



Department of Homeland Security Office for Civil Rights and Civil Liberties

Quarterly Report to Congress

Fourth Quarter, FY 2013 (July 1 – September 30, 2013)

May 9, 2014



**Homeland
Security**

Foreword



I am pleased to present this Quarterly Report on the activities of the Department of Homeland Security (DHS) Office for Civil Rights and Civil Liberties (CRCL), as required by Section 803 of the Implementing Recommendations of the *9/11 Commission Act of 2007*, 42 U.S.C. § 2000ee-1(f).

This Report includes information on the fourth quarter of Fiscal Year 2013. The DHS Chief Privacy Officer provides separate quarterly reports under the 9/11 Commission Act concerning privacy advice and complaints, available at the Privacy Office's web site, <http://www.dhs.gov/privacy>.

Pursuant to congressional requirements, this Report is being provided to the following Members of Congress:

The Honorable Barbara Mikulski
Chairwoman, U.S. Senate Committee on Appropriations

The Honorable Richard Shelby
Ranking Member, U.S. Senate Committee on Appropriations

The Honorable Thomas R. Carper
Chairman, U.S. Senate Committee on Homeland Security and Governmental Affairs

The Honorable Tom Coburn
Ranking Member, U.S. Senate Committee on Homeland Security and Governmental Affairs

The Honorable Dianne Feinstein
Chairman, U.S. Senate Select Committee on Intelligence

The Honorable Saxby Chambliss
Vice Chairman, U.S. Senate Select Committee on Intelligence

The Honorable Patrick J. Leahy
Chairman, U.S. Senate Committee on the Judiciary

The Honorable Charles Grassley
Ranking Member, U.S. Senate Committee on the Judiciary

The Honorable John Boehner
Speaker of the House, U.S. House of Representatives

The Honorable Hal Rogers

Chairman, U.S. House of Representatives Committee on Appropriations

The Honorable Nita M. Lowey

Ranking Member, U.S. House of Representatives Committee on Appropriations

The Honorable Michael McCaul

Chairman, U.S. House of Representatives Committee on Homeland Security

The Honorable Bennie G. Thompson

Ranking Member, U.S. House of Representatives Committee on Homeland Security

The Honorable Mike Rogers

Chairman, U.S. House of Representatives Permanent Select Committee on Intelligence

The Honorable C.A. “Dutch” Ruppertsberger

Ranking Member, U.S. House of Representatives Permanent Select Committee on Intelligence

The Honorable Bob Goodlatte

Chairman, U.S. House of Representatives Committee on the Judiciary

The Honorable John Conyers, Jr.

Ranking Member, U.S. House of Representatives Committee on the Judiciary

The Honorable Darrell Issa

Chairman, U.S. House of Representatives Committee on Oversight and Government Reform

The Honorable Elijah E. Cummings

Ranking Member, U.S. House of Representatives Committee on Oversight and Government Reform

Additional information, including our prior quarterly and annual reports and our civil rights complaint contact information, are available at www.dhs.gov/crcl. Please direct inquiries regarding this Report to the Office for Civil Rights and Civil Liberties at 866-644-8360 (TTY 866-644-8361) or crcl@dhs.gov.

Yours very truly,

Megan H. Mack
Officer for Civil Rights and Civil Liberties
U.S. Department of Homeland Security

Executive Summary

This Quarterly Report details activities of the Department of Homeland Security Office for Civil Rights and Civil Liberties, as required by section 803 of the Implementing Recommendations of the *9/11 Commission Act of 2007*, 42 U.S.C. § 2000ee-1(f).

This Report includes information on the fourth quarter of Fiscal Year 2013, including impact assessments, and data analysis of investigations involving civil rights and civil liberties.



DHS Office for Civil Rights and Civil Liberties, FY 2013 Fourth Quarter Report

Table of Contents

I.	Legislative Language.....	6
II.	Civil Rights and Civil Liberties Impact Assessments	9
III.	Investigations Data and Analysis	10
IV.	Appendix: Acronyms.....	18

I. Legislative Language

42 U.S.C. § 2000ee-1 Privacy and Civil Liberties Officers

Implementing Recommendations of the *9/11 Commission Act of 2007*, Pub. L. No. 110-53, sec. 803, 121 Stat. 266, 360-362.

(a) Designation and functions

...

[T]he Secretary of Homeland Security. . . shall designate not less than 1 senior officer to serve as the principal advisor to—

(1) assist the head of such department, agency, or element and other officials of such department, agency, or element in appropriately considering privacy and civil liberties concerns when such officials are proposing, developing, or implementing laws, regulations, policies, procedures, or guidelines related to efforts to protect the Nation against terrorism;

(2) periodically investigate and review department, agency, or element actions, policies, procedures, guidelines, and related laws and their implementation to ensure that such department, agency, or element is adequately considering privacy and civil liberties in its actions;

(3) ensure that such department, agency, or element has adequate procedures to receive, investigate, respond to, and redress complaints from individuals who allege such department, agency, or element has violated their privacy or civil liberties; and

(4) in providing advice on proposals to retain or enhance a particular governmental power the officer shall consider whether such department, agency, or element has established—

(A) that the need for the power is balanced with the need to protect privacy and civil liberties;

(B) that there is adequate supervision of the use by such department, agency, or element of the power to ensure protection of privacy and civil liberties; and

(C) that there are adequate guidelines and oversight to properly confine its use.

(b) Exception to designation authority

...

(2) Civil liberties officers

In any department, agency, or element referred to in subsection (a) of this section . . . which has a statutorily created civil liberties officer, such officer shall perform the functions specified in subsection (a) of this section with respect to civil liberties.

(c) Supervision and coordination

Each privacy officer and civil liberties officer described in subsection (a) or (b) of this section shall—

- (1)** report to the head of the department . . . ; and
- (2)** coordinate their activities with the Inspector General of such department ... to avoid duplication of effort.

(d) Agency cooperation

The head of each department, agency, or element shall ensure that each privacy officer and civil liberties officer—

- (1)** has the information, material, and resources necessary to fulfill the functions of such officer;
- (2)** is advised of proposed policy changes;
- (3)** is consulted by decision makers; and
- (4)** is given access to material and personnel the officer determines to be necessary to carry out the functions of such officer.

...

(f) Periodic reports

(1) In general

The privacy officers and civil liberties officers of each department, agency, or element referred to or described in subsection (a) or (b) of this section shall periodically, but not less than quarterly, submit a report on the activities of such officers—

- (A)(i)** to the appropriate committees of Congress, including the Committee on the Judiciary of the Senate, the Committee on the Judiciary of the House of Representatives, the Committee on Homeland Security and Governmental Affairs of the Senate, the Committee on Oversight and Government Reform of the House of Representatives, the Select Committee on Intelligence of the Senate, and the Permanent Select Committee on Intelligence of the House of Representatives;
- (ii)** to the head of such department, agency, or element; and
- (iii)** to the Privacy and Civil Liberties Oversight Board; and
- (B)** which shall be in unclassified form to the greatest extent possible, with a classified annex where necessary.

(2) Contents

Each report submitted under paragraph (1) shall include information on the discharge of each of the functions of the officer concerned, including—

- (A)** information on the number and types of reviews undertaken;
- (B)** the type of advice provided and the response given to such advice;

(C) the number and nature of the complaints received by the department, agency, or element concerned for alleged violations; and

(D) a summary of the disposition of such complaints, the reviews and inquiries conducted, and the impact of the activities of such officer.

(g) Informing the public

Each privacy officer and civil liberties officer shall—

(1) make the reports of such officer, including reports to Congress, available to the public to the greatest extent that is consistent with the protection of classified information and applicable law; and

(2) otherwise inform the public of the activities of such officer, as appropriate and in a manner consistent with the protection of classified information and applicable law.

(h) Savings clause

Nothing in this section shall be construed to limit or otherwise supplant any other authorities or responsibilities provided by law to privacy officers or civil liberties officers.

II. Civil Rights and Civil Liberties Impact Assessments

As part of its statutory requirement, the Office for Civil Rights and Civil Liberties (CRCL) conducts in-depth examinations of the civil rights and civil liberties implications and effects of selected Department of Homeland Security (DHS) programs, and provides suggestions for improvements to those programs.

Improving Critical Infrastructure and Cybersecurity: CRCL took an active role in implementing Executive Order 13636, which focuses on improving Federal cybersecurity efforts to secure the nation's critical infrastructure. The Executive Order directed the annual completion of Privacy and Civil Liberties Assessments of cyber activities conducted under the Order, and the compilation of similar reports from other Federal agencies involved in activities described in the Order. Working in close partnership with the DHS Privacy Office, CRCL completed assessments of the Department's significant cybersecurity activities; drafted the first annual report on those activities; and compiled the reports provided by other Federal agencies into a single public report, which was shared with the President's Privacy Civil Liberties Oversight Board and is slated for public release. To ensure transparency in implementing the Executive Order, CRCL co-hosted meetings with advocacy groups and other stakeholders involved in cybersecurity, privacy and civil liberties issues. Concurrently, CRCL co-chaired the Privacy and Civil Liberties Assessments working group, one of nine working groups established by the DHS-led Interagency Task Force charged with carrying out the directives of the Executive Order and Presidential Policy Directive-21. Through this working group, CRCL shared best practices with privacy and civil liberties counterparts from other participating Federal agencies and managed the assessment reporting process.

III. Investigations Data and Analysis

CRCL investigates complaints concerning:

- abuses of civil rights, civil liberties, and racial, ethnic, or religious profiling, 6 U.S.C. § 345(a)(1);
- compliance with constitutional, statutory, regulatory, policy, and other requirements relating to the civil rights or civil liberties of individuals affected by the programs and activities of the Department, 6 U.S.C. § 345(a)(4);
- possible abuses of civil rights or civil liberties, unless the Inspector General of the Department determines that any such complaint or information should be investigated by the Inspector General, 6 U.S.C. § 345(a)(6); and
- department, agency, or element actions, policies, procedures, guidelines, and related laws and their implementation to ensure that such department, agency, or element is adequately considering civil liberties in its actions, 42 U.S.C. § 2000ee-1(a)(2).

Under these authorities, CRCL reviews and assesses civil rights and human rights complaints. These matters arise in a variety of contexts, which we designate in the tables that follow as “situations,” and raise one or more issues. The tables set forth here identify investigations by the primary situation and issue involved.

Our process for addressing complaints has been explained in detail in CRCL’s previous quarterly reports. CRCL initiates investigations based on complaints received from the general public and non-governmental organizations by U.S. mail, email, and fax, and the CRCL telephone hotline, as well as through the DHS Traveler Redress Inquiry Program (TRIP). Incidents that might merit investigation are also forwarded to CRCL from other offices at DHS and other government agencies. **Table 1**, below, indicates investigations opened during the third quarter by the primary civil rights *issue* raised, the *situation* in which the investigation arose, and the DHS *Component* that was the primary subject of the investigation.

Pursuant to 6 U.S.C. § 345(a)(6) and internal DHS policies, CRCL begins the investigation process by referring all matters involving the conduct of DHS employees to the DHS Office of Inspector General (OIG).¹ OIG then determines whether or not it will investigate the case; in this report, such cases are designated *OIG retained*. If OIG declines to investigate the complaint, it is referred back to CRCL for appropriate action, at which point CRCL determines whether the case should be retained for CRCL’s own investigation (*CRCL retained*) or referred to the relevant DHS Component(s) (*CRCL referred*). Retained cases may be subject to a *full investigation* or

¹ Complaints involving the activities of state or local law enforcement agencies, acting under state law, that come to CRCL via the Secure Communities complaint protocol are not initially referred to OIG, because they do not involve the conduct of ICE employees. CRCL notifies the Department of Justice, which has jurisdiction to investigate violations of civil rights by state and local officers of all investigations undertaken. The Secure Communities complaint protocol is posted on the ICE Secure Communities website, http://www.ice.gov/secure_communities.

short-form resolution.² A small number of cases are subject to a *joint investigation*, combining CRCL’s investigative resources with those of the relevant Component(s). Investigations at any other stage are noted as *in process*.³ **Table 2** describes all investigations, including those initiated prior to FY 2013, in process as of the last day of the quarter, under these categories. In cases where the OIG retains a complaint, once the OIG investigation is complete, the matter is returned to CRCL for consideration. CRCL may then close the matter or retain it for our own investigation. As **Table 3** indicates, there were a total of two such matters for the fourth quarter.

If a case is referred to a Component for investigation, the Component issues a Report of Investigation to CRCL at the completion of the investigation, which is reviewed by CRCL; if retained, CRCL conducts its own investigation and drafts an investigative report. When the investigation is complete, whether conducted by CRCL or the Component involved, CRCL *closes* the matter and provides senior leadership of the relevant Component(s) with its conclusions and any recommendations for improving policies, practices, or training. At that time, we also notify the complainant of actions being taken as a result of our investigation. **Table 4** provides investigations closed during the third quarter, by issue, situation, and Component principally involved.

Beginning in FY 2010, CRCL asked DHS Components to formally concur or non-concur with recommendations, and to provide concrete action plans for implementing accepted recommendations. A single investigation may result in multiple recommendations and a Component may accept some, all, or none of the recommendations. **Table 5** indicates the current status of recommendations resulting from investigations closed during the third quarter.

² CRCL has implemented “short-form” complaint processing procedures to facilitate swift action on urgent complaints and expeditious resolution of allegations that are narrowly focused and require limited investigation. The short-form process makes it easier to open and close complaints, allowing speedier resolution. Cases that subsequently require additional work are converted to standard investigations.

³ The *in process* categories include multiple cases where Reports of Investigation (ROIs) have been received from Components and are currently under review within CRCL. For CRCL’s purposes, these investigations remain in process until we have completed our review and response to the ROIs.

Table 1. Investigations opened, by Quarter (as of September 30, 2013)
(Due to ongoing investigations, numbers may be subject to change)

	TOTAL, YTD	1Q 2013	2Q 2013	3Q 2013	4Q 2013
By issue					
Abuse of authority/misuse of official position	11	5	3	2	1
Breach of confidentiality	5	2	1		2
Conditions of detention	31	12	10	3	6
Disability accommodation (Section 504)	9	3		1	5
Discrimination/profiling	18	2	7	2	7
Due process	3	2	1		
Excessive force	49	11	7	12	19
Fourth Amendment (search & seizure)	2		1	1	
Free speech/associated (First Amendment)	1		1		
Human rights	11	2	1	4	4
Inappropriate questioning/inspection conditions	8	5	1	1	1
Inappropriate touch/search of person (non-TSA)	3				3
Intimidation/threat/improper coercion	4			1	3
Language access (limited English proficiency)	2	1	1		
Legal access	2	1		1	
Medical/mental health care	114	24	31	28	31
Privacy	1			1	
Religious accommodation (other religious issues covered by inappropriate questioning, discrimination)	12	5	2	2	3
Retaliation	3		2		1
Sexual assault/abuse	10	3	4	2	1
TSA AIT and TSA pat-downs	3	3			
Total by issue	302	81	73	61	87
By situation					
CBP detention/hold room/CBP deferred inspection site	6		1	1	4
DHS law enforcement activity	18	5	4	3	6
DHS regulatory/rule processing	1		1		
DHS supported activity (not 287(g))	11	2	1	4	4
Federal government building or area	14	1	3	6	4
Immigration benefit application processing	3				3
Immigration detention	171	48	53	32	38
Port of entry/CBP checkpoint	35	10	8	5	12
Screening (non-watch list)	9	5		1	3
Secure Communities	1			1	
Unaccompanied minor	29	7	2	8	12
Visa processing	2	1			1
Watch list/aviation security	2	2			
Total by situation	302	81	73	61	87
By Component					
DHS (multi-Component or Headquarters unit)	26	4	4	10	8
CBP	77	17	14	16	30
ICE	185	53	55	34	43
TSA	8	5			3
USCIS	6	2		1	3
Total by Component	302	81	73	61	87

Table 2. Investigations in progress as of September 30, 2013*(Due to ongoing investigations, numbers may be subject to change)*

	Grand Total	In Process	OIG Retained	CRCL Retained		Joint Investigation	CRCL Referred
				Full Investigation	Short Form		
<i>By issue</i>							
Abuse of authority/misuse of official position	16	2			12		2
Breach of confidentiality	6				4		2
Conditions of detention	59	6		22	28		3
Disability accommodation (Section 504)	5			2	3		
Discrimination/profiling	28	6	1	3	14	2	2
Due process	10	4			5		1
Excessive force	57	7	4	4	32		10
Fourth Amendment (search and seizure)	4		1		3		
Free speech/association	4	1			2		1
Inappropriate questioning/inspection conditions	7	2					5
Inappropriate touch/search of person (non-TSA)	2	1	1				
Intimidation/threat/improper coercion	7	2		1	4		
Language access (limited English proficiency)	1	1					
Legal access	5	1		1	3		
Medical/mental health care	116	6	3	31	73		3
Privacy	2			1	1		
Religious accommodation	7	2			5		
Retaliation	3	2			1		
Sexual assault/abuse	10	2	1	3	4		
Total by issue	349	45	11	68	194	2	29

Table 2 continued (Investigations in process as of September 30, 2013)

(Due to ongoing investigations, numbers may be subject to change)

	Grand Total	In Process	OIG Retained	CRCL Retained		Joint Investigation	CRCL Referred
				Full Investigation	Short Form		
By situation							
287(g)	1				1		
CBP detention/hold room/CBP deferred inspection site	8	1			4		3
DHS law enforcement activity	26	3	1	1	21		
DHS regulatory/rule processing	4			1	3		
DHS supported activity (not 287(g))	1	1					
Federal government building or area	16	3	1	3	7		2
Immigration benefit application processing	4	1			3		
Immigration detention	202	20	3	59	111	1	8
Political demonstration/rally	1						1
Port of entry/CBP checkpoint	40	8	6	2	19		5
Screening (non-watch list)	7			2	2	1	2
Secure Communities	1				1		
Unaccompanied minor	33	8			19		6
Visa processing	2				1		1
Watch list/aviation security	3				2		1
Total by situation	349	45	11	68	194	2	29
By Component							
DHS (multi-Component or Headquarters unit)	15	3	1	1	7		3
CBP	94	19	6	4	49	1	15
ICE	232	23	4	62	131	1	11
TSA	2			1	1		
USCIS	6				6		
Total by Component	349	45	11	68	194	2	29

Table 3. Matters previously retained by OIG returned during 4Q2013*(Due to ongoing investigations, numbers may be subject to change)*

	Received from OIG	Closed by CRCL	Retained for CRCL investigation
<i>By issue</i>			
Excessive force	2	1	1
Total by issue	2	1	1
<i>By situation</i>			
Port of entry/CBP checkpoint	1	1	1
Unaccompanied minor	1		
Total by situation	2	1	1
<i>By Component</i>			
DHS (multi-Component or Headquarters unit)	1	1	
CBP	1		1
Total by Component	2	1	1

Table 4. Investigations closed, by Quarter (as of September 30, 2013)*(Due to ongoing investigations, numbers may be subject to change)*

	TOTAL, YTD	1Q 2013	2Q 2013	3Q 2013	4Q 2013
<i>By issue</i>					
Abuse of authority/misuse of official position	17	4	7	2	4
Breach of confidentiality	4	1	2	1	
Conditions of detention	55	7	19	21	8
Disability accommodation (Section 504)	6		1	1	4
Discrimination/profiling	19	3	5	4	7
Due process	13		5	4	4
Excessive force	39	3	14	9	13
Fourth Amendment (search and seizure)	7	2		3	2
Human rights	11	2	1	1	7
Inappropriate questioning/inspection conditions	11	1	5	2	3
Inappropriate touch/search of person (non-TSA)	1				1
Intimidation/threat/improper coercion	4		1	2	1
Language access (limited English proficiency)	9	1	7		1
Legal access	1				1
Medical/mental health care	57	15	12	20	10
Religious accommodation	9		5	2	2
Retaliation	2	1	1		
Sexual assault/abuse	7		2	3	2
TSA AIT and TSA pat-downs	5		2	2	1
Total by issue	277	40	89	77	71
<i>By situation</i>					
287(g)	4	1	1		2
CBP detention/hold room/ CBP deferred inspection site	8		3	4	1
DHS law enforcement activity	27	2	13	7	5
DHS public messaging /websites	1		1		
DHS supported activity (not 287(g))	12	3	1	1	7
Federal government building or area	11		3	2	6
Immigration benefit application processing	2		2		
Immigration detention	130	25	39	44	22
Political demonstration/rally	1			1	
Port of entry/CBP checkpoint	36	2	11	6	17
Screening (non-watch list)	12	2	3	3	4
Secure Communities	3			3	
Unaccompanied minor	25	3	10	5	7
Visa processing	4	2	1	1	
Watchlist/aviation security	1		1		
Total by situation	277	40	89	77	71
<i>By Component</i>					
DHS (multi-Component or Headquarters unit)	27	3	9	3	12
CBP	83	6	32	18	27
ICE	153	27	44	54	28
TSA	9	2	3	1	3
USCIS	5	2	1	1	1
Total by Component	277	40	89	77	71

Table 5. Results of investigations closed in 4Q2013
 (Due to ongoing investigations, numbers may be subject to change)

	Grand Total	No Recommendation	Recommendations Made			
			Awaiting Response	All Accepted	Some Accepted	Non-Concur
By issue						
Abuse of authority/misuse of official position	4	4				
Conditions of detention	8	7		1		
Disability accommodation (Section 504)	4	4				
Discrimination/profiling	7	6	1			
Due process	4	3	1			
Excessive force	13	13				
Fourth Amendment (search and seizure)	2	1	1			
Human rights	7	7				
Inappropriate questioning/inspection conditions	3	2				
Inappropriate touch/search of person (non-TSA)	1	1	1			
Intimidation/threat/improper coercion	1	1				
Language access (limited English proficiency)	1	1				
Legal access	1	1				
Medical/mental health care	10	10				
Religious accommodation	2	2				
Sexual assault/abuse	2	2				
TSA AIT and TSA pat-downs	1	1				
Total by issue	71	66	4	1	0	0
By situation						
287(g)	2	2				
CBP detention/hold room/ CBP deferred inspection site	1	1				
DHS law enforcement activity	5	4	1			
DHS supported activity (not 287(g))	7	7				
Federal government building or area	6	6				
Immigration detention	22	20	1	1		
Port of entry/CBP checkpoint	17	15	2			
Screening (non-watch list)	4	4				
Unaccompanied minor	7	7				
Total by situation	71	66	4	1	0	0
By Component						
DHS (multi-Component or Headquarters unit)	12	12				
CBP	27	24	3			
ICE	28	26	1	1		
TSA	3	3				
USCIS	1	1				
Total by Component	71	66	4	1	0	0

IV. Appendix: Acronyms

CBP	U.S. Customs and Border Protection
CRCL	Office for Civil Rights and Civil Liberties
DHS	Department of Homeland Security
FEMA	Federal Emergency Management Agency
ICE	U.S. Immigration and Customs Enforcement
OIG	Office of the Inspector General
ROI	Reports of Investigation
TRIP	Traveler Redress Inquiry Program
TSA	Transportation Security Administration
USCIS	U.S. Citizenship and Immigration Services