

GUIDELINES FOR IMPLEMENTING A PRIVACY MANAGEMENT PROGRAM

For Privacy Accountability in Manitoba's Public Sector

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INTRODUCTION

Accountable Privacy Management

This document provides step-by-step guidance for public bodies and trustees on how to implement an effective and accountable privacy management program. Accountability in relation to privacy means accepting and demonstrating responsibility for the protection of personal information and/or personal health information. This includes having policies, procedures and practices in place that comply with the Freedom of Information and Protection of Privacy Act (FIPPA) and the Personal Health Information Act (PHIA). Also, some public bodies and trustees may be subject to other laws with privacy requirements involving personal and personal health information. A privacy management program ensures that privacy is built into all initiatives, programs or services.

Manitobans entrust public bodies and trustees (organizations) with their information, including highly sensitive information, in order to receive services, programs and benefits. Responsible management of that information is critical for building and maintaining the trust and confidence of citizens. Transparency about an organization's measures to protect personal and personal health information is important and the public should have access to meaningful information about the privacy management program.

Having a privacy management program assists organizations in meeting their legislated privacy obligations. Our office will apply these guidelines in our privacy investigations in looking for indications of accountable privacy management.

In order to remain practical and effective, privacy management programs need to adapt to keep current with changes in services, administrative structures and applicable legislation. Organizations need to review and revise their privacy management programs on an ongoing basis. Privacy management should become part of an organization's routine operational tasks.

Organizations vary in size, mandate and functions, and the volume, type and sensitivity of personal and personal health information they collect and what they do with it, varies widely. Accordingly, privacy management programs must be developed and adapted for the unique needs of the organization.

This document provides a scalable framework that can be used by all organizations to implement a privacy management program, which includes the following components:

- A. Organizational commitment**
- B. Program controls**
- C. Ongoing assessment and revision**

Getting Started: Steps for Setting up a Privacy Management Program

Prior to designing a privacy management program, an organization should first assess its existing approaches to privacy compliance. This will enable the organization to identify gaps and develop an action plan to implement any elements of a privacy management program that are missing. The appendix, Privacy Management Program at a Glance, outlines the components of a privacy management program and is intended to assist in the privacy program assessment process.

The following are steps to consider in conducting an assessment and implementing a program:

1. Appoint a lead person with sufficient privacy knowledge and authority to assess compliance with privacy requirements in FIPPA and/or PHIA and review and document existing approaches to managing privacy (this could be the privacy officer, or access and privacy officer or coordinator).
2. Ensure there is oversight of the privacy program assessment process by senior management, through the lead person.
3. Depending on the size of the organization and complexity of the information systems, the lead person may need to establish a working group or committee to carry out the assessment.
4. To the extent necessary, involve information/records management, information technology (IT), information security, risk management, internal audit and human resources personnel.
5. If necessary, obtain outside privacy expertise.
6. Obtain and document information to assess compliance, including through staff interviews, file reviews, IT system reviews and policy reviews.
7. Provide progress updates to senior management and include any identified compliance issues.
8. Provide a final report of all findings to senior management that includes an assessment of compliance with FIPPA and/or PHIA's requirements and identification of missing or inadequate elements of a privacy management program.
9. Take any other steps that might assist the organization in documenting its current state of compliance, identifying the gaps and determining the way forward.
10. Develop an action plan to address any identified gaps in the privacy management program.

A. ORGANIZATIONAL COMMITMENT

Organizational commitment to privacy is the foundation that supports a privacy management program. Commitment can be demonstrated by prioritizing compliance with FIPPA and/or PHIA and fostering a privacy-respectful culture. It also involves ensuring accountability for the protection and responsible management of personal and personal health information.

Organizational commitment involves:

- 1. Demonstrating senior management commitment and support**
- 2. Designating and empowering a privacy officer**
- 3. Establishing compliance reporting mechanisms**

1. Demonstrate senior management commitment and support

Senior management commitment and support is key to a successful privacy management program. Senior management should endorse the program controls, support the role of the privacy officer and provide necessary resources to effectively operate a privacy management program. It is important to have processes in place to ensure that senior management is kept informed about the organization's privacy compliance.

2. Designate and empower a privacy officer

It is essential that someone is designated to be responsible for the organization's privacy compliance and practices, and this would include responsibility for the management and direction of the privacy management program.

Adequacy of resources is important. In some organizations, the person responsible for privacy may also be responsible for access to information or other duties. In larger organizations, additional staff may be required to support the work of the privacy officer, and this may involve establishing a privacy office, or access and privacy office.

Each organization should assess the resources needed to ensure legislative compliance and good practice. This can be done as part of the initial assessment and design of the privacy management program, with appropriate resources and staff being dedicated to carrying it out once the program is approved for implementation.

The person to whom the "head" under FIPPA has delegated responsibility would be responsible for ensuring compliance with FIPPA. The delegated person may also be responsible for compliance with PHIA with respect to personal health information. Under PHIA, health-care facilities and health services agencies must appoint a privacy officer.

The role of the privacy officer (or access and privacy officer/coordinator) would generally include:

- establishing and implementing program controls, including creating privacy policies and procedures, as well as designing and implementing employee training
- ongoing assessment and revision of program controls
- representing the organization in the event of an investigation by Manitoba Ombudsman
- demonstrating leadership within the organization in creating and maintaining the desired culture of privacy

The role of the privacy officer should be clearly communicated throughout the organization and supported by senior management.

3. Establish compliance reporting mechanisms

A privacy management program needs to incorporate different types of reporting mechanisms that are reflected within its program controls. This will ensure that the privacy officer and senior management are informed, on a regular basis, whether the privacy management program is functioning as expected, and if not, of the proposed fixes.

A key compliance reporting mechanism is an internal review or audit process. Some form of review or audit should be established to monitor and report on compliance with the organization's privacy policies and procedures. A review or audit may also be triggered by a breach. The results of reviews or audits should be reported to senior management.

Another type of reporting relates to situations when privacy issues need to be escalated, such as when there is a privacy breach or complaint from a citizen. Escalation means involving people with relevant responsibility within the organization and ensuring that the needed staff are included in the resolution of the issue. Establishing employee reporting procedures ensures that these situations are reported to the privacy officer, who may request assistance from senior management as required. In larger organizations this may include involving IT professionals, security experts, information managers, legal advisors and communication advisors.

B. PROGRAM CONTROLS

Program controls help ensure that requirements of FIPPA and/or PHIA are implemented throughout the organization.

Program controls should include the following:

- 1. Inventory of personal information and/or personal health information**
- 2. Policies**
- 3. Breach management response procedures**
- 4. Training**
- 5. Privacy and security risk assessment tools**
- 6. Service provider management, information manager and research agreements**
- 7. Transparent communication with individuals**

1. Inventory of personal information and/or personal health information

Every aspect of a sound and effective privacy management program begins with examining the types of personal information and/or personal health information the organization holds as well as how it handles this information. Determining the nature of the information that an organization is collecting, using, disclosing and retaining, and the purposes for those activities, is essential for ensuring compliance with FIPPA and/or PHIA. For example, if an organization is not aware that it holds personal health information, it is unlikely that it is complying with some requirements under PHIA, which differ from FIPPA.

In preparing an inventory, it may be helpful to review records schedules or other documentation that describes the types of personal information and/or personal health information held by the organization (in its custody or under its control). Creation and maintenance of an inventory of personal information and/or personal health information enables an organization to assess its information handling practices in relation to FIPPA and/or PHIA. It also enables an organization to determine the risks associated with the information and implement appropriate administrative, technical and physical safeguards to protect the information.

An inventory should include a description of the following:

- the types of personal information and/or personal health information the organization holds (ex: names, home addresses and contact information of clients)
- the sensitivity of the information
- where the personal information and/or personal health information is held, both within the organization (ex: paper files in staff offices and electronic information in a database) and where it is held by third parties (including service providers)
- the purposes for which the information is collected, used and disclosed

2. Policies

Policies are an essential part of a privacy management program. Without written policies and procedures, an organization's compliance with FIPPA and/or PHIA will be ad hoc and potentially haphazard. Policies help employees to understand their privacy obligations and how to fulfill them.

Here are some key privacy issues that should be addressed through policies:

- 2.1 Requirements for notification of collection purposes and consent
- 2.2 Access to and correction of personal and/or personal health information
- 2.3 Retention and secure destruction of personal and/or personal health information
- 2.4 Administrative, technical and physical safeguards
- 2.5 Process for handling privacy-related complaints

Organizations should also incorporate privacy compliance requirements into other types of policies as appropriate; for example, in contract management policies and human resource policies.

The next section discusses each of the above key policies in more detail.

2.1 Requirements for notification of collection purposes and consent

It is important that employees understand the types and amount of personal and/or personal health information they may collect for authorized purposes. This not only ensures that the collection complies with FIPPA and/or PHIA, it also ensures that employees will be able to explain to individuals the reasons why the collection of information is necessary and obtain consent as appropriate.

A policy can help ensure that employees understand their obligations to notify individuals of collection purposes, as well as when and how to obtain consent from individuals. For example, a policy could indicate the information that employees must provide to individuals when collecting their information directly from them, in order to meet the requirements in FIPPA and/or PHIA. It can also indicate the ways in which this notification may be done, such as verbally or on forms that individuals fill out. A policy could also address the circumstances in which employees should obtain consent from individuals to collect their information from another source, or when consent is needed to authorize a use or disclosure of their information under FIPPA and/or PHIA, which has additional requirements relating to consent.

2.2 Access to and correction of personal and/or personal health information

Individuals, including the organization's staff, have rights under FIPPA and PHIA to request access to and correction of their own information. Employees can help individuals to exercise these rights by knowing what processes to follow. The best approach is to have policy about how access will be provided and how correction requests should be handled. This promotes consistency, quality and timeliness in decision making, in addition to compliance with FIPPA and PHIA.

Organizations need to be aware of the requirements in PHIA to inform individuals of their right of access to their own personal health information and how to exercise it, as well as their right to authorize another person to exercise that right of access. A policy can set out how the organization will meet the requirement under PHIA for this notice.

2.3 Retention and secure destruction of personal and/or personal health information

Retention and destruction policies are necessary for employees to ensure that personal and personal health information is not prematurely destroyed or kept indefinitely, and that it is destroyed in a secure manner when it is no longer needed.

FIPPA and PHIA set out requirements concerning a written policy on the retention of personal and personal health information. The acts do not specify how long the information should be kept and organizations should consider its operational, legal, financial, audit or archival reasons in determining appropriate retention periods. The secure method of destruction for personal and personal health information in both hardcopy and electronic formats should also be addressed by way of a policy.

A policy should detail the special procedures necessary to remove personal and personal health information from electronic devices before disposal. For example, an organization may have a specific policy to address the destruction of this information stored on copy and fax machines before disposing of them.

2.4 Administrative, technical and physical safeguards

Organizations must protect the personal and personal health information they hold by making reasonable security arrangements as required by FIPPA and PHIA. Policies should address what is required of employees in order to protect personal and personal health information during collection, use, disclosure and storage of the information. Also, a policy can address how employees should protect information when they take it from secure locations; for example, when they are taking the information to other work sites or working from home.

Determining what safeguards should be included in policies depends on a variety of factors, including the sensitivity of the information and whether the information is in hardcopy or electronic format. For example, a policy concerning information on an electronic system could inform staff about login requirements and passwords, as well as requirements to log out and not share passwords. Security arrangements can include locked file cabinets and offices, as well as what information can be stored on portable storage devices and a requirement to use encrypted devices.

2.5 Process for handling privacy-related complaints

Individuals have the right to challenge an organization's compliance with FIPPA and PHIA. Organizations should have a policy that outlines processes for staff to follow in the event that individuals wish to complain about the organization's personal or personal health information handling practices, including access and correction, as well as collection, use, disclosure or security of personal and personal health information.

In addition to having an internal privacy complaint process, organizations should also inform individuals of their right to make a complaint to the ombudsman and provide contact information for the ombudsman's office.

3. Breach management response procedures

When a breach involving personal information and/or personal health information occurs, it is important that organizations are prepared to respond immediately. This can only be done effectively if the organization has a policy that sets out procedures for managing breaches.

An organization should clearly assign responsibilities for managing a breach. These responsibilities include containing and mitigating the impact of the breach, as well as investigating the causes of the breach and ensuring the lessons learned are then incorporated into procedures, practices or employee training. This may require collaboration on the part of employees from different parts of the organization. The policy should explain the responsibilities for internal and external reporting of breaches.

A policy with procedures for managing breaches is an essential component of a privacy management program. With respect to personal health information, PHIA requires a written policy that includes procedures for the recording of security breaches and corrective procedures to address breaches.

For more guidance on privacy breach management, refer to our practice note *Key Steps in Responding to Privacy Breaches under FIPPA and PHIA*.

4. Training

Training is essential because in order for a privacy management program to be effective, employees must be actively engaged in privacy protection. An organization may have sound privacy controls in place such as policies, but if employees are not aware of them, the controls are of no real use. Employees will be able to better protect privacy when they are able to recognize and act on privacy issues as they arise.

All employees who may have indirect exposure to personal and/or personal health information should receive general privacy training. Employees who handle such information directly should receive additional training specifically tailored to their roles. The content of the training program should be periodically revisited and updated to reflect changes within the organization.

For an organization's training to be effective, it should:

- be mandatory for all new employees before they are exposed to or handle personal and/or personal health information, and periodically thereafter
- be tailored for the roles of employees who handle personal and/or personal health information
- cover the policies and procedures established by the organization
- be delivered in the most appropriate and effective manner, based on organizational needs

There are many ways in which training can be provided. Examples include mandatory training modules on an organization's intranet, small-group sessions, one-on-one training, or monthly newsletters. An organization should document its training processes and participation by employees.

With respect to personal health information, PHIA requires that each employee and agent of the trustee be provided with orientation and ongoing training about the trustee's policies and procedures. Additionally, a trustee must ensure that each employee signs a pledge of confidentiality that includes an acknowledgment that he/she is bound by the policies and procedures and is aware of the consequences of breaching them.

5. Privacy and security risk assessment tools

Conducting risk assessments is an important part of any privacy management program. Risks relating to personal and personal health information can evolve over time due to changes in practices, services, programs, technology or administrative structures. Proper use of risk assessment tools, such as privacy impact assessments (PIAs) and security threat and risk assessments, can help identify and repair associated problems, or prevent them from arising in the first place.

Risk assessments should be conducted for all new projects, services, programs or systems involving personal and/or personal health information, or when significant changes are made to existing ones. Organizations should develop procedures for completing risk assessments, and develop a review and approval process that involves the privacy officer in the early stages of planning. These procedures also should involve all relevant operational areas, including IT managers/staff where electronic information systems are involved.

For further information about conducting a PIA, see our *Privacy Impact Assessment Tool*.

6. Service provider management, information manager and research agreements

There are many kinds of service provider relationships that involve personal and personal health information, such as outsourcing of programs or contracting for specific services. A privacy management program should include procedures for ensuring compliance with FIPPA and PHIA with respect to service providers, including those that are "information managers."

A privacy management program should have procedures that involve the privacy officer in the organization's procurement and contracting processes that relate to services involving personal and/or personal health information.

Organizations should have procedures for dealing with requests for personal and/or personal health information from researchers. If personal or personal health information is to be disclosed to a researcher, both FIPPA and PHIA require certain conditions to be met, including a written agreement with the researcher.

FIPPA and PHIA have specific requirements when an organization shares personal or personal health information with an “information manager” that processes, stores or destroys the information for an organization, or provides information management or information technology services to the organization. Both acts require an organization to enter into a written agreement that provides for the protection of the personal or personal health information against such risks as unauthorized access, use, disclosure, destruction or alteration.

7. Transparent communication with individuals

Being accountable for privacy management includes transparency in communications with individuals concerning their personal and/or personal health information. A number of FIPPA and PHIA’s requirements involve communication between organizations and the individuals whose information they collect, use or disclose, including the organization’s own employees. These communications include giving notice about the collection of the information, seeking consent from individuals, responding to requests by individuals for access to their own information, and requests for correction of personal and personal health information.

Organizations should have procedures for informing individuals of their privacy rights and of the organization’s program controls, including policies. For example, an organization might decide to post its privacy policies online. PHIA has requirements for trustees to inform individuals of their right to access their own personal health information and how to do this, as well as the ability to authorize another person to exercise that right of access.

There should also be information available that informs individuals about the organization’s internal procedures for dealing with privacy complaints. Additionally, individuals who have privacy complaints should also be provided with information about their right to make a complaint under FIPPA and PHIA to the ombudsman.

All such communications with individuals should be in clear, understandable language and not simply a reiteration of the law. Transparency about an organization’s privacy policies, practices and compliance measures is part of its accountability as a public-sector organization and its accountability under FIPPA and PHIA.

C. ONGOING ASSESSMENT AND REVISION

An organization should monitor, assess and revise its privacy management program to be accountable for its privacy practices and to make sure its handling of personal and/or personal health information is in compliance with FIPPA and/or PHIA. This ensures that program controls can remain relevant and effective. Changes to services, technology, administrative structures and applicable legislation may require changes to the program controls.

For ongoing assessment and revision of the privacy management program, the privacy officer would:

- 1. Develop an oversight and review plan**
- 2. Assess and revise program controls**

1. Develop an oversight and review plan

The privacy officer should develop a plan to review the privacy management program periodically. The plan would set out a schedule of when policies and other program controls will be reviewed. With respect to personal health information, PHIA specifically requires an audit of security safeguards to be conducted at least every two years.

Certain circumstances may trigger a review of and revision to some program controls. For example, a privacy breach may trigger a need to revise a specific policy or provide training to staff to prevent similar breaches. However, it is advisable that all program controls be reviewed on an annual basis.

The plan should also include a documented assessment of any changes in the organization's operating environment. This will involve a review of any relevant changes in the organization's powers, duties or functions, statutory or policy framework, organizational or management structures, or operating programs or activities.

2. Assess and revise program controls

The effectiveness of program controls should be monitored, periodically reviewed and, where necessary, revised. With respect to personal health information maintained on an electronic information system, PHIA has specific requirements concerning audits of user activity to detect breaches.

Monitoring is an ongoing process and should address, at a minimum, the following questions:

- What are the latest privacy or security threats and risks?
- Are the program controls addressing new threats and reflecting lessons learned from any privacy breaches as well as the latest investigation findings or guidance of the ombudsman's office?
- Are new services being offered that involve increased or new collection, use or disclosure of personal and/or personal health information?
- Is training occurring, is it effective, and are policies and procedures being followed?

If problems are found, they should be documented and addressed by the appropriate staff, in collaboration with the privacy officer.

The privacy officer should review program controls regularly and at the very least:

- ensure that the inventory of personal information and/or personal health information is updated and that new collections, uses or disclosures of the information are identified and evaluated to ensure compliance with FIPPA and/or PHIA
- revise policies as needed following reviews or audits, in response to a breach or complaint, new guidance or best practices, or as the result of environmental scans
- review risk assessments to ensure that privacy and security risks relating to changes or new initiatives within the organization are identified and addressed
- review and modify training and communicate changes made to program controls
- review and adapt breach response procedures to implement best practices and lessons learned from post-breach reviews
- review and, where necessary, fine tune requirements in service provider contracts and information manager agreements
- update communications with individuals about privacy rights and the organization's privacy policies

CONCLUSION

Accountable organizations are able to demonstrate that they have a comprehensive privacy management program in place. As there is no one-size-fits all privacy management program, the scalable framework outlined in this document should be tailored to the size and mandate of the organization and the amount and nature of the personal information and/or personal health information it has in its custody or control.

It is hoped that the guidance in this document assists organizations in complying with FIPPA and PHIA, in implementing best practices and in demonstrating privacy accountability to Manitobans.

APPENDIX: PRIVACY MANAGEMENT PROGRAM AT A GLANCE

A. ORGANIZATIONAL COMMITMENT

1. Demonstrate senior management commitment and support

Senior management support is key to a successful privacy program and essential for a privacy-respectful culture. This includes:

- providing necessary resources to effectively operate a privacy management program
- endorsing the program controls
- monitoring the program and reviewing reports of compliance
- supporting the role of the privacy officer and fostering a culture of privacy within the organization

2. Designate and empower a privacy officer

The organization ensures that:

- a privacy officer is delegated responsibility for the organization's privacy compliance
- the role and responsibilities of the privacy officer are clearly identified and communicated throughout the organization

The privacy officer is empowered to:

- establish, implement, monitor and revise program controls
- ensure privacy protection is built into every major function involving the collection, use and disclosure of personal information and/or personal health information

3. Establish compliance reporting mechanisms

Reporting mechanisms should be established and reflected in the organization's program controls to ensure that:

- senior management is informed of the organization's compliance with policies and procedures, including through reports of audits or reviews, as well as informed of how the privacy management program is functioning
- employees know when, how and to whom to escalate privacy breaches and complaints from individuals in order to address them

B. PROGRAM CONTROLS

1. Inventory of personal information and/or personal health information

The organization's inventory of personal information and/or personal health information describes:

- the types of personal information and/or personal health information in its custody or control
- the sensitivity of the information
- where the information is held
- the purposes for which the information is collected, used and disclosed

2. Policies

Key privacy issues that should be addressed through policies:

- requirements for notification of collection purposes and consent
- access to and correction of personal and/or personal health information
- retention and secure destruction of personal and/or personal health information
- administrative, technical and physical safeguards
- process for handling privacy-related complaints

3. Breach management response procedures

Breach management preparedness includes:

- having a policy that outlines the procedures for the management of breaches
- identifying a person responsible for managing a breach
- defining the responsibilities for internal and external reporting of a breach

4. Training

Training should:

- be mandatory for all new employees before they are exposed to or handle personal and/or personal health information, and periodically thereafter
- be tailored for the roles of employees who handle personal and/or personal health information
- cover the policies and procedures established by the organization
- be delivered in the most appropriate and effective manner, based on organizational needs

5. Privacy and security risk assessment tools

Responsible assessment and management of risk involves:

- requiring an assessment of risks to personal and/or personal health information in new projects, services, programs or systems, or when significant changes are made to existing ones
- having processes in place to assess privacy and security risks, including the use of privacy impact assessments (PIAs) and security threat and risk assessments
- having procedures for a review and approval process that involves the privacy officer

6. Service provider management, information manager and research agreements

To provide for the protection of personal and/or personal health information when contracting with service providers and information managers, or when dealing with researchers:

- have standard clauses in contracts/agreements with service providers to ensure service provider compliance with privacy obligations
- ensure written agreements are in place that comply with FIPPA and/or PHIA with any “information manager”
- have procedures for dealing with requests from researchers and ensure written agreements are in place that comply with FIPPA and/or PHIA

7. Transparent communication with individuals

The organization's communications with individuals should:

- inform individuals of their information rights and how to exercise them
- notify of collection practices
- obtain consent where appropriate or necessary
- inform individuals about the organization's privacy policies
- inform individuals about the internal procedures for dealing with privacy complaints and the right of complaint to the ombudsman
- be in clear, understandable language and not simply a reiteration of the law

C. ONGOING ASSESSMENT AND REVISION

1. Develop an oversight and review plan

The privacy officer should develop an oversight and review plan on an annual basis that sets out how the officer will monitor and assess the effectiveness of the program controls.

2. Assess and revise program controls as necessary

The privacy officer should review program controls regularly and at the very least:

- ensure that the inventory of personal information and/or personal health information is updated and that new collections, uses or disclosures of the information are identified and evaluated to ensure compliance with FIPPA and/or PHIA
- revise policies as needed following reviews or audits, in response to a breach or complaint, new guidance or best practices, or as the result of environmental scans
- review risk assessments to ensure that privacy and security risks relating to changes or new initiatives within the organization are identified and addressed
- review and modify training and communicate changes made to program controls
- review and adapt breach response procedures to implement best practices and lessons learned from post-breach reviews
- review and, where necessary, fine tune requirements in service provider contracts and information manager agreements
- update communications with individuals about privacy rights and the organization's privacy policies

Acknowledgments

These guidelines are based on *Getting Accountability Right with a Privacy Management Program* published jointly by the Office of the Privacy Commissioner of Canada and the Offices of the Information and Privacy Commissioners (OIPC) for Alberta and British Columbia, as well as *Accountable Privacy Management in BC's Public Sector* by the OIPC for British Columbia and the OIPC for Nova Scotia's *Privacy Management Program* publications.

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