Views on PDPB 2019 by ASIFMA and SIFMA

Comments by Naavi of www.naavi.org

The Asian Securities Industry & Financial markets Association (ASIFMA) and Securities Industry & Financial Markets Association (SIFMA) has submitted a comment on the draft of the Personal Data Protection Bill 2019 (PDPB 2019), to the Joint Parliamentary Committee, a copy of which has been made available on their website (https://www.asifma.org/wp-content/uploads/2020/03/asifma-response-to-india-parliament-consultation-on-personal-data-protection-bill-2019-20200221.pdf)

I give below my point by point comment on the recommendations.

SI No/Section Reference	Comment of ASIFMA	Remarks
1.General	In general, we have a number of broad key concerns relating to: • PDPB focusing on technology prescriptive means to address privacy and security when the ability to transmit data is so fundamental to enabling a healthy, secure financial system and when alternatives to data localisation exist for achieving the same policy objective and are being deployed in other leading jurisdictions, including in Asia Pacific; • The scope of the draft law being so broad in terms of the sectors covered, particularly in light of existing policy and regulation to which the financial industry is subjected to in order to protect customer privacy and data integrity, as well as covering data principals who are not Indian citizens or residents; and • The draft Bill's blanket requirement to provide notice and seek consent from data principals, which in is unworkable in a modern financial context, for example when firms are dealing with multiple entities including institutions, corporations and trusts where there is no direct relationship with underlying representatives.	Whether Privacy is a right to be protected or not and whether such protection would hurt the Financial markets should have been considered before the activists took up objection to Aadhaar in the Indian Supreme Court. If this has to be again raised as an objection, the forum is a review petition in Supreme Court to declare that Privacy is not a right to be recognized. At present the decision of the Supreme Court is binding on the Government and the law to protect "Information Privacy" is mandatory. The Government has proposed the PDPB 2019 and we need to work with it. The scope has to be wide since it is not a sector specific law and applies to the handling of personal information by the industry. Whether Notice or Consent or any other provision, it is the duty of the industry to respect the law and proceed. ASIFMA needs to study the Bill and understand the provisions of obtaining

2.Commencement	Due to the complex nature of the issues covered in the PDBP and the technical challenges implementation will present to stakeholders, we recommend that a transition period of three years (from the date final rules and regulations are notified after PDPB is enacted into law) be incorporated into the Transitional Provisions (such as Section 97 of the previous version of the PDBP2018).	consent in different manner when data is collected directly or indirectly. It is hypocritical to object to Indian legislation while ASIFMA has no such objection for GDPR or PDPA 2012 (Singapore) Bill provides for introducing the Bill in phases. 3 years' time sought is arbitrary Even GDPR gave 2 years' time only. ASIFMA is open to start its compliance program from today to avoid any late rush since the broad contours of the legislation is already known. Legally PDPA (the Act when passed) is a continuation of the "Reasonable Security Practice under Section 43A of Information Technology Act 2000" and is already part of the required due diligence by all organizations which collect the sensitive personal information as defined in ITA 2000. There can be a phased introduction which need not go beyond 9-12 months, taking into account the administrative requirements of setting up the DPA and formulating the necessary regulations.
Section 2A: Application of Act to Processing of Personal Data	We are concerned about the expansive scope of PDPB. The scope of the PDPB appears to cover all data collected or processed in India and the offering of goods and services to individuals throughout India, including Data Principals who are non-Indian citizens, non-Indian residents and tourists. We are concerned about this expansive scope of the PDPB as it would likely apply to activities that involve not only data collected in India, but also data processed by many large and small entities inside India that originated from outside controllers and data fiduciaries. This is	The general approach is similar to what has been used in GDPR. There are exemptions for processing of personal data of foreign citizens processed in India through an administrative application. ASIFMA is comfortable with the expansive coverage of GDPR but not of PDPB. GDPR is applicable to personal data collected in EU

important for data fiduciaries covered under the PDPB, which are already GDPR compliant and processing EU data. We propose that the definition of personal data be clearly confined to Data Principals who are citizens and residents of India. Firms that are data fiduciaries/controllers of personal data of foreign data subjects are already required to comply with foreign data protection laws elsewhere e.g. GDPR. Hence the Bill's expansive definition is unnecessary and sets up conflicting requirements. We clarification by the Government, the future Data Protection Authority (DPA) or sector specific regulators regarding these scope issues in order to understand how the requirements in the PDPB apply to our stakeholders and supports a robust, open business climate. A revised version of the bill should take into account that personal data received from non-Indian residents is already subject to privacy regulations of their home jurisdiction. The revised PDPB should consider and recognise personal data protected under foreign privacy laws/regulations and avoid duplicative overlay

related activities and not to India related activities. Hence the two are not overlapping.

If an organization is set up under Indian law, it has to abide by the Indian law whether it is processing the personal data of Indians or others, but the exemption provided under Section 37 enables notification of a processor if he is not processing the personal data of Indian citizens. This sort of exemption has not been contemplated under GDPR **ASIFMA** with which comfortable with.

There is no conflict as suggested.

Section 3: Definitions. (36) "Sensitive Personal Data"

We submit that the definition of SPD is too broad, and problematic. Section 3(36)(i) should not include financial data. Not all categories of financial data are always "sensitive", nor would loss of certain categories result in a real risk of "harm" (as defined in the PDPB) discrimination to the Data Principal. Information Technology - Reasonable security practices and procedures (IT RSPP) rules stipulate financial information such as bank account/credit card/debit card/other payment instrument details as SPD, and the criteria for SPD, which includes similar types of financial data and also passwords, could be resulting in an onerous and challenging requirement. We submit that the PDPB consider retaining the definition of SPD as in the IT RSPP rules & not add increased categories. We recommend against applying a blanket approach to classifying financial data as SPD. Financial data is significantly different from other data categories under this definition which largely relate to one's person such as their biometric data, genetic data, and sexual orientation, among others. Financial data results from, for example, the opening of a bank account,

Financial losses are the biggest concern of the community. Identity theft leading to such losses need to be prevented through stringent data protection measures.

Hence the contention that Financial Information has to be considered non sensitive is not a reasonable request. Harm based classification, legitimate interest declaration and filing of Privacy by design policy for approval provide enough measures to prevent non sensitive information within the category of financial and health information to be kept of out stringent regulation.

The concern is misplaced.

engaging in a financial transaction, purchasing an insurance policy. Similarly, not all health data should be considered sensitive. Examples of non-sensitive data such as height, weight, non-major ailments and medication information relating to such ailments, medical leave information should not be considered sensitive data. Other Examples of non-sensitive financial data include relationship with financial institution, type of policy, etc. EU GDPR and the Australia data privacy rules do not explicitly define SPD to include financial data. In addition, we note that the Bill allows the government to define additional categories of sensitive data creating uncertainty from a business perspective. We note that the EU GDPR uses an exhaustive list approach. Due to sector-specific regulations, it is unnecessary to include financial data in the definition of SPD

In relation to Section 7. (1) (c), we believe that

it is not practically feasible for the data

Section Obligations Data Fiduciary

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of

fiduciary to provide the Data Principal with the contact details of the data protection officer (DPO) at the point of collection of data. In the GDPR, for example, the controller or the processor publishes contact details of the data protection officer and communicates them to the supervisory authority. The Bill has introduced the concept of data fiduciary on the premise that the relationship between the individual and entities with whom the individual shares personal data is one that is based on a fundamental expectation of trust. The Government on 31 July 2017 constituted a "Committee of Experts on Data Protection" chaired by Justice B.N. Srikrishna. Committee examined issues on data protection and submitted its Report on 27 July 2018, and noted "an individual expects her data to be used fairly and in a manner that fulfils her interest and is reasonably foreseeable. This is the hallmark of a fiduciary relationship and this translates to a duty of care to deal with such data fairly and responsibly expected by the Data Principals and makes such entities data fiduciaries." Across jurisdictions, data privacy

laws consider personal data as the 'property' of

the Data Principal or data subject. Accordingly,

the Data Principal continues to be the owner of

his/her data and in this regard, is offered with

wide variety of rights in order to protect and

If a notice of purpose etc can be provided to the data principal at the time of collection, there is no reason why the details of the DPO cannot be provided by making it part of the consent mechanism.

ASIFMA cannot dictate that India follows the laws as laid out elsewhere considering that "Personal Data is property" of the data principal/subject. This is inconsistent with the nature of personal data.

The Indian approach considering the Data Fiduciary as a "Trustee" is a master stroke in legislation which addresses many ills of fatigue", "Consent the ineffectiveness the of "Notice" due to illiteracy and other considerations, the "Inherent nature of data controllers to cheat the data subjects through complicated privacy policies" etc . This provision is now becoming the global standard and is already respect the ownership on such data. The PDPB moves away from this concept, however, and uses the term 'data fiduciary' denoting a fiduciary relationship between the Data Controller and Data Principal. Under Indian law, a fiduciary is a person to whom power or property is entrusted for the benefit of another. Considering this, the personal data continues to be the property of the Data Principal and the PDPB allows only the Data Principal to determine the use and purpose of such data and restricts the data fiduciary from using the data beyond the permitted scope, and the data fiduciary neither has the power nor authority to act 'for the benefit' of the Data Principal – in fact, the data fiduciary is under a duty to act ʻin accordance' with the instructions of the Data Principal. Consequently, the data fiduciary will not be discharging fiduciary obligations as understood in the context of Indian law. To treat the relationship between Data Principal and data fiduciary under the PDPB as a fiduciary relation is accordingly incorrect and inappropriate. We recommend removing the requirement for establishing a fiduciary relationship between the Data Principal and data controller/processor and an approach similar to global policymaking practice in this area be introduced, and that the Bill use the concept of 'data controller' in place of 'data fiduciary'.

being suggested in the laws of other countries.

ASIFMA is unable to understand and appreciate the value of calling the Data Controller as Data Fiduciary and their inability is regrettable.

Section 11: Processing of Personal Data on the Basis of Consent

Our members observe that clients are reluctant to sign complex documents. If negotiated on a case by-case basis, the components of the consent prescribed by Section 11 would make the process cumbersome and elongated, hampering business and subjecting financial institutions to demands which would compromise compliance with this section. When data is shared between two data fiduciaries, it is relevant for the PDPB to clarify on which data fiduciary the obligation of notice and consent requirements fall. A blanket requirement of providing notice and seeking consent from the Data Principals, when a data fiduciary is receiving information from another data fiduciary is impractical, especially, when dealing with institutions/ corporations/trusts where there is no direct relationship with the underlying representatives/Data Principal. For banks example, receive from

If the Right to Privacy is to be protected by an "Informed Consent", it is inevitable that members of ASIFMA do adopt a proper consent management system. If they can do so for GDPR, it is surprising that they cannot do so for the Indian law.

The concept of Data Fiduciary and the Consent additional manager are PDPB measures that provides to reduce the criticality of the "Informed Consent" instrument and introduce other measures to improve the "meeting of minds" between the data principal and the data

institutions/corporations/trusts, personal/sensitive personal data regarding employees, directors and other authorised representatives during the KYC process. This will pose logistical and practical challenges including administration, tracking and monitoring of notice and consent. Further, organisations collecting data from employees would in any event be subject to the provisions of the PDPB already and, therefore, the individuals' rights would already provided for. In comparison, Singapore's Personal Data Protection Act, 2012 permits data collected during employment to be shared and processed by the employer with another organisation during ordinary course of business for undertaking business transactions. The PDPB must consider and provide similar relaxations. Banks, for the purpose of complying with Anti-Money Laundering laws, investigating international fraud o undertaking audits are required to share data, including sensitive personal data, across Indian borders. We recommend acknowledgement from the Data Protection Authorities for an appropriate waiver of consent from Data Principal for such cases. We also note that it is difficult to rely on consent as a ground for processing in many instances if such consent is able to be withdrawn. For example, where processing is necessary for performance of a contract or to comply with laws (whether domestic or global), organisations will not be able to rely on consent in practice because they will be required to continue processing such personal data under other obligations, even if the consent is withdrawn. We therefore recommend that additional lawful grounds for processing are introduced as they have been in other laws (e.g. the GDPR) so that the use of consent is reserved for instances where it is appropriate.

fiduciary in obtaining the consent.

ASIFMA members appear to have not understood the principle of how consent is obtained by the Data Fiduciary who collects the personal data for a specific purpose and how a modified consent has to be obtained if the purpose is altered and the role of data processors who are only expected to follow the contractual terms with the data fiduciary.

In the instance of Banks receiving data from a Trust about its members, the Trust becomes the Data Fiduciary and the Bank a Data Processor.

The trust can also register itself as a "Consent manager" and absolve the Bank of its responsibilities to a significant extent.

Even the centralized eKyc system has been accommodated in the consent manager thought.

PDPB has enough relaxations for processing of personal data of employees, before recruitment, during employment and after termination.

Withdrawal of consent without proper reasons has also been taken into account and the data fiduciary can impose a cost on the data principal.

Additional lawful grounds left to the discretion of the data fiduciary is a recipe for fraudulent data fiduciaries to completely ignore the privacy provisions and should not be considered.

The system of Notice-Consent and declaration of intent etc in the Privacy By Design policy together provide a good framework for privacy protection through data protection and the Indian law scores over GDPR and other legislations in this respect.

ASIFMA has to accept that the Indian legislation is better for the data principals than the other laws which ASIFMA is comfortable with.

Section Contractual Necessity Ground Processing

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for

A separate ground of contractual necessity (also called "performance of a contract") should be included in the law as one of the bases for processing personal data. We recommend the below additional ground for processing of personal data without consent to be included in Section 12:

- Where processing is necessary for the performance of a contract, to which the Data Principal is party or in order to take steps at the request of the Data Principal prior to entering a contract;
- Where processing is necessary for compliance with a legal obligation to which the data fiduciary is subject; and
- Where processing is necessary for the performance of an activity carried out in the public interest or in the exercise of official authority vested in the data fiduciary.

We request that from ease of doing business, the provisions of the PDPB consider and make provision for the fact that many of the financial institutions and GSCs that could be in scope are multinationals that are already subject to GDPR, and deal with Indian data. For example: unlike GDPR, the PDPB does not mention "contractual necessity" as one of the legal bases for processing. This means the only option available to companies is to seek consent of the Data Principal for processing data, unless one of the narrow and situationbased lawful bases is available (e.g. legal compliance, medical emergency, employment).

Answered above. No need to consider a separate ground of contractual necessity except where the data principal is part of the contract.

Where the data principal is a party to the contract, consent is inbuilt into the contract.

Legal necessity and public interest is provided in the law elsewhere.

To reiterate, GDPR cannot be used as a shield to avoid PDPA.

ASIFMA has to understand

that GDPR covers EU citizen's data and PDPA covers Indian Citizen's data. GDPR is not a universal standard and a confirmation of an EU supervisory authority cannot be considered as overriding the Indian laws.

We are not living in the era of colonization where the order of the British Monarch was forced on Indians through military force. Today "Data sovereignty" is a recognized principal of Governance of any sovereign

Sec. 11. (4) of the bill states, "The provision of any goods or services or the quality thereof, or the performance of any contract, or the enjoyment of any legal right or claim, shall not be made conditional on the consent to the processing of any personal data not necessary for that purpose."

We submit to take out the word "not" from the text above, and the revised text should read as follows: "The provision of any goods or services or the quality thereof, or the performance of any contract, or the enjoyment of any legal right or claim, can be made conditional on the consent to the processing of any personal data necessary for that purpose." Now the text already provides contractual necessity as a bases for processing data.

nation and every time quoting "If we are GDPR Compliant, we should be exempted from PDPA" is an untenable argument.

They must also appreciate that "Non Discriminatory treatment of a data subject" if consent is refused either in full or partially is ingrained in all laws including GDPR or CCPA. There is no reason for India to provide a special exemption.

Section 13:
Processing of
Personal Data
Necessary for
Purposes Related
to Employment

As discussed above, it would appropriate in the context of an employment relationship to rely on consent for personal data processing, in particular because it may be difficult to demonstrate that it has been freely given and due to the fact that withdrawal of such consent would be deeply problematic in practice. However, the exemptions to the requirement for consent in Section 13 are currently not sufficiently broad to allow many business-critical processing activities that involve the processing of employee data. For example, consent should not be required for: 1) administration of the employment contract and/or relationship; or 2) defence of employment-related litigation; 3) appropriate business record keeping and management (e.g. transaction and communication data which necessarily often includes employee data). We therefore recommend Section 13 be expanded to include the following addition: "(e) any other activity relating to the performance of the employee's or the administration employment contract and/or relationship, both during the employment relationship and after its termination".

We also recommend the concept of employee be made broad enough to capture other types of workers, such as contractors, secondees or agency workers. The PDPB helpfully provides for processing by a data fiduciary, of personal data when necessary for purposes such as employment of data principals. In this regard,

Difficulty in obtaining explicit and free consent is not a reason to eliminate consent. All the concerns indicated have been addressed in PDPB. Consent exemption is given for non sensitive information at recruitment level or on termination. Exemption is given for fraud prevention and information security reasons. The employment contract should suffice other requirements.

An employee disputing a contract under "Undue Influence" or "Coercion" exists even now and will continue.

There is no reason to extend the definition of employees to the contractors because the contractor is anyway bound like a data processor. Section 13 says that any personal data that is not sensitive personal data, may be processed by a data fiduciary, if the processing is necessary for (a) recruitment, (b) termination of employment, (c) provision of any service or benefit, (d) verifying attendance; or (e) any other activity relating to the assessment of performance, where the consent of the data principal is either not appropriate having regard to the employment relationship, or would involve disproportionate effort on the part of the data fiduciary. However, given the definition of "sensitive personal data"5, the issue that arises from this exclusion is that it will not always be possible to categorically segregate between what is sensitive personal data or not in situations that associate with the described aspects that relate to employment, e.g., financial, health or biometric data, and thus this should be reconsidered as else, since personal data for the purposes referred to in Section 13 may often include aspects of sensitive data, this exception will potentially be largely defeated.

Section 14:
Processing of
Personal Data
Necessary for
Other Reasonable
Purposes

The examples of personal data necessary for other reasonable purposes would include but not be limited to personal data processed for employment purposes, including data necessary for hiring, managing, terminating and evaluating an employee and conducting any internal investigations (such as suspected non-compliance with laws and company policies); and personal data processed for conducting any investigation or proceedings, such as claims assessment.

For financial institutions such as banks in India, the minimum data (i.e. including personal and sensitive personal data) to be collected is already prescribed by the Reserve Bank of India (RBI) along with the associated purpose e.g. for Know Your Client (KYC). Therefore, collection of this data is necessary to comply RBI requirements.

In addition, financial institutions are subject to a broad range of non-domestic laws and regulations that govern the provision of financial services in a global environment. Hence, the test of reasonableness or public interest or the other provisions of this section should not apply to banks and financial institutions.

Sectoral regulations have to co-exist with the data protection regulations and the sectoral regulators must work along with the DPA to ensure that sector specific requirements are taken care of.

The ability to articulate legitimate interest and obtain concurrence of DPA through DPIA and Privacy by Design (PBD) policy provides the flexibility required in genuine cases.

Instead, an exception should be provided for banks and other financial institutions (as exempted entity types) or for the provision of financial services (as an exempted type of activity), which are regulated and are required by sectoral regulation or by applicable law to obtain and deal with such information. It is critical that this exemption be in effect when the Act comes into effect, to avoid business uncertainty.

Section 14(1)(b) refers to whether the data fiduciary can reasonably be expected to obtain the consent of the Data Principal as one of the factors to consider for establishing "reasonable purposes".

This is contradictory as consent does not need to be obtained for processing necessary for reasonable purposes.

We suggest that this is instead rephrased to reflect reasonable likelihood that the Data Principal would not object to such processing of their data.

We also suggest that it may be appropriate, in addition to "reasonable purposes" specified in regulations, to build in a mechanism by which data fiduciaries are able to process personal data for purposes of their legitimate interests or those of a third party, where consent cannot reasonably be obtained and where such interests are not overridden by those of the Data Principal.

This could be coupled with requirements to: 1) document the assessment of such interests (to ensure accountability); and 2) articulate such interests in notices provided to the Data Principal (for transparency).

This would bring the Act more in line with the approach taken in other laws (e.g. GDPR) and would relieve the Central Government and the Authority of the burden of prescribing an exhaustive list of "reasonable purposes", while allowing for oversight, where required, since the documented assessments could be inspected when necessary by the Authority. Section 14(2)(g) refers to processing of publicly available personal information as one of the "reasonable purposes". It should be separately addressed and made clear that such personal information in the public domain does not require consent since it does not relate to purpose or grounds for data processing.

Section 17 and 18: Rights to Confirmation and Access, Correction and Erasure The right of access granted to the Data Principal to seek information on the personal data with respect to its processing or can potentially be misused by the Data Principal.

The explicit consent taken from the Data Principal, at the time of collection of the personal data, providing the purpose, further distribution of the personal data etc. should suffice as a record for the Data Principal.

It is also important to note the logistical and regulatory challenge that the Right to Erasure raises for banks and other financial sector organisations. Unlike, the right to be forgotten, the right to erasure does not include a carve-out for retention of information for compliance with applicable law/regulations and may conflict with such an institution's retention policy based on the other domain regulatory requirements and the requirements of other applicable law.

Even if data fiduciaries are allowed to retain the personal data, there is a requirement for this information to be labelled as disputed which would then lead to question around the sanctity of the information retained itself.

Any right to erasure retained within the PDPB should have a carve-out for legal and regulatory obligations and address the sanctity of disputed information retained by data fiduciaries.

If Access, Correction and Erasure principles remain provided for in the Act, these should be limited to prevent abuse or misuse, such as providing for exceptions from such requests.

Such exceptions may include:

- Data used for investigations or proceedings;
- Opinion or evaluative data;
- Personal data which may reveal confidential commercial information;
- Where the burden or expense would be unreasonable and disproportionate to the interests of the individual; and
- Trivial, vexatious or frivolous requests. There should not be a need to provide justification to the Data Principal where the reason for providing for the above exceptions would be impinged. For example, if an organisation refuses to provide access to a Data Principal as the data requested for is relevant to an ongoing internal investigation of wrongdoing, providing such a justification may lead to the

Right to access is the first right of the data subject under GDPR. Not sure why ASIFMA is against this right. The legitimate rights of the Banks to retain any information is well protected by the sectoral regulations and the legitimate interest. The objection does not merit consideration.

Data Principal attempting to cover their tracks.

Section 19: Right to Data Portability

The right to data portability by Data Principals should be limited to data collected rather than broadly processed through automated means. It should be clarified that it does not create an obligation for firms to convert manually stored data to electronic formats to facilitate transfer. Also, the right for Data Principals to receive their personal data in 19(1)(1) should only for the purpose of confirming instructions for data porting requests so as not to create unnecessary burdens for firms.

Lacking a standardised format and mechanism for data sharing, technologies used by financial institutions on the one hand and by a Data Principal on the other will be different.

Data Fiduciaries will be required to install additional technology to convert processed data into a machine-readable format. We believe the term 'machine-readable format' needs a clear definition. There are also competitive issues which require laws to promote cross-sectoral data sharing. Further consultation with the industry is required before these obligations are implemented.

Further, we believe that the scope of this provision should not extend to "inferred data" or "derived data" which may attract technical complication and IP right issues. There are also compelling reasons which even suggest that this right be removed from the Act altogether:

- The security of personal data that is subject to a data portability request: Data portability requirements will increase the risk to the security of personal data given the different standards of security and levels of maturity between sending and receiving organisations. Organisations within specific industries collect certain types of data which may have a greater impact (e.g. identity theft or fraud risk) on data subjects should a data leak occur during the sending of such data pursuant to a data portability request;
- Potential avenue for unscrupulous organisations to obtain personal data without valid authorisation: Such organisations may promise incentives to data subjects without any intention to fulfil this promise, or they may use such personal data for purposes other than what has been notified. This may be

Right to portability including the profile created is again a standard practice world over. Trade secrets if any can be protected. Hence the objection does not merit consideration.

exacerbated by such organisations being based outside of PDPB's jurisdiction, which may make enforcement challenging; • Costs: Data portability obligations add substantial costs to comply with administer, and invariably some of these costs may be passed on to consumers who may not benefit materially from the data portability requirement; Curtailing Innovation: Data portability obligations may curtail investment in data analytics and innovation. It would be challenging to make a business case for the considerable investments needed for such projects when the benefit of such investment would be passed on to competing organisations which do not undertake such investments If data portability requirements are retained, they should be limited to personal data provided by the data subject. Organisations in certain industries like financial institutions are likely to hold data which consist of commercially sensitive and/or confidential information and which are ordinarily commingled with personal data. Also, the liability for any breach during or after the porting of data should be clearly demarcated between the sender and recipient. Section 20: Right We suggest that these obligations should not There is appropriate apply to collection of information by banks and to be Forgotten provision to refuse right to financial institutions because the KYC process is forget through an ongoing process. Further, customer data adjudication process which is such as financial history, credit history etc. is mandatory. Hence the essential to be maintained by banks for objection does not merit posterity and regulatory reporting, and we consideration. propose that GDPR should be followed on this. Section observed that the 21: We have "Consent Consent managers are data Managers" General definition, and role are not fiduciaries and detailed Conditions for the provided for in the Bill, and request it to be regulation is expected **Exercise of Rights** provided. It is likely that the provision for through DPA notification. in this Chapter consent managers, without strict regulation of This is a good provision such consent managers, might give rise to an which requires to be industry of unscrupulous companies whose retained. strategy would involve harassing legitimate It will prevent unscrupulous organisations with systematic frivolous and data fiduciaries from short vexatious requests for access, correction, changing the data principals. erasure and data portability requests. This might not benefit anyone while adding considerable cost and burden for organisations. Section 22(1)c requires that technology of a The DPA will set suitable Section 22: Privacy

by Design

commercially accepted or certified standard be used to process personal information. To truly ensure privacy protection, we recommend PDPB follow and adopt technology-neutral and outcome-focused privacy principles, and allow data fiduciaries the flexibility to choose technologies and protections appropriate to specific risks and also enable continued innovation and competitiveness in light of a very dynamic and fast evolving technology landscape.

The mandatory requirement for a data fiduciary to submit its privacy by design policy to the DPA for approval will have the potential of creating a logistical challenge for both data fiduciaries and the DPA, with the DPA being inundated with a multitude of such documents. We suggest that the requirement to have the policy approved by the DPA be applied on a case-by-case basis where there is high level of risk to Data Principals.

Further technical aspects of this policy may be proprietary to each data fiduciary or contain confidential information and accordingly publishing the same may not appropriate or feasible. The policy along with the certificate provided by the DPA can be published on the website of the data fiduciary. Further, since banks are intensively regulated and subjected to regular inspections by the sectoral regulator, it should be considered whether banks, and any similarly placed financial institutions, should be excluded from the purview of application of such provisions.

norms to ensure that greater focus would be given to those data fiduciaries who may carry higher risk in the processing.

The need for the management of a data fiduciary to commit itself to a written policy submitted to the DPA is an excellent system to ensure that Data Fiduciaries actually take efforts to think through their processing.

It will also hold the management responsible for a future audit and penalization if there is a deliberate breach of the commitment.

The current process is similar to companies raising public money being required to file a prospectus. Here, Companies intending to collect personal information from the public are required to issue a "Data Prospectus" in the form of the Privacy by Design policy.

Section 25: Reporting of Personal Data Breaches

Section 25 requires every data fiduciary to notify the DPA about any data breaches likely to cause harm to any Data Principal.

Section 3(20) defines harm, which includes "(viii) any denial or withdrawal of a service, benefit or good resulting from an evaluative decision about the data principal", which is distinct from "significant harm" defined under Section 3(38). Under Section 25, the notification threshold appears to be very low, as all breaches with any likelihood of harm will require to be notified to the DPA. This may result in the DPA being inundated with a high volume low risk data breaches and create both delays and excessive operational overheads for data fiduciaries without any corresponding benefits for the Data Principal.

The Data breach notification to the DPA only is mandatory. Notification to the Data Principal is based on the decision of the DPA. Hence the concerns expressed are misplaced.

Additionally, a denial or withdrawal of service resulting from an evaluative decision may be entirely justified and may not cause the Data Principal to suffer any real harm.

The generally understood objective of a mandatory breach notification requirement is

- 1) to enable individuals to mitigate the risk of identity theft or fraud; and
- 2) to allow the DPA to take action to correct any persistent or systemic data security issues. We recommend that 1) notification of breaches should be mandated only if there are likely to cause significant harm to the Data Principal; and 2) Section 3(20)(viii) should be removed.

In deciding whether a mandatory breach notification requirement meets this objective, the DPA should consider the following:

- Given the proliferation of social media in India and a technology savvy population, serious data breaches are likely to come to light and make the news quickly;
- The number of breach notifications that the DPA would expect to receive will be high. In this regard, as it stands the reporting threshold is very low. This would generate a substantially disproportionate amount of work, both on the part of data fiduciaries and the DPA. The DPA and data fiduciary would have to devote an inordinate amount of resources in investigating each matter (on the part of the DPA), responding to the DPAs requests for information (on the part of data fiduciaries) and responding to queries from the public (both the DPA and the data fiduciary). These resources could be better spent on improving and strengthening data protection measures of each individual data fiduciary and developing the data protection ecosystem;
- Notification fatigue on the part of individuals would undermine the objectives of a breach notification requirement;
- While reserving mandatory breach notifications for the most serious cases where there is a systemic data risk and a real likelihood of substantial harm will likely mitigate the inordinate resources devoted to work arising from a mandatory breach notification requirement, it is very likely that data fiduciaries will still over report to be cautious. This problem of over-reporting is

likely to be exacerbated given that the Act is new and data fiduciaries would take time to understand how to comply with the Act in practice; and

• The DPA may want to consider a statutory undertaking regime with regard to other mechanisms which would meet the objectives of a mandatory breach notification without its shortcomings. A well calibrated statutory undertaking regime would encourage data fiduciaries to self-report even without a mandatory breach notification requirement and can be dealt with quickly while ensuring that the data fiduciary undertakes to remediate the matter and implement the necessary measures to mitigate the risk of similar incidents

Section 26: Classification of Data Fiduciaries as Significant Data Fiduciaries

Financial institutions are already subject to significant regulation including by the RBI and are subject to Banking Secrecy and confidentiality legal and regulatory requirements including under the Banking Regulation Act, 1949 and the Prevention of Money Laundering Act, and various regulatory frameworks.

Heavily regulated industries such as FIs should not have additional compliance requirements placed on them. We submit that the PDPB will subject such institutions to additional requirements that are not necessary including as the processing of personal data (and its categories) is an incidental activity associated with the products and services offered by banks and they are not in the business of collecting and processing personal data (and its categories) of Data Principals whether based in India or overseas. It is not clear in the PDPB as to what would make a data fiduciary "significant", and we would be grateful for a descriptive definition. The Bill introduces governance and accountability measures for data fiduciaries.

Additionally, the Bill requires that significant data fiduciaries (the Bill does not specifically list them but defines them as data fiduciaries as notified by the Authority) to comply with certain additional governance measures.

These include 1) registering as a significant data fiduciary with the Authority; 2) conducting data protection impact assessments; 3) maintaining records of processing; 4)

The bill has enough flexibility given to the DPA to decide which category or size of a data fiduciary should be included as significant data fiduciary.

The concern based on the Bill is misplaced.

	appointing data protection officers; and 5) an audit of its records and processing activities annually by a data auditor. As banks are already regulated by RBI and other sectoral regulators, and are required to maintain records and are audited annually including with regard to its data policies and measures, we recommend that the banks should not be classified as significant data fiduciaries under the Bill.	
Section 27: Data Protection Impact Assessment	In regard to the data protection impact assessment requirement, we request clarity as to the criteria regarding "use of new technologies" or "large scale profiling criteria", what would be within the scope of "large scale profiling", and what is the threshold for "large" scale. As this involves the reporting of the assessment results by the DPO to authority, such clarity is particularly critical	This is a matter for discussion with the DPA along with the DPIA
Section 29: Audit of Policies and Conduct of Processing	With reference to the requirement that an independent data auditor perform annual audits (for a significant data fiduciary), we seek more clarity on whether such auditor should be a third party, or whether an independent control function from within the data fiduciary's organisation would be able to fulfil the requirement.	It is clear that he should be an external party accredited by the DPA
Sections 33 and 34: Data Flow and Data Localization	We submit that the PDPB should establish data protection principles or parameters (e.g. legal binding instruments, requiring organisations to ensure adequate data protection on data transferred overseas) and place the responsibility on organisations to determine the appropriate actions to fulfil these parameters before transferring Personal Data and Sensitive Personal Data overseas. Large multi-national organisations use global platforms including back-up systems, situated at different locations in the world, in order to not only serve clients well in and across geographies but also for the purposes of robust resilience, business continuity and disaster management. Data, particularly for clients who have an international footprint or receive their services in a clustered format (e.g., particular locations overseeing and managing a number of geographies), is often processed at different locations and also at global levels as the relationship may vest in geographical locations originating the relationship. Restricting the	The objection of international organizations to any form of data localization is well known. The current version of the Bill has over diluted the provisions of the earlier bill and there is virtually no data localization. Personal data can be freely transferred and sensitive personal data can be transferred on the basis of explicit consent as well as adequacy as well as approved intragroup schemes. Only on critical data there are restrictions.

flow of data will severely hamper and restrict the ability of financial institutions to service clients. It would also limit data pools which are a key resource enabling businesses to employ intelligence artificial (AI) and future technologies to improve existing services, create entirely new products to the benefit of consumers, and potential new businesses including in India. We therefore submit that the requirement for data localisation be removed. We previously laid out how regulatory objectives to ensure privacy is not related to the location of data and undermines other important regulatory objectives, for example, such as cyber security and monitoring illicit activities.

In addition, data localization has a negative economic impact on innovation, an area important to the future of India. In addition, restrictions in data sharing of key information hinder holistic risk management by firms and will impact consistent enterprise management approaches including effective cybersecurity measures. Data localisation requirements also pose obstacles to the adoption of cloud services and will negatively impact India as a choice location for outsourcing of such third-party services. We submit that the need for approval of an intragroup arrangement should be reconsidered. The Bill requires that the consent of the individual Data Principal be obtained as a requirement for cross border transfers of sensitive personal data despite the adoption of other protective mechanisms (e.g. transfer to White List countries).

This makes it considerably more onerous than data protection laws in other jurisdictions. GDPR contains numerous provisions with regard to the transfer of data to third countries or international organisations. (Chapter 5 – Arts 44 – 50), aiming to ensure that the data protection is not undermined by transfer to a third country. These conditions include adequacy decisions (depending on the definition in the PDPB this could be very similar to the "whitelisting"), other "appropriate safeguards", and binding corporate rules. We request that this provision be reconsidered, and other effective mechanisms be assessed including from the point of view that the

There is no scope for any further dilution and it is difficult to understand the reason why ASIFMA has raised any sort of objection in this regard.

In fact there is a good case for reversal of the dilution of PDPA 2019 from PDPA 2018 and reintroduce the need to keep a copy of all personal data processed under PDPA. This should be non negotiable from the point of view of data sovereignty principles.

There would be more of positive impact on the local industry through data localization and hence the JPC should reintroduce data localization with a one year time frame for implementation.

requirements of various jurisdictions be aligned to facilitate ease of doing business. In this context, the EU provisions should be examined.

We suggest that the Central Government should specify a White List of countries, entities or international organisations within a given timeframe from the implementation of the Act. Certain provisions of the Bill localise certain types of data determined to be critical or sensitive. The inclusion of financial data as sensitive data (e.g. trading inputs, prices) would have a negative impact on innovation in the financial sector without resolving for a relevant data risk. The development of new technologies like AI analytics and machine learning (ML) would be impacted as firms restrict the use of different data sets that do not represent Personally Identifiable Information (PII).

We submit that in the White Paper of the Committee of experts on Data Protection Framework for India (referring to Chapter 8 and 9), expert committee has the recommended that cross-border data flow needs to continue to be encouraged and that regulators should focus on adequacy of protection while handling sensitive personal information. The paper also mentions that all encompassing data localisation mandates are not seen in most countries. We recommend that all data localisation requirements be eliminated from the PDPB in order to continue to permit borderless processing, thus enabling organisations to harness scalable and secure IT infrastructures. Currently, the PDPB includes the designation of certain data as critical data, and that it may not be transferred outside India. The scoping of critical personal data will be at the discretion of the Government, without guidelines to provide any certainty what data could potentially be covered by this term. Entities will be faced with significant uncertainty with regard to planning their processing activities. Given it is difficult to define or categorise critical data under the boarder concept of personal data, we submit that the concept of critical data be removed entirely from the Bill. This would reduce uncertainty and bring India's proposed legislation in line with other major data protection regimes globally. If it is decided that the critical data classification will continue, we submit that stakeholders be consulted, and transparency be applied in the process of its classification. We also believe it would be valuable to have discussions regarding the actual compliance obligations associated with the provisions of the Bill. In relation to data storage, under clause 33, the Bill imposes data localisation requirements for two types of data: critical personal data and sensitive data.

We urge that these requirements be reconsidered. Data localisation, including mirroring, presents significant risks for the financial sector and does not support personal data protection objectives. The location of data does not make it more secure or enhance privacy. The tools that a financial institution employs in its systems ensure the most secure and operationally resilient environment. The policies that financial institutions utilise under these conditions also ensure that they meet a country's privacy standards. We submit that "How", not "Where", is the correct question for consideration. Data localisation of financial data also carries with it the undermining of financial regulatory objectives related to the monitoring of illicit activities, tracking terrorist financing flows, sharing of information among regulatory authorities and governments, and ensuring sound prudential policies that promote financial stability, worldwide. Unlike in other sectors, financial institutions have a long and positive track record in regard to ensuring that access to data is appropriately provided for regulatory and supervisory purposes. We would like to engage with the Indian authorities with regard to how financial institutions already ensure access to data regardless of where data is stored or retained. The Bill also requires deletion of data that is sent offshore for processing.

We submit that deletion of data is not appropriate for financial institutions as it undermines their ability to adhere to complex KYC requirements as well as to monitor illicit activities such as terrorist financing flows. For financial institutions, it would be inconsistent with sound prudential practices and regulators

	set high standards for financial institutions to	
	maintain data for extended timeframes	
	including for audit, stability aspects and other	
	matters. We suggest that the requirement for	
	deletion of data should not be applied to the	
	financial sector. We submit that financial	
	, , , , , , , , , , , , , , , , , , , ,	
	requirements of home and host country	
	regulators have for long stored and processed	
	data outside India, and we request that the	
	ability to do so be maintained to ensure	
	appropriate mitigation of the significant risks described above	
Section 37:	GSCs primarily support their global entities,	This is exactly what Sec 37
Exceptions	may be affiliates of the non-Indian data	says and the mentioning of
Exceptions	controller/fiduciaries or third parties, and act	the point by ASIFMA is
	on the instruction of their global entities to	meaningless.
	process or support the processing of data	meaningless.
	owned by the global entities.	
	These global entities, which are data	
	controllers or fiduciaries in their own right, are	
	subject to the data protection laws (e.g. EU	
	GDPR) of the country where the personal data	
	is collected.	
	Therefore, the PDPB should not apply to	
	processing of foreign personal data in India.	
	We submit that the processing of personal data	
	of foreign Data Principals by GSCs be excluded	
	from the provisions of the PDPB, and we would	
	welcome dialogue on this aspect so that we	
	can be of assistance.	
Section 40:	The Bill has included a provision on the	Clarification has to come
Sandbox for	establishment of a regulatory sandbox to	through regulations.
Encouraging	encourage innovation in AI and ML vis-à-vis	
Innovation	personal data and that data fiduciaries may be	
	exempt from certain provisions of the PDPB.	
	This is a positive forward-looking provision.	
	Clarification on the scope of application and	
	how the exclusion operates would be beneficial	
	as the regulatory sandbox is not defined.	
Section 57:	The proposed law is a new branch of law in	It is funny to observe that
Penalties and	India unlike the EU's data protection laws	the provision which is
Compensation	which have been in place for a significant	exactly similar to the GDPR
	period of time and there is well developed	provision should attract
	jurisprudence on this subject.	criticism from ASIFMA.
	Some of the proposed grounds in the PDPB on	The population would be
	which penalty can be levied are subjective.	The penalties would be
	We submit that the proposed penalties are also	imposed after an
	significant and may be disproportionate to the	adjudication process unlike the GDPR which uses an
	alleged breach, and result in certain	
	unintended consequences.	arbitrary administrative

We submit that penalties should be commensurate to the contravention, and that the maximum amounts of penalty be capped, with increases for repeated contraventions. The penalty regime may be considered a significant deterrent with respect to doing business in India particularly when read with provisions of the PDPB which carry significantly enhanced requirements of obligations and associated costs and effort of compliance for data fiduciaries, coupled with lack of clarity in certain instances as regards the provisions of the law.

These might make India a less attractive place to carry on business or economic activity, and further deter innovation and entrepreneurship, including domestically.

The blanket provision to levy penalty on global turnover disregards the separateness of a legal entity.

An entity in a group which has no role in any breach, would be exposed to penalty arising out of an unrelated business activity of another group company. Group companies should be penalised only where they have a direct role in the contravention in question

process.

It is clear that the intention of ASIFMA is only to object for the sake of objection and the contentions raised should be rejected outright.

Section 83: Offences

The offences under the proposed law should be non-cognisable and bailable. We recommend the punishment of

imprisonment should be only for failure to comply with orders of Adjudicating Officer. This measure would be in consonance with steps being taken in India to decriminalise offences under other laws such as the Companies Act, 2013.

ASIFMA has failed to understand this section.

Presently only a malicious reidentification of deidentified personal data is an offence. This is also cognizable only if the DPA initiates action and not otherwise.

Hence there is no need to be concerned with this.

In fact there is no criminal punishment for failure to comply with the orders as suggested by ASIFMA.

There is only a process of recovery mentioned.

The JPC may however consider adding the criminal punishment clause as

Section 91: Act to Promote Framing of Policies for Digital Economy

The Bill empowers the central government to direct any data fiduciary/ processor to share anonymised data or non-personal data to enable better targeting of delivery of services. Given that anonymised personal data and nonpersonal data are not connected with the right to privacy, they should not have been included in the Bill. The very objective of the Bill is the regulation of personal data, which is at odds with the apparent intent behind Section 91(2). This is because the policy objectives of personal data protection are fundamentally different from non-personal data. The former is premised upon protecting the privacy of individuals, while the latter is driven by very different considerations depending on the type of non-personal data involved, e.g. ownership and commercial interests in the case of intellectual property and trade secrets, etc. A policy to regulate non personal data would require distinct considerations and deliberations of each of the different types of non-personal data, and therefore cannot form a part of this Bill. We recommend deleting Section 91(2) from the Bill.

mentioned.

This is an enabling provision and includes only non personal data.

If any Data Fiduciary wants to contest such an order the matter can be appealed to the Appellate Tribunal and the Supreme Court.

There is no reason to make any changes.

Chapter 6: Transparency and Accountability Measures

More guidance is required to enable firms to practically achieve transparency and accountability measures laid out. Other factors to be considered include the intended role of the data protection officer to assess and review activities related to data processing. Our concern is that the role of the DPO in overseeing data processing suggests a level of management of the process and continuous approach that couldn't realistically be achieved by the DPO.

We submit that this should be substituted with something like "provides advice to functions processing data on how to monitor compliance and acts as a point of escalation".

Firms should also be allowed to approach the governance role of the DPO tailored to how a firm organises its data processing functions rather than suggest a one-s-fits-all checklist of activities. Further clarity on the interaction between the responsibilities of a data fiduciary and a data processor would also be welcome, specifically to define the situations where a data processor would bear all or partial liability in case of breach of the requirements under

There is no substance in the objections raised.

The objections if any can be handled at the DPA level through the Privacy by design policy document.

There is in built flexibility to account for the concern indicated here.

the Bill. For example, it would be challenging to operate commercially in an environment where data fiduciaries who 1) issue appropriate instructions to data processors; 2) have appropriate contractual terms in place with such processors; and 3) have appropriate programs for auditing compliance with such terms, nevertheless bear sole liability in the event that such processors breach their contractual terms or do not comply with the instructions of the data fiduciary. In such circumstances, Chapter 6 should clarify that at minimum, recovery through contractual terms would be permitted.

Other Specific Concerns

Grounds of Processing of Personal Data and Consent Managers (S.5, 6, 12-15, 21 & 23):

- Apart from consent, the Bill allows other grounds for processing personal data including processing that is necessary for "reasonable purposes" as specified by regulations after taking into consideration the interest of the data fiduciary, public interest and reasonable expectation of the Data Principal, etc., which scope may include prevention and detection of unlawful activities and processing of publicly available personal data.
- It is unclear if the processing activities based on "reasonable purposes" as permitted under Section 14 applies to sensitive personal data. Given Section 11(3) requires consent to be explicitly obtained for processing of sensitive personal data, clarity is therefore needed to avoid doubt or inconsistency. We note that apart from consent, many overseas data protection laws including the GDPR (see article 9) allow other grounds for processing sensitive personal data.

Obligations, Rights and Accountability:

• Consent Manager: The Bill introduces the concept of "consent managers", who appears to be the proxy of a Data Principal, enabling him (irrespective of mental or physical capacity) to gain, withdraw, review and manage consent. They need to be registered with the future DPA (s. 21 & 23 of the Bill). We submit that such requirement is likely to add complexity for entities that collect multiple types of personal data from different sources, and lead to high administrative costs for the

ASIFMA should forget driving GDPR on the Indian regulators as if it is a universal standard.

India is setting its own standards and there are not many differences with the global system.

The Annual audit and DTS as well as the Consent manager system are innovations which the EU should also follow in the coming days.

The objections raised are not relevant for consideration.

	future DPA. The appropriateness and feasibility	
	of such mechanism should be reexamined.	
	 Annual Audit and Data Trust Score: 	
	One of the imposed obligations for "significant	
	data fiduciaries" include an annual audit by	
	independent auditor on their policies and	
	conducts as well as record keeping,	
	appointment of data protection officer and	
	performance of data protection impact	
	assessment (s. 27-30 of the Bill). Furthermore,	
	the independent auditor may assign a rating or	
	data trust score to a "significant data	
	fiduciary", which will be made transparent in	
	the DPA's website (s.49).	
	Entities are required to be transparent about	
	the rating and score and include such	
	information in their notice to Data Principals	
	(s.7 of the Bill). However, there is no appeal	
	channel available to challenge the scoring or	
	rating.	
	When compared with the voluntary	
	certification scheme under the GDPR, while	
	also bearing in mind that the GDPR certification	
	is valid for three years, the obligation of a	
	mandatory annual audit under the Bill appears	
	too onerous.	
	Another question is how such scoring	
	mechanism will interact with the cross-border	
	transfer mechanism. It is not clear whether	
	certified organisations will be allowed to	
	transfer personal data overseas as permitted	
	under the GDPR regime. While the certification	
	mechanism is still at development stage in	
	different parts of the world, we recommend	
	these proposed requirements be re-	
	considered.	
	IMPLEMENTATION	
Grandfathering	We recommend the provision of a	There was no such
clause	grandfathering clause so that data fiduciaries	provisions in EU GDPR and
	may rely on consents, that have already been	there is no reason why it
	obtained, and that any data transfer/data	should be allowed here.
	localisation requirements should not apply to	
	data that has already been transferred, before	If provided the entire
	the Act becomes effective.	objective of the law will be
		defeated.
Timelines for	Under the PDPB-2018, Section 97 provided	The provision for indicating a
Transition	timelines for transition. The current Bill does	time line for implementation
	not expressly provide any timelines for	is available and the
	implementation. We submit that as the PDPB	Government may make use
	will introduce new concepts and compliance	of it.
	requirements will have to be understood and	

the infrastructure of controls will have to be implemented by Data Fiduciaries and Data Processors to be compliant with law,

There is no concern in this aspect.

ASIFMA should realize that PDPA is a replacement of the current provisions under Section 43A of Information Technology Act 2000 and hence should be considered as a seamless continuation of the existing provisions regarding "Reasonable Security Practice" and "Due Diligence".

If the members of ASIFMA respected compliance of Indian law, they should be already in partial compliance of most of the provisions including security, consent, data minimization, purpose limitation etc.

Hence the new law can come into effect without undue delay.

Clarification

Prior to implementation, we specifically request the following important clarifications:

- It is not clear in the PDPB as to what would make a data fiduciary "significant", and we would be grateful for a descriptive definition as that would be of assistance.
- It appears that all types of personal data breaches, provided they involve personal data processed by a data fiduciary, will have to be reported to the Authority for assessment for further reporting to the Data Principal. This process may prove to be onerous. If this is considered for inclusion in the law, we would be glad to offer assistance with the assessment of guidelines on the reporting process if they can be provided to us for the purpose
- As regards the data protection impact assessment requirement, we request clarity as to the criteria regarding "use of new technologies" or "large scale profiling criteria", what would be within the scope of "large scale profiling", and what is the threshold for "large" scale. As this involves the reporting of the assessment results by the DPO to authority, so we need more clarity.

There is an indication of what criteria will be used to declare a data fiduciary "Significant". The DPA will set the individual limits and exercise a logical discretion in this respect.

Data Breach notification is mainly to the DPA and there is no harm in including all data breaches.

Further disclosure to the data principals will be decided by the DPA.

The DPA can be expected to provide some of the clarifications on the requirement of DPIA.

Where the organization is in doubt they can check with the DPA.

Overall, it appears that ASIFMA is not honest in raising valid objections.

The recommendations therefore need to be rejected in toto.