

116TH CONGRESS  
1ST SESSION

# H. R. 4339

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

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## IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 16, 2019

Ms. JACKSON LEE (for herself, Ms. ADAMS, Ms. BARRAGÁN, Mrs. BEATTY, Mr. BISHOP of Georgia, Mr. BLUMENAUER, Mr. CARSON of Indiana, Mr. CARTWRIGHT, Ms. CASTOR of Florida, Ms. JUDY CHU of California, Mr. CICILLINE, Ms. CLARKE of New York, Mr. COHEN, Mr. CONNOLLY, Mr. CUMMINGS, Mr. DANNY K. DAVIS of Illinois, Ms. DEGETTE, Ms. DELBENE, Mr. DEUTCH, Mrs. DINGELL, Ms. ESHOO, Mr. ESPAILLAT, Mr. EVANS, Mr. GARCÍA of Illinois, Mr. GREEN of Texas, Mr. HASTINGS, Mr. HECK, Ms. NORTON, Mr. HUFFMAN, Ms. JAYAPAL, Mr. JOHNSON of Georgia, Ms. KELLY of Illinois, Mr. KENNEDY, Mr. LAWSON of Florida, Ms. LEE of California, Mr. LOWENTHAL, Ms. MCCOLLUM, Mr. MEEKS, Mr. NADLER, Mrs. NAPOLITANO, Mr. POCAN, Mr. PRICE of North Carolina, Mr. RICHMOND, Mr. RUSH, Mr. RYAN, Ms. SÁNCHEZ, Mr. SARBANES, Ms. SCHAKOWSKY, Mr. SERRANO, Ms. SEWELL of Alabama, Mr. SMITH of Washington, Mr. SWALWELL of California, Mr. THOMPSON of Mississippi, Ms. VELÁZQUEZ, Mrs. WATSON COLEMAN, and Mr. WELCH) introduced the following bill; which was 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,*

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

2 (a) SHORT TITLE.—This Act may be cited as the  
3 “End Racial Profiling Act of 2019”.

4 (b) TABLE OF CONTENTS.—The table of contents of  
5 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.

6 **SEC. 2. DEFINITIONS.**

7 In this Act:

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

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

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

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

20 (3) HIT RATE.—The term “hit rate” means the  
21 percentage of stops and searches in which a law en-  
22 forcement officer finds drugs, a gun, or other con-  
23 traband that leads to an arrest. The hit rate is cal-  
24 culated by dividing the total number of searches by

1 the number of searches that yield contraband. The  
2 hit rate is complementary to the rate of false stops.

3 (4) INDIAN TRIBE.—The term “Indian tribe”  
4 has the meaning given the term in section 102 of the  
5 Federally Recognized Indian Tribe List Act of 1994  
6 (25 U.S.C. 479a).

7 (5) LAW ENFORCEMENT AGENCY.—The term  
8 “law enforcement agency” means any Federal,  
9 State, local, or Indian tribal public agency engaged  
10 in the prevention, detection, or investigation of viola-  
11 tions of criminal, immigration, or customs laws.

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

18 (7) RACIAL PROFILING.—The term “racial  
19 profiling” means the practice of a law enforcement  
20 agent or agency relying, to any degree, on actual or  
21 perceived race, ethnicity, national origin, religion,  
22 gender, gender identity, or sexual orientation in se-  
23 lecting which individual to subject to routine or  
24 spontaneous investigatory activities or in deciding  
25 upon the scope and substance of law enforcement ac-

1 tivity following the initial investigatory procedure,  
2 except when there is trustworthy information, rel-  
3 evant to the locality and timeframe, that links a per-  
4 son with a particular characteristic described in this  
5 paragraph to an identified criminal incident or  
6 scheme.

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

11 (A) Interviews.

12 (B) Traffic stops.

13 (C) Pedestrian stops.

14 (D) Frisks and other types of body  
15 searches.

16 (E) Consensual or nonconsensual searches  
17 of the persons, property, or possessions (includ-  
18 ing vehicles) of individuals using any form of  
19 public or private transportation, including mo-  
20 torists and pedestrians.

21 (F) Data collection and analysis, assess-  
22 ments, and predicated investigations.

23 (G) Inspections and interviews of entrants  
24 into the United States that are more extensive  
25 than those customarily carried out.

1 (H) Immigration-related workplace inves-  
2 tigations.

3 (I) Such other types of law enforcement  
4 encounters compiled for or by the Federal Bu-  
5 reau of Investigation or the Department of Jus-  
6 tice Bureau of Justice Statistics.

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

10 (A) are immaterial to the investigation;

11 (B) would result in the unnecessary disclo-  
12 sure of personal information; or

13 (C) would place a severe burden on the re-  
14 sources of the law enforcement agency given its  
15 size.

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

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

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

1 (B) any law enforcement district or judicial  
2 enforcement district that—

3 (i) is established under applicable  
4 State law; and

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

8 (C) any Indian tribe that performs law en-  
9 forcement functions, as determined by the Sec-  
10 retary of the Interior.

11 **TITLE I—PROHIBITION OF**  
12 **RACIAL PROFILING**

13 **SEC. 101. PROHIBITION.**

14 No law enforcement agent or law enforcement agency  
15 shall engage in racial profiling.

16 **SEC. 102. ENFORCEMENT.**

17 (a) REMEDY.—The United States, or an individual  
18 injured by racial profiling, may enforce this title in a civil  
19 action for declaratory or injunctive relief, filed either in  
20 a State court of general jurisdiction or in a district court  
21 of the United States.

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

1           (1) any governmental body that employed any  
2       law enforcement agent who engaged in racial  
3       profiling;

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

6           (3) any person with supervisory authority over  
7       such agent.

8       (c) NATURE OF PROOF.—Proof that the routine or  
9       spontaneous investigatory activities of law enforcement  
10      agents in a jurisdiction have had a disparate impact on  
11      individuals with a particular characteristic described in  
12      section 2(7) shall constitute prima facie evidence of a vio-  
13      lation of this title.

14      (d) ATTORNEY’S FEES.—In any action or proceeding  
15      to enforce this title against any governmental body, the  
16      court may allow a prevailing plaintiff, other than the  
17      United States, reasonable attorney’s fees as part of the  
18      costs, and may include expert fees as part of the attorney’s  
19      fee.

1 **TITLE II—PROGRAMS TO ELIMI-**  
2 **NATE RACIAL PROFILING BY**  
3 **FEDERAL LAW ENFORCE-**  
4 **MENT AGENCIES**

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

6 (a) IN GENERAL.—Federal law enforcement agencies  
7 shall—

8 (1) maintain adequate policies and procedures  
9 designed to eliminate racial profiling; and

10 (2) cease existing practices that permit racial  
11 profiling.

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

14 (1) a prohibition on racial profiling;

15 (2) training on racial profiling issues as part of  
16 Federal law enforcement training;

17 (3) the collection of data in accordance with the  
18 regulations issued by the Attorney General under  
19 section 401;

20 (4) procedures for receiving, investigating, and  
21 responding meaningfully to complaints alleging ra-  
22 cial profiling by law enforcement agents; and

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

1 **TITLE III—PROGRAMS TO ELIMI-**  
2 **NATE RACIAL PROFILING BY**  
3 **STATE, LOCAL, AND INDIAN**  
4 **TRIBAL LAW ENFORCEMENT**  
5 **AGENCIES**

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

7 (a) IN GENERAL.—An application by a State, a unit  
8 of local government, or a State, local, or Indian tribal law  
9 enforcement agency for funding under a covered program  
10 shall include a certification that such State, unit of local  
11 government, or law enforcement agency, and any law en-  
12 forcement agency to which it will distribute funds—

13 (1) maintains adequate policies and procedures  
14 designed to eliminate racial profiling; and

15 (2) has eliminated any existing practices that  
16 permit or encourage racial profiling.

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

19 (1) a prohibition on racial profiling;

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

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

1           (4) participation in an administrative complaint  
2           procedure or independent audit program that meets  
3           the requirements of section 302.

4           (c) EFFECTIVE DATE.—This section shall take effect  
5   12 months after the date of enactment of this Act.

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

7           (a) REGULATIONS.—

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

19          (2) GUIDELINES.—The regulations issued  
20          under paragraph (1) shall contain guidelines that  
21          ensure the fairness, effectiveness, and independence  
22          of the administrative complaint procedures and inde-  
23          pendent auditor programs.

24          (b) NONCOMPLIANCE.—If the Attorney General de-  
25          termines that the recipient of a grant from any covered

1 program is not in compliance with the requirements of sec-  
2 tion 301 or the regulations issued under subsection (a),  
3 the Attorney General shall withhold, in whole or in part  
4 (at the discretion of the Attorney General), funds for 1  
5 or more grants to the recipient under the covered pro-  
6 gram, until the recipient establishes compliance.

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

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

13 (a) COMPETITIVE AWARDS.—

14 (1) IN GENERAL.—The Attorney General may,  
15 through competitive grants or contracts, carry out a  
16 2-year demonstration project for the purpose of de-  
17 veloping and implementing data collection programs  
18 on the hit rates for stops and searches by law en-  
19 forcement agencies. The data collected shall be  
20 disaggregated by race, ethnicity, national origin,  
21 gender, and religion.

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

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

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

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

11          (2) training of law enforcement personnel on  
12       data collection, particularly for data collection on hit  
13       rates for stops and searches.

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

20       (d) AUTHORIZATION OF APPROPRIATIONS.—There  
21       are authorized to be appropriated to carry out activities  
22       under this section—

23           (1) \$5,000,000, over a 2-year period, to carry  
24       out the demonstration program under subsection  
25       (a); and

1           (2) \$500,000 to carry out the evaluation under  
2       subsection (c).

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

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

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

12           (1) The development and implementation of  
13           training to prevent racial profiling and to encourage  
14           more respectful interaction with the public.

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

17           (3) The development and acquisition of feed-  
18           back systems and technologies that identify officers  
19           or units of officers engaged in, or at risk of engag-  
20           ing in, racial profiling or other misconduct.

21           (4) The establishment and maintenance of an  
22           administrative complaint procedure or independent  
23           auditor program.

24       (c) EQUITABLE DISTRIBUTION.—The Attorney Gen-  
25      eral shall ensure that grants under this section are award-

1 ed in a manner that reserves an equitable share of funding  
2 for small and rural law enforcement agencies.

3 (d) APPLICATION.—Each State, local law enforce-  
4 ment agency, or unit of local government desiring a grant  
5 under this section shall submit an application to the Attor-  
6 ney General at such time, in such manner, and accom-  
7 panied by such information as the Attorney General may  
8 reasonably require.

9 **SEC. 305. AUTHORIZATION OF APPROPRIATIONS.**

10 There are authorized to be appropriated such sums  
11 as are necessary to carry out this title.

12 **TITLE IV—DATA COLLECTION**

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

14 (a) REGULATIONS.—Not later than 6 months after  
15 the date of enactment of this Act, the Attorney General,  
16 in consultation with stakeholders, including Federal,  
17 State, and local law enforcement agencies and community,  
18 professional, research, and civil rights organizations, shall  
19 issue regulations for the collection and compilation of data  
20 under sections 201 and 301.

21 (b) REQUIREMENTS.—The regulations issued under  
22 subsection (a) shall—

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

25 (2) provide that the data collected shall—

1 (A) be collected by race, ethnicity, national  
2 origin, gender, and religion, as perceived by the  
3 law enforcement officer;

4 (B) include the date, time, and location of  
5 such investigatory activities;

6 (C) include detail sufficient to permit an  
7 analysis of whether a law enforcement agency is  
8 engaging in racial profiling; and

9 (D) not include personally identifiable in-  
10 formation;

11 (3) provide that a standardized form shall be  
12 made available to law enforcement agencies for the  
13 submission of collected data to the Department of  
14 Justice;

15 (4) provide that law enforcement agencies shall  
16 compile data on the standardized form made avail-  
17 able under paragraph (3), and submit the form to  
18 the Civil Rights Division and the Department of  
19 Justice Bureau of Justice Statistics;

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

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

1           (7) provide that the Department of Justice Bu-  
2       reau of Justice Statistics shall—

3           (A) analyze the data for any statistically  
4       significant disparities, including—

5           (i) disparities in the percentage of  
6       drivers or pedestrians stopped relative to  
7       the proportion of the population passing  
8       through the neighborhood;

9           (ii) disparities in the hit rate; and

10          (iii) disparities in the frequency of  
11       searches performed on racial or ethnic mi-  
12       nority drivers and the frequency of  
13       searches performed on non-minority driv-  
14       ers; and

15          (B) not later than 3 years after the date  
16       of enactment of this Act, and annually there-  
17       after—

18          (i) prepare a report regarding the  
19       findings of the analysis conducted under  
20       subparagraph (A);

21          (ii) provide such report to Congress;  
22       and

23          (iii) make such report available to the  
24       public, including on a website of the De-  
25       partment of Justice; and

1           (8) protect the privacy of individuals whose  
2 data is collected by—

3               (A) limiting the use of the data collected  
4 under this Act to the purposes set forth in this  
5 Act;

6               (B) except as otherwise provided in this  
7 Act, limiting access to the data collected under  
8 this Act to those Federal, State, local, or tribal  
9 employees or agents who require such access in  
10 order to fulfill the purposes for the data set  
11 forth in this Act;

12              (C) requiring contractors or other non-gov-  
13 ernmental agents who are permitted access to  
14 the data collected under this Act to sign use  
15 agreements incorporating the use and disclosure  
16 restrictions set forth in subparagraph (A); and

17              (D) requiring the maintenance of adequate  
18 security measures to prevent unauthorized ac-  
19 cess to the data collected under this Act.

20 **SEC. 402. PUBLICATION OF DATA.**

21           The Department of Justice Bureau of Justice Statis-  
22 tics shall provide to Congress and make available to the  
23 public, together with each annual report described in sec-  
24 tion 401, the data collected pursuant to this Act, excluding

1 any personally identifiable information described in section  
2 403.

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

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

8 (1) released to the public;

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

10 (A) such disclosures as are necessary to  
11 comply with this Act;

12 (B) disclosures of information regarding a  
13 particular person to that person; or

14 (C) disclosures pursuant to litigation; or

15 (3) subject to disclosure under section 552 of  
16 title 5, United States Code (commonly known as the  
17 Freedom of Information Act), except for disclosures  
18 of information regarding a particular person to that  
19 person.

1 **TITLE V—DEPARTMENT OF JUS-**  
2 **TICE REGULATIONS AND RE-**  
3 **PORTS ON RACIAL**  
4 **PROFILING IN THE UNITED**  
5 **STATES**

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

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

12 (b) REPORTS.—

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

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

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

24 (B) a discussion of the findings in the  
25 most recent report prepared by the Department

of Justice Bureau of Justice Statistics under section 401(b)(7);

(C) the status of the adoption and implementation of policies and procedures by Federal law enforcement agencies under section 201 and by the State and local law enforcement agencies under sections 301 and 302; and

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

## **TITLE VI—MISCELLANEOUS PROVISIONS**

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

If any provision of this Act, or the application of such a provision to any person or circumstance, is held to be unconstitutional, the remainder of this Act and the application of the remaining provisions of this Act to any person or circumstance shall not be affected thereby.

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

Nothing in this Act shall be construed—

(1) to limit legal or administrative remedies under section 1979 of the Revised Statutes of the United States (42 U.S.C. 1983), section 210401 of the Violent Crime Control and Law Enforcement

1 Act of 1994 (42 U.S.C. 14141), the Omnibus Crime  
2 Control and Safe Streets Act of 1968 (42 U.S.C.  
3 3701 et seq.), or title VI of the Civil Rights Act of  
4 1964 (42 U.S.C. 2000d et seq.);

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

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

○