# JUNHE BULLETIN



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# Healthcare data security hot issues

"Guide for Healthcare Data Security" will come into effect on July 1st

On December 14 2020, the State Administration for Market Regulation and Standardization Administration of the People's Republic of China jointly released the *Information Security Technology - Guide for Healthcare Data Security* (GB/T 39725 - 2020, hereinafter referred to as "the Guide"). The Guide will come into effect on July 1, 2021.

With the emergence of "Internet + Healthcare" platforms and the development of intelligent healthcare, the Guide aims to achieve many goals, including ensuring the confidentiality, integrity and availability of healthcare data, protecting personal information, safeguarding public interest and national security and to promote the utilization of healthcare data. The main content of the Guide is summarized as follows.

#### 1. Classification System for Healthcare Data

The Guide classifies the healthcare data categories, data levels, relevant roles, circulation and usage scenarios, and publicity formats, in order to differentiate and refine requirements for

security measures regarding different scenarios and data.

Healthcare data. Healthcare data refers to personal healthcare data and the healthcare related data processed from personal healthcare data, including overall analysis results for groups, trend predictions, disease prevention and treatment statistics. (*Article 3.2*). The Guide classifies healthcare data into the following categories and provides relevant examples:

Personal character data refers to data that can, alone or in combination with other information, identify a particular natural person, such as their name, ID card, and telephone number.

Health status data refers to data that can reflect a person's health status or data that is closely related to his health status, such as chief complaints, current medical history, test data and genetic counseling data.

Medical application data refers to data that can reflect the conditions of medical care, outpatient

services, hospitalization, hospital discharge and other medical services, such as outpatient service records, inpatient service check-up reports and hospitalization records.

Medical payment data refers to cost-related data involved in medical or insurance services, such as medical insurance payment information, transaction amounts and insurance status.

Health resource data refers to data that can reflect the capabilities and characteristics of health service personnel as well as health plans and health systems, such as hospital basic data and hospital operational data.

Public healthcare data refers to data related to the public health of a country or region, such as environmental healthcare data, epidemic data of infectious diseases, and births and deaths data. (Article 6.1)

**Levels of healthcare data.** Healthcare data is classified from low to high as five levels, based on the importance of the data, the level of risk and the possible damage and impact on the data subject of the personal healthcare data.

Level 1: data that can be completely public and accessible, including the data that is publicly available.

Level 2: data that can be accessed on a larger scale. For example, the data that cannot identify personnel can be used for analysis by doctors in each department after being approved.

Level 3: data that can be accessed within a medium range and that may cause a medium degree of harm to the data subject of personal healthcare data if disclosed without authorization. For example, data that has been partially deidentified but may still be re-identified is limited to use within the authorized project group.

Level 4: data that can be accessed on a small scale and that may cause a high degree of harm to the data subject if it is disclosed without

authorization. For example, data that can directly identify personnel is only accessible by medical care personnel involved in the medical practice.

Level 5: data that can be accessed and used only on a very small scale with stringent restrictions that may cause a serious degree of harm to the data subject if disclosed without authorization. For example, detailed materials of certain diseases (such as AIDS, sexually transmitted diseases) is only accessible to attending health care personnel and needs to be strictly controlled. (Article 6.2)

The roles of related organizations or personnel. Related organizations or personnel can be classified into four different roles based on particular types of data and scenarios:

- Subject of personal healthcare data (hereinafter referred to as "data subject");
- Controller: the organization or person who can determine the purpose, manner, and scope of the healthcare data processing;
- Processor: the organization or person who collects, transmits, stores, uses, processes or discloses healthcare data on behalf of a controller, or who provides services of using, processing or disclosing healthcare data to a controller;
- User: the organization or person who is neither the data subject nor the controller and processor but uses the healthcare data for a specific type of data in a specific scenario. (Article 6.3)

The logic of the above definition is somewhat different from the definition of a personal information processor in the Civil Code and the Personal Information Protection Law (Draft) ("PIPL") and refers to the classification standards of the European Union to some extent. The definition of "user" is brought up. It remains to be seen whether the definition will be adjusted accordingly after the introduction of the PIPL.

#### 2. The principle of use and disclosure

Article 7 of the Guide stipulates 17 specific rules for the use and disclosure of healthcare data. For the collection and use of personal healthcare data, the Guide follows the principle of informed consent for the collection and use of personal information, but at the same time provides for relevant exceptions, the retrospective inquiry rights of individuals, provisions for data export and other innovative provisions. Healthcare is a highly ethical and professional area and it is difficult for patients to understand the specific security situations of data; therefore, the professional institutions and personnel shall undertake more responsibilities. These provisions reflect to some extent the need for greater flexibility and broader authorization to process personal healthcare data by medical institutions. However, whether the relevant authorizations will be approved by the government remains to be seen. These provisions are summarized as follows:

Use and disclose personal healthcare data without personal authorization. The controller can use or disclose personal healthcare data without the authorization from the data subject under the following circumstances: (1) when the data is provided to the data subject; (2) when treatment, payment or healthcare is provided; (3) when it is in the public interest or is required by law; (4) when the restricted data set is used for scientific research, medical/health education and public health purposes; "restricted data set" refers to the data set that has been partially de-identified, but can identify the data subject and therefore needs to be protected. In such circumstances, the controller may rely on legal requirements, professional ethics and professional judgment to determine which personal healthcare data is permitted to be used or disclosed. (Article 7.b) It remains to be seen whether these provisions will be consistent with the final version of the PIPL

The controller can use treatment notes for treatment. After necessary de-identification processing, the controller can use or disclose the

treatment notes for internal training and academic seminars in the absence of personal authorization. (*Article 7.i*) Article 10.2 provides the specific requirements and method advice for the deidentification process.

The above provisions appear to grant the controller the right to independently determine the use and disclosure of personal healthcare data in the course of diagnosis, treatment, payment and healthcare services. Further explanation may be needed to determine whether this conflicts with the principle of informed consent of personal information under the *Civil Code* and the *PIPL*.

Rights of data subjects. Article 7 of the Guide sets out the principles by which the data subject exercises his or her respective rights as data subjects, including the right to access and inquiry, the right to obtain a copy, the right of correction and supplement, the right of retrospective inquiry: namely, the right of a data subject to make a retrospective inquiry of the history of the use or disclosure of the data by a controller or its processor, with a minimum retrospective period of six years.

The controller decides on the use and disclosure of personal healthcare data. The data subject has the right to require the controller to restrict the use or disclosure of their personal healthcare data and to restrict the disclosure of information to relevant people in the course of diagnosis, treatment, payment and healthcare services. The controller is not obliged to agree to the above restricted requests. But if the controller agrees so, it will need comply with the agreed restrictions unless otherwise required by law or in case of a medical emergency. (Article 7.h)

**Data utilization.** Article 7 separately provides for the circumstances in which data is to be used (except for data export):

First, the use of controlled data set. The controller can use the restricted data set for the purpose of scientific research, medical care service and public health after confirming the legality, legitimacy and necessity of the data use and the corresponding data security capability of the user, and after the user has signed the data use agreement and promised to protect the personal healthcare medical data of the restricted data set. Users can only use the data within the scope agreed to by contract and assume responsibility for the data security. After the use purpose is fulfilled, the data should be returned, destroyed or otherwise disposed of in accordance with the requirements of the controller. Users can not disclose data to third parties without the controller's permission. (*Article 7.m*)

Second, anonymized data. If the controller obtains personal healthcare data that cannot identify the individual based on the aggregation and analysis of healthcare data, the data is no longer personal information; however, its use and disclosure shall comply with other relevant laws of the state. (Article 7.n)

Third, the application of data platforms. It is suggested that the controller adopt the opening form of the "data analysis platform" to strictly control the use and disclosure when conducting external development and cooperation of data.

Data export. The controller shall not store healthcare data in an overseas server and shall not host or lease overseas servers. If the controller needs to export corresponding data overseas for academic research purposes, the data can only be provided after the necessary de-identification and discussion and approval of the security committee and when the data is not confidential or important and there are more than 250 pieces of information, otherwise, it is advisable to make submissions to the relevant government departments for approval. Where no state secrets, important data or other data prohibited or restricted from being provided abroad are involved, the controller may provide the personal healthcare data to overseas destinations with authorization and consent from the data subject and after discussion, examination and approval by the data security committee. The

accumulative data quantity should be controlled within 250 pieces of information; otherwise, it is advisable to make submissions to the relevant government departments for approval. (*Article 7.o to 7.q*)

Existing laws and regulations impose strict restrictions on the export of healthcare data. For example, the Administrative Measures on Standards, Security and Services of National Healthcare Big Data (for Trial Implementation) stipulates that healthcare big data shall be stored on safe and reliable servers within the territory of China, and shall go through security assessment and review according to relevant laws, regulations and requirements if it is necessary to provide such data abroad for business needs. The PIPL draft also provides a series of rules for information exit. It remains to be seen whether the Guide's requirement to provide data abroad without the approval of the government constitutes an exemption in practice.

#### 3. Security Measures

Articles 8, 9 and 10 of the Guide provide guidance for the protection of healthcare data in terms of key points of security measures, security management and security technology.

Key points of security measures. The Guide requires that data shall be classified according to the need for data protection and that different security measures may be applied to different levels of data, with an emphasis on authorization management, identity authentication and access control management. Article 8 specifies security measures requiring particular attention for different data levels and data circulation scenarios, such as the data security measures for subject-controller data flow, controller-subject data flow, controller internal data use, controller-processor data flow, controller-controller data flow and controller-user data flow.

**Security Management.** Article 9 stipulates that the controller should undertake security measures and inspect and improve any positive effect after

implementing the measures. This is from the aspects of organization, process (including planning, implementation, inspection, improvement) and emergency disposal. The controller may establish the methods of data use and management according to Appendix C, examine and approve the data application according to Appendix D, sign the data processing (use) agreement with the processor (user) according to Appendix E, and conduct self-examination according to Appendix F.

According to this Article, relevant organizations shall conduct a continuous and effective compliance and management systems including institutions, establishments, procedures and training as a whole, which is in line with the principles of the *Personal Information Protection Act (draft)*. Meanwhile, regarding the sensitivity of healthcare data, the Guide provides more detailed requirements in areas such as institutional setup, frequency of meetings, and process planning, which deserves enterprises' attention and benchmarking.

**Security technology.** Article 10 provides guidance on common security techniques and deidentification. For example, for the deidentification, the Guide lists recommended solutions for the de-identification of the names, contact information, dates, date of births, ages, numbers and the numbers used within medical institutions. Decertification strategies, processes, and results should be approved by data security committees.

#### 4. Data Security in Typical Scenarios

Finally, based on the different scenarios of data subject and usage of the data, the Guide classifies data usage into different scenarios including doctor accessing, patient querying, clinical research, secondary use, health sensor data, mobile application data, commercial insurance docking and medical device data. It provides specific recommendations for each scenario mentioned above. We take the doctor accessing and clinical research as examples

below:

**Doctor accessing**. Firstly from the perspective of data classification, the data in the doctor access scenario can be classified into default, notification, and authorization levels, corresponding to the levels 2, 3, and 4 in the data classification. Secondly, the Guide specifies the roles and the authority allocation for doctors, how to tag data based on its level and granularity, the identity authentication method and data accessing methods. (*Article 11.1*)

Clinical research. The Guide considers different types of clinical research, such as retrospective clinical studies, pre-clinical studies, basic clinical studies, applied clinical studies, clinical pathway studies, pre-market and post-market studies, clinical studies based on real-world data and studies involving artificial intelligence. The Guide also classifies the roles of the related parties involved. For example, in a case of retrospective clinical studies, a sponsor needs to obtain the past data from a clinical research institution to conduct studies on pharmaceutical/medical products and the diagnostic and therapeutic solutions. The clinical research institution and the sponsor jointly play the role of the controller, and the tested personnel is the data subject. The Guide sets protection requirements for the use of clinical research data from the perspectives of ethical review and informed consent, data classification, data collection, data transmission, data storage, data use, data release and share, and audit management. (section 11.3)

#### 5. Our Observation

The Guide provides localized recommendations for the use of healthcare data by the combination of referring to foreign legislations and standards such as the Health Insurance Portability and Accountability Act of the US, ISO 27799, and NIST800-66, and considering domestic practices and standards. The Guide delves into daily scenarios and makes a useful attempt to balance the values of personal information and healthcare

data utilization and compliance protection in the medical and health professions. On the one hand, the Guide provides a practical reference for healthcare data controllers to take security measures to protect relevant data. On the other

hand, since the Guide is not mandatory, how its relevant provisions, particularly those that differ from established laws or relevant drafts, will be implemented in the future in practice is yet to be observed.

Marissa DONG Partner Tel: 86 10 8519 1718 Email:dongx@junhe.com

Jinghe Guo Associate Tel: 8610 8553 7947 Email:guojh@junhe.com

Junjie Dong Associate Tel:86 10 85408722 Email:dongjj@junhe.com

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# 君合研究简讯



2021年3月31日

# 信息保护和网络安全法律热点问题

## 《健康医疗数据安全指南》将于7月1日正式实施

2020年12月14日,国家市场监督管理总局和国家标准化管理委员会联合发布了《信息安全技术健康医疗数据安全指南》(GB/T39725—2020,以下简称"《指南》")。《指南》将于2021年7月1日生效实施。

在"互联网+医疗健康"和智慧医疗发展的大趋势下,《指南》意图综合实现多重目标,既确保健康医疗数据的保密性、完整性和可用性,保护个人信息、公众利益和国家安全,又能促进健康医疗数据和业务发展的需求。《指南》的主要内容总结如下。

#### 一、健康数据分类体系

《指南》对健康数据类别范围、数据等级、相 关角色、流通使用场景和数据开放形式进行了分类, 以便于针对不同场景、不同数据提出区别化、精细 化的安全措施要求。

#### 1、 健康医疗数据

健康医疗数据是指,个人健康医疗数据以及由 个人健康医疗数据加工处理之后得到的健康医疗 相关数据,包括群体总体分析结果、趋势预测、疾 病防治统计数据等。(第3.2条)《指南》将健康医疗 数据分为如下几个类别,并进行了举例:

- <u>个人属性数据</u>:是指单独或者与其他信息结合 能够识别特定自然人的数据,如姓名、身份证、 电话。
- 健康状况数据:是指能反映个人健康情况或同个人健康情况有着密切关系的数据,如主诉、 现病史、检验检测数据、遗传咨询数据。
- *医疗应用数据:* 是指能反映医疗保健、门诊、 住院、出院和其他医疗服务情况的数据,如门 诊病历、住院医嘱检查检验报告、入院记录。
- 医疗支付数据:是指医疗或保险等服务中所涉及的与费用相关的数据,如医保支付信息、交易金额、保险状态。
- 卫生资源数据:是指那些可以反映卫生服务人员、卫生计划和卫生体系的能力与特征的数据,如医院基本数据、医院运营数据。
- <u>公共卫生数据</u>:是指关系到国家或地区大众健康的公其事业相关数据,如环境卫生数据、传染病疫情数据、出生死亡数据。(第6.1条)

#### 2、 健康医疗数据的分级

根据数据重要程度、风险级别以及对个人健康 医疗数据主体可能造成的损害和影响,健康数据从 低到高分为五级。

- *第1级*:可完全公开使用的数据。包括可以通过 公开途径获取的数据。
- <u>第2级</u>:可在较大范围内供访问使用的数据。例如不能标识个人身份的数据,各科室医生经过申请审批可以用于研究分析。
- 第3级:可在中等范围内供访问使用的数据,如果未经授权披露,可能对个人健康医疗数据主体造成中等程度的损害。例如经过部分去标识化处理,但仍可能重标识的数据,仅限于获得授权的项目组范围内使用。
- <u>第4级</u>:在较小范围内供访问使用的数据,如果 未经授权披露,可能会对个人健康医疗数据主 体造成较高程度的损害。例如可以直接标识个 人身份的数据,仅限于参与诊疗活动的医护人 员访问使用。
- 第5级: 仅在极小范围内且在严格限制条件下供访问使用的数据,如果未经授权披露,可能会对个人健康医疗数据主体造成严重程度的损害。例如特殊病种(例如艾滋病、性病)的详细资料,仅限于主治医护人员访问且需要进行严格管控。(第6.2条)

#### 3、 相关组织或个人的角色

针对特定数据特定场景,相关组织或个人可划 分为以下四种不同情形:

- *个人健康医疗数据主体*(以下简称"主体"或 "数据主体");
- **控制者**:即能够决定健康医疗数据处理目的、

方式及范围等的组织或个人;

- <u>处理者</u>:即代表控制者采集、传输、存储、使用、处理或披露其掌握的健康医疗数据,或为控制者提供涉及健康医疗数据的使用、处理或者披露服务的相关组织或个人;
- 使用者:即针对特定数据的特定场景,不属于 主体,也不属于控制着和处理者,但对健康医 疗数据进行利用的相关组织或个人。(第6.3条)

上述定义的逻辑与《民法典》和《个人信息保护法(草案)》对于个人信息处理者的定义有一定差异,在一定程度上考虑了欧盟的分类标准,但又增加了使用者的定义,在《个人信息保护法》出台后是否会相应调整还待观察。

#### 二、使用披露原则

《指南》第7条规定了17项具体的使用披露规则。对于个人健康医疗数据的收集和使用,《指南》遵循了个人信息收集、使用的告知同意原则,但同时规定了相关例外场景、回溯查询权、数据出境等创新性规定。健康医疗领域的伦理性和专业性极强,患者难以了解数据的具体安全状况,因此专业机构和专业人员需要承担更多的责任。尽管这些规定在一定程度上反映了医疗机构等在实践中需要更灵活、广泛的处理个人健康数据权限的要求,但相关授权在实践中是否能得到政府部门的认可需进一步观察。这些规定总结如下:

## 1、 无需个人授权使用及披露个人健康医疗 数据

控制者在没有获得主体的授权,在以下情况可以使用或披露相应个人健康医疗数据:(1)向本人提供时;(2)治疗、支付或保健护理时;(3)涉及公共利益或法律法规要求时;(4)受限制数据集用于科学研究、医学/健康教育、公共卫生目的时。受限制数据集是指经过部分去标志化处理,但认可识

别相应个人并因此需要保护的个人健康医疗数据集。在上述情况下,控制者可依靠法律法规要求、职业道德、伦理和专业判断来确定哪些个人健康医疗数据允许被使用或披露。(第7.b)条)该等规定是否与最终出台的《个人信息保护法》相一致还值得观察。

控制者可以使用治疗笔记用于治疗,在进行必要的去标识化处理后,可以在未经个人授权的情况下使用或披露治疗笔记进行内部培训和学术研讨。(第7.i)条)。去标识化处理的具体要求和方法建议在第10.2条进行了规定。

上述规定似乎赋予控制者在诊断、治疗、支付、 健康服务等过程中独立决定个人健康数据使用及 披露的权利,其与《民法典》及未来的《个人信息 保护法》项下个人信息授权同意原则是否相冲突待 进一步解释。

#### 2、 数据主体权利行使

《指南》第7条规定了主体行使其相应数据主体权利的原则,包括访问和查询权、获得副本的权利、更正和补充权、回溯查询权(即数据主体有权对控制者或其处理者使用或披露数据的情况进行历史回溯查询,最短回溯期为六年)。

### 3、控制者自主决定个人健康数据的使用及 披露

主体有权要求控制者在诊断、治疗、支付、健康服务等过程中限制使用或披露其个人健康医疗数据,以及限制向相关人员披露信息;控制者没有义务同意上述限制请求,但一旦同意,除非法律法规要求以及医疗紧急情况下,控制者宜遵守约定的限制。(第7.h)条)

#### 4、 数据利用

第 7 条将数据利用涉及的情形分别进行规定 (除数据出境外): **第一,受控制数据集的使用**。控制者在确认数据使用的合法性、正当性和必要性,并确认使用者具备相应数据安全能力,且使用者签订了数据使用协议并承诺保护受限制数据集中的个人健康医疗数据后,可将受限制数据集用于科学研究、医疗保健业务、公共卫生等目的;使用者只能在协议约定的范围内使用数据并承担数据安全责任,在使用数据完成后,宜按照控制者要求归还、彻底销毁或者进行其他处理。未经控制者许可,使用者不能将数据披露给第三方。(第7.m)条)

*第二,匿名化的数据*。如果控制者针对个人健康医疗数据汇聚分析处理后得到了不能识别个人的健康医疗相关数据,该数据不再属于个人信息,但其使用和披露宜遵守国家其他相关法规要求。(第7.n)条)

*第三,数据平台的适用。*建议控制者在对外进行数据开发合作利用时,采用"数据分析平台"开放形式,对于使用披露进行严格管控。

#### 5、数据出境

控制者不宜将健康医疗数据在境外的服务器中存储,不托管、租赁在境外的服务器。控制者因为学术研讨需要,需要向境外提供相应数据的,在进行必要的去标识化处理后,经过数据安全委员会讨论审批同意,数量在250条以内的非涉密非重要数据可以提供,否则宜提请相关部门审批。不涉及国家秘密、重要数据或者其他禁止或限制向境外提供的数据,经主体授权同意,并经数据安全委员会讨论审批同意,控制者可向境外目的地提供个人健康医疗数据,累计数据量宜控制在250条以内,否则宜提请相关部门审批。(第7.0)-q)条)

现行法律、法规对健康数据的出境规定了严格 限制,例如《国家健康医疗大数据标准、安全和服 务管理办法(试行)》规定,健康医疗大数据应当存 储在境内安全可信的服务器上,因业务需要确需向 境外提供的,应当按照相关法律法规及有关要求进行安全评估审核。《个人信息保护法(草案)》也对于信息出境作出了一系列的规定。对于《指南》提出的无需政府部门审批即可出境的规定是否能构成相关豁免有待实践中进一步观察。

#### 三、安全措施

《指南》第8条、第9条和第10条分别从安全措施要点、安全管理和安全技术三个方面为健康 医疗数据保护提供了指南。

#### 1、 安全措施要点

《指南》要求可以根据数据保护的需要进行数据分级,对不同级别的数据实施不同的安全保护措施,重点在于授权管理、身份鉴别、访问控制管理。第8条针对不同数据分级及数据流通使用场景具体规定了重点关注的安全措施,例如主体-控制者间数据流通、控制者-主体间数据流通、控制者内部数据使用、控制者-处理者间数据流通、控制者间数据流通、控制者-使用者间数据流通。

#### 2、安全管理

第9条从组织、过程(包括规划、实施、检查、改进)和应急处置三个方面规定了控制者宜有针对性地采取安全措施,并对实施措施后的效果进行检查,持续改进。控制者可参照附录 C 建立数据使用管理办法,参照附录 D 对数据申请进行审批,参照附录 E 与处理者(使用者)签署数据处理(使用)协议,参照附录 F 进行自查。

根据该条要求,相关组织应形成持续有效的机构、制度、流程、培训等一体化的合规体系搭建和管理,这与《个人信息保护法(草案)》的原则相一致,同时,由于健康医疗数据的敏感性,《指南》对于机构设置、会议频率、流程方案等方面提出了更加细节的要求,值得企业关注和对标。

#### 3、安全技术

第 10 条对通用安全技术和去标识化进行了指导。例如,对于去标识化,《指南》列示了对姓名、联系方式、日期、出生日期、年龄、号码和医疗机构内部所用号码去标识化的方法建议,去标识化策略、流程和结果宜由数据安全委员会审批。

#### 四、典型场景数据安全

最后,《指南》则根据数据的使用主体和用途, 将数据使用场景分为:医生调阅数据、患者查询数据、临床研究数据、二次利用数据、健康传感数据、 移动应用数据、商业保险对接和医疗器械数据,并 依附于每个场景对上述各条提出了具体化建议。下 述以医生调阅数据和临床研究数据安全为例说明。

医生调阅数据。首先,对于数据分级,医生调阅场景下数据可分为默认级、告知级和授权级,分别对应数据分级中的第2级、第3级和第4级;其次,《指南》具体化了医生的角色定义和权限分配、如何将数据按分级和颗粒度标注、身份鉴别方式和数据调阅方式。(第11.1条)

**临床研究数据安全**。《指南》考虑了不同临床研究类型,如回顾性临床研究、前贍性临床研究、临床基础研究、临床应用研究、临床路径研究、产品上市前研究和产品上市后研究、基于真实世界数据的临床研究、涉及人工智能的研究等,并对涉及的相关方的角色进行了分类。例如,对回顾性临床研究而言,申办者根据需要从临床研究机构获得既往数据从事医药/医疗产品和诊疗方案研究。临床研究机构、申办者共同承担控制者的角色,受试者是主体。《指南》从伦理审查及知情同意、数据分级、数据采集、数据传输数据存储、数据使用、数据发布和共享、审计管理等角度对临床研究数据的使用规定了安全保护要求。(第11.3条)

#### 五、我们的观察

《指南》既借鉴了国外立法和标准,如美国

HIPPA法案和ISO 27799、NIST800-66等标准,又结合了国内实践及标准,为健康医疗数据的应用提出本土化建议。《指南》深入日常使用场景,对于医疗

健康这一专业领域个人信息及健康数据利用及合规保护的价值平衡进行了有益尝试。一方面,《指南》为健康医疗数据控制者保护相关数据采取安全措施提供了实操性参考依据;另一方面,《指南》并不具有强制性法律效力,其相关规定,特别是与现有法律法规的规定或相关征求意见稿的规定有一定差异的条款,未来在实践之中如何实施,还有待进一步观察。

董 潇 合伙人 电话: 86 10 8519 1718 邮箱地址: dongx@junhe.com 郭静荷 律 师 电话: 86 10 8553 7947 邮箱地址: guojh@junhe.com 董俊杰 律 师 电话: 86 10 8540 8722 邮箱地址: dongjj@junhe.com



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