Hearing #12 on Competition and Consumer Protection in the 21st Century

Federal Trade Commission
Constitution Center
April 9, 2019
Welcome

We Will Be Starting Shortly
Welcome and Introductory Remarks

Jim Trilling
Federal Trade Commission
Division of Privacy and
Identity Protection
Opening Remarks

Joseph J. Simons, Chairman
Federal Trade Commission
Goals of Privacy Protection

What Have We Heard So Far?

Session moderated by:

James C. Cooper
Federal Trade Commission
Bureau of Consumer Protection
What Should We Do About Privacy?

• What do consumers want?

• Is there some reason firms aren’t responding? (i.e., Is there a market failure?)

• Is there something government can do to improve things?
What Do Consumers Want?

• Survey evidence suggests privacy is very important

• Revealed preference suggests the opposite

• Privacy Paradox
Is There A Market Failure?

• Possible culprits:
  • Asymmetric information
  • Cognitive biases

• Is understanding endogenous?
  • Rational ignorance
What Should Government Do?

• Benefits
  • Provide privacy levels consumers want

• Costs
  • Retarding information flows can have negative impacts on market performance and innovation
What Have We Heard?

• Even with full information, some experiments show consumers choosing to reveal information for very little compensation

• Increasing trust can increase willingness to share data:
  • Allowing control over third-party sharing of genetic information increases genetic testing rates
  • Increases level of Health Information Exchange operation in states with consent requirements
What Have We Heard?

- Behavioral targeting tends to generate more revenue for content providers than contextual
  - But, need to be careful when interpreting results due to strong selection effects
  - Increased revenue to content providers from behavioral targeting tends to be larger than lift to advertiser
  - AI not very good at identifying consumer attributes

- Opt-in reduces the quality of matching and data collection
What Have We Heard?

• Negative impact on investment:
  • VC investment
  • HIT investment & health outcomes

• Theory suggests that privacy regulation can have negative impact on competition
Goals of Privacy Protection

Panel Discussion:

Neil Chilson, Alastair Mactaggart, Paul Ohm

**Moderator:** James Cooper
Break
10:30-10:45 am
The Data Risk Spectrum: From De-Identified Data to Sensitive Individually Identifiable Data

Session moderated by:

Cora Han & Elisa Jillson
Federal Trade Commission
Division of Privacy and Identity Protection
The Data Risk Spectrum: From De-Identified Data to Sensitive Individually Identifiable Data

Balancing Risk: De-Identification, Privacy and Precision

Jules Polonetsky
Future of Privacy Forum
Re-identification Attacks

The New York Times

The Golden State Killer Is Tracked Through a Thicket of DNA, and Experts Shudder

NETFLIX

Robust De-anonymization of Large Sparse Datasets

Arvind Narayanan and Vitaly Shmatikov
The University of Texas at Austin

TECHNOLOGY

A Face Is Exposed for AOL Searcher No. 4417749


Simple Demographics Often Identify People Uniquely
Direct vs. Indirect Identifiers

• **Examples of direct identifiers:** Name, address, telephone number, fax number, health card number, health plan beneficiary number, license plate number, email address, photograph, biometrics, SSN.

• **Examples of indirect identifiers:** Sex, date of birth, age, geographic locations (postal codes, census geography, information about proximity to known or unique landmarks), language spoken at home, ethnic origin, total years of schooling, marital status, criminal history, total income, visible minority status, profession, event dates, number of children, high level diagnoses and procedures.
A VISUAL GUIDE TO PRACTICAL DATA DE-IDENTIFICATION

What do scientists, regulators and lawyers mean when they talk about de-identification? How does anonymous data differ from pseudonymous or de-identified information? Data identifiability is not binary. Data lies on a spectrum with multiple shades of identifiability.

This is a primer on how to distinguish different categories of data.

**DEGREES OF IDENTIFIABILITY**
Information containing direct and indirect identifiers.

- **EXPLICITLY PERSONAL**
  - Intact
  - Partially masked
  - Potentially identifiable
  - Not readily identifiable

- **PSEUDONYMOUS DATA**
  - Information from which direct identifiers have been eliminated or transformed, but indirect identifiers remain intact.

- **DIRECT IDENTIFIERS**
  - Data that identifies a person without additional information or by linking to information in the public domain (e.g., name, SSN)

- **INDIRECT IDENTIFIERS**
  - Data that identifies an individual indirectly. Helps connect pieces of information until an individual can be singled out (e.g., DOB, gender)

- **SAFEGUARDS AND CONTROLS**
  - Technical, organizational and legal controls preventing employees, researchers or other third parties from re-identifying individuals

- **SELECTED EXAMPLES**
  - Name, address, phone number, DOB, government-issued ID (e.g., driver’s license, social security)
  - Unique device ID, voltage, medication, risk level, exact date of birth, self-reported ethnic background

- **DATA DE-IDENTIFICATION**
  - Data that has been transformed or removed to break the linkage to real world identities.

- **ANONYMOUS DATA**
  - Direct and indirect identifiers have been removed or manipulated together with mathematical and technical guarantees to prevent re-identification.

**AGGREGATED ANONYMOUS**
- Data that is highly aggregated such as statistical data, census data, or population data that represents less than 5.16% of Washington, DC residents or women.

An FTC Event | April 9-10, 2019 | ftc.gov/ftc-hearings | ftchearings
Privacy Shield

- **Key-coded Data.** Invariably, research data are uniquely key-coded at their origin by the principal investigator so as not to reveal the identity of individual data subjects. Pharmaceutical companies sponsoring such research do not receive the key. The unique key code is held only by the researcher, so that he or she can identify the research subject under special circumstances (e.g., if follow-up medical attention is required). **A transfer from the EU to the United States of data coded in this way would not constitute a transfer of personal data that would be subject to the Privacy Shield Principles.**

- Privacy Shield Supplemental Principles 14 (g),
https://www.privacyshield.gov/article?id=14-Pharmaceutical-and-Medical-Products
GDPR Pseudonymized Data

• Defined as Personal Information

• The GDPR requires controllers to collect data only for “specific, explicit and legitimate purposes.” Article 5 provides an exception to the purpose limitation principle, however, where data is further processed in a way that is “compatible” with the initial purposes for collection. Whether further processing is compatible depends on several factors outlined in Article 6(4), including the link between the processing activities, the context of the collection, the nature of the data, and the possible consequences for the data subject.

• An additional factor to consider is “the existence of appropriate safeguards, which may include encryption or pseudonymization” (Article 6(4)(e)).

• GDPR allows controllers who pseudonymize personal data more leeway to process the data for a different purpose than the one for which they were collected.
HIPAA Limited Data Set

• A LDS is “protected health information” that excludes the following direct identifiers of the individual or of relatives, employers, or household members of the individual:

• Names, Postal address information, other than town or city, State, and zip code, Telephone numbers, Fax numbers, Electronic mail addresses, Social Security numbers, Medical record numbers, Health-plan beneficiary numbers, Account numbers, Certificate and license numbers, Vehicle identifiers and serial numbers, including license plate numbers, Device identifiers and serial numbers, Web Universal Resource Locators (URLs), Internet Protocol (IP) address numbers, Biometric identifiers including fingerprints and voice prints, Full-face photographic images and any comparable image

• BUT a Limited Data Set MAY INCLUDE: Dates, city, town, state or full zip code (indirect identifiers)

• May be shared but only for purposes of research, public health, or health care operations, if consistent with the original purpose for which it was disclosed
Coded Data - Human Subjects Protection Under the Common Rule

• Office for Human Research Protections does not consider research involving only coded private information or specimens to involve human subjects if the following conditions are both met:

• (1) not collected specifically for the currently proposed research project through an interaction or intervention with living individuals; and

• (2) the investigator(s) cannot readily ascertain the identity of the individual(s) to whom the coded private information or specimens pertain because re-identification code is destroyed or held by an honest broker.
FERPA

• Studies Exception (see 20 U.S.C. §1232g(b)(1)(F) and §99.31(a)(6)): allows for the disclosure of PII from education records without consent to organizations conducting studies for, or on behalf of, schools, school districts, or postsecondary institutions. Studies can be for the purpose of developing, validating, or administering predictive tests; administering student aid programs; or improving instruction.

• Audit or Evaluation Exception (see 20 U.S.C. §1232g(b)(1)(C), (b)(3), and (b)(5) and §§99.31(a)(3) and 99.35): allows disclosure of PII from education records without consent to an organization for the purpose of conducting a study that compares program outcomes across school districts to further assess what programs provide the best instruction and then duplicate those results in other districts.

• Requires the organization to conduct the study in a manner that does not permit the personal identification of parents and students by anyone other than representatives of the organization with legitimate interests. Contract must require the organization to conduct the study so as not to identify students or their parents.
De-Identification Data Flow

1. Remove direct identifiers;
2. Mask, transform, or de-identify indirect identifiers;
3. Test re-identification risk (e.g., motivated intruder test);
4. Make any further mitigations needed to adjust risk to an acceptable level;
5. Release with additional safeguards, as appropriate; and
6. Ongoing evaluation and testing for re-identification risk.
Assessing De-Identification Risks

• What risks are we concerned about? (Identity disclosure, attribute disclosure, inferences)
• Who are the attackers? (General public, expert attacker, company insider, information broker, neighbor)
• How much should we trust legal and administrative controls, such as contracts or commitments not to re-identify?
• How does sensitivity of the data heighten risk or affect our risks?
• Should pseudonymous data be treated more liberally? Should protected pseudonymous data, key coded pharma data be treated differently if strong controls exist?
**Differential Privacy**

- **Definition:** A formal privacy concept that quantifies privacy loss. Data is considered differentially private when a data analyst always obtains the equivalent analytic result from a data set, *regardless of whether an individual’s data is included in that data or whether it is excluded from it.*

- **Example:** Cheating on a test.
  1. We want to know how many users have ever cheated on a test.
  2. Ask users if they have ever cheated on a test by choosing either “yes” or “no.”
  3. Add “noise” to the database containing user answers.
  4. If you know how the noise is distributed, you can generate a reasonably accurate count of how many people cheated on a test without knowing an individual’s answer to the question.
Secure Multiparty Computation

• **Homomorphic encryption** – a method of encryption that computes values from encrypted data sources without revealing private individual’s data.

• Datasets can be compared to analyze whether:
  - People provided homeless services end up in housing or holding jobs;
  - Student aid helps students succeed; or
  - Certain kinds of support can prevent people from being re-admitted to hospitals.
Two Risk Scenarios: De-Identification for Public and Non-Public Purposes

Public Release

Datasets where there are very serious efforts made to prevent re-identification, but where additional linking elements or additional data sets could lead to re-identification.

- Indirect identifiers are a significant concern.
- Legal and contractual controls are infeasible.
- Differential privacy is attractive in this scenario, but may be difficult to scale.

Uncontrolled Distribution or Weak Controls

New York taxi details can be extracted from anonymised data, researchers say

Foil request reveals data on 173m individual trips in US city - but could yield more details, such as drivers’ addresses and income

Public NYC Taxicab Database Lets You See How Celebrities Tip
**Controlled Release**

**Non-public**

Datasets where de-identified or pseudonymous data are only shared with trusted parties, such as researchers, other organizational units or partners subject to controls.

- Indirect identifiers allow the performance of analytics, research, and fraud prevention.
- Legal and contractual controls may be relied on.

**Controlled distribution or strong controls**

Differential privacy is attractive for some use cases. Ex: Rappor, Apple (local differential privacy).

- If data set is small, adding noise may significantly impact accuracy.
- Not all calculations are supported.
- Company still holds original data set.
- Privacy budget limits number of queries.
Targeted Ads

Direct or Indirect Identifiers?

• IP Address
• Cookie
• Mobile Ad ID
• Location
• Lists of Web URLs or Apps used
• Demographics
• Customer IDs
• IDs linked to Direct Identifiers in the control of 3rd parties
• Profiles

Controls?

• Hashing
• Contracts
• Privacy Policies
• Self Regulatory Codes
• Cookie Expirations, Data Deletion
• Audits
• User Controls
• Header Bidding
• Exchanges
• Real Time Bidding
The Data Risk Spectrum: From De-Identified Data to Sensitive Individually Identifiable Data

Aoife Sexton
Trūata
Who We Are:

- We are a cloud-hosted, data anonymization, and analytics solution provider
- We are all about protecting privacy and powering results
- Our solution is ground-breaking and unique
- Our investors are Mastercard, IBM, and C3 IoT
- In production on IBM cloud with first customer
Implications of GDPR

<table>
<thead>
<tr>
<th>Limits Data Collection and Retention</th>
<th>Tightens Criteria for Processing Personal Data</th>
<th>Raises Threshold for True Data Anonymization</th>
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</thead>
<tbody>
<tr>
<td>Analytics require historic data</td>
<td>Stricter conditions for obtaining valid consent make finding a legal basis to process personal data more challenging</td>
<td>Anonymization allows for further uses of data since data is no longer classified as personal data</td>
</tr>
<tr>
<td>GDPR principles of purpose limitation, data minimization and retention limit the use of data collected and how long that data may be retained</td>
<td>This leads to fragmented data sets, and an incomplete, and potentially biased, customer view</td>
<td>Under GDPR, the bar has been raised on what will be classified as anonymized data</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Data anonymized “in house” is likely to be classified as pseudonymized and not truly anonymized. It will still be considered to be personal data.</td>
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Businesses are looking for a way to protect their customers’ privacy, maximize the value of their data assets, and minimize their risk of violating privacy regulations.
The Four Pillars of the Trūata Anonymization Solution

The strength and uniqueness of the Trūata Anonymization Solution lies in the combination of the four pillars:

- Multi-step anonymization process
- Data sanitation and segregation
- Customised data modification techniques
- Outlier handling
- Differential privacy tests
- World-class analytics tools

Corporate Structural Safeguards
- A corporate Trust structure separates governance, assets and profit
- A Trust deed / constitution requires independence
- Changes to independence require notification to Supervisory Authority

Legal / Contractual Safeguards
- Formation documents prohibit use of data by Trūata other than for the customer
- Prohibits re-identification of data
- Customer Charter for ethical use of data
- Controller to Controller relationship

Organisational Controls
- Comprehensive privacy and information security compliance programs
- Data Protection Officer with staff of privacy experts
- Experienced data scientists and data analysts

Technology Platform
- Multi-step anonymization process
- Data sanitation and segregation
- Customised data modification techniques
- Outlier handling
- Differential privacy tests
- World-class analytics tools
The Data Journey

1. Customer removes personal data and tokenises direct and indirect identifiers then transfers to Trūata

2. Trūata tokenises direct and indirect identifiers

3. Trūata runs risk assessment routines to identify privacy risks and applies anonymization techniques to data

4. Trūata moves data to customer specific data storage and performs analytics to generate reports and model code

5. Aggregated reports and model code provided to customer. Customer can use those insights to improve their business processes and better serve their customers

Customer

- Customer Data
- Customer De-identified Data
- Transfer Securely

Customer analytics

- Business Users
- Data Scientists
- Customers use insights (e.g., for more effective marketing campaigns, product design)

Trūata

- Trūata De-identified Data
- Identify Risks: Singling out Linkability Inference
- Anonymise Data
- Test Privacy
- Analytics Tools
- Test Privacy
- Data Store

- Differential privacy
- Custom anonymisation scripts
- Aggregated reports and model code
- Analytical applications
- Access control and permissions

Business Value

- 13
Applicable for business critical modelling and analytics use cases across a wide range of industries

- Marketing Campaign Insights
- Loyalty Program Earn and Burn
- Customer Acquisition and Retention
- Business Experimentation
- Customer Segmentation and Modelling
- Performance Benchmarking
- Business Forecasting
- Customer Engagement

- Retail
- Media
- Banking
- Telcos
- Hospitality
- Automotive
- Airlines
# The Trūata Value

<table>
<thead>
<tr>
<th>Protecting Privacy</th>
<th>Powering Results</th>
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<tbody>
<tr>
<td>Achieving true anonymization preserves privacy but is highly complex and difficult to achieve. It requires deep expertise in both data science and privacy.</td>
<td>Enabling access by companies of all sizes to the latest cloud based anonymization techniques and analytics technologies.</td>
</tr>
<tr>
<td>Through the operation of the 4 pillars of the Trūata Anonymization Solution, Trūata can reduce the risk of re-identification to an insignificant level.</td>
<td>Enabling companies to analyse all of their customer data, not just subsets, resulting in less biased, more powerful analytics.</td>
</tr>
<tr>
<td>Anonymization can assist companies to act responsibly and ethically and to build trust with their end users.</td>
<td>Enabling companies to maximise data utility and to take data driven decisions. This helps companies compete on a more level playing field.</td>
</tr>
</tbody>
</table>
The Data Risk Spectrum: From De-Identified Data to Sensitive Individually Identifiable Data

Panel Discussion:

Deven McGraw, Jules Polonetsky, Michelle Richardson, Aoife Sexton, Shane Wiley

Moderators: Cora Han & Elisa Jillson
FTC’s 2012 Privacy Report

Data falls outside the scope of the framework (it is not reasonably linked to a specific consumer, computer, or other device) if:

1. a given data set is not reasonably identifiable,  
2. the company publicly commits not to re-identify it,  
3. the company requires any downstream users of the data to keep it in de-identified form.
The Data Risk Spectrum: From De-Identified Data to Sensitive Individually Identifiable Data

Panel Discussion:

Deven McGraw, Jules Polonetsky, Michelle Richardson, Aoife Sexton, Shane Wiley

Moderators: Cora Han, Elisa Jillson
Break

12:00-1:00 pm
Remarks

Noah Joshua Phillips, Commissioner
Federal Trade Commission
Consumer Demand and Expectations for Privacy

Session moderated by:

Daniel Gilman
Federal Trade Commission
Office of Policy Planning

Laura Riposo VanDruff
Federal Trade Commission
Division of Privacy and Identity Protection
Consumer Demand and Expectations for Privacy

Panel Discussion:
Lorrie Faith Cranor, Avi Goldfarb, Ariel Fox Johnson,
Jason Kint, Laura Pirri,
Heather West

Moderators:
Daniel Gilman & Laura Riposo VanDruff
Current Approaches to Privacy, Part 1

Session moderated by:

Jared Ho & Laura Riposo VanDruff
Federal Trade Commission
Division of Privacy and Identity Protection
Current Approaches to Privacy, Part 1

Data Privacy Laws: Overview & Comparisons

Margot Kaminski
University of Colorado Law School
Comparing Data Privacy Laws

• Brief introduction, comparing approaches in:
  • U.S. Federal law(s)
  • The GDPR
  • Proposed and enacted state laws
• …all in 5-10 minutes!
Framework

• Basic framework for comparisons:
  • A spectrum…
  • Credit: Bill McGeveran
Additional Points of Comparison

- Omnibus vs. sectoral
- Notice & choice vs. …something else
- Individual rights vs. compliance
- Hard vs. soft law
  - enforcement vs. cooperation vs. self-regulation
  - rules vs. standards
Current federal law(s)

• FTC
  • Omnibus-ish
  • Largely consumer protection
    • Hard to reach third parties/data brokers
• Federal Sectoral Statutes
  • HIPAA, COPPA, GLBA
    • FIPPs-based, sometimes data-protection-like
      • notice & choice-centric
GDPR: High Level

- General Data Protection Regulation (GDPR)
  - Omnibus
    - Broad definition of personal data
  - Data protection par excellence
    - Follows the data
    - Including (especially) to govern third parties
  - Hard law
    - Significant fines
    - Both individual rights of enforcement & regulators & serious courts
- …Combined with soft law/“collaborative governance”
  - Broad standards
  - private-public partnerships
What is in the GDPR?

• Core elements of the GDPR:
  • Individual Rights
  • Obligations for companies
What is in the GDPR?

• Individual Rights
  • FIPPs-based:
    • Notice, access, correction, erasure & others
What is in the GDPR?

• Obligations for companies:
  • Core principle of “accountability”
    • must be able to demonstrate compliance with GDPR.
  • Core principle of “lawfulness”
    • When a data controller processes personal data, there must be a legitimate ground for processing.
    • Not just consent; in fact often not consent.
What is in the GDPR?

• Obligations for companies, continued:
  • Transparency: affirmative notice
  • Documentation: keep records
  • Security obligations
  • Appoint a data protection officer (under certain circumstances)
  • Conduct impact assessments (under certain circumstances)
  • “Data protection by design and by default”
GDPR Wrap-up

• The GDPR is
  • A hard law data protection regime with soft law/collaborative features
  • That focuses on **both** individual rights and company compliance
California Consumer Privacy Act (CCPA)

• By comparison, the California Consumer Privacy Act (CCPA) is:
  • Somewhere between consumer protection & data protection
  • Omnibus-ish
    • Very broad definition of personal info
    • Limited to businesses (3-prong def)
What is in the CCPA?

- CCPA contains:
  - Notice & access rights
  - Limited deletion right
  - Limited opt-out right
- Enforceable by State AG
  - Who also promulgates rules
CCPA vs. GDPR

• Overlap on: transparency & individual control
• Diverge on: compliance/company obligations
• CCPA is missing many core elements of GDPR:
  • no “legal basis for processing”, purpose specification (maybe a little), use limitations, data minimization
• Vastly differing enforcement mechanisms
  • Private right of action
• Vastly differing court contexts
  • Different human rights backgrounds
Proposed state laws

• Proposed state laws largely mimic CCPA, not GDPR
  • But do evidence significant paradigm shift in U.S. data privacy laws:
    • Shift away from sectoral towards omnibus(-ish)
    • Shift towards data protection, from consumer protection model
  • Variations:
    • Some add a private right of action
    • Some establish exploratory committees rather than law
    • Many focus on data security
Panel Discussion:

Margot Kaminski, Fred Cate, Markus Heyder, David LeDuc, Laura Moy, Shaundra Watson

Moderators: Jared Ho & Laura Riposo VanDruff
Break
3:30-3:45 pm
Current Approaches to Privacy, Part 2

Session moderated by:

Andrea Arias & Elisa Jillson
Federal Trade Commission
Division of Privacy and Identity Protection
Current Approaches to Privacy, Part 2

Panel Discussion:

Lothar Determann, Jay Edelson, Rebecca S. Engrav, Alan Raul, Tracy Shapiro

Moderators: Andrea Arias & Elisa Jillson
Company A, a U.S. start-up with a German subsidiary, offers a newsletter for cycling enthusiasts with information on safety, health and new cycling products, funded through ads. It is developing a new product that can sense dangers (e.g., weather changes, drunk drivers) and warn cyclists. Health insurance companies, auto makers, and city planners seek access to its data.

One day, an engineer inadvertently accesses a file containing name and health insurance provider for 200,000 employees and newsletter subscribers.
Hypo #2

Company B develops a free mobile app, with a location sharing opt-in, that offers shopping discounts based on location. City planners interested in making downtown shopping areas more “walkable” offer to pay for access to the app’s data.
Hypo #3

Company C sells fertility trackers, in which users can record the dates of sexual activity and diagnosis or treatment for a STD. Company C decides to provide access to de-identified data sets to pharmaceutical companies, public health advocates, and advertisers.

Carla Consumer doesn’t want her personal information to be sold. Frustrated that she can’t find a “Do Not Sell My Personal Information” link, she deletes the app. A year later, Carla asks Company C to delete all information about her.
Hypo #4

Company D sells smart coffee makers that can be connected to an alarm clock app. The company installs a microphone but does not disclose its presence. Three years later, Company D announces a software update that will activate the speaker so that it can respond to commands to make coffee. The company will also data-mine the voice recordings to improve the product.

Calvin Consumer is concerned that Company D may have recorded his conversations. He wants to access all data about him.
Hypo #5

Company E offers a free Internet browser to consumers. It mines browsing history and behavior to infer demographic information about consumers, which it sells to advertisers. It turns out that one popular data set is for females 10 to 12 years old.

Candace Consumer requests access to all data Company E stores about her so that she can correct any inaccurate data.
Closing Remarks

Jim Trilling
Federal Trade Commission
Division of Privacy and
Identity Protection
Thank You

Join Us Tomorrow at 9:00 am!