



Supervisory Policy Manual

IC-6

The Sharing and Use of Consumer Credit Data through a Credit Reference Agency

V.4 – 02.09.11

This module should be read in conjunction with the [Introduction](#) and with the [Glossary](#), which contains an explanation of abbreviations and other terms used in this Manual. If reading on-line, click on blue underlined headings to activate hyperlinks to the relevant module.

Purpose

To specify the minimum standards that AIs should observe in relation to the sharing and use of consumer credit data through a credit reference agency

Classification

A statutory guideline issued by the MA under the Banking Ordinance, §16(10)

Previous guidelines superseded

This is a new guideline.

Application

To AIs which are involved in the provision of consumer credit

Structure

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2. Definition
3. Comprehensive participation
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1. Introduction

- 1.1 When positive consumer credit data sharing (excluding positive mortgage loan data) was introduced in Hong Kong in 2003, the scope of data sharing primarily covered the sharing of positive and negative credit data relating to credit cards and unsecured personal loans, as well as the negative credit data relating to mortgage loans. Following the public consultation on the sharing of mortgage data for credit assessment as proposed by the financial industry in January 2011, the Privacy Commissioner for Personal Data (the “PC”) was convinced that positive mortgage data sharing (“PMDS”) would lead to responsible borrowing and lending. The Code of Practice on Consumer Credit Data (“the Code”) was revised on 1 April 2011 as a consequence to allow for the implementation of



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PMDS.

- 1.2 The Code provides practical guidance to credit providers, including AIs and their subsidiaries within the meaning of §2 of the Banking Ordinance, and credit reference agencies (“CRAs”) on the handling of consumer credit data. It deals with issues relating to the collection, accuracy, use, security, access and correction of consumer credit data. A breach of the requirements under the Code would be accepted as evidence of breach of the relevant data protection principles or provisions under the Personal Data (Privacy) Ordinance (“PDPO”) unless there is evidence that the requirement of the Ordinance was actually complied with in a different way, notwithstanding the non-observance of the Code. The PC may issue an enforcement notice to a data user following investigation of an alleged contravention of the relevant data protection principles and provisions of the PDPO. Contravention of the enforcement notice by a data user after the enforcement notice is served on him would constitute an offence. In case of any conflict between this module and the Code, the Code shall prevail.
- 1.3 The minimum authorization criterion under paragraph 10 of the Seventh Schedule to the Banking Ordinance provides that the MA must be satisfied that an AI has, among others, adequate systems of control. The MA considers that this would include adequate systems of control to enable the AI to manage its credit risk effectively, and to properly protect and use consumer credit data. In this regard, the MA will take into account the extent to which AIs make full use of all relevant information (including that obtained from CRAs) in managing their credit exposure and whether AIs have adequate controls to ensure that their consumer credit data are properly safeguarded.
- 1.4 Failure to adhere to the standards and requirements set out in this module may call into question whether the AI continues to satisfy the relevant authorization criterion under the Banking Ordinance.

2. Definition

- 2.1 The terms used in this module have the following meaning:



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- “Consumer credit data” means any personal data concerning an individual collected by an AI in the course of or in connection with the provision of consumer credit, or any personal data collected by or generated in the database of a CRA (including the mortgage count) in the course of or in connection with the providing of consumer credit reference service.
- “Consumer credit” means any loan, overdraft facility or other kind of credit, including leasing and hire-purchase, provided by an AI to and for the use of an individual as borrower, or to and for the use of another person for whom an individual acts as mortgagor or guarantor.
- “Credit reference agency” (“CRA”) means any data user who carries on a business of providing a consumer credit reference service, whether or not that business is the sole or principal activity of that CRA.
- “Debt Relief Plan” means an agreement to be concluded between a Debtor and all Creditors, having an exposure to the Debtor, for partial relief and/or rescheduling of debts owed to those Creditors pursuant to the terms of the Agreement for Debt Relief Plans endorsed by the Hong Kong Association of Banks, the DTC Association, the Finance Houses Association of Hong Kong Limited and the Hong Kong S.A.R. Licensed Money Lenders Association.
- “Effective date” means 1 April 2011.
- “Loan restructuring arrangement” means any scheme of arrangement in relation to debts owed by an individual consequent upon a default in the repayment of those debts.
- “Material default” means a default in payment for a period in excess of 60 days.



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- “Mortgage account general data” has the same meaning as in clause 2.4.4A of the Code of Practice on Consumer Credit Data.
- “Mortgage loan” means a loan secured or to be secured by residential, retail, commercial or industrial properties, unless otherwise specified, and reference to “mortgage” shall be construed accordingly.
- “Mortgage Count” means the number of mortgage loans under which an individual is a borrower, mortgagor and/or guarantor.
- “Prescribed consent” means the express consent of an individual given voluntarily but does not include any consent which has been withdrawn by notice in writing served on the person to whom the consent has been given (but without prejudice to so much of that act that has been done pursuant to the consent at any time before the notice is so served).
- For the purpose of paragraphs 5.3.1, 6.1, 6.5 and 7.1 and other related paragraphs, “review” means consideration by the AI of any of the following matters (and those matters only) in relation to existing credit facilities provided to the individual, namely: (i) an increase in the credit amount; (ii) the curtailing of credit (including the cancellation of credit or a decrease in the credit amount); or (iii) the putting in place or the implementation of a scheme of arrangement with the individual.
- “Scheme of arrangement” means any restructuring, rescheduling or other modification of terms of whatsoever nature in relation to debts owed by an individual, whether as borrower, as mortgagor or as guarantor, towards a single creditor or more than one creditors.



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- “Transitional period” means the period of 24 months beginning on the effective date and ending on the day before the second anniversary of the effective date.

3. Comprehensive participation

- 3.1 The HKMA believes that a fully-fledged consumer credit database, including both positive and negative data, will be beneficial to AIs (in enabling them to be better informed and make more accurate assessment of customers’ creditworthiness) and consumers (in enforcing borrower discipline, reducing cross subsidisation among consumers with different credit profiles and improving access to bank funding). However, to realise such benefits, the database must be adequately comprehensive and AIs need to make full use of the database in their credit decisions.
- 3.2 In order to enable an adequately comprehensive database to be built up, which would help AIs better manage their consumer credit exposure, the HKMA expects all AIs that are involved in the provision of consumer credit to participate as fully as possible in the sharing and use of consumer credit data through a CRA within the framework laid down by the Code. Following the recent amendments to the Code on 1 April 2011, the HKMA expects all AIs to share and use positive mortgage data through the CRA within the framework laid down in the revised Code. At a minimum, AIs should share consumer credit data to the extent recommended by the Hong Kong Association of Banks and the DTC Association.
- 3.3 The HKMA also considers that using consumer credit data from a CRA for assessing credit applications (including mortgage loan applications) and conducting credit reviews is an essential part of an AI’s credit management system unless there are satisfactory alternative arrangements for the comprehensive sharing of consumer credit data.
- 3.4 The HKMA would take into account the extent to which an AI participates in the contribution of consumer credit data to and makes full use of the same from a CRA in assessing the effectiveness of the AI’s credit management system.



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- 3.5 Where an AI does not, in the opinion of the HKMA, make appropriate use of the relevant facilities of a CRA, one option would be for the HKMA to require the AI concerned to mitigate the risk by restricting the amount of consumer credit business that it undertakes.
- 3.6 The senior management of AIs should ensure that sufficient priority and resources are devoted to enabling the computer systems of their institution to interface with those of the CRA in a timely and effective manner, in terms of contributing and making enquiry of consumer credit data.

4. Handling of positive mortgage data

4.1 General

- 4.1.1 For the purpose of setting up a comprehensive mortgage loan database by the CRA and to comply with the PDPO's requirement, AIs are required to seek the prescribed consent of their existing mortgage customers and mortgage loan applicants before uploading their pre-existing mortgage data to the CRA. Pre-existing mortgage data refers to the mortgage account general data of any account relating to a mortgage loan which already existed prior to the effective date and continues to exist after that date.
- 4.1.2 Where prescribed consent is obtained, an AI should adopt prudent procedures to check its validity through verifying the signature of a customer on the consent seeking form or other appropriate means.
- 4.1.3 To ensure a level playing field and the comprehensiveness of the CRA database, the HKMA will, as and when appropriate, monitor through regular surveys and enquiries to ensure that AIs are seeking the prescribed consent of all relevant customers and do not do so only on a selective basis.

4.2 Pre-existing mortgage data



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- 4.2.1 With a view to building up a comprehensive mortgage loan database, Als are required to perform a one-off exercise to issue consent seeking forms from 1 April 2011 onwards to seek the prescribed consent of existing mortgage customers (i.e. borrowers, mortgagors or guarantors) for the uploading of their pre-existing mortgage data to the CRA.

4.3 New mortgage loan data

- 4.3.1 Following the amendments to the Code on 1 April 2011, subject to Als' compliance of the notification requirement under clause 2.1A of the Code, Als have the right to upload to the CRA the mortgage account general data of new mortgage loans whose applications are received on or after the effective date. To enable the uploading of such mortgage data, Als should ensure that before collecting customers' personal data for mortgage loan applications, the relevant Personal Information Collection Statement is provided to customers in order to comply with the notification requirements under the Code pertaining to the provision of consumer credit data relating to mortgage loans.
- 4.3.2 In order to make full use of the PMDS scheme, for all relevant mortgage loan applications received on or after the effective date, the HKMA expects that Als would, as part of the mortgage loan application process, seek to obtain from mortgage loan applicants prescribed consent for the uploading of their pre-existing positive mortgage data to the CRA in case they have not already given such consent previously.
- 4.3.3 Als should explain to the mortgage applicant that the prescribed consent applies to the pre-existing positive mortgage data and such consent will be addressed to all credit providers who are members of the CRA ("Members") and to the CRA. After the prescribed consent is received, it will be passed to the CRA which will then check with all its Members to verify if the customer has any mortgage loan with any of them. The CRA will upload any mortgage



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account general data of the customer it receives to its database, compile the mortgage count of that customer, and then report the mortgage count back to the mortgage loan processing AI.

- 4.3.4 Where prescribed consent for the sharing of pre-existing positive mortgage data and written consent for accessing the mortgage count held by the CRA are obtained from a mortgage loan applicant, the mortgage loan processing AI should make use of the mortgage count information obtained from the CRA in verifying the applicant's declaration in respect of his existing mortgage loan(s).
- 4.3.5 AIs should check the mortgage count declared by the mortgage loan applicant against the mortgage count obtained from the CRA. Follow-up enquiries should be conducted by the AI during the loan approval process in case of any discrepancy especially where the declared mortgage count is smaller than the mortgage count obtained from the CRA. There should be clear and detailed policies and procedures established by AIs on the mortgage count verification process and the course of actions that AIs should take where the discrepancy cannot be reconciled.
- 4.3.6 Where prescribed consent is not obtained, the AI may still continue to process the mortgage loan application by obtaining additional relevant information from the applicant to assess the applicant's repayment ability. The AI will then decide whether it has sufficient information to conduct a credit assessment of the customer and whether additional measures are required to mitigate the potential credit risk involved. In this regard, AIs should comply with the requirements stipulated in the relevant guidelines or circulars pertaining to PMDS and mortgage loan business as issued by the HKMA from time to time.
- 4.3.7 An individual may withdraw his prescribed consent in relation to the sharing of pre-existing positive mortgage data by giving a notice in writing. Once received, the AI should inform the CRA as soon as practicable for follow-up. AIs



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should establish appropriate policies and procedures on the handling of customers' withdrawal notices and make reference to the relevant requirements of the PDPO where appropriate.

5. Safeguards on information security

5.1 General

5.1.1 For any credit information sharing arrangement to be effective and credible, the data must be properly safeguarded. Otherwise, Als would be subject to substantial legal and reputation risks. Als should therefore adopt all reasonable procedures to ensure that consumer credit data disclosed to or obtained from a CRA are properly safeguarded, with regard to the confidentiality, accuracy, relevance and proper utilisation of the information.

5.2 Policies and procedures

5.2.1 Als should have clear and comprehensive policies and procedures for the sharing and use of consumer credit data through a CRA to ensure compliance with the requirements of the Code. The policies and procedures should be designed to:

- ensure the security, confidentiality and integrity of consumer credit data; and
- guard against unauthorized access to or use of such information that could result in a breach of the Code and the data protection principles and relevant provisions under the PDPO.

5.2.2 These policies and procedures should be approved by the Board or a designated authority and be properly documented. They should be reviewed and updated regularly to ensure that they remain appropriate in the light of changes in relevant legislation and regulations. Any material amendments to the policies and procedures should



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be submitted to the Board or a designated authority for formal ratification and adoption.

5.2.3 The policies and procedures should specify how consumer credit data should be handled in cases where the credit application is submitted by an intermediary, who is commissioned by the credit applicant to handle his application, rather than by the credit applicant himself. In processing such a credit application, the AI concerned should ensure that the intermediary has obtained the authorization of the credit applicant to apply for credit on his behalf and to authorize the AI concerned to access the applicant's credit data held by a CRA. Where the intermediary does not have such authorization, the AI should contact the credit applicant directly to confirm his intention to apply for credit from the AI and advise the credit applicant that it may access his credit data held by a CRA for the purpose of assessing his application. In these latter cases, the AI should also address all future correspondence, including any statements or notifications required under the Code, to the credit applicant rather than the intermediary.

5.2.4 AIs should ensure adequate management oversight, at an appropriate senior level, on the development, implementation, and maintenance of these policies and procedures. There should also be an effective mechanism in place to monitor compliance with them. Any non-compliance should be followed up, investigated, rectified and reported to management.

5.3 Access control

5.3.1 AIs should have written policies specifying who may authorize access to the CRA database, and the criteria that need to be met for making such access for review purposes. The policies should define clearly the circumstances under which an AI may initiate reviews.



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- 5.3.2 Only designated persons authorized by management should be able to access the CRA database. There should be clearly defined procedures for the authorization of such designated persons. Such authorization, and any subsequent changes, must be documented.
- 5.3.3 AIs should maintain stringent control over the use of and changes made to the passwords for access to the CRA database. The passwords should only be made available to the designated persons who are authorized to access the CRA database. AIs should avoid using shared passwords (i.e. two or more persons sharing the same password). Under no circumstances should passwords be disclosed to unauthorized persons, e.g. IT maintenance or service contractors.
- 5.3.4 Where access to the CRA database is made through designated terminals, access to the CRA database through such terminals should be restricted only to designated persons, such as by way of password protection.
- 5.3.5 AIs should change the passwords for accessing the CRA database regularly, preferably at least quarterly.
- 5.3.6 AIs should maintain an access log on **all** instances of access to the CRA database. The access log should contain sufficient detail as evidence of compliance with the Code. It should, as a minimum, contain information about the purpose of the access, the date on which the access was made and the staff who made the access.
- 5.3.7 The AI's internal access log and billing records from the CRA should be regularly reviewed, at least on a monthly basis, for unusual access activities, such as an unusually high volume of access activities that is inconsistent with the AI's business. Such unusual access activities might suggest that the designated persons have abused the system. Alternatively, any unexplained shortfall in the number of instances of access in the AI's internal access records when compared with the CRA's billing records



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might suggest unauthorized access or breaches of the AI's access control.

- 5.3.8 Als should undertake prompt investigation of any unusual access activities and take prompt remedial actions to follow up any irregularities. Such irregularities, and the reasons for them, should be brought to management's attention. As required by the Code, Als should report any suspected breaches of the PDPO or the Code to the PC.

5.4 Confidentiality and retention of CRA credit data

- 5.4.1 Als should establish a policy on the safeguarding and retention of customer data obtained from the CRA. Specifically, the policy should provide that access to the CRA credit report should be on a need to know basis. There should also be restrictions on how such reports may be duplicated, copied or circulated.
- 5.4.2 Data Protection Principle 2 of the PDPO requires that personal data shall not be kept longer than is necessary for the fulfilment of the purpose for which the data are or are to be used. Als may need to retain credit reports from a CRA as documentary support for the relevant credit decisions for which the credit reports were obtained, and as file records in the event of subsequent queries or disputes raised by customers. With the CRA database being updated regularly, there would be a breach of the Principles if 'out-of-date' information were to be retained and used for making subsequent credit decisions. Als should ensure that they do not use out of date credit reports for making credit decisions.
- 5.4.3 Where a CRA credit report is obtained for the purpose of assessing a credit application and the AI subsequently refused the application, or when a customer ceases to have any borrowing relationship with the AI, the AI should destroy the relevant credit reports within a reasonable period unless such reports are to be used for other permitted purposes.

5.5 Data accuracy



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- 5.5.1 Als should take reasonably practicable steps to check the accuracy of their customers' credit data before passing them to the CRA. Clear procedures should be laid down on how changes to customers' credit data are to be implemented, verified and transmitted to the CRA.
- 5.5.2 As for data updating, the Code requires Als to update any account data or mortgage account general data previously provided to a CRA promptly or, in any event, by the end of each reporting period not exceeding 31 days, until the account is terminated or written-off, whereupon the AI shall promptly update the account data to indicate such termination or write-off.
- 5.5.3 In addition, Als should, as soon as reasonably practicable, update an individual's credit data upon the occurring of repayment in full or in part of any amount in default; a scheme of arrangement being entered into with the individual; the final settlement of the amount payable pursuant to such a scheme of arrangement; or the write off of any amount whether or not the amount has been in default or the subsequent repayment in full or in part of the written off amount.
- 5.5.4 Als should follow the requirements set out in clauses 2.7A and 2.7B of the Code, with effect from 1 July 2011, in reporting account data or mortgage account general data held in the database of the CRA. Essentially, in the event that an individual makes a request to an AI for updating under the circumstances as mentioned in section 5.5.3 above, the AI should update the account data or mortgage account general data of the individual held in the database of the CRA promptly and in any event not later than 14 days from the date of receiving the request.
- 5.5.5 Where an AI has been provided by a CRA with a credit report on an individual and has considered such credit report in connection with an application for consumer credit by that individual, the AI should, in its notification to the individual of its decision on the application, give notice of



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the fact that a credit report has been so considered. The AI should also advise the individual on how to contact the CRA which provided the credit report, for the purpose of obtaining a copy of the credit report for free under clause 3.18 of the Code (in which case, the AI has rejected the individual's credit application) and to make a data correction request under the PDPO, where appropriate. If a correction request made by the individual is subsequently complied with by the CRA, the AI concerned should at the request of the individual reconsider the credit application on the basis of a new credit report obtained from the CRA.

- 5.5.6 Where an AI provides consumer credit data which is being disputed by the consumer concerned to a CRA, it should clearly indicate to the CRA the existence of such a dispute and update the data as soon as reasonably practicable upon the settlement of the dispute.

5.6 Audit trail

- 5.6.1 The access log records, any investigation reports and follow up actions on irregularities or exceptions should be properly documented and kept for not less than 2 years. They should be maintained in such a manner that would facilitate compliance reviews and audits.

5.7 Compliance audit

- 5.7.1 AIs should conduct a compliance audit at least annually to verify whether their data management practices are adequate to ensure compliance with the requirements of the Code, this module and internal policies and procedures regarding the sharing of consumer credit data.
- 5.7.2 The audit report should be submitted to the AI's Board or a designated authority for review. This report should assess the overall effectiveness of the data management practices in ensuring compliance with the Code and this module. The reports should cover issues like security breaches or violations, management's responses and recommendations for improvement.



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5.8 Staff training

- 5.8.1 Als should provide appropriate guidance and training to staff who are involved in the sharing and use of consumer credit data through CRAs. In particular, staff involved in the handling of consumer credit data should familiarise themselves with the provisions of the Code, this module and controls to safeguard the confidentiality of such data.

6. Notification of access for review and right to opt-out

- 6.1 The Code requires credit providers to take practicable and reasonable steps to give prior notification to customers of their intention to access the CRA's database for the purpose of a review (whether within or outside the transitional period) unless the review is initiated by the customer, or relates to an obligation of an existing loan restructuring arrangement concerning debts owed by the customer.
- 6.2 The Code also requires credit providers to give notification to borrowers at the time of application for credit of the choice to opt-out of the positive credit data reporting system in respect of closed account data.
- 6.3 Clause 2.2¹ of the Code also recommends that credit providers should give a written reminder to the borrower within 30 days of the occurrence of a default by the borrower, that unless the amount in default is fully repaid before the expiry of 60 days from the date of the default, the individual shall be liable to have his account repayment data to be retained by the CRA for 5 years as specified by the Code.

¹ Clause 2.2 of the Code shall be superseded and replaced by clause 2.2A of the Code on a date to be appointed by the Privacy Commissioner. Clause 2.2A of the Code recommends that credit providers should give a written reminder to the borrower within 30 days of the occurrence of a default by the borrower, that unless the amount in default is fully repaid or written off (otherwise than due to a bankruptcy order) before the expiry of 60 days from the date of the default, the individual shall be liable to have his account repayment data to be retained by the CRA for 5 years as specified by the Code.



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- 6.4 Clause 2.3 of the Code also recommends that credit providers should give a written reminder to the borrower as soon as practicable upon repayment in full of the credit facility, of his right to opt-out of the positive credit data reporting system.
- 6.5 Als should ensure that sufficient prominence is given to such notifications. Also, Als should establish clear and comprehensive written procedures for making such notifications to their customers. These procedures should set out clearly when the notification should be made, the manner in which the notification is to be made and the type of information to be included in the notification. As required by the Code, Als should keep proper internal records of notifications of access for review for two years as evidence of compliance with the requirements of the Code.
- 6.6 Als should take appropriate steps to ensure that the CRA is promptly notified of any “opt-out” requested by their former borrowers once the conditions for the opt-out are met by such borrowers.

7. Access to Mortgage Count during the transitional period

- 7.1 Subject to certain exceptions, the Code provides that a credit provider shall not, during the transitional period, be entitled to access the mortgage count of an individual through a credit report, unless the access is made with the written consent of the individual and under any of the following circumstances:
- considering an application for grant of a mortgage loan to the individual, or to another person for whom the individual proposes to act as mortgagor or guarantor;
 - reviewing existing credit facilities currently in material default with a view to putting in place a loan restructuring arrangement by the credit provider;
 - reviewing existing credit facilities, for the implementation of an existing loan restructuring arrangement between the individual and the credit provider (whether or not other parties are involved) by the credit provider; or



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- reviewing existing credit facilities, with a view to putting in place a scheme of arrangement with the individual initiated by a request from the individual.
- 7.2 The Code further provides that unless the review access is made in relation to an on-going debt restructuring arrangement that was in place at the time of the access or was customer initiated, credit providers should give prior notification to customers for all other debt restructuring related reviews conducted during the transitional period.
- 7.3 Als should keep documentary evidence of compliance with the above requirements for a period of 2 years for compliance audit purposes.

8. Engagement of CRA

- 8.1 Als that use the service of a CRA should enter into a formal contractual agreement with the CRA that requires the CRA to have effective control systems to ensure compliance with all relevant requirements of the PDPO and the Code. Als should have effective procedures to monitor regularly the performance of the CRA, particularly in respect of its ability to comply with the requirements of the PDPO and the Code.
- 8.2 An AI should consider whether to terminate its relationship with the CRA if it is aware of unacceptable practices of the CRA, or serious breaches of the requirements of the PDPO or the Code. The contract with the CRA should specify that account data (including the mortgage account general data) provided by the AI shall remain the property of the AI and that the AI has the right to remove its data on the termination of its contract with the CRA.

9. Hong Kong Approach to Consumer Debt Difficulties

- 9.1 When the information obtained from the CRA reveals that a customer has incurred a level of indebtedness that may be unmanageable and the customer might have genuine difficulty in repaying the loans, Als should follow the guidelines set out in the



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“Hong Kong Approach to Consumer Debt Difficulties” to deal with such borrowers.

- 9.2 Als should consider such cases sympathetically and discuss with the customer concerned to work out a solution that is mutually beneficial for both the customer and the AI concerned. In doing so, the customer should be made aware of the possibility of solving the problem by a Debt Relief Plan.
- 9.3 Where the AI does not have a prior credit relationship with the individual who has applied for credit, the AI should suggest that the individual discuss the problem with the financial institution with which the individual has the major credit relationship as soon as possible.
- 9.4 Als should not hastily demand immediate repayment of loans or reduce credit lines or actively recommend transfer of the balance. Instead, Als should follow the framework and procedures which are laid down in the Agreement on Debt Relief Plans, and the framework and procedures for Individual Voluntary Arrangements, and work out a mutually acceptable solution with the customer as far as possible.

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