



Office of the
Saskatchewan Information
and Privacy Commissioner

Guide to LA FOIP

The Local Authority Freedom of Information and Protection of Privacy Act

Chapter 1

Purposes and Scope of LA FOIP

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OVERVIEW

This chapter explains the purposes and scope of *The Local Authority Freedom of Information and Protection of Privacy Act* (LA FOIP).

What follows is non-binding guidance. Every matter should be considered on a case-by-case basis. This guidance is not intended to be an exhaustive authority on the interpretation of these provisions. Local authorities may wish to seek legal advice when deciding on how to interpret the Act. Local authorities should keep section 51 of LA FOIP in mind. Section 51 places the burden of proof for establishing that access to a record may or must be refused on the local authority. For more on the burden of proof, see Chapter 2, *Administration of LA FOIP*. **This is a guide.**

This chapter covers:

- **Quasi-Constitutional Status**
- **The Purposes of LA FOIP**
 - Object or Purpose Clause
 1. The Right of Access
 2. Access to an Individual's Own Personal Information
 3. Right to Request Correction of Personal Information
 4. Protection of Privacy
 5. Independent Review of Decisions
- **The Scope of LA FOIP**
 - Definition of a Local Authority
 - Records Subject to LA FOIP
 - Personal Information
 - The Meaning of 'Possession' or 'Control' of Records
 - Records Excluded from LA FOIP
 - Subsections 3(1)(a), (b), (c)
 - Subsection 22(1.1)
 - Records to Which Section 22 Applies
 - Existing Rights Preserved
 - Subsections 4(a), (b), (c), (d), (e), (f)

The tests, criteria and interpretations established in this Chapter reflect the precedents set by the current and/or former Information and Privacy Commissioners in Saskatchewan through the issuing of Review Reports. Court decisions from Saskatchewan affecting The Freedom of Information and Protection of Privacy Act (FOIP) will be followed. Where this office has not previously considered a section of FOIP, the Commissioner looked to other jurisdictions for guidance. This includes other Information and Privacy Commissioners' (IPC) and equivalents' Orders, Reports and/or other relevant resources. In addition, court decisions from across the country are relied upon where appropriate.

This Chapter will be updated regularly to reflect any changes in precedent. This office will update the footer to reflect the last update. Using the electronic version directly from our website will ensure you are always using the most current version.

QUASI-CONSTITUTIONAL STATUS

In 1993, *The Local Authority Freedom of Information and Protection of Privacy Act* (LA FOIP) was proclaimed. This law is similar to *The Freedom of Information and Protection of Privacy Act* (FOIP), but applies to “local authorities” such as schools, universities, regional health authorities, municipalities, and library boards.

The Supreme Court of Canada has interpreted Acts, such as LA FOIP, as quasi-constitutional legislation. It follows that as fundamental rights, the rights to access and to privacy are interpreted generously, while the exceptions to these rights must be understood strictly.¹

The phrase quasi-constitutional implies that certain rights, such as the right to access information held by local authorities, are fundamentally important in their nature because they reflect primary assumptions about the relationship between citizen and state. Though rights of access to information are not entrenched in the Canadian *Charter of Rights and Freedoms*, these quasi-constitutional rights are protected by legislation such as LA FOIP.²

A privileged status is afforded access and privacy legislation wherein it is typically paramount to other legislation. The importance of the rights protected by this legislation must always be borne in mind whenever considering any decisions which impact upon these rights. As the Privy Council has stated about quasi-constitutional Acts:

¹ Remarks of the Right Honourable Beverley McLachlin, P.C., Chief Justice of Canada, *Access to Information and Protection of Privacy in Canadian Democracy*, May 5, 2009, also cited in Office of the Saskatchewan Information and Privacy Commissioner (SK OIPC) Review Report F-2010-002 at [44].

² SK OIPC Review Report F-2010-002 at [45].

Whether the quasi-constitutional status of these Acts derives from one of their provisions or from court decisions, the justification for it is the same. These Acts express values that are very important in Canada. Any derogation from them must be explicit.

The requirement of explicit derogation protects the values expressed in those Acts to the maximum extent possible, short of entrenching those values in the Constitution. It also ensures accountability to the public for any decision to derogate.³

THE PURPOSES OF LA FOIP

Object or Purpose Clause

LA FOIP does not have an object or purpose clause.

In the absence of an explicit purpose clause in LA FOIP, the Office of the Information and Privacy Commissioner (IPC) is required to infer the Legislative Assembly's purpose in designing such an instrument.

Both LA FOIP and *The Freedom of Information and Protection of Privacy Act* (FOIP) started out as consecutive Bills receiving first reading in the Legislative Assembly on April 19, 1991.⁴ On June 18, 1991, the Lieutenant Governor spoke to prorogation and stated:

Widespread consultations also revealed a significant element of demand for a less partisan government, the protection of democratic rights, and the accountability of elected governments. This spring the rules of the Legislative Assembly were changed and the first Speaker elected, to respond to the first of these concerns. The government's comprehensive package of legislation, including *The Referendum and Plebiscite Act*, *The Freedom of Information and Protection of Privacy Act*, and *The Local Authority Freedom of Information and Protection of Privacy Act*, are reforms introduced to make government more open and allow people to play a more direct role in the government....Finally, the two freedom of information Acts provide the public with the right to know the activities of government as it touches their personal lives....⁵

³ Privy Council Office, *Guide to Making Federal Acts and Regulations*, 2nd Ed., modified: 2017.

⁴ SK OIPC Review Report F-2012-001/LA-2012-001 at [47].

⁵ Saskatchewan *Hansard*, June 18, 1991, available at <http://docs.legassembly.sk.ca/legdocs/Legislative%20Assembly/Hansard/21L4S/910618e.PDF>. See also SK OIPC Review Reports F-2012-001/LA-2012-001 at [47] and LA-2012-003 at [27].

The IPC has, in the past, also been guided by decisions of the Saskatchewan Court of Appeal and the Saskatchewan Court of Queen’s Bench. In *Amendt v. Canada Life Assurance Co.*, 1999 CanLII 12560 (SK QB) at [43], Goldenberg J. observed:

The right of persons to apply for access to information in the hands of a government agency has no basis in common law. It is purely statutory. The Act is a code unto itself. The code sets out a detailed method for applications, reviews, and ultimately for appeals to the Court of Queen’s Bench. Absent compliance with the process contained therein, this Court has no jurisdiction to entertain the matter.⁶

In *General Motors Acceptance Corp. of Canada v. Saskatchewan Government Insurance*, 1993 CanLII 9128 (SK CA) at [11], the Saskatchewan Court of Appeal stated the following about FOIP:

The Act’s basic purpose reflects a general philosophy of full disclosure unless information is exempted under clearly delineated statutory language. There are specific exemptions from disclosure set forth in the Act, but these limited exemptions do not obscure the basic policy that disclosure, not secrecy is the dominant objective of the Act. That is not to say that the statutory exemptions are of little or no significance. We recognize that they are intended to have a meaningful reach and application. The Act provides for specific exemptions to take care of potential abuses. There are legitimate privacy interests that could be harmed by release of certain types of information. Accordingly, specific exemptions have been delineated to achieve a workable balance between the competing interests. The Act’s broad provisions for disclosure, coupled with specific exemptions, prescribe the “balance” struck between an individual’s right to privacy and the basic policy of opening agency records and action to public scrutiny.⁷

LA FOIP and FOIP closely correspond to provisions in the federal *Access to Information Act*. The purpose of the *Access to Information Act* is described as follows:

2(1) The purpose of this Act is to extend the present laws of Canada to provide a right of access to information in records under the control of a government institution in accordance with the principles that government information should be available to the public, that necessary exceptions to the right of access should be limited and specific and that decisions on the disclosure of government information should be reviewed independently of government.⁸

⁶ *Amendt v. Canada Life Assurance Co.*, 1999 CanLII 12560 (SK QB) at [43]. See also SK OIPC Review Report F-2004-003 at [7].

⁷ *General Motors Acceptance Corp. of Canada v. Saskatchewan Government Insurance*, 1993 CanLII 9128 (SK CA) at [11]. See also SK OIPC Review Report F-2004-003 at [8].

⁸ *Access to Information Act*, RSC 1985, c A-1 at subsection 2(1).

As stated by Mr. Justice La Forest in *Dagg v. Canada (Minister of Finance)*, 1997:

The overarching purpose of access to information legislation, then, is to facilitate democracy. It does so in two related ways. It helps to ensure first, that citizens have the information required to participate meaningfully in the democratic process, and secondly, that politicians and bureaucrats remain accountable to the citizenry.⁹

In *Legislation on Public Access to Government Documents*, the reasons for access to information legislation were discussed. The author, Honourable John Roberts, Secretary of State, concluded that:

- Effective accountability - the public's judgment of choices taken by government - depends on knowing the information and options available to the decision-makers;
- Government documents often contain information vital to the effective participation of citizens and organizations in government decision-making; and
- (As) government has become the single most important storehouse of information about our society, information that is developed at public expense so should be publicly available wherever possible.¹⁰

Since the *Access to Information Act* came into force, provincial and territorial governments have enacted their own access to information and protection of privacy legislation. Many of those provincial instruments have included a more comprehensive purpose clause. Those purpose clauses tend to reflect and reinforce the approach taken by the federal Information Commissioner and numerous decisions of superior courts in Canada. A good example is section 2 of the British Columbia *Freedom of Information and Protection of Privacy Act*:

2(1) The purposes of this Act are to make public bodies more accountable to the public and to protect personal privacy by

- (a) giving the public a right of access to records
- (b) giving individuals a right of access to, and a right to request corrections of, personal information about themselves
- (c) specifying limited exceptions to the rights of access

⁹ *Dagg v. Canada (Minister of Finance)*, 1997 CanLII 358 (SCC), [1997] 2 SCR 403 at [61].

¹⁰ Roberts, Honourable John. Secretary of State. June 1977. *Legislation on Public Access to Government Documents*, Government of Canada, Ministry of Supply and Services Canada at pp. 1 and 3. See also SK OIPC Review Report F-2004-003 at [9]. There is a typo in the report "1997" should be "1977".

(d) preventing the unauthorized collection, use or disclosure of personal information by public bodies, and

(e) providing for an independent review of decisions made under this Act.¹¹

This summarizes and clearly identifies the purpose of legislation such as LA FOIP and FOIP. The IPC deals with requests for review and privacy breach complaints by reference to these same five purposes, which are outlined below.¹²

1. The Right of Access to Records

LA FOIP establishes a right of access by any person to records in the possession or control of a local authority, subject to limited and specific exemptions, which are set out in LA FOIP.

See Chapter 3 for more information about the right of access.

2. Access to an Individual's Own Personal Information

LA FOIP provides individuals with the right to access their own personal information.

See Chapter 3 for more information on what section 30 of LA FOIP requires.

3. Right to Request Correction of Personal Information

LA FOIP provides an individual with the right to request a local authority correct the individual's personal information where the individual believes there is an error or omission.

See Chapter 6 for more information on the right of correction.

4. Protection of Personal Privacy

LA FOIP provides individuals with the right to privacy of their personal information held by local authorities. This includes restrictions on the collection, use and/or disclosure of the individual's personal information.

See Chapter 6 for more information on the protection of privacy.

5. Independent Review of Decisions

LA FOIP provides for the independent review of decisions made by local authorities with respect to access and protection of privacy. Independent review is provided by the Information and Privacy Commissioner.

¹¹ *Freedom of Information and Protection of Privacy Act*, RSBC 1996, c 165 at subsection 2(1).

¹² SK OIPC Review Report F-2004-003 at [9].

See Chapter 2 for more information on the Information and Privacy Commissioner's role and responsibilities under LA FOIP.

THE SCOPE OF LA FOIP

Local Authority

LA FOIP applies to all local authorities as defined by subsection 2(f) of LA FOIP. Local authorities that are subject to LA FOIP have statutory duties with regards to providing access to information and protection of personal information in its possession or control.

Subsection 2(f): Definition of a local authority

Interpretation

2(1) In this Act:

...

(f) "**local authority**" means:

- (i) a municipality;
- (ii) **Repealed.** 2002, c.C-11.1, s.389.
- (iii) **Repealed.** 2002, c.C-11.1, s.389.
- (iv) a committee of a council of a municipality;
- (v) any board, commission or other body that:
 - (A) is appointed pursuant to *The Cities Act*, *The Municipalities Act* or *The Northern Municipalities Act, 2010*; and
 - (B) is prescribed;
- (vi) the board of a public library within the meaning of *The Public Libraries Act, 1984*;
- (vii) the Northern Library Office established pursuant to *The Public Libraries Act, 1984*;
- (viii) any board of education or conseil scolaire within the meaning of *The Education Act*;
- (viii.1) a police service or regional police service as defined in *The Police Act, 1990*;
- (ix) a regional college within the meaning of *The Regional Colleges Act*, other than the Saskatchewan Indian Community College;
- (x) the Saskatchewan Polytechnic;

- (xi) the University of Saskatchewan, including Saint Thomas More College;
- (xii) the University of Regina, including:
 - (A) Champion College; and
 - (B) Luther College with respect to its post-secondary level activities;
- (xiii) the provincial health authority or an affiliate, as defined in *The Provincial Health Authority Act*;
- (xiv) **Repealed.** 2002, c.R-8.2, s.83.
- (xv) **Repealed.** 2002, c.R-8.2, s.120.
- (xvi) **Repealed.** 2002, c.R-8.2, s.83.
- (xvii) any board, commission or other body that:
 - (A) receives more than 50% of its annual budget from the Government of Saskatchewan or a government institution; and
 - (B) is prescribed;

Local authorities include, among other bodies, municipalities, boards of public libraries, boards of education, police services, universities, colleges, the provincial health authority or affiliate.

Subsections 2(f)(v) and 2(f)(xvii) of LA FOIP provide that the definition includes a body that is prescribed in *The Local Authority Freedom of Information and Protection of Privacy Regulations* (LA FOIP Regulations).

Subsections 3(1) and 3(2) of the LA FOIP Regulations indicates bodies listed in Parts I and II of the Appendix are prescribed as local authorities.

LA FOIP Applies

Section 5: Records in the “Possession” or “Control” of a Local Authority

Right of access

5 Subject to this Act and the regulations, every person has a right to and, on an application made in accordance with this Part, shall be permitted access to records that are in the possession or under the control of a local authority.

[emphasis added]

LA FOIP applies to any records in the “possession or under the control of a local authority”.

Section 5 provides that every person has a right to request access to records that are in the possession or under the control of a local authority. Therefore, LA FOIP applies to records that are in a local authority’s possession or control.

A **record** is defined at subsection 2(j) of LA FOIP as “a record of information in any form and includes information that is written, photographed, recorded or stored in any manner, but does not include computer programs or other mechanisms that produce records”.

There are times when possession or control of records is not easily established. For that reason, the following terms, factors and two-part test have been established.

Possession is physical possession plus a measure of control of the record.¹³

Control connotes authority. A record is under the control of a local authority when it has the authority to manage the record including restricting, regulating and administering its use, disclosure or disposition.¹⁴

Possession and control are different things. It is conceivable that a local authority might have possession but not control of a record or that it might have control but not possession.¹⁵

To determine whether a local authority has a measure of control over a record(s), both parts of the following two-part test must be met:

1. Do the contents of the document relate to a local authority matter?

The first question acts as a useful screening device. If the answer is no, that ends the inquiry. If the answer is yes, the inquiry into control continues.¹⁶

2. Can the local authority reasonably expect to obtain a copy of the document upon request?¹⁷

All factors must be considered when determining the second question. These factors include:

- The substantive content of the record;

¹³ SK OIPC Review Reports F-2014-007 at [10] and LA-2010-002 at [93].

¹⁴ SK OIPC Review Report F-2008-002 at [35].

¹⁵ SK OIPC Review Report F-2008-002 at [22].

¹⁶ *Canada (Information Commissioner) v. Canada (Minister of National Defence)*, 2011 SCC 25 (CanLII), [2011] 2 SCR 306 at [55].

¹⁷ *Canada (Information Commissioner) v. Canada (Minister of National Defence)*, 2011 SCC 25 (CanLII), [2011] 2 SCR 306.

- The circumstances in which it was created; and
- The legal relationship between the local authority and the record holder.¹⁸

The reasonable expectation test is objective. If a local authority, based on all relevant factors, reasonably *should* be able to obtain a copy of the record, the test is met.¹⁹

If both test questions are answered in the affirmative, the document is under the control of the local authority.²⁰

In answering these questions, the following factors may also be considered:

- The record was created by a staff member, an officer, or a member of the local authority in the course of their duties performed for the local authority;
- The record was created by an outside consultant for the local authority;
- The local authority possesses the record, either because it has been voluntarily provided by the creator or pursuant to a mandatory, statutory or employment requirement;
- An employee of the local authority possesses the record for the purposes of their duties performed for the local authority;
- The record is specified in a contract as being under the control of a local authority and there is no understanding or agreement that the records are not to be disclosed;
- The content of the record relates to the local authority's mandate and core, central or basic functions;
- The local authority has a right of possession of the record;
- The local authority has the authority to regulate the record's use and disposition;
- The local authority paid for the creation of the records;
- The local authority has relied upon the record to a substantial extent;
- The record is closely integrated with other records held by the local authority;
- A contract permits the local authority to inspect, review and/or possess copies of the records the contractor produced, received or acquired;

¹⁸ *Canada (Information Commissioner) v. Canada (Minister of National Defence)*, 2011 SCC 25 (CanLII), [2011] 2 SCR 306 at [56].

¹⁹ *Canada (Information Commissioner) v. Canada (Minister of National Defence)*, 2011 SCC 25 (CanLII), [2011] 2 SCR 306 at [56].

²⁰ *Canada (Information Commissioner) v. Canada (Minister of National Defence)*, 2011 SCC 25 (CanLII), [2011] 2 SCR 306.

- The local authority's customary practice in relation to possession or control of records of this nature in similar circumstances;
- The customary practice of other bodies in a similar trade, calling or profession in relation to possession or control of records of this nature in similar circumstances; and
- The owner of the records.²¹

Section 23: Personal Information

LA FOIP applies to personal information recorded in any form in the possession or control of a local authority. In order to qualify as personal information, two elements must exist:

1. an identifiable individual; and
2. information that is personal in nature.

Some examples of what could constitute personal information include:

- the individual's race, national or ethnic origin, colour or religious or political beliefs or associations;
- the individual's age, sex, marital status or family status;
- information about the individual's educational, financial, employment or criminal history, including criminal records, whether or not a pardon has been given;
- an identifying number, symbol or other particular assigned to the individual;
- anyone else's opinions about the individual;
- the individual's name, home or business address or home or business telephone number; and
- the individual's personal views or opinions, except if they are about someone else.

For more information about what constitutes personal information, see Chapter 6, *Protection of Privacy*.

²¹ The base review which established these 15 criteria is SK OIPC Review Report LA-2010-002 at [60] and [61]. These 15 criteria were then used in several reviews afterwards.

LA FOIP Does Not Apply

Application

3(1) This Act does not apply to:

- (a) published material or material that is available for purchase by the public;
- (b) material that is a matter of public record; or
- (c) material that is placed in the custody of a local authority by or on behalf of persons or organizations other than the local authority for archival purposes.

Subsection 3(1) of LA FOIP provides that certain information and records in the possession or control of a local authority are excluded from the application of LA FOIP. In some cases, another process is available to obtain access to these records. See [Section 4: Existing Rights Preserved](#), later in this Chapter.

Subsection 3(1)(a)

Application

3(1) This Act does not apply to:

- (a) published material or material that is available for purchase by the public;

LA FOIP does not apply to published material **or** material that is available for purchase by the public.

Published means to make known to people in general...an advising of the public or making known of something to the public for a purpose.²²

When considering whether a record or information is published, the local authority should confirm that:

- the specific information or record requested is published (what data elements are actually published);²³ and
- there is a way for the public to access the published record or information.

²² Originated from Black, Henry Campbell, 1979. *Black's Law Dictionary, 5th Edition* St. Paul, Minn.: West Group. Adopted by the Office of the Ontario Information and Privacy Commissioner (ON IPC) in Order P-204 at p. 4. Adopted by SK OIPC in Review Report 249-2017 at [7].

²³ SK OIPC Review Report 249-2017 at [22].

Material that is available to purchase means that a pricing structure is in place for all who wish to obtain the information or record.²⁴

When considering whether a record or information is available to purchase, the local authority should confirm that:

- the specific information or record requested is available for purchase;
- there is a way for the public to purchase the record or information (i.e. website, office to attend); and
- a pricing structure exists for all who wish to obtain the information or record.

In some circumstances, information or records are available through a public registry. A **registry** means a book authorized or recognized by law, kept for recording or registration of facts or documents.²⁵ It can also be an electronic registry. Examples include the Information Services Corporation (ISC) land titles registry and the corporate registry. These registries provide information or records. Purchases can be made by attending ISC or through its website. There is also a fee structure in place for anyone wishing to purchase certain registry information. Some information is available free of charge.

When relying on this provision, the local authority should ensure the publicly available record is the record or information being requested by an applicant. Further, applicants should not be required to compile small pieces of information from a variety of sources in order to obtain a complete version of a record that could be disclosed.²⁶

IPC Findings

In [Review Report LA-2007-002](#), the Commissioner found that a tax certificate enabled by section 395 of *The Rural Municipalities Act* (RMA) qualified as “material available for purchase by the public”. If the applicant wanted the data elements included in the tax certificate, it would be excluded by virtue of the equivalent subsection 3(1)(a) of LA FOIP. The applicant’s remedy would be to pay the appropriate fee and purchase the relevant tax certificates. The Commissioner also determined that subsection 3(1)(a) of LA FOIP had no requirement that information already available to anyone as “published material” within the meaning of subsection 3(1)(a) of LA FOIP need all be contained in a single document or format. All of the

²⁴ Adapted from ON IPC Order MO-1693 at p.16.

²⁵ Originated from Campbell Black, Henry, 1990. *Black’s Law Dictionary, 6th Edition*. St. Paul, Minn.: West Group. Adopted by the Office of the Alberta Information and Privacy Commissioner (AB IPC) in Order 2001-029 at [22]. See also Service Alberta, *FOIP Guidelines and Practice: 2009 Edition*, Chapter 1, p. 14.

²⁶ ON IPC Order MO-3191-F at [86], [87] and [88].

applicant's requested information could be purchased through a combination of tax certificates and title searches from ISC.

Subsection 3(1)(b)

Application

3(1) This Act does not apply to:

...

(b) material that is a matter of public record; or

LA FOIP does not apply to material that is a matter of public record.

A matter of public record is defined as documents that one would typically find in a public register that the members of the public have ready access to.²⁷

A matter of public record would be information collected and maintained specifically for the purpose of creating a record available to the general public. A good example would be the land titles registry operated by Information Services Corporation.²⁸

Registry means a book authorized or recognized by law, kept for recording or registration of facts or documents.²⁹ It can also be an electronic registry. Examples include the Information Services Corporation land titles registry and the corporate registry.

Public record is defined as a record that a local authority is required by law to keep, such as minutes of Council meetings. Public records are generally open to view by the public.³⁰

IPC Findings

In [Review Report LA-2007-002](#), the Commissioner considered an applicant's request for access to the complete tax roll for the R.M. of Edenwold. The Commissioner determined that subsection 3(1)(a) of LA FOIP did not apply to the R.M.'s tax rolls and assessment rolls because the R.M. did not publish this information and did not sell it. The Commissioner also found that

²⁷ SK OIPC Review Reports LA-2007-002 at [28] and 249-2017 at [8].

²⁸ SK OIPC Review Reports LA-2007-002 at [28].

²⁹ Originated from Black, Henry Campbell, 1990. *Black's Law Dictionary, 6th Edition*. St. Paul, Minn.: West Group. Adopted by AB IPC in Order 2001-029 at [22]. See also Service Alberta, *FOIP Guidelines and Practice: 2009 Edition*, Chapter 1, p. 14.

³⁰ *Germain v. Automobile Injury Appeal Commission*, 2009 SKQB 106 (CanLII) at [69] and [72]. Also cited in SK OIPC Review Report LA-2010-002 at [52].

subsection 3(1)(b) of LA FOIP would not apply because the tax roll was not a “matter of public record”. Further, the Commissioner found that the assessment roll was only available to the public for a prescribed period of approximately one month and that this was inconsistent with the concept of a “matter of public record”.

Subsection 3(1)(c)

Application

3(1) This Act does not apply to:

...

(c) material that is placed in the custody of a local authority by or on behalf of persons or organizations other than the local authority for archival purposes.

LA FOIP does not apply to material that is placed in the custody of a local authority by or on behalf of persons or organizations other than the local authority for archival purposes.

There are many reasons why individuals and organizations turn over their records to a local authority. For example, it is a means of sharing records with the broader community or for leaving a legacy. Records of individuals can come over time, as careers develop, or through the executors of estates. The records of organizations include businesses, associations, church groups, architectural firms, political associations etc. and cover every aspect of the history of the province.

These records complement the historical record and provide insight into what has shaped the province over time. The transfer should occur through an agreement between the individual or organization and the local authority. Some agreements may include restrictions on access to the record and/or use.³¹

For subsection 3(1)(c) of LA FOIP, the following four-part test can be applied:

1. Was the record placed with the local authority by or on behalf of persons or organizations other than the local authority?

The records must have been placed with the local authority by a third person or organization separate from the local authority.

³¹ The two preceding paragraphs were received from information provided by the Provincial Archives of Saskatchewan on April 20, 2018 and modified for LA FOIP.

2. Was it placed there for archival purposes?

Archive means collected and preserved public, historical, or institutional papers and records. An archive can also be a place where public, historical or institutional records are systematically preserved.³²

3. Is the record now located with the local authority?

One factor that must be met is the record(s) must have been physically transferred to the custody of the local authority. A written agreement can be evidence that ownership of the record and the physical record have been transferred to the local authority.

4. If there is no agreement in place, is there correspondence that documents the transfer of the record(s) to the custody of the local authority for archival purposes?

For some earlier private record donations, paper trails may exist but no formal agreement. The key is to document that the record is a private record from an individual or organization and that the local authority has ownership of the record in its archives.³³

Subsection 23(1.1)

Interpretation

23(1.1) On and after the coming into force of subsections 4(3) and (6) of *The Health Information Protection Act*, with respect to a local authority that is a trustee as defined in that Act, **“personal information”** does not include information that constitutes personal health information as defined in that Act.

Subsection 23(1.1) of LA FOIP simply clarifies that LA FOIP does not apply to personal health information. The purpose of this provision is to ensure that two different laws do not apply to the same information at the same time.³⁴

The practical effect of subsection 23(1.1) of LA FOIP is that if personal health information is in the custody or control of a trustee and therefore subject to HIPA, it cannot simultaneously be personal information subject to LA FOIP. The purpose of the Legislative Assembly in enacting subsection 23(1.1) of LA FOIP was presumably to avoid duplication in legislative coverage.³⁵

³² Garner, Bryan A., 2019. *Black's Law Dictionary, 11th Edition*. St. Paul, Minn.: West Group at p. 132.

³³ Test established with assistance from the Provincial Archives of Saskatchewan on April 30, 2018, and modified from SK OIPC Review Report LA-2010-002 at [135] to [153]. Modified here to fit LA FOIP.

³⁴ SK OIPC Investigation Report F-2010-001 at [31].

³⁵ SK OIPC Investigation Report F-2010-001 at [31].

Personal health information is defined at subsection 2(m) of *The Health Information Protection Act* (HIPA) as follows:

2(m) “personal health information” means, with respect to an individual, whether living or deceased:

- (i) information with respect to the physical or mental health of the individual;
- (ii) information with respect to any health service provided to the individual;
- (iii) information with respect to the donation by the individual of any body part or any bodily substance of the individual or information derived from the testing or examination of a body part or bodily substance of the individual;
- (iv) information that is collected:
 - (A) in the course of providing health services to the individual; or
 - (B) incidentally to the provision of health services to the individual; or (v) registration information;³⁶

If information in a record appears to be personal health information as defined above, the local authority should ask the following questions and take the following steps:

- Does the local authority also qualify as a trustee pursuant to subsection 2(t) of HIPA? If yes, the information should be treated as personal health information under HIPA and the rules under HIPA apply.
- If the local authority does not qualify as a trustee pursuant to subsection 2(t) of HIPA, the information should be treated as personal information under subsection 23(1)(c) of LA FOIP and the rules under LA FOIP apply.

Local authorities should be aware that two acts could apply to the same records (not information) at the same time. For example, if a record contains both personal information and personal health information, LA FOIP and HIPA could both be engaged.³⁷

For more on trustees under HIPA see the *IPC Guide to HIPA*.

³⁶ *The Health Information Protection Act*, SS 1999, c H-0.021 at subsection 2(m).

³⁷ For an example of this, see SK OIPC Review Report F-2012-006 at [162] to [178].

Section 22: Confidentiality in Other Enactments

Confidentiality provisions in other enactments

22(1) Where a provision of:

- (a) any other Act; or
- (b) a regulation made pursuant to any other Act; or
- (c) a resolution or bylaw;

that restricts or prohibits access by any person to a record or information in the possession or under the control of a local authority conflicts with this Act or the regulations made pursuant to it, the provisions of this Act and the regulations made pursuant to it shall prevail.

(2) Subject to subsection (3), subsection (1) applies notwithstanding any provision in the other Act or regulation that states that the provision is to apply notwithstanding any other Act or law.

(3) Subsection (1) does not apply to:

- (a) *The Health Information Protection Act*;
- (a.01) Part VIII of *The Vital Statistics Act, 2009*;
- (a.1) any prescribed Act or prescribed provisions of an Act; or
- (b) any prescribed regulation or prescribed provisions of a regulation;

and the provisions mentioned in clauses (a), (a.01), (a.1) and (b) shall prevail.

Primacy clauses are clauses in a statute that define how a statute is interpreted if its provisions are inconsistent with another statute in the same jurisdiction. **Primacy** means the state or position of being first in order, importance, or authority.³⁸

If engaging subsections 22(1), (2) or (3), the local authority should be able to demonstrate that the record or information in question falls within the statutory provision that is not subject to LA FOIP. It should be noted that section 22 of LA FOIP only applies to portions of Parts II and III of LA FOIP which refer to access to records. All of the other provisions of LA FOIP would fully apply such as the protection of privacy provisions in Part IV and the review and appeal provisions in Part VI.

³⁸ *The Shorter Oxford English Dictionary on Historical Principles*, Oxford University Press 1973, Volume 2 at p. 2344.

Subsection 22(1)

Confidentiality provisions in other enactments

22(1) Where a provision of:

- (a) any other Act; or
- (b) a regulation made pursuant to any other Act; or
- (c) a resolution or bylaw;

that restricts or prohibits access by any person to a record or information in the possession or under the control of a local authority conflicts with this Act or the regulations made pursuant to it, the provisions of this Act and the regulations made pursuant to it shall prevail.

Subsection 22(1) of LA FOIP provides that where there is a conflict between LA FOIP and any other Act or regulation, LA FOIP will prevail. LA FOIP prevails even where another Act or regulation restricts or prohibits access.

Prevail means a provision of one Act having priority over a conflicting provision in another Act.³⁹ The ordinary meaning of the word means to be superior in strength or influence.⁴⁰

The Supreme Court of Canada in *Lévis (City) v. Fraternité des policiers de Lévis Inc.*, 2007 SCC 14 (CanLII), [2007] 1 SCR 591 stated:

47 The starting point in any analysis of legislative conflict is that legislative coherence is presumed, and an interpretation which results in conflict should be eschewed unless it is unavoidable. The test for determining whether an unavoidable conflict exists is well stated by Professor Cote in his treatise on statutory interpretation:

According to case law, two statutes are not repugnant simply because they deal with the same subject: application of one must implicitly or explicitly preclude application of the other.

(P.-A. Cote, *The Interpretation of Legislation in Canada* (3rd ed. 2000), at p. 350)⁴¹

Section 22 of LA FOIP ensures that the fundamental rights enshrined in LA FOIP are given proper deference when interpreting legislative intent as to its application in conjunction with other statutes. This *primacy clause* is a strong expression of legislative intent and a tool for

³⁹ SK OIPC Review Report 149-2017 at [50].

⁴⁰ *The Shorter Oxford English Dictionary on Historical Principles*, Oxford University Press 1973, Volume 2 at p. 2340.

⁴¹ *Lévis (City) v. Fraternité des policiers de Lévis Inc.*, 2007 SCC 14 (CanLII), [2007] 1 SCR 591 at [47]. See also SK OIPC Review Report 149-2017 at [52].

ensuring public policy objectives are met. In the event of a contest between two statutes, the legislature is presumed to not intend conflict between the statutes. Therefore, if an interpretation allows concurrent application, that interpretation should be adopted.⁴²

The following three-part test can be used to determine whether two laws can coexist or are in conflict:

1. Does compliance with one law involve the breach of the other?

The first test is one of pure conflict.

2. Does one law supplement the other?

The second test is whether one law is supplemental to the other by adding something. If the law is supplemental, then it will be valid concurrently with the other law.

3. Does one law duplicate the other?

The third test involves whether one law duplicates another such that there is not an actual conflict or contradiction. Mere duplication without actual conflict or contradiction is normally not sufficient to invalidate a law. It would simply mean that the local authority would be held to the higher standard of the competing statutes.⁴³

Subsection 22(2)

Confidentiality provisions in other enactments

22(2) Subject to subsection (3), subsection (1) applies notwithstanding any provision in the other Act or regulation that states that the provision is to apply notwithstanding any other Act or law.

Subsection 22(2) builds on subsection 22(1) of LA FOIP and provides that LA FOIP still prevails even if the other Acts or regulations state that its provisions prevail over other Acts or laws.

⁴² SK OIPC Review Report F-2009-001 at [39].

⁴³ SK OIPC *Submission to the Workers Compensation Act Committee of Review*, April 29, 2011 at pp.10, 14 and 15. This test was also utilized in several SK OIPC Review Reports including F-2014-001 at [86] to [117], 276-2017 at [16] to [20] and 088-2014 at [8] to [25].

Prevail means a provision of one Act having priority over a conflicting provision in another Act.⁴⁴ The ordinary meaning of the word means to be superior in strength or influence.⁴⁵

Subsection 22(3)

Confidentiality provisions in other enactments

22(3) Subsection (1) does not apply to:

- (a) *The Health Information Protection Act*;
 - (a.01) Part VIII of *The Vital Statistics Act, 2009*;
 - (a.1) any prescribed Act or prescribed provisions of an Act; or
 - (b) any prescribed regulation or prescribed provisions of a regulation;
- and the provisions mentioned in clauses (a), (a.01), (a.1) and (b) shall prevail.

Subsection 22(3) of LA FOIP provides a list of provisions where LA FOIP does not prevail. Additional provisions that LA FOIP does not prevail over are also prescribed in section 8.1 of the LA FOIP *Regulations*.

Confidentiality provisions in other enactments (LA FOIP Regulations)

8.1 For the purposes of clause 22(3)(a.1) of the Act, the following are prescribed as provisions to which subsection 22(1) of the Act does not apply:

- (a) subsections 171(5) and (6) and sections 201 and 202 of *The Cities Act*;
- (b) section 30.5 of *The Mental Health Services Regulations*
- (c) subsections 201(5) and (6) and sections 231 and 232 of *The Municipalities Act*;
- (d) subsections 196(5) and (6) and sections 205.2 and 205.22 of *The Northern Municipalities Act*;
- (e) subsections 39(5) and (6) and subsection 56(9.2) of *The Police Act, 1990*;
- (f) Part IV of *The Police Act, 1990* as it relates to a complaint concerning the actions of a member.

⁴⁴ SK OIPC Review Report 149-2017 at [50].

⁴⁵ *The Shorter Oxford English Dictionary on Historical Principles*, Oxford University Press 1973, Volume 2 at p. 2340.

Prevail means a provision of one Act having priority over a conflicting provision in another Act.⁴⁶ The ordinary meaning of the word means to be superior in strength or influence.⁴⁷

For subsection 22(3) of LA FOIP, the Legislative Assembly recognized that LA FOIP and some other provisions would be in conflict and provided the mechanism for resolving that by expressly stating that the provisions listed at subsection 22(3) of LA FOIP and section 8.1 of the LA FOIP *Regulations* would prevail over LA FOIP.⁴⁸

If engaging subsection 22(3), the local authority should be able to demonstrate that the record or information in question falls within the statutory provision that is not subject to LA FOIP. It should be noted that section 22 of LA FOIP only applies to portions of Parts II and III of LA FOIP which refer to access to records. All of the other provisions of LA FOIP would fully apply such as the protection of privacy provisions in Part IV and the review and appeal provisions in Part VI.

IPC Findings

In [Review Report LA-2012-003](#), the Commissioner considered section 22 of LA FOIP and 8.1(c) of the LA FOIP *Regulations*. The Commissioner determined that section 201 of *The Municipalities Act* related to confidentiality of information regarding property assessments. Sections 231 and 232 relate to confidentiality of information regarding appeals to the Board of Revision. The Commissioner found that LA FOIP was paramount to *The Municipalities Act* because the matter before the Commissioner did not relate to either confidentiality of property assessments or the Board of Revision. The matter related to the authority of the head over the Village's records as it pertained to LA FOIP. Therefore, the Commissioner found that LA FOIP was paramount to *The Municipalities Act* in the circumstances of the case.

⁴⁶ SK OIPC Review Report 149-2017 at [50].

⁴⁷ *The Shorter Oxford English Dictionary on Historical Principles*, Oxford University Press 1973, Volume 2 at p. 2340.

⁴⁸ Adapted from Service Alberta, *FOIP Bulletin Number 11 – Paramourncy*, March 2009.

Section 4: Existing Rights Preserved

Existing rights preserved

4 This Act:

- (a) complements and does not replace exiting procedures for access to information or records in the possession or under the control of a local authority;
- (b) does not in any way limit access to the type of information or records that is normally available to the public;
- (c) does not limit the information otherwise available by law to a party to litigation;
- (d) does not affect the power of any court or tribunal to compel a witness to testify or to compel the production of documents;
- (e) does not prevent access to a registry operated by a local authority where access to the registry is normally allowed to the public.

The equivalent section in *The Freedom of Information and Protection of Privacy Act* (FOIP) was considered by the Court of Queen's Bench for Saskatchewan in *City Collection Co. v. Saskatchewan Government Insurance (1993)* and *General Motors Acceptance Corp. of Canada, Ltd. v. Saskatchewan Government Insurance, Sask. (1993)*. In the latter decision, Malone, J. determined that the clear intent of section 4 of FOIP was to ensure that information available to the public prior to FOIP would remain available after its coming into effect. In his judgement he stated as follows:

[8] In my opinion, s. 4 of the Act is determinative of the issue. The clear intent of this section is to provide that information available to the public prior to the passage of the Act shall remain available after its coming into effect. To interpret this section any other way would result in a restriction on the right of the public to obtain information which it previously had access to. This surely was not the intention of the Legislature. The provisions of the Act following s. 4 must be interpreted as applying to only information which is requested by the public which was not available to it prior to the passage of the Act. It is these provisions that attempt to balance the right of privacy of individuals with the desire of the public to obtain more information concerning the operation of Government, its Crown corporations and agencies. This it does by setting out the procedures to be followed and the guidelines to be applied. In my opinion, however, s. 4 makes it clear the procedures and guidelines are not to be applied retrospectively so as to restrict access to information the public was previously entitled to.

In the City Collection decision, the Court observed that:

[8] Prior to the passage of the Act, SGI [Saskatchewan Government Insurance] routinely provided the appellants with vehicle registration information, and in particular, the names and addresses of the registered owners of vehicles, which were parked in facilities operated by Imperial. This was in keeping with the then existing policy and procedure of SGI to make this information available to members of the public who had a genuine interest in this information.

Section 4 was also considered by the Saskatchewan Court of Appeal in *General Motors Acceptance Corp. of Canada v. Saskatchewan Government Insurance (1993)*. In this decision, the Court noted that:

[4] The evidence clearly established that this practice prevailed before proclamation of the Act. Before enactment of The Vehicle Administration Act, S.S. 1986, c. V-2.1, the Highway Traffic Board performed a similar function under The Vehicles Act, R.S.S. 1978, c. V-3 (REPEALED). When records of registration were under the control of the Highway Traffic Board, members of the public enjoyed access to its records for the type of information sought in this case.

...

[10] ...The Act does not limit or reduce the rights of access existing at the time of proclamation.

It is important whether access to information or records antedated the proclamation of LA FOIP. The approach the Court of Appeal has taken in the past is to view this provision as a kind of grandfathering provision.

Subsection 4(a)

Existing rights preserved

4 This Act:

- (a) complements and does not replace existing procedures for access to information or records in the possession or under the control of a local authority;

LA FOIP is in addition to and does not replace existing procedures for obtaining access to information or records held by local authorities.

However, the existence of other processes where an applicant may be able to obtain records does not replace an applicant's right to make an access to information request.

In *Evenson v Saskatchewan (Ministry of Justice)*, 2013 SKQB 296 (CanLII), Justice Gabrielson confirmed that the equivalent provision in *The Freedom of Information and Protection of Privacy Act* was not intended to limit or reduce the rights of access existing at the time of FOIP's proclamation but only to complement existing rights:

[21] Counsel for the Ministry submits that the *Stinchcombe* procedure takes precedence over the *Act* and cannot be replaced by the *Act*. However, such a position ignores the basic premise referred to by the Court in the *General Motors Acceptance* case, *supra* – that s. 4 was intended not to limit or reduce the rights of access existing at the time of proclamation but only to complement such existing rights. In this case, the Ministry is suggesting that rather than contemplating existing procedures, the *Act* is limited by the existing criminal law procedures. In my opinion, that runs contrary to the Court of Appeal's statement that there should be full disclosure unless information is exempted under clearly delineated statutory language. Accordingly, unless a specific exemption from disclosure is found in the *Act*, I would apply the general philosophy of full disclosure.

IPC Findings

In *Review Report 153-2015*, the University of Saskatchewan requested the Commissioner exercise the authority to dismiss a request for review, "and allow the normal course of exchanging documents to take place in due course, and pursuant to the many legal regimes [the applicant] has already engaged." The Commissioner found that the existence of other processes where the applicant may be able to obtain the record he was seeking did not replace the applicant's right to request access to records in the possession or control of the University of Saskatchewan. The Commissioner did not dismiss the request for review.

In *Review Report 150-2014*, the Commissioner considered subsection 4(a) in LA FOIP. The Commissioner noted that the City of Saskatoon was correct that there were processes through the court to gain access to records, however the process of accessing records in a court proceeding was independent of LA FOIP. Further, the Commissioner determined that subsection 4(a) of LA FOIP provided that LA FOIP complemented and did not replace existing procedures for obtaining access to information.

In *Investigation Report LA-2012-001*, the Commissioner considered a privacy complaint involving the publishing of employee salaries by the City of Moose Jaw in its annual public accounts. The City invoked subsections 4(a), 4(b), and 4(e) of LA FOIP for authority to publish the employee's salaries. The Commissioner determined that to successfully invoke subsection

4(a), 4(b), or 4(e) of LA FOIP, the City would have needed to show that the salary information of the employees had routinely been publicly available prior to the enactment of LA FOIP in 1993 and that this availability was lawful and had not been prohibited by statute. As the City had not demonstrated this, the Commissioner found that subsections 4(a), 4(b), and 4(e) of LA FOIP would not apply. Further, Commissioner Dickson found that subsection 4(a) was not engaged since what was at issue was an alleged breach of privacy and not a request for access to records.

In [Investigation Report LA-2005-003](#), the Commissioner considered a privacy complaint involving an individual who had applied to the City of Saskatoon for a building permit. The individual learned that personal information from the permit application form appeared to have been sold to contractors and suppliers. In support of this practice, the City invoked subsections 4(a) and 4(d) of LA FOIP. The City asserted that the personal information had been available for purchase via a Bylaw prior to LA FOIP coming into force on July 1, 1993. The Commissioner found that based on the material provided by the City that personal information disclosed by means of an external weekly building permit report was part of a practice of disclosure that existed prior to the proclamation of LA FOIP. As such, the Commissioner found that the City properly invoked subsection 4(a) and 4(b) of LA FOIP.

Subsection 4(b)

Existing rights preserved

4 This Act:

...

(b) does not in any way limit access to the type of information or records that is normally available to the public;

LA FOIP does not limit access to information or records that the public would normally have access to.

IPC Findings

In [Review Report 122-2014](#), the Commissioner considered the Village of Lebret's application of subsection 18(1)(c) of LA FOIP to deny access to records. The Commissioner determined that if the Village could rely on subsection 18(1)(c) of LA FOIP it would be preventing access to information that would normally be available to the public pursuant to subsection 117(1)(a) of *The Municipalities Act*. Further, this would be contrary to subsection 4(b) of LA FOIP.

Subsection 4(c)

Existing rights preserved

4 This Act:

...

(c) does not limit the information otherwise available by law to a party to litigation;

LA FOIP does not limit access to information otherwise available by law to parties to litigation.

Litigation is the process of carrying on a lawsuit.⁴⁹

It is relatively common for persons involved in a criminal or civil legal action to make an access to information request under LA FOIP for records relating to the case. Such requests should be processed like any other request.⁵⁰

It is also relatively common to have both discovery processes and access to information processes going on at the same time.⁵¹

Local authorities sometimes argue that applicants cannot get information or records because of subsection 4(c) of LA FOIP. However, this is incorrect. The disclosure process works parallel to LA FOIP. LA FOIP does not limit what would normally be made available through disclosure.

In *Evenson v Saskatchewan (Ministry of Justice)*, 2013 SKQB 296 (CanLII), Justice Gabrielson confirmed that disclosure should not be narrowed or broadened based upon procedures found in other processes:

[23] In accordance with the above comments, in my opinion, and even though in this case there has not been a judge's ruling in respect to the disclosure provided in the criminal proceedings, that does not mean that in other proceedings there could not be a conflict between disclosure provided pursuant to the principles set out in *R. v. Stinchcombe* and the disclosure sought under the Act. They are two separate processes and for two separate purposes. Accordingly, in my opinion, a court should consider only the Act and the jurisprudence guiding its interpretation and not narrow or broaden the scope of the disclosure required by the Act based upon the procedure found in other processes such as the *Stinchcombe* disclosure process.

⁴⁹ Garner, Bryan A., 2009. *Black's Law Dictionary, Deluxe 10th Edition*. St. Paul, Minn.: West Group at p. 1075.

⁵⁰ Service Alberta, *FOIP Guidelines and Practices: 2009 Edition*, Chapter 1 at p. 5.

⁵¹ Service Alberta, *FOIP Guidelines and Practices: 2009 Edition*, Chapter 1 at p. 6.

IPC Findings

In [Review Report 145-2015](#), the Commissioner considered SaskPower's application of subsection 15(1)(d) of *The Freedom of Information and Protection of Privacy Act* (FOIP) to deny access to an investigation report. SaskPower argued that "disclosure of the Investigation Report is likely to occur once proceedings have been commenced..." The Commissioner determined that discovery and disclosure provisions of the [Rules of the Court of Queen's Bench of Saskatchewan](#) operate independent of any process under FOIP. Further, that subsection 4(c) of FOIP established that FOIP did not limit access to information otherwise available by law to parties to litigation.

Subsection 4(d)

Existing rights preserved

4 This Act:

...

(d) does not affect the power of any court or tribunal to compel a witness to testify or to compel the production of documents;

LA FOIP does not override the power of any court or tribunal to compel a witness to testify or to compel the production of documents.

Tribunal is a body or person that exercises a judicial or quasi-judicial function outside the regular court system.⁵²

Subsection 4(e)

Existing rights preserved

4 This Act:

...

(e) does not prevent access to a registry operated by a local authority where access to the registry is normally allowed to the public;

⁵² British Columbia Government Services, *FOIPPA Policy Definitions* at <https://www2.gov.bc.ca/gov/content/governments/services-for-government/policies-procedures/foippa-manual/policy-definitions>. Accessed April 23, 2020.

LA FOIP does not prevent access to a registry operated by a local authority where access to the registry is normally allowed to the public.

A **registry** means a book authorized or recognized by law, kept for recording or registration of facts or documents.⁵³

⁵³ Originated from Campbell Black, Henry, 1990. *Black's Law Dictionary, 6th Edition*. St. Paul, Minn.: West Group. Adopted by AB IPC in Order 2001-029 at [22]. See also Service Alberta, *FOIP Guidelines and Practice: 2009 Edition*, Chapter 1, p. 14.



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