

113TH CONGRESS  
1ST SESSION

# S. 1038

To eliminate racial profiling by law enforcement, and for other purposes.

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## IN THE SENATE OF THE UNITED STATES

MAY 23, 2013

Mr. CARDIN (for himself, Mr. DURBIN, Mr. BLUMENTHAL, Mr. COONS, Mr. HARKIN, Mr. MENENDEZ, Ms. STABENOW, Mr. LEVIN, Ms. MIKULSKI, Ms. WARREN, Mrs. BOXER, Mrs. GILLIBRAND, Mr. LAUTENBERG, and Ms. HIRONO) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

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## A BILL

To eliminate racial profiling by law enforcement, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

4 (a) SHORT TITLE.—This Act may be cited as the  
5 “End Racial Profiling Act of 2013”.

6 (b) TABLE OF CONTENTS.—The table of contents of  
7 this Act is as follows:

- Sec. 1. Short title; table of contents.
- Sec. 2. Definitions.

TITLE I—PROHIBITION OF RACIAL PROFILING

- Sec. 101. Prohibition.
- Sec. 102. Enforcement.

TITLE II—PROGRAMS TO ELIMINATE RACIAL PROFILING BY  
FEDERAL LAW ENFORCEMENT AGENCIES

- Sec. 201. Policies to eliminate racial profiling.

TITLE III—PROGRAMS TO ELIMINATE RACIAL PROFILING BY  
STATE, LOCAL, AND INDIAN TRIBAL LAW ENFORCEMENT  
AGENCIES

- Sec. 301. Policies required for grants.
- Sec. 302. Involvement of Attorney General.
- Sec. 303. Data collection demonstration project.
- Sec. 304. Best practices development grants.
- Sec. 305. Authorization of appropriations.

TITLE IV—DATA COLLECTION

- Sec. 401. Attorney General to issue regulations.
- Sec. 402. Publication of data.
- Sec. 403. Limitations on publication of data.

TITLE V—DEPARTMENT OF JUSTICE REGULATIONS AND  
REPORTS ON RACIAL PROFILING IN THE UNITED STATES

- Sec. 501. Attorney General to issue regulations and reports.

TITLE VI—MISCELLANEOUS PROVISIONS

- Sec. 601. Severability.
- Sec. 602. Savings clause.

**1 SEC. 2. DEFINITIONS.**

2 In this Act:

3 (1) COVERED PROGRAM.—The term “covered  
4 program” means any program or activity funded in  
5 whole or in part with funds made available under—

6 (A) the Edward Byrne Memorial Justice  
7 Assistance Grant Program under part E of title  
8 I of the Omnibus Crime Control and Safe  
9 Streets Act of 1968 (42 U.S.C. 3750 et seq.);  
10 and

1 (B) the “Cops on the Beat” program  
2 under part Q of title I of the Omnibus Crime  
3 Control and Safe Streets Act of 1968 (42  
4 U.S.C. 3796dd et seq.), except that no pro-  
5 gram, project, or other activity specified in sec-  
6 tion 1701(b)(13) of such part shall be a covered  
7 program under this paragraph.

8 (2) GOVERNMENTAL BODY.—The term “govern-  
9 mental body” means any department, agency, special  
10 purpose district, or other instrumentality of Federal,  
11 State, local, or Indian tribal government.

12 (3) HIT RATE.—The term “hit rate” means the  
13 percentage of stops and searches in which a law en-  
14 forcement officer finds drugs, a gun, or something  
15 else that leads to an arrest. The hit rate is cal-  
16 culated by dividing the total number of searches by  
17 the number of searches that yield contraband. The  
18 hit rate is complementary to the rate of false stops.

19 (4) INDIAN TRIBE.—The term “Indian tribe”  
20 has the meaning given the term in section 102 of the  
21 Federally Recognized Indian Tribe List Act of 1994  
22 (25 U.S.C. 479a).

23 (5) LAW ENFORCEMENT AGENCY.—The term  
24 “law enforcement agency” means any Federal,  
25 State, local, or Indian tribal public agency engaged

1 in the prevention, detection, or investigation of viola-  
2 tions of criminal, immigration, or customs laws.

3 (6) LAW ENFORCEMENT AGENT.—The term  
4 “law enforcement agent” means any Federal, State,  
5 local, or Indian tribal official responsible for enforce-  
6 ing criminal, immigration, or customs laws, includ-  
7 ing police officers and other agents of a law enforce-  
8 ment agency.

9 (7) RACIAL PROFILING.—The term “racial  
10 profiling” means the practice of a law enforcement  
11 agent or agency relying, to any degree, on race, eth-  
12 nicity, national origin, or religion in selecting which  
13 individual to subject to routine or spontaneous inves-  
14 tigatory activities or in deciding upon the scope and  
15 substance of law enforcement activity following the  
16 initial investigatory procedure, except when there is  
17 trustworthy information, relevant to the locality and  
18 timeframe, that links a person of a particular race,  
19 ethnicity, national origin, or religion to an identified  
20 criminal incident or scheme.

21 (8) ROUTINE OR SPONTANEOUS INVESTIGATORY  
22 ACTIVITIES.—The term “routine or spontaneous in-  
23 vestigatory activities” means the following activities  
24 by a law enforcement agent:

25 (A) Interviews.

1 (B) Traffic stops.

2 (C) Pedestrian stops.

3 (D) Frisks and other types of body  
4 searches.

5 (E) Consensual or nonconsensual searches  
6 of the persons, property, or possessions (includ-  
7 ing vehicles) of individuals using any form of  
8 public or private transportation, including mo-  
9 torists and pedestrians.

10 (F) Data collection and analysis, assess-  
11 ments, and predicated investigations.

12 (G) Inspections and interviews of entrants  
13 into the United States that are more extensive  
14 than those customarily carried out.

15 (H) Immigration-related workplace inves-  
16 tigations.

17 (I) Such other types of law enforcement  
18 encounters compiled for or by the Federal Bu-  
19 reau of Investigation or the Department of Jus-  
20 tice Bureau of Justice Statistics.

21 (9) REASONABLE REQUEST.—The term “rea-  
22 sonable request” means all requests for information,  
23 except for those that—

24 (A) are immaterial to the investigation;

1 (B) would result in the unnecessary dislo-  
2 sure of personal information; or

3 (C) would place a severe burden on the re-  
4 sources of the law enforcement agency given its  
5 size.

6 (10) STATE.—The term “State” means each of  
7 the 50 States, the District of Columbia, the Com-  
8 monwealth of Puerto Rico, and any other territory  
9 or possession of the United States.

10 (11) UNIT OF LOCAL GOVERNMENT.—The term  
11 “unit of local government” means—

12 (A) any city, county, township, town, bor-  
13 ough, parish, village, or other general purpose  
14 political subdivision of a State;

15 (B) any law enforcement district or judicial  
16 enforcement district that—

17 (i) is established under applicable  
18 State law; and

19 (ii) has the authority to, in a manner  
20 independent of other State entities, estab-  
21 lish a budget and impose taxes; or

22 (C) any Indian tribe that performs law en-  
23 forcement functions, as determined by the Sec-  
24 retary of the Interior.

1           **TITLE I—PROHIBITION OF**  
2                           **RACIAL PROFILING**

3   **SEC. 101. PROHIBITION.**

4           No law enforcement agent or law enforcement agency  
5 shall engage in racial profiling.

6   **SEC. 102. ENFORCEMENT.**

7           (a) REMEDY.—The United States, or an individual  
8 injured by racial profiling, may enforce this title in a civil  
9 action for declaratory or injunctive relief, filed either in  
10 a State court of general jurisdiction or in a district court  
11 of the United States.

12           (b) PARTIES.—In any action brought under this title,  
13 relief may be obtained against—

14                 (1) any governmental body that employed any  
15 law enforcement agent who engaged in racial  
16 profiling;

17                 (2) any agent of such body who engaged in ra-  
18 cial profiling; and

19                 (3) any person with supervisory authority over  
20 such agent.

21           (c) NATURE OF PROOF.—Proof that the routine or  
22 spontaneous investigatory activities of law enforcement  
23 agents in a jurisdiction have had a disparate impact on  
24 racial, ethnic, or religious minorities shall constitute prima  
25 facie evidence of a violation of this title.

1 (d) ATTORNEY'S FEES.—In any action or proceeding  
 2 to enforce this title against any governmental body, the  
 3 court may allow a prevailing plaintiff, other than the  
 4 United States, reasonable attorney's fees as part of the  
 5 costs, and may include expert fees as part of the attorney's  
 6 fee.

7 **TITLE II—PROGRAMS TO ELIMI-**  
 8 **NATE RACIAL PROFILING BY**  
 9 **FEDERAL LAW ENFORCE-**  
 10 **MENT AGENCIES**

11 **SEC. 201. POLICIES TO ELIMINATE RACIAL PROFILING.**

12 (a) IN GENERAL.—Federal law enforcement agencies  
 13 shall—

14 (1) maintain adequate policies and procedures  
 15 designed to eliminate racial profiling; and

16 (2) cease existing practices that permit racial  
 17 profiling.

18 (b) POLICIES.—The policies and procedures de-  
 19 scribed in subsection (a)(1) shall include—

20 (1) a prohibition on racial profiling;

21 (2) training on racial profiling issues as part of  
 22 Federal law enforcement training;

23 (3) the collection of data in accordance with the  
 24 regulations issued by the Attorney General under  
 25 section 401;



1 (4) procedures for receiving, investigating, and  
 2 responding meaningfully to complaints alleging ra-  
 3 cial profiling by law enforcement agents; and

4 (5) any other policies and procedures the Attor-  
 5 ney General determines to be necessary to eliminate  
 6 racial profiling by Federal law enforcement agencies.

7 **TITLE III—PROGRAMS TO ELIMI-**  
 8 **NATE RACIAL PROFILING BY**  
 9 **STATE, LOCAL, AND INDIAN**  
 10 **TRIBAL LAW ENFORCEMENT**  
 11 **AGENCIES**

12 **SEC. 301. POLICIES REQUIRED FOR GRANTS.**

13 (a) IN GENERAL.—An application by a State, a unit  
 14 of local government, or a State, local, or Indian tribal law  
 15 enforcement agency for funding under a covered program  
 16 shall include a certification that such State, unit of local  
 17 government, or law enforcement agency, and any law en-  
 18 forcement agency to which it will distribute funds—

19 (1) maintains adequate policies and procedures  
 20 designed to eliminate racial profiling; and

21 (2) has eliminated any existing practices that  
 22 permit or encourage racial profiling.

23 (b) POLICIES.—The policies and procedures de-  
 24 scribed in subsection (a)(1) shall include—

25 (1) a prohibition on racial profiling;

1           (2) training on racial profiling issues as part of  
2 law enforcement training;

3           (3) the collection of data in accordance with the  
4 regulations issued by the Attorney General under  
5 section 401; and

6           (4) participation in an administrative complaint  
7 procedure or independent audit program that meets  
8 the requirements of section 302.

9           (c) **EFFECTIVE DATE.**—This section shall take effect  
10 12 months after the date of enactment of this Act.

11 **SEC. 302. INVOLVEMENT OF ATTORNEY GENERAL.**

12           (a) **REGULATIONS.**—

13           (1) **IN GENERAL.**—Not later than 6 months  
14 after the date of enactment of this Act and in con-  
15 sultation with stakeholders, including Federal, State,  
16 tribal, and local law enforcement agencies and com-  
17 munity, professional, research, and civil rights orga-  
18 nizations, the Attorney General shall issue regula-  
19 tions for the operation of administrative complaint  
20 procedures and independent audit programs to en-  
21 sure that such programs and procedures provide an  
22 appropriate response to allegations of racial profiling  
23 by law enforcement agents or agencies.

24           (2) **GUIDELINES.**—The regulations issued  
25 under paragraph (1) shall contain guidelines that

1 ensure the fairness, effectiveness, and independence  
2 of the administrative complaint procedures and inde-  
3 pendent auditor programs.

4 (b) NONCOMPLIANCE.—If the Attorney General de-  
5 termines that the recipient of a grant from any covered  
6 program is not in compliance with the requirements of sec-  
7 tion 301 or the regulations issued under subsection (a),  
8 the Attorney General shall withhold, in whole or in part  
9 (at the discretion of the Attorney General), funds for 1  
10 or more grants to the recipient under the covered pro-  
11 gram, until the recipient establishes compliance.

12 (c) PRIVATE PARTIES.—The Attorney General shall  
13 provide notice and an opportunity for private parties to  
14 present evidence to the Attorney General that a recipient  
15 of a grant from any covered program is not in compliance  
16 with the requirements of this title.

17 **SEC. 303. DATA COLLECTION DEMONSTRATION PROJECT.**

18 (a) COMPETITIVE AWARDS.—

19 (1) IN GENERAL.—The Attorney General may,  
20 through competitive grants or contracts, carry out a  
21 2-year demonstration project for the purpose of de-  
22 veloping and implementing data collection programs  
23 on the hit rates for stops and searches by law en-  
24 forcement agencies. The data collected shall be

1       disaggregated by race, ethnicity, national origin, and  
2       religion.

3               (2) NUMBER OF GRANTS.—The Attorney Gen-  
4       eral shall provide not more than 5 grants or con-  
5       tracts under this section.

6               (3) ELIGIBLE GRANTEES.—Grants or contracts  
7       under this section shall be awarded to law enforce-  
8       ment agencies that serve communities where there is  
9       a significant concentration of racial or ethnic minori-  
10      ties and that are not already collecting data volun-  
11      tarily.

12              (b) REQUIRED ACTIVITIES.—Activities carried out  
13      with a grant under this section shall include—

14              (1) developing a data collection tool and report-  
15      ing the compiled data to the Attorney General; and

16              (2) training of law enforcement personnel on  
17      data collection, particularly for data collection on hit  
18      rates for stops and searches.

19              (c) EVALUATION.—Not later than 3 years after the  
20      date of enactment of this Act, the Attorney General shall  
21      enter into a contract with an institution of higher edu-  
22      cation (as defined in section 101 of the Higher Education  
23      Act of 1965 (20 U.S.C. 1001)) to analyze the data col-  
24      lected by each of the grantees funded under this section.

1 (d) AUTHORIZATION OF APPROPRIATIONS.—There  
2 are authorized to be appropriated to carry out activities  
3 under this section—

4 (1) \$5,000,000, over a 2-year period, to carry  
5 out the demonstration program under subsection  
6 (a); and

7 (2) \$500,000 to carry out the evaluation under  
8 subsection (c).

9 **SEC. 304. BEST PRACTICES DEVELOPMENT GRANTS.**

10 (a) GRANT AUTHORIZATION.—The Attorney General,  
11 through the Bureau of Justice Assistance, may make  
12 grants to States, local law enforcement agencies, and units  
13 of local government to develop and implement best prac-  
14 tice devices and systems to eliminate racial profiling.

15 (b) USE OF FUNDS.—The funds provided under sub-  
16 section (a) shall be used for programs that include the  
17 following purposes:

18 (1) The development and implementation of  
19 training to prevent racial profiling and to encourage  
20 more respectful interaction with the public.

21 (2) The acquisition and use of technology to fa-  
22 cilitate the accurate collection and analysis of data.

23 (3) The development and acquisition of feed-  
24 back systems and technologies that identify officers

1 or units of officers engaged in, or at risk of engag-  
 2 ing in, racial profiling or other misconduct.

3 (4) The establishment and maintenance of an  
 4 administrative complaint procedure or independent  
 5 auditor program.

6 (c) **EQUITABLE DISTRIBUTION.**—The Attorney Gen-  
 7 eral shall ensure that grants under this section are award-  
 8 ed in a manner that reserves an equitable share of funding  
 9 for small and rural law enforcement agencies.

10 (d) **APPLICATION.**—Each State, local law enforce-  
 11 ment agency, or unit of local government desiring a grant  
 12 under this section shall submit an application to the Attor-  
 13 ney General at such time, in such manner, and accom-  
 14 panied by such information as the Attorney General may  
 15 reasonably require.

16 **SEC. 305. AUTHORIZATION OF APPROPRIATIONS.**

17 There are authorized to be appropriated such sums  
 18 as are necessary to carry out this title.

19 **TITLE IV—DATA COLLECTION**

20 **SEC. 401. ATTORNEY GENERAL TO ISSUE REGULATIONS.**

21 (a) **REGULATIONS.**—Not later than 6 months after  
 22 the date of enactment of this Act, the Attorney General,  
 23 in consultation with stakeholders, including Federal,  
 24 State, and local law enforcement agencies and community,  
 25 professional, research, and civil rights organizations, shall

1 issue regulations for the collection and compilation of data  
2 under sections 201 and 301.

3 (b) REQUIREMENTS.—The regulations issued under  
4 subsection (a) shall—

5 (1) provide for the collection of data on all rou-  
6 tine or spontaneous investigatory activities;

7 (2) provide that the data collected shall—

8 (A) be collected by race, ethnicity, national  
9 origin, gender, and religion, as perceived by the  
10 law enforcement officer;

11 (B) include the date, time, and location of  
12 such investigatory activities;

13 (C) include detail sufficient to permit an  
14 analysis of whether a law enforcement agency is  
15 engaging in racial profiling; and

16 (D) not include personally identifiable in-  
17 formation;

18 (3) provide that a standardized form shall be  
19 made available to law enforcement agencies for the  
20 submission of collected data to the Department of  
21 Justice;

22 (4) provide that law enforcement agencies shall  
23 compile data on the standardized form made avail-  
24 able under paragraph (3), and submit the form to

1 the Civil Rights Division and the Department of  
2 Justice Bureau of Justice Statistics;

3 (5) provide that law enforcement agencies shall  
4 maintain all data collected under this Act for not  
5 less than 4 years;

6 (6) include guidelines for setting comparative  
7 benchmarks, consistent with best practices, against  
8 which collected data shall be measured;

9 (7) provide that the Department of Justice Bu-  
10 reau of Justice Statistics shall—

11 (A) analyze the data for any statistically  
12 significant disparities, including—

13 (i) disparities in the percentage of  
14 drivers or pedestrians stopped relative to  
15 the proportion of the population passing  
16 through the neighborhood;

17 (ii) disparities in the hit rate; and

18 (iii) disparities in the frequency of  
19 searches performed on minority drivers  
20 and the frequency of searches performed  
21 on non-minority drivers; and

22 (B) not later than 3 years after the date  
23 of enactment of this Act, and annually there-  
24 after—



1 (i) prepare a report regarding the  
2 findings of the analysis conducted under  
3 subparagraph (A);

4 (ii) provide such report to Congress;  
5 and

6 (iii) make such report available to the  
7 public, including on a website of the De-  
8 partment of Justice; and

9 (8) protect the privacy of individuals whose  
10 data is collected by—

11 (A) limiting the use of the data collected  
12 under this Act to the purposes set forth in this  
13 Act;

14 (B) except as otherwise provided in this  
15 Act, limiting access to the data collected under  
16 this Act to those Federal, State, local, or tribal  
17 employees or agents who require such access in  
18 order to fulfill the purposes for the data set  
19 forth in this Act;

20 (C) requiring contractors or other non-gov-  
21 ernmental agents who are permitted access to  
22 the data collected under this Act to sign use  
23 agreements incorporating the use and disclosure  
24 restrictions set forth in subparagraph (A); and

1 (D) requiring the maintenance of adequate  
2 security measures to prevent unauthorized ac-  
3 cess to the data collected under this Act.

4 **SEC. 402. PUBLICATION OF DATA.**

5 The Department of Justice Bureau of Justice Statis-  
6 tics shall provide to Congress and make available to the  
7 public, together with each annual report described in sec-  
8 tion 401, the data collected pursuant to this Act, excluding  
9 any personally identifiable information described in section  
10 403.

11 **SEC. 403. LIMITATIONS ON PUBLICATION OF DATA.**

12 The name or identifying information of a law enforce-  
13 ment officer, complainant, or any other individual involved  
14 in any activity for which data is collected and compiled  
15 under this Act shall not be—

16 (1) released to the public;

17 (2) disclosed to any person, except for—

18 (A) such disclosures as are necessary to  
19 comply with this Act;

20 (B) disclosures of information regarding a  
21 particular person to that person; or

22 (C) disclosures pursuant to litigation; or

23 (3) subject to disclosure under section 552 of  
24 title 5, United States Code (commonly known as the  
25 Freedom of Information Act), except for disclosures

1 of information regarding a particular person to that  
2 person.

3 **TITLE V—DEPARTMENT OF JUSTICE REGULATIONS AND RE-**  
4 **PORTS ON RACIAL PROFIL-**  
5 **ING IN THE UNITED STATES**

7 **SEC. 501. ATTORNEY GENERAL TO ISSUE REGULATIONS**  
8 **AND REPORTS.**

9 (a) REGULATIONS.—In addition to the regulations re-  
10 quired under sections 303 and 401, the Attorney General  
11 shall issue such other regulations as the Attorney General  
12 determines are necessary to implement this Act.

13 (b) REPORTS.—

14 (1) IN GENERAL.—Not later than 2 years after  
15 the date of enactment of this Act, and annually  
16 thereafter, the Attorney General shall submit to  
17 Congress a report on racial profiling by law enforce-  
18 ment agencies.

19 (2) SCOPE.—Each report submitted under  
20 paragraph (1) shall include—

21 (A) a summary of data collected under sec-  
22 tions 201(b)(3) and 301(b)(3) and from any  
23 other reliable source of information regarding  
24 racial profiling in the United States;

1 (B) a discussion of the findings in the  
2 most recent report prepared by the Department  
3 of Justice Bureau of Justice Statistics under  
4 section 401(b)(7);

5 (C) the status of the adoption and imple-  
6 mentation of policies and procedures by Federal  
7 law enforcement agencies under section 201  
8 and by the State and local law enforcement  
9 agencies under sections 301 and 302; and

10 (D) a description of any other policies and  
11 procedures that the Attorney General believes  
12 would facilitate the elimination of racial  
13 profiling.

## 14 **TITLE VI—MISCELLANEOUS** 15 **PROVISIONS**

### 16 **SEC. 601. SEVERABILITY.**

17 If any provision of this Act, or the application of such  
18 a provision to any person or circumstance, is held to be  
19 unconstitutional, the remainder of this Act and the appli-  
20 cation of the remaining provisions of this Act to any per-  
21 son or circumstance shall not be affected thereby.

### 22 **SEC. 602. SAVINGS CLAUSE.**

23 Nothing in this Act shall be construed—

24 (1) to limit legal or administrative remedies  
25 under section 1979 of the Revised Statutes of the

1 United States (42 U.S.C. 1983), section 210401 of  
2 the Violent Crime Control and Law Enforcement  
3 Act of 1994 (42 U.S.C. 14141), the Omnibus Crime  
4 Control and Safe Streets Act of 1968 (42 U.S.C.  
5 3701 et seq.), or title VI of the Civil Rights Act of  
6 1964 (42 U.S.C. 2000d et seq.);

7 (2) to affect any Federal, State, or tribal law  
8 that applies to an Indian tribe because of the polit-  
9 ical status of the tribe; or

10 (3) to waive the sovereign immunity of an In-  
11 dian tribe without the consent of the tribe.

○