

AMENDED IN SENATE AUGUST 31, 2015
AMENDED IN SENATE JUNE 30, 2015
AMENDED IN ASSEMBLY JUNE 1, 2015
AMENDED IN ASSEMBLY APRIL 16, 2015
AMENDED IN ASSEMBLY MARCH 26, 2015
CALIFORNIA LEGISLATURE—2015–16 REGULAR SESSION

ASSEMBLY BILL

No. 953

Introduced by Assembly Member Weber
(Coauthor: Assembly Member Bonta)
(Coauthor: Senator Mitchell)

February 26, 2015

An act to add Section 12525.5 to the Government Code, and to amend Sections 13012 and 13519.4 of the Penal Code, relating to racial profiling.

LEGISLATIVE COUNSEL'S DIGEST

AB 953, as amended, Weber. Law enforcement: racial profiling.

Existing law creates the Commission on Peace Officer Standards and Training and requires it to develop and disseminate guidelines and training for all law enforcement officers, as described. Existing law prohibits a peace officer from engaging in racial profiling and requires the training *to* prescribe patterns, practices, and protocols that prevent racial profiling, as defined. Existing law requires the Legislative Analyst's Office to conduct a study of the data that is voluntarily collected by jurisdictions that have instituted a program of data collection with regard to racial profiling.

This bill would enact the Racial and Identity Profiling Act of 2015, which would, among other changes, revise the definition of racial profiling to instead refer to racial or identity profiling, and make a conforming change to the prohibition against peace officers engaging in that practice. ~~The bill would also require a peace officer who is the subject of a complaint of racial or identity profiling that is sustained to participate in training to correct racial and identity profiling at least every 6 months for 2 years, starting from the date a complaint is found to have been sustained.~~

The bill would require, beginning July 1, 2016, the Attorney General to establish the Racial and Identity Profiling Advisory Board (RIPA) to eliminate racial and identity profiling and improve diversity and racial and identity sensitivity in law enforcement. The bill would specify the composition of the board. The bill would require the board, among other duties, to investigate and analyze state and local law enforcement agencies' racial and identity profiling policies and ~~practices~~, *practices across geographic areas in California*, to annually make publicly available its findings and *policy* recommendations, to hold public meetings annually, as specified, and to issue the board's first annual report no later than January 1, 2018.

The bill would require each state and local agency that employs peace officers to annually report to the Attorney General ~~on or before March 1, 2018, and each March 1 thereafter~~, data on all stops, as defined, conducted by the agency's peace officers, and require that data to include specified information, including the time, date, and location of the stop, and the reason for the stop. ~~The bill would require the agencies to retain that data for a minimum of 5 years. The bill would also require the Attorney General to analyze the data collected, report its findings from the first analysis by January 1, 2019, issue reports each January 1, thereafter, and make the reports available to the public by posting them on the Department of Justice's Internet Web site.~~ *The bill would require an agency that employs 1,000 or more peace officers to issue its first annual report by April 1, 2019. The bill would require an agency that employs 667 or more but less than 1,000 peace officers to issue its first annual report by April 1, 2020. The bill would require an agency that employs 334 or more but less than 667 peace officers to issue its first annual report by April 1, 2022. The bill would require an agency that employs one or more but less than 334 peace officers to issue its first annual report by April 1, 2023.*

By imposing a higher level of service on local entities that employ peace officers, the bill would impose a state-mandated local program.

The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to these statutory provisions.

Vote: majority. Appropriation: no. Fiscal committee: yes.
State-mandated local program: yes.

The people of the State of California do enact as follows:

1 SECTION 1. This act shall be known and may be cited as the
2 Racial and Identity Profiling Act of 2015.

3 SEC. 2. Section 12525.5 is added to the Government Code, to
4 read:

5 12525.5. (a) (1) Each state and local agency that employs
6 peace officers shall annually report to the Attorney General data
7 on all “stops,” as defined in subdivision (j), stops conducted by
8 that agency’s peace officers for the preceding calendar year. Each
9 agency’s annual report shall be submitted to the Attorney General
10 no later than March 1 of the following calendar year. The first
11 round of the annual reports shall be issued on or before March 1,
12 2018.

13 (2) *Each agency that employs 1,000 or more peace officers shall*
14 *issue its first round of reports on or before April 1, 2019. Each*
15 *agency that employs 667 or more but less than 1,000 peace officers*
16 *shall issue its first round of reports on or before April 1, 2020.*
17 *Each agency that employs 334 or more but less than 667 peace*
18 *officers shall issue its first round of reports on or before April 1,*
19 *2022. Each agency that employs one or more but less than 334*
20 *peace officers shall issue its first round of reports on or before*
21 *April 1, 2023.*

22 (b) The reporting shall include, at a minimum, the following
23 information for each stop:

- 24 (1) The time, date, and location of the stop.
- 25 (2) The reason for the stop.

1 (3) The result of the stop, such as, no action, warning, citation,
2 property seizure, or arrest.

3 (4) If a warning or citation was issued, the warning provided or
4 violation cited.

5 (5) If an arrest was made, the offense charged.

6 (6) The perceived race or ethnicity, gender, and approximate
7 age of the person stopped, provided that the identification of these
8 characteristics shall be based on the observation and perception
9 of the peace officer making the stop, and the information shall not
10 be requested from the person stopped. For motor vehicle stops,
11 this paragraph only applies to the driver, unless any actions
12 specified under paragraph (7) apply in relation to a passenger, in
13 which case the characteristics specified in this paragraph shall also
14 be reported for him or her.

15 (7) Actions taken by the peace officer during the stop, including,
16 but not limited to, the following:

17 (A) Whether the peace officer asked for consent to search the
18 person, and, if so, whether consent was provided.

19 (B) Whether the peace officer searched the person or any
20 property, and, if so, the basis for the search and the type of
21 contraband or evidence discovered, if any.

22 (C) Whether the peace officer seized any property and, if so,
23 the type of property that was seized and the basis for seizing the
24 property.

25 (c) If more than one peace officer performs a stop, only one
26 officer is required to collect and report to his or her agency the
27 information specified under subdivision (b).

28 (d) State and local law enforcement agencies shall not report
29 the name, address, social security number, or other unique personal
30 identifying information of persons stopped, searched, or subjected
31 to a property seizure, for purposes of this section. Notwithstanding
32 any other law, the data reported shall be available to the public,
33 except for the badge number or other unique identifying
34 information of the peace officer involved, which shall be released
35 to the public only to the extent the release is permissible under
36 state law.

37 (e) Not later than January 1, 2017, the Attorney General, in
38 consultation with stakeholders, including the Racial and Identity
39 Profiling Advisory Board (RIPA) established pursuant to paragraph
40 (1) of subdivision (j) of Section 13519.4 of the Penal Code, federal,

1 state, and local law enforcement agencies and community,
2 professional, academic, research, and civil and human rights
3 organizations, shall issue regulations for the collection and
4 reporting of data required under subdivision (b). The regulations
5 shall specify all data to be reported, and provide standards,
6 definitions, and technical specifications to ensure uniform reporting
7 practices across all reporting agencies. To the best extent possible,
8 such regulations should be compatible with any similar federal
9 data collection or reporting program.

10 ~~(f) Each year, on an annual basis, each state and local law~~
11 ~~enforcement agency shall make publicly available a report that~~
12 ~~lists the agency's total results for each data collection criteria~~
13 ~~required under subdivision (b). The reports shall include the data~~
14 ~~collected during the preceding calendar year. The first round of~~
15 ~~the annual reports shall be issued by each agency on or before July~~
16 ~~1, 2018. The Attorney General, in consultation with RIPA, shall~~
17 ~~determine the form in which agencies make the information~~
18 ~~publicly available. Each state and local law enforcement agency~~
19 ~~shall post the reports on the Internet Web site for that agency, or,~~
20 ~~if an agency does not have an Internet Web site, the Department~~
21 ~~of Justice shall post the agency's reports on its Internet Web site.~~

22 ~~(g) Data reported pursuant to this section shall be retained by~~
23 ~~the reporting agency for a minimum of five years.~~

24 ~~(h) Each year, on an annual basis, the Attorney General shall~~
25 ~~analyze the data collected. The Attorney General shall report its~~
26 ~~findings from the first analysis by January 1, 2019, and shall issue~~
27 ~~reports on the first day of each January thereafter. The reports shall~~
28 ~~be available to the public by posting those reports on the~~
29 ~~Department of Justice's Internet Web site.~~

30 ~~(i)~~

31 ~~(f) All data and reports made pursuant to this section are public~~
32 ~~records within the meaning of subdivision (e) of Section 6252,~~
33 ~~and are open to public inspection pursuant to Sections 6253 and~~
34 ~~6258.~~

35 ~~(j)~~

36 ~~(g) (1) For purposes of this section, "peace officer," as defined~~
37 ~~in Chapter 4.5 (commencing with Section 830) of Title 3 of Part~~
38 ~~2 of the Penal Code, is limited to members of the California~~
39 ~~Highway Patrol, a city or county law enforcement agency, and~~
40 ~~California state or university educational institutions. "Peace~~

1 officer,” as used in this section, does not include probation officers
2 and officers in a custodial setting.

3 (2) For purposes of this section, “stop” means any detention by
4 a peace officer of a person, or any peace officer interaction with
5 a person in which the peace officer conducts a search, including
6 a consensual search, of the person’s body or property in the
7 person’s possession or control.

8 SEC. 3. Section 13012 of the Penal Code is amended to read:

9 13012. (a) The annual report of the department provided for
10 in Section 13010 shall contain statistics showing all of the
11 following:

12 (1) The amount and the types of offenses known to the public
13 authorities.

14 (2) The personal and social characteristics of criminals and
15 delinquents.

16 (3) The administrative actions taken by law enforcement,
17 judicial, penal, and correctional agencies or institutions, including
18 those in the juvenile justice system, in dealing with criminals or
19 delinquents.

20 (4) The administrative actions taken by law enforcement,
21 prosecutorial, judicial, penal, and correctional agencies, including
22 those in the juvenile justice system, in dealing with minors who
23 are the subject of a petition or hearing in the juvenile court to
24 transfer their case to the jurisdiction of an adult criminal court or
25 whose cases are directly filed or otherwise initiated in an adult
26 criminal court.

27 (5) (A) The total number of each of the following:

28 (i) Citizen complaints received by law enforcement agencies
29 under Section 832.5.

30 (ii) Citizen complaints alleging criminal conduct of either a
31 felony or misdemeanor.

32 (iii) Citizen complaints alleging racial or identity profiling, as
33 defined in subdivision (e) of Section 13519.4. These statistics shall
34 be disaggregated by the specific type of racial or identity profiling
35 alleged, such as based on a consideration of race, color, ethnicity,
36 national origin, religion, gender identity or expression, sexual
37 orientation, or mental or physical disability.

38 (B) The statistics reported under this paragraph shall provide,
39 for each category of complaint identified under subparagraph (A),

1 the number of complaints within each of the following disposition
2 categories:

3 (i) “Sustained,” which means that the investigation disclosed
4 sufficient evidence to prove the truth of allegation in the complaint
5 by preponderance of evidence.

6 (ii) “Exonerated,” which means that the investigation clearly
7 established that the actions of the personnel that formed the basis
8 of the complaint are not a violation of law or agency policy.

9 (iii) “Not sustained,” which means that the investigation failed
10 to disclose sufficient evidence to clearly prove or disprove the
11 allegation in the complaint.

12 (iv) “Unfounded,” which means that the investigation clearly
13 established that the allegation is not true.

14 (C) The reports under subparagraphs (A) and (B) shall be made
15 available to the public and disaggregated for each individual law
16 enforcement agency.

17 (b) It shall be the duty of the department to give adequate
18 interpretation of the statistics and so to present the information
19 that it may be of value in guiding the policies of the Legislature
20 and of those in charge of the apprehension, prosecution, and
21 treatment of the criminals and delinquents, or concerned with the
22 prevention of crime and delinquency. The report shall also include
23 statistics which are comparable with national uniform criminal
24 statistics published by federal bureaus or departments heretofore
25 mentioned.

26 (c) Each year, on an annual basis, the Racial and Identity
27 Profiling Board (RIPA), established pursuant to paragraph (1) of
28 subdivision (j) of Section 13519.4, shall analyze the statistics
29 reported pursuant to subparagraphs (A) and (B) of paragraph (5)
30 of subdivision (a) of this section. RIPA’s analysis of the complaints
31 shall be incorporated into its annual report as required by paragraph
32 (3) of subdivision (j) of Section 13519.4. The reports shall not
33 disclose the identity of peace officers.

34 SEC. 4. Section 13519.4 of the Penal Code is amended to read:

35 13519.4. (a) The commission shall develop and disseminate
36 guidelines and training for all peace officers in California as
37 described in subdivision (a) of Section 13510 and who adhere to
38 the standards approved by the commission, on the racial and
39 cultural differences among the residents of this state. The course
40 or courses of instruction and the guidelines shall stress

1 understanding and respect for racial, identity, and cultural
2 differences, and development of effective, noncombative methods
3 of carrying out law enforcement duties in a diverse racial, identity,
4 and cultural environment.

5 (b) The course of basic training for peace officers shall include
6 adequate instruction on racial, identity, and cultural diversity in
7 order to foster mutual respect and cooperation between law
8 enforcement and members of all racial, identity, and cultural
9 groups. In developing the training, the commission shall consult
10 with appropriate groups and individuals having an interest and
11 expertise in the field of racial, identity, and cultural awareness and
12 diversity.

13 (c) For the purposes of this section the following shall apply:

14 (1) “Disability,” “gender,” “nationality,” “religion,” and “sexual
15 orientation” have the same meaning as in Section 422.55.

16 (2) “Culturally diverse” and “cultural diversity” include, but
17 are not limited to, disability, gender, nationality, religion, and
18 sexual orientation issues.

19 (3) “Racial” has the same meaning as “race or ethnicity” in
20 Section 422.55.

21 (4) “Stop” has the same meaning as in paragraph (2) of
22 subdivision ~~(j)~~ (g) of Section 12525.5 of the Government Code.

23 (d) The Legislature finds and declares as follows:

24 (1) The working men and women in California law enforcement
25 risk their lives every day. The people of California greatly
26 appreciate the hard work and dedication of peace officers in
27 protecting public safety. The good name of these officers should
28 not be tarnished by the actions of those few who commit
29 discriminatory practices.

30 (2) Racial or identity profiling is a practice that presents a great
31 danger to the fundamental principles of our Constitution and a
32 democratic society. It is abhorrent and cannot be tolerated.

33 (3) Racial or identity profiling alienates people from law
34 enforcement, hinders community policing efforts, and causes law
35 enforcement to lose credibility and trust among the people whom
36 law enforcement is sworn to protect and serve.

37 (4) Pedestrians, users of public transportation, and vehicular
38 occupants who have been stopped, searched, interrogated, and
39 subjected to a property seizure by a peace officer for no reason
40 other than the color of their skin, national origin, religion, gender

1 identity or expression, housing status, sexual orientation, or mental
2 or physical disability are the victims of discriminatory practices.

3 (5) It is the intent of the Legislature in enacting the changes to
4 this section made by the act that added this paragraph that
5 additional training is required to address the pernicious practice
6 of racial or identity profiling and that enactment of this section is
7 in no way dispositive of the issue of how the state should deal with
8 racial or identity profiling.

9 (e) “Racial or identity profiling,” for purposes of this section,
10 is the consideration of, or reliance on, to any degree, actual or
11 perceived race, color, ethnicity, national origin, age, religion,
12 gender identity or expression, sexual orientation, or mental or
13 physical disability in deciding which persons to subject to a stop
14 or in deciding upon the scope or substance of law enforcement
15 activities following a stop, except that an officer may consider or
16 rely on characteristics listed in a specific suspect description. The
17 activities include, but are not limited to, traffic or pedestrian stops,
18 or actions during a stop, such as asking questions, frisks,
19 consensual and nonconsensual searches of a person or any property,
20 seizing any property, removing vehicle occupants during a traffic
21 stop, issuing a citation, and making an arrest.

22 (f) A peace officer shall not engage in racial or identity profiling.

23 (g) Every peace officer in this state shall participate in expanded
24 training as prescribed and certified by the Commission on Peace
25 Officers Standards and Training.

26 (h) The curriculum shall be evidence-based and shall include
27 and examine evidence-based patterns, practices, and protocols that
28 make up racial or identity profiling, including implicit bias. This
29 training shall prescribe evidenced-based patterns, practices, and
30 protocols that prevent racial or identity profiling. In developing
31 the training, the commission shall consult with the Racial and
32 Identity Profiling Advisory Board established pursuant to
33 subdivision (j). The course of instruction shall include, but not be
34 limited to, significant consideration of each of the following
35 subjects:

36 (1) Identification of key indices and perspectives that make up
37 racial, identity, and cultural differences among residents in a local
38 community.

39 (2) Negative impact of intentional and implicit biases,
40 prejudices, and stereotyping on effective law enforcement,

1 including examination of how historical perceptions of
2 discriminatory enforcement practices have harmed
3 police-community relations and contributed to injury, death,
4 disparities in arrest detention and incarceration rights, and wrongful
5 convictions.

6 (3) The history and role of the civil and human rights movement
7 and struggles and their impact on law enforcement.

8 (4) Specific obligations of peace officers in preventing,
9 reporting, and responding to discriminatory or biased practices by
10 fellow peace officers.

11 (5) Perspectives of diverse, local constituency groups and
12 experts on particular racial, identity, and cultural and
13 police-community relations issues in a local area.

14 (6) The prohibition against racial or identity profiling in
15 subdivision (f).

16 (i) Once the initial basic training is completed, each peace officer
17 in California as described in subdivision (a) of Section 13510 who
18 adheres to the standards approved by the commission shall be
19 required to complete a refresher course every five years thereafter,
20 or on a more frequent basis if deemed necessary, in order to keep
21 current with changing racial, identity, and cultural trends. ~~In~~
22 ~~addition to any remedies provided in law or equity, any peace~~
23 ~~officer who is the subject of a complaint of racial or identity~~
24 ~~profiling that is sustained shall participate in training to correct~~
25 ~~racial or identity profiling at least every six months for two years,~~
26 ~~starting from the date a complaint is found to have been sustained.~~

27 (j) (1) Beginning July 1, 2016, the Attorney General shall
28 establish the Racial and Identity Profiling Advisory Board (RIPA)
29 for the purpose of eliminating racial and identity profiling, and
30 improving diversity and racial and identity sensitivity in law
31 enforcement.

32 (2) RIPA shall include the following members:

33 (A) The Attorney General, or his or her designee.

34 (B) The President of the California Public Defenders
35 Association, or his or her designee.

36 (C) The President of the California Police Chiefs Association,
37 or his or her designee.

38 (D) The President of California State Sheriffs' Association, or
39 his or her designee.

- 1 (E) The President of the Peace Officers Research Association
2 of California, or his or her designee.
- 3 (F) The Commissioner of the ~~California Association of Highway~~
4 ~~Patrolmen~~, *California Highway Patrol*, or his or her designee.
- 5 (G) ~~The Chair of the California Legislative Black Caucus, or~~
6 ~~his or her designee.~~
- 7 (H) ~~The Chair of the California Latino Legislative Caucus, or~~
8 ~~his or her designee.~~
- 9 (I) ~~The Chair of the California Asian and Pacific Islander~~
10 ~~Legislative Caucus, or his or her designee.~~
- 11 (J) ~~The Chair of the California Legislative Lesbian, Gay,~~
12 ~~Bisexual, and Transgender Caucus, or his or her designee.~~
- 13 (K)
- 14 (G) A university professor who specializes in policing, and
15 racial and identity equity.
- 16 (L)
- 17 (H) Two representatives of human or civil rights tax-exempt
18 organizations who specialize in civil or human rights.
- 19 (M)
- 20 (I) Two representatives of community organizations who
21 specialize in civil or human rights and criminal justice, and work
22 with victims of racial and identity profiling. *At least one*
23 *representative shall be between 16 and 24 years of age.*
- 24 (N)
- 25 (J) Two religious clergy members who specialize in addressing
26 and reducing racial and identity bias toward individuals and groups.
- 27 (O)
- 28 (K) Up to two other members that the ~~Attorney General~~
29 *Governor* may prescribe.
- 30 (L) *Up to two other members that the President Pro Tempore*
31 *of the Senate may prescribe.*
- 32 (M) *Up to two other members that the Speaker of the Assembly*
33 *may prescribe.*
- 34 (3) Each year, on an annual basis, RIPA shall do the following:
- 35 (A) Analyze the data reported pursuant to Section 12525.5 of
36 the Government Code and Section 13012 of the Penal Code.
- 37 (B) Analyze law enforcement training under this section.
- 38 (C) Work in partnership with state and local law enforcement
39 agencies to review and analyze racial and identity profiling policies
40 and ~~practices~~. *practices across geographic areas in California.*

1 (D) Conduct, and consult available, evidence-based research
2 on intentional and implicit biases, and law enforcement stop,
3 search, and seizure tactics.

4 ~~(D)~~

5 (E) Issue a report that provides RIPA's analysis under
6 subparagraphs (A) to ~~(C)~~, (D), inclusive, detailed findings on the
7 past and current status of racial and identity profiling, and makes
8 policy recommendations for eliminating racial and identity
9 profiling. RIPA shall post the report on its Internet Web site. Each
10 report shall include disaggregated statistical data for each
11 reporting law enforcement agency. The report shall include, at
12 minimum, each reporting law enforcement agency's total results
13 for each data collection criteria under subdivision (b) of Section
14 12525.5 of the Government Code for each calendar year. The
15 reports shall be retained and made available to the public by
16 posting those reports on the Department of Justice's Internet Web
17 site. The first annual report shall be issued no later than January
18 1, 2018. The reports are public records within the meaning of
19 subdivision (d) of Section 6252 of the Government Code and are
20 open to public inspection pursuant to Sections 6253, 6256, 6257,
21 and 6258 of the Government Code.

22 ~~(E)~~

23 (F) Hold at least three public meetings annually to discuss racial
24 and identity profiling, and potential reforms to ~~correct~~ prevent
25 racial and identity profiling. Each year, one meeting shall be held
26 in northern California, one in central California, and one in
27 southern California. RIPA shall provide the public with notice of
28 at least 60 days ~~prior to~~ before each meeting.

29 (4) Pursuant to subdivision (e) of Section 12525.5 of the
30 Government Code, RIPA shall advise the Attorney General in
31 developing regulations for the collection and reporting of stop
32 data, and ensuring uniform reporting practices across all reporting
33 agencies.

34 (5) Members of RIPA shall not receive compensation, nor per
35 diem expenses, for their services as members of RIPA.

36 (6) No action of RIPA shall be valid unless agreed to by a
37 majority of its members.

38 (7) The initial terms of RIPA members shall be four years.

39 (8) Each year, RIPA shall elect two of its members as
40 cochairpersons.

1 SEC. 5. If the Commission on State Mandates determines that
2 this act contains costs mandated by the state, reimbursement to
3 local agencies and school districts for those costs shall be made
4 pursuant to Part 7 (commencing with Section 17500) of Division
5 4 of Title 2 of the Government Code.

O