
UNFINISHED BUSINESS

Bill No: SB 524
Author: Arreguín (D), et al.
Amended: 9/3/25
Vote: 21

SENATE PUBLIC SAFETY COMMITTEE: 5-1, 4/8/25
AYES: Arreguín, Caballero, Gonzalez, Pérez, Wiener
NOES: Seyarto

SENATE APPROPRIATIONS COMMITTEE: 5-1, 5/23/25
AYES: Caballero, Cabaldon, Grayson, Richardson, Wahab
NOES: Seyarto
NO VOTE RECORDED: Dahle

SENATE FLOOR: 28-10, 6/3/25
AYES: Allen, Archuleta, Arreguín, Ashby, Becker, Blakespear, Cabaldon, Caballero, Cervantes, Cortese, Durazo, Gonzalez, Grayson, Laird, Limón, McGuire, McNerney, Menjivar, Padilla, Pérez, Richardson, Rubio, Smallwood-Cuevas, Stern, Umberg, Wahab, Weber Pierson, Wiener
NOES: Alvarado-Gil, Choi, Dahle, Grove, Jones, Niello, Ochoa Bogh, Seyarto, Strickland, Valladares
NO VOTE RECORDED: Hurtado, Reyes

ASSEMBLY FLOOR: 50-17, 9/8/25 - See last page for vote

SUBJECT: Law enforcement agencies: artificial intelligence

SOURCE: California Public Defenders Association

DIGEST: This bill requires every law enforcement agency to maintain a policy that requires an artificial intelligence (AI) – generated official report to identify the type of AI program used to generate the report and include the signature of the officer who prepared the official report.

Assembly Amendments provide that drafts of an AI-generated report shall not constitute an officer's official statement, narrow audit trail requirements, establish data usage restrictions on vendors who contract with agencies to provide AI-related services, specify that certain provisions apply only to "official" reports or "first drafts" and provide definitions for those terms.

ANALYSIS:

Existing law:

- 1) Provides that on or before January 1, 2026, and before each time thereafter that a generative artificial intelligence (GenAI) system or service, or a substantial modification to a GenAI system or service, released on or after January 1, 2022, is made publicly available to Californians for use, regardless of whether the terms of that use include compensation, the developer of the system or service shall post on the developer's internet website documentation regarding the data used by the developer to train the generative artificial intelligence system or service, including specified information. (Civil (Civ.) Code, § 3111.)
- 2) Provides that the California Governor's Office of Emergency Services (Cal OES) shall, as appropriate perform a risk analysis of potential threats posed by the use of GenAI to California's critical infrastructure, including those that could lead to mass casualty events, as specified. (Government (Gov.) Code, § 11549.65, subd. (b).)
- 3) Requires any state agency or department to consider procurement and enterprise use opportunities in which GenAI can improve the efficiency, effectiveness, accessibility, and equity of government operations consistent with existing policies for public sector GenAI procurement. (Gov. Code, § 11549.65, subd. (c).)
- 4) Requires a state agency or department that utilizes GenAI to directly communicate with a person regarding government services and benefits shall ensure that those communications include both of the following:
 - a) A disclaimer that indicates to the person that the communication was generated by GenAI, as specified.
 - b) Information, or a link to an internet website containing information, describing how the person may contact a human employee of the state agency or department. (Gov. Code, § 11549.66.)

- 5) Requires, operative January 1, 2026, persons that create, code or otherwise produce a GenAI system that has over 1,000,000 monthly visitors or users, as specified, to make available an AI detection tool that allows users to assess whether an image, video or audio content was created or altered by AI, and provides other detection functions, as specified. (Business and Professions (Bus. & Prof.) Code, § 22757.2.)
- 6) Requires, operative January 1, 2026, persons that create, code or otherwise produce a GenAI system that has over 1,000,000 monthly visitors or users, as specified, to offer users the option to include a manifest disclosure in image, video, or audio content created or altered by the person's GenAI system that identifies the content as AI-generated, as specified. (Bus. & Prof. Code, § 22757.3.)
- 7) Requires specified political advertisements to include, in a clear and conspicuous manner, the following disclosure: "Ad generated or substantially altered using artificial intelligence." (Gov. Code, § 84514.)
- 8) Defines, for the purposes of the provisions above, "artificial intelligence" as an engineered or machine-based system that varies in its level of autonomy and that can, for explicit or implicit objectives, infer from the input it receives how to generate outputs that can influence physical or virtual environments. (Civ. Code, § 3110, subd. (a); Gov. Code, §§ 11549.64, 84514, subd. (d).)
- 9) Requires each local law enforcement agency to conspicuously post on their internet websites all current standards, policies, practices, operating procedures, and education and training materials that would otherwise be available to the public if a request was made pursuant to the California Public Records Act. (Penal (Pen.) Code, § 13650.)
- 10) Requires state and local law enforcement agencies to make public specified information regarding individuals arrested by the agency, except to the extent that disclosure of a particular item would endanger the safety of a person involved in an investigation or would endanger the successful completion of the investigation or a related investigation. (Gov. Code, § 7923.610.)

This bill:

- 1) Requires every LEA, as defined, to maintain a policy to require an official report prepared by a law enforcement officer or any member of a LEA that is generated using AI, either fully or partially, to contain both of the following:

- a) On each page of the official report, or within the body of the text, identify every specific AI program used in a manner that makes such identification readily apparent to the reader, and prominently state the following: "This report was written either fully or in part using artificial intelligence."
 - b) The signature of the law enforcement officer or member of an LEA who prepared the official report, either in physical or electronic form, verifying that they reviewed the contents of that report and that the facts contained in the official report are true and correct.
- 2) Specifies that if a law enforcement officer or member of an LEA uses AI to create an official report, whether fully or partially, the first draft created shall be retained by the agency for as long as the official report is retained.
- 3) Specifies that, except for the official report, a draft of any report created with the use of AI shall not constitute an officer's statement.
- 4) Requires the agency utilizing AI to generate a first draft or official report to maintain an audit trail for as long as the official report is retained that, at a minimum, identifies both of the following:
 - a) The person who used AI to create a report.
 - b) The video and audio footage used to create a report, if any.
- 5) Prohibits a contracted vendor from sharing, selling, or otherwise using information provided by an LEA to be processed by AI except for either of the following purposes:
 - a) The contracted LEA's purposes; or,
 - b) Pursuant to a court order.
- 6) Authorizes a contracted vendor to access data processed by AI for the purposes of troubleshooting, bias mitigation, accuracy improvement, or system refinement.
- 7) Sets forth the following definitions:

- a) “Artificial intelligence” means an engineered or machine-based system that varies in its level of autonomy and that can, for explicit or implicit objectives, infer from the input it receives how to generate outputs that can influence physical or virtual environments. “Artificial intelligence” as used in this bill applies to artificial intelligence systems that automatically draft police report narratives based upon an analysis of in-car or dash-mounted cameras, or body-worn camera audio or video, and artificial intelligence systems that analyze a law enforcement officer’s dictated report to generate a police report narrative automatically enhanced by generative artificial intelligence.
- b) “Contracted vendor” means a third party which has made AI available to law enforcement for the purpose of generating a draft police report.
- c) “First draft” means the initial document or narrative produced solely by AI.
- d) “Law enforcement agency” means any department or agency of the state or any local government, special district, or other political subdivision thereof that employs any peace officer.
- e) “Official report” means the final version of the report that is signed by the officer.

Comments

GenAI is a type of artificial intelligence that can create new content, including text, images, video, computer code, music, and other media via the application of user-generated “prompts” to a vast existing database of “training data.” GenAI models, such as Open AI’s ChatGPT, Google’s Gemini, and Anthropic’s Claude, can produce realistic and novel artifacts that resemble the data they were trained on, but do not copy it. For example, GenAI models can write a poem, draw a picture, or compose a song based on a given prompt or theme. The GenAI process involves the use of artificial neural networks, a subset of machine learning that aims to mimic the functionality of a biological brain, to identify the patterns and structures within existing data to generate new and original content.

Since the launch of publicly-available GenAI models, their capacity and scope have expanded rapidly, impacting how we communicate, educate, interact, transact, travel, and consume media. Moreover, a wide range of industries, both public and private, have increasingly integrated GenAI into their operations in order to increase productivity, lower costs, and improve user and consumer

experience. In the law enforcement context, although AI is not yet ubiquitous, some research has looked into how existing tools may be enhanced with AI to expand law enforcement capabilities and increase efficiency, including automated license plate readers, security cameras and body-worn cameras, firearm discharge detection, audio, video and text redaction, computer-aided dispatch systems, and predictive policing models. Within the last year, many agencies have adopted new AI-driven technology that assists officers with the drafting of police reports. The following paragraph, drafted by Google's Gemini AI, describes this new technology:

The integration of artificial intelligence into police report writing is rapidly evolving, with AI tools now capable of generating initial report drafts from body camera audio and video. This technology aims to streamline the reporting process, potentially freeing up officers' time for other duties. Companies like Axon are developing AI-powered software that transcribes footage and uses natural language processing to create structured reports. However, concerns regarding accuracy, potential biases within AI, and the necessity of human oversight remain critical considerations as this technology becomes more widespread.

As mentioned above, existing law imposes no restrictions on the use of AI in conjunction with the production of police reports by law enforcement officers, and indeed, as the Author points out, “there is no way for a reader to know if a police report has been written using AI. There are various versions of AI report writing software – and no way to know what version is being used.”

This bill requires every California law enforcement agency to maintain a policy that in turn requires any official police report prepared by any member of that agency that is generated using AI either fully or partially to identify, on each page or within the body of the text, the specific AI program used, as specified, and to state the following: “This report was written either fully or in part using artificial intelligence.” The bill also requires the officer that prepared the report to verify that the information contained in the report is true and correct, and verify such with a signature. Further, the bill provides that if a police report is generated using AI, the first draft of the report must be retained as long as the agency retains the official report. Another component of the bill requires the program used to produce a report to maintain an “audit trail” that identifies who used the program and the source audio and video used to create the report. Finally, the bill specifies that a contracted vendor shall not share, sell, or otherwise use information provided by a law enforcement agency to be processed by artificial intelligence except for specified purposes.

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

According to the Assembly Appropriations Committee:

- Costs (General Fund, special funds, local funds) to each LEA in the state to adopt conforming policies and ensure AI tools comply with the bill's requirements. There are approximately 600 LEAs in California. Although costs may be minor for each individual agency, in the aggregate statewide, costs may be significant, possibly in excess of \$150,000. The state must reimburse local LEA costs from the General Fund if the Commission on State Mandates determines the duties imposed by this bill constitute a reimbursable state mandate. For their part, the Department of Justice reports no fiscal impact, and the California Highway Patrol reports it does not use AI technology for reports and would incur a minor and absorbable cost to implement an AI policy.

SUPPORT: (Verified 9/8/25)

California Public Defenders Association (source)
California Attorneys for Criminal Justice
Center on Juvenile and Criminal Justice
Communities United for Restorative Youth Justice
County of Los Angeles Board of Supervisors
Electronic Frontier Foundation
Felony Murder Elimination Project
Initiate Justice
Initiate Justice Action
Justice2Jobs Coalition
La Defensa
Oakland Privacy
Policing Project at NYU School of Law
Prosecutors Alliance Action
Rubicon Programs
San Francisco Public Defender
Smart Justice California

OPPOSITION: (Verified 9/8/25)

Riverside County Sheriffs' Office
San Bernardino County Sheriff's Department

ASSEMBLY FLOOR: 50-17, 9/8/25

AYES: Addis, Aguiar-Curry, Ahrens, Alvarez, Arambula, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Connolly, Elhawary, Fong, Gabriel, Garcia, Gipson, Mark González, Haney, Harabedian, Hart, Irwin, Jackson, Kalra, Lee, Lowenthal, McKinnor, Ortega, Papan, Patel, Pellerin, Petrie-Norris, Quirk-Silva, Ransom, Celeste Rodriguez, Rogers, Schiavo, Schultz, Sharp-Collins, Solache, Stefani, Ward, Wicks, Wilson, Zbur, Rivas

NOES: Ávila Farías, Castillo, Chen, Davies, Dixon, Ellis, Flora, Gallagher, Jeff Gonzalez, Hadwick, Hoover, Johnson, Macedo, Patterson, Sanchez, Tangipa, Wallis

NO VOTE RECORDED: Alanis, DeMaio, Krell, Lackey, Muratsuchi, Nguyen, Pacheco, Ramos, Michelle Rodriguez, Blanca Rubio, Soria, Ta, Valencia

Prepared by: Alex Barnett / PUB. S. /
9/8/25 19:49:50

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