Office of Senate Floor Analyses
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UNFINISHED BUSINESS

Bill No: SB 580
Author: Durazo (D)
Amended: 9/4/25
Vote: 21

SENATE JUDICIARY COMMITTEE: 11-1, 4/22/25
AYES: Umberg, Allen, Arreguín, Ashby, Caballero, Durazo, Laird, Stern, Wahab, Weber Pierson, Wiener
NOES: Niello
NO VOTE RECORDED: Valladares

SENATE LOCAL GOVERNMENT COMMITTEE: 5-2, 4/30/25
AYES: Durazo, Arreguín, Cabaldon, Laird, Wiener
NOES: Choi, 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, 6/2/25
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: 58-19, 9/9/25 - See last page for vote

SUBJECT: Attorney General: immigration enforcement policies

SOURCE: California State Council of Service Employees International Union

DIGEST: This bill requires the Attorney General, on or before July 1, 2026, in consultation with appropriate stakeholders, to publish model policies and guidance, audit criteria, and training recommendations for state and local agencies and the databases they operate relating to interaction with immigration authorities consistent with federal and state law, and requires local and state agencies to implement these policies or an equivalent by January 1, 2027.

Assembly Amendments of 9/4/25 require the Attorney General to publish the model policies in consultation with appropriate stakeholders, remove the reference to limiting assistance with immigration enforcement as one of the subjects of the model policies, and remove the requirement that state and local agencies adopt necessary changes to their database governance policies, consistent with the attorney general's guidance, by January 1, 2027.

ANALYSIS:

Existing law:

1) Prohibits law enforcement agencies from using agency or department moneys or personnel to investigate, interrogate, detain, detect, or arrest persons for immigration enforcement purposes, as specified, place peace officers under the supervision of federal agencies, use immigration authorities as interpreters for law enforcement matters, transfer an individual to immigration authorities unless authorized by a judicial warrant, and provide office space exclusively dedicated to immigration authorities, and from contracting with the federal government for the use of law enforcement agency facilities to house individuals as federal detainees for the purposes of civil immigration custody, as specified. (Government (Gov.) Code § 7284.6.)

2) Requires the Attorney General, by April 1, 2018, and in consultation with the appropriate stakeholders, to publish model policies limiting assistance with immigration enforcement at public schools, public libraries, health facilities operated by the state or a political subdivision thereof, courthouses, Division of Labor Standards Enforcement facilities, the Agricultural Labor Relations Board, the Division of Workers Compensation, and shelters, to the fullest extent possible consistent with federal and state law, and ensure that public schools remain safe and accessible to all California residents, regardless of immigration status.
   a) Requires all public schools, health facilities operated by the state or a political division thereof, and courthouses to implement the Attorney General's model policy, or an equivalent.

b) Encourages the Agricultural Relations Board, the Division of Workers' Compensation, the Division of Labor Standards Enforcement, shelters, libraries, and all other organizations and entities that provide services related to physical or mental health and wellness, education, or access to justice, including the University of California, to adopt the model policy. (Gov. Code § 7284.8.)

3) Requires the Attorney General to, by October 1, 2018, and in consultation with appropriate stakeholders, publish guidance, audit criteria, and training recommendations aimed at ensuring that any databases operated by state and local law enforcement agencies, including databases maintained for the agency by private vendors, are governed in a manner that limits the availability of information therein to anyone or any entity for the purpose of immigration enforcement, to the fullest extent practicable and consistent with federal and state law. (Gov. Code § 7284.8(b).)

4) Requires the Department of Corrections and Rehabilitation to, in advance of any interview between the United States Immigration and Customs Enforcement and an individual in the department's custody, provide the individual with a written consent form that explains the purpose of the interview, that the interview is voluntary, and that they may decline to be interviewed or may choose to be interviewed only with their attorney present. Requires the form be available in English, Spanish, Chinese, Tagalog, Vietnamese, and Korean. (Gov. Code § 7284.10.)

5) Prohibits an employer from providing voluntary consent to an immigration enforcement agent to access, review, or obtain the employer's employee records without a subpoena or judicial warrant, except for access to I-9 employment eligibility verification forms or other documents for which a Notice of Inspection has been provided to the employer. Provides a civil penalty, enforceable by the Labor Commissioner or the Attorney General, for a violation of this prohibition. (Gov. Code § 7285.2.)

This bill:

1) Requires that the Attorney General publish, on or before July 1, 2026 and in consultation with appropriate stakeholders, model policies for state and local agencies relating to their interaction with immigration authorities consistent with federal and state law.

2) Requires a state or local agency to implement the Attorney General's model policies or an equivalent on or before January 1, 2027.

3) Requires, on or before July 1, 2026 and in consultation with appropriate stakeholders, that the Attorney General publish guidance, audit criteria, and training recommendations for databases operated by a state or local agency, including databases maintained for the agency by private vendors, in order to ensure that databases are governed in a manner that limits the availability of their information to anyone or any entity for the purposes of immigration enforcement to the fullest extent practicable, consistent with federal and state law.

4) Specifies that a rule, policy, or standard of general application issued by the Attorney General pursuant to this bill's requirements is not subject to the state's laws regarding administrative regulations and rulemaking.

5) Finds and declares that:
   a) immigrants are valuable and essential members of the California community, and indiscriminate immigration enforcement against persons who do not pose a public safety risk to Californians has a significant negative impact on state and local functions;
   b) increased immigration enforcement activity in California, including in workplaces and schools, is detrimental to the health and welfare of the state's residents;
   c) the California Constitution confers and inalienable right to privacy for all Californians, which protects the personal, private information of individuals;
   d) a relationship of trust between California's immigrant community and state and local agencies is central to the functioning of the state's government and the public safety, health, welfare, and constitutional rights of the people of California; and
   e) that protecting the state's limited public resources from being used for federal immigration actions is a matter of statewide concern, and that, therefore, the provisions described in (1) through (5), above, apply to all cities, including charter cities.

6) Specifies that its provisions are severable, and that any deemed invalidity of one provision shall not affect the validity of other provisions that can be given effect without the invalid provision.

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

According to the Assembly Appropriations Committee:

> Costs (General Fund) to the Department of Justice (DOJ) to develop database guidance, issue informational bulletins, update its own databases and policies, respond to questions from agencies and Public Records Act requests, and, if needed, conduct audits. DOJ reports it will need $408,000 in fiscal year (FY) 2025-26 and $726,000 in FY 2026-27 and ongoing for four additional full-time positions in its California Justice Information Services division to conduct this work. DOJ reports absorbable costs to its Civil Rights Enforcement Division to draft the model policies regarding agency interactions with immigration authorities.
>
> Costs (General Fund, special funds, local funds) to state and local agencies of an unknown but likely significant amount to adopt model or equivalent policies and make changes to database governance policies consistent with DOJ's guidance. It is difficult to predict these costs with certainty; without knowing the content of DOJ's guidance, the committee cannot assess the workload associated with complying with the guidance. There will likely be one-time costs to update internal policies and guidance, with possible ongoing costs to the extent DOJ's guidance differs from existing database management practices. Since the bill affects so many state and local entities – including schools, state and local law enforcement agencies, local and municipal agencies, and state departments, boards, and agencies – the costs will likely be significant in the aggregate, possibly in the tens of millions of dollars or higher. The state must reimburse costs incurred by local entities from the General Fund if the Commission on State Mandates determines the duties imposed by this bill constitute a reimbursable state mandate.

SUPPORT: (Verified 9/9/25)

California State Council of Service Employees International Union (source)
Bend the Arc: Jewish Action
California Federation of Labor Unions, AFL-CIO
California Student Aid Commission
Central American Resource Center of California
Oakland Privacy
UnidosUS
United HERE Local 11
United Domestic Workers/AFSCME Local 3930

OPPOSITION: (Verified 9/9/25)

California Police Chiefs Association
California State Sheriffs Association

ARGUMENTS IN SUPPORT: According to SEIU California, which is the sponsor of SB 580:

> SEIU California is the largest public sector union in California, representing state workers, court workers, public college professors and students, publicly funded child care providers, public hospital staff, library staff, county social workers, public defenders and countless other municipal worker classifications throughout the state. These workers have chosen careers and were hired to work in these capacities and most have specific job descriptions and responsibilities, none of which include participating with federal immigration enforcement agencies. The labor of public sector workers should be respected with clear state policies that direct if, how and when to use their time on the job in support of a federal immigration action and limit those occasions to only those they are legally required to do so under federal law.
>
> What's more, the California public should be assured that public sector workers are using the best available and most legally sound instructions for how to safeguard their information from anyone that does not have authority to access it, which may, at times, include the Federal government.
>
> SB 580 achieves these objectives by building on California's sanctuary state laws which codify our state's ability to protect itself from the commandeering of our state's resources for purposes other than what they were appropriated for.

ASSEMBLY FLOOR: 58-19, 9/9/25
AYES: Addis, Aguiar-Curry, Ahrens, Alvarez, Arambula, Ávila Farías, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Connolly, Elhawary, Fong, Gabriel, Garcia, Gipson, Mark González, Haney, Harabedian, Hart, Irwin, Jackson, Kalra, Krell, Lee, Lowenthal, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Schultz, Sharp-Collins, Solache, Soria, Stefani, Valencia, Ward, Wicks, Wilson, Zbur, Rivas

NOES: Alanis, Castillo, Chen, Davies, DeMaio, Dixon, Ellis, Flora, Gallagher, Jeff Gonzalez, Hadwick, Hoover, Johnson, Macedo, Patterson, Sanchez, Ta, Tangipa, Wallis
NO VOTE RECORDED: Bains, Lackey, Schiavo

Prepared by: Ian Dougherty / JUD. / (916) 651-4113
10/19/26 12:28:01

****** END ******