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THIRD READING

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Bill No: AB 1969  
Author: Blanca Rubio (D), et al.  
Amended: 8/25/20 in Senate  
Vote: 21

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SENATE BUS., PROF. & ECON. DEV. COMMITTEE: 9-0, 8/8/20  
AYES: Glazer, Chang, Archuleta, Dodd, Galgiani, Hill, Leyva, Pan, Wilk

SENATE APPROPRIATIONS COMMITTEE: 5-2, 8/20/20  
AYES: Portantino, Bradford, Hill, Leyva, Wieckowski  
NOES: Bates, Jones

ASSEMBLY FLOOR: 54-14, 6/15/20 - See last page for vote

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**SUBJECT:** Secondhand goods: tangible personal property: reporting requirements

**SOURCE:** California Pawnbrokers Association

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**DIGEST:** This bill eliminates the requirement that the name and address of a seller or pledger of secondhand goods be reported to law enforcement when the seller or pledger verifies their identity with a Matrícula Consular. This bill also requires the state's database of secondhand property transactions to direct law enforcement to the dealer to obtain the seller or pledger's identity.

*Senate Floor Amendments* of 8/25/20 add technical and clarifying language and delay the operative date of the bill.

**ANALYSIS:**

Existing law:

- 1) States that it is the intent of the Legislature to curtail the dissemination of stolen property and to facilitate the recovery of stolen property by means of a uniform, statewide, state-administered program of regulation of persons whose principal

business is the buying, selling, trading, auctioning, or taking in pawn of tangible personal property. (Business and Professions Code (BPC) § 21625)

- 2) Defines “secondhand dealer” to mean any person, copartnership, firm, or corporation whose business includes buying, selling, trading, taking in pawn, accepting for sale on consignment, accepting for auctioning, or auctioning secondhand tangible personal property, excluding coin dealers or participants at gun shows. (BPC § 21626(a))
- 3) Defines “coin dealer” as any person, firm, partnership, or corporation whose principal business is the buying, selling, and trading of coins, monetized bullion, or commercial grade ingots of gold, or silver, or other precious metals. (BPC § 21626(b))
- 4) Excludes from the definition of “secondhand dealer” any persons who perform the services of an auctioneer and any person whose business is limited to the reconditioning and selling of major household appliances, under certain conditions. (BPC § 21626.5)
- 5) Defines “tangible personal property” as all secondhand tangible personal property that bears or appears to have once bore a serial number or personalized initials or inscription and that is purchased by a secondhand dealer or a pawnbroker. Additionally defines “tangible personal property” as property received in pledge as security for a loan by a pawnbroker and property determined by the Attorney General to constitute a significant class of stolen goods according to the most recent property crime data. (BPC § 21627)
- 6) Establishes the California Pawn and Secondhand Dealer System (CAPSS), which is a single, statewide, uniform electronic reporting system that receives secondhand dealer reports and is operated by the Department of Justice (DOJ). (BPC § 21627.5)
- 7) Requires secondhand dealers and coin dealers to report all secondhand tangible personal property acquisitions to CAPSS within one business day, which includes information relating to the seller of the property and a description of the property. (BPC § 21628)
- 8) Provides for the licensure of secondhand dealers by local law enforcement. (BPC § 21641)

This bill:

- 1) Provides, beginning January 1, 2023, that the requirement that the name and current address of the intended seller or pledger of secondhand property be reported to CAPSS does not apply to sellers or pledgers who verify their identity with a Matrícula Consular.
- 2) Prohibits the personal identifying information of an intended seller or pledger who verifies their identity with a Matrícula Consular from being reported to CAPSS.
- 3) Requires the identity of the seller or pledger of secondhand property who verifies their identity with a Matrícula Consular to be verified by the dealer, recorded, and maintained for three years from the date the item was reported to CAPSS.
- 4) Requires the dealer to provide the seller or pledger's identity to law enforcement in the event that the item has been reported lost, stolen, or embezzled.
- 5) States that for sellers and pledgers whose identity has been exempted from reporting to CAPSS, the database entry for the sold or pawned item shall read that the identity is "on file" and available directly from the dealer.

## **Background**

*California Pawn and Secondhand Dealer System.* California has a long history of regulating sellers of secondhand goods. In 1937, the state enacted a law to require secondhand dealers to report new acquisitions of property to local law enforcement so that these items might be matched with stolen goods. In 1959, the state added a requirement that secondhand dealers wait thirty days before selling an item in order to provide law enforcement with time to investigate potential matches. That year, the reporting requirement changed to a daily paper report to both local law enforcement agencies and the DOJ.

In 2000, the state passed legislation establishing a framework for secondhand dealers to make their required reports electronically. However, this system remained unfunded for over a decade. During this decade, secondhand dealers submitted paper works on a form referred to as the JUS 123, which was typically delivered to local law enforcement and considered an inefficient way of investigating stolen property crimes. Legislation in 2012 ultimately funded a new statewide electronic system known as CAPSS, operated by the DOJ and paid for

through increased licensing fees obtained from secondhand dealers who were willing to contribute to the cost of a more streamlined electronic reporting system.

When the CAPSS database was completed, a number of secondhand dealers complained that the system was overly prescriptive for how an item should be described. The intention behind the DOJ policy was to more effectively link secondhand dealers' goods to the automated property system containing records of stolen goods. However, a number of stores had difficulty reporting to the database through a batch upload process. As a result, the Attorney General negotiated statutory modifications to allow secondhand dealers more flexibility in the language used to describe an item. Virtually all secondhand dealers falling under the property reporting requirements now do so electronically through CAPSS, making it significantly easier for law enforcement to identify stolen property through an inter-jurisdictional electronic database.

*Undocumented Sellers and Pledgers.* As part of their report to CAPSS, secondhand dealers are required to provide the name and address of the seller or pledger of the property. The identity of the seller or pledger must have been verified by the dealer. Documents confirming the identity of the seller or pledger may include any of the following documents, provided: (1) they are currently valid or have been issued within five years and contain a photograph or description of the person named on it, and (2) where applicable, is signed by the person, and bears a serial or other identifying number:

- A passport of the United States.
- A driver's license issued by any state or Canada.
- An identification card issued by any state.
- An identification card issued by the United States.
- A passport from any other country in addition to another item of identification bearing an address.
- A Matrícula Consular in addition to another item of identification bearing an address. A Matrícula Consular is an identification card issued to Mexican nationals living outside of Mexico by the Mexican government through its consulate offices.

Because CAPSS is made widely available to law enforcement agencies, it is conceivable that sworn officers employed by the federal agency Immigration and Customs Enforcement (ICE) would be authorized to perform queries and obtain reports from the system. According to the author, there is some anecdotal evidence that ICE agents have used CAPSS reports to identify potential subjects of interest

in immigration enforcement activities, given that many undocumented communities rely on a Matrícula Consular to prove their identities.

Right now, SB 54 (the California Values Act) of 2017 presumably already prohibits this information from being shared with federal immigration agencies. Still, the author argues that sellers and pledgers of secondhand property who verify their identity using a Matrícula Consular should have their personal identifying information removed from CAPSS altogether to eliminate the risk that information will be used for immigration enforcement investigations. This bill still makes that information available to California law enforcement agencies upon request, but prevents officers from collecting this information directly from CAPSS.

California has long valued and protected undocumented communities. In recent years, ICE has conducted raids across the state, including in San Francisco, Los Angeles, and Oakland. ICE has also continued its raids during the COVID-19 pandemic. While it would be best to have solid, rather than anecdotal evidence that ICE has been using the CAPSS database to identify members of the undocumented community, this bill is ultimately consistent with California's values.

**FISCAL EFFECT:** Appropriation: No Fiscal Com.: Yes Local: Yes

According to the Senate Appropriations Committee, this bill proves “[c]osts pressures in the hundreds of thousands of dollars (Secondhand Dealer and Pawnbroker Fund) in Fiscal Year 2020-21 and 2021-22 to the Department of Justice (DOJ).”

**SUPPORT:** (Verified 8/25/20)

California Pawnbrokers Association (source)

**OPPOSITION:** (Verified 8/25/20)

California State Sheriffs' Association

**ARGUMENTS IN SUPPORT:** The California Pawnbrokers Association notes that this is “an important measure that seeks to keep personal information for individuals who use a Matrícula Consular as a form of identification during a secondhand/pawn transaction confidential, unless law enforcement has a legitimate need for that information through a CAPSS reported property transaction.”

**ARGUMENTS IN OPPOSITION:** The California State Sheriffs' Association (CSSA) opposes this bill. The CSSA argues that, “this bill creates additional work for California law enforcement who are addressing state crime issues related to the

property or transaction in question. California sheriffs have no desire to enforce immigration law, but by requiring a secondary process to ascertain information about certain property and transactions that would be electronically available but for this proposed requirement, AB 1969 creates new burdens on California law enforcement officers and agencies that are investigating crimes unrelated to immigration.”

ASSEMBLY FLOOR: 54-14, 6/15/20

AYES: Aguiar-Curry, Arambula, Berman, Bloom, Bonta, Brough, Burke, Calderon, Carrillo, Cervantes, Chau, Chiu, Chu, Cooley, Daly, Eggman, Friedman, Gabriel, Cristina Garcia, Eduardo Garcia, Gipson, Gloria, Gonzalez, Grayson, Holden, Irwin, Jones-Sawyer, Kalra, Kamlager, Levine, Limón, Low, Maienschein, McCarty, Medina, Mullin, Nazarian, O'Donnell, Patterson, Quirk, Ramos, Reyes, Luz Rivas, Robert Rivas, Rodriguez, Blanca Rubio, Salas, Santiago, Mark Stone, Ting, Weber, Wicks, Wood, Rendon

NOES: Bigelow, Choi, Cunningham, Megan Dahle, Diep, Gallagher, Gray, Kiley, Lackey, Mathis, Obernolte, Petrie-Norris, Quirk-Silva, Voepel

NO VOTE RECORDED: Bauer-Kahan, Boerner Horvath, Chen, Cooper, Flora, Fong, Frazier, Mayes, Muratsuchi, Smith, Waldron

Prepared by: Dana Shaker / B., P. & E.D. /  
8/26/20 15:00:59

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