

**From:** Sacramento County Bar Association <admin@sacbar.org>  
**Sent:** Wednesday, July 20, 2022 4:06 PM  
**To:** Johnson, Nicholas (DA)  
**Subject:** SCBA Newsletter - July 20, 2022



## Legislation

electronic copies of civil documents when it returns from its Summer recess. [AB 2962](#) would prohibit a court that provides electronic copies to charge commercial users a fee to be set by Rule of Court. The bill will be considered by the Senate Appropriation

## Exam

discussed its consideration of a [non-exam pathway to licensure](#) as a California lawyer at its meeting of July 19, 2022. The Council's next meeting is scheduled for August 16.

and support to panel attorneys and public defenders throughout the state. Events for late July include Part 1 of the RJA training link can be found [here](#). Unless otherwise noted, these trainings are intended for criminal defense team members or



SACRAMENTO COUNTY  
BAR ASSOCIATION

# BENCH BAR RECEPTION

*Honoring Judge Larry Brown as Judge of the Year*



THURSDAY, AUGUST 25, 2022 | 4:00 PM - 9:00 PM  
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**From:** Sacramento County Bar Association <admin@sacbar.org>  
**Sent:** Wednesday, July 20, 2022 4:06 PM  
**To:** Schubert, Anne Marie (DA)  
**Subject:** SCBA Newsletter - July 20, 2022



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---

**From:** Miller, Richard (DA)  
**Sent:** Monday, July 11, 2022 9:17 AM  
**To:** Kory DeClark  
**Cc:** Caitlin Shaw  
**Subject:** CPRA re training  
**Attachments:** AB 2542 Training.pdf

Kory-

We have decided to waive our CPRA exemption with the training referenced in my June 3, 2022, letter. The training consists of 26 pages and was on the Racial Justice Act/AB 2542, and it is attached here. Thank you.



**Rick Miller | Assistant Chief Deputy District Attorney**  
**Sacramento County District Attorney's Office**  
901 G Street | Sacramento, CA 95814  
916.874.6843 | [millerri@sacda.org](mailto:millerri@sacda.org)  
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# Avoiding Bias in Prosecution

## **THE CALIFORNIA RACIAL JUSTICE ACT**

### **(Assembly Bill 2542)**

Assistant Chief DDA Thienvu Ho  
Supervising DDA Jeff Hightower  
Supervising DDA Tan Thinh



## AB 2542 – Legislative Digest

- Would prohibit the state from seeking a criminal conviction or sentence on the basis of **race, ethnicity or national origin (RENO)**.
- Motion requesting **disclosure** of all **evidence** relevant to a potential violation that is in the possession or control of the prosecutor.
- Court can order records released if **good cause** is shown.
- **Evidentiary hearing**
- **Habeas corpus**
- **Remedies**

## The Racial Justice Act

- PC 745(a) The state shall not seek or obtain a criminal conviction or seek, obtain, or impose a sentence on the basis of race, ethnicity, or national origin.
  - Creates new code sections regulating language and conduct of judges, attorneys, officers, experts & jurors.
  - New discovery and hearing rights.
  - Mandatory remedies for violations as well as disparate outcomes based on RENO.
- **Effective January 1, 2021 for all prejudgment cases.**

## Penal Code Section 745(a)(1) Violation

The judge, an attorney, officer, expert witness or juror in the case exhibited bias or animus toward D due to their RACE, ETHNICITY or NATIONAL ORIGIN

- Bias & Animus:

- Terms are not defined within the plain language of the statute
- “Bias,” in the context of this bill, means both purposeful and implicit bias (may be *unintentional* and *unconscious*)
- “Animus,” according to Black’s Law Dictionary, means “ill will.”
- While “animus” is more overt than “bias,” there is nothing in this bill that requires the defendant show the animus is purposeful, leaving open the argument that this could be implicit as well.

## Penal Code Section 745(a)(2) Violation

**Judge, attorney, officer, expert witness or juror in the case  
uses racially discriminatory language about D's RENO**

1. Explicitly or implicitly appeals to racial bias
2. Racially charged or coded language
3. Language that compares the defendant to an animal
4. Language that references the defendant's physical appearance, culture, ethnicity, or national origin

### **Exceptions**

- Relevant, racially neutral and unbiased physical description
- Language used by another that is relevant to the case



## Duncan v. Ornoski

286 Fed. Appx. 361

Prosecutor's closing argument:

[Y]ou have seen the defendant sitting there in a suit, and in the sanitized area of a courtroom, you have jurors, court reporters, people in the audience. You have a bailiff who is armed. Sometimes we lose sight of what it must have been like at a little after midnight.

People v. Duncan, 53 Cal. 3d 955, 976, 810 P.2d 131, 142 (1991)

## Duncan v. Ornoski

### 286 Fed. Appx. 361

You have friends come in from out of town. And so one of the things you do with them, you take them to the San Diego Zoo. And as you walk along with your friends, these high steel bars and moats, you look back there; there are large striped animals lolling in the sun, looking like kittens. And this little brass plaque up here says, 'Bengal tiger.' And **you tell your friends that that's a Bengal tiger.** Wrong, wrong, wrong. That's a Bengal tiger in captivity, behind bars, and is being fed so much meat every day.

People v. Duncan, 53 Cal. 3d 955, 976, 810 P.2d 131, 142 (1991)

## Duncan v. Ornoski

286 Fed. Appx. 361

However, if you and your friends were on a houseboat in Pakistan or India, and the boat comes up to the shoreline in the evening; and you get off the boat; you're walking along; and you push a big palm frond aside; and there you see a huge striped animal with blazing eyes, with cubs, that's a Bengal tiger. And that's a Bengal tiger in its natural habitat.

People v. Duncan, 53 Cal. 3d 955, 976, 810 P.2d 131, 142 (1991)

**Duncan v. Ornoski**  
**286 Fed. Appx. 361**

...If you were there that night, you wouldn't see the defendant in his suit, the way you have seen him in this trial. You would see him with a butcher knife, out to get money. **You would be seeing him in a very natural habitat.**

People v. Duncan, 53 Cal. 3d 955, 976, 810 P.2d 131, 142 (1991)

## Duncan v. Ornoski

### 286 Fed. Appx. 361

- The Court found **no impropriety in the argument**.
- The attempt was to focus the jury's attention on the **vicious nature of the crime**. He did not want the jury to be misled by defendant's benign and docile appearance at trial, but to remember him as the murderer.
- The prosecutor was entitled to point out that **modest behavior in the courtroom was not inconsistent with violent conduct** under other less structured and controlled circumstances. No error in this argument.
- **Likening a vicious murderer to a wild animal does not invoke racial overtones**.

## Duncan v. Ornoski

### 286 Fed. Appx. 361

**Takeaway:** (In 1991) Courts may sanction this language. So it may not be prosecutorial misconduct.

**HOWEVER:** (In 2021) The Legislature is making the point that Courts shouldn't allow this language.

- **Find other ways to describe the defendant and the crime**, because if you use this language now, you stand a chance of being accused of using race to obtain a conviction.



## McCleskey v. Kemp (1987) 481 US 279

- The Racial Justice Act uses this Georgia case as its foundation.
- A black man convicted of armed robbery and murder of a white police officer was convicted at trial and the jury recommended the death penalty.

### Holding:

- Baldus Study concluded black defendants who killed white victims have the greatest likelihood of receiving the death penalty.
- Petitioner offered no evidence **specific to his own case that racial considerations played a part in his sentence.**

## McCleskey v. Kemp

### 481 US 279

#### Takeaway:

- But legislature is saying – Court's shouldn't do this.
- You may now be required to provide statistics to refute **discriminatory purpose** or **discriminatory impact**.
- **This is going to affect:**
  - the way you question witnesses,
  - the way you write reports and search warrants,
  - the way you recommend charging,
  - the way you testify in court.
- Introducing **Penal Code Section 745**

# PROHIBITED LANGUAGE

## **Racially charged or coded language:**

Super Predator, Thug, Urban, Ghetto, Hood Rat, Welfare Queen, Spade, Gypped, Svengali, Shyster, Macho, Illegal, Illegal Immigrant

## **Animals, animal attributes:**

Gorilla Pimp, Bottom Bitch, Coyote, Snake in the grass, Pack of dogs, Wolf in sheep's clothing, etc...

Hunt, Pack, Prey, Predator

Brute, Savage, Feral

## Questions we need to ponder

- What stylistic changes can I make to combat bias?
- What is a racially neutral description?
- How do we accurately describe relevant subcultures while being mindful of the systemic impact of our words?

## Best Practices

- Learn to use PEOPLE FIRST language (e.g., person with a conviction vs Felon).
- Strip unnecessary references to RENO from search warrants, reports and testimony to avoid allegations of systematic practice.
- Some specialized units will need extra thoughtfulness and sensitivity.

## Best Practices

- Gang cases
  - Applies to search warrants, reports, and court testimony.
  - Change any racial categorization to list the gang you are investigating.
  - Describe your gang experience within geographical areas of Sacramento.
  - **BEFORE**: "I am responsible for investigating Asian gangs."
  - **NOW**: "I am responsible for investigating gangs in South Sacramento. I am familiar with gangs who call themselves Hop Sing, KZT, etc."
  - **NOW**: "I am assigned to Sector 6 which consists of [whatever] area. I am familiar with a gang who calls themselves Hop Sing, as well as their allies and enemies."
  - **NOW**: "I am an expert in gangs that self-identify themselves by the name Asian Boys."
- Narcotics cases
  - **BEFORE**: "I am investigating a group of Asian drug dealers."
  - **NOW**: "I am investigating a group suspected of trafficking narcotics."

## Best Practices

- Human Trafficking cases
  - **BEFORE:** "A bottom bitch is a recruiter for other prostitutes."
  - **NOW:** "When the victim described herself as a bottom bitch, she was referring to her role as a recruiter of other women into prostitution."
  - **BEFORE:** "Her pimp called her at 7:00 a.m."
  - **NOW:** "Her exploiter called her at 7:00 a.m."
  - **BEFORE:** "The victim won't have sex with African Americans."
  - **NOW:** "When the exploiter wrote 'No AA' in the ad, he was indicating that the buyer could not be African American."
  - **NOW:** If possible, eliminate the race of sex buyers and racial slurs used by victims, unless it is relevant to proving an element of the crime.
- In General
  - Interviews: Mirror the language, but ask for clarification.
  - Search Warrants/Reports: Clarify the language, use quotation marks," explain that "When I spoke to John Doe, he told me....", etc.

# WARNING

## Racial and Identity Profiling Advisory Board 2021 Report

- California advisory board comprised of law enforcement and public officials.
- Best practices regarding policing, developed to eradicate racial and identity profiling and improve law enforcement-community relations.

## Recommendations

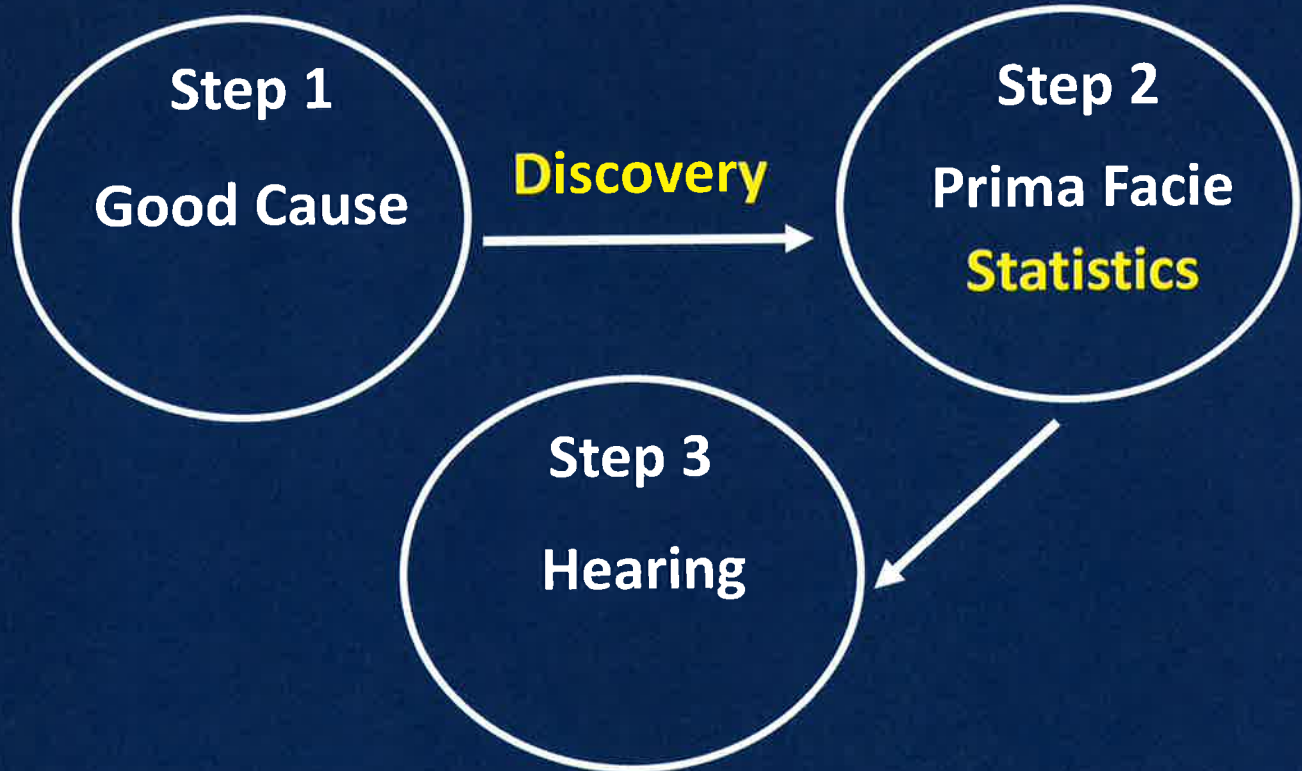
- Agencies should routinely audit department-issued cell phones and computers issued to in-service officers to ensure those devices are not used for the purposes of exchanging racist or other bigoted or offensive content.
- Agencies should also proactively conduct a review of their personnel's social media to identify problematic behavior.



## Penal Code Section 745(a)(3-5)

### **VIOLATION OCCURS WHEN A COMPARISON TO SIMILARLY SITUATED DEFENDANTS IN THE SAME COUNTY SHOWS DEFENDANT WAS:**

- 1) Charged or convicted of a more serious offense than others of different RENO's and data shows prosecutors seek or obtain more serious offenses for defendants with same RENO.  
**Black D's charged with sale while other RENO D's charged with possession of same quantity of narcotics.**
- 2) Sentenced to a longer/more severe penalty than others of different RENO's and data shows prosecutors seek or obtain longer/more severe sentences for defendants with same RENO.  
**Latino D's sentenced to 25-life for single victim murders while other RENO D's charged with single victim murders receive determinate terms.**
- 3) Sentenced to a longer/more severe penalty for a victim of a specific RENO and data shows prosecutors seek or obtain longer/more severe sentences when other victims of the same RENO.  
**D's who rape white V's are sentenced to prison while D's who rape other RENO V's are sentenced to probation.**



## **PC 745 Hearing**

**\*\*Statistical Evidence**

**Aggregate Data**

**Expert Testimony**

**Sworn Witnesses**

**Court Expert**

## Race Neutral Factors

- ✓ Mitigating & Aggravating Factors (Rules 4.421 & 4.423)
- ✓ Criminal History
  - ✓ Strikes
  - ✓ Prison
  - ✓ Felony vs. Misdemeanor
  - ✓ Recent vs. Stale
  - ✓ Probation vs. Parole vs. None
  - ✓ Concurrent Cases
- ✓ Injuries
  - ✓ GBI vs. Other vs. None

## Race Neutral Factors

- ✓ Enhancements
  - ✓ Gangs
  - ✓ Crime Specific: sex, embezzlement, etc.
- ✓ Victim
  - ✓ None vs. One vs. Multiple
  - ✓ Vulnerable & Impact Statements
- ✓ Planning and Sophistication
- ✓ Principal vs. Aider/Abettor
- ✓ Age of Defendant
- ✓ Fact Specific

## **PC 745 (e)(1): Remedies Sustained Violations **Before** Judgment**

- **Declare a mistrial, if requested by the defendant**
- **Discharge the jury panel and empanel a new jury**
- **Dismiss enhancements, special circumstances, or special allegations**
- **Reduce charges**
- **Ineligibility for death penalty**

## Remedies: Post-Judgment

- 745(e)(2)(A)

- Wide Discretion
- Shall Vacate Conviction & Sentence
- Shall Find Conviction Legally Invalid
- May Order A New Trial Or
- Modify The Sentence
  - ❖ Cannot Impose A New Sentence Greater Than That Previously Imposed
- Not Eligible For The Death Penalty



**Q & A**

---

**From:** PRA Response <praresponse@braunhagey.com>  
**Sent:** Monday, July 11, 2022 10:39 AM  
**To:** Miller. Richard (DA);Kory DeClark  
**Cc:** Caitlin Shaw  
**Subject:** RE: CPRA re training

Rick,

Confirming receipt.

Best,

Caitlin Shaw  
Litigation Legal Assistant  
**BRAUNHAGEY & BORDEN LLP**  
Direct: (415) 651-5763

**From:** Miller. Richard (DA) <MillerRi@sacda.org>  
**Sent:** Monday, July 11, 2022 9:17 AM  
**To:** Kory DeClark <declark@braunhagey.com>  
**Cc:** Caitlin Shaw <Shaw@braunhagey.com>  
**Subject:** CPRA re training

**\*\*\* EXTERNAL MESSAGE \*\*\***

Kory-

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**From:** Miller. Richard (DA)  
**Sent:** Monday, July 11, 2022 10:47 AM  
**To:** PRA Response;Kory DeClark  
**Cc:** Caitlin Shaw  
**Subject:** RE: CPRA re training

Thanks. -Rick



**Rick Miller** | Assistant Chief Deputy District Attorney  
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**Cc:** Caitlin Shaw <[Shaw@braunhagey.com](mailto:Shaw@braunhagey.com)>  
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Litigation Legal Assistant  
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Direct: (415) 651-5763

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**Cc:** Caitlin Shaw <[Shaw@braunhagey.com](mailto:Shaw@braunhagey.com)>  
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**From:** Johnny Gogo <JGogo@scscourt.org>  
**Sent:** Friday, July 8, 2022 7:43 AM  
**To:** Kim, Elizabeth H.; Barbara Kronlund; [REDACTED]; Ho. Thienvu (DA); Michael Lay  
**Subject:** RE: Don't miss out on the Anti-Asian Violence - What the Bar Can Do About It

Good morning Ms. Kim-  
Yes, I am available on Tuesday, 7/19 at 12:15 for a zoom/strategy session.  
Looking forward to the event.  
Thanks,  
Johnny Gogo

**From:** Kim, Elizabeth H. <ekim@neumiller.com>  
**Sent:** Thursday, July 7, 2022 4:58 PM  
**To:** Barbara Kronlund <bak@sjcourts.org>; [REDACTED]; hot@sacda.org; Johnny Gogo <JGogo@scscourt.org>; Michael Lay <michaelklay@gmail.com>  
**Subject:** RE: Don't miss out on the Anti-Asian Violence - What the Bar Can Do About It

**[EXTERNAL EMAIL] DO NOT CLICK links or attachments unless you recognize the sender.**

Good evening,

My name is Elizabeth Kim, and I am so very grateful for the opportunity to work with you on the upcoming MCLE program on Anti-Asian Violence.  
Would you have time to join me and Judge Kronlund for a zoom/strategy session on Tuesday 7/19 at 12:15 PM for about 30 minutes to prepare for our upcoming presentation?  
If you would be so very kind to respond to this email to confirm your availability, I'd greatly appreciate your help. Thank you so very much.

Sincerely,

**Elizabeth H. Kim**  
Attorney at Law

Certified Specialist, Estate Planning, Trust & Probate Law,  
The State Bar of California

P.O. Box 20 | Stockton, CA 95201-3020  
3121 W. March Lane, Suite 100 | Stockton, CA 95219  
Phone 209.948.8200 | Fax 209.948.4910  
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**From:** Barbara Kronlund <[bak@sjcourts.org](mailto:bak@sjcourts.org)>

**Sent:** Wednesday, July 6, 2022 9:15 AM

**To:** [REDACTED]; [hot@sacda.org](mailto:hot@sacda.org); Johnny Gogo <[JGogo@scscourt.org](mailto:JGogo@scscourt.org)>; Kim, Elizabeth H. <[ekim@neumiller.com](mailto:ekim@neumiller.com)>; Michael Lay <[michaelklay@gmail.com](mailto:michaelklay@gmail.com)>

**Cc:** [Mesiwas@Saccourt.ca.gov](mailto:Mesiwas@Saccourt.ca.gov); Lexi P. Howard (she/her) <[lhoward@murphyaustin.com](mailto:lhoward@murphyaustin.com)>; Valli Israels <[valli.israels@stanct.org](mailto:valli.israels@stanct.org)>; Judge Linda McFadden <[Linda.mcfadden@stanct.org](mailto:Linda.mcfadden@stanct.org)>; Sonny Sandhu <[Sonny.Sandhu@stanct.org](mailto:Sonny.Sandhu@stanct.org)>; Kevin M. Seibert <[kseibert@tuolumne.courts.ca.gov](mailto:kseibert@tuolumne.courts.ca.gov)>; Timothy Healy <[timothyshealy@yahoo.com](mailto:timothyshealy@yahoo.com)>; Frank Steven Kim <[fpjorgekim@comcast.net](mailto:fpjorgekim@comcast.net)>; Mike Kronlund <[mkronlund@quinnlaw.net](mailto:mkronlund@quinnlaw.net)>; All Judicial Officers <[judicialofficers@sjcourts.org](mailto:judicialofficers@sjcourts.org)>

**Subject:** FW: Don't miss out on the Anti-Asian Violence - What the Bar Can Do About It

Hi All- Please see flyer and share!

Thank you,

Barbara A. Kronlund, Civil Judge  
Superior Court, Dept. 10D, San Joaquin County  
180 E Weber Ave  
Stockton, CA. 95202  
(209) 992-5239  
[bak@sjcourts.org](mailto:bak@sjcourts.org)

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**From:** San Joaquin County Bar Association <[info@sjcbar.org](mailto:info@sjcbar.org)>

**Sent:** Wednesday, July 06, 2022 7:29 AM

**To:** [bak@sjcourts.org](mailto:bak@sjcourts.org)

**Subject:** Don't miss out on the Anti-Asian Violence - What the Bar Can Do About It

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## MCLE: Anti-Asian Violence – What the Bar Can Do About It

*Tuesday, July 26, 2022 | 12:15p – 1:15p (Zoom)*

Register today!

The **SJCBA Unity Bar and Asian Pacific Islander Sections** present **MCLE: Anti-Asian Violence – What the Bar Can Do About It** on **Tuesday, July 26, 2022**, at **12:15pm via Zoom**. This program qualifies for 1.0 hour of Elimination of Bias MCLE Credit\*. All attendees must be registered one hour in advance. Zoom meeting information will be provided to you prior to the event.

**Cost:** (Must be a 2022 SJCBA member for member pricing)

- SJCBA Unity Bar + Asian Pacific Islander Section Members – \$0
- SJCBA Members – \$10
- Non-members – \$20

**Program Description:** Panel will discuss the recent increase in Anti-Asian violence, what can be done to combat these hate crimes, and the Racial Justice Act.

### **About the Speakers:**

Johnny Cepeda Gogo, Santa Clara Co. Superior Court Judge: Hon. Johnny Gogo obtained WWII era, 48-Star, American flags and has traveled throughout the United States to have surviving Japanese American incarceration camp internees sign the flags to honor their sacrifice, hardship, resilience and legacy.



Thien Ho, Sacramento Co. District Attorney-Elect: Sac. Co. DA-Elect, Thien Ho, now a 20-year prosecutor, came to America as a refugee who fled Communist Vietnam seeking freedom. As a Deputy DA, Ho prosecuted the most violent and dangerous criminals, including the East Area Rapist/Golden State Killer. Ho is a leader in the Sacramento community against the rise of Asian hate.

Michael Lay, San Joaquin Co. Deputy Public Defender: San Joaquin Co. Deputy Public Defender API Section Executive Committee member, Michael Lay, earned 2018 Outstanding New Lawyer Award. He is very active in our local legal community (Inns of Court, High School Mock Trial Scorer, First Impressions member, expungement clinic volunteer)and he is an attorney-coach for the UC Davis Mock Trial team.

Elizabeth Kim (Moderator), Attorney Neumiller & Beardslee: Ms. Kim is a San Joaquin County Bar API Section Executive Committee member and attorney with Neumiller & Beardslee in Stockton. Ms. Kim practices estate planning, conservatorships, guardianships, probate and trusts litigation, federal and state taxation law, income tax audit defense, and tax collection matters. She received her LLM in Taxation law from Loyola Law School in 2009.

*\*This program is approved for the MCLE credit hours listed above by the State Bar of California.*

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**From:** Barbara Kronlund <bak@sjcourts.org>  
**Sent:** Wednesday, July 6, 2022 9:12 AM  
**To:** Ho. Thienvu (DA);Johnny Gogo;Kim, Elizabeth H.;Michael Lay  
**Cc:** Justice William Murray;Ron Indran;Jimenez, Lisa Blanco;jennifer day;Becky Diel;Becky Diel;  
**Subject:** FW: Event registration confirmation  
**Attachments:** MCLE\_Anti-Asian Violence\_7.26.22.pdf

Hi All- here's flyer for our event! Feel free to share!  
Thank you,

Barbara A. Kronlund, Civil Judge  
Superior Court, Dept. 10D, San Joaquin County  
180 E Weber Ave  
Stockton, CA. 95202  
(209) 992-5239  
bak@sjcourts.org

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# SAN JOAQUIN COUNTY BAR ASSOCIATION

## Unity Bar and Asian Pacific Islander Sections

*present*

### Anti-Asian Violence: What the Bar Can Do About It



#### Program Description

Panel will discuss the recent increase in Anti-Asian violence, what can be done to combat these hate crimes, and the Racial Justice Act.

#### Speakers

Hon. Johnny Cepeda Gogo, *Santa Clara Co. Superior Court Judge*: Hon. Johnny Gogo obtained WWII era, 48-Star, American flags and has traveled throughout the United States to have surviving Japanese American incarceration camp internees sign the flags to honor their sacrifice, hardship, resilience and legacy.

Thien Ho, *Sacramento Co. District Attorney-Elect*: Sac. Co. DA-Elect, Thien Ho, now a 20-year prosecutor, came to America as a refugee who fled Communist Vietnam seeking freedom. As a Deputy DA, Ho prosecuted the most violent and dangerous criminals, including the East Area Rapist/Golden State Killer. Ho is a leader in the Sacramento community against the rise of Asian hate.

Michael Lay, *San Joaquin Co. Deputy Public Defender*: San Joaquin Co. Deputy Public Defender API Section Executive Committee member, Michael Lay, earned 2018 Outstanding New Lawyer Award. He is very active in our local legal community (Inns of Court, High School Mock Trial Scorer, First Impressions member, expungement clinic volunteer) and he is an attorney-coach for the UC Davis Mock Trial team.

Elizabeth Kim (Moderator), *Attorney Neumiller & Beardslee*: Ms. Kim is a San Joaquin County Bar API Section Executive Committee member and attorney with Neumiller & Beardslee in Stockton. Ms. Kim practices estate planning, conservatorships, guardianships, probate and trusts litigation, federal and state taxation law, income tax audit defense, and tax collection matters. She received her LLM in Taxation law from Loyola Law School in 2009.

MCLE Credit\* =

1.0 hour of Elimination of Bias



**Tuesday, July 26, 2022**  
**12:15 - 1:15pm**  
**via Zoom**

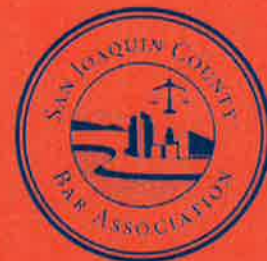


#### Cost

SJCBA Unity Bar + API  
Section Members: \$0  
SJCBA Members: \$10  
Non-Members: \$20



**Register: [sjcbar.org](https://sjcbar.org)**



*\*This program is approved for the MCLE credit hours listed above by the State Bar of California.*

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**From:** Ho. Thienvu (DA)  
**Sent:** Friday, July 1, 2022 5:01 PM  
**To:** Barbara Kronlund  
**Subject:** Re: Invitation to participate on an Anti-Asian Violence panel for San Joaquin County

Good Afternoon Your Honor,

I apologize for the delayed response. The original email went to spam and I discovered that had happened when Judge Gogo contacted me recently.

I am honored that you would consider to invite me to participate in the panel discussion. I am available on either date that you suggested and have blocked off the times on my calendar. Please let me know if you need anything else.

At the end of next week, I will be traveling to Europe for 2 weeks but will return to the office on July 25th. During that time, I will have limited internet access. I had promised my family a nice vacation after the election. I will be able to check my email periodically during that time.

Have a wonderful July 4th.

Thien

Sent from my iPhone

On Jun 21, 2022, at 3:28 PM, Barbara Kronlund <bak@sjcourts.org> wrote:

Hi Mr. Ho. Or it may be DA Ho at this point. [not sure it's "official", but looks like a Congratulations is in order!]

I am chair of the San Joaquin County Unity Bar Section. Along with our API Section, we are putting together a joint Zoom program featuring a panel discussion on Anti-Asian Violence. We have a Deputy Public Defender who will speak about the Racial Justice Act, and Judge Sunil Kulkarni suggested I reach out to you to participate as well. You participated in the California Judges Assoc. CAPAJA program on Hate Crimes in May of 2021, and you were excellent. At this time, we are trying to schedule a Zoom program from 12:15 pm-1:15 pm on either July 26 or July 29.

Would you be willing to join us? If so, do you have a preference on the date?

I look forward to hearing from you at your convenience.

Thank you,

Barbara A. Kronlund, Civil Judge  
Superior Court, Dept. 10D, San Joaquin County  
180 E Weber Ave  
Stockton, CA. 95202  
(209) 992-5239  
bak@sjcourts.org

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**From:** Ng. Brad (DA)  
**Sent:** Thursday, June 23, 2022 11:02 AM  
**To:** Ott. Mark (DA)  
**Subject:** Factors in aggravation  
**Attachments:** Selected-Changes-to-California-Sentencing-Laws-Effective-2022.pdf

See Couzens' treatise on the change in the law on the aggravating factors that don't need to be proven to a jury. Relevant part begins on page 13 of the attached PDF.



**Brad Ng | Deputy District Attorney**  
**Homicide Division**  
**Sacramento County District Attorney's Office**  
901 G Street | Sacramento, California 95814  
Desk 916.874.6636 | Fax 916.321.2209



# **SELECTED CHANGES TO CALIFORNIA SENTENCING LAWS EFFECTIVE 2022**

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**J. RICHARD COUZENS**

Judge of the Superior Court  
County of Placer (Ret.)

November 2021

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## I. INTRODUCTION

The 2020-2021 legislative session saw the enactment of broad changes to the California sentencing laws. Virtually all the changes are designed to increase the court's discretion to impose shorter custody terms; in some instances, the legislation directs the court's discretion to impose a lesser sentence. This memorandum will review the following major changes to the Penal Code<sup>1</sup> effective January 1, 2022:

### At sentencing:

§§ 1170 and 1170.1: Limiting the ability of the court to impose an upper term of custody without aggravating factors being found by a jury or admitted by the defendant.

§ 1170, sub. (b)(6): Requiring the imposition of the low term of custody in specified circumstances.

§ 1170, sub. (h)(9): Specifying term for enhancement to be served where the base term is served.

§ 654: Permitting the court to select the punishment from the triad for any crime when section 654 applies, not just from the triad of the crime having the longest possible term.

§ 1385: Directing the exercise of discretion in striking enhancements in specified circumstances.

§ 4019: Extending presentence conduct credits to persons committed to facilities to restore trial competency under sections 1368, *et seq.*

§ 1370.01: Providing for diversion of mentally incompetent misdemeanor offenders.

### Following sentencing:

§ 1170.03: directing the discretion of the court in considering requests for recall of a custody sentence.

§§ 1171 and 1171.1: Requiring the removal of specified enhancements from the defendant's criminal record.

§ 1170.95: Limiting the ability of the court to summarily reject a petition for relief regarding accomplice liability.

---

<sup>1</sup> Unless otherwise indicated, all statutory references are to the Penal Code.

## II. IMPOSITION OF SENTENCE UNDER THE DETERMINATE SENTENCING LAW (§§ 1170 AND 1170.1)

Senate Bill No. 567 (2021-2022 Reg. Leg. Sess.) (SB 567)<sup>2</sup>, amends section 1170 and 1170.1 to establish a sentencing procedure consistent with the decisions of the United States Supreme Court in *Apprendi v. New Jersey* (2000) 530 U.S. 466 (*Apprendi*), *Blakely v. Washington* (2004) 542 U.S. 296 (*Blakely*), and *Cunningham v. California* (2007) 549 U.S. 270 (*Cunningham*), when a trial court seeks to impose the upper term of custody. Section 1170 also is amended to direct the court to impose the low term of imprisonment in specified circumstances. Section 1170, subdivision (h)(9), is amended to require the service of an enhancement in the same setting (county jail or state prison) as required by the sentence imposed on the base term.

### A. Historical Context

The U.S. Supreme Court in *Apprendi* determined “[o]ther than the fact of a prior conviction, any fact that increases the penalty for a crime beyond the prescribed statutory maximum must be submitted to a jury, and proved beyond a reasonable doubt.” (*Apprendi, supra*, 530 U.S. at p. 490.) In *Blakely*, the court defined “statutory maximum” to mean “the maximum sentence a judge may impose solely on the basis of the facts reflected in the jury verdict or admitted by the defendant.” (*Blakely, supra*, 542 U.S. at p. 303.)

Prior to 2007, section 1170, subdivision (b), provided in relevant part: “When a judgment of imprisonment is to be imposed and the statute specifies three possible terms, the court shall order imposition of the middle term, unless there are circumstances in aggravation or mitigation of the crime. . . .” Section 1170 thus provided a statutory presumption that the middle term was to be imposed unless aggravating or mitigating factors supported the imposition of the upper or lower term.

The California Supreme Court held the triad sentencing options of the Determinate Sentencing Law (DSL) did not violate *Apprendi* or *Blakely*. (*People v. Black* (2005) 35 Cal.4th 1238 (*Black I*)). However, in *Cunningham* the U.S. Supreme Court overruled *Black I*, holding that California’s DSL, insofar as it gives the judge, not the jury, the authority to find the facts that expose a defendant to an upper term sentence by a preponderance of the evidence and not by proof beyond a reasonable doubt, violates the 6th and 14th Amendment rights to a jury trial. (*Cunningham, supra*, 549 U.S. at p. 274.)

In response to *Cunningham*, the Legislature amended section 1170, subdivision (b), in 2007 to provide in relevant part: “When a judgment of imprisonment is to be imposed and the statute specifies three possible terms, the choice of the appropriate term shall rest within the sound

---

<sup>2</sup> Assembly Bill Nos. 124 and 1540 (2021-2022 Reg. Leg. Sess.), containing parallel amendments to sections 1170 and 1170.1, also were enacted into law. A reconciliation provision in SB 567 provides that if all three bills are enacted, version 1.3 of the legislation becomes the law. (SB 567, § 3, subd. (c).) Accordingly, the legislation effecting sections 1170 and 1170.1 quoted in this memorandum is taken from version 1.3 of SB 567.

discretion of the court. . . . The court shall select the term which, in the court's discretion, best serves the interests of justice." The amendment eliminated the presumption of the middle term, giving the court full discretion to impose any of the three sentencing choices. The change eliminated the problems identified by the Supreme Court in *Apprendi*, *Blakely* and *Cunningham*. (See *People v. Wilson* (2008) 164 Cal.App.4th 988, 991-992.)

In its 2007 amendment to section 1170, and thereafter, the legislature also provided for a sunset of the new provisions which, over the past thirteen years, has been regularly extended by the Legislature – until 2021.

## **B. Application of *Estrada* to cases not final**

There is no question the new sentencing procedures in section 1170 and 1170.1 will be applicable to sentences imposed after January 1, 2022, the effective date of the statutory changes. There remains the issue of whether the changes will be applicable to any case not final as of that date under *In re Estrada* (1965) 63 Cal.2d 740 (*Estrada*). Because the legislative changes confer a substantial benefit on the defendant at sentencing, likely *Estrada* will apply, at least to some extent. Whether *Estrada* will apply in a particular case will depend on the exact circumstances of sentencing.

### **1. Cases where the court imposed the upper term of imprisonment**

The defendant likely is entitled to a redetermination of the sentence where the court, as a matter of its own discretion, imposed the upper term based solely on an aggravating factor that must now be submitted to the trier of fact. For example, if the defendant was convicted after trial of committing a lewd act on a child, and the court thereafter sentenced the defendant to the upper term solely because the defendant violated a position of trust, the defendant likely will be entitled to a trial on the aggravating factor.

The defendant likely will not be entitled to a new sentencing determination where the court, as a matter of its own discretion, imposed the upper term based on a combination of aggravating factors, but at least one of those factors is included in the "prior conviction" exception or was admitted by the defendant. As observed in *People v. Black* (2007) 41 Cal.4th 799 (*Black II*): "[I]mposition of the upper term does not infringe upon the defendant's constitutional right to jury trial so long as one legally sufficient aggravating circumstance has been found to exist by the jury, has been admitted by the defendant, or is justified based upon the defendant's record of prior convictions." (*Black II, supra*, 41 Cal.4th at p. 816; *People v. Osband* (1996) 13 Cal.4th 622, 728-729.)



The right to resentencing is less clear where the defendant has been sentenced to an upper term based on a plea bargain. Likely much will depend on the specific circumstances of the plea. On the one hand, just like a plea to the underlying charge, the agreement of the defendant to receive the upper term punishment assumes that such a sentence is proper; in essence, the defendant has admitted the aggravating facts that justify the imposition of the upper term. (See *Blakely, supra*, 542 U.S. at p. 310.) “Where the defendants have pleaded guilty in return for a *specified* sentence, appellate courts will not find error even though the trial court acted in excess of jurisdiction in reaching that figure, so long as the trial court did not lack *fundamental* jurisdiction. The rationale behind this policy is that defendants who have received the benefit of their bargain should not be allowed to trifle with the courts by attempting to better the bargain through the appellate process.” (*People v. Hester* (2000) 22 Cal.4th 290, 295.)

On the other hand, *People v. French* (2008) 43 Cal.4th 36 (*French*), severely limits the effect of a plea which implicates the right to a jury under *Apprendi*. “[W]e hold that defendant, by entering into a plea agreement that included the upper term as the maximum sentence, did not implicitly admit that his conduct could support that term. The determinate sentencing law contemplates that issues related to the trial court's decision whether to impose the upper, middle, or lower term will be litigated at a posttrial (or postplea) sentencing hearing. [Citation.] The defendant must be provided with notice of potential aggravating and mitigating circumstances prior to the hearing, by means of the probation report. [Citation.] Any statement in aggravation filed by the prosecution, the victim, or the victim's family must be submitted four days prior to the hearing. [Citation.] In imposing sentence, the trial court may consider those documents as well as any additional evidence introduced at the sentencing hearing. [Citation.] A defendant who enters into an agreement to plead guilty or no contest, with a sentence to be imposed within a specified maximum, reasonably expects to have the opportunity to litigate any matters related to the trial court's choice of sentence—including the existence of aggravating and mitigating circumstances—at the sentencing hearing.” (*French, supra*, 43 Cal.4th at pp. 48-49.) While the defendant's no contest plea to six counts constituted an admission to all the elements of the offenses, it did not constitute an admission to any aggravating circumstances. (*French, supra*, 43 Cal.4th at p. 49.) It is important to observe that the plea in *French* authorized the court to sentence the defendant within a *range* of punishment.

*French* also did not accept the factual statement of the crime to be sufficient for the purposes of *Apprendi* without an express admission or stipulation by the defendant or his counsel that the facts as stated are true. It is not sufficient that counsel simply acknowledge that witnesses will testify in a particular way; there

must be an admission or stipulation that the facts as testified to by the witnesses are true. (*French, supra*, 43 Cal.4th at p. 51.)

Based on the factors discussed in *French* and *Hester*, the following factors will be relevant in determining whether the defendant will be entitled to resentencing of an upper term sentence based on a plea agreement:

Whether the defendant agreed to a specific term, which included the imposition of the upper term. A plea to a specific term includes an implied agreement to the underlying facts supporting the sentence.

Whether the defendant agreed to a range of sentence, a portion of which could be the imposition of the upper term. If there was no stated agreement to the facts supporting the upper term, the defendant likely will be entitled to resentencing under the new provisions.

Whether the defendant individually or through counsel agreed to the aggravating factors necessary to support an upper term sentence. Such agreement could be included in the factual statement of the offense under section 1192.5, provided the defendant personally or through counsel *admitted the truth* of the facts as stated.

## **2. Required imposition of the low term of imprisonment**

The application of *Estrada* to the provisions of section 1170, subdivision (b)(6), requiring the imposition of the low term of imprisonment likely will be the same as for the restrictions on the imposition of the upper term of imprisonment discussed, *supra*.. Because section 1170, subdivision (b)(6), directs the court to exercise sentencing discretion to impose the low term of imprisonment in certain circumstances, likely its provisions will be potentially applicable to cases not final as of January 1, 2022.

If the court imposed the middle or upper term of imprisonment as a matter of independent exercise of discretion such as after a trial, likely the defendant will be entitled to a reconsideration of the sentence under section 1170, subdivision (b)(6).

If the defendant is sentenced to the middle or upper term as part of a specific plea agreement to the sentence, for the reasons discussed in *French* and *Hester, supra*, likely the defendant will not be entitled to reconsideration of the sentence.

### **3. Service of enhancement follows the base term**

Section 1170, subdivision (h)(9), provides that punishment for an enhancement will be served in county jail or state prison as required for the base term of the underlying crime. Clearly the legislative change will apply to all sentences imposed after January 1, 2022. It is not clear whether the application of *Estrada* will require a reconsideration of the sentence in all cases not final as of January 1, 2022.

The application of *Estrada* to the Realignment Law, which created county jail sentencing under section 1170, subdivision (h), was never an issue. The Realignment Law was created with a “savings clause” which made it effective only as to crimes committed on or after October 1, 2011. The addition of section 1170, subdivision (h)(9), by SB 567 comes without a “savings clause.” *Estrada*, therefore, will apply to the change, at least if the service of a term in county jail is considered a lesser punishment than a term to be served in prison. The materiality of the difference between the service of a term in county jail or state prison has been matter of disagreement between the appellate courts. *People v. Reece* (2013) 220 Cal.App.4th 204, concluded the state prison aspect of a suspended sentence was not an integral part of the plea bargain since there was no difference in the custody term ultimately served. *People v. Wilson* (2013) 220 Cal.App.4th 962, reached the opposite conclusion. *Wilson* reasoned the parties might have negotiated a different plea had they known the court was able to impose a split sentence. The Supreme Court granted review of both cases and ordered them reconsidered in light of *People v. Scott* (2014) 58 Cal.4th 1415 – the opinions were not republished.

Notwithstanding the technical discussion in *Reece* and *Wilson*, the common understanding is that service of a sentence in the local county jail is considered less onerous than a comparable term in state prison, particularly since the court will have the ability to place the defendant on mandatory supervision under section 1170, subdivision (h). Much will depend on the availability of custody rehabilitative services and use of monitored release programs in the particular county. In any event, the court may well wish to reconsider the sentence for equitable reasons after a recall of a sentence under section 1170.03, discussed *infra*.

### **C. Imposing an upper term of imprisonment**

Effective January 1, 2022, section 1170, subdivision (b), provides, in relevant part: “(1) When a judgment of imprisonment is to be imposed and the statute specifies three possible terms, the court shall, in its sound discretion, order imposition of a sentence not to exceed the middle term, except as otherwise provided in paragraph(2). (2) The court may impose a sentence exceeding the middle term only when there are circumstances in aggravation of the crime that

justify the imposition of a term of imprisonment exceeding the middle term, and the facts underlying those circumstances have been stipulated to by the defendant, or have been found true beyond a reasonable doubt at trial by the jury or by the judge in a court trial.”

## **1. Discretion to impose lower or middle base term of imprisonment**

The amendment to section 1170, subdivision (b)(1), preserves the court’s traditional discretion to impose the lower or middle term of imprisonment for a base term sentenced under the DSL. Provided the court is not considering the imposition of an upper term sentence, nothing in the subdivision (b)(1) requires the submission of sentencing factors to the jury. Consistent with California Rules of Court, rules 4.421 and 4.423, in determining whether to impose the middle or lower term of imprisonment, the court will have discretion to consider all relevant sentencing factors, whether they are aggravating or mitigating factors.

## **2. Imposition of the upper base term of imprisonment**

If the court is considering the imposition of the upper base term of imprisonment, unless the facts are stipulated to by the defendant or the factor in aggravation relates to the record of conviction, any fact justifying the imposition of the upper term must be submitted to the trier of fact and proved beyond a reasonable doubt. (§ 1170, sub. (b)(2).)

### **Aggravating factors admitted by plea**

If it is the intent of the parties in a plea agreement that the defendant receive the upper term of imprisonment, some care should be taken in stating the terms of the plea. Likely it would be sufficient for the court to accept a “guilty” or “no contest” plea, coupled with a statement of the agreed upper term sentence. Under such circumstances, the defendant’s admission to aggravating factors could be implied from the plea. Indeed, California Rule of Court, rule 4.412, subdivision (a), provides, in relevant part: “It is an adequate reason for a sentence or other disposition that the defendant, personally and by counsel, has expressed agreement that it be imposed and the prosecuting attorney has not expressed an objection.”

The better practice, however, would be to require an express admission to the aggravating factors justifying the upper term. The court also may request a stipulation by counsel in the presence of the defendant as to the truth of the factual basis for the plea, which statement of facts includes the aggravating factors. (*People v. French* (2008) 43 Cal.4th 36, 48-52, discussed, *supra*; see *People v. Sohal* (1997) 53 Cal.App.4th 911 [factual statement given by prosecution and agreed to by defendant or counsel is part of the record of conviction].)

In *People v. Munoz* (2010) 155 Cal.App.4th 160, 166-168, the defendant entered into a waiver under *People v. Harvey* (1979) 25 Cal.3d 754, that allowed the trial court to consider the defendant's "prior criminal history and the entire factual background of the case, including any unfiled, dismissed or stricken charges or allegations or cases." The trial court's imposition of the upper term based on great violence and infliction of great bodily injury was upheld as being included in the waiver.

### **Bifurcation of proceedings**

If requested by the defendant, the court generally must bifurcate the trial on the factors in aggravation from the trial on the charges and enhancements. (§ 1170, subd. (b)(2).) The only exception to bifurcation is "when the evidence supporting an aggravating circumstance is admissible to prove or defend against the charged offense or enhancement at trial, or it is otherwise authorized by law. . . ." (*Id.*) Otherwise, "[t]he jury shall not be informed of the bifurcated allegations until there has been a conviction of a felony offense."

### **3. Enhancements with triads**

Section 1170.1, subdivision (d)(1), has been amended to provide a process similar to sentencing of the base term under section 1170 for sentencing enhancements with triads. The court has discretion to impose the middle or lower term of imprisonment for an enhancement. (*Id.*) "The court may impose a sentence exceeding the middle term only when there are circumstances in aggravation that justify the imposition of a term of imprisonment exceeding the middle term, and the facts underlying those circumstances have been stipulated to by the defendant, or have been found true beyond a reasonable doubt at trial by the jury or by the judge in a court trial." (§ 1170.1, sub. (d)(2).)

Unlike section 1170, subdivision (b)(3), section 1170.1, subdivision (d)(1), does not contain a "prior conviction exception" to the imposition of the upper term for enhancements with triads. While such an omission may be a drafting oversight, the plain language of subdivision (d)(1) requires the proof of *any* aggravating factor be stipulated to by the defendant or proved to the trier of fact beyond a reasonable doubt.

Trial on aggravating factors for an enhancement must be bifurcated if requested by the defendant. "Except where evidence supporting an aggravating circumstance is admissible to prove or defend against the charged offense or enhancement at trial, or it is otherwise authorized by law, upon request of a defendant, trial on the circumstances in aggravation alleged in the indictment or information shall be bifurcated from the trial of charges and enhancements." (§ 1170, subd. (b)(2).) Subdivision (b)(2) does not distinguish between circumstances in aggravation of the base term and circumstances in aggravation of an enhancement.

#### 4. Prior conviction exception

Consistent with *Apprendi*, section 1170, subdivision (b)(3), provides for an exception to the proof requirements for aggravating factors based on a prior conviction: “Notwithstanding paragraphs (1) and (2), the court may consider the defendant’s prior convictions in determining sentencing based on a certified record of conviction without submitting the prior convictions to a jury. This paragraph does not apply to enhancements imposed on prior convictions.”

The legislation specifies the court may aggravate a sentence if based on “a certified record of conviction.” Traditionally courts are advised of the defendant’s record through a probation report. Such reports are not independently “certified” by any government agency. Since the probation officer obtains the defendant’s record from official sources such as the CLETS system, likely it will be sufficient for the probation officer to “certify” the accuracy of the defendant’s criminal record as contained in the probation report.

Section 1170, subdivision (b)(3), specifies its exception does not apply to enhancements imposed on prior convictions. Accordingly, the legislation appears to allow admission of the fact of conviction of a base crime, but not the fact of any enhancement such as the use of a weapon or infliction of great bodily injury. If the prosecution wants the court to consider the enhancements, likely it will be necessary to hold a mini-trial on the existence of the enhancements utilizing the record of conviction, additional witnesses, or other admissible evidence. If the entire circumstances of the crime are otherwise admissible in the trial pursuant to section 1170, subdivision (b)(2), a separate proceeding to prove the enhancement likely will not be necessary.

#### **Aggravating factors included in the prior conviction exception**

Prior to the amendment of section 1170 in response to *Cunningham*, whether a particular aggravating factor was or was not included in the prior conviction exception was subject to considerable appellate litigation. The following factors were determined to be within the exception, thus obviating the need to submit the factor to the trier of fact under *Apprendi*. Whether these factors retain their viability under the prior conviction exception of section 1170, subdivision (b)(3), will be a matter for the appellate courts to determine.

- a. **The fact the defendant was convicted of a particular prior offense.** (*People v. Cardenas* (2007) 155 Cal.App.4th 1468, 1481-1483 [record must reflect the court actually relied on the existence of the prior convictions in imposing the upper term]; *c.f.*, *People v. Stuart* (2008) 159 Cal.App.4th 312 [the mere existence of the prior conviction is an aggravating factor sufficient to support the imposition of the upper term, even though the trial court did not indicate reliance on the prior conviction].)

- b. **Criminal record is of increasing seriousness.** (*Black II, supra*, 41 Cal.4th at pp. 819-820 [“The determinations whether a defendant has suffered prior convictions, and whether those convictions are ‘numerous or of increasing seriousness’ [Citation], require consideration of only the number, dates, and offenses of the prior convictions alleged. The relative seriousness of these alleged convictions may be determined simply by reference to the range of punishment provided by statute for each offense. This type of determination is ‘quite different from the resolution of the issues submitted to a jury, and is one more typically and appropriately undertaken by a court.’ [Citation.]]
- c. **Defendant was on parole at the time the crime was committed.** *People v. Capistrano* (2014) 59 Cal.4th 830, 882-884 [*Capistrano*][overruled on other grounds by *People v. Hardy* (2018) 5 Cal.5th 56], observed: “Among the reasons given by the trial court for imposing the upper term on count 4 was defendant's criminal history, which included at least one prison term *and the fact he was on parole* when he committed the offenses. Defendant's pattern of recidivism as evidenced by this criminal history constitutes a legally sufficient circumstance in aggravation justifying imposition of the upper term without violating his Sixth Amendment right to a jury trial. [Citation.] [recidivism exception to *Apprendi–Blakely–Cunningham* line of authority include[s] not only the ‘fact that a prior conviction occurred, but also other related issues that may be determined by examining the records of the prior convictions’ [Citations].” (*Capistrano, supra*, 59 Cal.4th at p. 884; italics added.)
- d. **Prior performance on probation, mandatory supervision, postrelease community supervision, or parole (if based on conviction of a crime).** *People v. Towne* (2008) 44 Cal.4th 63, 82-83 [*Towne*]. “Whether the aggravating circumstance of a defendant's prior unsatisfactory performance on probation or parole comes within the [prior conviction] exception, in contrast, will depend upon the evidence by which that circumstance is established in a particular case. In some instances, the defendant's unsatisfactory performance on probation or parole is proved by evidence demonstrating that, while previously on probation or parole, he committed and was convicted of new offenses. For example, in *People v. Yim* (2007) 152 Cal.App.4th 366, 370, the Court of Appeal upheld the trial court's finding that the defendant had performed unsatisfactorily on parole, based upon evidence establishing that he was on probation or parole at the time he committed two prior offenses and was on parole when he committed the most recent offense. ‘Each time appellant has been granted probation or parole, he has reoffended.’ (*Ibid.*) The Court of Appeal in *Yim* also concluded that a jury trial on this aggravating factor was not required, because the factor was related to recidivism and could be ‘determined by reference to “court records” pertaining to appellant's prior convictions, sentences and paroles. The mere recitation of his dates of conviction and releases on parole [citation] demonstrate[s], as a matter of law, that he committed new offenses while



on parole.’ [Citation.] Similarly, in the present case, defendant's criminal history, as recited in the probation report, indicates that several of his prior convictions occurred while he was on probation. When a defendant's prior unsatisfactory performance on probation or parole is established by his or her record of prior convictions, it seems beyond debate that the aggravating circumstance is included within the [prior conviction] exception and that the right to a jury trial does not apply.” (*Towne, supra*, 44 Cal.4th at p. 82.)

*Towne* also observed, however, if the unsatisfactory performance on probation was other than a new conviction, such as failing to report, failed drug tests, and not participating in counseling as directed, the defendant is entitled to a jury finding on the aggravating facts. (*Towne, supra*, 44 Cal.4th at pp. 82-83.)

**e. Prior prison terms (aggravating factor v. enhancement for prior prison term.)**

Based on the assumption that the defendant had certain due process protections when a prior conviction was obtained, *Apprendi* and *Blakely* do not require a jury determination of the existence of a prior conviction. (*Apprendi, supra*, 530 U.S. at pp. 488-490; *Blakely, supra*, 542 U.S. at p. 490; *People v. Thomas* (2001) 91 Cal.App.4th 212, 220-223.)

The prior conviction authorizing the upper term may be a misdemeanor. (*People v. Stewart* 2008) 159 Cal.App.4th 312, 314.)

The court should distinguish the use of a prior prison term for the purposes of an aggravating factor from the existence of a prior prison term for the purposes of an enhancement under section 667.5, subdivision (b). In the latter circumstance, the enhancement is imposed only if the prior prison term is for a violent sex crime listed in Welfare and Institutions Code, section 6600. For the purposes of selecting a term on a crime's triad, however, the court is free to consider *any* aggravating factors listed in California Rules of Court. Rule 4.421, subdivision (a), specifies circumstances in aggravation include “[f]actors relating to the crime, whether or not charged or chargeable as an enhancement. . . .” Furthermore, Rule 4.421, subdivision (c), permits the court to consider “any other factors . . . that reasonably relate to the defendant or the circumstances under which the crime was committed.” The existence and nature of a prior prison term certainly is a relevant factor for the court to consider in the defendant's sentencing.

- f. Prior juvenile adjudication.** *People v. Nguyen* (1007) 46 Cal.4th 1007 (*Nguyen*), permits the court to consider a defendant's prior juvenile adjudication in imposing the upper term. “[D]efendant claims the *Apprendi* rule barred use of the prior juvenile adjudication to enhance his maximum sentence in the current case because the prior *juvenile proceeding*, though it included most constitutional guarantees attendant upon adult criminal proceedings, did not afford him the right to a jury trial. [Citations.] He bases this claim on language employed by the United States

Supreme Court to justify an *exception* to the *Apprendi* rule—i.e., that ‘the fact of a prior conviction,’ used to enhance the maximum sentence for a later offense, *need not* be proved to a jury beyond reasonable doubt, but may simply be found by the sentencing court.” (*Nguyen, supra*, 46 Cal.4th at p. 1011; italics in original.) “[W]e find nothing in the *Apprendi* line of cases, or in other Supreme Court jurisprudence, that interferes, under the circumstances here presented, with what the high court deemed a sentencing court’s traditional authority to impose increased punishment on the basis of the defendant’s recidivism. That authority may properly be exercised, we conclude, when the recidivism is evidenced, as here, by a *constitutionally valid* prior adjudication of criminal conduct. As we explain below, the high court has expressly so held in analogous circumstances. [Citation.]” (*Nguyen, supra*, 46 Cal.4th at p. 1012; italics in original.)

- g. **Crime committed while out on bail (factor in aggravation v. enhancement).** *People v. Johnson* (2012) 208 Cal.App.4th 1092 (*Johnson*), holds the prior conviction exception to *Apprendi* includes committing a crime while on bail. “The bases for [certain holdings under the prior conviction exception] were, in general, that the aggravating factors were all related to ‘the fact of a prior conviction’ by their recidivistic nature, rather than to the conduct involved in the charged offense(s), and that such factors could be proven by reliable documentation, such as court records. [Citations.] [¶] Section 12022.1 is a recidivist statute—it enhances punishment based upon the defendant’s commission of another offense while on bail for a previous offense. [Citation] [‘a section 12022.1 enhancement turns on the status of a defendant as a repeat offender, not on what the defendant did when committing the current crime, i.e., secondary offense’].) [¶] The only difference between a defendant who commits a felony offense while on probation or parole and a defendant who commits a felony offense while on bail for another felony offense is the timing. In the former circumstance, the prior conviction (primary offense) has already occurred. The distinction is insignificant because in the latter circumstance the defendant cannot be punished until he is convicted of the primary offense. Of course, in both circumstances, additional punishment requires a conviction of the second charged offense. [¶] Because section 12022.1 is an enhancement statute that, like the foregoing examples, penalizes recidivist conduct and does not relate to the commission of either the primary or secondary offense, defendant is not entitled to a jury trial on its truth.” (*Johnson, supra*, 208 Cal.App.4th at pp. 1099-1100; footnote omitted.)

## 5. **Other circumstances where aggravating factors need not be submitted to a jury**

There are several other circumstances where aggravating factors need not be separately submitted to a jury.

- a. **Factors submitted to the jury as part of the case.** In *Black II, supra*, 41 Cal.4th at pp. 816-817, the Supreme Court found it proper for the trial court to deny the

defendant a grant of probation and impose the upper prison term because the crime was committed by use of force. “The trial court stated that it imposed the upper term in the present case primarily because of ‘the nature, seriousness, and circumstances of the crime.’ In describing those circumstances, the court commented that defendant ‘forced the victim ... to have sexual intercourse with him on numerous occasions.’ The trial court’s identification of the defendant’s use of force as an aggravating circumstance was supported by the jury’s verdict. The information alleged, and the jury found true beyond a reasonable doubt, that defendant committed the offense of continuous sexual abuse by means of ‘force, violence, duress, menace, and fear of immediate and unlawful bodily injury.’ This finding rendered defendant ineligible for probation. [Citation.] Furthermore, and most significant for the issue presented here, the jury’s true finding on this allegation established an aggravating circumstance that rendered defendant eligible for the upper term under section 1170. (See Cal. Rules of Court, rule 4.408(a) [which permits the trial court to consider any criteria ‘reasonably related to the decision being made’].)

In a similar case, the trial court was permitted to impose the aggravated term based on the defendant having committed a crime against multiple victims because the jury convicted the defendant of two counts of gross vehicular manslaughter. (*People v. Calhoun* (2007) 40 Cal.4th 398, 406; *People v. Crabtree* (2009) 169 Cal.App.4th 1293, 1326.)

- b. Upper term imposed because of a violation of a *Cruz* waiver.** An upper term imposed after a violation of a waiver entered under *People v. Cruz* (1988) 44 Cal.3d 1247, does not require a decision by a jury, provided the upper term was included in the plea agreement and the defendant agreed the court could impose the term after a violation of the waiver. (*People v. Vargas* (2007) 148 Cal.App.4th 644.)
- c. Imposition of an indeterminate term.** *Blakely* holds *Apprendi* has no application to the imposition of an indeterminate sentence. “[T]he Sixth Amendment by its terms is not a limitation on judicial power, but a reservation of jury power. It limits judicial power only to the extent that the claimed judicial power infringes on the province of the jury. Indeterminate sentencing does not do so. It increases judicial discretion, to be sure, but not at the expense of the jury’s traditional function of finding the facts essential to lawful imposition of the penalty. Of course indeterminate schemes involve judicial factfinding, in that a judge (like a parole board) may implicitly rule on those facts he deems important to the exercise of his sentencing discretion. But the facts do not pertain to whether the defendant has a legal *right* to a lesser sentence—and that makes all the difference insofar as judicial impingement upon the traditional role of the jury is concerned. In a system that says the judge may punish burglary with 10 to 40 years, every burglar knows he is risking 40 years in jail. In a system that punishes burglary with a 10–year sentence, with another 30 added for use of a gun, the burglar who enters a home unarmed is *entitled* to no more than

a 10–year sentence—and by reason of the Sixth Amendment the facts bearing upon that entitlement must be found by a jury.” (*Blakely, supra*, 542 U.S. at pp 308-309; italics in original.)

- d. **Facts justifying sex registration.** *People v. Presley* (2007) 156 Cal.App.4th 1027, holds the public notification requirement of the sex offender registration law is not punishment. Accordingly, *Apprendi* and *Blakely* are inapplicable to the judicial factfinding necessary to establish the registration requirement.
- e. **Defendant convicted of other crimes for which a consecutive sentences could have been imposed but for which concurrent sentences are being imposed.** (Calif. Rules of Court, rule 4.421, subd. (a)(7).) Although there is no reported case determining whether *Apprendi* applies to this aggravating factor, likely the factor falls exclusively within the discretion of the sentencing court and is not a jury issue.

## 6. Application to the Three Strikes Law.

The application of *Apprendi* to sentences imposed under the Three Strikes Law likely will depend on whether the sentence is based on a second or third strike and whether the sentencing court actually uses an aggravating factor in selecting the minimum term of a third strike sentence.

Second strike sentences, to the extent the underlying crime is under the Determinate Sentencing Law (DSL) and no exception applies, must comply with the new provisions of sections 1170 and 1170.1 if the court intends to impose the upper term on the base term or an enhancement. Second strike crimes sentenced under the DSL remain in the DSL after the term is doubled under the Three Strikes Law.

Third strike sentencing is more complicated because the court must compute the minimum term of the life sentence. Under section 1170.12, subdivision (c)(2)(A), the court is directed to select “the greatest minimum term” from three options:

- Option (i): a minimum term of three times the term otherwise provided;
- Option (ii): a minimum term of 25 years; or
- Option (iii): a minimum term calculated under section 1170 without the application of the Three Strikes Law.

Option (ii) does not involve any calculation – instead of the term normally specified for the crime, the minimum term is 25 years. With Options (i) and (iii), however, the selection of the term is within the discretion of the court. For example, under Option (i), if the ordinary punishment is 2, 4 or 6 years, as a third strike offender, the defendant’s calculated term becomes 6, 12 or 18 years. Similarly, under Option (iii) the court selects a term from the normal triad for the crime. Where the court has discretion to select

from terms on a triad, the court may exercise that discretion and is not required to impose only the upper term. (*People v. Nguyen* (1999) 21 Cal.4th 197, 205.)

If the court utilizes Option (ii) or uses the middle or low term in selecting a sentence under Options (i) and (iii), *Apprendi* is not implicated. If the court actually selects the upper term as the basis for the calculation of the minimum term of the third strike sentence, however, it seems likely *Apprendi* applies.

The calculation of the minimum term of a third strike sentence now may have Sixth Amendment implications. *Apprendi* and its progeny, including *Cunningham*, were all cases involving an increase of the maximum punishment that a defendant could receive, based on the existence of certain facts. "Other than the fact of a prior conviction, any fact that increases the penalty for a crime beyond the prescribed statutory maximum must be submitted to a jury and proved beyond a reasonable doubt." (*Apprendi*, *supra* 530 U.S. at p. 490.) In a case decided two years later, the court held *Apprendi* did not apply to any judicial fact-finding that affected a mandatory minimum sentence. (*Harris v. United States* (2002) 536 U.S. 545 (*Harris*).)

However, *Alleyne v. United States* (2013) 570 U.S. 99 (*Alleyne*), revisited *Harris* and found it inconsistent with *Apprendi*. "In [*Harris*] this Court held that judicial factfinding that increases the mandatory minimum sentence for a crime is permissible under the Sixth Amendment. We granted certiorari to consider whether that decision should be overruled. 568 U.S. —, 133 S.Ct. 420, 184 L.Ed.2d 252 (2012). ¶ *Harris* drew a distinction between facts that increase the statutory maximum and facts that increase only the mandatory minimum. We conclude that this distinction is inconsistent with our decision in [*Apprendi*], and with the original meaning of the Sixth Amendment. Any fact that, by law, increases the penalty for a crime is an 'element' that must be submitted to the jury and found beyond a reasonable doubt. [Citation.] Mandatory minimum sentences increase the penalty for a crime. It follows, then, that any fact that increases the mandatory minimum is an 'element' that must be submitted to the jury. Accordingly, *Harris* is overruled." (*Alleyne*, *supra*, 570 U.S. at p. 103.) "The touchstone for determining whether a fact must be found by a jury beyond a reasonable doubt is whether the fact constitutes an 'element' or 'ingredient' of the charged offense. [Citation.] In *Apprendi*, we held that a fact is by definition an element of the offense and must be submitted to the jury if it increases the punishment above what is otherwise legally prescribed. [Citation.] While *Harris* declined to extend this principle to facts increasing mandatory minimum sentences, *Apprendi* 's definition of 'elements' necessarily includes not only facts that increase the ceiling, but also those that increase the floor. Both kinds of facts alter the prescribed range of sentences to which a defendant is exposed and do so in a manner that aggravates the punishment. [Citation.] Facts that increase the mandatory minimum sentence are therefore elements and must be submitted to the jury and found beyond a reasonable doubt." (*Alleyne*, *supra*, 570 U.S. at pp. 107-108.)

Until the issue has been clearly resolved by the appellate courts, prudence suggests that if the court intends to impose the upper term of a third strike sentence based on discretion exercised under Options (i) or (iii) under section 1170.12, subdivision (c)(2)(A), the aggravating factors should be submitted to the trier of fact and proven beyond a reasonable doubt, unless the factors come within an exception such as for prior convictions or the facts are admitted by the defendant.

## **7. Aggravating factors that must be submitted to the trier of fact**

The following aggravating factors have been held to come within *Apprendi* and its progeny and, unless admitted by the defendant, must be submitted to the trier of fact and proved beyond a reasonable doubt.

- a. **The victim was particularly vulnerable.** (*People v. Boyce* (2014) 59 Cal.4th 672, 725-729; *People v. Curry* (2007) 158 Cal.App.4th 766, 793-794 (*Curry*); *People v. Ybarra* (2008) 166 Cal.App.4th 1069, 1096-1097.)
- b. **The crime involved great violence, great bodily injury, or threat of great bodily injury.** (*People v. Sandoval* (2007) 41 Cal.4th 825, 837-838 (*Sandoval*); *People v. Esquibel* (2008) 166 Cal.App.4th 539, 557-558.)
- c. **Crime committed with extreme cruelty, viciousness, or callousness.** (*Sandoval, supra*, 41 Cal.4th at p. 837; *Curry, supra*, 158 Cal.App.4th at pp. 793-794; *Ybarra, supra*, 166 Cal.App.4th at pp. 1096-1097.)
- d. **Violation of a position of trust.** (*People v. French* (2008) 43 Cal.4th 36, 43, 52; *Curry, supra*, 158 Cal.App.4th at pp. 793-794.)
- e. **Crime involved planning and sophistication.** (*Ybarra, supra*, 166 Cal.App.4th at pp. 1096-1097; See *People v. Tillotson* (2007) 157 Cal.App.4th 517, 547.)
- f. **Unsatisfactory performance on probation, mandatory supervision, postrelease community supervision, or parole.** If the defendant's unsatisfactory performance on probation is based on factors other than being convicted of a new crime, the factors must be submitted to the trier of fact and proved beyond a reasonable doubt. (*People v. Towne* (2008) 44 Cal.th 63, 82-83.)
- g. **The defendant induced others to commit the crime (including a minor), or occupied a leadership position in the commission of the crime.** (*People v. Hamlin* (2009) 170 Cal.App.4th 1412, 1469-1473.)

- h. Other factors in aggravation.** Although there are no reported cases on whether the following aggravating factors must be submitted to the trier of fact, likely the following factors are included within *Apprendi*: defendant was armed with or used a deadly weapon (rule 4.421, subd. (a)(2)); defendant threatened or dissuaded witnesses, or interfered with the judicial process (rule 4.421, subd. (a)(6)); crime involved the taking or attempted taking or damage to property of great monetary value (rule 4.421, subd. (a)(9)); crime involved a large quantity of contraband (rule 4.421, subd. (a)(10)); crime constitutes a hate crime (rule 4.421, subd. (a)(12)); defendant engaged in violent conduct such that he is a danger to society (rule 4.421, subd. (b)(1));

## **8. Pleading aggravating factors and proof at preliminary hearing**

It is not entirely clear whether the aggravating factors must be pled in the accusatory pleadings and established by proof at a preliminary hearing. The two reported cases on this issue are in disagreement.

*Barrigan v. Superior Court* (2007) 148 Cal.App.4th 1478 (*Barrigan*), holds the aggravating factors may be alleged in the complaint or information, but need not be established at a preliminary hearing. *Barrigan* arose in the context of a demur brought by the defendant when the prosecutor amended the pleadings to allege the aggravating factors. The appellate court observed: “[S]ections 950 and 952 specify only what an accusatory pleading ‘must’ or ‘shall’ contain, namely, a sufficient statement of the ‘public offense’ allegedly committed. [¶] The statutes do not, on their face, preclude allegations other than public offenses. Indeed, because a fact ‘other than a prior conviction’ used to impose the upper term must first be submitted to a jury and proved beyond a reasonable doubt, unless the accused waives the right to jury trial [citations], it now appears that to satisfy procedural due process, an aggravating fact must be charged in the accusatory pleading. (See *Apprendi v. New Jersey* (2000) 530 U.S. 466, 476, 494, fn. 19, 120 S.Ct. 2348, 2355, 2365, fn. 19, 147 L.Ed.2d 435, 446, 457, fn. 19; *Jones v. United States* (1999) 526 U.S. 227, 243, fn. 6, 119 S.Ct. 1215, 1224, fn. 6, 143 L.Ed.2d 311, 326, fn. 6 [‘any fact (other than prior conviction) that increases the maximum penalty for a crime *must be charged in an indictment*, submitted to a jury, and prove[d] beyond a reasonable doubt’ (italics added) ].) (*Barrigan, supra*, 148 Cal.App.4th at p. 1483.) [¶] So that the statutory scheme governing accusatory pleadings complies with the notice requirements of procedural due process, we construe sections 950 and 952 to permit the People to amend the information to allege aggravating facts for purposes of sentencing. [Citations.] It is feasible to so construe the statutes because their wording and purpose do not limit an accusatory pleading to allegations of public offenses. [¶] Indeed, a contrary construction of the statutes would not only implicate due process concerns, it would create an absurd result, *i.e.*, the prosecution would be unable to comply with the *Cunningham* holding that precludes an aggravating fact (other than a prior conviction) from being used to impose the upper term unless the fact has been



submitted to a jury and proved beyond a reasonable doubt. Courts do not interpret statutes in a manner that results in absurd consequences that could not have been intended by the Legislature. [Citation.]” (*Barrigan, supra*, 148 Cal.App.4th at pp. 1483-1484.)

*Barrigan* also concluded that because factors in aggravation are not “public offenses,” they need not be proved at the preliminary hearing. “[A]n aggravating fact is not an ‘offense’ within the meaning of section 1009 and the statutes governing accusatory pleadings. [Citation.] Thus, the statutory scheme does not require the prosecution to plead and prove at the preliminary examination the existence of aggravating facts that can be used to impose the upper term in California’s determinate sentencing law.” (*Barrigan, supra*, 148 Cal.App.4th at p. 1484.)

*People v. Superior Court (Brooks)* (2007) 159 Cal.App.4th 1 (*Brooks*), reached the contrary conclusion. Relying heavily on the California Supreme Court opinion in *People v. Sandoval* (2007) 41 Cal.4th 825 (*Sandoval*), *Brooks* found it was the province of the court to determine the existence of the aggravating factors supporting an upper term sentence. As *Brooks* observed: “Applying *Cunningham*, in *Sandoval*, the California Supreme Court considered the appropriate process for resentencing a criminal defendant where an upper term sentence was found unconstitutional under *Cunningham*. In considering this issue, the court held that resentencing under a discretionary scheme was preferable to permitting a jury trial on aggravating circumstances. [Citation.] [¶] Our high court’s reasoning for rejecting the jury trial option is instructive in answering the question before us—whether the prosecution should be permitted to amend an information to allege aggravating circumstances. *Sandoval* explained that, although allowing a jury trial on aggravating circumstances, ‘would comply with the constitutional requirements of *Cunningham*, engrafting a jury trial onto the sentencing process established in the former DSL would significantly complicate and distort the sentencing scheme. Neither the DSL nor the Judicial Council’s sentencing rules were drafted in contemplation of a jury trial on aggravating circumstances. It is unclear how prosecutors might determine which aggravating circumstances should be charged and tried to a jury, because no comprehensive list of aggravating circumstances exists. [Citation.] [¶] The court further reasoned that the ‘Legislature [in enacting amendments to section 1170] authorized the trial court—not the prosecutor—to make the determination “whether there are circumstances that justify imposition of the upper or lower term,” and to do so by considering the record of the trial, the probation officer’s report, and statements submitted by the defendant, the prosecutor and the victim or victim’s family.’ [Citation.] ‘If the prosecutor were to decide which circumstances of the offense justify an upper term and thereby charge defendant accordingly, the prosecutor would be exercising a form of discretion that the Legislature intended to be exercised by the court. To avoid that problem, a prosecutor might be limited to charging aggravating factors specified in rules or statutes, but that approach would distort the process in a

different way—the scope of potentially aggravating circumstances would be severely limited.’ [Citation.]” (*Brooks, supra*, 159 Cal.App.4th at p. 5; footnote omitted.)

Given the current amendment of section 1170 and 1170.1, it appears *Barrigan* is the better reasoned decision. The court’s reasoning in *Brooks* fails because the Legislature has now effectively abrogated *Sandoval* and *Brooks* by amending sections 1170 and 1170.1 to expressly provide the right to a jury determination of aggravating factors, the very right rejected by *Sandoval*. Until there is further appellate resolution of the issue, it would be prudent for the People to allege in the felony complaint and information any factors in aggravation. Likely the court would be prohibited from considering any aggravating factors not pled and proved, unless the factors relate to a prior conviction or are admitted by the defendant.

#### **D. Required imposition of the low term of imprisonment**

Under specified circumstances, the sentencing court must impose the low term of imprisonment. SB 567 amends section 1170 with the addition of subdivision (b)(6), which states: “Notwithstanding paragraph (1), and unless the court finds that the aggravating circumstances outweigh the mitigating circumstances that imposition of the lower term would be contrary to the interests of justice, *the court shall order imposition of the lower term* if any of the following was a contributing factor in the commission of the offense. . . .” (Italics added.)

##### **1. Sentencing discretion under section 1170, subdivision (b)(1), is limited**

Section 1170, subdivision (b)(1), specifies: “When a judgment of imprisonment is to be imposed and the statute specifies three possible terms, the court shall, in its sound discretion, order imposition of a sentence not to exceed the middle term, except as otherwise provided in paragraph (2).” Section 1170, subdivision (b)(6), however, provides “[n]otwithstanding paragraph (1),” the court must impose the low term if the provisions of subdivision (b)(6) apply. By excluding paragraph (1) the Legislature means to limit the court’s discretion when the circumstances of sentencing meet the terms of paragraph (6). While the court normally has the discretion to impose a sentence “not to exceed the middle term” (unless the upper term may be imposed pursuant to paragraph (2)), if paragraph (6) applies, the court may only impose the low term of imprisonment.

##### **2. Exception to the required imposition of the low term of imprisonment**

The court is not required to impose the low term under paragraph (6) if “the court finds that the aggravating circumstances outweigh the mitigating circumstances that imposition of the lower term would be contrary to the interests of justice. . . .” While the language of the statute is somewhat awkward, the statute seems to say that the court is not required to impose the low term if such a sentence would not be in the interests of justice because the aggravating factors outweigh the mitigating factors.

## Interests of justice

“Interests of justice” is not further defined by the statute. Presumably it will have the same meaning as applied by the courts in other contexts. Under section 1385, subdivision (a), for example, the court “in the furtherance of justice” may order an action dismissed. In the context of a motion to dismiss a strike under the Three Strikes Law, *People v. Superior Court (Romero)* (1996) 13 Cal.4th 497 (*Romero*), observed: “The trial court’s power to dismiss an action under section 1385, while broad, is by no means absolute. Rather, it is limited by the amorphous concept which requires that the dismissal be “in furtherance of justice.” As the Legislature has provided no statutory definition of this expression, appellate courts have been faced with the task of establishing the boundaries of the judicial power conferred by the statute as cases have arisen challenging its exercise. Thus, in measuring the propriety of the court’s action in the instant case, we are guided by a large body of useful precedent which gives form to the above concept. [¶] ‘From the case law, several general principles emerge. Paramount among them is the rule “that the language of [section 1385], ‘in furtherance of justice,’ requires consideration both of the constitutional rights of the defendant, and *the interests of society represented by the People*, in determining whether there should be a dismissal. [Citations.]” [Citations.] At the very least, the reason for dismissal must be “that which would motivate a reasonable judge.” [Citations.]’ [Citation.] ‘Courts have recognized that society, represented by the People, has a legitimate interest in “the fair prosecution of crimes properly alleged.” [Citation.] “ ‘ [A] dismissal which arbitrarily cuts those rights without a showing of detriment to the defendant is an abuse of discretion. ‘ [Citations.]” ‘ [Citation.]’ [¶] From these general principles it follows that a court abuses its discretion if it dismisses a case, or strikes a sentencing allegation, solely ‘to accommodate judicial convenience or because of court congestion.’ [Citation.] A court also abuses its discretion by dismissing a case, or a sentencing allegation, simply because a defendant pleads guilty. [Citation.] Nor would a court act properly if ‘guided solely by a personal antipathy for the effect that the three strikes law would have on [a] defendant,’ while ignoring ‘defendant’s background,’ ‘the nature of his present offenses,’ and other ‘individualized considerations.’ [Citation.]” (*Romero*, *supra*, 13 Cal.4th at pp. 530-531; italics in original.)

## Aggravating and mitigating factors

In determining whether the aggravating factors outweigh the mitigating factors such that the imposition of the low term of custody would not be in the interests of justice, the court should consider the circumstances in aggravation or mitigation listed in California Rules of Court, rules 4.421 and 4.423, including “other factors . . . that reasonably relate to the defendant or circumstances under which the crime was committed.” (Rule 4.421, subd. (c), and rule 4.423, subd. (c).) In the context of identifying aggravating factors and weighing them against any mitigating factors, the court will be exercising its discretion without the right to a jury

determination. As observed in *People v. Black* (2007) 41 Cal.4th 799, 815-816 (*Black II*): “*Cunningham* requires us to recognize that aggravating circumstances serve two analytically distinct functions in California’s current determinate sentencing scheme. One function is to raise the maximum permissible sentence from the middle term to the upper term. The other function is to serve as a consideration in the trial court’s exercise of its discretion in selecting the appropriate term from among those authorized for the defendant’s offense. Although the DSL does not distinguish between these two functions, in light of *Cunningham* it is now clear that we must view the federal Constitution as treating them differently. Federal constitutional principles provide a criminal defendant the right to a jury trial and require the prosecution to prove its case beyond a reasonable doubt as to factual determinations (other than prior convictions) that serve the first function, but leave the trial court free to make factual determinations that serve the second function.” (See *People v. Navarro* (2004) 124 Cal.App.4th 1175, 1182 [“*Blakely* does not require that the jury make the decision of whether or not an enhanced sentence should be imposed. *Blakely* requires that the facts underlying an enhanced sentence be found true beyond a reasonable doubt by the jury; it does not require that the jury be given the power to decide if, in fact, an enhanced sentence will be imposed. The trial court makes that decision.”].)

### **The court’s determination of the interests of justice**

In determining whether imposition of a low term of imprisonment is not in the interests of justice, the court, with the foregoing authorities as a reference, should make its decision after *an individualized consideration* of the following nonexclusive factors:

The constitutional rights of the defendant, and the interests of society represented by the People.

The defendant’s background and prospects, including the presence or absence of a significant criminal record.

The nature and circumstances of the crime and the defendant’s level of involvement, including the factors in mitigation or aggravation listed in the Rules of Court.

The factors that would motivate a “reasonable judge” in the exercise of discretion.

The specific mitigating factors identified by section 1170, subdivision (b)(6), *infra*.

The court should not consider whether the defendant simply has pled guilty, calendar control, or because the court has an antipathy to the statutory scheme.

Consistent with the provisions of section 1170, subdivision (b)(5), “[t]he court shall set forth on the record the facts and reasons for choosing the sentence imposed.”

### **3. The factors requiring imposition of the low term of imprisonment**

Section 1170, subdivision (b)(6), requires the court to impose the low term of incarceration if any of the following “was a contributing factor in the commission of the offense.”

- (a) “The person has experienced psychological, physical, or childhood trauma, including, but not limited to, abuse, neglect, exploitation, or sexual violence.” (§ 1170, subd. (b)(6)(A).)
- (b) “The person is a youth, or was a youth as defined under subdivision (b) of Section 1016.7 at the time of the commission of the offense.” (§ 1170, subd. (b)(6)(B).) Section 1016.7, subdivision (b), specifies “youth” “includes any person under 26 years of age on the date the offense was committed.”<sup>3</sup>
- (c) “Prior to the instant offense, or at the time of the commission of the offense, the person is or was a victim of intimate partner violence or human trafficking.” (§ 1170, subd. (b)(6)(C).) “Prior to the instant offense” is not time-qualified; likely it means at *any* time prior to the instant offense.

### **Other reasons justifying the imposition of the low term of imprisonment**

Section 1170, subdivision (b)(7), provides: “Paragraph (6) does not preclude the court from imposing the lower term even if there is no evidence of those circumstances listed in paragraph (6) present.”

### **Proof of the factors specified in section 1170, subdivision (b)(6)**

The statute does not specify how the parties are to prove or contest the existence of the specified mitigating factors. Presumably such factors may be established or challenged using traditional sources of information such as the probation report, the defendant’s record of conviction, presentation of evidence in a hearing conducted pursuant to section 1204, or offers of proof and argument of counsel.

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<sup>3</sup> Section 1016.7 was added by Assembly Bill No. 124 (2021-2022 Reg. Leg. Sess.)

#### **4. The meaning of “contributing factor”**

Section 1170, subdivision (b)(6), requires the imposition of the low term of imprisonment if any of three specified factors were “a contributing factor in the commission of the offense.” The statute does not further define the meaning of “contributing factor.” Likely it will be necessary for the court to find the factor had some connection, however slight, in the commission or circumstances of the crime.

In other legislation adopted in 2021, the Legislature used the phrase “substantially contributed” to the crime. (See, *e.g.*, § 1385, subdivision (c)(5) [The court may strike an enhancement “if the court concludes that the defendant’s mental illness *substantially contributed* to the defendant’s involvement in the commission of the offense]; italics added].) It seems clear the Legislature’s use of “contributing factor” implies a factor far less significant than one which “substantially contributed” to the crime.

#### **5. Application of section 1170, subdivision (b)(6), to enhancements with triads**

Section 1170.1, subdivision (d)(1), specifies “[i]f an enhancement is punishable by one of three terms, the court shall, in its sound discretion, order imposition of a sentence not to exceed the middle term, except as otherwise provided in paragraph (2).” Paragraph 2 of section 1170.1, subdivision (d), specifies the upper term of the enhancement may be imposed only if the aggravating factors have been stipulated to by the defendant or submitted to the trier of fact and proved beyond a reasonable doubt.

It is unlikely the mandatory low term sentencing provisions of section 1170, subdivision (b)(6), are applicable to sentencing of enhancements under section 1170.1. By its express terms, section 1170.1, subdivision (d), limits the discretion of the court in selecting the applicable term only in the context of section 1170.1, subdivisions (d)(1) and (2) – no mention is made of section 1170, subdivision (b)(6). A sentencing court, however, may wish to impose the low term on an enhancement for the reasons outlined in section 1170, subdivision (b)(6), simply as a matter of the exercise of judicial discretion. As made clear in section 1170.1, subdivision (d)(1), “[i]f an enhancement is punishable by one of three terms, the court shall, in its sound discretion, order imposition of a sentence not to exceed the middle term.”

#### **E. Place of custody for service of sentence on enhancement follows the base term**

*People v. Vega* (2014) 222 Cal.App.4th 1374 (*Vega*), holds if an enhancement specifies service of its term in state prison, the sentence for the entire crime is to be served in state prison, even though the underlying crime specifies punishment in the county jail under section 1170, subdivision (h). SB 257 adds section 1170, subdivision (h)(9), which provides: “Notwithstanding the separate punishment for any enhancement, any enhancement shall be punishable in county jail or state prison as required by the underlying offense and not as would be required by the

enhancement.” The legislation declares its intent to abrogate *Vega*. Accordingly, although an enhancement may specify its term is to be served in state prison, the court must look to the place where the base term will be served – it, not the enhancement, will control defendant’s placement.

### **III. IMPOSITION OF SENTENCE UNDER SECTION 654**

Prior to its amendment by Assembly Bill No. 518 (2021-2022 Reg. Leg. Sess.), section 654 provided, in relevant part, that “[a]n act or omission that is punishable in different ways by different provisions of law shall be punished under the provision that provides for the longest potential term of imprisonment, but in no case shall the act or omission be punished under more than one provision.” Section 654 thus required the court to determine the maximum possible sentence for each of the crimes, select and impose a term from the triad for the crime with the longest possible term, then impose and stay the punishment for any other crime.

Section 654 now provides, in relevant part, that “[a]n act or omission that is punishable in different ways by different provisions of law may be punished under either of such provisions, but in no case shall the act or omission be punished under more than one provision.” The court is no longer required to impose a sentence based on the longest possible sentence but may impose a sentence on any one of the crimes. The sentence for any crime not selected by the court should have sentence imposed than “stayed under the provisions of section 654.”

#### **Application of *Estrada***

The change in section 654 clearly will be applicable to any sentences imposed after January 1, 2022. Because the court is no longer required to impose the sentence on the crime with the longest possible term but has the option to impose sentence on a crime with a lesser punishment, likely *Estrada* will make the new law applicable to all cases not final as of January 1, 2022. To be entitled to reconsideration of a sentence structured by section 654 under the law prior to January 1, 2022, the defendant must show the court imposed a term from the triad for the crime with the longest possible sentence and stayed the punishment for any crime with a lesser term. In absence of any indication to the contrary, it may be presumed the court, in selecting a term from the triad for the crime with the longest possible sentence, was following the requirements of section 654, subdivision (a), as it then existed without consideration of the punishment for any crime with lesser punishment.

### **IV. STRIKING OF ENHANCEMENTS UNDER SECTION 1385**

Senate Bill No. 81 (2021-2022 Reg. Leg. Sess.) (SB 81) amends section 1385 to require the court, subject to certain exceptions, to dismiss pled and proved enhancements under specified circumstances. SB 81 adds subdivision (c) to section 1385.



## A. Dismissal of an enhancement under section 1385, subdivision (c)

Section 1385, subdivision (c)(1), provides: “Notwithstanding any other law, the court shall dismiss an enhancement if it is in the furtherance of justice to do so, except if dismissal of that enhancement is prohibited by any initiative statute.” Subdivision (c)(1) establishes its supremacy over any other law, other than an initiative statute,<sup>4</sup> to mandate dismissal of an enhancement if the court finds such dismissal is in “furtherance of justice.”

Subdivision (c)(1) requires the court to dismiss *any* enhancement if it is in the furtherance of justice to do so. The subdivision is not limited to the circumstances outlined in subdivisions (c)(2) – (7). As specified in subdivision (c)(4): “The circumstances listed in paragraph (2) are not exclusive and the court maintains authority to dismiss or strike an enhancement in accordance with subdivision (a).” Accordingly, if the court determines it is in the furtherance of justice to dismiss a particular enhancement, the court must strike the enhancement even though the reasons are not based on subdivisions (c)(2) – (7).

## B. Furtherance of justice

Although certain provisions in subdivision (c) severely limit the exercise of the court’s discretion in refusing to strike an enhancement, it is clear the court retains the overarching discretion to determine whether striking of an enhancement will be contrary to the furtherance of justice. That such discretion is retained by the court is made clear in the statute: “*In exercising its discretion under this subdivision, the court shall consider and afford great weight to evidence offered by the defendant to prove that any of the mitigating circumstances . . . are present. Proof of the presence of one or more of these circumstances weighs greatly in favor of dismissing the enhancement. . . .*” (§ 1385, subd. (c)(2); italics added.)<sup>5</sup>

“Furtherance of justice” in subdivision (c)(1), is not defined by the statute. Presumably it will have the same meaning as applied by the courts in other contexts. Under section 1385, subdivision (a), for example, the court “in the furtherance of justice” may order an action dismissed. In the context of a motion to dismiss a strike under the Three Strikes Law, *People v. Superior Court (Romero)* (1996) 13 Cal.4th 497 (*Romero*), observed: “‘The trial court’s power to dismiss an action under section 1385, while broad, is by no means absolute. Rather, it is limited by the amorphous concept which requires that the dismissal be “in furtherance of justice.” As the Legislature has provided no statutory definition of this expression, appellate courts have

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<sup>4</sup> For a discussion of the initiative exception, see the discussion, *infra*.

<sup>5</sup> The intent of the Legislature to maintain the traditional discretion of the court is reflected in a letter from Senator Nancy Skinner dated September 10, 2021, to the Secretary of the Senate for placement in the Senate Daily Journal: “As the author of Senate Bill (SB) 81, I wish to provide some clarity on my intent regarding . . . the bill. [¶] {A}mendments taken on August 30, 2021 remove the presumption [in previous versions of the bill] that a judge must rule to dismiss a sentence enhancement if certain circumstances are present, and instead replaces that presumption with a ‘great weight’ standard where these circumstances are present. The retention of the word ‘shall’ in Penal Code § 1385(c)(3)(B) and (C) should not be read as a retention of the previous presumption language – *the judge’s discretion is preserved Penal Code § 1385(c)(2).*” (Italics added.)

been faced with the task of establishing the boundaries of the judicial power conferred by the statute as cases have arisen challenging its exercise. Thus, in measuring the propriety of the court's action in the instant case, we are guided by a large body of useful precedent which gives form to the above concept. [¶] 'From the case law, several general principles emerge. Paramount among them is the rule "that the language of [section 1385], 'in furtherance of justice,' requires consideration both of the constitutional rights of the defendant, and *the interests of society represented by the People*, in determining whether there should be a dismissal. [Citations.]" [Citations.] At the very least, the reason for dismissal must be "that which would motivate a reasonable judge." [Citations.]" [Citation.] 'Courts have recognized that society, represented by the People, has a legitimate interest in "the fair prosecution of crimes properly alleged." [Citation.] " ' [A] dismissal which arbitrarily cuts those rights without a showing of detriment to the defendant is an abuse of discretion. ' [Citations.]" ' [Citation.]" [¶] From these general principles it follows that a court abuses its discretion if it dismisses a case, or strikes a sentencing allegation, solely 'to accommodate judicial convenience or because of court congestion.' [Citation.] A court also abuses its discretion by dismissing a case, or a sentencing allegation, simply because a defendant pleads guilty. [Citation.] Nor would a court act properly if 'guided solely by a personal antipathy for the effect that the three strikes law would have on [a] defendant,' while ignoring 'defendant's background,' 'the nature of his present offenses,' and other 'individualized considerations.' [Citation.]" (*Romero, supra*, 13 Cal.4th at pp. 530-531; italics in original.)

### **The court's determination of the furtherance of justice**

In determining whether striking an enhancement is not in the furtherance of justice, the court, with the foregoing authorities as a reference, should make its decision after *an individualized consideration* of the following factors:

The mitigating factors listed in section 1385, subdivision (c)(3)(A) through (I), including the specific evidence referenced in certain factors. (See discussion of the factors, *infra*.)

The constitutional rights of the defendant, and the interests of society represented by the People.

The defendant's background and prospects, including the presence or absence of a significant criminal record.

The nature and circumstances of the crime and the defendant's level of involvement. , including the factors in mitigation or aggravation in the Rules of Court.

The factors that would motivate a "reasonable judge" in the exercise of discretion.

The court should not consider whether the defendant simply has pled guilty, calendar control, or because the court has an antipathy to the statutory scheme.

### C. Statement of reasons

Although section 1385, subdivision (a), speaks only to granting a motion to dismiss, “[t]he reasons for the [court’s ruling] shall be stated orally on the record. The court shall also set forth the reasons in an order entered upon the minutes if requested by either party or in any case in which the proceedings are not being recorded electronically or reported by a court reporter. ”

### D. Weighing of certain mitigating factors

Section 1385, subdivision (c)(2) specifies: “In exercising its discretion under this subdivision, the court shall consider and afford great weight to evidence offered by the defendant to prove that any of the mitigating circumstances in subparagraphs (A) to (I) are present. Proof of the presence of one or more of these circumstances weighs greatly in favor of dismissing the enhancement, unless the court finds that dismissal of the enhancement would endanger public safety. ‘Endanger public safety’ means there is a likelihood that the dismissal of the enhancement would result in physical injury or other serious danger to others.”

#### Great weight

“Great weight” is not further defined in the statute. *People v. Martin* (1986) 42 Cal.3d 437 (*Martin*),<sup>6</sup> considered the phrase in the context of whether the Board of Prison Terms properly found a sentence to be disparate. *Martin* directs the trial court to give the Board’s conclusions “great weight.” In defining the phrase, the court first drew an analogy to the decision of the Youth Authority to recommend a placement in the authority or state prison. “We said that such a recommendation was entitled to ‘great weight’ [citations] and went on to explain what that meant. Such a recommendation, we said, must be followed in the absence of ‘substantial evidence of countervailing considerations of sufficient weight to overcome the recommendation.’ [Citations.]” (*Martin, supra*, 42 Cal.3d at p. 447.) In the context of considering a recommendation by the Board of Prison Terms, the court observed that “giving ‘great weight’ to a finding of disparity in the first step of the analysis means that the trial court must accept the board’s finding of disparity unless based upon substantial evidence it finds that the board erred in selecting the appropriate comparison group or in determining that defendant’s sentence differs significantly from that imposed upon most members of that group. If there are unique elements in the case which render it unsuitable for comparison with other cases, or subjective factors which distinguish it from other cases, such matters can be considered in the second part of the analysis when the court considers whether a disparate sentence is justified. [¶] In the second stage, the trial court must again give great weight to the board’s finding of disparity, a finding it upheld in the first stage of the analysis. That finding

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<sup>6</sup> Senator Nancy Skinner in a letter dated September 10, 2021, to the Secretary of the Senate for placement in the Senate Daily Journal, said: “As the author of Senate Bill (SB) 81, I wish to provide some clarity on my intent regarding . . . the bill. [¶] I wish to clarify that in establishing the ‘great weight’ standard in SB 81 for imposition or dismissal of enhancements [Penal Code § 1385(c)(2)] it was my intent that this great weight standard be consistent with the case law in California Supreme Court in *People v. Martin*, 42 Cal.3d 437 (1986).”

does not automatically require it to recall its sentence. Under the reasoning of [citations], however, giving great weight to the finding does require the court to recall its sentence unless there is substantial evidence of countervailing considerations which justify a disparate sentence. Such considerations can include subjective factors like those mentioned by the trial court - such as defendant's attitude and demeanor at the time of the crime, and the manner in which he threatened the victim." (*Martin, supra*, 42 Cal.3d at pp. 447-448; footnotes omitted.)

It appears the intent of the Legislature is to guide the court's discretion in considering a motion to strike if it is based on one of the factors listed in subdivision (c)(3)(A) through (I). Subdivision (c)(2) still operates under the umbrella provision in section (c)(1) to the extent it requires the dismissal of an enhancement to be in the furtherance of justice. The plain meaning of subdivision (c)(2), however, is that the court is directed to "consider and afford great weight to evidence" offered in support of the specified mitigating circumstances. The presence of one or more of the factors "weighs greatly in favor of dismissing the enhancement," unless public safety is endangered. The court is not directed to give *conclusive* weight to the mitigating factors.

### **Public safety exception**

Section 1385, subdivision (c)(2), specifies that "[p]roof of the presence of one or more of [the specified circumstances of mitigation] weighs greatly in favor of dismissing the enhancement, unless the court finds that dismissal of the enhancement would endanger public safety." The statutory language affects the weight the mitigating factor is given by the court. In absence of a showing of a danger to public safety, the court is to afford the mitigating factor "great weight." If striking the enhancement would endanger public safety, the court is not to give the mitigating factor "great weight." If public safety would be endangered by the dismissal of the enhancement, the court is free to accord the mitigating factor whatever weight it deserves.

Given the foregoing plain meaning of the statute, the public safety exception also does not mean the court may deny a motion to strike an enhancement *only* if public safety is endangered. The court may still exercise its discretion under the umbrella of "furtherance of justice" required in section 1385, subdivisions (a), (b)(1), and (c)(1).

Subdivision (2) defines "endanger public safety" as "a likelihood that the dismissal of the enhancement would result in physical injury or other serious danger to others." The exception is not based on a generalized concern for public safety as provided in other statutory provisions. (See, *e.g.*, section 1170.126, subd. (f) [The defendant is entitled to resentencing "unless the court, in its discretion, determines that resentencing the petitioner would pose an unreasonable risk of danger to public safety."].) Rather, it appears the court must find a "likelihood" that the act of dismissing an enhancement "would result in physical injury or other serious danger to others." The causal connection between the dismissal of the enhancement and danger to public safety will be quite difficult to establish, particularly as to the proof of physical injury.

## **E. Timing of the exercise of discretion under section 1385**

Section 1385, subdivision (c)(3) confirms the ability of the court to exercise its discretion under subdivision (c) at the time of sentencing. It also provides “nothing in this subdivision shall prevent a court from exercising its discretion before, during, or after trial or entry of plea.”

While motions under section 1385 historically could be brought at any time during the criminal proceedings, the Supreme Court cautioned that it may be preferable to delay action on the motion until after the trial. “[I]t is well established that a court may exercise its power to strike under section 1385 ‘before, during or after trial,’ up to the time judgment is pronounced. [Citations.]. . . . Indeed, to strike a sentencing allegation after trial may in some cases be preferable to striking before trial, because the court after trial has heard the evidence relevant to the defendant’s culpability and, thus, is better prepared to decide whether the interests of justice make it advisable to exercise the power to strike under section 1385.” (*People v. Superior Court (Romero)* 13 Cal.4<sup>th</sup> 497, 524, fn. 11.)

When the motion is brought at sentencing, or at any other time during the proceedings, the court should consider all motions brought under section 1385 prior to expressing a tentative sentence. Section 1385 contains no provision directing the order of consideration of the various requests for dismissal. Each ground for dismissal should be considered independently on its merits. Indeed, Section 1385, subdivision (c)(2), directs the court to give great weight to evidence offered “to prove that *any* of the mitigating circumstances” are present. (Italics added.) Certainly, there is no provision limiting the dismissal only to one ground under section 1385 – the factors are non-exclusive.

## **F. Mitigating factors justifying the striking of an enhancement**

Section 1385, subdivision (c)(3), lists nine specific factors which, if found by the court, will strongly support the exercise of the court’s discretion to dismiss one or more enhancements.

### **1. “Application of the enhancement would result in a discriminatory racial impact as described in paragraph (4) of subdivision (a) of Section 745.” (§ 1385, subd. (c)(3)(A).)**

Section 745, subdivision (a)(4), of the Racial Justice Act voids a sentence if “[a] longer or more severe sentence was imposed on the defendant than was imposed on other similarly situated individuals convicted of the same offense, and longer or more severe sentences were more frequently imposed for that offense on people that share the defendant’s race, ethnicity, or national origin than on defendants of other races, ethnicities, or national origins in the county where the sentence was imposed.” (§ 745, subd. (a)(4)(A).) This provision seeks to address bias resulting in disparate sentencing based on the defendant’s group identity.

The violation has two elements: First, “[a] longer or more severe sentence was imposed on the defendant than was imposed on other similarly situated individuals convicted of the same offense.” (*Ibid.*) Although this provision is somewhat vague, in evaluating whether the element has been established, the court presumably will be required to compare the defendant’s sentence, crimes, circumstances and criminal backgrounds against the sentence imposed on defendants with similar crimes, circumstances and criminal backgrounds who are of a different race, ethnicity or national origin. The element will be satisfied if the defendant establishes their sentence is more severe than imposed on persons of other races, ethnicities or national origin who commit similar crimes under similar circumstances. Although not expressly provided in this portion of the act, it appears the comparison will be limited to cases in the county where the crime was sentenced.

Second, “longer or more severe sentences were more frequently imposed for that offense on people that share the defendant’s race, ethnicity, or national origin than on defendants of other races, ethnicities, or national origins in the county where the sentence was imposed.” (*Ibid.*) The second element involves a county-wide comparison of all persons sentenced for the crime to determine whether persons of the defendant’s race, ethnicity or national origin received a more severe sentence than defendants of any other races, ethnicities, or national origin. This element is not confined to the sentences imposed by a particular judge but examines the sentencing practice of the entire court within the county. There is no indication of the relevant timeframe to be examined. Presumably the period must be sufficiently long to be statistically relevant. Because of the reference to sentences “more frequently imposed,” the court will be required to compare “similarly situated” defendants, by examining crimes, circumstances, and criminal backgrounds of each defendant, rather than simply doing a gross conviction-offense-to-sentence comparison.

“A defendant may share a race, ethnicity, or national origin with more than one group. A defendant may aggregate data among groups to demonstrate a violation of subdivision (a).” (§ 745, subd. (i).)

“ ‘[M]ore frequently imposed’ means that statistical evidence or aggregate data demonstrate a significant difference in . . . imposing sentences comparing individuals who have committed similar offenses and are similarly situated, and the prosecution cannot establish race-neutral reasons for the disparity.” (§ 745, subd. (h)(1).) For statistical evidence to serve as a basis for relief under the Act, the data must demonstrate a “significant difference” in imposing sentences. “Significant difference” is not further defined in the statute. Likely the court will have discretion to make that determination, based on testimony of experts and other evidence presented at the sentencing hearing.

“Race-neutral reasons for the disparity” is not further defined. It will be a question of fact whether such information is “race-neutral.” The Act does not address how the

prosecution establishes “race-neutral reasons for the disparity.” It appears clear the prosecution has the initial burden of producing evidence of such reasons. Presumably, the prosecution would offer evidence in support of the reasons, and the defendant would have an opportunity to offer evidence in response. Likely it will be left to the discretion of the court to then determine, after considering the evidence offered by the prosecution, whether the defendant ultimately has met their burden of proof to establish the violation by a preponderance of the evidence.

**2. “Multiple enhancements are alleged in a single case. In this instance, all enhancements beyond a single enhancement shall be dismissed.” (§ 1385, subd. (c)(3)(B).)**

Although the subdivision specifies “all enhancements beyond a single enhancement *shall* be dismissed,” likely “shall” does not operate independently of the other provisions of section 1385. (Italics added.) The intent of the Legislature appears to require that the court “shall” dismiss excessive enhancements only if it is otherwise appropriate under all the provisions of section 1385.<sup>7</sup>

Nothing in the statute prohibits the court from exercising discretion in choosing the enhancements to be dismissed. The scope of the provision includes both count-specific conduct enhancements and status enhancements.

As discussed, *supra*, section 1385, subdivision (c)(3), permits the motion to dismiss at any time during the proceedings, including before trial. It may be prudent for the court, acting in the furtherance of justice, to defer any request under this subdivision until the exact nature of the defendant’s convictions has been determined.

**3. “The application of an enhancement could result in a sentence of over 20 years. In this instance, the enhancement shall be dismissed.” (§ 1385, subd. (c)(3)(C).)**

Likely the 20-year limitation applies to the aggregate sentence, including all base terms imposed for a consecutive sentence and all status and conduct enhancements. The court must determine whether there is any configuration of the sentence that “could result” in a sentence in excess of 20 years.

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<sup>7</sup> Senator Nancy Skinner in a letter dated September 10, 2021, to the Secretary of the Senate for placement in the Senate Daily Journal, said: “As the author of Senate Bill (SB) 81, I wish to provide some clarity on my intent regarding . . . the bill. [¶] {A}mendments taken on August 30, 2021 remove the presumption [in previous versions of the bill] that a judge must rule to dismiss a sentence enhancement if certain circumstances are present, and instead replaces that presumption with a ‘great weight’ standard where these circumstances are present. The retention of the word ‘shall’ in Penal Code § 1385(c)(3)(B) and (C) should not be read as a retention of the previous presumption language – the judge’s discretion is preserved Penal Code § 1385(c)(2).”

There will be no entitlement to relief unless it is the application of the term for the enhancement that results in a sentence of longer than 20 years. Accordingly, the right to relief under this provision will not be available to defendant's sentenced under the Indeterminate Sentencing Law (DSL). It is the function of the sentence on the base term that results in the life sentence, not the enhancement.

### **Mechanics of determining whether the enhancement could result in a sentence in excess of 20 years**

In determining whether the application of an enhancement could result in a sentence of over 20 years, the court should first calculate the maximum sentence that could be imposed on the underlying crimes and any enhancements other than the enhancement at issue.<sup>8</sup> If the calculation does not exceed 20 years, the court must add the term for the enhancement at issue. If the addition of the term for the enhancement could result in a sentence in excess of 20 years, the defendant may be entitled to relief under this factor. For example, if the defendant is convicted of second degree robbery (§ 211/212.5, subd. (c)) [punishable by 2, 3 or 5 years], with the personal discharge of a firearm (§ 12022.53, subd. (c)) [punishable by an additional term of 20 years], the application of the enhancement could result in a sentence in excess of 20 years. In such circumstances, the court must dismiss the enhancement pursuant to section 1385, subdivision (c)(3)(C), unless to do so would be contrary to the furtherance of justice.

If there are multiple enhancements, any one of which could result in a sentence longer than 20 years, there is nothing in the statute prohibiting the court from exercising discretion in choosing the particular enhancement to be dismissed. (See discussion, *infra*, regarding the consideration of multiple enhancements.)

Likely the phrase “shall be dismissed” does not operate independently of the other provisions of section 1385. The intent of the Legislature appears to require that the court “shall” dismiss an enhancement pursuant to this subdivision only if it is otherwise appropriate under all the provisions of section 1385.<sup>9</sup>

### **Enhancement “could” result in a sentence over 20 years**

Subdivision (c)(3)(C) requires the dismissal of an enhancement if “application of an enhancement *could* result in a sentence of over 20 years.” (Italics added.) Whether an enhancement “could” result in a sentence of over 20 years likely is a matter of timing – that is, what is the status of the defendant’s convictions, if any, when the court is considering the motion to dismiss. If, for example, the motion is considered before trial

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<sup>8</sup> The existence of multiple enhancements may trigger a request for dismissal of all but one enhancement under section 1385, subd. (c)(3)(B). The existence of multiple enhancements, however, does not determine whether section 1385, subd. (c)(3)(C) applies.

<sup>9</sup> See footnote 7, *supra*.



(as is authorized by section 1385, subdivision (c)(3)), the court must consider all potential sentencing configurations to determine if an enhancement “could” push the sentence over the 20-year mark. Under the plain meaning of subdivision (c)(3)(C), if there exists a configuration where the sentence “could” be longer than 20 years because of the application of the enhancement, unless the court finds the dismissal would not be in the furtherance of justice, the court must dismiss the enhancement. It is important to observe, however, that just because a court *could* dismiss an enhancement under these circumstances does not mean the court *should* grant such a motion. The court may exercise its discretion in the furtherance of justice by denying the motion without prejudice or deferring a ruling until the exact nature of the defendant’s convictions has been determined.

If the motion is made at sentencing, whether the enhancement “could” result in a sentence of over 20 years will depend on the crimes and enhancements of which the defendant has been convicted. Likely such a determination must be made after consideration of any other relief granted under section 1385. For example, if the defendant is convicted of second degree robbery (§ 211/212.5, subd. (c)) [punishable by 2, 3 or 5 years], with the personal use of a firearm (§ 12022.53, subd. (b)) [punishable by an additional term of 10 years], with a prior serious felony charged as a strike under the Three Strikes Law and as a prior serious felony conviction under section 667, subdivision (a), [punishable by a term of 5 years], the defendant “could” receive a prison sentence of 10 years for the base term, plus 10 years for the weapons enhancement and 5 years for the prior conviction, for an aggregate term of imprisonment of 25 years, thus triggering the potential application of section 1385, subdivision (c)(3)(C). If, however, the court grants the defendant’s request to dismiss the strike under section 1385, subdivision (a), pursuant to a *Romero* motion, the application of the enhancements “could not” result in a sentence in excess of 20 years – the maximum sentence would be 5 years for the base term, plus 10 years for the weapons enhancement, and 5 years for the prior serious felony conviction, for a total of 20 years.

If the court bases its decision on the theoretical maximum sentence without consideration of the maximum sentence the court *actually could* impose after granting any other section 1385 relief, it potentially creates an absurd result – it has the court ruling on a request for dismissal based on facts that do not exist because of other decisions by the court regarding the potential sentence. The decision would be based on enhancements that have been dismissed – allegations which don’t result in a conviction. It creates the possibility the court will be required to dismiss an enhancement even though the *actual* potential sentence is not in excess of 20 years.

Failure to consider the results of other motions to dismiss also creates a cumulative effect of section 1385 relief not justified by the statute. For example, if the defendant has been convicted of two enhancements, the application of both of which could result in a sentence in excess of 20 years, the court would be required to dismiss both enhancements, even though the dismissal of only one enhancement would be necessary

under subdivision (c)(3)(C). For example, if the maximum base term is 12 years and the defendant has been convicted of two enhancements, each of which has a term of 5 years, if the court is not permitted to consider a motion for dismissal of one of the enhancements before applying subdivision (c)(3)(C) when considering the motion as to the other enhancement, the court would then be required to dismiss both enhancements, even though the dismissal of only one enhancement is necessary to avoid the sentence being longer than 20 years.

The court also should consider how section 654 may affect the calculation of the aggregate term. A finding by the court that section 654 applies requires the court to impose sentence on one crime, then impose and stay the sentence on any other crimes committed with the same intent or objective. (See § 654, subd. (a).) Accordingly, the stayed counts, as a matter of law, cannot factor into the calculation of the aggregate sentence.

### **Consideration of other sentencing decisions**

Although the court may consider the results of other motions for dismissal in determining the actual convictions for the purposes of sentencing, the court should not base its ruling under this mitigating factor on how the court otherwise exercises sentencing discretion, such as selecting the term on the triad or whether multiple terms are to be sentenced consecutively or concurrently. Subdivision (c)(3)(C) requires the court to consider what the sentence on the enhancement “could” do, rather than on what the sentence “would” do.

### **Sentence imposed as a result of a plea bargain**

Whether the defendant will have the right to relief under this subdivision after a plea likely depends on the terms of the plea bargain. If the plea agreement allows the court *discretion* to sentence the defendant to a term in excess of 20 years, likely the defendant may bring a motion to dismiss an enhancement under section 1385, subdivision (c)(3)(C). Subdivision (c)(3) clearly permits the motion after entry of a plea. However, if the plea agreement specifies a particular term in excess of 20 years, likely the court may not grant the motion to dismiss without giving the People the right to withdraw from the plea agreement if the motion is granted.

### **Dismissal of the enhancement or only the punishment for the enhancement**

Subdivision (c)(3)(C) specifies “the *enhancement* shall be dismissed.” (Italics added.) Likely the court is required to dismiss the entire enhancement, not just the punishment for the enhancement, although in other instances the court has authority to strike solely the punishment for the enhancement. Section 1385, subdivision (b)(1), provides: “If the court has the authority pursuant to *subdivision (a)* to strike or dismiss an enhancement, the court may instead strike the additional punishment for that

enhancement in the furtherance of justice in compliance with subdivision (a).” (Italics added.) On its face, subdivision (b)(1) relates to dismissals authorized by subdivision (a). The special rules related to the dismissal of an enhancement are outlined in subdivision (c). Indeed, subdivision (c)(2) expressly references exercising of the court’s discretion “under this subdivision” – meaning subdivision (c). Thus, for enhancements that come within subdivision (c), the court is required to dismiss the enhancement, not just the punishment for the enhancement.

**4. “The current offense is connected to mental illness.” (§ 1385, subd. (c)(3)(D).)**

Section 1385, subdivision (c)(4), provides: “For the purposes of subparagraph (D) of paragraph [3],<sup>10</sup> a mental illness is a mental disorder as identified in the most recent edition of the Diagnostic and Statistical Manual of Mental Disorders, including, but not limited to, bipolar disorder, schizophrenia, schizoaffective disorder, or post-traumatic stress disorder, but excluding antisocial personality disorder, borderline personality disorder, and pedophilia. A court may conclude that a defendant’s mental illness was connected to the offense if, after reviewing any relevant and credible evidence, including, but not limited to, police reports, preliminary hearing transcripts, witness statements, statements by the defendant’s mental health treatment provider, medical records, records or reports by qualified medical experts, or evidence that the defendant displayed symptoms consistent with the relevant mental disorder at or near the time of the offense, the court concludes that the defendant’s mental illness *substantially contributed* to the defendant’s involvement in the commission of the offense.” (Italics added.)

The use of the phrase “substantially contributed” is unclear. Likely it is the intent of the Legislature that the factor plays some significant role in the commission of the crime or the defendant’s involvement. In other circumstances, the Legislature used the phrase “a contributing factor in the commission of the offense.” (See, e.g., § 1170, subd. (b)(6) [Factor affecting imposition of the low term of imprisonment].) While “contributing factor” suggests the court must find the factor to have some connection, however slight, in the commission or circumstances of the crime, the phrase “substantially contributed” clearly implies a factor more significant in weight from that of “contributing factor.”

**5. “The current offense is connected to prior victimization or childhood trauma.” (§ 1385, subd. (c)(3)(E).)**

Section 1385, subdivision (c)(6)(A), provides that “childhood trauma” means “that as a minor the person experienced physical, emotional, or sexual abuse, physical or emotional neglect. A court may conclude that a defendant’s childhood trauma was

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<sup>10</sup> Subdivision (c)(3)(5) erroneously cross-references “subparagraph (d) of paragraph (2);” clearly the Legislature meant to reference subparagraph (d) of paragraph (3).

connected to the offense if, after reviewing any relevant and credible evidence, including, but not limited to, police reports, preliminary hearing transcripts, witness statements, medical records, or records or reports by qualified medical experts, the court concludes that the defendant's childhood trauma *substantially contributed* to the defendant's involvement in the commission of the offense." (Italics added.)

Section 1385, subdivision (c)(6)(B) provides "prior victimization" means "the person was a victim of intimate partner violence, sexual violence, or human trafficking, or the person has experienced psychological or physical trauma, including, but not limited to, abuse, neglect, exploitation, or sexual violence. A court may conclude that a defendant's prior victimization was connected to the offense if, after reviewing any relevant and credible evidence, including, but not limited to, police reports, preliminary hearing transcripts, witness statements, medical records, or records or reports by qualified medical experts, the court concludes that the defendant's prior victimization *substantially contributed* to the defendant's involvement in the commission of the offense." (Italics added.)

The use of the phrase "substantially contributed" is unclear. Likely it is the intent of the Legislature that the factor plays some significant role in the commission of the crime or the defendant's involvement. In other circumstances, the Legislature used the phrase "a contributing factor in the commission of the offense." (See, e.g., § 1170, subd. (b)(6) [Factor affecting imposition of the low term of imprisonment].) While "contributing factor" suggests the court must find the factor to have some connection, however slight, in the commission or circumstances of the crime, the phrase "substantially contributed" clearly implies a factor more significant in weight from that of "contributing factor."

**6. "The current offense is not a violent felony as defined in subdivision (c) of Section 667.5." (§ 1385, subd. (c)(3)(F).)**

(§ 1385, subd. (c)(3)(F).) An enhancement may be dismissed simply because the underlying crime is not listed as a violent felony under section 667.5, subdivision (c).

Subdivision (c)(3)(F) does not mean that if the underlying crime *is* a violent felony, the court cannot strike the enhancement. It only means that if the underlying crime is a violent felony, it is not presumptively proper to dismiss the enhancement.

**Violent felonies created by an enhancement**

Section 667.5, subdivision (c), lists crimes designated as violent felonies. Included in the list of violent offense are certain crimes which are committed with specified enhancements. (See, e.g., § 667.5, subd. (c)(8) [crime committed with infliction of great bodily injury or defendant uses a firearm].) Section 1385, subdivision (b)(1), states "[i]f the court has the authority pursuant to subdivision (a) to strike or dismiss an

enhancement, the court may instead strike the additional punishment for that enhancement in the furtherance of justice in compliance with subdivision (a).” On its face, subdivision (b)(1) relates to dismissal authorized by subdivision (a). Prior to the enactment of SB 81, if the court struck only the punishment for an enhancement but left the fact of the enhancement, the crime would still constitute a violent felony. (*In re Pacheco* (2007) 155 Cal.App.4th 1439, 1443–1436.)

The status of the violent felony is not clear if the enhancement is dismissed under the provisions of section 1385, subdivision (c). Subdivision (c)(3)(C), for example, specifies “the enhancement shall be dismissed.” Likely the court is required to dismiss the entire enhancement, not just the punishment for the enhancement, although in other instances the court has authority to strike solely the punishment for the enhancement. The special rules related to the dismissal of an enhancement are outlined in subdivision (c). Indeed, subdivision (c)(2) expressly references exercising of the court’s discretion “under this subdivision” – meaning subdivision (c). Thus, for enhancements that come within subdivision (c), the court is required to dismiss the enhancement, not just the punishment.

7. **“The defendant was a juvenile when they committed the current offense or any prior juvenile adjudication that triggers the enhancement or enhancements applied in this case.” (§ 1385, subd. (c)(3)(G).)**

It is not clear what the Legislature intends by the phrase “any prior juvenile adjudication that triggers the enhancement or enhancements applied in this case.” It appears the statute is focused on a juvenile adjudication that thereafter triggers an enhancement if the defendant is later convicted of an offense as an adult. The Legislature may have been considering juvenile adjudications which later constitute strikes under the Three Strikes Law. But one version of the Three Strikes Law was enacted by initiative (§ 1170.12) and the Three Strikes Law is considered an alternative sentencing scheme, not an enhancement. (*People v. Superior Court (Romero)* (1996) 13 Cal.4th 497, 527.) SB 81 does not apply to alternative sentencing schemes. (See discussion, *infra*.)

Presumably this factor will be available to the defendant even if the defendant was a juvenile at the time the crime was committed but was certified to the general jurisdiction of the court under Welfare and Institutions Code, section 707.

8. **“The enhancement is based on a prior conviction that is over five years old.” (§ 1385, subd. (c)(3)(H).)**

**9. “Though a firearm was used in the current offense, it was inoperable or unloaded.” (§ 1385, subd. (c)(3)(I).)**

It seems the intent of the Legislature to authorize the dismissal of a firearm use or arming enhancement provided the weapon is inoperable or unloaded, even if the weapon was used to threaten a victim or used as a club in the commission of the offense.

**G. Dismissal of enhancements prohibited by initiatives**

Section 1385, subdivision (c)(1), provides: “ Notwithstanding any other law, the court shall dismiss an enhancement if it is in the furtherance of justice to do so, *except if dismissal of that enhancement is prohibited by any initiative statute.*” (Italics added.) It does not appear there are any enhancements which may not be dismissed under section 1385 because of a statute enacted by an initiative.

In discussing this portion of SB 81, the report of the Senate Committee on Public Safety, dated February 8, 2021, identified two initiatives that prohibited the dismissal of certain enhancements. The first was Proposition 83, enacted in 2006, relating to sex offenses, firearms and infliction of great bodily injury. Proposition 83 prohibits the striking of the factors triggering the application of section 667.61, the One Strike Law for violent sex offenses (§ 667.61, subd. (g)), prior convictions triggering section 667.71, the Two Strikes Law, relating to certain violent crimes (§ 667.71, subd. (d)), and findings that result in the denial of probation when the defendant inflicts great bodily injury for designated violent crimes (§ 1203.075, subd. (a)). The One Strike, Two Strike and Three Strikes Laws, however, are not enhancements, but are considered alternative sentencing schemes if their provisions apply. (*People v. Anderson* (2009) 47 Cal.4th 92, 102 [One Strike Law]; *People v. Superior Court (Romero)* (1996) 13 Cal.4th 497, 527 [Three Strikes Law]. As acknowledged by the Senate Safety Committee’s report, SB 81 concerns enhancements, not alternative sentencing schemes.

The second was Proposition 115, enacted in 1990, relating to special circumstances for murder. The initiative enacted section 1385.1, prohibiting a court from striking special circumstances from death penalty cases. The courts generally have considered special circumstances and enhancements separately. (See *People v. Jones* (2020) 56 Cal.App.5th 474, 493.)

It does not appear an initiative has identified any of the commonly imposed enhancements as a enhancement that may not be dismissed by the court.

**H. Application of *Estrada***

Section 1385, subdivision (c)(7), specifies: “This subdivision shall apply to sentencings occurring after the effective date of the act that added this subdivision.” The provision makes SB 81 effective only for sentencing proceedings occurring after January 1, 2022. Subdivision (c)(7)

constitutes a “savings clause,” making *Estrada* inapplicable to the sentencing proceedings occurring prior to that date. (*Estrada, supra*, 63 Cal.2d at p. 747; *People v. Conley* (2016) 63 Cal.4th 646, 656.)

Although the provisions of SB 81 are not operative until January 1, 2022, nothing prohibits the court from considering its provisions in exercising its discretion under section 1385 prior to that date.

## **V. CONDUCT CREDIT FOR PERSONS COMMITTED UNDER SECTIONS 1368, et seq.**

Senate Bill No. 317 (2021-2022 Reg. Leg. Sess.)(SB 317) amends section 4019, subdivision (a)(8), to provide full conduct custody credit “[w]hen a prisoner is confined in or committed to a state hospital or other mental health treatment facility, or to a county jail treatment facility, as defined in Section 1369.1, in proceedings pursuant to Chapter 6 (commencing with Section 1367) of Title 10 of Part 2.” Previously conduct credit was allowed only for persons committed to a county jail-based competency program under section 1375.5, subdivision (c). The amendment extends full conduct credits to persons committed to the state hospital or other mental health treatment facility under sections 1367, *et seq.* No longer will the court be required to segregate the award of conduct credits between the time in jail awaiting treatment and the time the defendant is confined in a state hospital. Under the new provisions, presuming the defendant is in custody from arrest to sentencing, there will be a continuous entitlement to full actual custody and conduct credits, even though the defendant was housed in a mental health facility for a portion of that time.

### **A. Outpatient treatment**

It is not clear whether the defendant will be entitled to full conduct credit for any time spent on outpatient status while in a conditional release program (CONREP). Historically, persons committed to a state hospital or placed on outpatient treatment were entitled only to actual time credit. (*In re Banks* (88 Cal.App.3d 864, 868-869.) Since persons previously committed to the state hospital system for restoration of competency were not entitled to conduct credit, there was no issue as to entitlement if the defendant was on outpatient treatment. Now that full actual and conduct credit is being given such persons, the entitlement to conduct credit while on outpatient status may change. Likely the defendant’s placement on outpatient status will be considered a function of the original placement in the state hospital, thus entitling the defendant to the award of conduct credits while in CONREP.

### **B. Application of *Estrada***

The change to section 4019 clearly will be applicable to any sentence imposed after January 1, 2022. Because a defendant committed to a state hospital under mental health proceedings is now entitled to conduct credit for the time spent in a mental health facility, likely *Estrada* will

make the change applicable to all cases not final as of January 1, 2022. Such entitlement would likely include a term of treatment completed prior to the effective date of the new statute so long as the case for which the term of treatment was served is not final.

## **VI. DIVERSION OF MENTALLY INCOMPETENT MISDEMEANOR OFFENDERS (§ 1370.01.)**

Senate Bill No. 317 (2021-2022 Reg. Leg. Sess.) first repeals section 1370.01, then reenacts the section to address the treatment of mentally incompetent misdemeanor offenders. “It is the intent of the Legislature that a defendant subject to the terms of this section receive mental health treatment in a treatment facility and not a jail.” (§ 1370.01, subd. (d).)

Section 1370.01, subdivision (e), provides that section 1370.01 applies only as specified in section 1367, subdivision (b): “Section 1370.01 applies to a person who is charged with a misdemeanor or misdemeanors only, or a violation of formal or informal probation for a misdemeanor, and the judge finds reason to believe that the defendant has a mental health disorder, and may, as a result of the mental health disorder, be incompetent to stand trial.”

### **A. Defendant found incompetent**

If the defendant is found incompetent, the court must suspend the criminal proceedings and may do either of the following:

1. Conduct a hearing pursuant to sections 1001.35, *et seq.*, and, if the defendant is eligible, grant diversion pursuant to section 1001.36 “for a period not to exceed one year from the date the individual is accepted into diversion or the maximum term of imprisonment provided by law for the most serious offense charged in the misdemeanor complaint, whichever is shorter.” (§ 1370.01, subd. (b)(1)(A).)

The hearing must be held within 30 days after the finding of incompetence. If the hearing is delayed beyond 30 days, the defendant must be released on their own recognizance pending the hearing. (§ 1370.01, subd. (b)(1)(B).)

If the defendant performs satisfactorily on diversion, the court must dismiss the criminal charges. (§ 1370.01, subd. (b)(1)(C).)

If the court finds the defendant ineligible for diversion based on the circumstances set forth in section 1001.36, subdivisions (b) or (d), after notice to the parties, the court must hold a hearing to determine whether to do any of the following:

Modify the treatment plan as recommended by the treatment provider. (§ 1370.01, subd. (b)(1)(D)(i).)



Refer the defendant to assisted outpatient treatment pursuant to Welfare and Institutions Code, section 5346. Such a referral may be made only in a county where the services are available, and where the agency agrees to accept responsibility for treatment. The hearing to determine eligibility for assisted outpatient treatment must be held within 45 days of the date of the referral. If it is delayed beyond the 45 days, the court must order the defendant released on their own recognizance if the defendant is being held in the county jail. If the defendant is accepted into assisted outpatient treatment, the charges are to be dismissed under section 1385. (§ 1370.01, subd. (b)(1)(D)(ii).)

Refer the defendant to the county conservatorship investigator for a possible conservatorship proceedings under Welfare and Institutions Code, sections 5350, *et seq.* The referral is permissible only if a qualified mental health expert has determined the defendant is gravely disabled as defined in Welfare and Institutions Code, section 5008, subdivision (h)(1)(A). If the petition is not filed within 60 days of the referral, the court must order the defendant released on their own recognizance pending the conservatorship proceedings. If the conservatorship proceedings are established, the court must dismiss the criminal charges under section 1385. (§ 1370.01, subd. (b)(1)(D)(iii).)

2. The court may dismiss the criminal charges pursuant to section 1385. A copy of the order is to be sent to the county mental health director. (§ 1370.01, subd. (b)(2).)

## **B. Persons on misdemeanor probation**

If a mentally incompetent defendant is on misdemeanor probation, a petition alleging a violation must be dismissed. The court, however, may modify the terms and conditions of supervision to include mental health treatment. (§ 1370.01, subd. (c).)

## **C. Custody credits**

Section 1370.01, subdivision (d), provides, in relevant part: “A term of four days will be deemed to have been served for every two days spent in actual custody against the maximum term of diversion. A defendant not in actual custody shall otherwise receive day for day credit against the term of diversion from the date the defendant is accepted into diversion. ‘Actual custody’ has the same meaning as in Section 4019.” Although the intent of the first sentence is not entirely clear, it seems to restate the entitlement to actual time and conduct credit required by section 4019. The effect of the statute is to give the defendant ordinary actual time and conduct credit earned under section 4019 while in actual custody pending the acceptance of the defendant into diversion – the credit applies to reduce the term of diversion. Once the defendant is accepted into the diversion program, however, they will be entitled only to actual time (day-for-day) credit against the period of diversion.

## **D. Application of *Estrada***

The changes to section 1370.01 offer a substantial reduction in how the court may respond to a misdemeanor violation if the defendant is incompetent. Under the reasoning of *Estrada*, the new misdemeanor procedure likely will be available to all cases not final as of January 1, 2022.

## **VII. RECALL OF SENTENCE (§ 1170.03)**

SB 567 deletes the sentence recall provisions from section 1170, subdivision (d). Assembly Bill No. 1540 (2021-2022 Reg. Leg. Sess.)(AB 1540) adds section 1170.03 as a stand-alone provision governing the recall of felony sentences. Many of the original provisions of section 1170, subdivision (d), are transferred to section 1170.03. AB 1540 also adds provisions assuring that any new ameliorative provisions of the sentencing law may be considered after a sentence is recalled, that a request for resentencing may not be denied without a hearing, and that requests for resentencing by certain public agencies are presumptively proper unless there is an unreasonable risk of danger to the public.

The primary intent of section 1170.03 is to provide the court with an opportunity to resentence a defendant when the original term no longer serves the interests of justice. Occasionally, however, the Department of Corrections and Rehabilitation (CDCR) has used the procedure for recalling a sentence to correct an unauthorized sentence. For that reason, these materials will also discuss the disposition of an unauthorized sentence.

### **A. Authority to recall a felony sentence**

The authority to request a recall of a felony sentence to state prison or under section 1170, subdivision (h) is with:

- The court on its own motion,
- The secretary of the Board of Parole Hearings for state prison commitments,
- The county correctional administrator for county jail commitments,
- The district attorney of the county in which the defendant was sentenced, and
- The Attorney General for cases prosecuted by that office.

The authority of the court to recall a sentence must be exercised within 120 days of commitment to prison or county jail;<sup>11</sup> the authority of the other named agencies to request a recall may be exercised at any time. (§ 1170.03, subd. (a)(1).)

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<sup>11</sup> The 120-day limitation only applies to the order entered by the court for the purpose of recalling the sentence; it does not apply to the hearing when the request for resentencing is actually considered. (*Dix v. Superior Court* (1991) 53 Cal.3d 442, 464.)

## **Invitation by the defendant to recall the sentence**

The defendant is not named as a person who has the right to request a recall of the sentence. The defendant has no standing to initiate a recall of his sentence. (*People v. Prichett* (1993) 20 Cal.App.4th 190, 193-194; *Portillo v. Superior Court* (1992) 10 Cal.App.4th 1829, 1833.) The defendant, however, may be able to “invite” the court’s consideration of the recall. Similar to section 1170.03, defendants have no standing to request dismissal of allegations in the furtherance of justice under section 1385. In that context, however, courts have held the defendant may “invite” the court to exercise such discretion. “A defendant has no right to make a motion, and the trial court has no obligation to make a ruling, under section 1385. But he or she does have the right to ‘invite the court to exercise its power by an application to strike a count or allegation of an accusatory pleading, and the court must consider evidence offered by the defendant in support of his assertion that the dismissal would be in furtherance of justice.’ [Citation.] And ‘[w]hen the balance falls clearly in favor of the defendant, a trial court not only may *but should* exercise the powers granted to him by the Legislature and grant a dismissal in the interests of justice.’ [Citation.]” (*People v. Carmony* (2004) 33 Cal.4th 367, 375; italics in original; *Rockwell v. Superior Court* (1976) 18 Cal.3d 420, 441.) Although the recall of a sentence is initiated by the court, the defendant having no independent right to request recall, the Supreme Court has held the denial of a request for recall made by the defendant is an “order made after judgment, affecting the substantial rights of the party,” and, as such, may be appealed. (§ 1237, subd. (b).) (*People v. Loper* (2015) 60 Cal.4th 1155, 1167.)

### **B. Authority of the court in granting relief**

The discretion of the court in resentencing a defendant under section 1170.03 will depend, at least in part, on whether the court is exercising its equitable authority to make adjustments to the sentence under subdivision (a)(1), or whether the court is correcting an unauthorized sentence.

#### **Equitable authority under section 1170.03, subdivision (a)(1)**

Section 1170.03, subdivision (a)(1), provides the court may “resentence the defendant in the same manner as if they had not previously been sentenced, whether or not the defendant is still in custody, and provided the new sentence, if any, is no greater than the initial sentence.”

“The court, in recalling and resentencing under this subdivision, shall apply the sentencing rules of the Judicial Council and apply any changes in law that reduce sentences or provide for judicial discretion so as to eliminate disparity of sentences and to promote uniformity of sentencing.” (§ 1170.03, subd. (a)(2).)

“The resentencing court may, in the interest of justice and regardless of whether the original sentence was imposed after a trial or plea agreement, do the following:

(A) Reduce a defendant's term of imprisonment by modifying the sentence.

(B) Vacate the defendant's conviction and impose judgment on any necessarily included lesser offense or lesser related offense, whether or not that offense was charged in the original pleading, and then resentence the defendant to a reduced term of imprisonment, with the concurrence of both the defendant and the district attorney of the county in which the defendant was sentenced or the Attorney General if the Department of Justice originally prosecuted the case."

(§ 1170.03, subd. (a)(3).)

Presumably the court's ability to "reduce a defendant's term" includes exercising such sentencing discretion as changing the term on a triad, changing the concurrent/consecutive structure of a multiple count case, and the dismissal of enhancements as now authorized in section 1385.

### Unauthorized sentence

Where the sentence is unauthorized the court may reconsider the entire sentence and impose whatever term could be legally imposed at the original sentencing proceedings, even if the resentencing results in a longer term of imprisonment. " 'When a court pronounces a sentence which is unauthorized by the Penal Code, that sentence must be vacated and a proper sentence imposed whenever the mistake is appropriately brought to the attention of the court.' (*People v. Massengale* (1970) 10 Cal.App.3d 689, 693.) 'When an illegal sentence is vacated, the court may substitute a proper sentence, even though it is more severe than the sentence imposed originally'. (*People v. Grimble* (1981) 116 Cal.App.3d 678, 685, citing *People v. Serrato* (1973) 9 Cal.3d 753, and *In re Sandel* (1966) 64 Cal.2d 412.)" (*People v. Hunt* (1982) 133 Cal.App.3d 543, 564.)

In vacating the illegal portion of the sentence, the court is entitled to reconsider the entire sentence. It is immaterial that the unauthorized sentence is discovered as a result of a referral by CDCR under section 1170, subdivision (d). As observed in *People v. Hill* (1986) 185 Cal.App.3d 831, 834: "[U]nder other sentencing circumstances the trial court would have the authority to impose the sentence appellant challenges on appeal. When a case is remanded for resentencing by an appellate court, the trial court is entitled to consider the entire sentencing scheme. Not limited to merely striking illegal portions, the trial court may reconsider all sentencing choices. [Citations.] This rule is justified because an aggregate prison term is not a series of separate independent terms, but one term made up of interdependent components. The invalidity of one component infects the entire scheme. [Citation.] We see no reason why this reasoning should not apply where, as here, the Department of Corrections rather than the Court of Appeal notifies the trial court of an illegality in the sentence. The trial court is entitled to rethink the entire sentence to achieve its original and presumably unchanged goal. Furthermore, there is no contradiction between viewing an aggregate sentence as a whole and the language of section 1170, subdivision (d), which permits resentencing."

## **C. Factors affecting the grant or denial of recall or resentencing**

In exercising its resentencing discretion, the court is directed to consider specified pre- and postconviction sentencing factors

### **Pre-conviction factors**

“The court *shall consider* if the defendant has experienced psychological, physical, or childhood trauma, including, but not limited to, abuse, neglect, exploitation, or sexual violence, if the defendant was a victim of intimate partner violence or human trafficking prior to or at the time of the commission of the offense, or if the defendant is a youth or was a youth as defined under subdivision (b) of Section 1016.7 at the time of the commission of the offense, and whether those circumstances were a contributing factor in the commission of the offense.” (§ 1170.03, subd. (a)(4); italics added.) Section 1016.7, subdivision (b), specifies “youth” “includes any person under 26 years of age on the date the offense was committed.

Subdivision (a)(4), requires the court to consider whether any of the designated pre-conviction circumstances were “a contributing factor in the commission of the offense.” The statute does not further define the meaning of “contributing factor.” Likely it will be necessary for the court to find the factor had some connection, however slight, to the commission or circumstances of the crime. In other legislation adopted in 2021, the Legislature used the phrase “substantially contributed” to the crime. (See, *e.g.*, § 1385, subdivision (c)(5) [the court may strike an enhancement “if the court concludes that the defendant’s mental illness *substantially contributed* to the defendant’s involvement in the commission of the offense; italics added].) It seems clear the Legislature’s use of “contributing factor” implies a factor far less significant than one which “substantially contributed” to the crime.

### **Postconviction factors**

The court is given broad discretion to consider postconviction factors. “In recalling and resentencing pursuant to this provision, the court *may consider* postconviction factors, including, but not limited to, the disciplinary record and record of rehabilitation of the defendant while incarcerated, evidence that reflects whether age, time served, and diminished physical condition, if any, have reduced the defendant’s risk for future violence, and evidence that reflects that circumstances have changed since the original sentencing so that continued incarceration is no longer in the interest of justice.” (§ 1170.03, subd. (a)(4); italics added.)

## **D. Credit for time served**

If the resentencing is granted, the court is to accord the defendant credit for time served. (§ 1170.03, subd. (a)(5).) Likely the calculation of the custody credit will be in accordance with *People v. Buckhalter* (2001) 26 Cal.4th 20. The trial court has the duty to calculate all presentence actual and conduct credit, the actual time spent in state prison or in county jail

under section 1170, subdivision (h), and all actual and conduct credit while housed in the county jail during the resentencing process. The Department of Corrections and Rehabilitation or local custody administrator has the duty to calculate the defendant's conduct credit while under their jurisdiction.

#### **E. Statement on the record**

Section 1170.03, subdivision (a)(6), requires the court to state its reasons for granting or denying the request for resentencing on the record. The statement can be made orally or in writing. Although not required by the statute, the proper procedure would be to serve the statement on the parties if they were not present in court to hear it.

#### **F. Granting of resentencing without a hearing**

"Resentencing may be granted without a hearing upon stipulation by the parties." (§ 1170.03, subd. (a)(7).) Where the parties have resolved the resentencing by mutual agreement, there is no need to conduct a formal hearing. The court should reflect the agreement of the parties in a stipulated order and assure that the order is served on the appropriate custody authority.

#### **G. No denial of resentencing without a hearing**

Section 1170.03, subdivision (a)(8), prohibits the denial of a request for resentencing without a hearing: "Resentencing shall not be denied, nor a stipulation rejected, without a hearing where the parties have an opportunity to address the basis for the intended denial or rejection. If a hearing is held, the defendant may appear remotely and the court may conduct the hearing through the use of remote technology, unless counsel requests their physical presence in court."

Clearly the court is not permitted to summarily reject any request for resentencing made by the correctional administrators or the prosecuting attorney. The legislative right to have a hearing is in response to *People v. McCallum* (2020) 55 Cal.App.4th 202 (*McCallum*). "We conclude the statutory language of section 1170, subdivision (d)(1), read in the context of section 1170 as a whole, shows the Legislature did not intend to require a trial court to hold a hearing before acting on a recommendation by the Secretary for recall and resentencing. It is up to the Legislature to address in the first instance whether an inmate should be afforded a hearing in response to a recommendation by the Secretary for recall and resentencing. [¶] However, in light of *McCallum*'s substantial right to liberty implicated by the Secretary's recommendation to recall *McCallum*'s sentence [citation], the trial court abused its discretion in denying *McCallum* an opportunity to present information relevant to the Secretary's recommendation. . . . We reverse and remand for the trial court to allow *McCallum* and the People an opportunity to present additional information relevant to the Secretary's recommendation, and for the trial court in light of this information and any briefing provided by the parties to exercise its

discretion whether to recall McCallum's sentence. If the court recalls McCallum's sentence, he would have a right to be present at a resentencing hearing.” (*McCallum, supra*, 55 Cal.App.5th at pp. 206-207.)

What is not clear from the statute is whether the court is required to hold a hearing before summarily denying a request for resentencing made by the defendant. The issue is whether a request by a defendant “inviting” the court’s consideration of resentencing is a request contemplated by section 1170.03, subdivision (a)(8). The prudent court may choose to grant a hearing when the request comes from counsel for the defendant. A request made by counsel presumes a level of seriousness and appropriateness that certainly fits within the spirit of section 1170.03 if not its letter. However, even a request written by the defendant outlining legitimate sentencing concerns may warrant the appointment of counsel and an initial hearing on the request.

#### **H. Presumption favoring resentencing if requested by custody administrator or prosecuting attorney**

If the request for recall and resentencing comes from the Secretary of the Department of Corrections and Rehabilitation, the Board of Parole Hearings, a county correctional administrator, a district attorney, or the Attorney General, there is as strong presumption favoring the granting of the request. Section 1170.03, subdivision (b)(2) provides: “There shall be a presumption favoring recall and resentencing of the defendant, which may only be overcome if a court finds the defendant is an unreasonable risk of danger to public safety, as defined in subdivision (c) of Section 1170.18.” Section 1170.18, subdivision (c), defines “unreasonable risk of danger to public safety” as “an unreasonable risk that the petitioner will commit a new violent felony within the meaning of clause (iv) of subparagraph (C) of paragraph (2) of subdivision (e) of Section 667.”

The list of crimes in section 667, subdivision (e)(2)(C), commonly referred to as the “super strikes,” includes:

A “sexually violent offense” as defined in Welfare and Institutions Code, section 6600(b) [Sexually Violent Predator Law]: “ ‘Sexually violent offense’ means the following acts when committed by force, violence, duress, menace, fear of immediate and unlawful bodily injury on the victim or another person, or threatening to retaliate in the future against the victim or any other person, and that are committed on, before, or after the effective date of this article and result in a conviction or a finding of not guilty by reason of insanity, as defined in subdivision (a): a felony violation of Section 261, 262, 264.1, 269, 286, 288, 288a, 288.5, or 289 of the Penal Code, or any felony violation of Section 207, 209, or 220 of the Penal Code, committed with the intent to commit a violation of Section 261, 262, 264.1, 286, 288, 288a, or 289 of the Penal Code.”

Oral copulation under section 288a, sodomy under section 286, or sexual penetration under section 289, if these offenses are committed with a person who is under 14 years of age, and who is more than 10 years younger than the defendant.

A lewd or lascivious act involving a child under 14 years of age, in violation of section 288.

Any homicide offense, including any attempted homicide offense, defined in sections 187 to 191.5, inclusive.

Solicitation to commit murder as defined in section 653f.

Assault with a machine gun on a peace officer or firefighter, as defined in section 245(d)(3).

Possession of a weapon of mass destruction, as defined in section 11418(a)(1).

Any serious or violent offense punishable in California by life imprisonment or death.

### **Procedure if section 1170.03, subdivision (b), applies**

If the request for recall of a sentence comes from the persons specified in subdivision (b)(a) (custody administrator or prosecuting attorney), “[t]he court shall provide notice to the defendant and set a status conference within 30 days after the date that the court received the request. The court’s order setting the conference shall also appoint counsel to represent the defendant.” It clearly is the intent of the Legislature that if the court receives a request for resentencing from the custody facility or prosecutor that the court treat it seriously and expeditiously. The 30-day requirement for the status conference is to assure the matter gets into the court system within a reasonable time.

The statutory obligation to appoint counsel appears to be at least partially in response to *People v. Frazier* (2020) 55 Cal.App.5th 858 (*Frazier*), which held the defendant is not entitled as a matter of due process to appointed counsel simply upon the filing of a request for resentencing by the Department of Corrections and Rehabilitation. (*Frazier, supra*, 55 Cal.App.5th at pp. 865-866.)

#### **I. Suggested procedure for handling a request for resentencing by specified persons**

Based on the requirements of section 1170.03, it is suggested the following procedure may be used by the court in addressing a request for resentencing.



## **1. Identify the proper judge for ruling on the request**

In most circumstances the original sentencing judge should handle the request for resentencing. (See, generally, *People v. Jacobs* (2007) 156 Cal.App.4th 728, 737, and *People v. Arbuckle* (1978) 22 Cal.3d 749, 756.) There is at least a possibility the sentencing judge will remember the case, understand some of its complexities, and be in the best position to assist in resolving any sentencing issues. If the original judge is not reasonably available, however, the matter may be referred to any judge for review.

## **2. Review by the court**

The judge should review the request for resentencing and the entire file to determine the nature of the request and how best it may be resolved. The court should verify the circumstances of any alleged error and determine the proper means for addressing the issue.

### **Clerical error**

If the problem is merely clerical error, such as a mathematical mistake in the calculation of custody credits or an error in the preparation of the abstract of judgment, the court should prepare a tentative response, with copies of all correspondence to counsel for comment within a designated number of days. If no objection is received to the tentative response, the court should send the custody facility an amended abstract of judgment, as may be appropriate. If there is an objection to the tentative response, the matter should be set for hearing.

### **Request for recall and resentencing on grounds other than clerical error**

If the request involves a request for substantive resentencing, the court should not handle the matter administratively, but proceed as outlined, *infra*.

## **3. Setting the matter for a status hearing**

If the request for recall and resentencing comes from the custody facility or the prosecution, section 1170.03, subdivision (b)(1), requires the setting of a status hearing within 30 days of the court's receipt of the request.

Some care should be exercised in crafting the court's order setting the status conference. At this initial stage of the process the court should *not recall* the sentence but should merely set the matter for a hearing to determine whether the court *should recall* the sentence. If the court actually recalls the sentence, there will be no existing commitment of the defendant to the custody facility, and he must be returned to the court pending further proceedings. Consequently, the defendant likely will forfeit his existing housing status and opportunities for participation in programs. Since in some

cases the resentencing will not result in the defendant's actual release from custody, the proper course is to keep him in the physical custody of the facility pending the procedure for resentencing, unless the defendant actually requests his personal appearance in the proceedings. It may be possible for the defendant to appear by remote communication as provided by subdivision (a)(8). A suggested form of order setting the matter for a status hearing is attached as Attachment A at the end of this section.

#### **4. Appointment of counsel and notice to the parties**

Section 1170.03, subdivision (b)(1), requires the court to appoint counsel for the defendant if the request for resentencing comes from the custody facility or the prosecution.

The court should send notice of the application, appointment of counsel, and the setting of the status conference to the defendant (as required by subdivision (b)(1)) and all counsel.

#### **5. Conducting the status conference**

The initial appearance at the status conference is an opportunity for the court and counsel to discuss the sentencing problem and for consideration of any proposed disposition. Section 1170.03, subd. (a)(3), provides: "The resentencing court may, in the interest of justice and *regardless of whether the original sentence was imposed after a trial or plea agreement*," grant specified relief. (Italics added.) Sentences imposed after jury trials likely will be easier to resolve because the court has total control over the structure of the final sentence. Sentences imposed as a result of a plea, however, may raise additional concerns because either or both of the parties likely will end up with something different than their bargain. The negotiations likely will involve a discussion of the resentencing authority under subdivision (a)(3), including the charges (dismissed, admitted, lesser included or lesser related), available custody credits, and the potential revision of the consecutive/concurrent structure of the sentence. The discussion also may involve the waiver of certain sentencing limitations, such as the prohibition against double punishment under section 654. If the status conference produces an agreed modification, the court should follow the applicable procedures outlined in paragraphs 8 and 9, *infra*.

#### **6. Setting the matter for formal hearing**

If the parties cannot reach an informal resolution, the court should set the matter for a contested hearing. Defense counsel will be required to determine whether the defendant wants to be present for the hearing. The defendant has the due process right to be present at the resentencing hearing. (*People v. McCallum* (2020) 55 Cal.App.5th 202, 215.) The defendant may choose to appear remotely as authorized by subdivision

(a)(8). Unless there are any major factual questions, likely the defendant will waive his presence because absence from prison may cost him a place in a program or a particular housing unit. If the defendant's appearance is to be waived, a formal written waiver should be filed in the general format as provided by section 977.

In determining whether to reduce the sentence under the general authority of section 1170.03, subdivision (a), and not because of an unauthorized sentence, "[t]he court may consider postconviction factors, including, but not limited to, the disciplinary record and record of rehabilitation of the defendant while incarcerated, evidence that reflects whether age, time served, and diminished physical condition, if any, have reduced the defendant's risk for future violence, and evidence that reflects that circumstances have changed since the original sentencing so that continued incarceration is no longer in the interest of justice. . . ." ( § 1170.03, subd. (a)(4).) In any event, for proceedings under subdivision (a)(1), "the new sentence, if any, [may be] no greater than the initial sentence."

Such factors would be irrelevant in determining whether to vacate an unauthorized sentence – if the sentence is unauthorized, it must be vacated regardless of any mitigating or aggravating factors. However, once the court determines the original sentence is unauthorized, such factors would be relevant in determining the length of the new sentence. The court also may consider factors that existed at the time of the original sentencing.

If the resentencing is being done to correct an unauthorized sentence, the court may impose any authorized sentence, even if the new sentence is longer than the term originally imposed. (*People v. Hunt* (1982) 133 Cal.App.3d 543, 564, discussed, *supra*.) The court is not bound by the terms of any plea agreement. Section 1170.03, subdivision (a)(3), clearly authorizes the court to grant relief by altering a sentence based on a plea agreement. "Indeed, section 1170, subdivision (d)(10) [now § 1170.03, subd. (a)(4)] expressly contemplates that the trial court may take into account postconviction factors such as a prisoner's record of rehabilitation, age, diminished physical condition, or other factors suggesting that the prisoner's term of imprisonment should be reduced or 'the inmate's continued incarceration is no longer in the interest of justice.' [Citation.] Such considerations would prove meaningless if the trial court were constrained by the dictates of an earlier plea agreement." (*People v. Arias* (2020) 52 Cal.App.5th 213, 221.)

If the request for resentencing comes from the custody facility or the prosecution, the court must observe the presumption specified in subdivision (b)(2): "There shall be a presumption favoring recall and resentencing of the defendant, which may only be overcome if a court finds the defendant is an unreasonable risk of danger to public safety, as defined in subdivision (c) of Section 1170.18." (See discussion of the presumption, *supra*.)

Regardless of the source of the request for resentencing, the court should ask the custody facility for additional information about the defendant, if such information is needed. The admission of such information in the resentencing proceeding should be discussed with counsel if the court is initiating the request.

Previously there was a question whether the trial court, in granting a resentencing, must consider changes in the law occurring between the finality of the case and the resentencing proceeding. (See, *e.g.*, *People v. Federico* (2020) 50 Cal.App.5th 318, granted review.) Section 1170.03, subdivision (a)(2), resolves the issue: “The court, in recalling and resentencing under this subdivision, shall apply the sentencing rules of the Judicial Council and *apply any changes in law that reduce sentences or provide for judicial discretion* so as to eliminate disparity of sentences and to promote uniformity of sentencing.” (Italics added.)

## **7. No change in the sentence**

If the court determines to make no change in the sentence, an order should be made to that effect and entered in the minutes. A copy of the order should be sent to all counsel. A copy of the order and a copy of the original request for recall of the sentence should be sent to the requesting agency and custody facility. The entry of the order is necessary to clearly trigger any appeal period.

## **8. Modification of the sentence**

If the court determines modification of the sentence is appropriate, the form of order will depend on the nature of the change. If the change is being made because the original sentence was not authorized, the court should not utilize the provisions of section 1170.03. The suggested order should state:

The court finds the sentence imposed by this court on \_\_\_\_ (date) is not authorized and is hereby vacated. The reason the court finds the sentence is unauthorized is [state the reasons – the court may draw its reasons from the letter requesting resentencing, if appropriate]. The following sentence is hereby imposed by the court: [the new sentence may be any sentence authorized at the time of the original sentencing, even if the term is longer than the original sentence].

If the change is being made for equitable reasons such as a change in the law after the defendant’s conviction became final or defendant’s exemplary conduct in prison, the court should order the recall of the sentence under section 1170.03, subdivision (a):

Upon recommendation of [name of agency], the court hereby recalls the sentence ordered on \_\_\_\_ (date) under the provisions of Penal Code, section 1170.03, subdivision (a), for the following reasons: [state the reasons]. The

following sentence is hereby imposed by the court: [the new sentence may not be longer than the original sentence].

The forgoing orders should be stated verbally on the record and included in the minutes.

The court should impose the new sentence, observing all of the appropriate formalities of an original sentence to state prison or county jail. If reasons are required for a particular sentencing choice, they should be expressed on the record.

#### **9. Documentation to CDCR or custody facility**

If the court modifies the sentence, it must send CDCR or other custody facility an amended abstract of judgment and a copy of the original letter requesting modification. The custody credits must be updated to the date of the new sentence. Since the court is correcting only the sentence, the defendant remains under the jurisdiction of CDCR or other custody facility, even though he may be temporarily housed in the county jail. The responsibility to calculate the custody credits is governed by *People v. Buckhalter* (2001) 26 Cal.4th 20 – the court must calculate the actual time in jail and the actual time in prison from the date of arrest to the date of resentencing, and all of the conduct credits while in county jail. The custody facility is responsible for calculating conduct credits earned in the facility.

#### **10. Appeal of the denial of relief**

The denial of resentencing is reviewable on appeal, applying an abuse of discretion standard. (*People v. Arias* (2020) 52 Cal.App.5th 213 218-220 (*Arias*).)

Because the denial of relief is based on post-sentencing conduct by the trial court, the defendant need not obtain a certificate of probable cause to appeal the trial court's decision. (*Arias, supra*, 52 Cal.App.4th at pp. 218-220.)

**ATTACHMENT A: FORM OF ORDER SETTING MATTER FOR STATUS CONFERENCE**

**PEOPLE OF THE STATE OF CALIFORNIA**

**Plaintiff,**

**vs.**

**JOHN DOE,**

**Defendant.**

**No.**

**SETTING OF STATUS CONFERENCE TO  
DETERMINE WHETHER SENTENCE SHOULD  
BE RECALLED; APPOINTMENT OF COUNSEL  
(Pen. Code, § 1170.03(a)(1))**

The court has received a request dated \_\_\_\_\_ from [name of agency] recommending that defendant's sentence imposed on \_\_\_\_\_ be recalled pursuant to Penal Code, section 1170.03, subdivision (a)(1). A copy of such recommendation is attached hereto as Exhibit A.

The court hereby sets this matter for an initial status conference to determine whether the court should exercise its discretion to recall defendant's sentence, such conference to be held on \_\_\_\_\_ (date) at \_\_\_\_\_ (time) in Department \_\_\_\_ of this court. The court expressly declines to recall the sentence until further hearing. The defendant is not to be transferred from state prison to county jail and shall not be produced for future hearings unless expressly so ordered by this court.

[If needed] \_\_\_\_\_ (counsel) is hereby appointed to represent the defendant in connection with the potential recall of sentence and any resentencing.

Dated: \_\_\_\_\_

\_\_\_\_\_  
JUDGE OF THE SUPERIOR COURT

## **VIII. REMOVAL OF INVALID SENTENCE ENHANCEMENTS (§§ 1171 and 1171.1)**

Senate Bill No. 483 (20021-2022 Reg. Leg. Sess.) (SB 483) adds sections 1171 and 1171.1 to authorize and require the court to resentence a defendant if he is currently serving a sentence based on specified enhancements that are no longer valid.

Prior to January 1, 2018, Health and Safety Code, section 11370.2, required the court to impose an enhancement of three years on certain narcotics offenses because of prior convictions of specified controlled substances crimes. Effective January 1, 2018, the statute was amended to eliminate this enhancement in most circumstances. (Senate Bill 180 [Stats. 2017, ch. 677].) Prior to January 1, 2020, section 667.5, subdivision (b), required the imposition of an enhancement of one year for any prior prison term given the defendant. Effective January 1, 2020, the statute was amended to limit the prior prison term enhancement to specific violent sex crime prior convictions. (Senate Bill 136 [Stats. 2019, ch 590].) Sections 1171 and 1171.1 are parallel provisions declaring the excluded enhancements invalid and requiring the court, within a prescribed period, to resentence the defendant without the enhancements.

Section 1 of SB 483 states the intent of the Legislature: “The Legislature finds and declares that in order to ensure equal justice and address systemic racial bias in sentencing, it is the intent of the Legislature to retroactively apply Senate Bill 180 of the 2017–18 Regular Session and Senate Bill 136 of the 2019–20 Regular Session to all persons currently serving a term of incarceration in jail or prison for these repealed sentence enhancements. It is the intent of the Legislature that any changes to a sentence as a result of the act that added this section shall not be a basis for a prosecutor or court to rescind a plea agreement.”<sup>12</sup>

### **A. Applicable code sections**

Section 1171 applies to “[a]ny sentence enhancement that was imposed prior to January 1, 2018, pursuant to Section 11370.2 of the Health and Safety Code, except for any enhancement imposed for a prior conviction of violating or conspiring to violate Section 11380 of the Health and Safety Code.” (§ 1171, subd. (a).) Such enhancements are now legally invalid. (*Ibid.*)

Section 1171.1 applies to “[a]ny sentence enhancement that was imposed prior to January 1, 2020, pursuant to subdivision (b) of Section 667.5, except for any enhancement imposed for a prior conviction for a sexually violent offense as defined in subdivision (b) of Section 6600 of the Welfare and Institutions Code.” (§ 1171.1, subd. (a).) Such enhancements are now legally invalid. (*Ibid.*)

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<sup>12</sup> The intent to prevent the court or prosecution from rescinding a plea agreement based on the resentencing pursuant to SB 483 is not expressly stated in either of the new sections.

## **B. Identification of eligible inmates**

The Department of Corrections and Rehabilitation and the county correctional administrator “shall identify those persons in their custody currently serving a term for a judgment that includes an enhancement described in subdivision (a) and shall provide the name of each person, along with the person’s date of birth and the relevant case number or docket number, to the sentencing court that imposed the enhancement.” (§§ 1171, subd. (b), and 1171.1, subd. (b).) The information must be provided to the court in accordance with the following timeline:

“By March 1, 2022, for individuals who have served their base term and any other enhancements and are currently serving a sentence based on the enhancement. For purposes of this paragraph, all other enhancements shall be considered to have been served first.” (§§ 1171, subd. (b)(1), and 1171.1, subd. (b)(1).)

The meaning of the phrase “all other enhancements shall be considered to have been served first” is ambiguous. Likely it means that in determining whether the defendant is then serving the term for the enhancement, the custody facility is to first apply all custody credit to the base term and other enhancements, leaving any remaining time for service of the enhancement at issue. Such a method of calculation will assure the maximum amount of custody time will be charged against the invalid enhancement, thus giving the defendant the benefit of a greater reduction in the remaining sentence.

By July 1, 2022, for all other individuals. (§§ 1171, subd. (b)(2), and 1171.1, subd. (b)(2).)

## **C. Review and resentencing by the court**

“Upon receiving the information described in subdivision (b), the court shall review the judgment and verify that the current judgment includes a sentence enhancement described in subdivision (a). If the court determines that the current judgment includes an enhancement described in subdivision (a), the court shall recall the sentence and resentence the defendant.” (§§ 1171, subd. (c), and 1171.1, subd. (c).)

The review and resentencing by the court are to be completed as follows:

“By October 1, 2022, for individuals who have served their base term and any other enhancement and are currently serving a sentence based on the enhancement.” (§§ 1171, subd. (c)(1), and 1171.1, subd. (c)(1).) Presumably the court is to consider that the defendant first serves the base term and any other enhancements when considering whether a defendant is then serving the sentence on the enhancement at issue.

By December 31, 2023, for all other individuals. (§§ 1171, subd. (c)(2), and 1171.1, subd. (c)(2).)



## **D. Mechanics of resentencing**

### **Sentencing hearing**

Although not expressly so stated, it may be implied from the structure of the statute that the defendant will be entitled to a hearing on the resentencing. The court must provide counsel for the defendant ((§§ 1171, subd. (d)(5), and 1171.1, subd. (d)(5).) As a matter of due process, the defendant is entitled to be present at the hearing. (See *People v. McCallum* (2020) 55 Cal.App.5th 202, 215.) The hearing, however, may be waived by stipulation of the parties. (§§ 1171, subd. (e), and 1171.1, subd. (e).) Such a stipulation may be appropriate when the parties have come to an uncontested resolution of the resentencing. “If the hearing is not waived, the resentencing hearing may be conducted remotely through the use of remote technology, if the defendant agrees.” (*Ibid.*)

### **Rules governing resentencing**

In resentencing the defendant, the court is to observe a number of conditions:

“Resentencing pursuant to this section shall result in a lesser sentence than the one originally imposed as a result of the elimination of the repealed enhancement, unless the court finds by clear and convincing evidence that imposing a lesser sentence would endanger public safety.” (§§ 1171, subd. (d)(1), and 1171.1, subd. (d)(1).) The intent of the statute is to give the defendant an actual benefit from the elimination of the enhancement. The court may not adjust the sentence on the base term or other enhancements to re-impose the original length of the sentence unless the court finds by clear and convincing evidence that a lesser sentence would endanger public safety.

“Resentencing pursuant to this section shall not result in a longer sentence than the one originally imposed.” (§§ 1171, subd. (d)(1), and 1171.1, subd. (d)(1).)

“The court shall apply the sentencing rules of the Judicial Council and apply any other changes in law that reduce sentences or provide for judicial discretion so as to eliminate disparity of sentences and to promote uniformity of sentencing.” (§§ 1171, subd. (d)(2), and 1171.1, subd. (d)(2).)

“The court may consider postconviction factors, including, but not limited to, the disciplinary record and record of rehabilitation of the defendant while incarcerated, evidence that reflects whether age, time served, and diminished physical condition, if any, have reduced the defendant’s risk for future violence, and evidence that reflects that circumstances have changed since the original sentencing so that continued incarceration is no longer in the interest of justice.” (§§ 1171, subd. (d)(3), and 1171.1, subd. (d)(3).) This list of postconviction factors is the same as for the court’s

consideration of a recall of a sentence pursuant to section 1170.03, subdivision (a)(4), discussed, *supra*.

“Unless the court originally imposed the upper term, the court may not impose a sentence exceeding the middle term unless there are circumstances in aggravation that justify the imposition of a term of imprisonment exceeding the middle term, and those facts have been stipulated to by the defendant, or have been found true beyond a reasonable doubt at trial by the jury or by the judge in a court trial.” (§§ 1171, subd. (d)(4), and 1171.1, subd. (d)(4).) The addition of this requirement clearly is intended to bring the resentencing into compliance with *Apprendi* and its progeny, including the changes made to sections 1170 and 1170.1, *supra*. Unlike section 1170, sections 1171 and 1171.1 do not provide for a prior conviction exception to the requirement that aggravating factors be submitted to the trier of fact and proven beyond a reasonable doubt. Because of the difficulties attendant to the retrial of an aggravating sentencing factor, this provision will have the general effect of shortening the length of the sentence.

## **IX. RESENTENCING BASED ON ACCOMPLICE LIABILITY (§ 1170.95)**

Senate Bill No. 775 (2021-2022 Reg. Leg. Sess.) (SB 775), amends section 1170.95 regarding the procedure for resolving motions requesting resentencing based on the change of the law relating to accomplice liability. Section 1 of SB 775 states the Legislature’s intent:

“The Legislature finds and declares that this legislation does all of the following:

- (a) Clarifies that persons who were convicted of attempted murder or manslaughter under a theory of felony murder and the natural probable consequences doctrine are permitted the same relief as those persons convicted of murder under the same theories.
- (b) Codifies the holdings of *People v. Lewis* (2021) 11 Cal.5th 952, 961-970, regarding petitioners’ right to counsel and the standard for determining the existence of a prima facie case.
- (c) Reaffirms that the proper burden of proof at a resentencing hearing under this section is proof beyond a reasonable doubt.
- (d) Addresses what evidence a court may consider at a resentencing hearing (clarifying the discussion in *People v. Lewis, supra*, at pp. 970-972).”

**A. Application of section 1170.95 to persons convicted of attempted murder and manslaughter**

As originally enacted by Senate Bill No. 1437 (2017-2018 Reg. Leg. Sess.)(SB 1437), section 1170.95 provided that persons “convicted of felony murder or murder under a natural and probable consequences theory may file a petition” for resentencing if their conviction was based on the old law of accomplice liability. Whether the provision was sufficiently broad to include attempted murder was a matter of disagreement between the appellate courts. (See, e.g., *People v. Harris* (2021) 60 Cal.App.5th 557, 565-566 [granted review][§ 1170.95 is not available to persons convicted only of attempted murder]; *People v. Medrano* (2019) 42 Cal.App.5th 1001, 1008 [granted review] [persons convicted of attempted murder may petition for relief].) Appellate courts, however, agreed resentencing was not available to persons convicted of voluntary manslaughter, even if the conviction resulted from a plea after reduction of a murder charge. (See, e.g., *People v. Cervantes* (2020) 44 Cal.App.5th 884.)

SB 775 amends section 1170.95, subdivision (a), to expressly provide relief for persons convicted of attempted murder and manslaughter: “A person convicted of felony murder or murder under the natural and probable consequences doctrine or other theory under which malice is imputed to a person based solely on that person’s participation in a crime, *attempted murder under the natural and probable consequences doctrine, or manslaughter* may file a petition with the court that sentenced the petitioner to have the petitioner’s *murder, attempted murder, or manslaughter conviction* vacated and to be resentenced on any remaining counts. . . .” (Italics added.)

Note the requirement that to be entitled to relief, a person convicted of attempted murder must show the conviction was obtained under the doctrine of “natural and probable consequences” (NPC). Whether SB 1437 eliminated the NPC doctrine as to attempted murder has been a matter of some disagreement in the appellate courts. As observed in *People v. Love* (2020) 55 Cal.App.5th 273 (*Love*) [granted review], appellate courts are divided on the issue. “So far, the Courts of Appeal have split three ways on the question. The first group has held that Senate Bill 1437 did not eliminate the natural and probable consequences theory for attempted murder at all—either prospectively or retroactively. [Citations.] The second group has held that Senate Bill 1437 eliminated the natural and probable consequences theory for attempted murder prospectively, but not retroactively. [Citations.] The last group has held that Senate Bill 1437 eliminated the natural and probable consequences theory for attempted murder prospectively and retroactively as to nonfinal convictions, but not retroactively as to final convictions. [Citation.]” (*Love, supra*, 55 Cal.App.5th at pp. 278-279.) *Love* holds SB 1437 does not eliminate the natural and probable consequences theory for attempted murder on *any* basis—either prospectively or retroactively. (*Ibid.*) *Love* has been granted review. How the amendment to section 1170.95, subdivision (a), relates to the continued viability of the NPC doctrine for attempted murder will be a matter for further appellate determination.

## **B. Right to counsel**

*People v. Lewis* (2021) 11 Cal.5th 952 (*Lewis*), in interpreting section 1170.95, subdivision (b)(1)(C), held: “Notably, whether a petitioner ‘requests the appointment of counsel’ is part of the information that must be included in a petition for it to satisfy the court’s subdivision (b)(2) review. [Citation.] Subdivision (c)’s language regarding the appointment of counsel is mandatory: ‘If the petitioner has requested counsel, the court *shall* appoint counsel to represent the petitioner.’ [Citation.] The combined meaning is clear: petitioners who file a complying petition requesting counsel are to receive counsel upon the filing of a compliant petition.” (*Lewis, supra*, 11 Cal.5th at pp. 962-963; italics in original.)

SB 775 codifies *Lewis* by adding section 1170.95, subdivision (b)(3): “Upon receiving a petition in which the information required by this subdivision is set forth or a petition where any missing information can readily be ascertained by the court, if the petitioner has requested counsel, the court shall appoint counsel to represent the petitioner.” The amendment makes the court’s obligation clear: if the petition is facially sufficient as delineated in subdivision (b)(1), the court must appoint counsel if requested by the petitioner.

## **C. Determining the prima facie basis for relief**

Section 1170.95, subdivision (c), as originally enacted, provided: “The court shall review the petition and determine if the petitioner has made a prima facie showing that the petitioner falls within the provisions of this section. If the petitioner has requested counsel, the court shall appoint counsel to represent the petitioner. The prosecutor shall file and serve a response within 60 days of service of the petition and the petitioner may file and serve a reply within 30 days after the prosecutor response is served. These deadlines shall be extended for good cause. If the petitioner makes a prima facie showing that he or she is entitled to relief, the court shall issue an order to show cause.”

In interpreting subdivision (c), *Lewis* rejected the argument that the two references to “prima facie showing” created “two distinct, sequential inquiries: one ‘that petitioner “falls within the provisions”’ of the statute,’ and a second ‘ “that he or she is entitled to relief.” [Citation.]’ “ (*Lewis, supra*, 11 Cal.5th at p. 961.) The court observed: “[W]e read subdivision (c) to describe only a single prima facie showing. [Citations.] Considering subdivision (c)’s language in the context of section 1170.95 as a whole [citation], subdivision (c) clearly describes a single process. More specifically, the first sentence of subdivision (c) does not require a distinct prima facie showing before the appointment of counsel. Under its natural reading, ‘ “[t]he first sentence [of subdivision (c)] states the rule” ‘ and ‘ “[t]he rest of the subdivision establishes the process for complying with that rule.” ‘ [Citations.]” (*Lewis, supra*, 11 Cal.5th at p. 962.)

SB 775 amends section 1170.95, subdivision (c), to conform the statutory language to *Lewis*. Subdivision (c) now provides: “Within 60 days after service of a petition that meets the

requirements set forth in subdivision (b), the prosecutor shall file and serve a response. The petitioner may file and serve a reply within 30 days after the prosecutor's response is served. These deadlines shall be extended for good cause. After the parties have had an opportunity to submit briefings, the court shall hold a hearing to determine whether the petitioner has made a prima facie case for relief. If the petitioner makes a prima facie showing that the petitioner is entitled to relief, the court shall issue an order to show cause. If the court declines to make an order to show cause, it shall provide a statement fully setting forth its reasons for doing so." The amendment of subdivision (c) clarifies a number of points:

The amendment eliminated the two references to establishing a prima facie basis for relief. Now there is only one required showing, to be made after briefing by the parties and a hearing conducted by the court.

The prosecutor "shall" file a response within 60 days of service of the petition if the petitioner has filed a petition in facial compliance with subdivision (b). The petitioner thereafter "may" file a reply within 30 days after the prosecution's response is served.

If the petition is in compliance with subdivision (b), the court may not summarily deny the petition without an opportunity for briefing by the parties and a hearing conducted by the court.<sup>13</sup>

If the petitioner makes the prima facie showing for relief, the court must issue an order to show cause. Although the court is not required to give its reasons for issuing an order to show cause, such a statement may nevertheless provide guidance for the parties and the court in conducting the hearing on the merits and may assist in any appellate review. If the court declines to issue the order to show cause, "it shall provide a statement fully setting forth its reasons for doing so." The statement may be given orally or in writing.

#### **D. Burden of proof at hearing on order to show cause**

Prior to its amendment by SB 775, section 1170.95, subdivision (d)(3), provided, in relevant part: "At the hearing to determine whether the petitioner is entitled to relief, the burden of proof shall be on the prosecution to prove, beyond a reasonable doubt, that the petitioner is ineligible for relief." Appellate courts disagreed over what had to be proved beyond a reasonable doubt. (See, e.g., *People v. Duke* (2020) 55 Cal.App.5th 113 [granted review] [The prosecution must prove beyond a reasonable doubt that the petitioner *could* be convicted under the new law of accomplice liability]; *People v. Lopez* (2020) 56y Cal.App.5th 936 [granted

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<sup>13</sup> Even if the petition fails to allege the matters required by subdivision (b)(1), the court should consider denying the petition without prejudice and advising the petitioner of any deficiency as authorized by subdivision (b)(2).

review] [Each element of the murder conviction must be proved beyond a reasonable doubt under the new law].)

As amended by SB 775, subdivision (d)(3), now provides, in relevant part: “At the hearing to determine whether the petitioner is entitled to relief, the burden of proof shall be on the prosecution to prove, beyond a reasonable doubt, that the petitioner is guilty of murder or attempted murder under California law as amended by the changes to Section 188 or 189 made effective January 1, 2019. . . . A finding that there is substantial evidence to support a conviction for murder, attempted murder, or manslaughter is insufficient to prove, beyond a reasonable doubt, that the petitioner is ineligible for resentencing.” As made clear by the amendment, to prevail at the hearing on the merits of the petition the prosecution must convince the court, beyond a reasonable doubt, that the petitioner, in fact, is guilty of the crime of conviction.<sup>14</sup>

#### **E. Evidence admissible at the hearing on the merits of the petition**

As originally enacted, section 1170.95 did not address the evidence admissible at the hearing on the merits of the petition. *Lewis* held the court may rely on the record of conviction in determining whether the petitioner has made a prima facie showing for relief. “The record of conviction will necessarily inform the trial court's prima facie inquiry under section 1170.95, allowing the court to distinguish petitions with potential merit from those that are clearly meritless. This is consistent with the statute's overall purpose: to ensure that murder culpability is commensurate with a person's actions, while also ensuring that clearly meritless petitions can be efficiently addressed as part of a single-step prima facie review process. [Citation.]” (*Lewis, supra*, 11 Cal.5th at p. 971.)

Taking an approach that is different than *Lewis*, SB 775 amended subdivision (d)(3) by adding: “The admission of evidence in the hearing shall be governed by the Evidence Code, except that the court may consider evidence previously admitted at any prior hearing or trial that is admissible under current law, including witness testimony, stipulated evidence, and matters judicially noticed. The court may also consider the procedural history of the case recited in any prior appellate opinion. However, hearsay evidence that was admitted in a preliminary hearing pursuant to subdivision (b) of Section 872 shall be excluded from the hearing as hearsay, unless the evidence is admissible pursuant to another exception to the hearsay rule. The prosecutor and the petitioner may also offer new or additional evidence to meet their respective burdens.”

The role of the record of conviction is now unclear. As observed by an analysis of SB 567 by the Assembly Committee on Public Safety: “[SB 775] would specify that the rules of evidence apply

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<sup>14</sup> Subdivision (d)(3) requires the prosecution is to prove, beyond a reasonable doubt, that the petitioner is guilty of “murder or attempted murder” under the new law of accomplice liability. There is no mention of a manslaughter conviction. Presumably the omission is a drafting error; likely the prosecution has the same burden of proof as to murder, attempted murder, and manslaughter.

at the hearing on eligibility. It is not entirely clear whether this means a statement in the record of conviction that is offered to prove the truth of the matter stated would have to fall within an exception to the hearsay rule in order to be admissible at the hearing. This raises a concern that parties would be required to recall witnesses from the trial to testify again at the Evidence Code section 1170.95 evidentiary hearing, even where there is a prior transcript of the trial testimony as part of the record of conviction; this may not be possible in older cases in which witnesses are no longer available.” (Report of Assembly Committee on Public Safety, SB 775 (Becker), July 13, 2021, page 10.)

#### **F. Parole period upon resentencing**

As originally enacted, section 1170.95 allowed the court, after resentencing, to place the petitioner on parole for up to three years. (§ 1170.95, subd. (g).) SB 775 amended section 1170.95, subdivision (h), to provide for a parole period of up to two years.

#### **G. Application of *Estrada***

In anticipation of litigation over the application of *Estrada* to cases not final as of January 1, 2022, the effective date of SB 775, section 1170.95, subdivision (g), provides: “A person convicted of murder, attempted murder, or manslaughter whose conviction is not final may challenge on direct appeal the validity of that conviction based on the changes made to Sections 188 and 189 by Senate Bill 1437 (Chapter 1015 of the Statutes of 2018).” Thus, the change to section 1170.95 clearly will be applicable to any sentence imposed after January 1, 2022, and to any case not final as of January 1, 2022.

Without reference to subdivision (g), *People v. Montes* (2021) \_\_\_ Cal.App.5th \_\_\_ [B312152](*Montes*), applied the provisions of SB 775 to a case pending appeal. “The first question before us is whether the new legislation—Senate Bill No. 775—applies to appellant's pending appeal. New legislation generally applies to all judgments which are not final as of the effective date of the new statute. [Citations.] Where it is unlikely that a judgment will be final by the effective date of new legislation, courts have remanded matters to the trial courts so that the new statute can be applied after its effective date. [Citation.] [¶] Both parties acknowledge in their supplemental briefs that the order here will not be final until after the effective date of Senate Bill No. 775. To promote judicial economy and efficiency, we opt to apply the revised provisions set forth in Senate Bill No. 775 to appellant's case now. Doing so means that appellant is eligible for resentencing relief under section 1170.95 by virtue of his attempted murder conviction so long as appellant was convicted under a natural and probable consequences theory.” (*Montes, supra*, \_\_\_ Cal.App.5th at p. \_\_\_.)

**From:** Emily Hoeven, CalMatters <emily@calmatters.org>  
**Sent:** Monday, June 6, 2022 6:07 AM  
**To:** Schubert. Anne Marie (DA)  
**Subject:** CA's primary is 1 day away. Do voters care?

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## YOUR GUIDE TO CALIFORNIA POLICY AND POLITICS



EMILY HOEVEN • JUNE 6, 2022

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Good morning, California.

**CA's primary is 1 day away. Do  
voters care?**





Voters register and receive their ballots at the San Francisco voting center at City Hall on Nov. 3, 2020. Photo by Anne Wernikoff for CalMatters

*I'm back from a vacation made all the more sweet by [CalMatters'](#) showing at the [California Journalism Awards](#)! Many thanks to Ben Christopher for his incredible job guest-hosting the newsletter.*



'Twas the night before [California's primary election](#), when all through the state / Barely a creature was stirring, even with the high stakes.

My adaptation of [a classic poem](#) may be of questionable quality, but it nevertheless captures what will likely be a defining feature of Tuesday's [primary election](#): low voter turnout.

Although a whopping 81.5% of eligible Californians were [registered to vote as of May 23](#) — the highest percentage heading into a gubernatorial primary election in 68 years — just 13% had returned their ballot as of Saturday, per [a tracker from Political Data Inc.](#)

- **If this trend continues, California could potentially break its low-turnout record**, set during the 2014 primary election, when just 25.17% of registered voters cast ballots, [the Los Angeles Times reports](#). That's despite every active registered voter [receiving a mail-in ballot](#) — and also having the option to vote in person.

**Why the apparent apathy?** Well, when the races for [state controller](#) and [insurance commissioner](#) are among the most exciting on the ballot, it's understandable why many Californians aren't chomping at the bit.

Indeed, for many voters, the statewide primary seems to be a largely perfunctory affair. The biggest takeaway from [a Friday poll](#) from UC Berkeley's Institute of Governmental Studies and the Los Angeles Times: The incumbents in three major races are light-years ahead of their challengers, and will likely easily gather enough votes to secure one of two spots in the November general election.

- **For example, [Democratic Gov. Gavin Newsom](#) is supported by 50% of likely voters** — trailed by [Republican Brian Dahle](#) at 10% and [independent Michael Shellenberger](#) at 5%.
- **And [Democratic Attorney General Rob Bonta](#) is supported by 46% of likely voters**, compared to 16% for Republican Eric Early, 12% for [Republican Nathan Hochman](#) and 6% for [independent Anne Marie Schubert](#). The findings underscore, in Schubert's

case, the political pitfalls of a no-party-preference label — and, in Early's case, the [power of appealing to zealously partisan voters](#).

**Let's take a deeper look at those two races:**

- **In a [90-minute interview with CalMatters](#)**, gubernatorial candidate Shellenberger spills the beans on why he left the Democratic Party, how he would handle California's homelessness crisis and why he changed his mind on drug policy. [CalMatters' Alexei Koseff has the highlights](#), including Shellenberger's unique political philosophy: "I'm a liberal in my compassion for the vulnerable. I'm libertarian in my passion for freedom. I'm conservative in my belief that civilization is required for both."
- **And, as criminal justice debates intensify**, attorney general candidates are divided on a new law requiring the California Department of Justice to investigate police shootings of unarmed civilians, [CalMatters' Nigel Duara reports](#).



Narrowing the field of candidates seeking to fill [an unusually high number of vacant seats](#) in the state Legislature has high stakes: As [Los Angeles Times editorial writer Laurel Rosenhall put it](#), "Turnover in the Legislature is your chance to shape how California handles the most important issues of our time." Yet national attention is largely fixed on a handful of other Tuesday races. They include:

- **Competitive races for [California seats in the U.S. House of Representatives](#)**, which could [help determine which party controls Congress](#).



- **The race for Los Angeles mayor**, which [polls indicate will likely result in a November runoff](#) between two Democrats, Rep. Karen Bass and billionaire Rick Caruso — and serve as a litmus test for just how blue the City of Angels is. “A Caruso victory would represent a repudiation of progressive misgovernance by rank-and-file Democrats,” [says Wall Street Journal editorial writer Allysia Finley](#). “As Los Angeles goes, so could other big cities.”
- **The recall of San Francisco District Attorney Chesa Boudin**, which seems likely to succeed — and [could signal a sizable setback](#) for the nascent progressive prosecutor movement while heralding [a new approach to crime](#) in Democratic-led cities.

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**The coronavirus bottom line:** As of Thursday, California had **8,989,279 confirmed cases** (+0.4% from previous day) and **90,815 deaths** (+0.1% from previous day), according to [state data now updated just twice a week on Tuesdays and Fridays](#). CalMatters is also tracking [coronavirus hospitalizations by county](#).

California has administered **76,475,034 vaccine doses**, and **75.4%** of eligible Californians are fully vaccinated.

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## OTHER STORIES YOU SHOULD KNOW

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**1 +** If you tweet it, will it happen?



Democratic Assemblymember Robert Rivas on the floor on May 31, 2022. Photo by Miguel Gutierrez Jr., CalMatters

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***From CalMatters political extraordinaire [Ben Christopher](#):*** A funny thing happened a little after noon Friday: As if prompted by a Robert Rivas-shaped bat signal, a handful of Democratic lawmakers jumped on Twitter at roughly the same time to cheer on the Salinas Democrat for attaining [the presumptive role of next Speaker of the California Assembly](#).

Emphasis on the word “presumptive.”

Rivas attempted to secure an agreement from current speaker Anthony Rendon that he would soon step down and [Rivas would replace him](#). But Rendon declined to offer that assurance, prompting Rivas’ supporters and Rendon’s loyalists to [scrum behind closed doors for six hours](#) last week.

- **The result:** Rendon acknowledged that Rivas had secured “the support of a majority of the current Democratic Caucus.” But he did not specifically agree to a transition plan and vowed to keep his job until “at least” the end of the legislative session.

**Some of Rivas’ backers seem to have come to a different understanding** — or are least hoping to tweet his future speakership into existence.

- **At 12:19 p.m. Friday,** Assemblymember Cecilia Aguiar-Curry of Woodland posted her [congratulations](#).
- **Three minutes later,** Costa Mesa’s Cottie Petrie-Norris proclaimed Rivas “[Speaker-elect](#),” a title traditionally reserved for a member who has actually been elected by the full Assembly.
- **Then came a “[congrats](#)”** from San Diego’s Akilah Weber, before Santa Rosa’s Jim Wood closed things out with a [more cautious tweet](#): “Sincerely wish them both the best for a smooth & peaceful transition.”
- **Meanwhile, [Rivas told Fox 11’s Elex Michaelson](#)** that he and Rendon “will begin meeting weekly” starting this week.
- **The catch:** Rendon’s office has yet to confirm the meetings will focus on a transition plan or take place regularly. “I don’t have more information on that meeting right now or whether it’s reoccurring,” Rendon spokesperson Katie Talbot told me Sunday.



## Addressing gun violence, 3 ways





Gov. Gavin Newsom, flanked by state lawmakers, discusses the recent mass shooting in Texas during a press conference in Sacramento on May 25, 2022. Photo by Rich Pedroncelli, AP Photo

REPORT

A sampling of recent headlines underscores that California, despite having [the strictest gun laws in the nation](#), is not immune from the threat of gun violence: A San Jose Safeway employee [was fatally shot](#) Sunday. A second-grade student recently [brought a loaded gun](#) to a Sacramento school. Three [Lake Elsinore graduation ceremonies were cancelled](#) after authorities received a tip that some students planned to bring firearms. Police [arrested a teenage boy](#) for allegedly trying to recruit other students to “participate in a mass shooting and/or bombing” at a Berkeley high school. And, following last week’s mass shooting at [a Tulsa, Oklahoma, medical building](#), two nurses and a doctor [were stabbed Friday at a Southern California hospital](#).



Here's a look at how California is responding to the violence and vitriol:

- **Newsom on Friday [announced an \\$11 million campaign](#) to promote California's "red flag" law**, which allows family members and law enforcement to petition courts to confiscate firearms from potentially dangerous people. It's the latest example of Newsom [touting California's gun laws as a national model](#). But CalMatters investigations have shown that the state has long struggled to [remove guns from people deemed too dangerous to be armed](#), including [those with domestic violence restraining orders](#).
- **In a rare example of legislative Democrats backing steeper punitive measures**, a group of lawmakers on Thursday [unveiled a bill](#) to create sentencing enhancements for violent crimes targeting schools and places of worship. "Our current criminal penalties simply do not reflect the importance of keeping our schools and houses of worship safe," [said state Sen. Dave Min, a Costa Mesa Democrat](#).

**But some say more needs to be done.** Survivors of sexual and domestic violence and their advocates denounced the lack of funding for violence prevention programs in the Legislature's [placeholder budget framework](#).

- **The California Partnership to End Domestic Violence, VALOR, the Alliance for Boys and Men of Color, and the Culturally Responsive Domestic Violence Network [said in a statement](#):** "After numerous incidents of violence have dominated news headlines in recent weeks, we have heard California leaders making calls for actions that can prevent future violence. ... To

see those proclamations ... not being met with investments in programs proven to prevent violence is outright irresponsible and ignores the overwhelming demand for prevention, innovative interventions, and holistic support.”

### **3 + COVID, monkeypox spread in California**



Commuters wearing face masks exit and board a train at MacArthur BART station in Oakland, Alameda County, on April 13, 2022. Photo by Ray Chavez, Bay Area News Group

As California’s COVID-19 test positivity rates continue to rise — the statewide seven-day average [passed 8%](#) last week — masks are coming back with a vengeance. Starting today, Sacramento City Unified School District [will once again require them](#) for all students and staff, and face coverings have already been mandated at [most indoor spaces in Alameda County](#), Berkeley Unified School District, [UCLA](#) and [Cal Poly San Luis Obispo](#).

- The U.S. Centers for Disease Control and Prevention on Thursday [categorized 13 of California's 58 counties](#) as having high community levels of COVID-19, the first time since mid-March that any county in the state had received such a designation, [according to the Los Angeles Times](#).
- And Los Angeles County [is inching closer](#) to that level, which health officials have said would trigger a new indoor mask mandate.



**Alas, suspected monkeypox cases are also on the rise in California.** San Francisco [reported its first suspected case](#) Friday, a day after Los Angeles County [reported one](#). Meanwhile, Sacramento County officials have confirmed three monkeypox cases. For more, check out [CalMatters' tracker of confirmed and suspected monkeypox cases](#) in California, nestled within [our explainer on symptoms, transmission and treatment](#).

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A photograph of a young child with curly hair, wearing a dark blue shirt, standing at a kitchen sink. The child is holding a yellow cup under the running water, appearing to be washing their hands. The sink has a yellow faucet cover and a yellow cup hanging from the side.

## CALMATTERS COMMENTARY

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[CalMatters columnist Dan Walters](#): Four towns and four stories frame California's housing crunch.

**Unjust sentencing law overdue for reform:** Californians shouldn't be sentenced to death or life without parole if they didn't kill anyone or intend for anyone to die, [argues Yvette McDowell of the Law Enforcement Action Partnership](#).

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**Double murderer Jamon Buggs sentenced to life behind bars as judge rules D.A. Todd Spitzer violated Racial Justice Act.** // [Orange County Register](#)

**He killed an Oakland courthouse guard to start a civil war. Now he's going to prison. // [San Francisco Chronicle](#)**

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**From:** Emily Hoeven, CalMatters <emily@calmatters.org>  
**Sent:** Monday, June 6, 2022 6:06 AM  
**To:** Slivka, Donell (DA)  
**Subject:** CA's primary is 1 day away. Do voters care?

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## YOUR GUIDE TO CALIFORNIA POLICY AND POLITICS



EMILY HOEVEN • JUNE 6, 2022

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Good morning, California.

**CA's primary is 1 day away. Do  
voters care?**



Voters register and receive their ballots at the San Francisco voting center at City Hall on Nov. 3, 2020. Photo by Anne Wernikoff for CalMatters

*I'm back from a vacation made all the more sweet by [CalMatters'](#) [showing at the California Journalism Awards!](#) Many thanks to Ben Christopher for his incredible job guest-hosting the newsletter.*



'Twas the night before [California's primary election](#), when all through the state / Barely a creature was stirring, even with the high stakes.

My adaptation of [a classic poem](#) may be of questionable quality, but it nevertheless captures what will likely be a defining feature of Tuesday's [primary election](#): low voter turnout.

Although a whopping 81.5% of eligible Californians were [registered to vote as of May 23](#) — the highest percentage heading into a gubernatorial primary election in 68 years — just 13% had returned their ballot as of Saturday, per [a tracker from Political Data Inc.](#)

- **If this trend continues, California could potentially break its low-turnout record**, set during the 2014 primary election, when just 25.17% of registered voters cast ballots, [the Los Angeles Times reports](#). That's despite every active registered voter [receiving a mail-in ballot](#) — and also having the option to vote in person.

**Why the apparent apathy?** Well, when the races for [state controller](#) and [insurance commissioner](#) are among the most exciting on the ballot, it's understandable why many Californians aren't chomping at the bit.

Indeed, for many voters, the statewide primary seems to be a largely perfunctory affair. The biggest takeaway from [a Friday poll](#) from UC Berkeley's Institute of Governmental Studies and the Los Angeles Times: The incumbents in three major races are light-years ahead of their challengers, and will likely easily gather enough votes to secure one of two spots in the November general election.

- **For example, [Democratic Gov. Gavin Newsom](#) is supported by 50% of likely voters** — trailed by [Republican Brian Dahle](#) at 10% and [independent Michael Shellenberger](#) at 5%.
- **And [Democratic Attorney General Rob Bonta](#) is supported by 46% of likely voters**, compared to 16% for Republican Eric Early, 12% for [Republican Nathan Hochman](#) and 6% for [independent Anne Marie Schubert](#). The findings underscore, in Schubert's

case, the political pitfalls of a no-party-preference label — and, in Early's case, the [power of appealing to zealously partisan voters](#).

### Let's take a deeper look at those two races:

- In [a 90-minute interview with CalMatters](#), gubernatorial candidate Shellenberger spills the beans on why he left the Democratic Party, how he would handle California's homelessness crisis and why he changed his mind on drug policy. [CalMatters' Alexei Koseff has the highlights](#), including Shellenberger's unique political philosophy: "I'm a liberal in my compassion for the vulnerable. I'm libertarian in my passion for freedom. I'm conservative in my belief that civilization is required for both."
- **And, as criminal justice debates intensify**, attorney general candidates are divided on a new law requiring the California Department of Justice to investigate police shootings of unarmed civilians, [CalMatters' Nigel Duara reports](#).



Narrowing the field of candidates seeking to fill [an unusually high number of vacant seats](#) in the state Legislature has high stakes: As [Los Angeles Times editorial writer Laurel Rosenhall put it](#), "Turnover in the Legislature is your chance to shape how California handles the most important issues of our time." Yet national attention is largely fixed on a handful of other Tuesday races. They include:

- **Competitive races for [California seats in the U.S. House of Representatives](#)**, which could [help determine which party controls Congress](#).



- **The race for Los Angeles mayor**, which [polls indicate will likely result in a November runoff](#) between two Democrats, Rep. Karen Bass and billionaire Rick Caruso — and serve as a litmus test for just how blue the City of Angels is. “A Caruso victory would represent a repudiation of progressive misgovernance by rank-and-file Democrats,” [says Wall Street Journal editorial writer Allysia Finley](#). “As Los Angeles goes, so could other big cities.”
- **The recall of San Francisco District Attorney Chesa Boudin**, which seems likely to succeed — and [could signal a sizable setback](#) for the nascent progressive prosecutor movement while heralding [a new approach to crime](#) in Democratic-led cities.

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**The coronavirus bottom line:** As of Thursday, California had **8,989,279 confirmed cases (+0.4% from previous day)** and **90,815 deaths (+0.1% from previous day)**, according to [state data now updated just twice a week on Tuesdays and Fridays](#). CalMatters is also tracking [coronavirus hospitalizations by county](#).

California has administered **76,475,034 vaccine doses**, and **75.4%** of eligible Californians are fully vaccinated.

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## OTHER STORIES YOU SHOULD KNOW

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**1 +** If you tweet it, will it happen?



Democratic Assemblymember Robert Rivas on the floor on May 31, 2022. Photo by Miguel Gutierrez Jr., CalMatters

[Twitter](#)

***From CalMatters political extraordinaire [Ben Christopher](#):*** A funny thing happened a little after noon Friday: As if prompted by a Robert Rivas-shaped bat signal, a handful of Democratic lawmakers jumped on Twitter at roughly the same time to cheer on the Salinas Democrat for attaining [the presumptive role of next Speaker of the California Assembly](#).

Emphasis on the word “presumptive.”

Rivas attempted to secure an agreement from current speaker Anthony Rendon that he would soon step down and [Rivas would replace him](#). But Rendon declined to offer that assurance, prompting Rivas’ supporters and Rendon’s loyalists to [scrum behind closed doors for six hours](#) last week.

- **The result:** Rendon acknowledged that Rivas had secured “the support of a majority of the current Democratic Caucus.” But he did not specifically agree to a transition plan and vowed to keep his job until “at least” the end of the legislative session.

**Some of Rivas’ backers seem to have come to a different understanding** — or are least hoping to tweet his future speakership into existence.

- **At 12:19 p.m. Friday,** Assemblymember Cecilia Aguiar-Curry of Woodland posted her [congratulations](#).
- **Three minutes later,** Costa Mesa’s Cottie Petrie-Norris proclaimed Rivas “[Speaker-elect](#),” a title traditionally reserved for a member who has actually been elected by the full Assembly.
- **Then came a “[congrats](#)”** from San Diego’s Akilah Weber, before Santa Rosa’s Jim Wood closed things out with a [more cautious tweet](#): “Sincerely wish them both the best for a smooth & peaceful transition.”
- **Meanwhile, [Rivas told Fox 11’s Elex Michaelson](#)** that he and Rendon “will begin meeting weekly” starting this week.
- **The catch:** Rendon’s office has yet to confirm the meetings will focus on a transition plan or take place regularly. “I don’t have more information on that meeting right now or whether it’s reoccurring,” Rendon spokesperson Katie Talbot told me Sunday.



**Addressing gun violence, 3 ways**





Gov. Gavin Newsom, flanked by state lawmakers, discusses the recent mass shooting in Texas during a press conference in Sacramento on May 25, 2022. Photo by Rich Pedroncelli, AP Photo

A sampling of recent headlines underscores that California, despite having [the strictest gun laws in the nation](#), is not immune from the threat of gun violence: A San Jose Safeway employee [was fatally shot](#) Sunday. A second-grade student recently [brought a loaded gun](#) to a Sacramento school. Three [Lake Elsinore graduation ceremonies were cancelled](#) after authorities received a tip that some students planned to bring firearms. Police [arrested a teenage boy](#) for allegedly trying to recruit other students to “participate in a mass shooting and/or bombing” at a Berkeley high school. And, following last week’s mass shooting at [a Tulsa, Oklahoma, medical building](#), two nurses and a doctor [were stabbed Friday at a Southern California hospital](#).

Here's a look at how California is responding to the violence and vitriol:

- **Newsom on Friday [announced an \\$11 million campaign](#) to promote California's "red flag" law**, which allows family members and law enforcement to petition courts to confiscate firearms from potentially dangerous people. It's the latest example of Newsom [touting California's gun laws as a national model](#). But CalMatters investigations have shown that the state has long struggled to [remove guns from people deemed too dangerous to be armed](#), including [those with domestic violence restraining orders](#).
- **In a rare example of legislative Democrats backing steeper punitive measures**, a group of lawmakers on Thursday [unveiled a bill](#) to create sentencing enhancements for violent crimes targeting schools and places of worship. "Our current criminal penalties simply do not reflect the importance of keeping our schools and houses of worship safe," [said state Sen. Dave Min, a Costa Mesa Democrat](#).

**But some say more needs to be done.** Survivors of sexual and domestic violence and their advocates denounced the lack of funding for violence prevention programs in the Legislature's [placeholder budget framework](#).

- **The California Partnership to End Domestic Violence, VALOR, the Alliance for Boys and Men of Color, and the Culturally Responsive Domestic Violence Network [said in a statement](#):** "After numerous incidents of violence have dominated news headlines in recent weeks, we have heard California leaders making calls for actions that can prevent future violence. ... To

see those proclamations ... not being met with investments in programs proven to prevent violence is outright irresponsible and ignores the overwhelming demand for prevention, innovative interventions, and holistic support.”

### **3 + COVID, monkeypox spread in California**



Commuters wearing face masks exit and board a train at MacArthur BART station in Oakland, Alameda County, on April 13, 2022. Photo by Ray Chavez, Bay Area News Group

As California's COVID-19 test positivity rates continue to rise — the statewide seven-day average [passed 8%](#) last week — masks are coming back with a vengeance. Starting today, Sacramento City Unified School District [will once again require them](#) for all students and staff, and face coverings have already been mandated at [most indoor spaces in Alameda County](#), Berkeley Unified School District, [UCLA](#) and [Cal Poly San Luis Obispo](#).



- The U.S. Centers for Disease Control and Prevention on Thursday [categorized 13 of California's 58 counties](#) as having high community levels of COVID-19, the first time since mid-March that any county in the state had received such a designation, [according to the Los Angeles Times](#).
- And Los Angeles County [is inching closer](#) to that level, which health officials have said would trigger a new indoor mask mandate.



**Alas, suspected monkeypox cases are also on the rise in California.** San Francisco [reported its first suspected case](#) Friday, a day after Los Angeles County [reported one](#). Meanwhile, Sacramento County officials have confirmed three monkeypox cases. For more, check out [CalMatters' tracker of confirmed and suspected monkeypox cases](#) in California, nestled within [our explainer on symptoms, transmission and treatment](#).

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A photograph of a young child with curly hair, wearing a dark blue shirt, standing at a kitchen sink. The child is holding a yellow cup under the running water of the faucet, appearing to be washing their hands. The background shows a typical kitchen setting with various items on the counter.

## CALMATTERS COMMENTARY

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[CalMatters columnist Dan Walters](#): Four towns and four stories frame California's housing crunch.

**Unjust sentencing law overdue for reform:** Californians shouldn't be sentenced to death or life without parole if they didn't kill anyone or intend for anyone to die, [argues Yvette McDowell of the Law Enforcement Action Partnership](#).

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Some stories may require a subscription to read

**California ballot tracker: Interest groups prepare for expensive November fights.** // [Politico](#)

**Democrats target California drought of Black men in Congress.** // [Los Angeles Times](#)

**California mystery: Why does a small rural county vote like San Francisco?** // [Los Angeles Times](#)

**Shasta County's far-right hope to win 2022 primary election.** // [Los Angeles Times](#)

**Pope Francis elevates San Diego 'progressive' bishop after San Francisco archbishop denies Pelosi Communion.** // [San Francisco Chronicle](#)

**Infant's death prompts accusations in Riverside County D.A.'s race.** // [Los Angeles Times](#)

**Claims that five San Diego State football players raped a girl followed by months of silence.** // [Los Angeles Times](#)

**The Los Angeles County sheriff's deputy-gang crisis.** // [New Yorker](#)

**Justice delayed leads to California judge's retirement.** // [Associated Press](#)

**Double murderer Jamon Buggs sentenced to life behind bars as judge rules D.A. Todd Spitzer violated Racial Justice Act.** // [Orange County Register](#)

**He killed an Oakland courthouse guard to start a civil war. Now he's going to prison. // [San Francisco Chronicle](#)**

**S.F. police, Pride Parade reach deal to allow limited number of officers to march in uniform. // [San Francisco Standard](#)**

**How politics threw San Dieguito High School District into turmoil. // [San Diego Union-Tribune](#)**

**Legislature disagrees with Newsom on how to spend additional billions for education. // [EdSource](#)**

**California lawmakers try again to extend bar hours to 4 a.m. // [Los Angeles Times](#)**

**California regulators approve state's first robotic taxi fleet. // [Associated Press](#)**

**California's housing crisis and the fight over 20 townhomes. // [New York Times](#)**

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**From:** Miller, Richard (DA)  
**Sent:** Friday, June 3, 2022 3:19 PM  
**To:** Caitlin Shaw  
**Cc:** Kory DeClark  
**Subject:** CPRAs  
**Attachments:** BraunHagey.5.3.22.Caseinfo.pdf; BraunHagey.5.3.22.RJA.6.3.22.pdf; AB 3070 Sac DA Training.pdf

Good afternoon. Attached, please find two letters regarding the two CPRAs. Also attached is a training that is addressed in the RJA letter.

Please note that I will be out of the office beginning 6/6, and will return on 6/20. Thank you.



**Rick Miller** | Assistant Chief Deputy District Attorney  
**Sacramento County District Attorney's Office**  
901 G Street | Sacramento, CA 95814  
916.874.6843 | [millerri@sacda.org](mailto:millerri@sacda.org)  
*seek justice. serve justice. do justice.*



# Sacramento County District Attorney's Office

ANNE MARIE SCHUBERT  
District Attorney

Rod Norgaard  
Chief Deputy

Michael M. Blazina  
Assistant District Attorney

June 3, 2022

Kory DeClark  
351 California Street, 10<sup>th</sup> Floor  
San Francisco, CA 94104  
[declark@braunhagey.com](mailto:declark@braunhagey.com)

Re: Public Records Act Request

Dear Mr. DeClark:

On May 3, 2022, you sent a letter via email in which you revisited your original request for records under the California Public Record Act (CPRA). That original request was dated February 18, 2022, and our response was sent February 24, 2022.

In your most recent letter, you write the following in sections I, II, and II:

## **"I. Summary of Responses**

We understand that you have asserted the following:

**A. You have in a searchable format, and intend to produce, the following subcategories of records, presuming we can reach an agreement concerning the cost of programming time:**

- 1(a)-(d) – unique identifiers
- 4 – ADA identified (noting that this might not include *all* prosecutors involved in a particular prosecution)
- 7(a)-(c) – charges filed

**B. You have, but are unwilling to produce, the following subcategories of records for which you have asserted exemptions:**

- 5(a)-(d) – decisions to decline to prosecute (asserting exemptions on the grounds of: deliberative process privilege; public interest; privileged work product; investigatory files exemption)
- 9(a)-(e) – bail/custody information (asserting investigatory files exemption and undue burden)

- 10(a)-(e) – plea information requested (asserting investigatory files exemption and undue burden)
- 11(a)-(c) – case outcomes (asserting investigatory files exemption)
- 12 – counsel for defendant (asserting investigatory files exemption and undue burden)
- 13(a)-(c) – demographic information concerning victim (asserting investigatory files exemption and undue burden)
- 14 & 15 – parole and pardon recommendations (asserting investigatory files exemption)

**C. You have, but are unwilling to produce, the following subcategories of records because you assert that to do so would be unduly burdensome as the records would need to be hand searched.** You have asserted that *none* of the requested records could be produced through a search of your computerized case management system.

- 2(a)-(e) – demographic information

In addition to asserting undue burden, you asserted Gov't Code 6254(f) (investigatory files).

- 2(f) – prior criminal convictions of a defendant

In addition to asserting undue burden, you asserted the following exemptions: Gov't Code 6254(f) (investigatory files), 6254(k) (federal or state law protections, citing PC §§ 13302-04), 6255 (public interest).

- 3(a)-(c) – zip code of arrest, date of arrest, law enforcement referring charge

In addition to asserting undue burden, you asserted Gov't Code 6254(f) (investigatory files).

- 6(a)-(d) – diversion offers and decisions

In addition to asserting undue burden, you asserted Gov't Code 6254(f) (investigatory files).

- 8(a)-(e) – factors considered in deciding charges, filing

In addition to asserting undue burden, you asserted the following exemptions: deliberative process privilege; public interest; privileged work product.

**D. You do not have, and could not produce, the following subcategories of records:**

- 7(d) – maximum sentence possible for filed charge

In particular, please confirm that all of the information for which you have asserted is unduly burdensome to produce (subsection D, above) is not searchable in any way through your computerized case management system.

Further, with regard to Requests 9(a)-(e)) (bail/custody information), 10(a)-(e) (plea information), 11(a)-(c) (case outcomes), 12 (counsel for defendant), and 13(a)-(c) (victim demographic information), you noted that you “do not have an index of [the requested] information.” However, you did not identify whether any of the requested information is searchable in your computerized case management system. Please confirm whether any of the records requested in Requests 9(a)-(e), 10(a)-(e), 11(a)-(c), 12, and 13(a)-(c) are searchable in your computerized case management system.

## **II. Response to Inquiries, Assertions of Vagueness**

With regard to the subcategories you identified as “vague”, we provide the following clarifications:

- For 9(a) (bail amount requested), this refers to any requests for bail by the District Attorney’s Office.
- For 9(b) (detention orders sought), this refers to requests by the District Attorney to maintain a defendant in custody.
- For 9(c) (whether bail was set or denied), this refers to any bail orders made by the court at any stage of the proceedings.
- For 9(d) (whether individuals released on bail), this refers to any bail releases made by the court at any stage of the proceedings.
- For 9(e) (pre-plea/pre-trial custody status), this refers to the custody status at the time an individual defendant makes a plea or goes to trial.
- For 10(a)-(d) (plea offers), this refers to all plea offers during the course of a defendant’s proceedings.

## **III. Information in Sacramento County Sheriff’s Department Database**

You represented that some of the data we request is contained in a database owned and managed by the Sacramento County Sheriff’s Department. At the March 4 meeting, you expressed that you were not sure if you were able to share that data. We have since also sent a CPRA request to the Sacramento County Sheriff’s Department seeking the same information. We ask that in your next response regarding our February 18, 2022 request, you identify whether there are specific subcategories of data that you are not willing to produce because the data is managed by the Sacramento County Sheriff’s Department and you are taking the position that you are not entitled to, or not willing to, produce the data for that reason. We also ask you to confirm whether the requested information, which is in your custody, is being produced by the Sheriff’s Department.”

I address each request individually. Each response incorporates any response included in our February 24, 2022, letter referenced above. You begin Section I A-C with the phrase “you have” and you begin Section I D with the phrase “you do not have.” In our February 24, 2022, letter we indicated in several areas that we may have certain records, but not in every case. For example, the zip code of arrest may be in some files but not others, and the maximum sentence for a particular charge or case may be noted in some cases but not others. Rather than repeat this below, I refer you to our February 24, 2022, letter on that topic.

### **Section I.A.:**

- 1(a)-(d): We are able to search for this information. The “unique identifier” would include the defendant’s name and local identifier, known as an “x-ref.”
- 4: The Deputy District Attorney assigned to a specific case is searchable and identifiable, with the caveats noted in our February 24, 2022, letter.
- 7(a)-(c): We are able to search for and identify the charges filed.

For each of the above, should you wish to proceed with the search, the process is outlined in our February 24, 2022, letter.

In addition, subsequent to our February 24, 2022, letter, I become aware of a relatively recent case. *All of Us or None – Riverside Chapter v. Hamrick* (2021) 64 Cal.App.5<sup>th</sup> 751 discussed the general prohibition of providing information that would enable a member of the public to create a local criminal history within the meaning of Penal Code section 13000 et seq. Relying in part on that prohibition, the Court reversed the trial court’s order sustaining a demurrer and ruled that the plaintiffs had properly alleged a cause of action in their attempt to enjoin the superior court from permitting the public to conduct criminal case searches by date of birth and driver’s license numbers. We have concerns that by producing the local identifier known as an “x-ref” we would violate the holding of *All of Us or None* and Penal Code section 13000 et seq and cannot commit to providing that identifier at this time. I recognize that the *All of Us or None* case was not in the context of a CPRA, and that the ruling of the appellate court related to a demurrer, but the language and reasoning would seem to apply to several of your requests. I ask that you review it and indicate to me whether you wish to proceed with any searches that could enable the creation of a local criminal history.

### **Section I.B.:**

- 5(a)-5(d): Our response to these has not changed.
- 9(a)-(e): Our response to these has not changed. I note that we informed you that we do not have an index of this information.
- 10(a)-(e): Our response to these has not changed. I note that in your current letter you phrase this as plea “information,” but in your February 18, 2022, letter

you phrased it as plea “offers.” I assume your original phrasing remains the request. I also note that we informed you we do not have an index of this information.

- 11(a)-(c): Our response to these has not changed. I note that we informed you we do not have an index of this information. As such, aside from the investigatory file exemption, this would require us to search over 140,000 files which is an undue burden.
- 12: Our response to this has not changed.
- 13(a)-(c): Our response to these has not changed. I note that we do not necessarily have this information in every case given the vast number of cases we handle.
- 14 and 15: Our response to these has not changed. I note that we provided you with a substantial amount of these materials that we previously made public via a web link.

#### **Section I.C.:**

- 2(a)-(e): Our response to these has not changed.
- 2(f): Our response to this has not changed.
- 3(a)-(c): Our response to this has not changed.
- 6(a)-(d): Our response to this has not changed.
- 8(a)-(e): Our response to this has not changed.

#### **Section I.D.:**

- 7(d): Our response to this has not changed. I note that we informed you that should you proceed with the computer search as referenced above, you would have the necessary information to calculate the maximum sentence for any, or all of, the cases.

Regarding the final paragraph of Section I, I refer you to my response to Section III below.

## **Section II:**

You provide several clarifications as follows:

- “• For 9(a) (bail amount requested), this refers to any requests for bail by the District Attorney’s Office.
- For 9(b) (detention orders sought), this refers to requests by the District Attorney to maintain a defendant in custody.
- For 9(c) (whether bail was set or denied), this refers to any bail orders made by the court at any stage of the proceedings.
- For 9(d) (whether individuals released on bail), this refers to any bail releases made by the court at any stage of the proceedings.
- For 9(e) (pre-plea/pre-trial custody status), this refers to the custody status at the time an individual defendant makes a plea or goes to trial.
- For 10(a)-(d) (plea offers), this refers to all plea offers during the course of a defendant’s proceedings.”

Given these clarifications of 9(a), 9(b), 9(c), and 9(d), that information is not in our possession outside of our investigatory file and is exempt from production under Gov. Code section 6254(f) and would be unduly burdensome to produce given that we have no index that identifies it.

9(e) is still vague in that “makes a plea” could mean when a defendant pleads guilty, no contest, not guilty, or other type of plea. That said, I understand you to mean when a defendant pleads guilty or no contest. Whether that interpretation is accurate or not, to the extent we possess this information, it is contained within our investigatory files and is exempt from production under Gov. Code section 6254(f) and would be unduly burdensome to produce given that we have no index that identifies it.

10(a)-(d) clarifies the time frame for which you seek records. I note that a “plea offer” can be made by the defense and can be made by the court, but I understand you to mean plea offers made by the prosecution. Whether that interpretation is accurate or not, to the extent we possess plea offer information, it is contained within our investigatory files and is exempt from production under Gov. Code section 6254(f) and would be unduly burdensome to produce given that we have no index that identifies it.

## **Section III:**

As I explained to you, certain data available to us is stored in our own case management system. Other data to which we may have access given our role in the criminal justice system is not stored or retained our case management system. For example, DMV and CLETS information is available to us but not stored in our system. Also, certain court data and sheriff’s data is



available to us but not stored in our system. I have identified the data requested by you that is stored in our system in our February 24, 2022, letter and in this letter as well. During our March 4, 2022, telephone conversation I further explained that our position is that the CPRA applies to records that we possess, not records that we could access.

As such, I can inform you that we do not store the following in our case management system. To the extent we may in possession of this information it would come from our investigatory files:

9(a)-(e)) (bail/custody information)

10(a)-(e) (plea information) [I note that there was no 10(e) requested in your initial request]

11(a)-(c) (case outcomes)

12 (counsel for defendant)

13(a)-(c) (victim demographic information)

Sincerely,

ANNE MARIE SCHUBERT  
DISTRICT ATTORNEY

A handwritten signature in dark ink, appearing to read 'R. Miller', with a long horizontal flourish extending to the right.

Richard Miller  
Assistant Chief Deputy District Attorney



# Sacramento County District Attorney's Office

ANNE MARIE SCHUBERT  
District Attorney

Rod Norgaard  
Chief Deputy

Michael M. Blazina  
Assistant District Attorney

June 3, 2022

Kory DeClark  
351 California Street, 10<sup>th</sup> Floor  
San Francisco, CA 94104  
[declark@braunhagey.com](mailto:declark@braunhagey.com)

Re: Public Records Act Request

Dear Mr. DeClark:

On May 3, 2022, you sent a letter via email in which you revisited your original request for records under the California Public Record Act (CPRA). That original request, authored by Ms. Leonida, was dated July 23, 2021, and we replied by letter August 16, 2021. Ms. Leonida then replied by letter dated November 15, 2021, writing that she would be "happy to discuss this matter over the phone if you believe we may be able to find a solution that satisfies everyone." Based upon that offer, I sent Ms. Leonida an email on November 17, 2021, in which I stated that a discussion might be productive. I followed up with another email to Ms. Leonida on December 10, 2021, as I had not received a reply. She did reply to that email and the December 20, 2021, conversation followed. Subsequent to your letter dated December 28, 2021, I replied by letter dated February 4, 2022. Rather than attempt to confirm or verify your four-point summary of my February 4, 2022, letter, I will let that letter speak for itself.

In your most recent letter, you cite legal authority for your position that none of the exemptions we have asserted related to training materials are "proper to withhold the training materials we request."

We have read and considered the authorities and arguments you set forth of your most recent letter that address the exemptions we claimed to the "Category 2" section of your July 23, 2021, request. We disagree with your assertions that the exemptions we have invoked are inapplicable to your requests.

However, after careful thought and consideration, we have decided to waive our exemption to a recent training provided to our attorneys. The training is entitled "Jury Selection Under AB 3070" and consists of 15 pages. It is provided as an attachment to the email to which this letter is also attached.

We are currently examining whether to waive our exemption to one other training entitled "Avoiding Bias in Prosecution – The California Racial Justice Act – (Assembly Bill 2542)." That process will be complete, and our decision related to that training, can be expected by the

end of June. I will be out of the country for two weeks beginning June 6 and will be unavailable to complete this analysis until my return.

Pursuant to your request regarding Category 3 of your July 23, 2021, request, I had our IT department conduct a search of our email server for the terms and phrases you provided. The search turned up the following results:

- |  |                         |
|--|-------------------------|
| 1. "Racial Justice Act" (the entire phrase): | 2,167 items (3.15 GB)   |
| 2. "RJA":                                    | 22,509 items (5.48 GB)  |
| 3. "AB 2542":                                | 3,854 items (2.97 GB)   |
| 4. "Implicit Bias":                          | 18,399 items (11.98 GB) |
| 5. "Racism":                                 | 36,581 items (17.41 GB) |

You asked me to confirm that we have "no responsive records to Category 4" of your July 23, 2021, request. I did not inform you that we have no responsive records in my letter dated August 16, 2021. I informed you that we do not track the requested material in our computerized case management system and do not have in index identifying the requested material. I further explained that to the extent we possess such material it would be contained within our investigatory files and because the request would necessitate a hand search of tens of thousands of files which would be unduly burdensome and the results of such a search would be exempt from CPRA production under Gov. Code section 6254(f).

To the extent that your Category 4 request could encompass motions made under AB 3070, I can advise you that our office has adopted a policy that highly discourages the use of peremptory challenges and furthermore provides that no prosecutor may exercise a peremptory challenge unless that prosecutor has completed 40 or more felony jury trials to verdict, has attended specific training related to AB 3070 and has been approved by the Chief Deputy, Assistant District Attorney, or an Assistant Chief Deputy District Attorney to use peremptory challenges. I can also inform you that we do track motions made under AB 3070. To date, no motions have been made against our attorneys under AB 3070.

Sincerely,

ANNE MARIE SCHUBERT  
DISTRICT ATTORNEY



Richard Miller  
Assistant Chief Deputy District Attorney

# **JURY SELECTION UNDER AB 3070**

Jeff Hightower

Tan Trinh

Greg Porter

## AB 3070: LEGISLATIVE FINDINGS

- Peremptory challenges have been frequently used to exclude jurors based on race, ethnicity, gender identity, sexual orientation, national origin, religious affiliation or perceived membership in any of those groups.
- This has disproportionately affected African-Americans, Latinos, and other people of color.
- Existing procedure (*Batson/Wheeler*) has failed to eliminate discrimination.
- Requiring proof of intentional bias has been ineffective.

## AB 3070: LEGISLATIVE FINDINGS

- Many routine reasons for challenges are associated with “stereotypes” or based on “unlawful discrimination.”
- Therefore, this legislation designates several justifications as presumptively invalid and provides a remedy for both “conscious” and “unconscious” bias in the use of peremptory challenges.
- The Legislature’s intent is that this act be **broadly construed** to further the purpose of **eliminating** the use of group stereotypes and discrimination in the use of peremptory challenges, whether based on conscious ***or unconscious*** bias.

## OUT WITH THE OLD: BATSON/WHEELER

### 3 step process

1. Party objecting to challenge must make a *prima facie* case
2. If *prima facie* case shown, burden shifts and party must adequately explain the challenge
3. Court then makes decision

## OUT WITH THE OLD: BATSON/WHEELER

- Defense had ultimate burden of proof
- Must show purposeful discrimination by a preponderance of the evidence
- Consider totality of circumstances
- Presumption that challenge is proper



## IN WITH THE NEW: CODE OF CIV. PRO. § 231.7

Effective January 1, 2022:

- **CCP § 231.7(a):** A party shall not use a peremptory challenge to remove a prospective juror on the basis of the prospective juror's race, ethnicity, gender, gender identity, sexual orientation, national origin, or religious affiliation, or the perceived membership of the prospective juror in any of those groups.
- **CCP § 231.7(c):** Upon objection...the party exercising the peremptory challenge shall state the reasons for the challenge.
- **CCP § 231.7(d)(1):** The court shall consider only the reasons actually given (may not speculate).

## NEW OBJECTIVE STANDARD

- If there is a substantial likelihood that an objectively reasonable person would view race, etc. as a factor in the peremptory challenge, the objection shall be sustained.
  - “Substantial likelihood” means more than a mere possibility but less than a standard of more likely than not.
  - “Reasonable person” is aware that unconscious bias has resulted in the unfair exclusion of potential jurors in California.
  - The court need not find purposeful discrimination.

## **PRESUMPTIVELY INVALID REASONS**

Expressing a distrust of or having a negative experience with law enforcement or the criminal legal system

Expressing a belief that law enforcement officers engage in racial profiling or that criminal laws have been enforced in a discriminatory manner

Having a close relationship with people who have been stopped, arrested, or convicted of a crime

A prospective juror's neighborhood

Having a child outside of marriage

Receiving state benefits

Not a native English speaker or the ability to speak another language

Dress, attire, or personal appearance

Employment in a field that is disproportionately occupied by group members or that serves a population disproportionately comprised of group members

Lack of employment or underemployment of the prospective juror's or his/her family member

Prospective juror's apparent friendliness with another prospective juror of the same group

## OBSERVATIONS/DEMEANOR

CCP § 231.7(g)(1) – The following reasons for peremptory challenges have historically been associated with improper discrimination in jury selection:

1. Inattentive, staring, or failing to make eye contact
2. Lack of rapport or problematic attitude, body language, or demeanor
3. Unintelligent or confused answers

- CCP § 231.7(g)(2) - Presumptively invalid unless the record supports the behavior and we explain why this behavior matters to the case.

## STANDARD – “CLEAR & CONVINCING”

- CCP § 231.7(e)- Peremptory challenge for any of those reasons is presumed to be invalid unless the party exercising the challenge can show by **clear & convincing** evidence that an objectively reasonable person would view the rationale as unrelated to the prospective juror’s membership or perceived membership in a cognizable class and that the reasons articulated bear on the prospective juror’s ability to be fair and impartial in the case.

## WHAT CAN COURT CONSIDER?

- CCP § 231.7(d)(3)
  - Totality of circumstances
  - Reasons actually given (shall not speculate)
  - Whether defendant, victim and/or witnesses are member of the same perceived cognizable group
  - Whether race, etc. bear on the facts of the case (i.e., cross-racial ID)
  - Disparate questioning
  - Comparative analysis
  - Reason might be disproportionately associated with a race, etc.
  - Reason was contrary to or unsupported by the record
  - History of DDA or Office

## REMEDIES

- Quash the jury venire and start jury selection anew
- Seat the challenged juror
- Provide the objecting party additional challenges
- If after jury impaneled → mistrial
- Provide another remedy as appropriate (i.e., monetary fine)

## APPELLATE COURT

- CCP § 231.7(j)
  - A denial of an objection shall be reviewed *de novo*, with the trial court's express factual findings reviewed for substantial evidence.
  - The court shall not impute findings that trial court did not expressly state on the record, including demeanor.
  - The court may only consider reasons for challenge given on the record and shall not speculate that other unstated reasons exist.
  - If court determines that the objection was erroneously denied, the error will be *per se* prejudicial, judgment reversed, and case remanded for a new trial.



## APPELLATE COURT

- Trial Court Erred in Granting of Peremptories
  - *People v. Silas* (2021) 2021 Cal.App. LEXIS 767
    - Trial court denied DA's "for cause" challenges to 3 Black jurors including one who voiced support for Black Lives Matter; noted all 3 were "very close calls."
    - Prosecutor exercised peremptories against all 3 (2 black jurors seated).
    - HELD: removal of pro-BLM juror violated *Batson/Wheeler*.
    - Court noted AB 3070 not in effect; nonetheless, considered AB 3070 factors and suggested removal of the juror would obviously violate new law.
      - (De novo review, DA's reasons presumptively invalid)
    - Court considered: prosecutor's use of peremptories in past trials, DA's office's prior violations (two DDA's from office had convictions reversed for violating *Batson/Wheeler*), census data of racial composition of juror's neighborhood, DA's attempt to have Black holdout juror removed in D's original trial which hung 11-1.

## APPELLATE COURT

- *People v. Henderson* (2021) 2021 Cal.App. LEXIS 744 (3<sup>rd</sup> DCA)
  - Trial court granted prosecutor's "for cause" challenges to 2 African-American jurors.
  - HELD: While a juror's belief that the criminal justice system is systemically unfair to Blacks is not a valid *Batson/Wheeler* reason, the trial court did not abuse its discretion in finding that was not the basis of the prosecutor's challenge.
  - Appellate courts credit trial court's ruling even when answers are unclear or conflicting because trial court is in position to observe juror's demeanor and tone.
  - Judgment affirmed.

## FOR CAUSE CHALLENGE

CCP § 225(B)(1)

- Unlimited number (each side)
- General disqualification
  - Lack of any qualification prescribed by law
  - Doesn't speak/understand English, parolee/probationer, felon 290s, non-resident
- Implied bias
  - Blood relation to any party, victim, witness, etc.
  - Involvement in prior case
  - Any interest in outcome
- Actual bias
  - State of mind preventing impartiality

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**From:** Andersen. Kristen (DA)  
**Sent:** Friday, May 20, 2022 10:17 AM  
**To:** Wasley. Bret (DA)  
**Subject:** FW: Send me that stuff from Cozens  
**Attachments:** Couzens\_2022\_Sentencing\_Law\_Changes.pdf

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**From:** Moore. Matthew (DA) <MooreM@sacda.org>  
**Sent:** Wednesday, March 2, 2022 11:14 AM  
**To:** Andersen. Kristen (DA) <AndersenK@sacda.org>  
**Subject:** RE: Send me that stuff from Cozens



**Matthew Moore** | Deputy District Attorney  
**Sacramento District Attorney's Office**  
901 G Street | Sacramento, CA 95814  
916.874.5461 | [moorem@sacda.org](mailto:moorem@sacda.org)  
Seek justice. Serve justice. Do justice.

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**From:** Andersen. Kristen (DA) <[AndersenK@sacda.org](mailto:AndersenK@sacda.org)>  
**Sent:** Wednesday, March 2, 2022 11:09 AM  
**To:** Moore. Matthew (DA) <[MooreM@sacda.org](mailto:MooreM@sacda.org)>  
**Subject:** Send me that stuff from Cozens

THANK YOU!!!

# **SELECTED CHANGES TO CALIFORNIA SENTENCING LAWS EFFECTIVE 2022**

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**J. RICHARD COUZENS**  
Judge of the Superior Court  
County of Placer (Ret.)

November 2021

**From:** Miller. Richard (DA)  
**Sent:** Friday, May 13, 2022 4:06 PM  
**To:** Caitlin Shaw  
**Cc:** Kory DeClark;PRA Response;Ellen Leonida  
**Subject:** RE: California Public Records Act Request  
**Attachments:** 2022-05-03 - KD Ltr. to RM re 7-23 PRA Request.pdf

Good afternoon.

We are working on this request, and will continue to do so. You requested a response by May 18, 2022. A thorough and good faith consideration of the factual and legal issues raised in your letter (attached for reference) cannot be completed by then. You may expect a response and potentially responsive materials in approximately three weeks from today. I can advise you that we have initiated the search for the terms and phrases you requested, and we are analyzing the legal authority you have provided as well as the factual assertions made in your letter. Thank you



**Rick Miller | Assistant Chief Deputy District Attorney**  
**Sacramento County District Attorney's Office**  
901 G Street | Sacramento, CA 95814  
916.874.6843 | [millerri@sacda.org](mailto:millerri@sacda.org)  
*seek justice. serve justice. do justice.*

**From:** Caitlin Shaw <Shaw@braunhagey.com>  
**Sent:** Tuesday, May 3, 2022 8:47 PM  
**To:** Miller. Richard (DA) <MillerRi@sacda.org>  
**Cc:** PRA Response <praresponse@braunhagey.com>; Kory DeClark <declark@braunhagey.com>; Ellen Leonida <Leonida@braunhagey.com>  
**Subject:** California Public Records Act Request

Mr. Miller,

Please see attached correspondence on behalf of Kory DeClark regarding our July 23, 2021 CPRA request.

Regards,

Caitlin Shaw

Litigation Legal Assistant

**BRAUNHAGEY & BORDEN LLP**

Direct: (415) 651-5763

**San Francisco (Main Office)**

351 California Street, 10<sup>th</sup> Floor  
San Francisco, CA 94104  
Tel. & Fax: (415) 599-0210

**New York**

118 W 22nd Street, 12<sup>th</sup> Floor  
New York, NY 10011  
Tel. & Fax: (646) 829-9403

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**Kory DeClark, Esq.**  
[declark@braunhagey.com](mailto:declark@braunhagey.com)

May 3, 2022

**VIA EMAIL**

Rick Miller  
Sacramento County District Attorney's Office  
901 G Street  
Sacramento, CA 95814  
Email: [millerri@sacda.org](mailto:millerri@sacda.org)

**Re: California Public Records Act Request**

Dear Mr. Miller:

Thank you for your February 4, 2022 response ("February 4 Letter") to our July 23, 2021 CPRA request seeking policies, training materials, and communications related to the Racial Justice Act ("Request"). We appreciate your providing greater clarity about the exemptions you are asserting. Nonetheless, we remain concerned about your use of these exemptions to withhold training materials responsive to the Request. For the reasons elaborated below, we believe the exemptions you assert are not applicable and cannot be used to withhold the documents we seek. Further, we provide information to clarify the request for information concerning communications related to the Racial Justice Act, and reaffirm our request for these records. Lastly, we ask for confirmation that you have no responsive records concerning *Batson/Wheeler* motions. In sum, we formally appeal your asserted exemptions and request an answer in writing as soon as possible, but in no event later May 18, 2022. Please note that if, after your response, we believe we are entitled to documents which have not been disclosed, we will litigate at your expense to obtain them.

**I. Background**

On July 23, 2021, we requested certain records: 1) policies, memoranda and guidance documents; 2) training materials; 3) communications related to the Racial Justice Act (RJA); and 4) documents related to Batson-Wheeler investigations. You responded in a letter dated August 16, 2021 asserting exemptions for each category of our request. Specifically, you asserted that you were not obligated to disclose policy documents, training materials or communications relating to the Racial Justice Act on account of the deliberative process, investigatory files, and work product exemptions under the CPRA.

We responded in a letter dated November 15, 2021 asking you, among other things, to reconsider your asserted exemptions. You responded by email on November 17, 2021 and asked for a phone meeting to discuss the Request. That meeting took place on December 20, 2021. At the meeting, we clarified certain aspects of our request and you agreed to respond again given the new information. We sent you a letter memorializing our discussion dated December 28, 2021.

San Francisco  
351 California Street, 10th Floor  
San Francisco, CA 94104  
Tel. & Fax: (415) 599-0210

New York  
118 W 22nd Street, 12<sup>th</sup> Floor  
New York, NY 10011  
Tel. & Fax: (646) 829-9403



In your February 4 Letter, you responded as follows to the four categories in our request, respectively:

1. You have produced all responsive documents to our request for policies, memoranda and guidance documents;
2. You intend to withhold all training materials (with the exception of a policy manual) based on the deliberative process, work product, and catchall exemptions, discussed further below;
3. You expressed concerns about the feasibility of a search for communications regarding the Racial Justice Act, and refused to modify your August 16, 2021 response; and
4. You continued to assert that you do not track *Batson/Wheeler* motions and thus have no responsive records.

We had another phone meeting on March 4, 2022. At that meeting, you asked us to provide legal authority for our position on your asserted exemptions and asked for additional guidance for conducting a search for communications related to the Racial Justice Act. The remaining sections of this letter respond to these requests.

## **II. Response to Category 2 of the July 23, 2021 Request**

In your February 4 Letter, you asserted that the documents we seek in our request for office-wide training materials “are exempt from disclosure by the deliberative process privilege, work product privilege, and also on the ground that the public interest served by not disclosing these outweighs the public interest served by disclosing them.” We do not believe the exemptions you assert are proper to withhold the training materials we request. We respond to each exemption in detail below.

### **A. All Exemptions Are Construed Narrowly**

As an initial matter, we emphasize the requirement to construe all exemptions narrowly when responding to a CPRA request. “Since disclosure is favored, all exemptions are narrowly construed.” (*County of Santa Clara v. Superior Court* (2019) 170 Cal.App.4th 1301, 1321 [citations omitted].) “In enacting the CPRA, the Legislature sought to provide the public broad access to documents regarding how government agencies carry out their responsibilities.” (*Weaver v. Superior Court* (2014) 224 Cal.App.4th 746, 750.) Moreover, by “constitutional mandate,” statutes like the CPRA that further the right of access to information must be broadly construed, while those that limit the right of access must be narrowly construed. (*City of San Jose v. Superior Court* (2017) 2 Cal.5th 608, 617, 629 [citing Cal. Const., art. I, § 3, subd. (b), par. (2)]; see also *Becerra v. Superior Court* (2020) 44 Cal.App.5th 897, 913 [emphasizing same].) Withholding dozens of training documents on broad grounds, and without disclosing any segregable material, violates this requirement.

### **B. The Work Product Exemption**

Your assertion of the attorney work product exemption to withhold office-wide training materials stretches the exemption beyond its breaking point. The work product exemption protects from discovery a “writing that reflects an attorney’s impressions, conclusions, opinions, legal research or theories.” (Code Civ. Proc., § 2018.030, subd. (a).) “The work-product rule does not extend to every written document generated by an attorney.” (*Coastal States Gas Corp.*

*v. Department of Energy* (D.D.C. 1980) 617 F.2d 854, 864<sup>1</sup>; see also *League of California Cities v. Superior Court* (2015) 241 Cal.App.4th 976, 994 [denying work-product exemption where work was not performed on behalf of client].)

The general training materials requested here cannot be withheld as protected or privileged work product. These documents are public records that lay out “general standards to guide the Government lawyers.” (*See ACLU of N. Cal. v. United States Department of Justice* (9th Cir. 2018) 880 F.3d 473, 484-89 [affirming that agency manuals, guidance documents, and other materials conveying agency policy fall outside work product protection and thus are discoverable]; *Judicial Watch, Inc. v. United States Department of Homeland Security* (D.D.C. 2013) 926 F.Supp.2d 121, 142-44 [ruling that memoranda communicating policies, guidelines, and “general standards” to ICE staff attorneys not protected by work-product privilege].)

### C. The Deliberative Process Exemption

You cannot withhold policies, guidance documents and training material under the deliberative process privilege. That privilege exists to allow policymakers “to test ideas and debate policy and personalities uninhibited by the danger that [their] tentative but rejected thoughts will become subjects of public discussion.” (*ACLU of N. Cal. v. Superior Court* (2011) 202 Cal.App.4th 55, 76 [quoting *Times Mirror Co. v. Superior Court* (1991) 53 Cal.3d 1325, 1341].) The “key question,” as the California Supreme Court has explained, is “whether disclosure of the materials would expose an agency’s decision-making process in such a way as to discourage candid discussion with the agency and thereby undermine the agency’s ability to perform its functions.” (*Times Mirror Co. v. Superior Court, supra*, 53 Cal.3d at p. 1342.) The exemption applies, in other words, only to “predecisional” and “deliberative” documents. (*ACLU of N. Cal. v. Superior Court, supra*, 202 Cal.App.4th at p. 76.)

A “policy cannot be properly . . . characterized as predecisional if it is adopted, formally or informally, as the agency position on an issue or is used by the agency in its dealings with the public.” (*ACLU of N. Cal. v. Superior Court, supra*, 202 Cal.App.4th at p. 76 [internal quotation marks omitted]; see also *ibid.* [“The deliberative process privilege does not justify nondisclosure of a document merely because it was the product of an agency’s decision-making process; if that were the case, the PRA would not require much of government agencies.”]; *Citizens for a Better Environment v. Department of Food & Agriculture* (1985) 171 Cal.App.3d 704, 713 [ruling that “memoranda consisting only of compiled factual material or purely factual material contained in deliberative memoranda and severable from its context” are not exempt from disclosure].)

Office policies, guidance documents, and training materials do not “expose an agency’s decision-making process,” but rather articulate finalized decisions after deliberations have concluded. (*Times Mirror Co. v. Superior Court, supra*, 53 Cal.3d at p. 1342.) These documents do not expose the ideas that were proposed, but ultimately rejected. There is simply no privilege for ideas once they have become policy.

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<sup>1</sup> As many courts have recognized, the CPRA is modeled after the federal Freedom of Information Act (“FOIA”) and the “legislative history and judicial construction of the FOIA thus ‘serve to illuminate the interpretation of its California counterpart.’” (*Times Mirror Co. v. Superior Court* (1991) 53 Cal.3d 1325, 1338 [quoting *ACLU of N. Cal. v. Deukmejian* (1982) 32 Cal.3d 440, 447]; see also *Community Youth Athletic Ctr. v. City of Nat’l City* (2013) 220 Cal.App.4th 1385, 1400, fn.6 [“Judicial interpretations of the FOIA in the federal courts may be used to construe the PRA.”].)

#### D. Public Interest Balancing

Your summary statement that “the public interest served by not disclosing these [training materials] outweighs the public interest served by disclosing them” is unsupported and incorrect. The deliberative process exemption is recognized under Government Code sec. 6255, known as the “catchall” exemption (*Times Mirror Co. v. Superior Court*, *supra*, 53 Cal.3d at p. 1340.) The CPRA’s catchall exemption permits an agency to withhold records only if, on the facts of a particular case, the agency can demonstrate that there is a weightier public interest in withholding the records than disclosing them. (Gov. Code, § 6255, subd. (a); *see generally* *ACLU of N. Cal. v. Deukmejian* (1982) 32 Cal.3d 440, 453 [“Section 6255 speaks broadly of the ‘public interest,’ a phrase which encompasses public concern with the cost and efficiency of government.”]; *Weaver v. Superior Court* (2014) 224 Cal.App.4th 746, 752.) The burden falls on the agency to demonstrate the “clear overbalance” in favor of withholding the records sought. (*Michaelis, Montanari & Johnson v. Superior Court* (2006) 38 Cal.4th 1065, 1071 [“[T]his provision contemplates a case-by-case balancing process, with the burden of proof on the proponent of nondisclosure to demonstrate a clear overbalance on the side of confidentiality.”].)

You have not met this burden, which requires an express elaboration of the public interest that is being protected by nondisclosure. (*See, e.g., ACLU of N. Cal. v. Superior Court* (2011) 202 Cal.App.4th 55, 74 [rejecting a governmental assertion that the public interest compelled withholding because “the record provide[d] no basis upon which to exempt the information at issue under . . . the catch-all exemption”].) You may not simply assert the exemption without explaining the purported burden imposed.

We also believe you cannot meet the requirements of the catchall exemption for the records requested here. The RJA strengthens the case for disclosure. In enacting the RJA, the Legislature expressed its intent “to eliminate racial bias from California’s criminal justice system,” “to remedy the harm to the defendant’s case and to the integrity of the judicial system,” “to actively work to eradicate” racial disparities in the judicial system, and “to ensure that individuals have access to all relevant evidence, including statistical evidence, regarding potential discrimination in seeking or obtaining convictions or imposing sentences. (Stats. 2020, ch. 317, § 2, subd. 2(i)-(j).) The implementation of the RJA therefore requires that the public be able to *access* policies and data concerning decisions about whether and how California prosecutes cases and whether such prosecutions are tainted by bias.<sup>2</sup> This goal substantially outweighs any theoretical burden to your office.

Recently, the San Francisco Superior Court held that the public has a right to access race and ethnicity data of all parole applicants over an extended period of time, rejecting an asserted public interest exemption by the California Department of Corrections and Rehabilitation. (*Brodheim v. Cal. Department of Corrections & Rehabilitation* (Cal. Superior, July 16, 2020, No. CPF-20-516978) 2020 WL 4558319.) As the court held:

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<sup>2</sup> The RJA specifically provides that a defendant may present evidence of racial bias by showing “statistical evidence or aggregate data demonstrat[ing] a significant difference in seeking or obtaining convictions or in imposing sentences comparing individuals who have committed similar offenses and are similarly situated, and the prosecution cannot establish race-neutral reasons for the disparity.” (Stats. 2020, ch. 317, § 3 [establishing Pen. Code, § 745, subd. (h)(1)].) In recognizing that the disclosure of racial and ethnic disparities may depend on the statistical evidence or aggregate data, the Legislature has *presumed* public access to such information.

“[T]his case unquestionably involves a weighty public interest in disclosure. . . The importance of that public interest is vividly highlighted by the current national focus on the role of race in the criminal justice system and in American society generally . . . . Disclosure insures that government activity is open to the sharp eye of public scrutiny. Requiring production of the information will contribute significantly to public understanding of government activity and reveal whether improper animus affects respondent’s performance of its duty.” (*Id.* at p. \*2 [internal citations omitted].)

The court’s reasoning—which recognized a heightened public interest in information concerning the race and ethnicity of people in custody, and the extraordinarily limited public interest in the withholding of such information—clearly applies here, too. (*Id.* at pp. \*1-\*3; see also *Weaver v. Superior Court* (2014) 224 Cal.App.4th 746, 752 [concluding that “it is inconceivable to us that any countervailing interest that the District Attorney could assert outweighs the magnitude of the public’s interest” in the death penalty where a petitioner was seeking to find evidence of selective prosecution].)

### **III. Response to Category 3 of the July 23, 2021 Request**

During our most recent meeting, you asked for examples of search phrases which could be used to satisfy our request for communications regarding the Racial Justice Act. We ask that you search for the following phrases:

1. “Racial Justice Act” (the entire phrase)
2. “RJA”
3. “AB 2542”
4. “Implicit Bias”
5. “Racism”

We realize that some of these terms (e.g., “racism”) may produce more hits than others. As we discussed on the phone, however, it makes sense to run the search and see how many results are produced before discussing any hypothetical burden of retrieving the documents. Please respond with an overview of what your searches produce and raise any remaining obstacles to the production of the requested communications at the same time.

### **IV. Response to Category 4 of the July 23, 2021 Request**

Please confirm that you have no responsive records to Category 4 of our request.

Thank you for reconsidering your asserted exemptions and for assisting with our request generally. We ask that you respond in writing by May 18, 2022 explaining whether you intend to produce the documents we request or deny our appeal. After receiving your answer, we would be happy to speak on the phone to discuss any remaining issues.

Very truly yours,



Kory DeClark

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**From:** Miller. Richard (DA)  
**Sent:** Friday, May 13, 2022 4:06 PM  
**To:** Caitlin Shaw  
**Cc:** Kory DeClark;PRA Response;Ellen Leonida  
**Subject:** RE: California Public Records Act Request  
**Attachments:** 2022-05-03 - KD Ltr. to RM re 2-18 PRA Request.pdf

Good afternoon.

We are working on this request, and will continue to do so. You requested a response by May 18, 2022. A thorough and good faith consideration of the factual and legal issues raised in your letter (attached for reference), including the newly clarified requests set forth in section II, cannot be completed by then. You may expect a response and potentially responsive materials in approximately three weeks from today. Thank you."



**Rick Miller** | Assistant Chief Deputy District Attorney  
**Sacramento County District Attorney's Office**  
901 G Street | Sacramento, CA 95814  
916.874.6843 | [millerri@sacda.org](mailto:millerri@sacda.org)  
*seek justice. serve justice. do justice.*

**From:** Caitlin Shaw <Shaw@braunhagey.com>  
**Sent:** Tuesday, May 3, 2022 9:04 PM  
**To:** Miller. Richard (DA) <MillerRi@sacda.org>  
**Cc:** PRA Response <praresponse@braunhagey.com>; Kory DeClark <declark@braunhagey.com>; Ellen Leonida <Leonida@braunhagey.com>  
**Subject:** California Public Records Act Request

Mr. Miller,

Please see attached correspondence on behalf of Kory DeClark regarding our February 18, 2022 CPRA request.

Regards,

Caitlin Shaw

Litigation Legal Assistant

**BRAUNHAGEY & BORDEN LLP**

Direct: (415) 651-5763

**San Francisco (Main Office)**

351 California Street, 10<sup>th</sup> Floor

San Francisco, CA 94104

Tel. & Fax: (415) 599-0210

**New York**

118 W 22nd Street, 12<sup>th</sup> Floor

New York, NY 10011

Tel. & Fax: (646) 829-9403

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Kory DeClark, Esq.  
[declark@braunhagey.com](mailto:declark@braunhagey.com)

May 3, 2022

**VIA EMAIL**

Rick Miller  
Sacramento County District Attorney's Office  
901 G Street  
Sacramento, CA 95814  
Email: [millerri@sacda.org](mailto:millerri@sacda.org)

**Re: California Public Records Act Request**

Dear Mr. Miller:

Thank you for speaking with us on March 4, 2022 to discuss our CPRA request dated February 18, 2022. At that meeting, we attempted to determine which categories and subcategories of data your office tracks. As we explained, it is more efficient to determine first whether it is even possible to retrieve the requested data before debating any potential exemptions. We appreciate the time and energy you spent attempting to give us this information. We follow up now summarizing what we understand your position to be, requesting further information, and formally appealing certain exemptions.

**I. Summary of Responses**

We understand that you have asserted the following:

- A. You have in a searchable format, and intend to produce, the following subcategories of records, presuming we can reach an agreement concerning the cost of programming time:**
- 1(a)-(d) – unique identifiers
  - 4 – ADA identified (noting that this might not include *all* prosecutors involved in a particular prosecution)
  - 7(a)-(c) – charges filed
- B. You have, but are unwilling to produce, the following subcategories of records for which you have asserted exemptions:**
- 5(a)-(d) – decisions to decline to prosecute (asserting exemptions on the grounds of: deliberative process privilege; public interest; privileged work product; investigatory files exemption)
  - 9(a)-(e) – bail/custody information (asserting investigatory files exemption and undue burden)

San Francisco  
351 California Street, 10th Floor  
San Francisco, CA 94104  
Tel. & Fax: (415) 599-0210

New York  
118 W 22nd Street, 12<sup>th</sup> Floor  
New York, NY 10011  
Tel. & Fax: (646) 829-9403

- 10(a)-(e) – plea information requested (asserting investigatory files exemption and undue burden)
- 11(a)-(c) – case outcomes (asserting investigatory files exemption)
- 12 – counsel for defendant (asserting investigatory files exemption and undue burden)
- 13(a)-(c) – demographic information concerning victim (asserting investigatory files exemption and undue burden)
- 14 & 15 – parole and pardon recommendations (asserting investigatory files exemption)

**C. You have, but are unwilling to produce, the following subcategories of records because you assert that to do so would be unduly burdensome as the records would need to be hand searched.** You have asserted that *none* of the requested records could be produced through a search of your computerized case management system.

- 2(a)-(e) – demographic information  
In addition to asserting undue burden, you asserted Gov't Code 6254(f) (investigatory files).
- 2(f) – prior criminal convictions of a defendant  
In addition to asserting undue burden, you asserted the following exemptions: Gov't Code 6254(f) (investigatory files), 6254(k) (federal or state law protections, citing PC §§ 13302-04), 6255 (public interest).
- 3(a)-(c) – zip code of arrest, date of arrest, law enforcement referring charge  
In addition to asserting undue burden, you asserted Gov't Code 6254(f) (investigatory files).
- 6(a)-(d) – diversion offers and decisions  
In addition to asserting undue burden, you asserted Gov't Code 6254(f) (investigatory files).
- 8(a)-(e) – factors considered in deciding charges, filing  
In addition to asserting undue burden, you asserted the following exemptions: deliberative process privilege; public interest; privileged work product.

**D. You do not have, and could not produce, the following subcategories of records:**

- 7(d) – maximum sentence possible for filed charge

Please confirm the accuracy of this summary of your positions in response to our records request, or modify as required.

In particular, please confirm that all of the information for which you have asserted is unduly burdensome to produce (subsection D, above) is not searchable in any way through your computerized case management system.



Further, with regard to Requests 9(a)-(e) (bail/custody information), 10(a)-(e) (plea information), 11(a)-(c) (case outcomes), 12 (counsel for defendant), and 13(a)-(c) (victim demographic information), you noted that you “do not have an index of [the requested] information.” However, you did not identify whether any of the requested information is searchable in your computerized case management system. Please confirm whether any of the records requested in Requests 9(a)-(e), 10(a)-(e), 11(a)-(c), 12, and 13(a)-(c) are searchable in your computerized case management system.

## **II. Response to Inquiries, Assertions of Vagueness**

With regard to the subcategories you identified as “vague”, we provide the following clarifications:

- For 9(a) (bail amount requested), this refers to any requests for bail by the District Attorney’s Office.
- For 9(b) (detention orders sought), this refers to requests by the District Attorney to maintain a defendant in custody.
- For 9(c) (whether bail was set or denied), this refers to any bail orders made by the court at any stage of the proceedings.
- For 9(d) (whether individuals released on bail), this refers to any bail releases made by the court at any stage of the proceedings.
- For 9(e) (pre-plea/pre-trial custody status), this refers to the custody status at the time an individual defendant makes a plea or goes to trial.
- For 10(a)-(d) (plea offers), this refers to all plea offers during the course of a defendant’s proceedings.

## **III. Information in Sacramento County Sheriff’s Department Database**

You represented that some of the data we request is contained in a database owned and managed by the Sacramento County Sheriff’s Department. At the March 4 meeting, you expressed that you were not sure if you were able to share that data. We have since also sent a CPRA request to the Sacramento County Sheriff’s Department seeking the same information. We ask that in your next response regarding our February 18, 2022 request, you identify whether there are specific subcategories of data that you are not willing to produce because the data is managed by the Sacramento County Sheriff’s Department and you are taking the position that you are not entitled to, or not willing to, produce the data for that reason. We also ask you to confirm whether the requested information, which is in your custody, is being produced by the Sheriff’s Department.

## **IV. Appeal of Exemptions**

Third, we appeal certain asserted exemptions, as elaborated below.

### **A. Investigatory Files Exemption**

Many categories of data we request are, in fact, tracked by your office, but you do not consider them available to us (meaning, legally, that you consider them exempt from disclosure)

because you assert that they are contained in investigation files. We wish to formally appeal your assertion of the investigatory files exemption to withhold any of the data we request.

Your use of the investigatory files exemption to withhold the requested data is improper under the CPRA. You cannot invoke the investigatory file exemption merely because the data we seek has been placed in a file labelled “investigatory.” (*Commission on Peace Officer Standards & Training v. Superior Court* (2007) 42 Cal.4th 278, 291. [“[T]he content of the document at issue, not the location in which it is stored, [is] determinative.”]; *see also ibid.* [“We consider it unlikely the Legislature intended to render documents confidential based on their location.”]; *Williams v. Superior Court, supra*, 5 Cal.4th at p. 355 [“[T]he law does not provide . . . that a public agency may shield a record from public disclosure, regardless of its nature, simply by placing it in a file labelled ‘investigatory.’”].) The investigative files exemption also applies to individual records rather than entire files; the existence of individual exempt records within a file does not render the entire file exempt. (*Commission on Peace Officer Standards & Training v. Superior Court, supra*, 42 Cal.4th at p. 291.)

Even if the investigatory file exemption applies to some of the requested records, the agency must still disclose certain information. “[E]ven when the CPRA’s exemption for law enforcement investigatory files applies, the investigating agency ordinarily must still disclose to the public ‘the time, substance, and location of all complaints or requests for assistance received by the agency and the time and nature of the response thereto, including, to the extent the information regarding crimes alleged or committed or any other incident investigated is recorded, the time, date, and location of occurrence, [and] the time and date of the report, the name, age, and current address of the victim . . .’” (*Williams v. Superior Court, supra*, 5 Cal.4th at p. 361 [citing Gov. Code, § 6254, subd. (f)(2)].) “Agencies must also disclose to the public “[t]he full name, current address, and occupation of every individual arrested by the agency, the individual’s physical description including date of birth, color of eyes and hair, sex, height and weight, the time and date of arrest, the time and date of booking, the location of the arrest, the factual circumstances surrounding the arrest, the amount of bail set, the time and manner of release or the location where the individual is currently being held, and all charges the individual is being held upon, including any outstanding warrants from other jurisdictions and parole or probation holds.” (*Ibid.* [citing Gov. Code, § 6254, subd. (f)(1)].)

Further, you must produce any nonexempt materials that can be reasonably segregated from exempt materials. (*See, e.g., Commission on Peace Officer Standards & Training v. Superior Court* (2007) 42 Cal.4th 278, 301.) Specifically, you are “obligated to redact exempt information from a nonexempt record when the exempt and nonexempt materials are not ‘inextricably intertwined’ and are ‘otherwise reasonably segregable.’” (*Becerra v. Superior Court* (2020) 44 Cal.App.5th 897, 929 [quoting *ACLU of N. Cal. v. Deukmejian* (1982) 32 Cal.3d 440, 453, fn.13].) Asking for data points to be extracted from investigatory files, rather than any documents from the files themselves, is the very definition of material that can be reasonably segregated from other material in your investigatory files. If this were not the case, all data showing racial bias in prosecutions could simply be hidden in those files.

## **B. Deliberative Process**

The deliberative process privilege is designed to protect the ability of policymakers “to test ideas and debate policy and personalities uninhibited by the danger that [their] tentative but rejected thoughts will become subjects of public discussion.” *ACLU*, 202 Cal. App. 4th at 76. In establishing the deliberative process privilege, the California Supreme Court identified “the key question” in examining the applicability of the deliberative process privilege as “whether disclosure of the materials would expose an agency’s decision-making process in such a way as

to discourage candid discussion with the agency and thereby undermine the agency's ability to perform its functions." *Times Mirror Co. v. Superior Ct.*, 53 Cal. 3d 1325, 1342 (1991). Thus, the exemption applies only to "predecisional" and "deliberative" documents. A "policy cannot be properly. . . characterized as predecisional if it is adopted, formally or informally, as the agency position on an issue or is used by the agency in its dealings with the public." *ACLU*, 202 Cal. App. 4th at 76 (internal quotation marks omitted); *see also id.* ("The deliberative process privilege does not justify nondisclosure of a document merely because it was the product of an agency's decision-making process; if that were the case, the PRA would not require much of government agencies."); *Citizens for a Better Env't v. Dep't of Food & Agric.*, 171 Cal. App. 3d 704, 713 (1985) ("memoranda consisting only of compiled factual material or purely factual material contained in deliberative memoranda and severable from its context.... [are not exempt from disclosure]").

Data points regarding filed cases do not categorically "expose an agency's decision-making process," but rather tend to articulate finalized decisions after deliberations have concluded. *Times Mirror Co. v. Superior Court*, (2011) 53 Cal.3d 1325, 1342. These documents do not expose the ideas that were proposed, but ultimately rejected. There is simply no privilege for ideas once they have become final. This is what is captured in the data points.

### **C. Attorney Work Product**

The work product exemption serves to protect from discovery a "writing that reflects an attorney's impressions, conclusions, opinions, legal research or theories." Code Civ. Proc. § 2018.030(a). It must be narrowly construed.<sup>1</sup> *See Coastal States Gas Corp. v. Dep't of Energy*, 617 F.2d 854, 864 (D.D.C. 1980) ("The work-product rule does not extend to every written document generated by an attorney.");<sup>2</sup> *League of California Cities v. Superior Ct.*, 241 Cal. App. 4th 976, 994 (2015) (denying work-product exemption where work was not performed on behalf of client). The data requested here is not a writing and exposes none of these. Instead it provides data points for an analysis of whether racial bias exists in charging decisions and case outcomes.

### **E. Public Interest**

The CPRA's catchall exemption permits an agency to withhold records if, on the facts of a particular case, the agency can demonstrate that there is a weightier public interest in withholding the records than disclosing them. Gov't Code § 6255(a). *See generally Deukmejian*,

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<sup>1</sup> *See* Cal. Const. art. I, § 3 ("A statute, court rule, or other authority . . . shall be broadly construed if it furthers the people's right of access, and narrowly construed if it limits the right of access."); *see also Los Angeles Cnty. Bd. of Supervisors* (2016) 2 Cal.5th 282, 292 (emphasizing same).

<sup>2</sup> As many courts have recognized, the CPRA is modeled after the federal Freedom of Information Act ("FOIA") and the "judicial construction of the FOIA thus "serve[s] to illuminate the interpretation of its California counterpart." *Times Mirror Co. v. Superior Ct.*, 53 Cal. 3d 1325, 1338 (1991) (quoting *ACLU of N. Cal. v. Deukmejian*, 32 Cal. 3d 440, 447 (1982)); *see also Cmty. Youth Athletic Ctr. v. City of Nat'l City*, 220 Cal. App. 4th 1385, 1400 n.6 (2013) ("Judicial interpretations of the FOIA in the federal courts may be used to construe the PRA.").

32 Cal. 3d at 453 (“Section 6255 speaks broadly of the ‘public interest,’ a phrase which encompasses public concern with the cost and efficiency of government.”); *Weaver v. Superior Ct.*, 224 Cal. App. 4th 746, 752 (2014).

The burden falls on the agency to demonstrate the “clear overbalance” in favor of withholding the records sought. *Michaelis, Montanari & Johnson v. Superior Court* (2006) 38 Cal.4th 1065, 1071 (“[T]his provision contemplates a case-by-case balancing process, with the burden of proof on the proponent of nondisclosure to demonstrate a clear overbalance on the side of confidentiality.”).

The withholding of certain information based on this catchall public interest exemption requires an express elaboration of the public interest that is being protected by nondisclosure. *See, e.g., ACLU*, 202 Cal. App. 4th at 74 (rejecting a governmental assertion that the public interest compelled withholding because “the record provide[d] no basis upon which to exempt the information at issue under . . . the catch-all exemption”).

The burden is not met, as here, where the agency simply asserts the exemption broadly without any explanation of the purported burden imposed. Further, requesters believe the agency cannot meet the requirements of the Catchall Exemption for the records requested here.

The RJA strengthens the case for disclosure in the face of an agency’s assertion of the catchall exemption here. In enacting the RJA, the Legislature expressed its intent “to eliminate racial bias from California’s criminal justice system,” “to remedy the harm to the defendant’s case and to the integrity of the judicial system,” “to actively work to eradicate” racial disparities in the judicial system, and “to ensure that individuals have access to all relevant evidence, including statistical evidence, regarding potential discrimination in seeking or obtaining convictions or imposing sentences. AB 2542 §§ 2(i), (j). The effective implementation of the RJA, and the realization of this legislative intent, requires that the public be able to *access* policies and data concerning decisions about whether and how California prosecutes cases and whether such prosecutions are tainted by bias.<sup>3</sup>

In a recent case, the San Francisco Superior Court ruled definitively that the public has a right to access individual data concerning race and ethnicity of all parole applicants over an extended period of time, rejecting an asserted public interest exemption by the California Department of Corrections and Rehabilitation (“CDCR”). *Brodheim v. Cal. Dep’t of Corrections & Rehabilitation*, 2020 WL 4558319 (Cal. Superior July 16, 2020). The *Brodheim* court’s reasoning is persuasive concerning the limits of an assertion that public interest compels withholding of information relevant to an evaluation of racial bias in prosecutions. In *Brodheim*, the Superior Court recognized the heightened public interest of information concerning race and

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<sup>3</sup> The RJA specifically provides that a defendant may present evidence of racial bias by showing “statistical evidence or aggregate data demonstrat[ing] a significant difference in seeking or obtaining convictions or in imposing sentences comparing individuals who have committed similar offenses and are similarly situated, and the prosecution cannot establish race-neutral reasons for the disparity.” AB 2542 § 3 (establishing Cal. P.C. § 745(h)(1)). In recognizing that the disclosure of racial and ethnic disparities may depend on the statistical evidence or aggregate data, the Legislature has *presumed* public access to such information.

ethnicity of people in custody, and the extraordinarily limited public interest in the withholding of such information. *Id.* at \*1-\*3. As the Superior Court in *Brodheim* held:

“[T]his case unquestionably involves a weighty public interest in disclosure. . . The importance of that public interest is vividly highlighted by the current national focus on the role of race in the criminal justice system and in American society generally. . . . Disclosure insures that government activity is open to the sharp eye of public scrutiny. Requiring production of the information will contribute significantly to public understanding of government activity and reveal whether improper animus affects respondent's performance of its duty.”

*Id.* at \*2 (internal citations omitted).

*See also Weaver v. Superior Court*, 224 Cal.App.4th 746 (2014) (“it is inconceivable to us that any countervailing interest the District Attorney could assert outweighs the magnitude of the public’s interest” in the death penalty where a petitioner was seeking to find evidence of selective prosecution)

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Thank you for reconsidering your asserted exemptions and for assisting with our request generally. We ask that you respond in writing by May 18, 2022 explaining whether you intend to produce the data we request or deny our appeal. If you deny our request, we ask that you provide a list of all subcategories of data we request which you continue to withhold, and specific justification for that exemption. After receiving your answer, we would be happy to speak on the phone to discuss any remaining issues.

Very truly yours,

A handwritten signature in blue ink, appearing to read 'Kory DeClark', is written over a horizontal line.

Kory DeClark

---

**From:** Stafford. Elise (DA)  
**Sent:** Tuesday, May 3, 2022 2:07 PM  
**To:** Crabill. Tara McManigal (DA)  
**Subject:** FW: Emailing: Couzens\_2022\_Sentencing\_Law\_Changes.pdf  
**Attachments:** Couzens\_2022\_Sentencing\_Law\_Changes.pdf

-----Original Message-----

**From:** Galata. Anissa (DA) <GalataA@sacda.org>  
**Sent:** Thursday, February 17, 2022 9:26 AM  
**To:** Stafford. Elise (DA) <StaffordE@sacda.org>; Filippini. Rona (DA) <FilippiniR@sacda.org>; Lal. Renishta (DA) <LalR@sacda.org>  
**Subject:** FW: Emailing: Couzens\_2022\_Sentencing\_Law\_Changes.pdf

-----Original Message-----

**From:** Carlson. Chris (DA) <CarlsonC@sacda.org>  
**Sent:** Thursday, January 27, 2022 12:25 PM  
**To:** Galata. Anissa (DA) <GalataA@sacda.org>  
**Subject:** Emailing: Couzens\_2022\_Sentencing\_Law\_Changes.pdf

Your message is ready to be sent with the following file or link attachments:

Couzens\_2022\_Sentencing\_Law\_Changes.pdf

Note: To protect against computer viruses, e-mail programs may prevent sending or receiving certain types of file attachments. Check your e-mail security settings to determine how attachments are handled.

# **SELECTED CHANGES TO CALIFORNIA SENTENCING LAWS EFFECTIVE 2022**

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**J. RICHARD COUZENS**  
Judge of the Superior Court  
County of Placer (Ret.)

November 2021

**From:** California Lawyers Association <info@calawyers.org>  
**Sent:** Monday, May 2, 2022 2:06 PM  
**To:** Winchester. Cody (DA)  
**Subject:** May eNews | Find Your Purpose and Focus on Your Well-Being



## CLA LEADERSHIP

### Reflections on Mother's Day and My First 100 Days

Oyango A. Snell reflects on the celebration of Mother's Day. In his first 100 days as CEO and Executive Director, he has seen how mothers are helping CLA thrive and become the premier voluntary bar association of choice for California attorneys. [Read more.](#)



### Find Your Purpose and Focus on Your Well-Being



For those who feel overworked and overstressed, today begins Well-Being Week in Law. It is fitting that it falls immediately following Law Day on May 1, as both events offer much-needed perspective, especially after two years of a global pandemic. [Read more from President Jeremy M. Evans and Chair of the Board of Representatives Ryan M.F. Baron.](#)



## ICYMI: Legislative Day

More than 120 people participated in CLA's Fourth Annual Legislative Day on April 6. The event began with the presentation of CLA's [Legislator of the Year Award](#) to Senator Thomas J. Umberg. Speakers from all three branches of government discussed legislative priorities and potential changes on the horizon. [Read more.](#)



## Oyango A. Snell Honored as Association Executive of the Year

The California Society of Association Executives honored our CEO and Executive Director, Oyango A. Snell, as its Association Executive of the Year for 2022. [Read more.](#)

## 2022 Solo and Small Firm Summit: Don't Miss It!

This year's Solo and Small Firm Summit takes place virtually June 16-17, 2022. This highly-anticipated annual event is specifically tailored for solo and small-firm practitioners, with top-quality panels, discussions, and keynote speakers. Attend from the comfort of home or your office. Schedule conflict? Programs are available for 30 days after the event. This is not one to miss.



**Register Today!**

- ***Save the Date!*** The 2022 Annual Meeting takes place in San Diego, September 15-17. More details, including registration info, will be available soon!

## FEATURED ARTICLES

### Celebrate Well-Being Week in Law With CLA

Whether you are looking for wellness resources or events, CLA has you covered as we celebrate Well-Being Week in the Law.

- May 2: [Lunchtime talk and walk](#)
- May 3: [Mindfulness and interconnection: healing ourselves to better serve the world](#)
- May 4: [Writing for well-being](#)
- May 5: [Cooking a seasonal healthy meal for wellness](#)
- May 6: [Humming Jazmine Sullivan: emotion regulation practices for legal professionals](#)



#### *More from the CLA Health and Wellness Committee:*

- [Read our Q&A with mindfulness teacher Judi Cohen, which includes tips for those who want to start a mindfulness practice](#)
- [Get Ready for CLA's next Walking Challenge](#)

### San Diego Students Create Inspiring Law Week Contest Posters and Videos

The San Diego County Bar Association recently invited K-12 students to submit posters and videos reflecting their thoughts on Law Week 2022 – “Toward a More Perfect Union: The Constitution in Times of Change.” [The results may surprise and delight you.](#)

### Ethics Spotlight: Summer Vacation Planning for Attorneys

Far too many professionals these days can stay plugged in to the office during their vacations with the same tools that allowed them to work from home through the pandemic.

If you are looking to unplug while on vacation, it's important to plan so you can continue to fulfill your ethical obligations. [Read more from CLA's Ethics Committee.](#)

## In Memoriam: Former California Supreme Court Justice John A. Arguelles

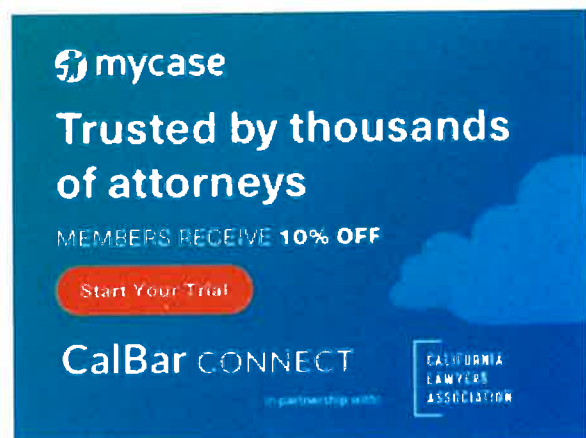
Former California Supreme Court Justice John A. Arguelles, the Second Hispanic justice on the state high court, died at his home on April 10 at age 94. [Read more.](#)

## Applications for ABA Alternate Delegate Due May 6

Do you or someone you know want to get involved in ABA policymaking? We are accepting applications through May 6 to fill the Alternate Delegate role for CLA's Delegation to the House of Delegates. [Learn more.](#)

## Get Time Back in 2022 By Automating Your Law Firm's Tasks

Law firms excel at building and implementing processes at every stage of the client journey—from intake to resolution. However, most of these administrative tasks can take up a substantial part of an attorney's day. [Learn more.](#)



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## FREE CLE AND UPCOMING EVENTS

### The Who We Are Project: The Truth About the Role of Anti-Black Racism in U.S. Policing—May 18

Jeffery Robinson, CEO and Founder of The Who We Are Project, empowers his audience to change the future, leaving them with a sense of optimism about what the United States could look like if we dare to change it. [Register for this free program with Robinson,](#) presented by ABA and co-sponsored by the Hispanic National Bar Association, the Civil Rights Section of the Colorado Bar Association, and CLA.

## Free CLE of the Month

The Workers' Compensation Section brings you [the free education program of the month](#). Nailing the Doctor's Deposition shows litigators how to extract the information needed to meet the burden of proof in classic workers' compensation cases.

## Featured CLA Events

- May 3 @ 12:00 p.m. | [California Racial Justice Act, An Introduction](#)
- May 6 @ 12:00 p.m. | [Advanced Negotiations Strategies for Lawyers](#)
- May 12 @ 12:00 p.m. | [Free Your Mind: Identify & Eradicate Implicit Bias](#)
- May 14 @ 8:30 a.m. | [Trial Skills Update Seminar](#)
- May 18 @ 10:00 a.m. | [The Who We Are Project: The Truth About the Role of Anti-Black Racism in U.S. Policing](#)
- June 16-17 | [Solo and Small Firm Summit](#)
- September 15-17 | 2022 Annual Meeting *(save the date!)*

[All CLA Events](#)

## CLA Awards Nominations Now Open

Do you know someone doing exceptional work to advance our mission of promoting excellence, diversity and inclusion in the legal profession and fairness in the administration of justice and the rule of law? [Consider nominating them by June 30](#) for one of the following:

- Aranda Award for judges who have helped improve access to the courts
- Bernard E. Witkin Medal for those who have made outstanding contributions to the quality of justice and legal scholarship in California
- Diversity Awards for outstanding efforts of law firms, bar associations, or organizations
- Excellence in Civic Engagement Award for lawyers
- Harry B. Sondheim Professional Responsibility Award for lawyers
- Jack Berman Award of Achievement for young lawyers
- Loren Miller Legal Services Award for lawyers

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## State Bar Updates

- [State Bar of California Responds to 2022 California State Auditor's Report](#)
- [Fraud Schemes Leave Many Victims in their Wake: Public and Attorneys](#)



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California Lawyers Association 400 Capitol Mall Suite 650 Sacramento, California 95814 United States

**From:** California Lawyers Association <info@calawyers.org>  
**Sent:** Monday, May 2, 2022 2:06 PM  
**To:** Giles. Lauren (DA)  
**Subject:** May eNews | Find Your Purpose and Focus on Your Well-Being



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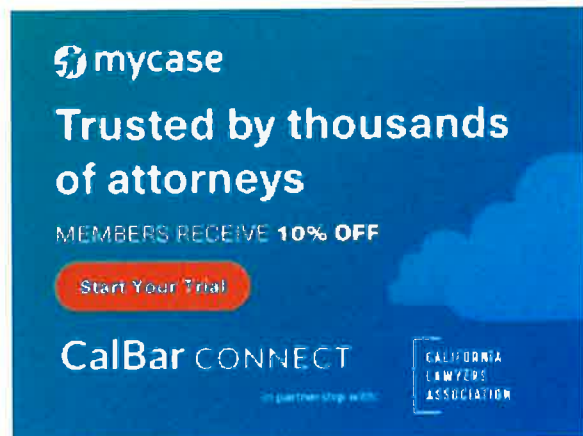
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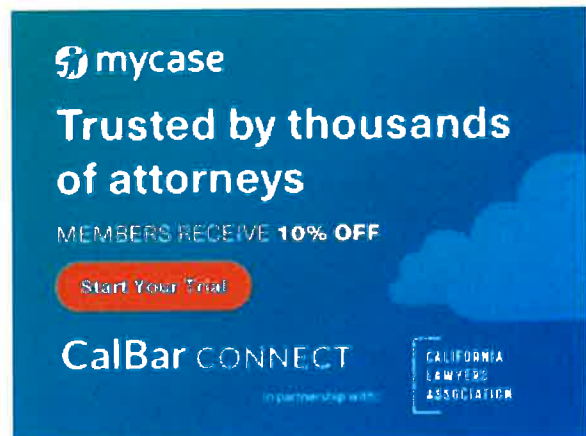
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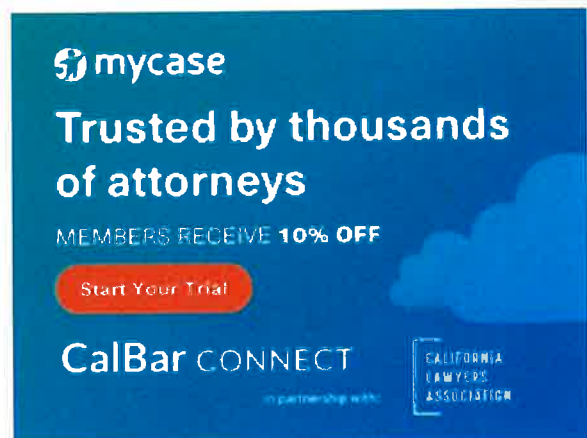
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**Subject:** May eNews | Find Your Purpose and Focus on Your Well-Being



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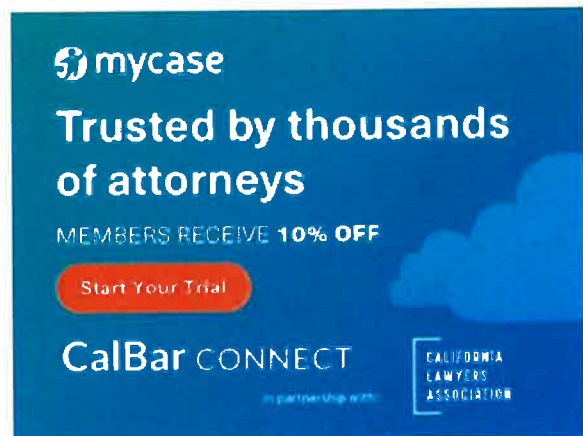
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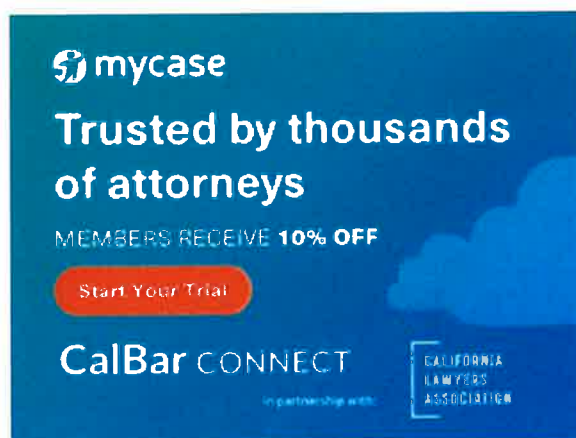
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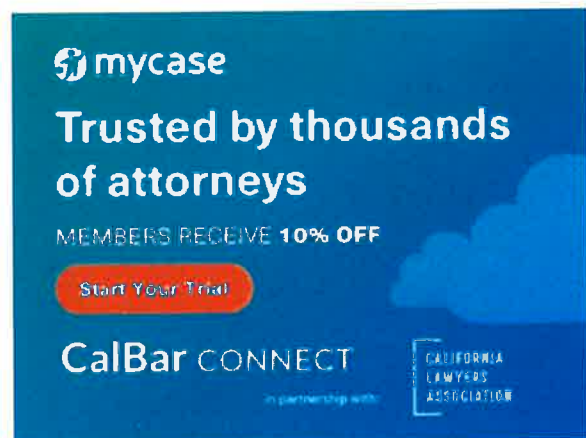
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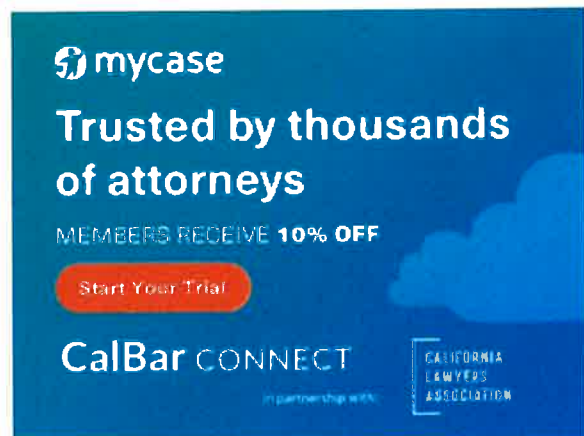
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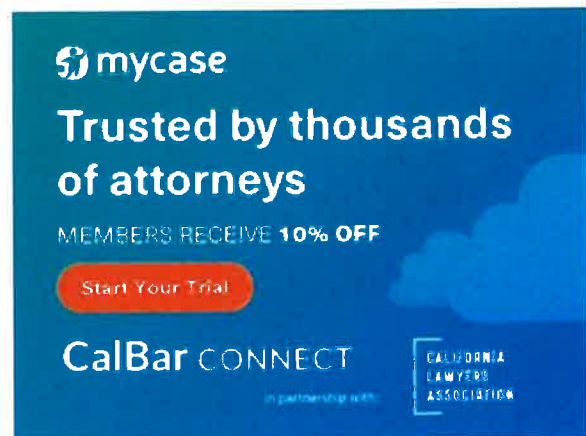
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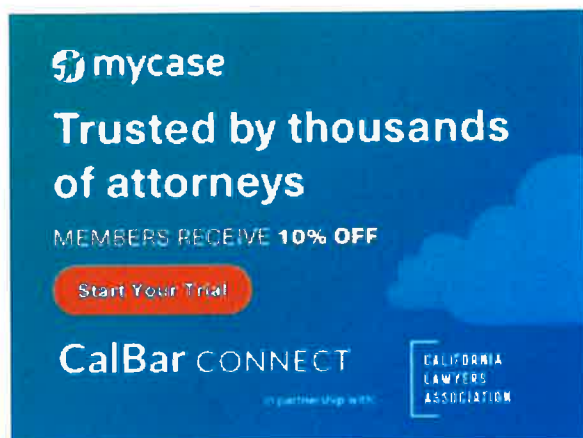
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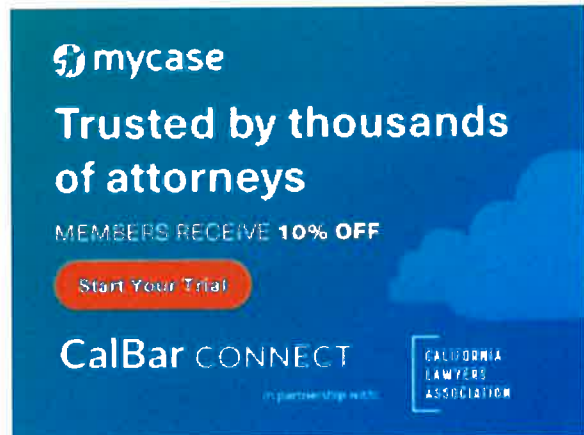
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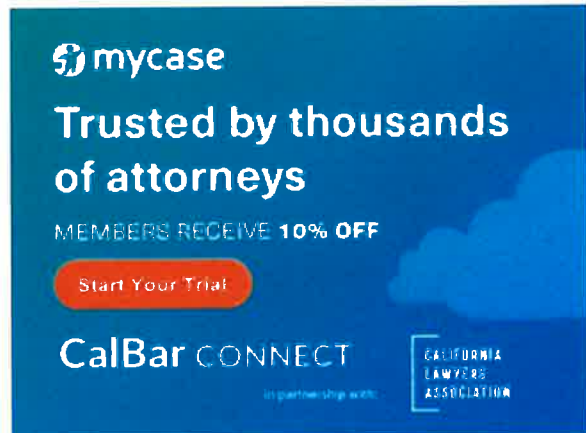
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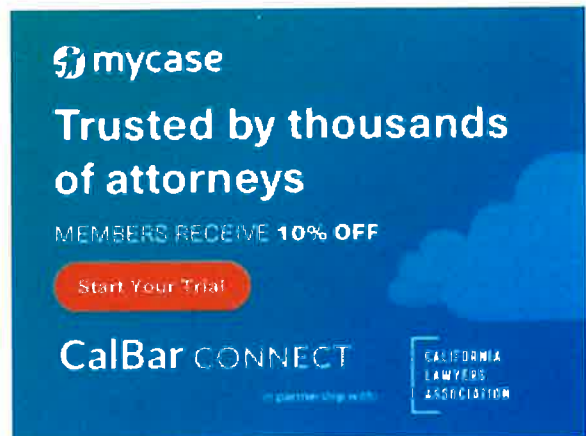
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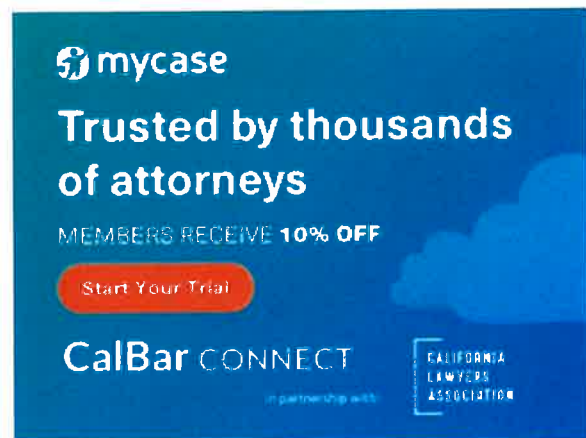
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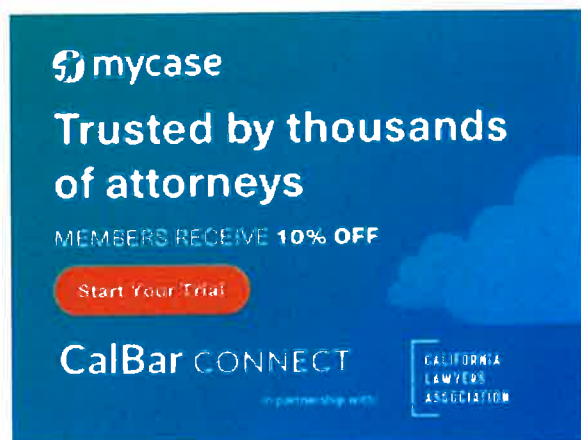
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