111TH CONGRESS 1ST SESSION

S. 139

To require Federal agencies, and persons engaged in interstate commerce, in possession of data containing sensitive personally identifiable information, to disclose any breach of such information.

IN THE SENATE OF THE UNITED STATES

January 6, 2009

Mrs. Feinstein introduced the following bill; which was read twice and referred to the Committee on the Judiciary

A BILL

- To require Federal agencies, and persons engaged in interstate commerce, in possession of data containing sensitive personally identifiable information, to disclose any breach of such information.
 - 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.
 - 4 This Act may be cited as the "Data Breach Notifica-
 - 5 tion Act".
 - 6 SEC. 2. NOTICE TO INDIVIDUALS.
 - 7 (a) In General.—Any agency, or business entity en-
 - 8 gaged in interstate commerce, that uses, accesses, trans-

- 1 mits, stores, disposes of or collects sensitive personally
- 2 identifiable information shall, following the discovery of a
- 3 security breach of such information notify any resident of
- 4 the United States whose sensitive personally identifiable
- 5 information has been, or is reasonably believed to have
- 6 been, accessed, or acquired.

7 (b) Obligation of Owner or Licensee.—

- (1) Notice to owner or licensee.—Any agency, or business entity engaged in interstate commerce, that uses, accesses, transmits, stores, disposes of, or collects sensitive personally identifiable information that the agency or business entity does not own or license shall notify the owner or licensee of the information following the discovery of a security breach involving such information.
 - (2) Notice by owner, licensee or other designated third party.—Nothing in this Act shall prevent or abrogate an agreement between an agency or business entity required to give notice under this section and a designated third party, including an owner or licensee of the sensitive personally identifiable information subject to the security breach, to provide the notifications required under subsection (a).

1 (3) Business entity relieved from giving
2 Notice.—A business entity obligated to give notice
3 under subsection (a) shall be relieved of such obliga4 tion if an owner or licensee of the sensitive person5 ally identifiable information subject to the security
6 breach, or other designated third party, provides
7 such notification.

(c) Timeliness of Notification.—

- (1) IN GENERAL.—All notifications required under this section shall be made without unreasonable delay following the discovery by the agency or business entity of a security breach.
- (2) REASONABLE DELAY.—Reasonable delay under this subsection may include any time necessary to determine the scope of the security breach, prevent further disclosures, and restore the reasonable integrity of the data system and provide notice to law enforcement when required.
- (3) Burden of Proof.—The agency, business entity, owner, or licensee required to provide notification under this section shall have the burden of demonstrating that all notifications were made as required under this Act, including evidence demonstrating the reasons for any delay.

- (d) Delay of Notification Authorized for Law
 Enforcement Purposes.—
- 1 (1) IN GENERAL.—If a Federal law enforcement agency determines that the notification required under this section would impede a criminal investigation, such notification shall be delayed upon written notice from such Federal law enforcement agency to the agency or business entity that experienced the breach.
 - (2) Extended delay of notification.—If the notification required under subsection (a) is delayed pursuant to paragraph (1), an agency or business entity shall give notice 30 days after the day such law enforcement delay was invoked unless a Federal law enforcement agency provides written notification that further delay is necessary.
 - (3) Law enforcement immunity.—No cause of action shall lie in any court against any law enforcement agency for acts relating to the delay of notification for law enforcement purposes under this Act.
- 22 SEC. 3. EXEMPTIONS.

- (a) Exemption for National Security and Law
- 24 Enforcement.—

1	(1) In general.—Section 2 shall not apply to
2	an agency or business entity if the agency or busi-
3	ness entity certifies, in writing, that notification of
4	the security breach as required by section 2 reason-
5	ably could be expected to—
6	(A) cause damage to the national security;
7	or
8	(B) hinder a law enforcement investigation
9	or the ability of the agency to conduct law en-
10	forcement investigations.
11	(2) Limits on certifications.—An agency or
12	business entity may not execute a certification under
13	paragraph (1) to—
14	(A) conceal violations of law, inefficiency,
15	or administrative error;
16	(B) prevent embarrassment to a business
17	entity, organization, or agency; or
18	(C) restrain competition.
19	(3) Notice.—In every case in which an agency
20	or business entity issues a certification under para-
21	graph (1), the certification, accompanied by a de-
22	scription of the factual basis for the certification,
23	shall be immediately provided to the United States
24	Secret Service

1	(4) Secret service review of certifi-
2	CATIONS.—
3	(A) IN GENERAL.—The United States Se-
4	cret Service may review a certification provided
5	by an agency under paragraph (3), and shall re-
6	view a certification provided by a business enti-
7	ty under paragraph (3), to determine whether
8	an exemption under paragraph (1) is merited
9	Such review shall be completed not later than
10	10 business days after the date of receipt of the
11	certification, except as provided in paragraph
12	(5)(C).
13	(B) Notice.—Upon completing a review
14	under subparagraph (A) the United States Se-
15	cret Service shall immediately notify the agency
16	or business entity, in writing, of its determina-
17	tion of whether an exemption under paragraph
18	(1) is merited.
19	(C) Exemption.—The exemption under
20	paragraph (1) shall not apply if the United
21	States Secret Service determines under this
22	paragraph that the exemption is not merited.
23	(5) Additional authority of the secret
24	SERVICE.—

- 1 (A) IN GENERAL.—In determining under
 2 paragraph (4) whether an exemption under
 3 paragraph (1) is merited, the United States Se4 cret Service may request additional information
 5 from the agency or business entity regarding
 6 the basis for the claimed exemption, if such ad7 ditional information is necessary to determine
 8 whether the exemption is merited.
 - (B) REQUIRED COMPLIANCE.—Any agency or business entity that receives a request for additional information under subparagraph (A) shall cooperate with any such request.
 - (C) TIMING.—If the United States Secret Service requests additional information under subparagraph (A), the United States Secret Service shall notify the agency or business entity not later than 10 business days after the date of receipt of the additional information whether an exemption under paragraph (1) is merited.

(b) Safe Harbor.—

(1) In General.—An agency or business entity shall be exempt from the notice requirements under section 2, if—

1	(A) a risk assessment concludes that there
2	is no significant risk that a security breach has
3	resulted in, or will result in, harm to the indi-
4	vidual whose sensitive personally identifiable in-
5	formation was subject to the security breach;
6	(B) without unreasonable delay, but not
7	later than 45 days after the discovery of a secu-
8	rity breach (unless extended by the United
9	States Secret Service), the agency or business
10	entity notifies the United States Secret Service
11	in writing, of—
12	(i) the results of the risk assessment
13	and
14	(ii) its decision to invoke the risk as-
15	sessment exemption; and
16	(C) the United States Secret Service does
17	not indicate, in writing, and not later than 10
18	business days after the date of receipt of the
19	decision described in subparagraph (B)(ii), that
20	notice should be given.
21	(2) Presumptions.—There shall be a pre-
22	sumption that no significant risk of harm to the in-
23	dividual whose sensitive personally identifiable infor-
24	mation was subject to a security breach if such in-
25	formation—

1	(A) was encrypted; or
2	(B) was rendered indecipherable through
3	the use of best practices or methods, such as
4	redaction, access controls, or other such mecha-
5	nisms, that are widely accepted as an effective
6	industry practice, or an effective industry
7	standard.
8	(e) Financial Fraud Prevention Exemption.—
9	(1) In general.—A business entity will be ex-
10	empt from the notice requirement under section 2 if
11	the business entity utilizes or participates in a secu-
12	rity program that—
13	(A) is designed to block the use of the sen-
14	sitive personally identifiable information to ini-
15	tiate unauthorized financial transactions before
16	they are charged to the account of the indi-
17	vidual; and
18	(B) provides for notice to affected individ-
19	uals after a security breach that has resulted in
20	fraud or unauthorized transactions.
21	(2) Limitation.—The exemption by this sub-
22	section does not apply if—
23	(A) the information subject to the security
24	breach includes sensitive personally identifiable

1	information, other than a credit card number or
2	credit card security code, of any type; or
3	(B) the information subject to the security
4	breach includes both the individual's credit card
5	number and the individual's first and last
6	name.
7	SEC. 4. METHODS OF NOTICE.
8	An agency, or business entity shall be in compliance
9	with section 2 if it provides both:
10	(1) Individual notice.—
11	(A) Written notification to the last known
12	home mailing address of the individual in the
13	records of the agency or business entity;
14	(B) telephone notice to the individual per-
15	sonally; or
16	(C) e-mail notice, if the individual has con-
17	sented to receive such notice and the notice is
18	consistent with the provisions permitting elec-
19	tronic transmission of notices under section 101
20	of the Electronic Signatures in Global and Na-
21	tional Commerce Act (15 U.S.C. 7001).
22	(2) Media notice.—Notice to major media
23	outlets serving a State or jurisdiction, if the number
24	of residents of such State whose sensitive personally
25	identifiable information was, or is reasonably be-

1	lieved to have been, acquired by an unauthorized
2	person exceeds 5,000.
3	SEC. 5. CONTENT OF NOTIFICATION.
4	(a) In General.—Regardless of the method by
5	which notice is provided to individuals under section 4,
6	such notice shall include, to the extent possible—
7	(1) a description of the categories of sensitive
8	personally identifiable information that was, or is
9	reasonably believed to have been, acquired by an un-
10	authorized person;
11	(2) a toll-free number—
12	(A) that the individual may use to contact
13	the agency or business entity, or the agent of
14	the agency or business entity; and
15	(B) from which the individual may learn
16	what types of sensitive personally identifiable
17	information the agency or business entity main-
18	tained about that individual; and
19	(3) the toll-free contact telephone numbers and
20	addresses for the major credit reporting agencies.
21	(b) Additional Content.—Notwithstanding sec-
22	tion 10, a State may require that a notice under sub-
23	section (a) shall also include information regarding victim
24	protection assistance provided for by that State.

SEC. 6. COORDINATION OF NOTIFICATION WITH CREDIT 2 REPORTING AGENCIES. 3 If an agency or business entity is required to provide notification to more than 5,000 individuals under section 4 5 2(a), the agency or business entity shall also notify all consumer reporting agencies that compile and maintain files 6 7 on consumers on a nationwide basis (as defined in section 8 603(p) of the Fair Credit Reporting Act (15 U.S.C. 9 1681a(p)) of the timing and distribution of the notices. 10 Such notice shall be given to the consumer credit reporting 11 agencies without unreasonable delay and, if it will not delay notice to the affected individuals, prior to the dis-13 tribution of notices to the affected individuals. SEC. 7. NOTICE TO LAW ENFORCEMENT. 15 (a) Secret Service.—Any business entity or agency shall notify the United States Secret Service of the fact that a security breach has occurred if— 17 18 (1) the number of individuals whose sensitive 19 personally identifying information was, or is reason-20 ably believed to have been acquired by an unauthor-21 ized person exceeds 10,000; 22 (2) the security breach involves a database, 23 networked or integrated databases, or other data 24 system containing the sensitive personally identifi-25 able information of more than 1,000,000 individuals

nationwide;

1	(3) the security breach involves databases
2	owned by the Federal Government; or
3	(4) the security breach involves primarily sen-
4	sitive personally identifiable information of individ-
5	uals known to the agency or business entity to be
6	employees and contractors of the Federal Govern-
7	ment involved in national security or law enforce-
8	ment.
9	(b) Notice to Other Law Enforcement Agen-
10	CIES.—The United States Secret Service shall be respon-
11	sible for notifying—
12	(1) the Federal Bureau of Investigation, if the
13	security breach involves espionage, foreign counter-
14	intelligence, information protected against unauthor-
15	ized disclosure for reasons of national defense or for-
16	eign relations, or Restricted Data (as that term is
17	defined in section 11y of the Atomic Energy Act of
18	1954 (42 U.S.C. 2014(y)), except for offenses af-
19	fecting the duties of the United States Secret Serv-
20	ice under section 3056(a) of title 18, United States
21	Code;
22	(2) the United States Postal Inspection Service,
23	if the security breach involves mail fraud; and

- 1 (c) Timing of Notices.—The notices required 2 under this section shall be delivered as follows:
- 3 (1) Notice under subsection (a) shall be deliv-4 ered as promptly as possible, but not later than 14 5 days after discovery of the events requiring notice.
- 6 (2) Notice under subsection (b) shall be deliv-7 ered not later than 14 days after the United States 8 Secret Service receives notice of a security breach 9 from an agency or business entity.

10 SEC. 8. ENFORCEMENT.

- 11 (a) CIVIL ACTIONS BY THE ATTORNEY GENERAL.—
- 12 The Attorney General may bring a civil action in the ap-
- 13 propriate United States district court against any business
- 14 entity that engages in conduct constituting a violation of
- 15 this Act and, upon proof of such conduct by a preponder-
- 16 ance of the evidence, such business entity shall be subject
- 17 to a civil penalty of not more than \$1,000 per day per
- 18 individual whose sensitive personally identifiable informa-
- 19 tion was, or is reasonably believed to have been, accessed
- 20 or acquired by an unauthorized person, up to a maximum
- 21 of \$1,000,000 per violation, unless such conduct is found
- 22 to be willful or intentional.
- (b) Injunctive Actions by the Attorney Gen-
- 24 Eral.—

1	(1) In general.—If it appears that a business
2	entity has engaged, or is engaged, in any act or
3	practice constituting a violation of this Act, the At-
4	torney General may petition an appropriate district
5	court of the United States for an order—
6	(A) enjoining such act or practice; or
7	(B) enforcing compliance with this Act.
8	(2) Issuance of order.—A court may issue
9	an order under paragraph (1), if the court finds that
10	the conduct in question constitutes a violation of this
11	Act.
12	(c) Other Rights and Remedies.—The rights and
13	remedies available under this Act are cumulative and shall
14	not affect any other rights and remedies available under
15	law.
16	(d) Fraud Alert.—Section 605A(b)(1) of the Fair
17	Credit Reporting Act (15 U.S.C. 1681c–1(b)(1)) is
18	amended by inserting ", or evidence that the consumer
19	has received notice that the consumer's financial informa-
20	tion has or may have been compromised," after "identity
21	theft report".
22	SEC. 9. ENFORCEMENT BY STATE ATTORNEYS GENERAL.
23	(a) In General.—
24	(1) CIVIL ACTIONS.—In any case in which the
25	attorney general of a State or any State or local law

enforcement agency authorized by the State attorney general or by State statute to prosecute violations of consumer protection law, has reason to believe that an interest of the residents of that State has been or is threatened or adversely affected by the engagement of a business entity in a practice that is prohibited under this Act, the State or the State or local law enforcement agency on behalf of the residents of the agency's jurisdiction, may bring a civil action on behalf of the residents of the State or jurisdiction in a district court of the United States of appropriate jurisdiction or any other court of competent jurisdiction, including a State court, to—

- (A) enjoin that practice;
- (B) enforce compliance with this Act; or
- (C) obtain civil penalties of not more than \$1,000 per day per individual whose sensitive personally identifiable information was, or is reasonably believed to have been, accessed or acquired by an unauthorized person, up to a maximum of \$1,000,000 per violation, unless such conduct is found to be willful or intentional.
- 24 (2) Notice.—

1	(A) In general.—Before filing an action
2	under paragraph (1), the attorney general of
3	the State involved shall provide to the Attorney
4	General of the United States—
5	(i) written notice of the action; and
6	(ii) a copy of the complaint for the ac-
7	tion.
8	(B) Exemption.—
9	(i) In General.—Subparagraph (A)
10	shall not apply with respect to the filing of
11	an action by an attorney general of a State
12	under this Act, if the State attorney gen-
13	eral determines that it is not feasible to
14	provide the notice described in such sub-
15	paragraph before the filing of the action.
16	(ii) Notification.—In an action de-
17	scribed in clause (i), the attorney general
18	of a State shall provide notice and a copy
19	of the complaint to the Attorney General
20	at the time the State attorney general files
21	the action.
22	(b) Federal Proceedings.—Upon receiving notice
23	under subsection (a)(2), the Attorney General shall have
24	the right to—

	18
1	(1) move to stay the action, pending the final
2	disposition of a pending Federal proceeding or ac-
3	tion;
4	(2) initiate an action in the appropriate United
5	States district court under section 8 and move to
6	consolidate all pending actions, including State ac-
7	tions, in such court;
8	(3) intervene in an action brought under sub-
9	section $(a)(2)$; and
10	(4) file petitions for appeal.
11	(c) Pending Proceedings.—If the Attorney Gen-
12	eral has instituted a proceeding or action for a violation
13	of this Act or any regulations thereunder, no attorney gen-
14	eral of a State may, during the pendency of such pro-
15	ceeding or action, bring an action under this Act against
16	any defendant named in such criminal proceeding or civil

19 (d) Rule of Construction.—For purposes of

action for any violation that is alleged in that proceeding

- 20 bringing any civil action under subsection (a), nothing in
- 21 this Act regarding notification shall be construed to pre-
- 22 vent an attorney general of a State from exercising the
- 23 powers conferred on such attorney general by the laws of
- 24 that State to—

or action.

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25 (1) conduct investigations;

1	(2) administer oaths or affirmations; or
2	(3) compel the attendance of witnesses or the
3	production of documentary and other evidence.
4	(e) VENUE; SERVICE OF PROCESS.—
5	(1) Venue.—Any action brought under sub-
6	section (a) may be brought in—
7	(A) the district court of the United States
8	that meets applicable requirements relating to
9	venue under section 1391 of title 28, United
10	States Code; or
11	(B) another court of competent jurisdic-
12	tion.
13	(2) Service of Process.—In an action
14	brought under subsection (a), process may be served
15	in any district in which the defendant—
16	(A) is an inhabitant; or
17	(B) may be found.
18	(f) No Private Cause of Action.—Nothing in this
19	Act establishes a private cause of action against a business
20	entity for violation of any provision of this Act.
21	SEC. 10. EFFECT ON FEDERAL AND STATE LAW.
22	The provisions of this Act shall supersede any other
23	provision of Federal law or any provision of law of any
24	State relating to notification by a business entity engaged

- 1 in interstate commerce or an agency of a security breach,
- 2 except as provided in section 5(b).

3 SEC. 11. AUTHORIZATION OF APPROPRIATIONS.

- 4 There are authorized to be appropriated such sums
- 5 as may be necessary to cover the costs incurred by the
- 6 United States Secret Service to carry out investigations
- 7 and risk assessments of security breaches as required
- 8 under this Act.

9 SEC. 12. REPORTING ON RISK ASSESSMENT EXEMPTIONS.

- 10 (a) In General.—The United States Secret Service
- 11 shall report to Congress not later than 18 months after
- 12 the date of enactment of this Act, and upon the request
- 13 by Congress thereafter, on—
- 14 (1) the number and nature of the security
- breaches described in the notices filed by those busi-
- 16 ness entities invoking the risk assessment exemption
- under section 3(b) of this Act and the response of
- the United States Secret Service to such notices;
- 19 and
- 20 (2) the number and nature of security breaches
- subject to the national security and law enforcement
- exemptions under section 3(a) of this Act.
- 23 (b) Report.—Any report submitted under sub-
- 24 section (a) shall not disclose the contents of any risk as-

- 1 sessment provided to the United States Secret Service
- 2 under this Act.

3 SEC. 13. DEFINITIONS.

- 4 In this Act, the following definitions shall apply:
- (1) AGENCY.—The term "agency" has the same
 meaning given such term in section 551 of title 5,
 United States Code.
 - (2) Affiliate.—The term "affiliate" means persons related by common ownership or by corporate control.
 - (3) Business entity.—The term "business entity" means any organization, corporation, trust, partnership, sole proprietorship, unincorporated association, venture established to make a profit, or nonprofit, and any contractor, subcontractor, affiliate, or licensee thereof engaged in interstate commerce.

(4) Encrypted.—The term "encrypted"—

(A) means the protection of data in electronic form, in storage or in transit, using an encryption technology that has been adopted by an established standards setting body which renders such data indecipherable in the absence of associated cryptographic keys necessary to enable decryption of such data; and

	22
1	(B) includes appropriate management and
2	safeguards of such cryptographic keys so as to
3	protect the integrity of the encryption.
4	(5) Personally identifiable informa-
5	TION.—The term "personally identifiable informa-
6	tion" means any information, or compilation of in-
7	formation, in electronic or digital form serving as a
8	means of identification, as defined by section
9	1028(d)(7) of title 18, United State Code.
10	(6) Security Breach.—
11	(A) In General.—The term "security
12	breach" means compromise of the security, con-
13	fidentiality, or integrity of computerized data
14	through misrepresentation or actions that result
15	in, or there is a reasonable basis to conclude
16	has resulted in, acquisition of or access to sen-
17	sitive personally identifiable information that is
18	unauthorized or in excess of authorization.
19	(B) Exclusion.—The term "security
20	breach" does not include—
21	(i) a good faith acquisition of sensitive
22	personally identifiable information by a

business entity or agency, or an employee

or agent of a business entity or agency, if

the sensitive personally identifiable infor-

23

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1	mation is not subject to further unauthor-
2	ized disclosure; or
3	(ii) the release of a public record not
4	otherwise subject to confidentiality or non-
5	disclosure requirements.
6	(7) Sensitive personally identifiable in-
7	FORMATION.—The term "sensitive personally identi-
8	fiable information" means any information or com-
9	pilation of information, in electronic or digital form
10	that includes—
11	(A) an individual's first and last name or
12	first initial and last name in combination with
13	any 1 of the following data elements:
14	(i) A non-truncated social security
15	number, driver's license number, passport
16	number, or alien registration number.
17	(ii) Any 2 of the following:
18	(I) Home address or telephone
19	number.
20	(II) Mother's maiden name, if
21	identified as such.
22	(III) Month, day, and year of
23	birth.
24	(iii) Unique biometric data such as a
25	finger print, voice print, a retina or iris

1	image, or any other unique physical rep-
2	resentation.
3	(iv) A unique account identifier, elec-
4	tronic identification number, user name, or
5	routing code in combination with any asso-
6	ciated security code, access code, or pass-
7	word that is required for an individual to
8	obtain money, goods, services or any other
9	thing of value; or
10	(B) a financial account number or credit
11	or debit card number in combination with any
12	security code, access code or password that is
13	required for an individual to obtain credit, with-
14	draw funds, or engage in a financial trans-
15	action.
16	SEC. 14. EFFECTIVE DATE.

This Act shall take effect on the expiration of the 17 18 date which is 90 days after the date of enactment of this 19 Act.