

## Freedom of Information Act 2000 (Section 50)

### Decision Notice

Date: 3 December 2009

**Public Authority:** British Broadcasting Corporation  
**Address:** 2252 White City  
201 Wood Lane  
London  
W12 7TS

### Summary

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The complainant made an information request to the British Broadcasting Corporation (the "BBC") for information about the maternity/paternity pay that it had incurred in the four years prior to the request. The BBC withheld the requested information, claiming that it was outside the scope of the Freedom of Information Act ("the Act") because it was held for the purposes of journalism, art or literature. The Commissioner is satisfied that the information in question was held to a significant extent for the purpose of journalism, art or literature. Therefore the BBC was not obliged to comply with Parts I to V of the Act.

### The Commissioner's Role

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1. The Commissioner's duty is to decide whether the BBC has complied with its duties under the Freedom of Information Act 2000 (the "Act"). This Notice sets out his decision.

### The Request

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2. On 22 July 2009 the complainant requested the following information:

*"Please can you reveal the total amount of maternity pay/paternity pay (that has fallen to the BBC to pick up the bill) for the last four years in relation to the female presenters at BBC National Radio (i.e Radios 1, 2, 3, 4, 5 Live, 6Music and 7) and the male presenters at BBC National Radio whose partners or spouses have given birth. Please also provide separate overall totals for maternity pay and separate total figure for paternity pay (i.e. the four year period).*

*If possible, please also provide a breakdown into yearly amounts/half-yearly amounts. i.e.. the four years starts on 1 July 2005 and ends 30 June 2009. The periods are 1 July 2005-31 December 2005 (inclusive) i.e. six months, calendar years of 2006, 2007 and 2008, and 1 January 2009 to 30 June 2009 (six months again). The "calendar years" may be provided either by total for the year or two figures for each half of the year (six months each). Hope this is clear.*

*"Presenters" - obviously someone is still classed as a presenter even for the period they are on maternity/paternity leave as well as the period during which they are continuing their employment by presenting.*

*The figures sought are global ones in relation to "BBC National Radio" (as defined) as a whole, and not for each individual station.*

*Is there any figure or any figures that can be obtained regarding the amount spent on maternity or paternity pay compared to what the BBC would have paid if it had paid the usual salary of the employees. E.g. of those who have been on maternity etc. leave, could you, having obtained the figures of the maternity etc. pay from human resources (or wherever), find out which people were on such leave and calculate obtain their salary figures for the period that each was on leave and then disclose the aggregate salary figure (i.e. taking their annual salary and pro rata calculating X days on maternity leave/365 x salary for each leave person and totalling the figures for all leave people and disclosing the total that would estimate what would have been paid if they had been working and not on paternity or maternity leave. The total can cover both "maternity and paternity" combined - if not possible to do for four years, could you use the period 1 July 2008 to 30 June 2009 inclusive on this part of the request)."*

3. On 7 August 2009 the BBC responded by stating that it was withholding the requested information as it did not consider it was covered by the Act. The BBC went on to state that even if the information was covered by the Act, it would be exempt from disclosure under section 40(2). The reason given was that the requested information was personal information and to disclose it would breach the first Principle of the Data Protection Act.
4. The complainant requested an internal review on 7 Aug 2009 but subsequently acknowledged that the BBC had previously clarified that it did not offer a review when the requested information was derogated from the Act.

## The Investigation

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### Scope of the case

5. On 8 August 2009 the complainant contacted the Commissioner to complain about the way his request for information had been handled. He specifically asked the Commissioner to consider the following points:
  - That the information he had requested was clearly held for human resources purposes whether or not it was held for the derogated purposes

- That the application of section 40(2) was incorrect as the complainant had not requested the names of individuals
- That the fact that the BBC published financial information was irrelevant as the Act allows members of the public to request previously unpublished financial information in order to seek greater transparency

## Chronology

6. Having reviewed the request and the correspondence supplied by the complainant, the Commissioner decided that it was not necessary to contact the BBC for further information or arguments regarding its handling of the request.
7. On 2 October 2009 the High Court handed down its judgments in relation to two appeals it had heard involving the application of the derogation by the BBC. Both judgments found in favour of the BBC. The Commissioner applied the findings of the two judgments to the facts of this case.
8. The High Court decisions are binding on the Commissioner. Having applied the findings to the case the Commissioner invited the complainant to withdraw his complaint on the basis that he was satisfied that the requested information was derogated. The complainant declined to do so and asked the Commissioner to issue a decision notice.

## Analysis

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### Substantive Procedural Matters

#### Jurisdiction

9. Section 3 of the Act states:

“3. – (1) In this Act “public authority” means –  
(b).... any body...which –  
(i) is listed in Schedule 1.....”

The entry in relation to the BBC at Schedule 1, Part VI reads:

“The British Broadcasting Corporation, in respect of information held for purposes other than those of journalism, art or literature”

Section 7 of the Act states:

“7. – (1) Where a public authority is listed in Schedule 1 only in relation to information of a specified description, nothing in Parts I to V of this Act applies to any other information held by the authority”.

The BBC has argued that the construction of sections 3, 7 and Schedule 1 means that the BBC is not a public authority where it holds the requested information for

the purposes of journalism, art or literature. Consequently, the Commissioner would not have jurisdiction to issue a decision notice given the wording of section 50.

10. This issue has been considered by the House of Lords in the case of *Sugar v BBC*<sup>1</sup>. By a majority of 3:2, the Lords found in favour of the Appellant, Mr Sugar, in concluding that the Commissioner does have jurisdiction to issue decision notices regardless of whether the information that has been requested is derogated. The Commissioner adopts the reasoning set out by Lord Hope at paragraphs 54 and 55 where he said:

*“54. Section 7(1) says that where a public authority is listed in Schedule 1 only in relation to information of a specified description, nothing in Parts I to V of the Act applies to any other information held by the authority. What it does not say is that, in that case, the authority is a hybrid – a “public authority” within the meaning of the Act for some of the information that it holds and not a “public authority” for the rest. The technique which it uses is a different one. Taking the words of the subsection exactly as one finds them, what it says is that nothing in Parts I to V of the Act applies to any other “information” held by “the authority”. This approach indicates that, despite the qualification that appears against its name in Schedule 1, the body is a public authority within the meaning of the Act for all its purposes. That, in effect, is what section 3(1) of the Act provides when it says what “public authority” means “in this Act”. The exception in section 7(1) does not qualify the meaning of “public authority” in section 3(1). It is directed to the information that the authority holds on the assumption that, but for its provisions, Parts I to V would apply because the holder of the information is a public authority.”*

*55. ....The question whether or not Parts I to V apply to the information to which the person making the request under section 1(1) seeks access depends on the way the public authority is listed. If its listing is unqualified, Parts I to V apply to all the information that it holds. If it is listed only in relation to information of a specified description, only information that falls within the specified description is subject to the right of access that Part I provides. But it is nevertheless, for all the purposes of the Act, a public authority”.*

11. Therefore, the Commissioner has jurisdiction to issue a decision notice on the grounds that the BBC remains a public authority. Where the information is derogated, the Commissioner considers that the BBC has no obligations to comply with Parts I to V in respect of that information.
12. The Commissioner will first determine whether the request is for information held for the purposes of journalism, art or literature and if therefore the BBC is required to comply with Parts I to V in respect of the request.

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<sup>1</sup> *Sugar v BBC* [2009] UKHL 9

## Derogation

13. The scope of the derogation has been considered by the High Court in the cases of the BBC v Steven Sugar and the Information Commissioner [EW2349]<sup>2</sup> and the BBC v the Information Commissioner [EW2348].<sup>3</sup> In both decisions Mr Justice Irwin stated:

*“My conclusion is that the words in the Schedule mean the BBC has no obligation to disclose information which they hold to any significant extent for the purposes of journalism, art or literature, whether or not the information is also held for other purposes. The words do not mean that the information is disclosable if it is held for purposes distinct from journalism, art or literature, whilst it is also held to any significant extent for those purposes. If the information is held for mixed purposes, including to any significant extent the purposes listed in the Schedule or one of them, then the information is not disclosable.” (para 65 EA2349 and para 73 EW2348).*

14. The Commissioner interprets the phrase “to any significant extent”, when taken in the context of the judgment as a whole, to mean that where the requested information is held to a more than trivial or insignificant extent for journalistic, artistic or literary purposes the BBC will not be obliged to comply with Parts I to V of the Act. This is the case even if the information is also held for other purposes.
15. For completeness, the Commissioner considers that where information is held for non-journalistic/artistic/literary purposes and is only held to a trivial or insignificant extent for the purposes listed in Schedule 1, then the BBC will be obliged to comply with its obligations under Parts I to V of the Act.
16. Thus, provided there is a relationship between the information and one of the purposes listed in Schedule 1, then the information is derogated. This approach is supported by Mr Justice Irwin’s comments on the relationship between operational information, such as programme costs and budgets, and creative output:

*“It seems to me difficult to say that information held for ‘operational’ purposes is not held for the ‘purposes of journalism, art or literature.’” (para 87 EW2348)*

17. The information relevant to the request need not be journalistic, artistic or literary material itself. As explained above all that needs to be established is whether the requested information is held to any significant extent for one or more of the derogated purposes of art, literature or journalism.
18. The two High Court decisions referred to above related to information falling within the following categories:

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<sup>2</sup> BBC v Steven Sugar & The Information Commissioner [2009] EWHC 2349 (Admin)

<sup>3</sup> BBC v The Information Commissioner [2009] EWHC 2348 (Admin)

- Salaries of presenters / talent
- Total staff costs of programmes
- Programme budgets
- Programme costs
- Payments to other production companies for programmes
- Payments to secure coverage of sporting events and other events
- Content of programmes / coverage of issues within programmes

In relation to all of the above Mr Justice Irwin found that the information was held for operational purposes related to programme content and therefore to a significant extent for the purposes of journalism, art or literature.

19. The Commissioner recognises that the High Court cases did not specifically consider information related to the maternity or paternity pay of BBC presenters. However it did consider information about presenters' salaries and concluded that it was derogated. In the Commissioner's view as maternity and paternity pay is part of a presenter's overall salary package it follows that the information sought by the complainant is similarly derogated. The information requested is operational information, in that it is part of the talent cost of the presenters and in turn it has a relationship to the BBC's creative output.
20. In view of the above, whilst the Commissioner acknowledges that maternity and paternity figures may be held for non derogated purposes this does not fundamentally alter the fact that they continue to be held to a significant extent for the purpose of journalism, art or literature and therefore the BBC was not obliged to comply with Parts I to V of the Act. In view of this conclusion it has not been necessary for the Commissioner to go on to consider the exemption in section 40(2).

## The Decision

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21. The Commissioner's decision is that as the request is for information held to a significant extent for the purposes of journalism, art or literature the BBC was not obliged to comply with Part I to V of the Act in this case.

## Steps Required

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22. The Commissioner requires no steps to be taken.

## Right of Appeal

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23. Either party has the right to appeal against this Decision Notice to the Information Tribunal. Information about the appeals process may be obtained from:

Information Tribunal  
Arnhem House Support Centre  
PO Box 6987  
Leicester  
LE1 6ZX

Tel: 0845 600 0877  
Fax: 0116 249 4253  
Email: [informationtribunal@tribunals.gsi.gov.uk](mailto:informationtribunal@tribunals.gsi.gov.uk).  
Website: [www.informationtribunal.gov.uk](http://www.informationtribunal.gov.uk)

If you wish to appeal against a decision notice, you can obtain information on how to appeal along with the relevant forms from the Information Tribunal website.

Any Notice of Appeal should be served on the Tribunal within 28 calendar days of the date on which this Decision Notice is served.

**Dated the 3<sup>rd</sup> day of December 2009**

**Signed .....**

**Jo Pedder  
Senior Policy Manager**

**Information Commissioner's Office  
Wycliffe House  
Water Lane  
Wilmslow  
Cheshire  
SK9 5AF**

## Legal Annex

### General Right of Access

**Section 1(1)** provides that -

“Any person making a request for information to a public authority is entitled –

(a) to be informed in writing by the public authority whether it holds information of the description specified in the request, and

(b) if that is the case, to have that information communicated to him.”

**Section 1(2)** provides that -

“Subsection (1) has the effect subject to the following provisions of this section and to the provisions of sections 2, 9, 12 and 14.”

**Section 1(3)** provides that –

“Where a public authority –

(a) reasonably requires further information in order to identify and locate the information requested, and

(b) has informed the applicant of that requirement,

the authority is not obliged to comply with subsection (1) unless it is supplied with that further information.”

**Section 1(4)** provides that –

“The information –

(a) in respect of which the applicant is to be informed under subsection (1)(a), or

(b) which is to be communicated under subsection (1)(b),

is the information in question held at the time when the request is received, except that account may be taken of any amendment or deletion made between that time and the time when the information is to be communicated under subsection (1)(b), being an amendment or deletion that would have been made regardless of the receipt of the request.”

**Section 1(5)** provides that –

“A public authority is to be taken to have complied with subsection (1)(a) in relation to any information if it has communicated the information to the applicant in accordance with subsection (1)(b).”

**Section 1(6)** provides that –

“In this Act, the duty of a public authority to comply with subsection (1)(a) is referred to as “the duty to confirm or deny”.”