

SENATE JUDICIARY COMMITTEE
Senator Thomas Umberg, Chair
2025-2026 Regular Session

SB 1103 (Pérez)
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Fiscal: Yes
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ID

SUBJECT

Large home improvement retailers: immigration enforcement: reporting

DIGEST

This bill requires a large home improvement retailer, as defined, to provide the Attorney General specified documents and records related to immigration enforcement activities on the retailer's premises within 24 hours of documentation, requires a large home improvement retailer to post on its website a daily record of immigration enforcement activities occurring on its premises and any policy or procedures the retailer maintains regarding immigration enforcement activities, and permits the Attorney General and any person acting in the public interest to bring a suit for injunctive relief for violations of those requirements.

EXECUTIVE SUMMARY

In the past year, the federal government has conducted unprecedented immigration enforcement sweeps and raids in cities across California. These raids often targeted businesses and home improvement stores where day laborers look for work. There have also been numerous reports of federal agents using excessive force and causing injury and property damage while conducting these raids, as well as reports that agents have denied those detained access to legal counsel. SB 1103 would require a large home improvement retailer, defined as a retailer with 50 or more stores in the state with an average size of 100,000 square feet or more in enclosed space that sells a variety of goods used in the maintenance, improvement, or expansion of dwellings, buildings, and sites, to provide the Attorney General specified documents and records related to immigration enforcement activities on the retailer's premises within 24 hours of documentation. It also requires a large home improvement retailer to post on its website a daily record of immigration enforcement activities occurring on its premises and any policy or procedures the retailer maintains regarding immigration enforcement activities, and permits the Attorney General and any person acting in the public interest to bring a suit for injunctive relief for violations of those requirements.

SB 1103 is sponsored by the National Day Laborer Organizing Network (NDLON), and is supported by a number of immigrants' rights groups and worker centers. It is opposed by the California Chamber of Commerce, the California Retailers Association, and the California Business Properties Association.

PROPOSED CHANGES TO THE LAW

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, provide office space exclusively dedicated to immigration authorities, and contract 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. (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 ensuring that public schools remain safe and accessible to all California residents, regardless of immigration status.
 - a) Encourages the Agricultural Labor 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.)

This bill:

- 1) Requires a large home improvement retailer, as defined, doing business in the state to, at a minimum:
 - a) Provide the Attorney General with copies of any video footage, photographs, written reports, and any other documentation of immigration enforcement activity gathered in the normal course of business within 24 hours of documentation; and
 - b) Compile and disclose on the retailer's website a daily record of any immigration enforcement activity occurring on its premises, including

information on: the date, time, and specific store at which immigration enforcement activity occurred; and a description of the immigration enforcement activity, including the law enforcement agencies involved, the number of law enforcement officers and vehicles present, the number of individuals subjected to search, detention, and arrest, whether weapons of any kind were drawn, and whether any injuries occurred.

- 2) Requires a large home improvement retailer to disclose on its website any policies and practices it maintains that relate to immigration enforcement activity on its premises, including:
 - a) Whether the retailer maintains policies regarding interaction between its employees or agents and the federal immigration authorities; and
 - b) Whether the retailer provides surveillance data, directly or indirectly, to federal immigration authorities or any agency that provides that data to federal immigration authorities.
- 3) Requires the information required by 2) to be made available via a conspicuous link on the home page of the large home improvement retailer's website.
- 4) Permits the Attorney General or a person acting in the public interest to bring a civil action for injunctive relief for a violation of the above-described requirements.
- 5) Defines, for the purposes of its provisions, the following terms:
 - a) "immigration enforcement activity" to mean any surveillance, consensual or nonconsensual stop, detention, search, arrest, or use of force by an immigration enforcement authority conducted wholly or in part for the purposes of enforcing federal immigration law;
 - b) "immigration enforcement authority" to mean officers or agents of the United States Immigration and Customs Enforcement (ICE) or the United States Customs and Border Protection (CBP);
 - c) "large home improvement retailer" to mean a business entity that operates 50 or more retail stores in the state with an average size of 100,000 square feet or more of enclosed space that sells a large variety of goods, including but not limited to, hardware, lumber, plumbing supplies, electrical fixtures and supplies, windows, doors, plants, and similar items used in the maintenance, improvement, or expansion of a dwelling, buildings, or sites;
 - d) "premises" to mean both enclosed and outside space occupied by a large home improvement retailer, and the retailer's parking lot and any public walkways directly adjacent to the parking lot; and
 - e) "surveillance data" to include, but not be limited to, data collected by automated license plate reader systems and artificial intelligence-driven analytics.

COMMENTS

1. Author's statement

According to the author:

Every morning, across California, day laborers gather in the parking lots of large home improvement retailers looking for work. Homeowners, contractors, and California residents rely on these retailers. These stores are hubs of California's working economy, and day laborers are central to that economy.

The day labor workforce predominately consists of immigrant Latino workers, making these informal hiring sites susceptible to immigration enforcement activity. Over the past year, the parking lots of large home improvement retailers have become daily flash points for federal immigration enforcement. Immigration authorities are concentrating enforcement at large home improvement retailers, particularly in Southern California, and using deceptive practices that are instilling fear and chaos among workers, shoppers, and surrounding communities.

The consequences have been deadly and have impacted communities in my district. In 2025, Carlos Roberto Montoya Valdés, a 52-year-old Guatemalan man, was in the Monrovia Home Depot parking lot looking for work when ICE arrived to conduct a raid. In fear, Valdés fled onto a nearby freeway, where he was struck by a vehicle. He died from his injuries at the hospital. His death is a direct consequence of the fear these operations generate and the absence of any accountability for how they unfold.

In April 2026, a federal judge of the Eastern District of California ruled that agents had once again violated a court order by detaining individuals without reasonable suspicion and instead relied on generalized assumptions about day laborers rather than specific evidence of immigration violations. These raids are not only harmful and discriminatory, but they have been found unlawful. We cannot allow these operations to take more lives and continue to spread fear in our communities.

SB 1103 would impose a modest, targeted transparency obligation on corporations whose premises have become enforcement sites. Large home improvement retailers would be required to report what occurs on their property and disclose what data they share with authorities. Californians deserve transparency. The REPAIR Act ensures that immigration enforcement activity is documented and disclosed to reduce misinformation and promote transparency.

2. Immigration sweeps have greatly increased under the second Trump Administration

Since the start of its second term, the Trump Administration has expanded immigration enforcement and immigration detention to an unprecedented scale. In early 2025, the administration announced an arrest quota of 3,000 arrests a day.¹ To fund this effort, the budget reconciliation bill signed into law by President Trump in July 2025 included 170 billion dollars for immigration detention and enforcement, including 85 billion dollars for ICE.² That windfall represents an eight-fold increase in ICE's budget from previous years.

Starting in early summer of 2025, ICE and CBP began conducting massive immigration enforcement sweeps and raids of entire communities and cities across California. In May of 2025, hundreds of federal agents began conducting raids and immigration sweeps across Los Angeles, detaining and arresting individuals through "at large" arrests on the street, and often through blatant racial profiling.³ These raids often targeted businesses that have Latino employees, including Home Depot parking lots where day laborers look for work.⁴ Federal agents often conducted raids in civilian clothing or military uniforms, and often while masked, heavily armed, and without providing identification.⁵ There have also been numerous reports of federal agents using excessive force and causing injury and property damage while conducting these raids, as well as reports that agents have denied those detained access to legal counsel.⁶ As a result of these raids, there was a four-fold increase in arrests by ICE in 2025, including a record 14,000 arrests in Los Angeles alone.⁷

Many of the arrests that resulted from the Los Angeles immigration raids were made on the basis of an individual's perceived race or ethnicity, that the individual was speaking Spanish or speaking English with an accent, the individual's presence at a certain business like a tow yard or car wash, or on the basis of the individual's occupation. In July 2025, a U.S. District Court judge found that these bases were not enough for

¹ José Olivares, "Trump Administration sets quota to arrest 3,000 people a day in anti-immigration agenda," *The Guardian* (May 29, 2025), <https://www.theguardian.com/us-news/2025/may/29/trump-ice-arrest-quota>.

² Bill Chappel, "How ICE grew to be the highest-funded U.S. law enforcement agency," *NPR* (Jan. 21, 2026) <https://www.npr.org/2026/01/21/nx-s1-5674887/ice-budget-funding-congress-trump>.

³ Wendy Fry, "Trump's immigration crackdown upended life in California. It continues as the new year begins," *Cal Matters* (Dec. 29, 2025) <https://calmatters.org/justice/2025/12/immigration-2025-year-in-review/>.

⁴ Human Rights Watch, *Report: US: ICE Abuses in Los Angeles Set Stage for Other Cities* (Nov. 4, 2025), available at <https://www.hrw.org/news/2025/11/04/us-ice-abuses-in-los-angeles-set-stage-for-other-cities>.

⁵ *Id.*

⁶ *Id.*

⁷ Elly Yu and Jordan Rynning, "ICE arrests tripled last year in LA - and more than half of those arrested had no criminal record," *LAist* (Mar. 31, 2026), <https://laist.com/news/ice-arrests-tripled-los-angeles-immigration-customs-enforcement-data>.

reasonable suspicion to justify such stops, and ordered the federal government to stop such indiscriminate stops and arrests in Southern California.⁸ However, the U.S. Supreme Court overturned this ruling in September, holding that such reasons, including the individual's race or ethnicity, can be sufficient to justify such stops.⁹ As mentioned, many of these raids took place at home improvement stores like Home Depot. In fact, during the Los Angeles raids, dozens of raids were carried out by federal agents at Home Depot stores across the city.¹⁰ At one Home Depot in Van Nuys, immigration agents conducted at least five raids during the summer and fall.¹¹ Large home improvement stores like Home Depot have historically been the site that many day laborers in Los Angeles and across the state frequent in order to find work.

3. SB 1103 requires large home improvement retailers to provide and publish data relating to immigration enforcement activities on their premises

The author asserts that these sweeps have resulted in significant fears in communities across California, and that the lack of data on where and how often these raids are happening are discouraging people from visiting home improvement retailers or going to their work. In order to help increase transparency, SB 1103 would require large home improvement retailers to provide any footage, written reports, photographs, or other documentation of immigration enforcement activity on their premises to the Attorney General within 24 hours of receiving the documentation. In addition, it would require the large home improvement retailer to post on its website a daily record of immigration enforcement activity that occurs on its property, with specified information and through a conspicuous link on the homepage of the website. Lastly, SB 1103 requires the home improvement retailer to also post on its website any policies and practices it maintains related to immigration enforcement activity on its premises.

For the purposes of its provisions, SB 1103 defines a large home improvement retailer to be a business entity that operates 50 or more retail stores in the state that have an average size of 100,000 square feet or more of enclosed space, and that sell a variety of goods like hardware, plumbing supplies, and lumber, among others. The premises of the home improvement retailer covered by SB 1103's requirements would be both

⁸ The Associated Press, "Appeals court keeps order blocking indiscriminate immigration sweeps," NPR (Aug. 2, 2025), <https://www.npr.org/2025/08/02/g-s1-80737/appeals-court-block-administration-immigration-sweeps>.

⁹ *Pedro Vasquez Perdomo v. Kristi Noem* (2025) 146 S. Ct. 1, 2025 U.S. LEXIS 2779. This unsigned per curiam decision included a brief concurrence by Justice Kavanaugh that stated that apparent ethnicity may be a relevant factor supporting reasonable suspicion to stop an individual and inquire about their immigration status, creating the now-infamous "Kavanaugh stop" that permits racial profiling in detentive stops by ICE or CBP.

¹⁰ Amy Taxin and Anne D'Innocenzio, "Home depot stores, long a hub for day laborers, now draw immigration agents out on raids," Associated Press (Sept. 9, 2025), <https://apnews.com/article/immigration-raid-home-depot-california-day-labor-ac9d401f385bf557a8ecbe07808026d5>.

¹¹ *Id.*

enclosed and outside space occupied by the store, along with the retailer's parking lot and any public walkway directly adjacent to the parking lot.

SB 1103 provides the Attorney General or a person acting in the public interest to bring a civil action for injunctive relief for a violation of these requirements. It should be noted that, while this bill provides the Attorney General with documentation regarding all immigration enforcement activities at a large home improvement retailer, it is unclear what the Attorney General's position is regarding this bill and its provisions.

4. Considerations

This bill implicates the First Amendment, as it compels certain speech on home improvement retailers' websites. Compelled speech in the commercial context, however, is subjected to much less exacting scrutiny than in other arenas; a law concerning commercial speech is generally upheld if the law advances a substantial government interest and directly advances that interest.¹² Here, the state's interest in providing the public with important information regarding immigration enforcement incidents at important community locations is clearly substantial, and the requirement that a home improvement retailer include information about its immigration enforcement-related policies and incidents on its property clearly advances that interest. It therefore does not appear that there is a First Amendment impediment to this bill.

The Committee recommends that the author consider amending SB 1103 to require large home improvement retailers to preserve any documentation currently specified in the bill that it collects regarding an immigration enforcement action, and to provide that the large home improvement retailer must provide the relevant documentation within 72 hours if it is requested by the Attorney General through an administrative subpoena or search warrant.

5. Arguments in support

According to the National Day Laborer Organizing Network, which is the sponsor of SB 1103:

For better or worse, large home improvement stores have become a modern local hardware store for many of us. But for the last year, these superstores have become sites of unlawful arrests, intimidation, racial profiling, physical violence, and even injuries and deaths -- as masked and militarized federal agents - armed with literal weapons of war - have descended upon these businesses with impunity. **These raids that racially profile Latinos and endanger everyone are quite literally intended to cause chaos, confusion, and fear.**

¹² *Central Hudson Gas & Elec. Corp. v. Public Service Commission of New York* (1980) 477 U.S. 556, 566.

So far, some large home improvement stores have done very little to mitigate the crisis at its stores. When asked, many won't even tell the public which locations have been hit, or what the parent company is doing in response, or in furtherance of the raids . **Communities are left guessing what is true, what is rumor, and whether it is safe to go about daily life.**

We are doing what we can: sending legal observers to stores, providing lawyers to those arrested by ICE, litigating in federal courts to uphold Constitutional rights for everyone. Yet large home improvement stores can and must also do something too. At a bare minimum, they should share what they know. They should provide customers, workers, and neighbors with accurate information about the raids their stores are attracting.

Transparency about these raids would be a modest but meaningful step to honor these big box stores' obligations to the public. It would counter misinformation, reduce panic and affirm that big box stores value the safety of customers, employees and the communities they serve.

Let's be clear: raids by masked agents profiling Latinos and other people of color are deplorable. The White House is driving these actions and the courts have failed to stop them. Human-rights violations at big box stores are tearing families apart, destabilizing communities and eroding trust in public life.

SB 1103 will ensure that large home improvement stores can live up to their commitments to customers and communities. To be transparent. To be accountable. And to stand with their customers, workers and communities. Stand with immigrants against government-led harassment and violence. **REPAIR the damage. Do the right thing.**

6. Arguments in opposition

According to the California Retailers Association, California Business Properties Association, and the California Chamber of Commerce, which oppose SB 1103:

SB 1103 effectively requires private companies to act as public surveillance for the attorney general, in order to keep tabs on the federal government's enforcement actions. Our member companies do not wish to come between state and federal authorities - but see SB 1103 as forcing their stores and their employees into that dangerous space.

SB 1103 would require retailers to collect, preserve, and transmit documentation and video footage related to enforcement incidents. That mandate could increase confusion on the sales floor and create additional points of contact in a fast-moving and volatile situation where all of the reportable facts are unknown and

where attempting to gather those facts may intensify tensions during an already stressful event. [...]

SB 1103 has ambiguous language that will put the reporting burden on employees on what qualifies as “immigration enforcement activity.” Under this bill, employees would be required to collect and infer data about possible enforcement activity on the store premises. This includes determining what agencies and how many agents were involved. The broad definition of “premises” only adds to that challenge by including shared parking lots and adjacent walkways that are not on the retailer’s property. Fundamentally, these provisions raise deep concerns about the safety and well-being of employees.

SB 1103 also raises potential privacy concerns. Requiring businesses to disclose incident-related footage to state authorities would likely capture the images and movements of employees, customers, and bystanders who had no role in the underlying matter. Retailers already face substantial obligations to safeguard personal information under California law, and this bill would create new pressure to store and disclose data in ways that could expose private individuals to unnecessary risk. In practice, the bill could chill customer trust and employee confidence.

We also have serious concerns about any requirement to post internal policies and data-sharing practices on retailers’ websites. This would shift retailers from passive locations where activity occurs to entities that could be viewed as active participants in enforcement, increasing both reputational and legal risk. While transparency has value, forcing public disclosure of internal policies and data practices could invite misinterpretation and wrongly imply retailer involvement in federal enforcement activity.

SB 1103 also raises federal preemption and obstruction of justice concerns. Arguably, this bill would interfere with federal immigration operations by forcing near-real-time disclosures about enforcement activity. There is a strong argument that the bill conflicts with obstruction of justice statutes. **SB 1103** could put retail employers and their employees at risk of violating federal law.

Furthermore, **SB 1103** may have the opposite effect of its perceived goal to protect undocumented communities. Should this bill pass, the federal government would know that large home improvement retailers in California would have to collect and report large amounts of data on their immigration enforcement activities. The bill’s mandatory collection and retention of sensitive incident records would create a record likely to be sought in subsequent investigations or litigation by the federal government, increasing privacy risks.

SB 1103 would require copies of video footage or other incident records, and force retailers to create a reliable process to locate, export, secure, and transmit those materials within 24 hours of an incident. The 24-hour reporting requirement is exceptionally aggressive and appears more onerous than other California reporting regimes, including AG reporting obligations in the consumer-protection context. This bill would further require a retailer to disclose whether any of its surveillance data shared with a federal agency could be internally shared with federal immigration authorities, which the retailer can't possibly know or control and could disincentivize a retailer from cooperating with federal law enforcement agencies in other contexts.

SB 1103 would allow the Attorney General or a person acting in the public interest to bring an action for injunctive relief for violations of the retailer's disclosure and documentation requirements. This is troublesome because an injunction can force a retailer to change policies quickly, preserve records, or take down or revise website disclosures on short notice. Even a technical mistake in how an incident is documented, retained, or posted could trigger litigation over whether the company complied with the statute.

SUPPORT

National Day Laborer Organizing Network (NDLON) (sponsor)
Alliance for Boys and Men of Color
Border Angels
Day Worker Center of Mountain View
Democratic Socialists of America - Los Angeles
End Child Poverty California Powered by Grace
Escondido Neighbors for Solutions
Escondido Neighbors United
Freedom for Immigrants
Harbor Institute for Immigrant and Economic Justice
Immigrant Defenders Law Center
Inclusive Action for the City
LAANE (Los Angeles Alliance for a New Economy)
No Small ACT
Orale: Organizing Rooted in Abolition Liberation and Empowerment
Orange County Communities Organized for Responsible Development
Rotacare San Rafael
SALVA
Sembrando Semillas Day Laborer Worker Center
South Bay People Power
South County Cross-cultural Council
SURJ San Diego
VietRISE

OPPOSITION

California Business Properties Association
California Chamber of Commerce
California Retailers Association

RELATED LEGISLATION

Pending Legislation:

SB 1257 (Arreguín, 2026) requires the Attorney General to submit to the Legislature and post on its internet website, on or before October 30, 2027, and annually thereafter, a report regarding immigration enforcement incidents and activities conducted at designated safe locations, as specified. SB 1257 is currently pending in the Senate Appropriations Committee.

AB 1807 (Gabriel, 2026) prohibits the use of state-owned property for purposes of immigration enforcement, including for staging, assembling, mobilizing, or deploying vehicles, equipment, or personnel, and requires the Department of General Services to identify state-owned property previously or likely to be used for immigration enforcement purposes. It also requires state agencies to take various actions to limit access to such state-owned property for immigration enforcement purposes, as specified. AB 1807 is currently pending before the Assembly Committee on Government Organization.

AB 1806 (Gabriel, 2026) requires the state prosecutor to conduct an independent, transparent, and thorough investigation of incidents of federal immigration enforcement officer-involved shooting of a civilian, and permits the state prosecutor to criminally prosecute the federal immigration enforcement officer. AB 1806 also requires the state prosecutor to post and maintain each written report regarding the incident on a public website. AB 1806 is currently pending before the Assembly Public Safety Committee.

AB 2230 (Ávila Farías, 2026) makes it a felony for a person with a firearm, a peace officer, private guard, or security personnel to be stationed at or in the immediate vicinity of a polling place, as specified, and prohibits an elections official from authorizing an officer or agency responsible for immigration enforcement or federal law enforcement to be stationed or posted in the immediate vicinity of a polling place. AB 2230 is currently pending before the Assembly Public Safety Committee.

Prior Legislation:

SB 805 (Pérez, Ch. 126, Stats. 2026) required a law enforcement officer operating in California that is not uniformed to visibly display identification that includes their

agency and either their name or badge number, and made a violation of this requirement a misdemeanor, among other provisions. SB 805 also required, among other provisions, that any law enforcement agency operating in California maintain and publicly post a written policy on the visible identification of sworn personnel, as specified.

SB 54 (De León, Ch. 495, Stats. 2017) prohibited state and local law enforcement agencies from using money or personnel to investigate, interrogate, detain, detect, or arrest persons for immigration enforcement purposes, subject to exception, and required the issuance and adoption by various entities of model policies limiting assistance with immigration enforcement and limiting the availability of information for immigration enforcement.
