# **Massachusetts Coalition for Juvenile Justice Reform**

# Summary of An Act Relative to Justice, Equity and Accountability in Law Enforcement Chapter 253 of the Acts of 2020

Responding to the calls across the Commonwealth to dismantle structural racism and address police misconduct, the Massachusetts legislature passed race equity and law enforcement accountability legislation on November 30, 2020. However, Governor Baker returned the bill with proposed amendments threatening a veto if his amendments are not adopted. This legislation offers concrete, necessary first steps to increase police accountability and racial equity in the Commonwealth, including specific, concrete steps to address harms that young people face from overzealous and biased policing. On December 31, 2020, the Justice, Equity and Accountability in Law Enforcement was signed into law, after approving most of Governor Baker's amendments to the bill.

This law was touted as a <u>first step</u> in addressing racial inequities in the Commonwealth, opening up opportunities for further advocacy in the 2021-2022 legislative session.

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# Part 1: Summary of Youth-Specific Policing Provisions in Policing Conference Bill

- final bill similar to our preferred language
- ✓ mixed: final bill is better than current law, but does not go as far as we had hoped
- final bill does not adopt youth justice priority, or adopts language we opposed

Issue	Law Section	Final Bill Summary
Expungement	95-98, 120	<ul> <li>✓ Multiple charges from one incident shall count as one case;</li> <li>✓ - Expands expungement eligibility to no more than two convictions and/or adjudications;</li> <li>✓ - Expands expungement eligibility to no more than two non-convictions and/or non-adjudications;</li> <li>✗ Lifetime exclusion for ineligible offenses maintained (including misdemeanors, juvenile adjudications and non-convictions);</li> <li>✓ Retroactive, including for previously ineligible petitions due to the one charge limitation.</li> </ul>
Racial profiling of students	78	<ul> <li>✓ Protects students' privacy by setting limits on information sharing with the BRIC, Commonwealth Fusion Center and gang databases;</li> <li>✓ Privacy protections apply to school personnel and SROs</li> <li>✗ Allows information sharing gathered through conversations with and observations of students</li> <li>✗ Keeps SRO discretion to subvert this section (if gang identification is "germane" to an investigation)</li> </ul>

		Excludes student information regarding school activities, which could be used as a proxy for immigration status
Public		Removes state mandate to assign an SRO and shifts decision to assign an SRO to the superintendent, but does not require a school committee vote.
accountability on school policing	79	Removes the onerous requirement that districts must request a formal waiver to opt-out of assigning an SRO.
conseq persons		Requires the superintendent to publicly report school-based arrest/law enforcement referrals and social/mental health support spending and staffing.
		Creates a 25-member commission, co-chaired by DESE and EOPSS, to revisit a binding model school policing MOU every 5 years
School Resource Officer (SRO) MOUs		✓ Requires the public reporting of every district's MOU annually.
		✓ Requires schools to adopt Model MOU
		✓ Requires publicly filing MOUs with DESE
Qualified Immunity for SROs	79	Re-iterates qualified immunity for school resource officers' employers
Training for school	00.100	✓ Requires SROs to be certified and trained;
resource officers	23, 109	✓ - Current SROs grandfathered through Dec 2021
Training and guidelines on police interactions with minor children	22, 119	✓ - Requires Municipal Police Training and EOPPS to develop in-service training for municipal law enforcement officer developmentally appropriate de-escalation and disengagement tactics and alternatives to use of force with minor children; does not require consultation with child and youth development experts

		Requires the newly-created, civilian-led Peace Officer Standards and Training Commission (POST) to issue guidance on developmentally-appropriate de-escalation with minor children, taking into account a youth's age, disability status, developmental status, mental health, linguistic limitations, or other mental/physical condition.
Qualified Immunity for Correctional Officers	116	<ul> <li>No changes to qualified immunity</li> <li>Creates a commission on correctional officers training and use of force standards, including DYS</li> </ul>
Racial Profiling	37-39	<ul> <li>Creates an affirmative right to bias-free policing</li> <li>Adopts Governor's amendment to allow bias in policing decisions if they "are an element of the crime" or if the law enforcement officer states that the difference in treatment was not due to bias.</li> <li>No data requirements to document patterns of bias</li> </ul>
Use of Force Standards	30, 94, 122, 123	Creates standards on the use of deadly force, no-knock warrants, dogs, tear gas, pellet guns requiring that such use of force be a necessary last resort to prevent an immediate threat of serious injury or death, and that alternative techniques have been tried and failed based on the totality of circumstances that take contextual factors in the decision to use the above law enforcement tactics.  Creates a "duty to intervene" and report unreasonable or unnecessary use of force based on the above standards witnessed by another law enforcement officer.  Adopts Governor's amendment eliminating definitions of "necessary", "immediate threat" and "totality of circumstances"  No data requirements
Commissions on Structural Racism	1B, 103, 110, 111, 112, 114	✓ Creates several commissions to address systemic racism and policies in corrections:

• Status of Black men and boys

- Correctional and juvenile detention training and use of force standards
- Commission on status of African Americans
- Commission on status of Latinos
- Commission on status of persons with disabilities
- Structural racism in Corrections
- Structural racism in Parole
- Structural racism in Probation

X No data requirements

# **Part 2: Youth Specific Commissions**

#### **SRO MOU Commission**

**Mandate**: to develop and review the model memorandum of understanding and make recommendations for changes to the model memorandum of understanding as the commission deems appropriate. School superintendent and the chief of police of every district assigning an SRO **shall** adopt, at minimum, the model memorandum of understanding developed by the commission.

**Timeline**: March 31, 2021 (latest date to convene); February 1, 2022 (first model MOU); implementation 2022 academic year; convenes every 5 years

MOU Commission (§79 and §113 in S.2963)		
Entity	Role	Appointing Authority
EOPSS	chair	
DESE	chair	
MA Attorney General's Office	member	
Office of the Child Advocate	member	
Juvenile Court	member	
EOHHS	member	
MA Association of School Superintendents	member	
MA Chiefs of Police Association	member	
Mass Major Chiefs	member	
Municipal Police Training Committee	member	
POST, Certification Director	member	
Mental Health Legal Advisors	member	
Citizens for Juvenile Justice	member	
Children's League of Massachusetts	member	
School Superintendent	member	Senate president
Public school teacher	member	House speaker
public school social worker	member	Senate minority leader
parent/guardian or a student	member	House minority leader
MA Association of School Committees	member	Governor
Massachusetts School Counselors Association	member	Governor
Youth organization (1st)	member	Governor
Youth organization (2nd)	member	Governor



#### **Commission on Correctional Reforms**

#### Mandate:

- (i) improving, modernizing and developing comprehensive protocols for the training of state and county correction officers and juvenile detention officer
- (ii) establishing clear limitations on the use of physical force by state and county correction officers and juvenile detention officers
- (iii) requiring that an inmate and the inmate's legally designated representative have the right to obtain a copy of all records relating to any use of force incident involving the inmate including, but not limited to, written reports, investigations, video and audio recordings and photographs
- (iv) making a public record, and to what extent, records relating to any use of force incident involving an inmate
- (v) creating an independent body with the power to certify, renew, revoke or otherwise modify the certification of state and county correction officers and juvenile detention officers and the power to receive, investigate and adjudicate complaints of officer misconduct.

Timeline: December 31, 2021

Commission on Correctional Reforms (§103 in S.2963)				
Entity	Role	Appointing Authority		
Former Judge	Chair	SJC Chief		
DOC Commissioner				
Correctional Officer		New England Police Benevolent Association		
Massachusetts Sheriffs Association President				
DYS Commissioner				
Correctional Officer		Massachusetts Correction Officers Federated Union		
DYS member of AFSCME 93				
Citizens for Juvenile Justice				
Prisoner's Legal Services				
NAACP New England				
Lawyers Committee for Civil Rights				
Mass Bar Association				
Member 1		Black & Latino Legislative Caucus		
Member 2		Black & Latino Legislative Caucus		
Member 1		House Asian Caucus		
Member 2		House Asian Caucus		

ACLUM	
LGBTQ Member	Governor
Formerly incarcerated woman	Governor
DOC Commissioner	
Correctional Officer	New England Police Benevolent Association
Massachusetts Sheriffs Association President	
DYS Commissioner	
Correctional Officer	Massachusetts Correction Officers Federated Union
DYS member of AFSCME 93	
Citizens for Juvenile Justice	
Prisoner's Legal Services	
NAACP New England	
Lawyers Committee for Civil Rights	
Mass Bar Association	
Member 1	Black & Latino Legislative Caucus
Member 2	Black & Latino Legislative Caucus
Member 1	House Asian Caucus
Member 2	House Asian Caucus
ACLUM	
LGBTQ Member	Governor
Formerly incarcerated woman	Governor

## **Commission on Structural Racism in Corrections**

**Mandate**: investigate and study disparate treatment of persons of color incarcerated at state and county correctional facilities and determine the role of structural racism in those disparities.

Timeline: September 30, 2021

Commission on Correctional Reforms (§110 in S.2963)			
Entity	Role	Appointing Authority	
Representative 1 (Black & Latino Legislative			
Caucus member)		Speaker	
Representative 2 (House Asian caucus)		Speaker	
Representative 3		Speaker	
Representative 4		Speaker	
Senator 1		Senate President	

Senator 2	Senate President
EOPSS Secretary	Governor
Governor appointee	Governor
MA Sheriffs Association	
Massachusetts Correction Officers Federated	
Union	
ACLUM	
Urban League of Eastern MA	
Roca	
UTEC	
Prisoners' Legal Services	
GLAD	
MA Coalition for the Homeless	
New England Chapter of the American	
Immigration Lawyers Association	

## **Commission on Structural Racism in Parole**

**Mandate**: an investigation and study into disparate treatment of persons of color in the parole process and determine the role of structural racism in those disparities.

Timeline: September 30, 2021

Commission on Correctional Reforms (§111 in S.2963)			
Entity	Role	Appointing Authority	
Representative 1 (Black & Latino Legislative			
Caucus member)		Speaker	
Representative 2 (House Asian caucus)		Speaker	
Representative 3		Speaker	
Senator 1		Senate President	
Senator 2		Senate President	
Parole Board		Governor	
Governor appointee		Governor	
ACLUM			
NAACP New England			
Roca			
UTEC			

MA Coalition for the Homeless	
Prisoners Legal Services	

### **Commission on Structural Racism in Probation**

**Mandate**: investigation and study into disparate treatment of persons of color in the probation process and determine the role of structural racism in those disparities.

Timeline: September 30, 2021

Commission on Correctional Reforms (§112 in S.2963)			
entity	Role	Appointing Authority	
Representative 1 (Black & Latino Legislative			
Caucus member)		Speaker	
Representative 2 (House Asian caucus)		Speaker	
Representative 3		Speaker	
Senator 1		Senate President	
Senator 2		Senate President	
Governor appointee		Governor	
Com of Probation			
ACLUM			
NAACP New England			
Roca			
UTEC			
MA Coalition for the Homeless			
CPCS			

# **Part 4: Section by Section Summary of Policing Law**

S.2963 §	Amends/Creates MGL	Summary	Explicit Youth Impact	Implementation Date
1	Ch. 3, Sec. 72	Permanent Commission on Status of African Americans: to make policy recommendations to the legislature and executive agencies		July 1, 2021 Annual Report - June 2nd
1A	Ch. 3, Sec. 73	Permanent Commission on Status of Latinos: to make policy recommendations to the legislature and executive agencies		Annual Report - June 2nd
1B	Ch. 3, Sec. 74	Permanent Commission on Status of Persons with Disabilities	(does not address students with disabilities)	Annual Report - Oct 31st
1B, 114	Ch. 3, Sec. 75	Permanent Commission on Status of Black men and boys	Yes	Annual Report - Aug 31st
2	Ch. 4, Sec . 7(26)	Personnel files related to law enforcement misconduct investigations subject to public records		
3, 5-20, 24- 25, 27-29	Ch. 6, Sec. 17, 116-116F, 156, 117-118	shifts MA Police Training Committee to a subcommittee of the POST		Striken or modified by Governor's amendment
4	Ch. 6, Sec. 116	Maintains Municipal Police Training Committee within EOPSS. Adds sheriffs (2), MAMLEO, MA Women in LE to 15-member board; adds one social worker and one mental health worker to the non-voting advisory board; increases law enforcement entities subject to MPTC; sets law enforcement certification standards with the POST		July 1, 2021



S.2963 §	Amends/Creates MGL	Summary	Explicit Youth Impact	Implementation Date
21-22; 31- 35	Ch. 6, Sec 116G	De-escalation training, with including alternative use of force with minor children developed by POST in consultation with EOPSS	yes	
23	Ch. 6, Sec. 116H	MPTC shall establish SRO <u>in-service</u> training program with specific training areas and in consultation with key stakeholders	Yes	
23	Ch. 6, Sec. 116I	MPTC shall establish <u>basic</u> training re autism		
23	Ch. 6, Sec. 116J	MPTC shall establish <u>basic</u> and <u>in-service</u> training re use of force standards		
23	Ch. 6, Sec. 116K	MPTC shall establish <u>basic</u> and <u>in-service</u> training re mental health and suicide; requires annual training		
26	Ch. 6, Sec. 220	Limits facial recognition use to RMV, FBI and state police databases for by public agency, and requires a court warrant unless emergency with substantial risk of harm		July 1, 2021 EOPPS annual report on facial recognition law enforcement searches – Sep 1st
30	Ch. 6E	Creation of MA Peace Officer Standards and Training Commission (POST); applies to local, state police, transportation police, police of educational or hospital institution, sheriff department in performance of policing duties, and environmental police		July 1, 2021

S.2963 §	Amends/Creates MGL	Summary	Explicit Youth Impact	Implementation Date
30	Ch. 6E, Sec. 1	<ul> <li>POST definitions:</li> <li>Bias free policing allows demographics to be used in policing decisions if they "are an element of the crime" or if the law enforcement officer states that the difference in treatment was not due to bias.</li> <li>Definitions of "necessary", "immediate threat" and "totality of circumstances" re standards on use of force and the duty to intervene.</li> </ul>		Governor's amendments modifying or striking key definitions adopted
30	Ch. 6E, Sec. 2	POST appointments		July 1, 2021
30	Ch. 6E, Sec. 3	POST powers		July 1, 2021
30	Ch. 6E, Sec. 4	POST training committee		July 1, 2021
30	Ch. 6E, Sec. 5	All law enforcement agencies must be certified by POST		July 1, 2021
30	Ch. 6E, Sec. 6-7	Police training requirements		July 1, 2021
30	Ch. 6E, Sec. 8	Investigation of police misconduct		July 1, 2021
30	Ch. 6E, Sec. 9	Standards for mandatory decertification, discretionary disqualification and administrative disqualification (pending training)		July 1, 2021
30, 122	Ch. 6E, Sec. 14	Limits on use of force (prohibit chokeholds, fleeing car, standards for use of force, limits tear gas, rubber bullets, dogs for planned demonstrations).		July 1, 2021 use of force limits effective Dec 1, 2021
30, 123	Ch. 6E, Sec. 15	Duty to intervene		July 1, 2021 regulations on use of force limits due Sep 1, 2021
30	Ch. 6E, Sec. 16	POST Annual report		no report date

S.2963 §	Amends/Creates MGL	Summary	Explicit Youth Impact	Implementation Date
31-36				Striken or modified by Governor's amendment
37-39	Ch. 12, Sec. 11H	Creates an affirmative right to bias-free policing under the Massachusetts Civil Rights Act, which could result in the decertification of the law enforcement officer found to have violated that right Expands AG power to bring suit against biased policing		July 1, 2021
40				Striken by Governor's amendment
41-43	Ch. 19, Sec. 25	DMH police crisis intervention to include de- escalation, racial bias, responding to mass protests		
44-65		State police reforms		
66				Striken by Governor's amendment
67-69	Ch. 31, Sec. 2, 42, 43	Civil Service Commission		July 1, 2021
77	Ch. 41, Sec. 98G	Prohibits non-disclosure agreements in professional misconduct by law enforcement officer, unless complainant asks for it		
78	Ch. 71, Sec. 37L	Student privacy	yes	

S.2963 §	Amends/Creates MGL	Summary	Explicit Youth Impact	Implementation Date
79, 113	Ch. 71, Sec. 37P	SRO assignment and MOU Commission	yes	March 31, 2021 (latest date to convene) February 1, 2022 (first model MOU) implementation 2022 academic year
80	Ch. 75, Sec. 32A	UMass police certification		July 1, 2021
81-82				Striken by Governor's amendment
83	Ch. 90, Sec. 63	Prohibition of racial profiling		
84	Ch. 90C, Sec. 2	Campus police		July 1, 2021
85-86	Ch. 111, Sec. 6D	DPH shall collect and publish data on law- enforcement injuries and deaths		July 1, 2021
87	Ch. 111B, Sec. 8	Authorizes Duke's County Sheriff to hold intoxicated individuals in protective custody		
88-89				Striken by Governor's amendment
90	Ch. 231, Sec. 85BB	Overtime fraud		
91, 92	Ch. 265, Sec. 13 H1/2 and 22	Sexual contact by a law enforcement or correctional officer with a person in custody will be considered sexual assault or rape	yes	
93				Striken by Governor's amendment
94		Limits on no-knock warrants, prohibits if minor child or senior 65+ in residence, unless imminent risk to minor or senior	yes	

S.2963 §	Amends/Creates MGL	Summary	Explicit Youth Impact	Implementation Date
95-98	Ch. 276, Sec. 100F-100I	Expungement	yes	
99		Every police department shall report to POST complaints against officers (by Jun 2021); and POST will share full list with all departments (by Dec 2021)		
100-101		Initial POST appointments		April 1, 2021
102		Grandfathers training by MPTC; exemption granted expire 6 months after enactment		July 1, 2021
103		Commission on correctional reforms	yes (juvenile detention)	December 31, 2021
104		Body Camera task force: adopt regulations by majority vote		July 31, 2021 (interim report); July 31, 2022 (final report)
105		Facial recognition task force		February 15, 2021 (convene) December 31, 2021 (report)
106		Legislative commission to reduce police interaction with people with frequent hospitalizations		September 30, 2021
107		Civil Service Commission		September 30, 2021
108		Commission to study statewide cadet program		December 31, 2021
109		Grandfathers SROs and pushes certification and training date no later than Dec 31, 2021	yes	December 31, 2021
110		Commission on Structural Racism in correctional facilities	(no child serving agency named)	September 30, 2021
111		Commission on Structural Racism in parole		September 30, 2021

S.2963 §	Amends/Creates MGL	Summary	Explicit Youth Impact	Implementation Date
112		Commission on Structural Racism in probation	(no child serving agency named)	September 30, 2021
115		study consolidating MPTC training facilities		December 31, 2021
116		Commission on Qualified Immunity		September 30, 2021
117		community policing and behavioral health advisory council study alternative emergency response		July 1, 2022
118		POST and EOPSS issue regulations on law enforcement officer well-being		June 30, 2021
119		POST issue guidance on developmentally appropriate de-escalation	yes	June 30, 2021
120		expungement provisions are retroactive	yes	
121		transfer of MPTC employees to POST training committee		Striken by Governor

For more information, please contact Sana Fadel at Citizens for Juvenile Justice, sanafadel@cfjj.org