

ITEM 7
TEST CLAIM
FINAL STAFF ANALYSIS

Penal Code Sections 12025, 12031, 13012, 13014, 13020, 13021, 13023 and 13730 Statutes 1955, Chapter 1128; Statutes 1965, Chapters 238 and 1965; Statutes 1967, Chapter 1157; Statutes 1971, Chapter 1203; Statutes 1972, Chapter 1377; Statutes 1979, Chapter 255 and 860; Statutes 1980, Chapter 1340 (SB 1447); Statutes 1982, Resolution Chapter 147 (SCR 64); Statutes 1984, Chapter 1609 (SB 1472); Statutes 1989, Chapter 1172 (SB 202); Statutes 1992, Chapter 1338 (SB 1184); Statutes 1993, Chapter 1230 (AB 2250); Statutes 1995, Chapters 803 and 965 (AB 488 and SB 132); Statutes 1996, Chapter 872 (AB 3472); Statutes 1998, Chapter 933 (AB 1999); Statutes 1999, Chapter 571 (AB 491); Statutes 2000, Chapter 626 (AB 715); Statutes 2001, Chapters 468 and 483 (SB 314 and AB 469); Statutes 2004, Chapters 405 and 700 (SB 1796 and SB 1234) and California Department of Justice, Criminal Justice Statistics Center, Criminal Statistics Reporting Requirements and Requirements Spreadsheet, March 2000

Crime Statistics Reports for the Department of Justice
07-TC-10

(Amendment to 02-TC-04 and 02-TC-11)

City of Newport Beach and County of Sacramento, Co-claimants

EXECUTIVE SUMMARY

This test claim alleges crime statistics reporting activities of local law enforcement agencies. The claim was originally filed as an amendment to, and severed from, test claims 02-TC-04 and 02-TC-11, *Crime Statistics Reports for the Department of Justice*, by the same co-claimants, which the Commission determined impose a reimbursable program on June 26, 2008.

The co-claimants and the Department of Finance submitted comments concurring with the draft staff analysis.

CONCLUSION

Based on the analysis below, staff finds that Penal Code section 13023 (Stats. 2004, ch. 700) imposes a reimbursable state-mandated program, within the meaning of article XIII B, section 6 of the California Constitution, on local law enforcement agencies beginning January 1, 2004, to report the following in a manner to be prescribed by the Attorney General:

- Any information that may be required relative to hate crimes, as defined in Penal Code section 422.55 as criminal acts committed, in whole or in part, because of one or more of the following *perceived* characteristics of the victim: (1) disability, (2) gender, (3) nationality, (4) race or ethnicity, (5) religion, (6) sexual orientation.
- Any information that may be required relative to hate crimes, defined in Penal Code section 422.55 as criminal acts committed, in whole or in part, because of *association with a person or group with one or more of the following actual or perceived*

characteristics: (1) disability, (2) gender, (3) nationality, (4) race or ethnicity, (5) religion, (6) sexual orientation.

Staff further finds that Penal Code sections 13020 and 13021 (Statutes 1955, chapter 1128, Statutes 1965, chapter 238, Statutes 1965, chapter 1916, Statutes 1967, chapter 1157, Statutes 1972, chapter 1377, Statutes 1973, chapter 142, Statutes 1973, chapter 1212, Statutes 1979, chapter 255, Statutes 1979, chapter 860, Statutes 1996, chapter 872) are not reimbursable state mandates within the meaning of article XIII B, section 6 of the California constitution because they existed before 1975, and impose no new activities on local agencies.

As to Statutes 1971, chapter 1203, staff finds that, because it amended only Penal Code section 13010, which is not part of this test claim, the Commission does not have jurisdiction over it.

Staff finds that Statutes 2004, chapters 405 (amending Pen. Code, § 13014, homicide reports) is not a state mandate because it does not require a local agency activity.

Staff also finds that the Commission does not have jurisdiction over the remaining statutes, chapters and executive orders in this claim because the Commission already made a determination on them in test claims 02-TC-04 and 02-TC-11, *Crime Statistics Reports for the Department of Justice*.

Recommendation

Staff recommends that the Commission adopt this analysis to partially approve the test claim for the activities in Penal Code section 13023 (Stats. 2004, ch. 700) listed above.

STAFF ANALYSIS

Co-Claimants

City of Newport Beach and County of Sacramento

Chronology

- 09/06/02 Claimant City of Newport Beach files test claim 02-TC-04
- 11/22/02 County of Sacramento files test claim 02-TC-11
- 03/27/08 Co-claimants file test claim amendment to test claims 02-TC-04 and 02-TC-11, *Crime Statistics Reports for the Department of Justice*
- 04/04/08 Commission staff notifies co-claimants that the proposed amendment is incomplete and that they have 30 days to file a complete amendment
- 06/25/08 Co-claimants re-file test claim amendment
- 06/25/08 Commission staff severs test claim amendment from test claims 02-TC-04 and 02-TC-11, *Crime Statistics Reports for the Department of Justice*
- 07/11/08 Commission staff notifies co-claimants that test claim amendment is complete and assigned to it the number 07-TC-10
- 08/15/08 Department of Finance submits comments on the test claim
- 09/5/08 Department of Justice submits comments on the test claim
- 05/07/09 Commission staff issues draft staff analysis
- 05/29/09 Co-claimants submit comments on the draft staff analysis
- 06/03/09 Department of Finance submits comments on the draft staff analysis

Background

This test claim alleges crime statistics reporting activities of local law enforcement agencies.

This test claim was originally filed as an amendment to, and severed from, test claims 02-TC-04 and 02-TC-11, *Crime Statistics Reports for the Department of Justice*, by the same co-claimants. Test claims 02-TC-04 and 02-TC-11 were decided by the Commission on June 26, 2008, determining that the following activities are reimbursable mandates:

- A local government entity responsible for the investigation and prosecution of a homicide case to provide the DOJ with demographic information about the victim and the person or persons charged with the crime, including the victim's and person's age, gender, race, and ethnic background (Pen. Code, §13014).
- Local law enforcement agencies to report, in a manner to be prescribed by the Attorney General, any information that may be required relative to any criminal acts or attempted criminal acts to cause physical injury, emotional suffering, or property damage where there is a reasonable cause to believe that the crime was motivated, in whole or in part, by the victim's race, ethnicity, religion, sexual

orientation, or physical or mental disability, or gender or national origin (Pen. Code, §13023).

- For district attorneys to report annually on or before June 30, to the Attorney General, on profiles by race, age, gender, and ethnicity any person charged with a felony or misdemeanor under section 12025 (carrying a concealed firearm) or section 12031 of the Penal Code (carrying a loaded firearm in a public place), and any other offense charged in the same complaint, indictment, or information. This is a reimbursable mandate from July 1, 2001 (the beginning of the reimbursement period for this test claim) until January 1, 2005 (Pen. Code, §§ 12025 subd. (h)(1) & (h)(3) & 12031 subd. (m)(1) & (m)(3)).
- For local law enforcement agencies to support all domestic-violence related calls for assistance with a written incident report (Pen. Code, § 13730, subd. (a), Stats. 1993, ch. 1230).

The Commission also found that neither Penal Code section 13012, nor the “Criminal Statistics Reporting Requirements” and “Requirements Spreadsheet” (March 2000), impose state-mandated requirements on local agencies or school districts. Penal Code section 13012 concerns only the DOJ’s annual report to the Governor and did not require a local government activity.

Although it includes other statutes and executive orders, this amendment was filed because Penal Code sections 13020 and 13021 were not included in the earlier test claims. Co-claimants asserted that section 13020 (the duty on local law enforcement to report crime) was expanded to create the program in test claims 02-TC-04 and 02-TC-11 (see Statement of Decision, p. 11).

Uniform Crime Reporting: The Uniform Crime Reporting (UCR) Program is a city, county and state law enforcement program that provides a nationwide view of crime based on the submission of statistics by law enforcement agencies throughout the country. The crime data are submitted either to a state UCR Program or directly to the national UCR Program, administered by the Federal Bureau of Investigation (FBI). The International Association of Chiefs of Police (IACP) envisioned the need for statistics on crime in the 1920s. The IACP’s Committee on Uniform Crime Records is a voluntary national data collection effort begun in 1930. Crime data are, for the most part, collected monthly by the UCR Program. The FBI provides report forms, tally sheets, and self-addressed envelopes to agencies that complete the forms and return them directly to the FBI.

In 1955, California enacted laws requiring the state’s participation in the UCR Program. At the same time, it authorized and directed the California DOJ to collect, maintain and analyze criminal statistics beyond the scope of the UCR Program.

Penal Code section 13010 requires DOJ to collect from state and local entities, on forms developed by DOJ, data necessary for the “work of the department.” (Department is used in the statutes to mean DOJ.) Penal Code section 13010 also provides that DOJ shall: (1) recommend the form and content of records to be maintained by the state and local entities; (2) instruct them in the installation, maintenance and use of such records; (3) process, tabulate, analyze and interpret the data collected; (4) supply data to the FBI and others engaged in the collection of national criminal statistics; (5) present to the Governor an annual report containing the criminal statistics of the preceding calendar year; and (6) present at such other times as the Attorney

General may approve reports on special aspects of criminal statistics (Pen. Code, § 13010, subds. (c) – (g)).

Since 1955, Penal Code section 13020 has imposed a duty on city marshals, chiefs of police, district attorneys, city attorneys, city prosecutors having criminal jurisdiction, probation officers and others, including “every other person or agency dealing with crimes or criminals or with delinquency or delinquents, when requested by the Attorney General” to collect and report statistical data.

Since 1955, cities and counties have had the obligation to provide DOJ with criminal statistics used in the UCR Program, as well as those needed for the annual report to the Governor and other reports on special aspects of criminal statistics.

Test Claim Statutes

Crime reporting: As enacted in 1955, Penal Code section 13020 imposes the following duty on local law enforcement “when requested by the Attorney General:”

(a) To install and maintain records needed for the correct reporting of statistical data required by the bureau [FBI]; (b) To report statistical data to the bureau at such times and in such manner as the Attorney General prescribes; (c) To give to the Attorney General, or his accredited agent, access to the statistical data...

In 1972, subdivisions (a) and (b) were amended to make the Attorney General rather than the “bureau” the entity to whom local law enforcement reports.¹

Reporting child pornography crimes: Section 13021 was added in 1967 (Stats. 1967, ch. 1157) as follows:

Local law enforcement agencies shall report to the bureau such information as the Attorney General may by regulation require relative to misdemeanor violations of Chapter 7.5 (commencing with Section 311) of Title 9 of Part 1 of this code.

Chapter 7.5 of Title 9 of Part 1 of the Penal Code is called “Obscene Matter” although the content of the statutes focus on child pornography.

Statutes 1972, chapter 1377, amended this statute to require the report to the Attorney General rather than the “bureau.” This statute has not been amended since 1972.

Annual DOJ report to the Governor: Penal Code section 13012 requires DOJ’s annual report to the Governor to contain specified data. It was amended in 1980 to require inclusion of “the number of citizens’ complaints received by law enforcement agencies under Section 832.5...” (Stats. 1980, ch. 1340, eff. Sept. 30, 1980.)

Subdivision (c) of section 13012 was amended in 1995 to add the following underlined provision: “The administrative actions taken by law enforcement, judicial, penal, and correctional agencies or institutions, including those in the juvenile justice system, in dealing

¹ Statutes 1972, chapter 1377, amended subdivisions (a) and (b) as follows: “(a) To install and maintain records needed for the correct reporting of statistical data required by him [the Attorney General]. (b) To report statistical data to the department at such times and in such manner as the Attorney General prescribes.” No change was made to subdivision (c).

with criminals or delinquents.” It was amended again by Statutes 2001, chapter 486 to add the following subdivision (e):

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

In its June 26, 2008 determination of 02-TC-04 and 02-TC-11, the *Crime Statistics Reports for the Department of Justice* test claim, the Commission found that section 13012 (Stats. 1980, ch. 1340, Stats. 1995, ch. 803 & Stats. 2001, ch. 486), by itself, does not impose a state-mandated activity on a local government because it only specifies the contents of a DOJ report, and imposes no requirements on a local agency.

Homicide reports: Penal Code section 13014 requires DOJ to collect information on all homicide victims and persons charged with homicides, to adopt and distribute homicide reporting forms and to compile the reported homicide information and annually publish a report about it. Subdivision (b) states: “Every state or local governmental entity responsible for the investigation and prosecution of a homicide case shall provide the department with demographic information about the victim and the person or persons charged with the crime.” (Stats. 1992, ch. 1338.)

In its June 26, 2008 determination of 02-TC-04 and 02-TC-11, the *Crime Statistics Reports for the Department of Justice* test claim, the Commission found that Penal Code section 13014 is a reimbursable mandate for a local government entity responsible for the investigation and prosecution of a homicide case to provide DOJ with demographic information about the victim and the person or persons charged with the crime, including the victim’s and person’s age, gender, race, and ethnic background.

The Legislature amended subdivision (a) of section 13014 in 2004 (Stats. 2004, ch. 405) to authorize DOJ to distribute reporting forms in writing or by electronic means.

Hate crime reports: Penal Code section 13023, as originally enacted in 1989, provided:

Commencing July 1, 1990, subject to the availability of adequate funding, the Attorney General shall direct local law enforcement agencies to report to the Department of Justice, in a manner to be prescribed by the Attorney General, any information that may be required relative to any criminal acts or attempted criminal acts to cause physical injury, emotional suffering, or property damage where there is a reasonable cause to believe that the crime was motivated, in whole or in part, by the victim’s race, ethnicity, religion, sexual orientation, or physical or mental disability. (Stats. 1989, ch. 1172.)

Section 13023 also requires DOJ to file annual reports on the hate crime data. Statutes 1998, chapter 933 added the requirement to include ‘gender’ to the victim characteristics, and Statutes 2000, chapter 626 added ‘national origin’ to the victim characteristics.

In its June 26, 2008 determination of 02-TC-04 and 02-TC-11, the *Crime Statistics Reports for the Department of Justice* test claim, the Commission found that Penal Code section 13023 is a reimbursable state-mandated program for local law enforcement agencies to report, in a manner

to be prescribed by the Attorney General, any information that may be required relative to any criminal acts or attempted criminal acts to cause physical injury, emotional suffering, or property damage where there is a reasonable cause to believe that the crime was motivated, in whole or in part, by the victim's race, ethnicity, religion, sexual orientation, or physical or mental disability, or gender or national origin.

The Legislature amended section 13023 in 2004 (Stats. 2004, ch. 700). This 2004 amendment, which was not pled or determined in test claims 02-TC-04 or 02-TC-11, slightly changed the definition of a hate crime and incorporated the definition by reference into section 13023, which affected the reporting requirement.

Concealed and loaded firearms reports: Penal Code section 12025 defines when a person is guilty of carrying a concealed firearm, defines the punishments for doing so, states a minimum sentence with exceptions, and defines lawful possession of the firearm. It was amended by Statutes 1999, chapter 571 to add a reporting provision in subdivision (h) as follows:

- (1) The district attorney of each county shall submit annually a report on or before June 30, to the Attorney General consisting of profiles by race, age, gender, and ethnicity of any person charged with a felony or a misdemeanor under this section and any other offense charged in the same complaint, indictment, or information.
- (2) The Attorney General shall submit annually a report on or before December 31, to the Legislature compiling all of the reports submitted pursuant to paragraph (1).
- (3) This subdivision shall remain operative until January 1, 2005, and as of that date shall be repealed.

Similarly, section 12031 defines when a person is guilty of carrying a loaded firearm in a public place, and when a person is not guilty of doing so. It was amended by Statutes 1999, chapter 571 to add a reporting provision in subdivision (m) as follows:

- (1) The district attorney of each county shall submit annually a report on or before June 30, to the Attorney General consisting of profiles by race, age, gender, and ethnicity of any person charged with a felony or a misdemeanor under this section and any other offense charged in the same complaint, indictment, or information.
- (2) The Attorney General shall submit annually, a report on or before December 31, to the Legislature compiling all of the reports submitted pursuant to paragraph (1).
- (3) This subdivision shall remain operative only until January 1, 2005.

In its June 26, 2008 determination of 02-TC-04 and 02-TC-11, the *Crime Statistics Reports for the Department of Justice* test claim, the Commission found that it is a reimbursable mandate for district attorneys to report annually on or before June 30, to the Attorney General, on profiles by race, age, gender, and ethnicity any person charged with a felony or misdemeanor under section 12025 (carrying a concealed firearm) or section 12031 of the Penal Code (carrying a loaded firearm in a public place), and any other offense charged in the same complaint, indictment, or information. This is a reimbursable mandate from July 1, 2001 until January 1, 2005, the statutory sunset date. (Pen. Code, §§ 12025 subd. (h)(1) & (h)(3) & 12031 subd. (m)(1) & (m)(3).)

Domestic violence reports: Penal Code section 13730 requires local law enforcement agencies to develop a system for recording all domestic violence-related calls for assistance. Enacted by Statutes 1984, chapter 1609, subdivision (a) requires each law enforcement agency to develop a

system for recording all domestic violence-related calls for assistance, including whether weapons are involved. Subdivision (b) requires the Attorney General to report annually to the Governor and Legislature on the total number of domestic violence-related calls received by California law enforcement agencies. Subdivision (c) requires law enforcement agencies to develop a domestic violence incident report form for the domestic violence calls, with specified content. It also requires written reports for domestic-violence related calls for assistance.

The Legislature amended subdivision (a) (Stats. 1993, ch. 1230) to state that “all domestic violence-related calls for assistance shall be supported with a written incident report, as described in subdivision (c), identifying the domestic violence incident.”

In its June 26, 2008 determination of 02-TC-04 and 02-TC-11, the *Crime Statistics Reports for the Department of Justice* test claim, the Commission found that it is a reimbursable state-mandated program for local law enforcement agencies to support all domestic-violence related calls for assistance with a written incident report, beginning July 1, 2001 (Pen. Code, § 13730, subd. (a), Stats. 1993, ch. 1230).

Reports for crime victims age 60 or older: Senate Resolution No. 64 (Stats. 1982, ch. 147) states in relevant part:

Resolved by the Senate of the State of California, the Assembly thereof concurring,
That local law enforcement officials are requested to make every attempt to modify their data gathering procedures and computer storage systems to provide information as to the number of victims of violent crimes who are 60 years of age or older; and be it further Resolved,
That the Department of Justice is requested to solicit and collect information from local law enforcement agencies concerning the ages and victims of crime and to incorporate that information in its crime statistic reporting system...

In its June 26, 2008 determination of 02-TC-04 and 02-TC-11, the *Crime Statistics Reports for the Department of Justice* test claim, the Commission found that Senate Resolution No. 64 (Stats. 1982, ch. 147) is not a state mandate within the meaning of article XIII B, section 6, of the California Constitution because it “requests” but does not mandate that the victim information be provided to DOJ, and because legislative resolutions do not have the force of law.

Criminal Justice Statistics Center documents: Also included in the claim is the “Criminal Justice Reporting Requirements” (March 2000) and the “Criminal Statistics Reporting Requirements Spreadsheet” both promulgated by the Department of Justice, Criminal Justice Statistics Center. The introduction to the Reporting Requirements (former) document states:

This document provides general guidelines to law enforcement agencies, District Attorneys, Public Defenders, and Probation Departments regarding their reporting requirements to the Department of Justice’s Criminal Justice Statistics Center (CJSC). For each reporting requirement there is a brief description of what data is collected (introduction), which agencies are required to report the data (who), the code sections(s) that require reporting (why), the due date of the report (when), and the form or alternative method required to be used to report the data (how).

The Table of Contents of this document has sections on arrests, crimes and clearances, arson offenses, homicides, hate crimes, law enforcement officers killed or assaulted, domestic violence related calls for assistance, violent crimes committed against senior citizens, death in custody, adult probation, juvenile court and probation statistical system, concealable weapons statistical system, hate crime prosecution survey, law enforcement and criminal justice personnel survey, and citizens' complaints against peace officers survey.

The spreadsheet has rows for each of the categories in the Table of Contents above, and columns indicating the reporting agency, reporting frequency, statutory authority, reporting form, and whether electronic reporting is available for each crime or category.

In its June 26, 2008 determination of 02-TC-04 and 02-TC-11, the *Crime Statistics Reports for the Department of Justice* test claim, the Commission found that these CJSC documents are not executive orders within the meaning of Government Code section 17516, and that they do not impose state-mandated activities on local agencies to report citizen complaints against peace officers and juvenile justice data to the DOJ.

Co-Claimants' Position

Co-claimants City of Newport Beach and County of Sacramento filed this test claim to seek reimbursement based on article XIII B, section 6 of the California Constitution for criminal statistics reporting duties. The test claims do not contain specific activities beyond quoting the language of the test claim statutes. The co-claimants estimate that the costs of complying with the test claim statutes will substantially exceed \$1000.00 per year.

On May 29, 2009, co-claimants submitted comments supporting the draft staff analysis.²

State Agency Positions

The Department of Finance, in comments submitted August 15, 2008, asserts that the test claim should not be reimbursable.³ According to Finance:

Sections 13020 and 13021 of the Penal Code were enacted in 1955 and 1967 respectively. Further, the amendments to Sections 13020 and 13021 (Chapters 233 and 860, Statutes of 1979 and Chapter 872, Statutes of 1996) made only technical and clarifying changes which do not mandate a new program or higher level of service within the meaning of Section 6 of Article XIII B

Finance also states that the additional statutes pled (beyond those in the original test claims 02-TC-04 and 02-TC-11) "make only technical and clarifying changes to the items already approved by the Commission" and concludes that the Commission should deny the test claim amendment.

Finance submitted a letter concurring with the draft staff analysis on June 3, 2009.⁴

² Exhibit F.

³ Exhibit B.

⁴ Exhibit G

The Department of Justice, in comments submitted September 5, 2008, declines to comment on whether the specified costs incurred represent state mandated reimbursable costs.⁵ DOJ did, however, point out the higher costs claimed by City of Newport Beach than by the County of Sacramento, even though the county has a higher population and more crimes.

Discussion

The courts have found that article XIII B, section 6 of the California Constitution⁶ recognizes the state constitutional restrictions on the powers of local government to tax and spend.⁷ “Its purpose is to preclude the state from shifting financial responsibility for carrying out governmental functions to local agencies, which are ‘ill equipped’ to assume increased financial responsibilities because of the taxing and spending limitations that articles XIII A and XIII B impose.”⁸ A test claim statute or executive order may impose a reimbursable state-mandated program if it orders or commands a local agency or school district to engage in an activity or task.⁹

In addition, the required activity or task must be new, constituting a “new program,” or it must create a “higher level of service” over the previously required level of service.¹⁰

The courts have defined a “program” subject to article XIII B, section 6, of the California Constitution, as one that carries out the governmental function of providing public services, or a law that imposes unique requirements on local agencies or school districts to implement a state policy, but does not apply generally to all residents and entities in the state.¹¹ To determine if the

⁵ Exhibit C.

⁶ Article XIII B, section 6, subdivision (a), (as amended in Nov. 2004) provides:

(a) Whenever the Legislature or any state agency mandates a new program or higher level of service on any local government, the State shall provide a subvention of funds to reimburse that local government for the costs of the program or increased level of service, except that the Legislature may, but need not, provide a subvention of funds for the following mandates: (1) Legislative mandates requested by the local agency affected. (2) Legislation defining a new crime or changing an existing definition of a crime. (3) Legislative mandates enacted prior to January 1, 1975, or executive orders or regulations initially implementing legislation enacted prior to January 1, 1975.

⁷ *Department of Finance v. Commission on State Mandates (Kern High School Dist.)* (2003) 30 Cal.4th 727, 735.

⁸ *County of San Diego v. State of California (County of San Diego)*(1997) 15 Cal.4th 68, 81.

⁹ *Long Beach Unified School Dist. v. State of California* (1990) 225 Cal.App.3d 155, 174.

¹⁰ *San Diego Unified School Dist. v. Commission on State Mandates* (2004) 33 Cal.4th 859, 878 (*San Diego Unified School Dist.*); *Lucia Mar Unified School District v. Honig* (1988) 44 Cal.3d 830, 835-836 (*Lucia Mar*).

¹¹ *San Diego Unified School Dist., supra*, 33 Cal.4th 859, 874, (reaffirming the test set out in *County of Los Angeles v. State of California* (1987) 43 Cal.3d 46, 56; *Lucia Mar, supra*, 44 Cal.3d 830, 835.)

program is new or imposes a higher level of service, the test claim legislation must be compared with the legal requirements in effect immediately before the enactment of the test claim legislation.¹² A “higher level of service” occurs when the new “requirements were intended to provide an enhanced service to the public.”¹³

Finally, the newly required activity or increased level of service must impose costs mandated by the state.¹⁴

The Commission is vested with exclusive authority to adjudicate disputes over the existence of state-mandated programs within the meaning of article XIII B, section 6.¹⁵ In making its decisions, the Commission must strictly construe article XIII B, section 6 and not apply it as an “equitable remedy to cure the perceived unfairness resulting from political decisions on funding priorities.”¹⁶

Because of the overlap in statutes, chapters and executive orders in this test claim and test claims 02-TC-04 and 02-TC-11, *Crime Statistics Reports for the Department of Justice*, the first issue is the Commission’s jurisdiction.

I. Over which statutes or executive orders does the Commission have jurisdiction?

In this test claim, co-claimants pled the following statutes and chapters:

Penal Code Sections 12025, 12031, 13012, 13014, 13020, 13021, 13023 and 13730; Statutes 1955, chapter 1128, Statutes 1965, chapter 238, Statutes 1965, chapter 1916, Statutes 1967, chapter 1157, Statutes 1971, chapter 1203, Statutes 1972, chapter 1377, Statutes 1973, chapter 142, Statutes 1973, chapter 1212, Statutes 1979, chapter 255, Statutes 1979, chapter 860, Statutes 1980, chapter 1340, Statutes 1982, Resolution Chapter 147 (SCR 64); Statutes 1984, chapter 1609, Statutes 1989, chapter 1172, Statutes 1992, chapter 1338, Statutes 1993, chapter 1230, Statutes 1995, chapters 803 and 965, Statutes 1996, chapter 872, Statutes 1998, chapter 933, Statutes 1999, chapter 571, Statutes 2000, chapter 626, Statutes 2001, chapters 468 and 483, Statutes 2004, chapters 405, 700, Statutes 1982, Resolution Chapter 147 (SCR 64), and California Department of Justice, Criminal Justice Statistics Center, Criminal Statistics Reporting Requirements and Requirements Spreadsheet, March 2000.

¹² *San Diego Unified School Dist.*, *supra*, 33 Cal.4th 859, 878; *Lucia Mar*, *supra*, 44 Cal.3d 830, 835.

¹³ *San Diego Unified School Dist.*, *supra*, 33 Cal.4th 859, 878.

¹⁴ *County of Fresno v. State of California* (1991) 53 Cal.3d 482, 487; *County of Sonoma v. Commission on State Mandates* (2000) 84 Cal.App.4th 1265, 1284 (*County of Sonoma*); Government Code sections 17514 and 17556.

¹⁵ *Kinlaw v. State of California* (1991) 54 Cal.3d 326, 331-334; Government Code sections 17551, 17552.

¹⁶ *County of Sonoma*, *supra*, 84 Cal.App.4th 1265, 1280, citing *City of San Jose v. State of California* (1996) 45 Cal.App.4th 1802, 1817.

Statutes 1971, chapter 1203 amended only section 13010, which recites the duties of the Bureau of Criminal Statistics at DOJ. Penal Code section 13010, however, was not pled in this claim. Therefore, staff finds that the Commission does not have jurisdiction over Statutes 1971, chapter 1203.

As to the remaining statutes, an administrative agency does not have jurisdiction to rehear a decision that has become final.¹⁷ On June 26, 2008, the Commission made a determination on the following statutes and chapters in test claims 02-TC-04 and 02-TC-11, *Crime Statistics Reports for the Department of Justice*, which became final upon mailing to the parties:¹⁸

Penal Code Sections 12025, 12031, 13012, 13014, 13023 and 13730; Statutes 1980, chapter 1340, Statutes 1982, Resolution Chapter 147 (SCR 64); Statutes 1984, chapter 1609, Statutes 1989, chapter 1172, Statutes 1992, chapter 1338, Statutes 1993, chapter 1230, Statutes 1995, chapters 803 and 965, Statutes 1998, chapter 933, Statutes 1999, chapter 571, Statutes 2000, chapter 626, Statutes 2001, chapters 468 and 483, and California Department of Justice, Criminal Justice Statistics Center, Criminal Statistics Reporting Requirements and Requirements Spreadsheet, March 2000.

There is substantial overlap between what was claimed and what the Commission decided at the June 26, 2008 hearing. Because the Commission's prior decision on test claims 02-TC-04 and 02-TC-11 has become final, the Commission has jurisdiction over only those statutes on which no determination was made in the Statement of Decision for those test claims, as follows:

Penal Code sections 13020 and 13021; Statutes 1955, chapter 1128, Statutes 1965, chapter 238, Statutes 1965, chapter 1916, Statutes 1967, chapter 1157, Statutes 1972, chapter 1377, Statutes 1973, chapter 142, Statutes 1973, chapter 1212, Statutes 1979, chapter 255, Statutes 1979, chapter 860, Statutes 1996, chapter 872, Statutes 2004, chapter 405 (amending § 13014), Statutes 2004, chapter 700 (amending § 13023).

These statutes are discussed below.

II. Is reimbursement required for Penal Code sections 13020 and 13021 if the required activities were enacted before 1975?

Article XIII B, section 6 of the California Constitution does not require reimbursement for statutes or executive orders that were enacted before 1975. Therefore, if the law imposed a requirement on local government before 1975, the Legislature may, but need not, reimburse local agencies for those activities.

Penal Code section 13020 imposes the following duty on local law enforcement "when requested by the Attorney General:"

¹⁷ *Heap v. City of Los Angeles* (1936) 6 Cal.2d 405, 407. *Save Oxnard Shores v. California Coastal Commission* (1986) 179 Cal.App.3d 140, 143.

¹⁸ California Code of Regulations, title 2, section 1188.2. The only exception would be for a reconsideration within 30 days of the decision (see Gov. Code, § 17559 & Cal. Code Regs., tit. 2, § 1188.4), but no reconsideration request was filed.

- (a) To install and maintain records needed for the correct reporting of statistical data required by him or her;
- (b) To report statistical data to the department [of Justice] at such times and in such manner as the Attorney General prescribes;
- (c) To give to the Attorney General, or his accredited agent, access to the statistical data for the purpose of carrying out this title.

Staff finds that this same activity was required before 1975. Statutes 1973, chapter 1212 enacted this same requirement “when requested by the Attorney General”:

- (a) To install and maintain records needed for the correct reporting of statistical data required by the him;
- (b) To report statistical data to the Department of Justice at such times and in such manner as the Attorney General prescribes;
- (c) To give to the Attorney General, or his accredited agent, access to the statistical data for the purpose of carrying out the purposes of this title.

Because local law enforcement was subject to the same reporting requirement before 1975, and based on the absence of any right to reimbursement in article XIII B, section 6, for statutes enacted before 1975, staff finds that there is no state reimbursement required for this reporting in Penal Code section 13020 (Stats. 1955, ch. 1128, Stats. 1965, ch. 238, Statutes 1965, chapter 1916, Statutes 1972, chapter 1377, Statutes 1973, chapter 142, Statutes 1973, chapter 1212, Statutes 1979, chapter 255, Statutes 1979, chapter 860, Statutes 1996, chapter 872).

Section 13021 of the Penal Code also requires local law enforcement reporting:

Local law enforcement agencies shall report to the Department of Justice such information as the Attorney General may by regulation require relative to misdemeanor violations of Chapter 7.5 (commencing with Section 311) of Title 9 of Part 1 of this code [child pornography].

Section 13021 has not been amended since 1972 (Stats. 1972, ch. 1377). Therefore, for the same reason as section 13020 above, staff finds that state reimbursement is not required for the activities in Penal Code section 13021 (Stats. 1967, ch. 1157, Stats. 1972, ch. 1377).

Sections 13023 (Stats. 2004, ch. 700, hate crime reports) and 13014 (Stats. 2004, ch. 405, homicide reports) are discussed below.

III. Do Penal Code sections 13014 (Stats. 2004, ch. 405) and 13023 (Stats. 2004, ch. 700) mandate a new program or higher level of service?

As stated above, the Commission determined that section 13014, as added in Statutes 1992, chapter 1338, is a reimbursable mandate. This section was amended in 2004 as follows:

- (a) The Department of Justice shall perform the following duties concerning the investigation and prosecution of homicide cases: (1) Collection information, as specified, in subdivision (b), on all persons who are the victims of, and all persons who are charged with, homicide. (2) Adopt and distribute as a written form or by electronic means to all state and governmental entities that are responsible for the investigation and prosecution of homicide cases forms that will include information to be provided to the department pursuant to subdivision (b).

No other changes were made by Statues 2004, chapter 405. The local government reporting requirement is in subdivision (b). This amendment is not a mandated activity on a local agency.

It authorizes the DOJ to distribute forms in writing or electronically, but does not require an activity of a local agency. Therefore, staff finds that section 13014, as amended by Statutes 2004, chapter 700, is not a state-mandated new program or higher level of service.

Although the Commission determined that section 13023, as amended by Statutes 2000, chapter 626, is a reimbursable mandate, the section was amended in 2004 as follows:

(a) Subject to the availability of adequate funding, the Attorney General shall direct local law enforcement agencies to report to the Department of Justice, in a manner to be prescribed by the Attorney General, any information that may be required relative to ~~any criminal acts or attempted criminal acts to cause physical injury, emotional suffering, or property damage where there is a reasonable cause to believe that the crime was motivated, in whole or in part, by the victim's race, ethnicity, religion, sexual orientation, or physical or mental disability, or gender or national origin~~ hate crimes. This information may include any general orders or formal policies on hate crimes and the hate crime pamphlet required pursuant to Section 422.92.

(b) ~~On or before July 1, 1992, and every July 1, thereafter, of each year,~~ the Department of Justice shall submit a report to the Legislature analyzing the results of the information obtained from local law enforcement agencies pursuant to this section.

(c) For purposes of this section, "hate crime" has the same meaning as in Section 422.55.

Section 422.55 of the Penal Code, now incorporated into section 13023, was also added by Statutes 2004, chapter 700, as follows:

For purposes of this title, and for purposes of all other state law unless an explicit provision of law or the context clearly requires a different meaning, the following shall apply:

(a) "Hate crime" means a criminal act committed, in whole or in part, because of one or more of the following actual or perceived characteristics of the victim:

- (1) Disability.
- (2) Gender.
- (3) Nationality.
- (4) Race or ethnicity.
- (5) Religion.
- (6) Sexual orientation.
- (7) Association with a person or group with one or more of these actual or perceived characteristics.

(b) "Hate crime" includes, but is not limited to, a violation of Section 422.6.

This amendment, incorporating the new definition of hate crime in section 422.55, expands the definition somewhat. For example, instead of the crime being motivated by the victim's characteristics, the new definition allows for actual or "perceived characteristics" of the victim. The amendment also adds a victim characteristic: "Association with a person or group with one or more of these actual or perceived characteristics."

As determined in the Statement of Decision for *Crime Statistics Reports for the Department of Justice* (02-TC-04 and 02-TC-11) the plain language of this statute requires the Attorney General to “direct local law enforcement agencies to report to the Department of Justice, in a manner to be prescribed by the Attorney General, any information ...” Therefore, staff finds that section 13023 (Stats. 2004, ch. 700) imposes a state-mandated new program or higher level of service on local law enforcement agencies beginning January 1, 2004, to report the following in a manner to be prescribed by the Attorney General:

- Any information that may be required relative to hate crimes, as defined in Penal Code section 422.55 as criminal acts committed, in whole or in part, because of one or more of the following *perceived* characteristics of the victim: (1) disability, (2) gender, (3) nationality, (4) race or ethnicity, (5) religion, (6) sexual orientation.
- Any information that may be required relative to hate crimes, defined in Penal Code section 422.55 as criminal acts committed, in whole or in part, because of *association with a person or group with one or more of the following actual or perceived characteristics*: (1) disability, (2) gender, (3) nationality, (4) race or ethnicity, (5) religion, (6) sexual orientation.

Staff also finds that section 13023 constitutes a program within the meaning of article XIII B, section 6 because it carries out the governmental function of providing a service to the public¹⁹ by collecting hate crime information for DOJ to report criminal statistics, and because reporting the data is an activity that is unique to local government.

Subdivision (a) of section 13023, as amended by Statutes 2004, chapter 700, also states that the reported “information may include any general orders or formal policies on hate crimes and the hate crime pamphlet required pursuant to Section 422.92.”²⁰ There is no evidence or pleading in the record, however, indicating that DOJ has required this information from local law enforcement, such as a letter to law enforcement agencies from DOJ requiring this information to be reported. Since the statute merely authorizes DOJ to request the information but does not require an activity of a local agency, staff finds that this amendment to subdivision (a) is not a state-mandated new program or higher level of service.

IV. Does Penal Code section 13023 (Stats. 2004, ch. 700) impose costs mandated by the state within the meaning of Government Code sections 17514 and 17556?

The final issue is whether Penal Code section 13023 (Stats. 2004, ch. 700) imposes costs mandated by the state,²¹ and whether any statutory exceptions listed in Government Code

¹⁹ *County of Los Angeles, supra*, 43 Cal.3d 46, 56.

²⁰ Penal Code section 422.92 states: (a) Every state and local law enforcement agency in this state shall make available a brochure on hate crimes to victims of these crimes and the public. (b) The Department of Fair Employment and Housing shall provide existing brochures, making revisions as needed, to local law enforcement agencies upon request for reproduction and distribution to victims of hate crimes and other interested parties. In carrying out these responsibilities, the department shall consult the Fair Employment and Housing Commission, the Department of Justice, and the Victim Compensation and Government Claims Board.

²¹ *Lucia Mar, supra*, 44 Cal.3d 830, 835; Government Code section 17514.

section 17556 apply to the test claim. Government Code section 17514 defines “cost mandated by the state” as follows:

[A]ny increased costs which a local agency or school district is required to incur after July 1, 1980, as a result of any statute enacted on or after January 1, 1975, or any executive order implementing any statute enacted on or after January 1, 1975, which mandates a new program or higher level of service of an existing program within the meaning of Section 6 of Article XIII B of the California Constitution.

Government Code section 17564 requires reimbursement claims to exceed \$1000 to be eligible for reimbursement.

The co-claimants submitted declarations in support of their test claim.²² The City of Newport Beach (p. 11) estimated the cost of filing to comply with Penal Code section 13023 at \$10,570 per month. The County of Sacramento (p. 10) estimated the cost of filing to comply with this statute at \$244 per year. Therefore, co-claimants have met the \$1000 threshold in Government Code section 17564.

The plain language of Penal Code section 13023 requires the Attorney General to “direct local law enforcement agencies to report to the Department of Justice, in a manner to be prescribed by the Attorney General, any information ...”

However, the requirement is contingent on funding, as it reads “subject to the availability of adequate funding, the Attorney General shall direct...” The funding in the statute is allocated to the Attorney General, not local entities. In its comments on test claims 02-TC-04 and 02-TC-11, the Attorney General’s Office stated that “[a]lthough the hate crime legislation passed in 1989, because of a lack of funding, the DOJ did not begin collecting data until 1994.” (Statement of Decision, 02-TC-04 & 02-TC-11, *Crime Statistics Reports for the Department of Justice*, p. 15.) This indicates that the funding was allocated to the Attorney General’s office to collect the data, not on the local agencies to report it.

And staff finds no exceptions to reimbursement in Government Code section 17556 apply to this test claim.

Therefore, staff finds that Penal Code section 13023 (Stats. 2004, ch. 700) imposes costs mandated by the state on local law enforcement agencies within the meaning of Government Code section 17514.

CONCLUSION

Based on the foregoing analysis, staff finds that Penal Code section 13023 (Stats. 2004, ch. 700) imposes a reimbursable state-mandated program, within the meaning of article XIII B, section 6 of the California Constitution for the following activities, on local law enforcement agencies beginning January 1, 2004, to report the following in a manner to be prescribed by the Attorney General:

- Any information that may be required relative to hate crimes, as defined in Penal Code section 422.55 as criminal acts committed, in whole or in part, because of one or more of

²² Exhibit A.

the following *perceived* characteristics of the victim: (1) disability, (2) gender, (3) nationality, (4) race or ethnicity, (5) religion, (6) sexual orientation.

- Any information that may be required relative to hate crimes, defined in Penal Code section 422.55 as criminal acts committed, in whole or in part, because of *association with a person or group with one or more of the following actual or perceived characteristics*: (1) disability, (2) gender, (3) nationality, (4) race or ethnicity, (5) religion, (6) sexual orientation.

Staff further finds that Penal Code sections 13020 and 13021 (Statutes 1955, chapter 1128, Statutes 1965, chapter 238, Statutes 1965, chapter 1916, Statutes 1967, chapter 1157, Statutes 1972, chapter 1377, Statutes 1973, chapter 142, Statutes 1973, chapter 1212, Statutes 1979, chapter 255, Statutes 1979, chapter 860, Statutes 1996, chapter 872) are not reimbursable state mandates within the meaning of article XIII B, section 6 of the California constitution because they existed before 1975, and impose no new activities on local agencies.

As to Statutes 1971, chapter 1203, staff finds that, because it amended only Penal Code section 13010, which is not part of this test claim, the Commission does not have jurisdiction over it.

Staff finds that Statutes 2004, chapters 405 (amending Pen. Code, § 13014, homicide reports) is not a state mandate because it does not require a local agency activity.

Staff also finds that the Commission does not have jurisdiction over the remaining statutes, chapters and executive orders in this claim because the Commission already made a determination on them in test claims 02-TC-04 and 02-TC-11, *Crime Statistics Reports for the Department of Justice*.

Recommendation

Staff recommends that the Commission adopt this analysis to partially approve the test claim for the activities in Penal Code section 13023 (Stats. 2004, ch. 700) listed above.