	IC2025-0158-261, entire page
IC2025-0158-187, lines 1-37	IC2025-0158-262, entire page
IC2025-0158-188, lines 1-16	IC2025-0158-263, entire page
IC2025-0158-189, lines 1-29	IC2025-0158-264, entire page
IC2025-0158-190, lines 1-34	IC2025-0158-265, entire page
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IC2025-0158-192, lines 1-4	IC2025-0158-267, entire page
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IC2025-0158-299, entire page	IC2025-0158-351, line 3
IC2025-0158-300, entire page	IC2025-0158-355, lines 1-4
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IC2025-0158-303, entire page	IC2025-0158-360, lines 1-4
IC2025-0158-304, entire page	IC2025-0158-361, lines 1-4
IC2025-0158-305, entire page	IC2025-0158-362, line 3
IC2025-0158-306, lines 1-29	IC2025-0158-365, lines 1-4
IC2025-0158-307, lines 1-11	IC2025-0158-366, lines 1-4
IC2025-0158-308, lines 1-28	IC2025-0158-367, lines 1-4
IC2025-0158-309, lines 1-30	IC2025-0158-368, lines 1-27
IC2025-0158-310, lines 1-11	IC2025-0158-369, lines 1-4
IC2025-0158-311, lines 1-28	IC2025-0158-370, lines 1-29
IC2025-0158-312, lines 1-28	IC2025-0158-371, lines 1-16
IC2025-0158-313, lines 1-32	IC2025-0158-372, lines 1-4
IC2025-0158-314, lines 1-20	IC2025-0158-373, lines 1-4
IC2025-0158-315, lines 1-28	IC2025-0158-374, lines 1-4
IC2025-0158-316, lines 1-12	IC2025-0158-375, lines 1-4
IC2025-0158-317, lines 1-23	IC2025-0158-376, lines 1-4
IC2025-0158-318, lines 1-4	IC2025-0158-378, line 3
IC2025-0158-320, lines 5-6, 8-9	IC2025-0158-384, lines 1-6

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IC2025-0158-386, lines 1-29	IC2025-0158-444, lines 1-4
IC2025-0158-387, lines 1-33	IC2025-0158-445, lines 1-17
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IC2025-0158-394, lines 1-3	IC2025-0158-455, lines 1-4
IC2025-0158-395, lines 1-26	IC2025-0158-457, lines 1-27
IC2025-0158-396, lines 10, 13-19, 31, 43, 52	IC2025-0158-459, lines 1-28
IC2025-0158-399, lines 1-31	IC2025-0158-461, lines 1-32
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IC2025-0158-406, lines 1-22	IC2025-0158-476, lines 1-30
IC2025-0158-409, lines 1-5	IC2025-0158-477, lines 1-14
IC2025-0158-411, lines 1-6	IC2025-0158-478, lines 1-12
IC2025-0158-413, lines 1-4	IC2025-0158-480, lines 1-4
IC2025-0158-416, lines 16-26	IC2025-0158-485, lines 1-4
IC2025-0158-417, lines 2, 4, 8-9	IC2025-0158-488, lines 1-4
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IC2025-0158-420, lines 1-4	IC2025-0158-500, lines 1-43
IC2025-0158-421, lines 1-12	IC2025-0158-503, lines 1-16
IC2025-0158-426, lines 1-10	IC2025-0158-576, lines 1-11
IC2025-0158-429, lines 1-4	IC2025-0158-620, lines 1-10
IC2025-0158-431, lines 1-4	IC2025-0158-621, lines 1-26
IC2025-0158-433, lines 1-4	IC2025-0158-626, lines 11-25
IC2025-0158-435, lines 1-9	IC2025-0158-672, lines 1-13

APPENDIX C

As indicated in paragraphs 38-40 of the findings in Docket #FIC 2025-0158, the following in camera records, or portions thereof, are not exempt from disclosure pursuant to §1-210(b)(4), G.S.:

IC2025-0158-118, line 11, lines 18-19	IC2025-0158-250, entire page
	IC2025-0158-251, entire page
IC2025-0158-121, line 10	IC2025-0158-252, entire page
IC2025-0158-122, lines 11, 16-19, 21-22, 24, 27-35, 37-39, 42-43, 45-50, 52-53	IC2025-0158-253, entire page
	IC2025-0158-254, entire page
IC2025-0158-163, lines 1-28	IC2025-0158-255, entire page
IC2025-0158-164, lines 1-19	IC2025-0158-256, entire page
IC2025-0158-172, lines 10-29	IC2025-0158-257, entire page
IC2025-0158-176, lines 14-18	IC2025-0158-258, entire page
IC2025-0158-182, lines 1-30	IC2025-0158-259, entire page
IC2025-0158-183, lines 1-32	IC2025-0158-260, entire page
IC2025-0158-184, lines 1-8, 10-12, 14-15, 18-24, 26-27, 29, 33-34	IC2025-0158-261, entire page
IC2025-0158-197, lines 2-3, 6-11, 16, 18-19	IC2025-0158-262, entire page
IC2025-0158-198, lines 4, 8-36	IC2025-0158-263, entire page
IC2025-0158-199, lines 1-7	IC2025-0158-264, entire page
IC2025-0158-209, lines 8 and 20	IC2025-0158-265, entire page
IC2025-0158-210, lines 15, 18, 28-29	IC2025-0158-265, entire page
	IC2025-0158-266, entire page
IC2025-0158-211, lines 12-18	IC2025-0158-267, entire page
IC2025-0158-214, lines 1-8, 16-27	IC2025-0158-268, entire page
IC2025-0158-247, entire page	IC2025-0158-269, entire page
IC2025-0158-248, entire page	IC2025-0158-270, entire page
IC2025-0158-249, entire page	IC2025-0158-271, entire page

IC2025-0158-272, entire page	IC2025-0158-305, entire page
IC2025-0158-273, entire page	IC2025-0158-306, lines 1-29
IC2025-0158-279, entire page	IC2025-0158-307, lines 1-11
IC2025-0158-280, entire page	IC2025-0158-338, line 24
IC2025-0158-281, entire page	IC2025-0158-339, lines 1-27
IC2025-0158-282, entire page	IC2025-0158-340, lines 1-6
IC2025-0158-283, entire page	IC2025-0158-342, lines 1-26
IC2025-0158-284, entire page	IC2025-0158-367, lines 14-27
IC2025-0158-285, entire page	IC2025-0158-370, lines 1-29
IC2025-0158-286, entire page	IC2025-0158-371, lines 1-16
IC2025-0158-287, entire page	IC2025-0158-376, lines 16-24
IC2025-0158-288, entire page	IC2025-0158-383, lines 1-29
IC2025-0158-289, entire page	IC2025-0158-395, lines 1-26
IC2025-0158-290, entire page	IC2025-0158-396, lines 10, 13-19, 31, 43, 52
IC2025-0158-291, entire page	IC2025-0158-404, lines 1-22
IC2025-0158-292, entire page	IC2025-0158-416, lines 16-26
IC2025-0158-293, entire page	IC2025-0158-417, lines 2, 4, 8-9
IC2025-0158-294, entire page	IC2025-0158-447, lines 9-31
IC2025-0158-295, entire page	IC2025-0158-448, lines 1-34
IC2025-0158-296, entire page	IC2025-0158-449, lines 1-28
IC2025-0158-297, entire page	IC2025-0158-466, lines 1-28
IC2025-0158-298, entire page	IC2025-0158-476, lines 1-30
IC2025-0158-299, entire page	IC2025-0158-477, lines 1-14
IC2025-0158-300, entire page	IC2025-0158-485, lines 14-15
IC2025-0158-301, entire page	IC2025-0158-499, lines 1-35
IC2025-0158-302, entire page	IC2025-0158-500, lines 1-43
IC2025-0158-303, entire page	IC2025-0158-621, lines 1-26
IC2025-0158-304, entire page	IC2025-0158-622, lines 1-13

IC2025-0158-627, lines 16-25

IC2025-0158-628, lines 1-13

IC2025-0158-629, lines 1-4

IC2025-0158-630, lines 1-4

APPENDIX D

As indicated in paragraphs 50 and 51 of the findings in Docket #FIC 2025-0158, the following in camera records, or portions thereof, are not exempt from disclosure pursuant to §§1-210(b)(3)(A), 1-210(b)(3)(C), 1-210(b)(3)(D) or 1-210(b)(3)(E):

IC2025-0158-16, lines 1-10	IC2025-0158-200, line 29
IC2025-0158-16, lines 1-10	IC2025-0158-201, line 34
IC2025-0158-118, lines 11, 18-19	IC2025-0158-202, lines 3-34
IC2025-0158-121, line 10	IC2025-0158-203, lines 1-4
IC2025-0158-122, lines 11, 16-19, 21-22, 24, 27-35, 37-39, 42-43, 45- 50, 52-53	IC2025-0158-209, lines 8 and 20
IC2025-0158-157, lines 10-11	IC2025-0158-210, lines 15, 18, 28- 29
IC2025-0158-158, lines 11-14	IC2025-0158-210, lines 15, 18, 28- 29
IC2025-0158-164, lines 1-19	IC2025-0158-211, lines 12-18
IC2025-0158-172, lines 10-29	IC2025-0158-211, lines 12-18
IC2025-0158-176, lines 14-18	IC2025-0158-247, entire page
IC2025-0158-179, lines 1-11	IC2025-0158-248, entire page
IC2025-0158-180, lines 1-29	IC2025-0158-249, entire page
IC2025-0158-181, lines 1-30	IC2025-0158-250, entire page
IC2025-0158-182, lines 1-30	IC2025-0158-251, entire page
IC2025-0158-183, lines 1-32	IC2025-0158-252, entire page
IC2025-0158-184, lines 1-8, 10-12, 14-15, 18-24, 26-27, 29, 33-34	IC2025-0158-253, entire page
IC2025-0158-197, lines 2-3, 6-11, 16, 18-19	IC2025-0158-254, entire page
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IC2025-0158-198, lines 4, 8-36	IC2025-0158-256, entire page
IC2025-0158-198, lines 4, 8-36	IC2025-0158-257, entire page
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IC2025-0158-199, lines 1-7	IC2025-0158-259, entire page
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IC2025-0158-264, entire page	IC2025-0158-297, entire page
IC2025-0158-265, entire page	IC2025-0158-298, entire page
IC2025-0158-266, entire page	IC2025-0158-299, entire page
IC2025-0158-267, entire page	IC2025-0158-300, entire page
IC2025-0158-268, entire page	IC2025-0158-301, entire page
IC2025-0158-269, entire page	IC2025-0158-302, entire page
IC2025-0158-270, entire page	IC2025-0158-303, entire page
IC2025-0158-271, entire page	IC2025-0158-304, entire page
IC2025-0158-272, entire page	IC2025-0158-305, entire page
IC2025-0158-273, entire page	IC2025-0158-306, lines 1-29
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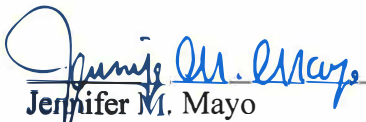
IC2025-0158-989, line 1

APPENDIX E

As indicated in paragraphs 60-63 of the findings in Docket #FIC 2025-0158, the following in camera records, or portions thereof, are not exempt from disclosure pursuant to §1-210(b)(1), G.S.:

IC2025-0158-16, lines 1-10	IC2025-0158-416, lines 16-26
IC2025-0158-338, line 24	IC2025-0158-417, lines 2, 4, 8-9
IC2025-0158-339, line 1-27	IC2025-0158-419, lines 1-21
IC2025-0158-340, lines 1-6	
IC2025-0158-342, lines 1-26	

Approved by Order of the Freedom of Information Commission at its regular meeting of February 25, 2026.



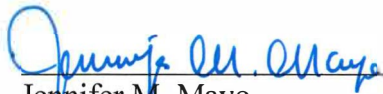
Jennifer M. Mayo
Acting Clerk of the Commission

PURSUANT TO SECTION 4-180(c), G.S., THE FOLLOWING ARE THE NAMES OF EACH PARTY AND THE MOST RECENT MAILING ADDRESS, PROVIDED TO THE FREEDOM OF INFORMATION COMMISSION, OF THE PARTIES OR THEIR AUTHORIZED REPRESENTATIVE.

THE PARTIES TO THIS CONTESTED CASE ARE:

RYAN SALVAS, 146 Buck Hill Road, Canterbury, CT 06331

EXECUTIVE DIRECTOR, NORTHEASTERN CONNECTICUT COUNCIL OF GOVERNMENTS; AND NORTHEASTERN CONNECTICUT COUNCIL OF GOVERNMENTS, c/o Attorney Michael P. Carey, Suisman Shapiro Wool Brennan Gray & Greenberg, P.C, PO Box 1591, New London, CT 06320


Jennifer M. Mayo
Acting Clerk of the Commission