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PUBLIC SAFETY



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AGENDA

Tuesday, March 12, 2024 9 a.m. – State Capitol, Room 126

ANALYSIS PACKET PART TWO

(AB 1986 (Bryan) - AB 2280 (Jones-Sawyer))

Date of Hearing: March 12, 2024 Counsel: Liah Burnley

ASSEMBLY COMMITTEE ON PUBLIC SAFETY Kevin McCarty, Chair

AB 1986 (Bryan) - As Amended March 7, 2024

SUMMARY: Requires the Office of the Inspector General (OIG) to post the Department of Corrections and Rehabilitation's (CDCR) Centralized List of Disapproved Publications (Centralized List) on its website. Specifically, **this bill**:

- 1) Provides that the OIG is required to post on its website the Centralized List of publications prohibited by CDCR as listed on CDCR's Centralized List.
- 2) Defines "publication" as any newspaper, periodical, magazine, or book that can be mailed through the United States Postal Service (USPS).
- 3) Requires the Centralized List to include the title, author, publisher, year of publication, and the stated legitimate penological interest for banning the publication.
- 4) Authorizes the OIG to review a publication on the Centralized List, upon request, to determine if the reason for prohibiting the publication is reasonably related to a legitimate penological interest.
- 5) Requires CDCR remove a publication from the Centralized List if it is determined that there is not a legitimate penological interest to prohibit the publication.

EXISTING LAW:

- 1) Provides that Congress shall make no law abridging the freedom of speech. (U.S. Const. 1st amend.)
- 2) Provides that no State shall deprive any person of life, liberty, or property, without due process of law. (U.S. Const. 14th amend.)
- 3) Provides that a law may not restrain or abridge liberty of speech or press. (Cal. Const. art. 1, § 2.)
- 4) Establishes CDCR and creates the Division of Adult Institutions (DAI) within CDCR. (Gov. Code, §§ 1238, 1238.1.)
- 5) Vests the authority to supervise, manage and control state prisons in the Secretary of CDCR. (Pen. Code, § 5054.)

- 6) Vests the authority to prescribe and amend rules and regulations for the administration of the prisons to the Secretary of CDCR. (Pen. Code, § 5058.)
- 7) Establishes the independent OIG and provides that the office shall not be a subdivision of any other governmental entity. (Pen. Code, § 6125.)
- 8) Provides that the OIG shall be responsible for contemporaneous oversight of internal affairs investigations and the disciplinary process of CDCR under policies to be developed by the Inspector General. (Pen. Code, § 6126.)
- 9) Provides that the OIG shall be responsible for contemporaneous oversight of grievances that fall within CDCR's process for reviewing and investigating inmate allegations of staff misconduct and other grievances, examining compliance with regulations, CDCR policy, and best practices. (Pen. Code, § 6126, subd. (i).)
- 10) Requires the OIG to issue regular reports to the Governor and Legislature summarizing its recommendations concerning oversight of CDCR and require the reports to be posted on the OIG's website and otherwise made available to the public. (Pen. Code, § 6133.)
- 11) Provides that a person sentenced to imprisonment in a state prison may only be deprived of rights as is responsibly related to penological interest. (Pen. Code, § 2600.)
- 12) Provides that persons sentenced to imprisonment in a state prison have the specified civil rights, including among others, the right to own personal property and the right to purchase, receive, and read any and all newspapers, periodicals, and books accepted for distribution by the USPS. (Pen. Code, § 2601, subds. (a) & (c).)
- 13) Allows prison authorities to ban any of the following material:
 - a) Obscene publications or writings;
 - b) Any matter of a character tending to incite murder, arson, riot, violent racism, or any other form of violence; and,
 - c) Any matter concerning gambling or a lottery. (Pen. Code, § 2601, subd. (c).)
- 14) States that prison officials can establish reasonable restrictions as to the number of newspapers, magazines, and books that an incarcerated person may have in their cell or elsewhere in the prison at one time. (Pen. Code, § 2601, subd. (c).)

FISCAL EFFECT: Unknown

COMMENTS:

1) Author's Statement: According to the author, "Access to knowledge is essential for rehabilitation and it helps people reintegrate into society. Within our state prisons, however, the books currently banned seem to be disproportionately written by Black authors and other authors of Color. AB 1986 will bring accountability and increased transparency to the California Department of Corrections and Rehabilitation (CDCR) book banning process.

"AB 1986 will require the Office of Inspector General (OIG), who is an independent agency tasked with oversight, to post the CDCR list of banned books. Most importantly, AB 1986 empowers the OIG to remove books from the list if they find that there is insufficient evidence to ban the book in the first place. Books are more than just sources of information; they are tools for empowerment and transformation with an incalculable value for all people."

2) Incarcerated Persons' Right to Own Books: Publishers "have a First Amendment right to communicate with prisoners by mail, and inmates have a First Amendment right to receive this mail." (*Prison Legal News v. Lehman* (9th Cir. 2005) 397 F.3d 692, 699.) The scope and potency of these rights are, however, "subject to substantial limitations and restrictions in order to allow prison officials to achieve legitimate correctional goals and maintain institutional security." (*Walker v. Sumner* (9th Cir. 1990). 917 F.2d 382, 38.) To determine whether a correctional institution's regulation that "impinges on inmates' constitutional rights" is valid, the regulation must be "reasonably related to legitimate penological interests." (*Turner v. Safley* (1997) 482 U.S. 78, 89.)

Under existing law, incarcerated persons are guaranteed specified civil rights and may only be deprived of these rights as is responsibly related to penological interest. (Pen. Code, § 2600.) These rights include, among others, the right to own personal property (such as books) and the right to purchase, receive, and read any and all newspapers, periodicals, and books accepted for distribution by the USPS. (Pen. Code, § 2601, subds. (a) & (c).)

Prison authorities are allowed to ban obscene publications or writings, publications that contain matter that tends to "incite murder, arson, riot, violent racism, or any other form of violence" and, publications that contain matter concerning gambling. (Pen. Code, § 2601, subd. (c).) Additionally, prison officials can establish reasonable restrictions as to the number of newspapers, magazines, and books that an incarcerated person may have in their cell or elsewhere in the prison at one time. (Pen. Code, § 2601, subd. (c).)

An incarcerated person's ability to possess personal property is also subject to CDCR's regulations. Incarcerated persons are prohibited from possessing any writing which describes the making of any dangerous weapons or destructive devices, any matter that may incite murder, arson, riots, or violence, blackmail, anything that would assist in escape, coded messages, maps depicting any area within a 10-mile radius of a facility, gambling or a lottery, and obscene material. (Cal. Code Regs., tit. 15 § 3006.) Further, CDCR's regulations require that each prison contain a library. This material is also prohibited from prison libraries. (Cal. Code Regs., tit. 15 § 3120.)

The regulations specify that incarcerated persons are permitted to purchase or subscribe to books, newspapers, magazines and periodicals. However, subscriptions or books that are purchased for the incarcerated person by a third party or donated must be mailed directly from a book store, book distributor, or publisher. Personal correspondents cannot mail books, periodicals, or other publications directly to inmates. (Cal. Code Regs., tit. 15 § 3134.1.) Title 15 Regulations provide that disagreement with the sender's or receiver's morals, values, attitudes, veracity, or choice of words will not be cause for correctional staff to disallow mail. "Correctional staff shall not challenge or confront the sender or receiver with such value judgments." (Cal. Code Regs., tit. 15 § 3135.) Unless otherwise prohibited, incarcerated

persons are allowed to possess all publications, including books and subscriptions to periodicals. There are no "Approved Vendor Lists" for publications and incarcerated persons may receive publications from any publisher, book store or book distributor that does mail order business. (Cal. Code Regs., tit. 15 § 3190.)

Institutions (DAI) is required to distribute to each institution a Centralized List of Disapproved Publications (Centralized List) that are prohibited as contraband. Examples of publications that would be included on the Centralized List include, but are not limited to, publications that contain, obscene material, sexually explicit images that depict frontal nudity, warfare or weaponry, and bomb making instructions. Publications that are enumerated on the Centralized List are not allowed in any CDCR institution. (Cal. Code Regs., tit. 15 § 3134.1.) When a publication is placed on the Centralized List, DAI sends a letter to the publisher explaining why the publication is prohibited. At a minimum, the letter must include the reason why the publication is prohibited, the applicable regulation that the publication violates, and a notice to the publisher of its right to appeal. (Cal. Code Regs., tit. 15 § 3134.1.)

Individual local institutions cannot add items to the Centralized List. When incoming books, magazines, or publications to an incarcerated person may be withheld or disallowed on a temporary basis by the institution pending approval from DAI. The institution must request that DAI affirm or deny the withholding of the temporarily disallowed publication. DAI must provide a decision within 30 calendar days of receiving the request. If DAI affirms the withholding of the publication, disallowance of the publication becomes permanent. If DAI denies the withholding of the publication, the institution must deliver the publication to the incarcerated persons within 15 days. (Cal. Code Regs., tit. 15 § 3134.1.)

Concurrently, a letter is sent by the institution to the publisher explaining why the item was denied. At a minimum the letter must include the reason why the publication was denied, the names and CDCR number for all incarcerated persons, the applicable regulation that the publication violates, and a notice to the publisher of their right to appeal. At the same time, the institution must also notify the person who sent the publication via CDCR Form 1819 Notification of Disapproval-Mail/Packages/Publications. The CDCR Form 1819 includes the reason, disposition, name of official disallowing the publication, and the name of the official to whom a grievance can be directed. (Cal. Code Regs., tit. 15 § 3134.1.)

For periodicals, DAI may include a periodical on the Centralized List, provided that all issues of the publication for twelve consecutive months violate departmental regulation or policy. However, an institution may disallow individual issues of a periodical. The disallowance of individual issues of a periodical shall become permanent, as to those issues only, if DAI affirms an institution's decision to temporarily withhold or disallow the individual issues. If the DAI denies the institution's decision to temporarily withhold individual issues of a periodical, the institutional shall deliver those issues to the incarcerated person within 15 days. (Cal. Code Regs., tit. 15 § 3134.1.)

The most recent Centralized List includes over one thousand publications. For some of these,

¹ The most recent Centralized List dated July 6, 2023 maintained by DAI is attached to this analysis.

it is obvious based on the title of the publication alone, that there is a legitimate penological reason for prohibiting the publication in a prison environment. However, other publications on the Centralized List, such as "Color For Painters: A Guide to Traditions and Practice, Drawing Made Easy, the Concise Atlas of the World, Fifth Edition and Health-The Basics, 11th Edition, and many others may deserve further consideration of the reason for the censorship and whether their ban actually supports any legitimate penological objective.

4) **Effect of This Bill**: This bill would not restrict or change the ability of prison officials to ban or restrict publications or writings pursuant to current CDCR regulations.

This bill would require CDCR to provide the Centralized List to OIG and would require OIG to post the list on its website. The Centralized List would be required to include the title, author, publisher, year of publication, and stated legitimate penological interest for prohibiting the publication. According to the background materials provided by the author, "there is no transparency and accountability with CDCR's process to ban books." Currently, CDCR's Central List is only available via a public records request. The purpose of this provision is to increase transparency.

This bill would further authorize, but not require, the OIG to review, upon request, a publication on the Centralized List to determine if the reason for prohibiting the publication is reasonably related to a legitimate penological interests. This bill would also require CDCR remove a publication from the Centralized List if it is determined by the OIG that the reasons for disapproving a publication is not reasonably related to a legitimate penological interest.

5) **Practical Considerations**: This bill would require CDCR to provide its Centralized List to OIG, and then would require OIG to post the list on its website. It is unclear whether CDCR is required to provide the Centralized List to OIG periodically, or each time it is updated. For efficiency purposes, the Legislature should consider whether CDCR should, instead be required to post the Centralized List as it is updated on its website.

In addition, this bill would require the Centralized List posted online to include information about the publisher, the publication date, and the reason for the prohibition. Currently, the Centralized List includes over 1,000 publications and could date back several decades. The list does not include information such as the publisher, year of publication, and reason for the denial. It only includes the name of the publication, the author, and the pages that violate the regulations. However, CDCR is required to maintain a copy of the notification letter to the publisher regarding the reason why the publication was prohibited, and supporting documents for a minimum of seven years, pursuant to department regulation. (Cal. Code Regs., tit. 3134.1., subd. (d).) Accordingly, CDCR could maintain more information on the Centralized List going forward, it may be unduly burdensome for CDCR and the OIG to obtain information on publications that were prohibited more than 7 years ago.

Also, under currently law CDCR has the authority to manage and control state prisons and to prescribe its rules and regulations. (Pen. Code, §§ 5054 & 5058.) As a separate independent agency, the OIG is not a subdivision of CDCR, and it is authorized to review and investigate allegations of staff misconduct and examine compliance with regulations, CDCR policy, and best practices. (Pen. Code, §§ 6125 & 6126.) The OIG issues regular reports to the Governor and Legislature summarizing its recommendations concerning oversight of CDCR and the law requires the reports to be posted on the OIG's website and made available to the public.

(Pen. Code, § 6133.) This bill would require the OIG to review publications to "determine if the reason for prohibiting the publication is reasonably related to a legitimate penological interest" which could exceed the authority of the OIG. The Legislature could consider amendments that clarify that OIG may review CDCR's decision include a publication on the Centralized List and to assess whether that decision complies with CDCR's regulations and policy. Similarly, the OIG, as an independent agency has oversight over CDCR but, cannot require CDCR to act. While this bill does not authorize OIG to require CDCR to remove a book from the Centralized List, it does require CDCR to remove a book from the Centralized List upon a determination by OIG that the book should not be included on the list. A colorable argument exists that exceeds the authority of the OIG. Changes could be made to the bill to instead allow OIG *recommend* that CDCR remove a publication from the Centralized List and to issue a public report regarding its findings and recommendations. Such a provision would promote the author's goal of increasing transparency and ensure that the bill is not interpreted as OIG usurping CDCR's authority.

6) **Argument in Support**: According to *Oakland Privacy*, "The State of California has always maintained that the rehabilitation of prisoners and their eventual re-integration into society is the primary goal of the Department of Corrections and Rehabilitation (CDCR). [...]

"While up to date statistics seem to be difficult to find, both the Prison Policy Institute and the Department of Justice agree that at least 25% of state prison inmates have no high school degree at all, and more than 50% have no more than a GED, which in many cases is a GED acquired in a prison facility. In addition to practical rehabilitative concerns about access to jobs that pay a living wage post-prison, what this statistic reveals is that many if not most of inmates have not been exposed to the general canon of literature, to advanced history beyond elementary school stereotypes, to inspiring biographies and autobiographies about people like them who went on to different kinds of life post-prison, and to knowledge and skills building texts. All of us who have had the privilege of higher education, and even those who have not but had the freedom and initiative to read widely, can point to a book or books that changed our lives and changed our perspectives. Those texts are different for every individual, but the experience is a common one.

"The practice of banning books, for this reason, is one that must be exercised with the greatest of care. Depriving human beings, especially human beings deprived of their liberty, of access to thought, to ideas and to the experiences of other people, is contradictory to the entire idea of education as well as rehabilitation. To ban books whimsically, carelessly, in response to racial and ethnic stereotypes, or punitively is to double down on enhancing damage to already damaged people.

"The above stated principles are not new, unique or even politically radical. As early as the 1800's, French author Victor Hugo was declaring "he who opens a school door, closes a prison", partially because of the frequency with which is own books were banned by the Catholic Church during his lifetime. In the 1940's, California prison librarian Herman Spector developed the term "bibliotherapy" which held that incarcerated people could be reformed by reading widely. And at times, parole boards in California considered prison library records during parole deliberations.

"Due to a federal law, the Prison Litigation Reform Act (PLRA), which was designed to reduce inmate lawsuits against prisons, it is extremely difficult for prisoners to contest unfair

book ban decisions. This has led to some egregious incidents, including an attempt to ban Michelle Alexander's *The New Jim Crow* by the New Jersey Department of Corrections, which was batted back by the ACLU. Among the key recommendations in the PEN-America report is exactly what AB 1986 proposes to do: implement periodic review of the banned books list by a third party, in this case the Inspector General, and end arbitrary and overbroad book bannings that cannot be connected to a specific security threat.

"As a privacy group, our concerns are often expressed as too much access to information and not too little, but civil rights concerns about information access cut both ways. The ability to seek out information and artistic expression is an important a component of the constitutional right to privacy as the ability to protect our data from spying eyes. Barring a direct threat to the safety and security of others, reading and thinking is our own, no matter what bad things we have done. Making sure that our prison system is not inappropriately constraining access to books is a worthy goal and one we wholeheartedly support."

7) Related Legislation: AB 1825 (Muratsuchi) declares the intent of the Legislature to enact legislation that would prevent public libraries from banning books for partisan or political reasons or in a manner that is motivated by animus based on race, gender, sexuality, religion, disability, or socioeconomic status. AB 1825 is pending referral.

REGISTERED SUPPORT / OPPOSITION:

Support

ACLU California Action

Asian Americans Advancing Justice Southern California

Books Beyond Bars At Ucla

Boundless Freedom Project

California Alliance for Youth and Community Justice

California Immigrant Policy Center

California Public Defenders Association

Californians for Safety and Justice

Californians United for A Responsible Budget

Chicago Books to Women in Prison

Children's Defense Fund - CA

Communities United for Restorative Youth Justice (CURYJ)

Courage California

Ella Baker Center for Human Rights

Fair Chance Project

Felony Murder Elimination Project

Friends Committee on Legislation of California

Grip Training Institute

Initiate Justice (UNREG)

Initiate Justice Action

LA Defensa

Lawyers' Committee for Civil Rights of The San Francisco Bay Area

Legal Services for Prisoner With Children Los Angeles Regional Reentry Partnership (LARRP) Michelson Center for Public Policy Milpa Collective Oakland Privacy Pen America Prison Ftio Root & Rebound Rubicon Programs San Francisco Public Defender Santa Cruz Barrios Unidos Sister Warriors Freedom Coalition The Transformative In-prison Workgroup UC Berkeley's Underground Scholars Initiative (USI) Uncommon Law Young Women's Freedom Center

Opposition

None submitted.

Analysis Prepared by: Liah Burnley / PUB. S. / (916) 319-3744

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Centralized List of Disapproved Publications $Revised \ 7/106/2023$ *Rach publication on this list was determined to meet the criteria of CCR Section 3134.1 on a case by case basis

Publications	Author	Pages Violating CCR Section
100 DEADLY SKILLS	Clint Emenson	an pages
100 EUROPEAN GRAFFITI ARTISTS	Frank Malt	pg 25, 177, 206, 210, 212
100 JAPANESE TATTOO DESIGNS BY HORIMOUJA: PART II	Horimouja	46, 96
100 NO EQUIPMENT WORKOUTS	Neile Rev	77 72 48 27 47
100 UK GRAFFITI ARTISTS	Frank Malt	pg 91, 184, 208
100 Years of Tattoos	David McComb	pg. 30, 31, 35, 86, 134, 138, 192, 218, 229
1000 Ideas by 100 Manga Artists	by Cristian Campos	pg128,129
1000 TATTOOS	Carlton Books	29, 35,45,88
1000 TATTOOS	Chris Cappola	pg10,49,127
1000 TATTOOS	Henk Schiffmacher	pg 180, 181, 249, 268, 269, 358, 401
1001 MOVIES YOU MUST SEE BEFORE YOU DIE	Jason Solomons and Steven	h pg 25
101 SKILLS YOU NEED TO SURVIVE IN THE WOODS	Kevin Estela	pg65,88,186,187
101 Things No One Should Know How To Do, Forbidden Knowledge	Owen Books	pg. 8, 8, 49, 50, 81-83
101 THINGS NOT EVERYONE SHOULD KNOW HOW TO DO, FORBIDDEN KNOWLEDGE	Michael Powell	pg 30, 31, 42, 43, 52, 53, 75, 86, 87, 103, 165, 166, 200, 201, 222
111 MILLENNIUM	Luis Royo	
1668 REDEMPTION THROUGH SIN	Robert Sepehr	cover page
2021 Sketchbook	by Terry Moore	pq58,59
2PAC VS BIGGIE	Jeff Weiss/Evan McGavery	100
300: THE ART OF THE FILM	i.	pg 10, 31, 39, 100
365 Sex Positions, A New Way Every Day for a Steamy, Erotic Year	by Lisa Sweet	pg. 72,73,204,205,340,341,354,355
50 NIGHTS IN GRAY	Weldon Owen	1,3,10,13,14,16,17,188,30,31
500 FAIRY MOTIES	Myrea Petit	39,50,51,98,119,162,164,198,199
A BRIDE FOR THE WHOLE FAMILY	James Effot	1,2,3,4,5,6 pg 20, 21, 33, 40, and 114
A Brief History of seven Killings	Marton James	pg.11.13.109
A CHILD OF A GRACKHEAD	Shomosk A Spaint	100 54 53
A CLASH OF KINGS	Geome R R Martin	pg 49, 31, 32, pg 417, 487, 800
A DICTIONARY OF MARTIAL ARTS	Louis Fredic	89,151,174,181,188, 208,218
A GAME OF THRONES, THE GRAPHIC NOVEL, VOLUME FOUR		pg 68, 69, 70, 86, 142, 150, 151
A GAME OF THRONES, THE GRAPHIC NOVEL, VOLUME THREE		pg 15, 84, 140, 145
A Game of Thrones, Volume 2	by George R. R. Martin	4 picture pages
A GAME OF THRONES: THE GRAPHIC NOVEL, VOLUME ONE	George R. R. Martin	51,55,83,89,100,175-177
A GAME OF THRONES: THE GRAPHIC NOVEL, VOLUME TWO	George R. R. Martin	pg146,147,153,157,181,182
A Gangster's Code	by J-Blunt	Various Pages
A Gangster's Revenge II	by Aryanna	pg. 49
A Gangster's Revenge III, The Rise of A King	by Aryanna	pg. 40
A Gangster's Revenge IV, The Crumbling of an Empire	by Aryanna	pg. 62, 83
A GUIDE TOUR OF HELL, A GRAPHIC MEMOIR A Knight of the Seven Kingdoms	Samuel Berchotz	pg 62, 89
A LONG STRANGE TRP, THE INSIDE STORY OF	Dennis McNaily	pg 221
THE GRATEFUL DEAD	finan anni anni ana	P3 64.

Centralized List of Disapproved Publications Revised 7/06/2023

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Black & Grey Tattoo: From Street Art to Fine Art	Edition Reuss	pg. 51,58,63,118,134,147,162,214,302 & Back cover
Black & Grey, Volume 4	by Daniel Martino	pg. 110.129
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CLASSIC FLASH IN 5 BOLD COLORS	Jeromey McCulloch	pg 18, 43, 44
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UNGELENES: A TAPL TO HE UNDEWORALD THALE DIEN XILES SOUL AND MORTAL SELF IN TIME DIEN XILES SING Acting an Acupoints Digital Art Masters, Volume 7 DIGNITY DIMP Bain Magical Girt, Howling Moon 2 Divine Rainent Magical Girt, Howling Moon 2 Divine Rainent Magical Girt, Howling Moon 1 Divine Rainent Magical Girt, Howling Moon, Number 1 Do You Like Big Girts, Volume 1 Do You Like Big Girts, Volume 2 Don'ts Guide TO BDSM, VOL. 1 DOME Don't Be Cruel 3 & 4 Don't Toy with Ms, Miss Nagatoro 1 Donort and Work Ms, Miss Nagatoro 1	Candico Black Jane Roberts by Jin Jing Zhong by Jin Jing Zhong Dana Gilctstein Dana Gilctstein By Hartika Takachilio Heath Hartika Takachilio Heath Hartika Takachilio Kenji Salto Kenji Salto Kenji Salto Kenji Salto Manti	3 pto pgs no #'s pg 16, 101, 129 pg 33, 35, 37, 48-52 pg 39, 173, 146, 178, 180, 182, 184 three pages pg 175
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El Narco, Inside Mexico's Criminal Insurgency	by loan Grillo	2 pages
EL SALVADOR	Larry Towell	pg 43,60,61,95
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GANGS AND THEIR TATTOOS; IDENTIFYING GANGBANGERS ON THE STREET AND IN PRISON	Bill Valentine	pg27,45
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Gangster Warlords	by loan Grillo	three pages
Gantz Omnibus 1	by Hiroya Oku	pg. 70,71,72,75,76,81-86,96,296- 301,431,503,508,510
Gene Bilbrew Revealed	by Richard Perez Seves	pg. 102,119,192,228
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Gods & Gangsters	by SLMN	pg. 133
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GOD'S GIVEN TALENTS, FOR THE PEOPLE, BY THE PEOPLE	Jamisi J. Calloway	cover page, publisher info
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Gotta Have It, 69 Stories of Sudden Sex	by Rachel K. Bussel	obscene material throught
GRAFFITI WORLD ART FROM FIVE CONTINENTS, UNDATED EDITION	Nicholas Genz and Tristan Manco	pg 11,41, 61, 145, 154, 214, 225, 308, 343
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GRAPHIC HORROR MOVIE MONSTER MEMORIES	John Edgar	pg 169
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GREAT BOOK OF TATTOO DESIGNS	Lore S. Irish	Pg 110
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HIGH SCHOOL DKD, VOLUME 5	Hiroji Mishima	five (5) picture pages
HIGH SCHOOL DXD, VOLUME 6	Hiroji Mishima	two (2) picture pages with nudity
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Honor, Few, Fear None. The Life and Times of a Mongol	Ruben Cavazos	3 picture pages
Hood Love and Loyalty	by El Griffin	pg. 79,80,81
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HOT SEX, TIPS, TRICKS, AND LICKS	Jessica O'Reilly	pg 89, 135, 136, 137, 139, 140
Hot to the Touch HOW TO BEAT UP ANYBODY	Cole Riley Judah Friedlander	pg_11,12,14 po168.168-170
How to Build a Dungeon 2, Book of the Demon King	by Warau Yakan	4 pages
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How to Build A Dungeon, Book of the Demon King		
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How to Build a Dungeon, Book of the Demon King, Volume 4	by Warau Yakan	two pages
How to Ossappear and Never Be Found	by Barry Davies	pg 37,45,99,100

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HOW TO DRAW AWESOME FIGURES	Neil Fontaine	pgs. 2,3,4,5,6,7
HOW TO DRAW CHILLER MONSTERS, WEREWOLVES, VAMPIRES, AND ZOMBIES	J. David Spurlock	pg 31,136
HOW TO DRAW COMIC BOOK HEROES AND VILLIANS	Christopher Hart	pg 69, 71
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HOW TO HUSTLE AND WIN	Supreme Understanding and Rick Ross	pg 297, 298
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HOW TO SEE FAERIES	Brian Froud/John Matthews	3/D pop pics all
How to Survive Off the Grid	by Tim Macwelch	pg 159
HOWARD STERN - MISS AMERICA	Howard Stem	pg2,29,240
HUMAN BODY	John Patrick	Various Pages
Humcanes, A Memoir	Rick Ross	
Hybrid Heart, Vol. 2		three pages
Hydroponic Marijuana, 3 Foolproof Ways to Grow Cannabis with Hydroponics	by Richard Bray	PB- 2,10,11,22,24,25,33,34,35,41,42,44,45,53,58,68,73- 79,136
I AM ME I AM FREE THE ROBOTS GUIDE TO FREEDOM	David Icke	Front Cover
I AM OZZY	Ozzy Osbourne and Chris Ayres	one (1) picture page
I AM RAYMOND WASHINGTON	Zach Fortier	2 pages no #'s
I HEART GIRL	Jessica Yatrofsky	pg 2, 9
Hope They Serve Beer in Hell	Dy Tucker Max	pg. 25,26,69,70,269,270
DLE HANDS: THE ART OF COOP	Chris Cooper	pg8,18,24,25,41-44, 55,56,59,90
III MILLENNIUM	Luis Royo	
III Hold & Down for You, A Hood Love Affair	Royalty King McCall	pg.192, 193
Rustration, Vol. 19, Issue 19, 2021	by Peter Driben	pg71,95
MAGINISTIX	Boris Valleio & Julie Bell	pg 1,11,19,25 pd18,22,29,35,39
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INFECTED BY ART, VOLUME 1	Todd Spoor and Aaron Raymond	pg 27, 71, 120, 130, 133, 214, 230, 232
INFINITE LOVE IS THE ONLY TRUTH EVERYTHING ELSE IS ILLUSION	David Icke	pg166
INK 'N GIRLS, VOLUME 2	Akos Banfalvi	pq36.41
INK, THE ART OF TATTOO	Viction Workshop	five (5) picture pages
Inner City Hoodlum	by Donald Goines	pg. 107
Insalable Porn, A Love Story	by Asa Akira	pg. 29
INSIDE LINDA LOVELAGE'S DEEP THROAT; DEGRADATION, PORNO CHIC AND THE RISE OF FEMINISM	Blood Moon Production	pg63,72,75,111,178,209,215,234
INSIDE OUT LOS ANGELES	DBA Compass Maps	2 map pages
Intended For Pleasure Sex Technique and Sexual Fulfilment in Christian Marriage	Ed Wheat & Gaye Wheat	pg. 43, 48, 50, 54, 60
Interspecies Reviwers, Vol. 1	by Amehara	pg113,115,118,119,126,127
INTO THE CAGE: THE RISE OF UFC NATION	Nick Gullo	pg32,33
Introduction to Baguazhang	by Kent Howard	pg. 31-58
INU YASHA	Rumiko Takahashi	3 picture pages
INUYASHIKI	Hiroya Oku	four (4) picture pages
HINICALS BOOKS COZO CARAIDO		2 Pages
IP MAN STYLE WING CHUN	Wayne Belonoha	pg 12, 14, 15, 18, 27, 55, 58, 57
ISIS: INSIDE THE ARMY OF TERROR	Michael Weiss and Hassan Hassan	pgs 132, 133
It's A Man's World	by Adam Parfrey	pg50,53
ITS A MAN'S WORLD, MEN'S ADVENTURTE MAGAZINES, THE POSTWAR PULPS	Adam Parfrey	D\$20
Jagua Tales	by Darwin Nunez	pg. 5,10,11,13,14,24- 30,33,34,37,38,39,40,55,56,60,63
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JK Haru is a Sex Worker in Another World, Volume 2	Ko Hiratori	3 picture pages
JK is a Sex Worker in Another World	by Ko Hiraton	pg. 28.30.155
JOE CAPOBIANCO SKETCHBOOK	Joe Cappbianco	pg3,5,24,53,83,87,111
JOE CHIODO ARTWORK: SHAPE, COLOR AND FORM	Joe Chioda	pg35,36,42,45,74
Joker	by Brian Azzarello and Lee Bermejo	4 pages
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Kingpins, Los Angeles	C.N Phillips	pg. 156
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Kings of New York 2	by T.J. Edwards	constins obscene material throughout
KISS GUIDE TO THE SUTTE	by Anne Hooper	pg. 159,301
NI IT NA I, AUULI EN IEKI AINMEN I KESOURCE BOOK		ton (10) pgs on how to obtain obscene materials
Kitty Kitty, Bang Bang	by Cairo	pg. 176,177,282
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Learn to Paint Portraits Quickly		pg. 104,110
Learning Poker, The Most Comprehensive Poker Book Ever Published	Shawn Azami	pg. 16-19,166,169,170
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Letters to Penthouse III	by Penthouse Magazine	obscene material throught
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LIFE IN PRISON	Stanley Williams & Barbara Cottmen	gang life
LIGHT FOR THE ARTIST	Ted Seth Jacobs	pg10,11,21,39,46,5558,59,70
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Lynching Photographs	Dora Apel and Shawn Michelle Smith	pg. 7,19,21,22,33,35,50,60,63,72
M16 Spy Skills for Civilians	by lan Sharp	pg. 85,87,113,115
Machi Maho, I Messed Up and Made the Wrong Person into A Magical Girl. Vol. 9	by Souryu	3 pages
Mafioso, Part Four	by Nisa Santiago	pg. 129, 184, 185, 186
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Magical Girl Site, Volume 9	by Kentaro Sato	two pages
Magical Girl Site/ Volume 4	Kentaro Sato	1 picture page
Magical Girl Site/ Volume 5	Kentaro Sato	1 picture page
Magical July, Apocalypse 4	Kentaro Sato	4 picture pages
Malice & Deceit, The Biography of a Modern Day Gladiator	by Juan Sutter	pg. 344,354- pg. 344,354- 358,368,374,375,378,405,413,414,423
Man Child, A Celebration of Twenty Years of Doodles	by Brian Walsby	pg. 111
MÁN UP, 367 CLASSICAL SKILLS FOR THE MODERN GUY	Paul O'Donnell	pg 296, 298
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MARILYN MONROE METAMORPHOSIS	David Wills	pg 49
Mark of Voodoo. Awakening to My African Spiritual Heritage	Sharon Caulder	picture pages, 6, 11
Marked for Life: A Gallery of Tattoo Art	Steve Bonge	pg. 26, 42, 54, 66, 74, 75, 79, 91, 106, 108, 111, 128, 151, 156, 161, 165, 168
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MARTIAL ARTS AMERICA: A WESTERN APPROACH TO EASTERN ARTS	Bob Orlando	pg11,13,39,71,72,76,91
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Mary Has A Little Pussy	by Nina Mkholani	four pages
MASTERS & LEGENDS OF FANTASY ART	Michael Ford	pg5,97,89 100,206,217,219,280,282
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TRIUMP OF LOVE OVER RAGE	Nancy Friday	pg 56,57 148,149, 236,237
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Men's Health, Best Weight Free Workout	Men's Health	pg.40,41,94
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MEN'S HEALTH: THE BIG BOOK OF UNCOMMON KNOWLEDGE		pg 4
MERMAID SONG, DESIRES OF THE DEEP, VOLUME 1	Sal Quartuccio	thirteen (13) picture pages
MERMAIDS 2	SQP	pg1-9
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Metamorphosis		Various Pages
METAMORPHOSIS 2	Sergio Bleda	pg12,16,31,36,41,43,44,46,49
METHAMPHETAMINE: CRYSTAL METH-ABUSE, ADDICTION AND TREATMENTS	Office of National Drug Control Policy/FBI	Pg 3, 4
MEXICAN CALENDAR GIRLS	Angela Villalba	pg 73, 77, 120
MHO, Vol 12, #4, Surrmer 2020	David Steinhafel & Michael Reinstein	pg 35, 37, 38, 41,43
MICHELIN ATLAS 2015 NORTH AMERICA	Michelin North America Inc.	Pg 1-8
Might as Well Cheat, I Got Transported to Another World Where I Can Live My Wildest Dreams	ру Милтип	three pages
Mighty Love, A Man, A Woman and Some Spandex	by Howard Chaykin	pg. 36,38
MILITARY MENTAL TOUGHNESS, ELITE TRAINING FOR CRITICAL SITUATIONS	Chris McNab	pg 156, 157, 158, 159, 18, 161, 162,163
MIND FIST: THE ASIÁN ART OF THE NINJA MASTERS	Dr. Haha Lung	pg154, 156,160,162, 165,170,171,180
Mirror of My Soul	by Joey W. Hill	pg 118,120,219-222,231,237,238,239,251
Miss America	Howard Stern	pg. 10, 29, 145
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Money Desire and Perrete	Chukky Oparandu	Whale Book
Money Devils 1	by Ashley & JaQuavis	pg. 185
MONSTER BOOK OF MANGA GIRLS	James Gumey	pg 12, 28, 36, 214, 220, 228, 238, 248, 252, 258, 284, 270
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MONSTER MUSUME VOL. 11	Okayado	4 picture pages
MONSTER MUSUME VOL. 14	Okayado	4 picture pages
MONSTER MUSUME VOL. 13	Okayodo	5 pictures pages
Monster Musume, Everyday Life with Monster Girls, Volume 8		pg. 2-4,70,96,105,109,135,160,161
MONSTER MUSUME, I LOVE MONSTER GIRLS, VOLUME 1	Okayado	pg 17:18, 30, 31, 32
Monster Musume, Volume 15	by Okayado	pg. 18,28,29,41,46,51,52,54,57,58
Monster Wresting: Interspecies Combat Girls 1 Monster Wrestling: Interspecies Combat Girls 2	Takee Aoki	one picture page
MONSTER THE AUTOBIOGRAPHY OF AN LA	NAC BANK!	one prune page
GANG MEMBER	Sanyika Shakur	pg 9,18,24,26,82,83
Moon Lake, Midnight Munchies, Phase 1	by Dan Fogler	pg14,19,68,82
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MUERTE	Mike Giant	3 Dic bades no hor #'s
MURCIELAGO VOL. 1	Yoshimurakana	6 pages no #s
MURDER DOG: THE INTERVIEWS, VOLUME 1	Black Dog Bone an Paul Stewart	pg 26, 53, 56, 75, 120, 121
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MURDERVILLE, FIRST OF A TRILOGY	Ashley and Jaquavis	pgs 54, 55, 81
MUSCLE MEN: ROCK HARD GAY EROTICA	Richard Laborte	
My Bloody Life: The Making of a Latin King	Reymundo Sanchez	pg.3
MY FAVORTE I NING IS MONSTRING MY MOST SECRET DESIRE, A COLLECTION OF	by Emil Ferris	four pages
DREAM STORIES	Janua Doucet	pg o,s, 11, 12, 18, 18, 20
MY SECRET LIFE: AN EROTIC DIARY OF VICTORIAN LONDON	Anonymous	pg 40, 41, 42, 43, 56
MYSTERIES OF ISIS	Muata Ashby	pg 67, 68, 69
Mystery Dance	by Lynn Margulis	pg69
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Narconomics	Tom Wainwright	pg. 208
NATIVE AMERICAN SURVIVAL SKILLS, HOW TO MAKE PRIMITIVE TOOLS AND CRAFT FROM NATURAL MATERIALS	W. Ben Hunt	pg 168, 169, 170, 171, 172, 173, 181, 241, 215, 275, 276, 277, 278, 278, 283, 284, 285
Naughty Dots		pg 86-128
NAUGHTY WORD SEARCH BOOK FOR ADULTS ONLY	Sinnamon Patterson	pg 3, 18, 31, 47, 51
NAVY SEAL SNIPER	Glen Doherty & Brandon Webb	pg 83,94,125,159, 161
NECROMINON EGYPTIAN SETHANIC MAGICK	Michael Ford	pg 184, 197
Neon Genesis Evangelon, 3-in-1 Edition, Volume 1		pg. 400
Neon Genesis Evangelion, Volume 4	by Yoshiyuki Sadamoto	3 picture pages
Neon Genesis Evangelion, Volume 5	by Yoshiyuki Sadamoto	4 picture pages
NESTLER GIRLS: VOLUME ONE	SQP	pg7,14,24,40,45,47
NI D Don'thurd Domination Tobuling	Nina Harbey	pg 96,152,177,200
No Game No Life, Please!	by Yuu Kamiya	Vanous Pages
NO REGRETS THE BEST, WORST, & MOST #%*	Aviva YaeVP.M. Chan	pg 5, 78,98,116
No Safeword		3 Danes
NODA: POTRAITS OF PLEASURE	Fanfare	pg10,19,20,22,24,28, 29,39,51
NORTHLANDERS, SVEN THE RETURN, VOLUME 1	Brian Wood and Davide Gianfelice	pg 50, 51, 61, 75
NUDE: THE JOB OF FIGURE DRAWING	Jim Silke	pg43,45,66,69,72,75,81,83,93
NUESTRA FAMILIA. BROKEN PARADIGM NYMPH	John Boxer Mendoza Frank Thome	pg34,39,104,105,178,179 px6 11 13 16 23 24 35 42 61 75

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*Each publication on this list was determined to meet the criteria of CCR Section 3134.1 on a case by case basis

Nymphettes, The Erotic Elfin Art of Barry Blair & Colin Welbridge, Volume 1	Barry Blair & Colin Walbridge Various Pages	Various Pages
Obscene, Indecent, Immoral, and Offensive	Stephen Tropiano	3 picture pages
Odyssey. The Art and Works of Mike Hoffman	Mike Hoffman	pg. 8,8,9,11,13,18,27,28,31,39,54,55,67- 69 99 103 104 106 118 123
Oh, My Sweet Allen, Kouji Miyata	Kouji Miyata	pg. 70,150,160,287
OLD SCHOOL BOXING FITNESS; HOW TO TRAIN LIKE A CHAMP	Andy and Jamie Dumas	pg 78-103
OLIVIA'S CHEESEGAKE CHORONICLES, NUMBER 1	Olivia De Berardinis	pg 6, 12, 13, 15, 21, 29
Olivia's Cheesecake Chronides, #1	Deen Versela	pg. 6,12,20
ONE MILLION TATTOOS, DESIGNS TO CREATE	Jan	pg 65,87,68
ONE TIME PUBLISHING LLC	Gred Kading	
OPTICAL ILLUSIONS	Paul M. Baars	pg 154
Oral Sex for Every Body	Tina Robbins	pg99,100,101
ORIENTAL TATTOO ART: CONTEMPORARY CHINESE AND JAPANESE TATTOO MASTERS	Du Ying	pg 65,136
Original Gangstar, The Real Life Story of One of America's Most Notorious Drug Lords, by Frank Lucas	Frank Lucas	pg.3
ORIGINS, THE ART OF JOHN JUDE PALENCAR	Arnie Fenner & Cathy Fenner pg 33, 88,89, 99	r pg 33, 88,89, 99
OUR BODIES, OURSELVES	Simon and Schuster	pg 24, 26, 39, 174, 184, 286, 356, 366
Our Man Friday	by Clains Thompson	67-7
Our Sexuality, 14th Edition	by Robert Crooks	pg223,234,343
WORLD'S BEST ARTISTS. Vol 4	Bugsy and Adam Lockman	pg13;23,37,53,76
OUT BAD: A TRUE STORY OF MOTORCYCLE OUTLAWS	Donald Charles Davis	pg 122-124
OUT OF THE INNER CIRCLE, A HACKER'S GUIDE TO COMPUTER SECURITY	Bill Landreth	pg 84, 85, 86, 87
Out of the Red	by Christian L. Bolden	pg. 36, 37
PANDERING	Heidi Fleiss	pg 4, 56, 84, 115, 129, 133, 152, 151, 164, 200
PANDORA'S BOOK OF SEXUAL FANTASIES	Suzie Hayman	pg16,17,38,44,56, 63,67,86,90,94
PARACHUTE CORD CRAFT	Pepperell Company and Samantha Grenier	pg 32,35
PARACORD FUSION TIES, VOLUME 2	J.D. Lenzen	pg 102, 126, 144
PARADISE IN BRAZIL	Joaquim Nabuco	pg42-45,55,85,93-97,121
Parattel Paradise 1	by Lynn Okamoto	pg. 52-55,120,121
Paralel Paradise 3	by Lynn Okamoto	18 pages no page numbers
Parallel Paradise 4	by Lynn Okamoto	18 pages no page numbers
PATPONG SISTERS	Skyhorse Publishing	18 pages no page numbers pg 10,41
Payback Ain't Enough	by Wahida Clark	pg 51,52,53
Pencil and lnk	by Frank Cho	Dat 7 37 38 42 43 44
Pencil and lnk		Various Pages
PENCIL DRAWING	Michael Woods	pg81,83,87,88,95
Penthouse Uncensored III, by Penthouse Magazine	Degrapa Fallon In	pg. 18,66,67,87,202,203,319
Penthouse Uncensored IV	by Letters to Penthouse	pg 18-21,34-37
Penthouse Uncensored V	by Letters to Penthouse	pg. 16,17,24,25,30
Penthouse, Between the Sheets	Penthouse Magazine	pg. 25, 30,33
Penthouse, Naughty By Nature	Penthouse Magazine	pg. 7,9,12

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Perspective in Action		Da 128-130
Persuasion, The Key to Seduce the Universe, 2nd	by Robert Moore	PS - 22 - 25 - 25 - 25 - 25 - 25 - 25 - 2
Dice or Il Didos Hannan		
Pimo	by Arvida Bystrom	pg. 31,32,63,67,110,111,134,135,220,221,227
PIN UP GIRLS	Isabella Akton	pd: 132 pd5.15.17.21.41.54.92-94
PIN-UP COLLECTION VOL. 1: THE ART OF MIKE "FEATHERTOUCH" SYKOWSKI	Mike Sykawski	pg 2,5,6,7
Planetary Magick	Melita Denning & Osborne	Cover. pg. 40.74.85.89.100.101.102
Play with Mal The Art of Dirk Dichter	Philips Lin Dist District	
	hy Danum Porter and	pyz, 5, zu and back cover
Playboy's Hugh Hefner, Empire of Skin	Danforth Prince	pg 61,78,84,372
Pleasure Zone	by Cairo	pg 215
PLUS-SIZED ELF 1	Seven Seas Entertainment	pg95,98
PLUS-SIZED ELF 2 POISON APPLES	Seven Seas Entertainment Lorenzo Sperionga	pg68,114,115 pg 242,254,279
Position of the Day, Sex Every Day in Every Way, by Nerve.com	Nerve.com	All Pages
POSTMODERNISM	Eleanor Heartney	pg 33; 62
PRACTICAL KUNG FU	Waysun "Johnny" Tsai	pg28,29,54,63,84, 131,132,134,242
Prescher Book One	Garth Ennis & Steve Dillon	5 picture pages
PREACHER BOOK THREE	Garth Ennis and Steve Dillon pg 134, 170	pg 134, 170
PREACHER BOOK TWO	Garth Ennis and Steve Dillon pg11,20,43,76,128-130	pg11,20,43,76,128-130
Prepper, Emergency Survival Manual, Fall-Winter 2020		pg. 21-23, 43,44,46
Prepper's Home Defense	Jim Cobb	pg. 28-30, 152-156
Pressure Point Atlas	by Michael Patrick	pg. 116-127
Preity Girls Love Bad Boys, The Prison Guide to Getting Girls	by Mike Enemigo and King Guru	pg. 5,81,102,103,116,129,131,134,135,139,141,144,145, 149
Pretty, Sexy, Cute, How to Draw Gorgeous Women, Cute Kids and Adorable Animals	Tiffanny Tan	pg. 13,34,87,114
PRINCIPLES OF FIGURE DRAWING	Alexander Dobkin	pg35,38,38,112,113,120,151,170
PRISON RAMEN	Clifton Collins, Jr. and Gustavo Alvarez	pg 143, 142
Prison School 001	Akira Hiramoto	pg. 31, 76, 77, 222, 318
Prison School DO5	by Akira Hiramoto	pg. 147,148,150,172,205,206
Prison School 006	by Aldra Hiramoto	Various Pages
Prison School 013	by Akira Hiramoto	Various Pages
PROMETHEUS RISING	Akira Hiramoto Robert Anton Wilson	pg 87, 188, 189, 180, 270 pg39,61,86,121,178,199,200
Promiscuities - A Secret History of Female Desire	Naomi Wolf	Book Cover
Property of The Folsom Wolf	by Don Lasseter	one page
PSYCHO USA: FAMOUS AMERICAN KILLERS YOU NEVER HEARD OF	Harold Schechter	pg185,194,185,198
PUNK	Stephen Colograve/Chris Sullivan	pg53,55,117,134, 233,317
PURE EROTIC MASSAGE	NIcole Bailey	pg12,17,23,26,37, 39,40,47
Purple Panties 1, An Eroticanoir com Anthology	by Zane	pg. 10,35,110,111,112,113,150,151
Eroteanoir.com Anthology	by Zane	pg 83,89,92,97,100,101
Radical Go-Go Baby!		pg. 74,78,118,131
Raised as A Goon	Ghost	pg. 10,12,15,20,22,23
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Raised as A Goon IV	Ghost	pg. 10,23,24,25,29
Kaised as A Goon iv		
Paired as A Goon V	Ghost	pg. 117, 118, 133, 134, 135, 169
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Kam	by Asanı Bandz	pg. 40,41,53,105,154,283,311
Ram 2, Down for the Crown	by Asani Bandz	obscene material throught
Raw Law	Muhammad Ibn Bashir	95,36,39
Ray's Days		Various Pages
Real Crimes by Real Killers Vol 1	Ryan Becker	pg. 28, 31, 36, 37
REAL FIGHTING: ADRENALINE STRESS CONDITIONING THROUGH SCENARIO-BASED TRAINING	Peyton Quinn	pg99,107,148,147,150,151
RED HEADS, VOLUME 1	Raffeele Marinetti	pg 2
RED ROSA, A GRAPHIC BIOGRAPHY OF ROSA LUXEMBURG	Kate Evans	pg 63, 88
Reinhard Heydrich, The Ideal National Socialist		Entire publication
YOU ARE, WHERE YOU COME FROM	David Icke	pg 13
REMEMBER, NOW BE HERE	Ram Dass	pg 22, 28, 48, 49
Renai Sample	Homunculus	5 picture pages, front and back cover
Respect The Jux	by Frank C. Matthews	pg. 25
Return to Flint	by Treasure Hemandez	pg. 44,45,48, 2, 3,4
REVELATIONS, THE PHOTOGRAPHY OF JUSTICE HOWARD	Justice Howard	pg 82, 83, 98, 99, 100, 118, 121, 161, 162, 163, 167
REVERSED SEDUCTION SHA'URI	Countess Sha'un	8/bd
Revolutionary Suicide/ ISBN# 978-0-14-310532-9	Huey P. Newton	Pg. 14
RODIN KOREAN EDITION	Helene Pinet	pg30.32,48,90,131,133
RON JEREMY, THE HARDEST WORKING MAN IN SHOWBIZ	Ron Jeremy	pg 12,13,100,121, 132
Rosebudd The American Pimp	John Dickson	pg. 25, 87, 101,102,196
Rotten to the Core	Ghost	pg. 91-95
Rotten to the Core 2	Ghost	pg. 65-89
Provide City Let Cour Dissipat Leads Oits	Gnost	pg. 10/
Russian Cins, not caxy Russian Lingerie Cins Models Pictures	by Erotica Photo Art Lover	pg55
RUSSIAN PRISON TATTOOS	Alix Lambert	pg 42,68
S T H, STRAIGHT TO HELL 66	Billy Miller	pg 2,10,16, 17, 36, 37, 42
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SADE SPECIAL, NUMBER 1	Bishop Press	pg 1,2, 15
מסיים מיים אירוא פו ייים אירוא פיים א	hy Brian K Valurhan and	912,13,33,42,81, 112,130,138
Saga, Volume 1	Fiona Staples	pg. 5,18, 59,61
Saga, Volume 7	by Fiona Staples	3 pages
Saga, Volume 8	by Fiona Staples	3 pages
Saga, Volume 9	by Fiona Staples	3 pages
SAILOR JERRY COLLINS: AMERICAN TATTOO MASTER	N/A	s + nii sBd ad a
SAILOR JERRY'S TATTOO STENCIL	Kate Hellenbrand	six (6) picture pages with nudity
Saki the Succubus, Hungers Tonight, Volume 1	by Mikokuno Homare	pg. 15,27,28,66,70,86,101,127,140
SAMURAI EXECTIONER, OMNIBUS 4	Kazuo Koike and Goseki	pg 90, 284, 285, 291
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SANTA'S HELPERS	SQP	pg 6,28, inside cover
Sara	by Garth Ennis	3 pages
SAS and Effe Forces Guide Armed Combat	Martin J Dougherty	pg. 30, 38, 41, 42, 43, 54, 84, 85, 110, 111, 114-120, 128-132
SAS AND ELITE FORCES GUIDE: EXTREME UNARMED COMBAT	Martin J Dougherty	pg30,31,44,46,48, 48,64,65
SAS AND ELITE FORCES GUIDE: MANHUNT	Alexander Stilwell	
SAS AND ELITE FORCES GUIDE: ROPES AND KNOTS	Charles Stronge	
SAS SURVIVAL HANDBOOK, THE ULTIMATE GUIDE TO SURVIVING ANYWHERE	John "Loffy" Wiseman	pg 572, 573, 574, 575, 576, 577, 578, 579, 580, 581, 582, 583, 584, 585
SATIS FACTION	Karrine Steffans	
Savage Hearts 2	Clyde Caldwell	pg. 1,5,11,13,70,71
Savage Road	by Christine Feehan	pg 120,121,122,124
Savage Storms	by Meesha	obscene material throught
Seer There	Joe Kane	pg 178
SCAR TISSUE	Anthony Kladis	pg-210-312
Schoolgirl Mania	Fujika Tsupiko	5 picture pages
SCREAMS & NIGHTWARES, THE FILMS OF WES	Brian J. Robb	pg 97
SCINITION	Donn Vessels	40 40 40 60
SCRIRRI INGS 2	Deen Yeagle	bg 1,2,17,21,6,1 gd
SCRIBBLINGS 3	Dean Yearle	
Second Skins	Jay Prosser	cover page, pg. 221,222 & 223
SECRET SEX LIVES	Suzy Spencer	pg 99-103
SECRETS OF A PORN STAR	G Street Chronicles	8 pic pgs no #'s
SECRETS OF STREET SMART JUJITSOT THE STUDENT MANUAL OF THE MIYAMA RYU	D'Arcy Rahming	entire book promotes Martial Art techniques
Secrets of Tantric Sex	by Claudia Blake	pg. 136,172,173,174,177,179,180,182,193,184
SECRETS OF THE NINJA	Ashida kim	pg53,89,90,95,98-101,130,131
Section 8, A Hood Rat Novel	KWan	Pg. 308
SEKIREI, VOL. 1	Sakurako Gokurakuin	14 pages no numbers
SELF DEFENSE: HOW TO DEFEND YOURSELF	Martin J. Dougherty	pg 8-11
SELFISH	Kim Kardashian	
Selfish	Kim Kandashian West	pg. 270, 282, 297
SENIOR MOMENTS, UNCENSORED	Tim What	pb. 226 10 picture pages
SERIAL KILLERS AND PSYCHOPATHS, TRUE LIFE CLASSES THAT SHOCKED THE WORLD	Charlotte Greig and John Marlowe	pg 198, 200, 201, 259, 260
Serial Killers, The Minds, Methods, and Mayhern of History's Most Notorious Murderers	by Richard Estep	pg. 8,38,215,311
Sex & Race		pg. 73, 75, 88,99,107,109,117,123,125,139,227,236,237
Sex and Horrer. The Art of Fernando Carcupino	by Fernando Carcupino	pg60-64,66,87,71,74,78,79
Sex Chronicles II, Getting' Buck Wild	by Zane	pg. 117-121
SEX THE ULTIMATE LOVER'S GUIDE	Judy Bastyra	pg 21,31,64,113,151
SEXO MARAVILLOSO	Sari Locker	pg 48,81,104,108, 108,130,132-134
SEXUAL EXPLOITS OF A NYMPHO	Richard Jeanty	pg 15
SEXUAL EXPLOITS OF A NYMPHO. PART 3 SEXUAL PRACTICES OF THE DRUIDS	Richard Jeanty	pg 124,125
Sexual Secrets, The Alchemy of Ecstary	by Nik Douglas	pg-182

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	by Akira Hiramoto	pg. 90,138,140, 142
SHADOWLANDS	Kim Dettch	pg 58, 58, 65-68, 86, 80, 91, 103-105, 117, 152, 153
SHADOWLINE: THE ART OF LAIN McCAIG	Lain McCaig	
Shadows Across The Moon	by Richie Hawtin	2 pages
Shame	Lovern Kindzierski and John Bolton	pg. 21,22,25,42,45,49,59,65,94,97,112,143,145,148,150, 177,180,182,184,185
SHAMELESS ART	Underwood Books	pg25,27,29,33,36,38,39
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SHE COMES FIRST	lan Kemer	pg 104,105,138
She Comes First, The Thinking Man's Guide to Pleasuring a Woman	вп Кетег	pg. 42, 48, 54,104, 105,132,134,138,204,205,208
She Warted The Hood Love, Down For A Boss	S. Yvonne	pg 20,21,77
Shiori's Diary	by Tsuya Tsuya	10 Picture Pages
SHIRLIS & SKIN SHOMIN SAMPLE, I WAS ABDUCTED BY AN	III Willer	
COMMONER, VOLUME 1	Nanatsurd I akarumi	4 (four) produce pages
Shornin Sample, I Was Abducted by an Effe All-Girls School as a Sampler Commoner. Volume 5	by Takafumi Nanatsuki	3 picture pages
SHOOTER'S BIBLE 105TH EDITTION	Jay Cassell	pg 528,530,531, 538-541
SHOOTERS BIBLE, 2ND EDITION GUIDE TO AR		pg 20, 21
Shorty Got A Thin	hy Cash	77-50
SHYT LIST: BE CAREFUL WHO YOU CROSS	Reian	pd 2.3.158-158
SIGNS AND SYMBOLS	Mark O'Connell	pg 75,76
SIMON BISLEY'S ILLUSTRATION FROM THE BIBLE, A WORK IN PROGRESS	Simon Bisley	pg 3,4, 6, 7, 8, 9, 14
SIMPLIFIED TAI CHI CHAN	Shou-Yu Liang and Wu Wen-	pg 81, 82, 86, 95, 101, 112, 148, 166
SINCITY	Frank Miller	pg 17 35 36 53 89
SIN CITY 2: A DAME TO KILL FOR	Frank Miller	pg 49,52,60-62,84,85,160,165
SIN CITY 4: THAT YELLOW BASTARD	Frank Miller	pg127,133,135,137-139
Sin-A-Rama	by B. Astrid Daley	pg44,70,101,113,142,148,149,150,162,165,169
SINNER TAKES ALL	Tera Patrick	pg78,96,98,106, 138,164,202,225
Skatchbook	by Bruce Coleto	Pg. 1,4,5,7,8,10,11,14-10,10-22,24-50,32-46 Various Pades
Sketchbook, Val. 2		Various Pages
SKETCHING FROM THE IMAGINATION		pg 136,143,159,160
Skin & Ink Illustration The Modern Tethoo	Gindo Press	pg. 147
SKIN TIGHT	SQP	6 photo pages no pg #s
Slayer, Women of War	by Jose Del Nido	pg 10,15
Sleeping with Strangers	by Eric Jerome Dickey	pg. 156-157,204
SLOW SEX	Grand Central	
Slumped	by Jason Brent	pg. 238
SMALTAWI, THE PORCREATIVE DUALITY OF ETERNAL ONENESS VERSUS THE POLITICS OF WESTERN HYPNOSIS	Hru Ankh Ra Semahj	pg 257, 319, 342
SMUT VOLUME 2	The Editors of Nerve.com	pg5,17,24,37,54,62,80,90146
SNEAKY USES FOR EVERDAY THINGS	Cy Tymony	
So Sexyl, Volume 1	by Michael Enoches	5 pages Endine notice

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SOCIAL GARBAGE, THROW - AWAY PEOPLE	Percy Foundation	pg 220, 221, 245, 246, 247
Soldier of Fortune Guide to How to Become a Mercenary	Вапу Davies	PG. 54,55,60,61,106,107,108,109,110,111,112,113,114 & 115
SOLDIER OF FORTUNE: GUIDE TO HOW TO DISAPPEAR AND NEVER BE FOUND AGAIN	Ввпу Davies	pg28,-31,36-38
Soledad Brother, The Prison Letters of George Jackson	by Jonathan Jackson, Jr.	pg 103,217,225,266,289,290,334,335,338,339
SOLITARY FITNESS	Stephen Richards	pg 192
Solo Training	Loren W. Christensen	
SOLO TRAINING 2	Loren W. Christensen	pg174,175
Sons of Anarchy, Legacy Edition, Book One	by Kurt Sutter	pg. 115,116,124,193,194
SORAYAMA MASTERWORKS	Edition Skylight	pg10,11,15,60,76,77,195
Southern Bastards, Volume 3	Jason Aaron & Jason Latour pg. 21, 23, 58-59	r pg. 21, 23, 58-59
Spanil, The Art of Fernando Caretta	by Fernando Caretta	pg1,2,7,12,13,17,24,25,30,37,38,44
Spawn, Dark Horror	by Todd Mcfarlane	1 picture page
Spawn, Vengeance	by Todd McFarlane	1 picture page
SPECIAL FORCES FITNESS TRAINING	Augusta Dejuan Hathaway	
SPECTACULAR SEX MOVES SHE'LL NEVER FORGET	Sonia Borg	pg25,32,40,43,103,140
SPECTRUM 10, THE BEST IN CONTEMPORARY FANTASTIC ART	Cathy Fenner and Amie Fenner	pg 93, 129, 136, 144, 151, 155, 168
SPECTRUM 14	Better World Book	pg159,193,209
Spectrum 14, The Best in Contemporary Fantastic Art	by Cathy Fenner	pg. 68.100,157,193,209,212,228
SPECTRUM 15: THE BEST IN CONTEMPORARY FANTASTIC ART		pg 48, 134, 173, 213, 244
SPECTRUM 18. THE BEST IN CONTEMPORARY FANTASTIC ART	Cathy Fenner and Amie Fenner	pg 14, 114, 152, 223, 239
SPECTRUM 17	Cathy and Arnie Fenner	pg21,36,110,149,150,196
SPECTRUM 18	Cathy Fenner	4 pic pages no #s
SPECTRUM 19: THE BEST IN CONTEMPORARY FANTASTIC ART	Cathy Fenner	pg11,100,103,134, 135,180,181
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SPECTRUM 2D: THE BEST IN CONTEMPORARY FANTASTIC ART 20TH ANNIVERSARY VOLUME	Cathy and Amie Fenner	pg 80,93,112,132, 141,147,169,192
SPECTRUM 21	John Fleskes	pg242,254,278
SPECTRUM 22	John Fleskes	pg101,135,210,211, 248,249
SPECTRUM 23, THE BEST IN CONTEMPORARY FANTASTIC	John Fleskes	pg 48, 158, 161, 213, 220, 259, 261, 273, 278
SPECTRUM 24, THE BEST IN CONTEMPORARY FANTASTIC ART	John Fleskes	pgs 36, 135, 146, 155, 156, 157, 161, 238, 298
Spectrum 25: The Best Contemporary Fantastic Art.		pg. 80, 88,148,159,217,250,256
SPECTRUM 3	Cathy Fenner	pg 8,9,66,130
SPECTRUM 4	Cathy Fenner	Pg XVI.52,118
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SPELLBOUND; BLACK MAGIC WOMEN	Sel Quartuccio & Bob Keenan pg 5,7,8,9,11-14	pg 5,7,8,9,11-14

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Spetsnaz Scout Physical Training Manual	by Threat Analysis Group	PB: 2.14
Spice & Wolf Volume 1	hy Isma Hechus	12 nichtra panae
Spiritual Sex	by Michelle Pauli	2 bades
SPORTS ILLUSTRATED SWIMSUIT HEAVEN	Walter looss/Sports	18, 184,172,160
SPORTS ILLUSTRATED, SWIMSUIT 50 YEARS OF	Burner Component	po 19 174
SEAU IIFUL ISSUE		
SS Creed Volume Four. Jews	Jason Hanson	pg 62, 63, 64, 65, 56, 72, 73, 74 Fritis nublication
Stack Before You Splurge	by A Roy Milligan	obscene material throught
STARDUST NATION	Deborah Levy and Andrzej	pg 48, 61
STEALING CANDY	Allicon Liebbo	
STEAMPUNK RISING	Sandra Chang-Adair	pg15,32,40,41,43, 44,45
Steampunk Rising, The Art of Sandra Chang-Adair	by Sandra Chang-Adair	pg. 14,31,39,42,43,44,45,48,47
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Storm Book 1	Nina Levine	pg 111, 112, 114-116, 170, 171
STRATEGIES OF AMERICA'S ELITE WARRIORS	Skyhorse Publishing	
Stravaganza, The Queen in The Iron Mask, Volume 2	by Akihito Tomi	4 picture pages
Stravaganza, The Queen in The Iron Mask, Volume 3	by Akihito Tomi	4 picture pages
Street Dreams	KWan	pg. 282
STREET LEGENDS VOL 1.	Seth Herranti	pg 13, 120, 170
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STREET SHOP TATOO STENCILS, CREATING NEW DESIGNS FOR SKIN ART	Brian Johnson	pg 78,88,89
STREET SKETCH BOOK, JOURNEYS	Tristan Manco	pg 123
STREETWISE SPYCRAFT	Barry Davies	pg112-116,142,143,146
Sublimbal Seduction	Predent Delayler	pg154,188,189,191
SUBVERSIVE BEAUTY	Luis Royo	pg 9,11,69,78
SUBWAY ART	Martha Cooper and Henry Chalfant	pg 16, 19
SUCCESSFUL GLAMOUR PHOTOGRAPHY	Duncan Evens & John Kelly	
SUCCESSFUL GLAMOUR PHOTOGRAPHY, REVISED	Duncan Evens & John Kelly	
Succulent, Chocolate Flava II	by Zane	obscene material throught
SUGAR IN MY BOWL	Erica Jong	
SUICIDE SQUAD, BEHIND THE SCENES WITH THE WORST HEROES	Signe Bergstrom	STG members
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THE FUTURE OF EROTIC FANTASY ART	Paul Peart-Smith	pd9 16 32 40 63 85 68 74
THE GAME IS TO BE SOLD NOT TOLD	Guzman	1 page no number
The Gangbanger's Dictionary, One Hundred and Eighty Seven Things You Better Know Before You Join A Gang	by Derek Grover	pg. 62
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The Gay Adventures of Captain Goose		Various Pages
THE GEORGE KUCHAR READER	George Kuchar and Andrew Lampert	pg 118, 118, 121
The Girl from H.O.P.P.E.R.S., A Love and Rocket Book, by Jalme Hemandez	Gray Goth	pg. 165, 247, 261
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The History of Nuestra Familia	by Gabe Moreles	pg. 4-15,25,33,60-63
The History of The Aryan Brotherhood	by Gabe Morales	pg. 8,17,18,24,25,26,27,36
THE HISTORY OF WITCHCRAFT AND DEMONOLOGY	Montague Summers	pg128,160
THE HOOD HEALTH HANDBOOK, VOLUME ONE	Dick Gregory	pg 218, 218
The Hot Box		Various Pages
The Hat Gift, Explicit Sex Stories, Volume 1 The Howard Stein Book	by Corinne Smith	pg. 12,13,15,17,26,27,37
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THE ICE MAN	Phillip Carlo	pg 57
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The Infernal Texts	by Stephen Sennitt	0898d
The Initiation of Ms. Holly	by K.D. Grace	pg. 27,141
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The Joy of Gay Sex, Third Edition	by Felice Picano	Pg. Pg. 113,23,25,37,46,93,97,102,167,221,229,283,280,28
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The Kentucky Cannibal	by Ryan Green	77 Bd
THE KILLER BOOK OF SERIAL KILLERS	Tom and Michael Philbin	pg21,151,152,214, 216,237,238
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The Last Book You'll Ever Read	by Cullen Bunn	pg31,45,49,52,57,58,60,61,65,88,89,147,158,172,173
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THE LAST MAN: WHYS AND WHEREFORES	Brian Vaughan; Pia Guerra;	pg15,16,57,58,59
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he Little Drawing Workshop	by Magali Cazo	pg83,120
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THE MAN'S GUIDE TO WOMEN, SCIENTIFICALLY PROVEN SECRETS FROM THE LOVE LAB ABOUT WHAT WOMEN REALLY WANT	John Abrams and Julie Schwartz Gottman	pg 94, 85, 99
THE MANSON FILE: CHARLES MANSON AS REVEALED IN LETTERS, PHOTOS, STORIES, SONGS, ART, TESTIMOMY AND DOCUMENTS	Adam Partrey	pg 156, 179
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THE MEXICAN MAFIA, THE GANG OF GANGS, THE LIFE OF RAMON "MUNDO" MENDOZA	Ramon Mendoza	pg 61, 62, 67, 81, 127, 137, 138, 200
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The Monstrous Book of Serial Killers, Second Edition	by Ben Oakley	pg 227,383,483
The Muse Book, by Spencer Charles	Spencer Charles	pg. 6,7,8, 11, 12
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THE NEW GOOD VIBRATIONS GUIDE TO SEX, TIPS AND TECHNIQUES FROM AMERICA'S FAVORITE SEX TOY STORE	Cathy Winks	pg 58, 61, 63, 87, 89, 101, 104, 115, 121, 126, 127, 135, 155, 157, 220
The New Kama Sutra	by Richard Emerson	4 pages
The New Sex Bible, The New Guide to Sexual Love	by Jessica O'Reilly	pg. 14,16,23,25,34,44,61,71,74,96,99,98,105,114,116,11 8,133
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THE NONSTOP BOOK OF FANTASTIKA TATTOO	Stephen K. Hayes K. J. Cypret	fighting techniques described
The North Hallywood Shaotout, Violent Crimes Book	by Scott K. Murphy	pg 28
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ACIIVIT BOOK	of High Times Magazine,	מוויס ביווים מיוים ליפוים מיוים מיוי
The Official Supernatural Coloring Book, Monsters Demons, and Spirits	Raoul off	7 picture pages
The Official U.S. Army Ranger Handbook	by Cartile Military Library	DG 5-5-8-5-7
The One I've Wanted For	Mary B. Morrison	pg. 8, 12, 20, 170
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The Power of the Dog	by Don Winslow	pg. 296, 324
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The Pussy Trap 4, The Shadow of Death	by Ne Ne Capri	pg. 106
The Rape of Nanking, The Forgotten Holocaust of World War II,	by Ins Chang	two pages
The Red	by Tiffany Reisz	pg. 48-52,63,66,67,68,69
The Ring of The Nibelung	Roy Thomas and Gil Kane	6 picture pages
The Royal Geographical Society, World Atlas		pg. 16,17,26,76-79
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THE SANDMAN, OVERTURE	Neil Gairnan	two (2) picture pages with nudity
FIGHTING		pg 74,80
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THE SEX GITTHE FOR THE MODERN MAN BOOK	by Zane	conatins obscene material throughout
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The Strain, Volume 1	by David Lapham	pg. 34,45,53,76
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The Streets Have No King, by Jacquavis Coleman	JaQuavis Coleman	pg 156
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THE TAO OF SEDUCTION	Lin Liao Yi	pg 319, 320, 321 pg 67,68
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THE TATTOO SOURCEBOOK	Andy Sloss and Zaynab Mirza pg 168	1 pg 168
The Tattoo Textbook	by Shelly Dax	pg. 63.64.65.67.68.70.71
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in the state of th	by David Sklansky	pg. 257-265
The Thief on the Cross	by Rick Riley	pg. 15,104,117,125
THE TOTAL POKER MANUAL	Eileen Sutton	three (3) pages
The Trappers Bible	by Eustace H. Livingston	pg.88,89,90,100,101,102
THE U.S. NAVY SEAL SURVIVAL HANDBOOK: LEARN THE SURVIVOR TECHNIQUES OFAMERICA'S ELITE WARRIORS	Don Mann	pg 203,204,205, 207
The Ultimate Adult Only Joke Book	by Jenny Kellett	24.55
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THE ULTIMATE ILLUSTRATIONS	Boris Vallejo and Julia Bell	pg5,10,11,12,18,24,28,30,32,38,39
The Ultimate Pardon	Bill Corum	pg. 109
THE ULTIMATE SURVIVAL MANUAL	Richard Johnson	pg242,245,248, 250
The Walking Dead, Compendium One		33 pages
ille Warfung Dead, Compendium Iwo		28 pages
The Walking Dead, March to War, Volume 19	by Robert Kirkman	4 pages
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The Wild World of Betty Page	by Steven Pentacoste	Various Pages
THE WITCHER, HOUSE OF GLASS		
The Witches Goddess	Janet & Stewart Farrar	pg. 18, 55, 120, 146
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THESE WERE MY REALITIES	H.C	bg 13.14
THING EXPLAINER, COMPLICATED STUFF IN SIMPLE WORDS	Randall Munroe	pg 17
THIS BOOK WILL CHANGE YOUR LIFE, 365 DAILY INSTRUCTIONS FOR HYSTERICAL LIVING	Ben Carey	pg 296
THIS SIDE OF PARADISE; BODY AND LANDSCAPE IN LOS ANGEI ES PHOTOGRAPHS	Jennifer A. Watts	pg 19,38,65,243
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TOP BIKINI PICTURES	Taylor Timms	four (4) picture pages
Torture Princess, Fremd Torturchen	Hina Yamato	6 picture pages
Tournament Poker for Advanced Players	by David Sklansky	pg137-147, 222-227
Train Lika A Fighter	by Cat Zingano	pg. 16-21
TRAINING FOR SUDDEN VIOLENCE, 72 PRACTICAL DRILLS	Rory Miller	pg 21, 23, 25, 86, 90, 91
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Trust No Bitch	Cash & Nene Capri	pg.248
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U.S. ARMY COUNTERINTELLIGENCE HANDBOCK	US Army	pg2,4,5,8,7,73-75
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U.S. ARMY SPECIAL FORCES GUIDE TO UNCONCONVENTIAL WARFARE: DEVICES AND TECHNIQUES FOR INCENDIARIES	US Army	pg15,50,51,58,59, 78,79
U.S. Army Special Forces Handbook, by Department of the Army		pg. 46-49,60,61
U.S. Army Survival Manual FM 21-78	Department of Defense	pg.1-8
U.S. ARMY SURVIVAL MANUAL, DEPARTMENT OF THE ARMY	Peter T. Underwood	pg 86, 87, 127, 128, 130, 131, 132, 133
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Ultimate Guide to Marijuana	by Simon Major	8 pages
ULTIMATE GUIDE TO TAI CHI THE BEST OF INSIDE KUNG-FU	John R. Little	pg7,8,135-137,141,142
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Ultimate Warrior Workouts	by Martin Rooney	five pages
ULTIMATE WARRIOR WORKOUTS	Martin Rooney	
ONBELIEVABLE: THE LIFE DEATH, AND AFTERLIFE OF THE NOTORIOUS B.I.G	Cheo Hodari Coker	120 82
Uncensared Coloring Book		Various Pages
UNDERSTANDING THE ASSAULT ON THE BLACK MAN, BLACK MANHOOD, AND BLACK MASCULINITY	Wesley Muhammad	PQ 78
UNDERWAY IS THE ONLY WAY BY GRIME AND HORITAKA	Grimmelbein and Takahiro Kitamura	pg 26, 70, 75, 267, 284, 304, 315
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V FOR VENDETTA	Alan Moore and David Lloyd	1 pg 271
VAGABOND, VOLUME 5	Takehiko Ingue	2 picture pages
VAGABOND, VOLUME 6	Takehiko Inoue	1 bicture page
VAGABOND, VOLUME 7	Takehiko Inoue	3 picture pages
Vagos, Mongols, and Outlaws, My Infiltration of America's Deadliast River Canar	Charles Falco with Kerrie	Various Pages
VAMPIRE DANCE	Sergio Bleda	D045.47.54.70.142
Vamprella Dracula, Unholy, Vol. 1	by Dynamite	1 page no number
Vice, News, Nudity and Nonsense	by Jesse Pearson	Na 281
VICTORY OR VALHALLA	David Lane	pg44,49,50,53,54, 102,103
VIRING UPIRING, VOIUTRE 2 VILLAINOUS VIXENS PRESENTS: LASSNITE	Tia Tormen	Entire Book
Vintage Tattoo, The Book of Old-School Skin Art	by Carol Clerk	Various Pages
Virtual Reality	hy loan M Lill	70 04 400 440 000
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Waking with Enemies	by Eric Jerome Dickey	pg. 104-105
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Watchman	by Alan Moore and Dave Gibbons	pg. 48-49
Water for Elephant's	Sara Gruen	1 picture page
WAYS OF SEEING	John Berger	pg 38, 41, 53
WEIRDO DELUXE	Matt Dukes Jordan	DAS 44 45 54 73 92 122 132
Welcome to Tokoharu Apartments	by Kisaragi Gunma	pgr, 11, 12, 17, 10, 92, 122, 133
Welfare Wifeys	by K'Wan	pg 187,188
WET, MORE AQUA EROTICA	Mary Anne Mohenraj	pg 10, 28, 80, 128
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WHAT KNOT	Geoffrey Budworth	pg 45.49.74.75.85
WHEN SATAN WORE A CROSS	Fred Rosen	picture page
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WHITE CLOUD WORLDS	by Christian Picciolini Paul Tobin	Pg 38,64,73,95,100
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Who Wants to Marry a Bilfionaire, Volume 1	by Mikoto Yamaguch	three pages
WHU'S BEEN SLEEPING IN YOUR HEAD; THE SECRET WORLD OF SEXUAL FANTASIES	Brent Kahr	pg 210,211
MCKED KISSES	Arantza	pa 19 34 39 45
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WILD SKETCHES, VOLUME 2	Luis Royo Romulo	pg 7-10,12,19,23,26
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Wild Wastes Eastern Expansion		Various Pages
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WITCHES & WICKED BODIES	Deanna	pg22,26,31,36,44, 84,94	7
WITCHE'S CRAFT	Bruce Wilborn	pg. 115. 144. 185. 405	- 1
WITH THE LIGHT OF TRUTH, STRAIGHT EDGE	Dan Smith	pg 23,98,112,212,218	100
Without Pity	Ann Rule	pg. 28,29,106,120	
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¹Denied for placement on Centralized List due to 12 consecutive issues not submitted for review

² Denied from inmate because publications violated department policy. (obscene or dangerous material, etc.)
³ Given to inmate because publication did not violate debt. policy
⁴ Parenthesis represent different covers-same magazine (1), (2), (3)

Date of Hearing: March 12, 2024 Counsel: Andrew Ironside

ASSEMBLY COMMITTEE ON PUBLIC SAFETY Kevin McCarty, Chair

AB 2018 (Rodriguez) - As Introduced January 31, 2024

SUMMARY: Removes fenfluramine as a controlled substance under the California Uniform Controlled Substances Act (UCSA). Specifically, **this bill**: Removes fenfluramine from Schedule IV of the UCSA and eliminates criminal penalties for possession for personal use, possession for sale, or sale of fenfluramine.

EXISTING LAW:

- 1) Lists controlled substances in five "schedules" intended to list drugs in decreasing order of harm and increasing medical utility or safety and provides penalties for possession of and commerce in controlled substances. Schedule I includes the most serious and heavily controlled substances, with Schedule V being the least serious and most lightly controlled substances. (Health & Saf. Code, §§ 11054-11058.)
- 2) Lists fenfluramine as a Schedule IV controlled substance. (Health & Saf. Code, § 11057, subd. (e).)
- 3) Makes possession of fenfluramine for personal use, without a valid prescription, punishable as a misdemeanor or an infraction. (Health & Saf. Code, § 11375, subd. (b)(2).)
- 4) Makes the possession for sale or sale of fenfluramine a misdemeanor punishable by up to one year in county jail or state prison. (Health & Saf. Code, § 11375, subd. (b)(1).)
- 5) Provides, that except in cases where a different punishment is prescribed, every offense declared to be an infraction is punishable by a fine not exceeding \$250. (Pen. Code, § 19.8, subd. (b).)
- 6) Provides that, except in cases where a different punishment is prescribed by any law of this state, every offense declared to be a misdemeanor is punishable by imprisonment in the county jail not exceeding six months, or by fine not exceeding \$1,000, or by both. (Pen. Code, § 19.)
- 7) Provides that, except in cases where a different punishment is prescribed by any law of this state, every offense declared to be a felony is punishable by imprisonment for 16 months, or two or three years in state prison. (Pen. Code, § 18, subd. (a).)

FISCAL EFFECT: Unknown

COMMENTS:

- 1) **Author's Statement**: According to the author, "It is important that California remove fenfluramine from the list of schedule IV controlled substances to align with the federal Controlled Substances Act and ensure access to this critical medicine to help patients suffering from rare and severe forms of epilepsy."
- 2) Effect of the Bill: Under existing law, fenfluramine is a Schedule IV controlled substance under UCSA. Existing law prohibits possession of fenfluramine for personal use, without a valid prescription, an offense punishable as either an infraction or a misdemeanor. (Health & Saf. Code, § 11375, subd. (b)(2).) The penalty is up to six months in county jail or a fine of \$250. (Pen. Code, § 19; Pen. Code, § 19.8, subd. (b).) Possession for sale or sale of fenfluramine is also proscribed, punishable by imprisonment in county jail for up to one year or in state prison for 16 months, 2 years, or 3 years. (Health & Saf. Code, § 11375, subd. (b)(1); Pen. Code, § 18, subd. (a).)

This bill would remove fenfluramine from the California's list of controlled substances, aligning state law with the federal Controlled Substances Act. As such, it would also eliminate criminal penalties for possession for personal use, possession for sale, or sale of fenfluramine.

3) Fenfluramine: Fenfluramine is drug prescribed to people suffering seizures as a result of Dravet syndrome and Lennox-Gastaut syndrome, severe forms of epilepsy.

(https://www.mayoclinic.org/drugs-supplements/fenfluramine-oral-route/description/drg-20490822) According to the Dravet Syndrom Foundation, "Dravet syndrome, previously known as Severe Myoclonic Epilepsy of Infancy (SMEI), is an intractable developmental and epileptic encephalopathy that begins in infancy and proceeds with accumulating morbidity that significantly impacts individuals throughout their lifetime."

(https://dravetfoundation.org/what-is-dravet-syndrome/.) The syndrome usually presents in infancy, is characterized by severe seizures and developmental delays, and requires constant care. (Ibid.) Lennox-Gastaut syndrome is also a severe form of epilepsy, with seizures typically beginning before the age of four years. (https://www.ninds.nih.gov/health-information/disorders/lennox-gastaut-syndrome) According to the National Institute of Neurological Disorders and Stroke, the syndrome is very difficult to treat and most people suffering from it experience "some degree of impaired intellectual functioning and information processing." (Ibid.) Neither syndrome has a cure.

Under federal law, "[p]roceedings for the issuance, amendment, or repeal [scheduling] rules may be initiated by the Attorney General (1) on his own motion, (2) at the request of Secretary [of the U.S. Department of Health and Human Services], or (3) on the petition of any interested party." (21 U.S.C § 811(a); 21 U.S.C § 802(24)).) The pharmaceutical company named Zogenix made the most recent petition to de-schedule fenfluramine. (Levine, Assistant Secretary of Health, U.S. Department of Health and Human Services, Letter to DEA Recommending the Removal of Fenfluramine from All Schedules (Apr. 16, 2021) at p. 1.)

Before removing a controlled substance from one of the schedules, the Attorney General must "request from the Secretary [of the U.S. Department of Health and Human Services] a scientific and medical evaluation, and his recommendations, as to whether such drug or substance should be...removed as a controlled substance." (21 U.S.C § 811(b).) The Secretary must consider its actual or relative potential for abuse; the scientific evidence of its

pharmacological effects; the state of current scientific knowledge regarding the drug or other substance; its history and current pattern of abuse; the scope, duration, and significance of abuse; the potential risk to public health, if any; the substance's psychic or physiological dependence liability; and whether the substance is an immediate precursor of a substance already controlled. (21 U.S.C § 811(b) & (c).) Upon review, the Assistant Secretary for Health at the U.S. Department of Health and Human Services summarized,

Upon consideration of the eight factors determinative of control of a substance under 21 U.S.C. 811(c), the Food and Drug Administration (FDA) recommends that fenfluramine be removed from all schedules of control under the CSA. The National Institute on Drug Abuse (NIDA) has reviewed the enclosed document (which was prepared by FDA's Controlled Substance Staff and is the basis for FDA's recommendation) and concurs with FDA's recommendation. Fenfluramine does not conform with the findings for schedule IV in 21 U.S.C. 812(b)(4) or in any other schedule as set forth in 21 U.S.C. 812(b).

FDA and NIDA have also considered the abuse potential of fenfluramine and, based on the totality of the scientific data, recommend that fenfluramine be removed from all schedules of control under the CSA. Based on my review of the evidence and FDA's recommendation, it is my recommendation as the Assistant Secretary for Health that fenfluramine should be removed from all schedules of control under the CSA.

(Levine, supra.)

The Drug Enforcement Administration, as delegated by the U.S. Attorney General, also reviewed whether fenfluramine should be removed from the CSA. (28 C.F.R. 0.100 [assigning the Administrator of the DEA "functions vested in the Attorney General by the Comprehensive Drug Abuse Prevention and Control Act of 1970]; DEA, Schedule of Controlled Substances: Removal fenfluramine and its salts from controls under the Controlled Substances Act (Jan. 2022) at p.4.) Upon review, the DEA determined that fenfluramine "has no potential for abuse and does not meet the finding for control under any CSA schedule"; it "has currently accepted medical use in treatment in the United States"; and abuse by users of the substance is unlikely "to lead to limited physical dependence or psychological dependence." (*Id.* pp. 27-28.) As a result, it found that "flenfluramine does not meet requirements for inclusion in any schedule and should be removed from control under the CSA." (*Id.* at p. 27.) As a result, fenfluramine was removed from all schedules under the federal Controlled Substances Act. (87 Fed. Reg. 78857 (Dec. 23, 2022).)

Although de-scheduled by the federal government, California is under no obligation to follow suit. There is precedent for states more tightly regulating controlled substances than the federal government. "For example, some states have controlled the fentanyl analogues benzylfentanyl and thenylfentanyl, but those substances are not currently scheduled under the [federal] CSA." (The Controlled Substances ACT (CSA): A Legal Overview for the 118th Congress, Congressional Research Service (Jan. 19, 2023) p. 5 https://crsreports.congress.gov/product/pdf/r/45948> [last visited Feb 29, 2024].) Nevertheless, California generally has aligned its Uniform Controlled Substances Act with the federal government's scheduling decisions. (See *People v. Ward* (2008) 167 Cal.App.4th 252, 259 ["In the California Uniform Controlled Substances Act, California adopted the five schedules of controlled substances used in federal law and in the Uniform Controlled Substances Act"]; *Williamson v. Bd. Of Medical Quality Assurance* (1990) 271 Cal.App.3d

1343, 1352, fn. 1. ["Effective January 1, 1985, Schedules I through V of the California Uniform Controlled Substances Act were revised so as to generally parallel the five schedules contained in the Federal Controlled Substances Act."].) With regards to fenfluramine, this bill would align California with the federal law.

4) Arguments in Support:

a) According to *UCB*, *Inc.*, "UCB is a global biopharmaceutical company with U.S. headquarters located in Atlanta, Georgia. With more than 8,000 employees globally, we are inspired by patients and driven by science. Our focus is on innovating new medicines to treat severe, chronic neurological, immunological, and rare conditions.

"In April 2023, the US. Drug Enforcement Administration (DEA) published a final rule stating that fenfluramine is no longer subject to the Controlled Substances Act. This rule means all federally controlled substance restrictions have been removed from fenfluramine, which is the active ingredient in one of UCB's medicines, Fintepla ® (fenfluramine). This medication treats patients with Dravet syndrome and Lennox-Gastaut syndrome, rare and severe childhood-onset forms of epilepsy that significantly impair patients' quality of life due to a number of debilitating symptoms, including frequent and severe seizures.

"Removal of fenfluramine from the Controlled Substances Act allows prescribers to write a prescription for a full year's supply versus the current limit of six months. Additionally, descheduling fenfluramine will enable prescribers to send a prescription to pharmacies electronically. AB 2018would ensure equitable access to fenfluramine for patients in California living with these two rare epilepsy syndromes."

b) According to the *Dravet Syndrome Foundation*, "We have many children and adult patients with Dravet syndrome in California that are seeing great success with the medication Fintepla, which is produced by UCB and contains the active ingredient fenfluramine. We wholeheartedly support any change that would make it easier for them to continue to access this life saving medication. Families in our community have so many obstacles to accessing the medications their loved ones need, so the ability to have a prescriber send a prescription for a full year instead of just six months and allowing it to be sent to the pharmacy electronically would be a huge benefit for our families and their providers.

"We ask you to please consider the removal of fenfluramine from the Controlled Substances Act in California to align with the change made by the federal government in April 2023."

5) Argument in Opposition: None submitted.

6) Prior Legislation:

a) SB 58 (Wiener), of the 2023-2024 Legislative Session, would have made lawful the possession for personal use of specified hallucinogenic substances by persons 21 years of age or older, and would have made lawful the facilitated and supported use of these substances once the state develops a regulatory framework for these activities. The

Governor vetoed SB 58.

- b) AB 2246 (Petrie-Norris), of the 2021-2022 Legislative Session, would have, among other things, classified non-FDA approved fentanyl analogs as Schedule I controlled substances. AB 2246 failed passage in this committee.
- c) SB 519 (Wiener), of the 2021-2022 Legislative Session, was substantially similar to SB 58. SB 519 died on the Assembly inactive file.
- d) AB 710 (Wood), Chapter 62, Statues of 2018 provides that if cannabidiol (CBD) is federally rescheduled or otherwise made a legally prescribable controlled substance, it shall also be legal to prescribe under state law.

REGISTERED SUPPORT / OPPOSITION:

Support

Biocom California California Neurology Society California Public Defenders Association Dravet Syndrome Foundation Epilepsy Foundation UCB, Inc.

Opposition

None

Analysis Prepared by: Andrew Ironside / PUB. S. / (916) 319-3744

Date of Hearing: March 12, 2024 Counsel: Kimberly Horiuchi

ASSEMBLY COMMITTEE ON PUBLIC SAFETY Kevin McCarty, Chair

AB 2021 (Bauer-Kahan) - As Introduced January 31, 2024

As Proposed to be Amended in Committee

SUMMARY: Increases the fines for selling tobacco to a person under the age of 21. Specifically, **this bill**:

- 1) States that any business, firm, corporation, retailer, or wholesaler who sells, furnishes, or gives tobacco or tobacco products or paraphernalia, cigarettes, or cigarette papers, blunt wraps, or any other preparation of tobacco, or any other instrument or paraphernalia that is designed for the smoking or ingestion of tobacco, tobacco products, or any controlled substance to any person under the age of 21, the firm, corporation, retailer, or wholesaler will be subject to either a criminal action for a misdemeanor or a civil action brought by a city attorney, a county counsel, or a district attorney, punishable by a fine of one thousand dollars \$1,000 for the first offense, \$5,000 for the second offense, and \$10,000 for the third offense.
- 2) Makes a conforming changes to existing law related to a business, firm, corporation, retailer, or wholesaler who sells tobacco to a person under the age of 21.

EXISTING LAW:

- 1) States every person, firm, or corporation that knowingly or under circumstances in which it has knowledge, or should otherwise have grounds for knowledge, sells, gives, or in any way furnishes to another person who is under 21 years of age any tobacco, cigarette, or cigarette papers, or blunt wraps, or any other preparation of tobacco, or any other instrument or paraphernalia that is designed for the smoking or ingestion of tobacco, tobacco products, or any controlled substance, is subject to either a criminal action for a misdemeanor or a civil action brought by a city attorney, a county counsel, or a district attorney, punishable by a fine of \$200 for the first offense, \$500 for the second offense, and \$1,000 for the third offense. (Pen. Code, § 308, subd. (a)(a)(A)(i).)
- 2) Specifies any criminal fine for sales of tobacco to a person under the age of 21 does not apply to sales to any person on active military duty that is 18 years of age or older. (Pen. Code, § 308, subd. (a)(1)(A)(ii).)
- 3) Provides that 25 percent of each civil and criminal penalty collected pursuant to this subdivision shall be paid to the office of the city attorney, county counsel, or district attorney, whoever is responsible for bringing the successful action. (Pen. Code, § 308, subd. (a)(1)(B).)
- 4) States that for purposes of determining the liability of persons, firms, or corporations controlling franchises or business operations in multiple locations for the second and

- subsequent violations of this section, each individual franchise or business location shall be deemed a separate entity. (Pen. Code, § 308, subd. (c).)
- 5) Provides that all moneys collected as civil penalties by the Department of Public Health and other state agencies that enforce the Stop Tobacco Access to Kids Enforcement ("STAKE") Act shall be deposited in the State Treasury to the credit of the Sale of Tobacco to Minors Control Account that is hereby established. (Bus. & Prof. Code, 22953.)
- 6) Requires any person engaging in the retail sale of tobacco products check the identification of tobacco purchasers, to establish the age of the purchaser, if the purchaser reasonably appears to be under 21 years of age. (Bus. & Prof. Code, § 22956.)
- 7) Establishes that states must maintain specific restrictions with respect to the legal age to purchase or possess tobacco products, but makes clear that the STAKE Act does not preempt or otherwise prohibit the adoption of a local standard that imposes a more restrictive legal age to purchase or possess tobacco products. A local standard that imposes a more restrictive legal age to purchase or possess tobacco products shall control in the event of an inconsistency between state law and a local standard. (Bus. & Prof. Code, § 22964.)

FISCAL EFFECT: Unknown

COMMENTS:

- 1) Author's Statement: According to the author: "Availability of tobacco based products is continuing to grow and our California youth are becoming its victims. We have a duty as a legislature to create a healthy tobacco free environment for our children. AB 2021 will safeguard our children by increasing penalties for sellers found responsible of selling tobacco products to people under the age of 21. Even with age and flavor constraints, 24,600 high school students in California reported consuming tobacco products. Sellers of tobacco products need to take seriously their mandate to verify buyers are of legal age of purchase and raising penalties will help ensure that happens. It is paramount that we take this next step in continuing the fight for a tobacco free generation."
- 2) Need for the Bill: According to information submitted by the author's office, "The selling of nicotine based products to our youth is a rapidly growing problem with no end in sight. The seller's financial profit is continuing to grow at the expense of our youth. While efforts have been made to ensure that sellers do not sell tobacco products to children and those under 21 years of age, the penalties for violating the law are preposterously low. For instance, a first violation results in the maximum of a \$200 fine. When you factor in the sales enjoyed by tobacco vendors, these fines hardly act as meaningful deterrents."

Existing law includes a wide range of fines on business owners that are caught selling tobacco products to people under the age of 21. The STAKE Act mandates that anyone selling tobacco products check the purchaser's identification if the person reasonably looks like they are under 21. (Bus. & Prof. Code, § 22956.) The California Department of Public Health ("CDPH") is responsible for enforcement of the STAKE Act. (Bus. & Prof. Code, § 22957.)

CDPH may assess fines for any violation of the STAKE Act, as follows: (1) a civil penalty of \$400 to \$600 for the first violation, (2) a civil penalty of \$900 to \$1,000 for the second

violation within a five-year period, (3) a civil penalty of \$1,200 to \$1,800 for a third violation within a five-year period, (4) a civil penalty of \$3,000 to \$4,000 for a fourth violation within a five-year period, or (5) a civil penalty of \$5,000 to \$6,000 for a fifth violation within a five-year period. (Bus. & Prof. Code, 22958, subd. (a).)

In addition to escalating fines, CDPH may also suspend the vendor's ability to sell cigarettes if they have suffered a third, fourth, or fifth violation. Business and Professions Code section 22958 states that if a violation is uncontested (meaning there is no defense to the underlying charge), the State Board of Equalization (BOE) must issue a civil penalty of \$250 and suspend the vendor's right to sell tobacco. BOE may assess suspensions as follows: (a) A 45-day suspension of the license for a third violation at the same location within a five-year period; (b) A 90-day suspension of the license for a fourth violation at the same location within a five-year period; and (c) revocation of the license for a fifth violation at the same location within a five-year period. (Bus. & Prof. Code, § 22958, subd. (b)(1).)

Additionally, federal law also applies to the sale of tobacco on the state level. The 2009 Tobacco Control Act imposes fines as follows for the illegal sale of tobacco to a person under legal age: (a) a warning for the first violation; (b) up to \$279 for a second violation in one year; (c) fines may increase for subsequent violations up to \$11,182 and may include a no-tobacco-sale order which prohibits a vendor from selling tobacco possibly forever. (21 U.S.C., § 388.) Additional fines and fees may also levied against vendors that do not post the required signage. (Pen. Code, § 308.)

Finally, according to the CDPH and other anti-tobacco organizations such as Tobacco Control, the rates of smoking has actually declined in the last several years for numerous target groups. One study conducted by the Herbert Wertheim School of Public Health at the University of California at San Diego found that between 1997 and 2020, cigarette smoking prevalence among those aged 18–24 years decreased from 29.1% to 5.4%.

From 2017 to 2019, both ever-vaping and past 30-day nicotine vaping (11.0% to 25.5%) surged among those 17–18 years, however there was no increase among those aged 18–24 years. Regression models demonstrated that the surge in vaping was independent of the decline in cigarette smoking. In the 24 most populous US states, exclusive vaping did increase among those aged 18–24 years, from 1.7% to 4.0% to equivalent to 40% of the decline in cigarette smoking between 2014–15 and 2018–19. Across these US states, the correlation between the changes in vaping and smoking prevalence was low (r=0.11). In the two US states with >US\$1/fluid mL tax on e-cigarettes in 2017, cigarette smoking declined faster than the US average. Since 1997, a large decline in cigarette smoking occurred in the US population under age 24 years, that was independent of the

¹ Pierce JP, Luo M, McMenamin, et al (November 2023), *Declines in cigarette smoking among US adolescents and young adults: indications of independence from e-cigarette vaping surge*, Tobacco Control Published Online First: 08 November 2023. doi: 10.1136/tc-2022-057907; https://tobaccocontrol.bmj.com/content/early/2023/11/08/tc-2022-057907.info, last visited March 5, 2024.

2017–19 adolescent surge in past 30-day e-cigarette vaping. Further research is needed to assess whether the 2014–15 to 2018–19 increase in exclusive vaping in those aged 18–24 years is a cohort effect from earlier dependence on e-cigarette vaping as adolescents.²

While California still struggles to control adolescent vaping,³ tobacco use and the rates of tobacco use have generally declined over the past 20 years. Assessing fines on business owners may make sense to discourage them from selling tobacco to people under the age of 21.

- 3) Current Revenues Generated by Cigarette and Tobacco Taxes: California's tax on tobacco raises considerable revenue for a variety of child-focused polices pertaining to education and health. According to the California Department of Tax and Fee Administration (CDTFA), cigarette and tobacco revenue breaks down accordingly: (a) fiscal year (FY) 2019-20: \$1.7 billion; FY 2020-21: \$1.7 billion; FY 2021-22: \$1.5 billion; and (c) FY 2022-23: \$1.3 billion.⁴
 - Revenue generated by the cigarette and tobacco tax has declined over the past five years consistent with the decline in smoking in California. Starting with fiscal year 2021-22, the tobacco products tax rate calculation is based on cigarette sales as reported to CDTFA by cigarette manufacturers and importers for the preceding November through January. Prior to fiscal year 2021-22, the rate calculation was based on the wholesale premium brand cigarette price as of March 1, as published by the Tobacco Merchants Association.
- 4) **Penalty Assessments:** When a person or business is assessed a criminal fine, the amount owed is not just what the amount specified in the statute. While this bill may propose scheduled increases up to \$10,000 for a third offense the penalty assessments will make that fine much higher. Fines are assessed as follows:

For a base fine of \$1,000:

Penal Code § 1464 state penalty on fines	\$1,000 (\$10 for every \$10).
Penal Code § 1465.7 state surcharge	\$200 (20%)
Penal Code §1465.8 court operations assessment	\$40 (\$40 per criminal
	offense)
Government Code §70372 court construction penalty	\$500 (\$5 for every \$10).
Government Code §70373 assessment	\$30 (\$30 for any felony or
	misdemeanor
Government Code §76000 penalty	\$700 (\$7 for every \$10)
Government Code §76000.5 EMS penalty	\$200 (\$2 for every \$10)
Government Code §76104.6 DNA fund penalty	\$100 (\$1 for every \$10
Government Code §76104.9 additional DNA fund penalty	\$400 (\$4 for every \$10)
Total Fine with Assessments:	\$4,170.

 $^{^{2}}$ Id.

³ California only stated regulating vape products in the past ten years. Progress may be more evident as time goes on.

⁴ CDTFA Cigarette and Tobacco Revenue (Table 30A located at https://www.cdtfa.ca.gov/DataPortal/dataset.htm?url=CigTaxSurTaxRev, last visited March 5, 2024.

The total amount would obviously increase depending on the amount of the base fine. Penalty assessments more than triples the total fine. Fines stated in the Penal Code are often misleading given the rates of penalty assessments in this state. The existing fines in Penal Code section 308 would also likely be in addition to the fines and penalties listed in Business and Professions Code section 22958 which levies fines up to \$6000 before the penalty assessments. Therefore, this bill, combined with other sections of law would likely impose a large fine, possibly in the tens of thousands of dollars on a business that sells tobacco to a person under the age of 21.

5) Local Ordinances: Numerous cities around California have local ordinances that also punish the unlawful sale of cigarettes and tobacco products to minors. While Penal Code section 308, subdivision (d) specifies that local agencies may not sell tobacco to anyone under the age of 21 (unless they are in the military), it also allows locals to have their own consistent restrictions. (Cohen v. Board of Supervisors (1985) 40 Cal. 3d 277; Bravo Vending v. City of Rancho Mirage (1993) 16 Cal. App. 4th 383.)

For example, the City of Concord recently adopted a local ordinance that tobacco retailers may no longer accept coupons or provide free or discounted tobacco products, and they may no longer sell cigarettes in packages less than 20 or cigars in packages of less than 10 (unless cigars cost more than \$5 each). The City of Lancaster requires any tobacco retailer to submit a licensing request to the City Manager's Office in the name of each proprietor proposing to conduct retail tobacco sales and shall be signed by each proprietor or an authorized agent thereof under penalty of perjury. (City of Lancaster Municipal Code, §5.42.050, subd. (a).) Failure to obtain a license from the City may result in a misdemeanor sentence, additional fines, and the suspension or revocation of their license to operate. (City of Lancaster Municipal Code, § 5.42.140).) Therefore, a business that sell cigarettes to people under the age of 21 will likely face significant local, state, and possibly federal fines as well as license suspension.

- 6) Arguments in Support: According to CleanEarth4Kids.Org: "Tobacco is the leading cause of preventable death and disease in the US with especially high rates in the African American community. Over 45,000 African Americans die prematurely every year from tobaccocaused diseases with an estimated 85% smoking menthol-flavored eigarettes. Less than 10% of Black smokers used menthol eigarettes in the 1950s. The Black community has been the focus of the tobacco industry's predatory marketing, especially in low-income areas. Stopping menthol is not just a health issue, it is racial justice. Tobacco use during childhood and adolescence causes significant health problems such as respiratory diseases and cancer, memory and cognitive issues, and various heart diseases. Smoking also harms brain development. Vaping, a common medium of flavored tobacco, harms hippocampus-dependent memory. After four weeks of use, there are varying degrees of impairment on both short-term and long-term memory. CleanEarth4Kids.org asks you to protect our youth, water and environment by supporting AB 2021."
- 7) **Arguments in Opposition:** According to the *California Attorneys for Criminal Justice*, "The fine increase proposed by this bill ranges from five-fold to ten-fold for certain violations. While the State has a compelling interest in restricting tobacco use to adults who have reached 21 years of age, the considerable fine increase has great potential to harm small business owners who may not have had knowledge of the violation when it occurred.

Under the theory of respondeat superior, a small business owner would face possible punishment and fine for the actions of a reckless employee working a register. A minimum fine of \$1,000.00 represents the profit margin for weeks of sales for some corner stores. The maximum fine of \$10,000.00 has the potential to bring financial strain to small business owners, many of whom operate in marginalized communities with underserved populations. Moreover, the potential for uneven enforcement in communities of color is high given the history of saturation patrols and disparate policing.

"The fines imposed in Penal Code Section 308 have remained unchanged for a number of decades and an increase commensurate with inflation may be warranted. However, the tenfold increase for the maximum fine and other increases under AB 2021 are excessive. In comparison, a \$10,000.00 fine eclipses the maximum fines allowable fines for many felony offenses. The increase proposed by AB 2021 has the potential to catastrophically impact small business owners, including those found in underserved and economically challenged communities. While AB 2021 is well intentioned to bolster prevention of sales of tobacco and tobacco-related products to those under the age of 21, the proposed fine increase is jarring and excessive in the context of the conduct covered by the statute."

8) Prior Legislation:

- a) AB 1742 (Rivas) Chapter 454, Statutes of 2022 revises the Cigarette and Tobacco Products Tax Law to provide the Attorney General (AG) and the Department of Justice enhanced ability to enforce the Tobacco Master Settlement Agreement. The bill also provides that the California Cigarette Fire Safety and Firefighter Protection Act is to be administered by the AG instead of the State Fire Marshal, and that proposed markings of cigarette manufacturers are deemed approved if the AG fails to act within 30 days instead of the existing requirement of 10 days.
- b) SB 395 (Caballero), Chapter 489, Statutes of 2021 enacts the Healthy Outcomes and Prevention Education Act, which imposes the California Electronic Cigarette Excise Tax on the sale of electronic cigarettes, and directs proceeds of the tax to various purposes.

REGISTERED SUPPORT / OPPOSITION:

Support

California District Attorneys Association Cleanearth4kids.org County Health Executives Association of California (CHEAC)

Oppose

California Attorneys for Criminal Justice

Analysis Prepared by: Kimberly Horiuchi / PUB. S. / (916) 319-3744

Amended Mock-up for 2023-2024 AB-2021 (Bauer-Kahan (A))

Mock-up based on Version Number 99 - Introduced 1/31/24 Submitted by: Staff Name, Office Name

THE PEOPLE OF THE STATE OF CALIFORNIA DO ENACT AS FOLLOWS:

SECTION 1. Section 308 of the Penal Code is amended to read:

308. (a) (1) (A) (i) Every person, first, or corporation that knowingly or under circumstances in which it has knowledge, or should otherwise have grounds for knowledge, sells, gives, or in any way furnishes to another person who is under 21 years of age any tobacco, cigarette, or cigarette papers, or blunt wraps, or any other preparation of tobacco, or any other instrument or paraphernalia that is designed for the smoking or ingestion of tobacco, tobacco products, or any controlled substance, is subject to either a criminal action for a misdemeanor or a civil action brought by a city attorney, a county counsel, or a district attorney, punishable by a fine of two hundred dollars (\$200) for the first offense, five hundred dollars (\$500) for the second offense, and one thousand dollars (\$1,000) for the third offense.

(a)(2)(A)(ii) Any firm, corporation, business, retailer, or wholesaler that knowingly or under circumstances in which it has knowledge, or should otherwise have grounds for knowledge, sells, gives, or in any way furnishes to another person who is under 21 years of age, any tobacco, cigarette, or cigarette papers, or blunt wraps, or any other preparation of tobacco, or any other instrument or paraphernalia that is designed for the smoking or ingestion of tobacco, tobacco products, or any controlled substance, is subject to either a criminal action for a misdemeanor or a civil action brought by a city attorney, a county counsel, or a district attorney, punishable by a fine of one thousand dollars (\$1,000) for the first offense, five thousand dollars (\$5,000) for the second offense, and ten thousand dollars (\$1,000) for the third offense.

- (ii) This subparagraph does not apply to the sale, giving, or furnishing of any of the products specified in clause (i) to active duty military personnel who are 18 years of age or older. An identification card issued by the United States Armed Forces shall be used as proof of age for this purpose.
- (B) Notwithstanding Section 1464 or any other law, 25 percent of each civil and criminal penalty collected pursuant to this subdivision shall be paid to the office of the city attorney, county counsel, or district attorney, whoever is responsible for bringing the successful action.

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- (C) Proof that a defendant, or his or her employee or agent, demanded, was shown, and reasonably relied upon evidence of majority shall be defense to any action brought pursuant to this subdivision. Evidence of majority of a person is a facsimile of, or a reasonable likeness of, a document issued by a federal, state, county, or municipal government, or subdivision or agency thereof, including, but not limited to, a motor vehicle operator's license, a registration certificate issued under the federal Military Selective Service Act (50 U.S.C. Sec. 3801 et seq.), or an identification card issued to a member of the Armed Forces.
- (D) For purposes of this section, the person liable for selling or furnishing tobacco products to persons under 21 years of age by a tobacco vending machine shall be the person authorizing the installation or placement of the tobacco vending machine upon premises he or she manages or otherwise controls and under circumstances in which he or she has knowledge, or should otherwise have grounds for knowledge, that the tobacco vending machine will be utilized by persons under 21 years of age.
- (2) For purposes of this section, "blunt wraps" means cigar papers or cigar wrappers of all types that are designed for smoking or ingestion of tobacco products and contain less than 50 percent tobacco.
- (b) Every person, firm, or corporation that sells, or deals in tobacco or any preparation thereof, shall post conspicuously and keep so posted in his, her, or their place of business at each point of purchase the notice required pursuant to subdivision (b) of Section 22952 of the Business and Professions Code, and any person failing to do so shall, upon conviction, be punished by a fine of fifty dollars (\$50) for the first offense, one hundred dollars (\$100) for the second offense, two hundred fifty dollars (\$250) for the third offense, and five hundred dollars (\$500) for the fourth offense and each subsequent violation of this provision, or by imprisonment in a county jail not exceeding 30 days.
- (c) For purposes of determining the liability of persons, firms, or corporations controlling franchises or business operations in multiple locations for the second and subsequent violations of this section, each individual franchise or business location shall be deemed a separate entity.
- (d) It is the Legislature's intent to regulate the subject matter of this section. As a result, a city, county, or city and county shall not adopt any ordinance or regulation inconsistent with this section.
- (e) For purposes of this section, "smoking" has the same meaning as in subdivision (c) of Section 22950.5 of the Business and Professions Code.
- (f) For purposes of this section, "tobacco products" means a product or device as defined in subdivision (d) of Section 22950.5 of the Business and Professions Code.

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ASSEMBLY COMMITTEE ON PUBLIC SAFETY Kevin McCarty, Chair

AB 2035 (Joe Patterson) - As Amended February 22, 2024

SUMMARY: Prohibits the Department of State Hospitals ("DSH") from placing a conditionally released sexually violent predator ("SVP") into the community if the person does not have housing in a qualified dwelling, which is defined as a structure intended for human habitation by one person or a single family and that is not within 10 feet of another dwelling.

EXISTING LAW:

- 1) Provides for the civil commitment for psychiatric and psychological treatment of a prison inmate found to be an SVP after the person has served their prison commitment. This is known as the Sexually Violent Predator Act ("SVPA"). (Welf. & Inst. Code, § 6600, et seq.)
- 2) Defines a "sexually violent predator" as "a person who has been convicted of a sexually violent offense against at least one victim, and who has a diagnosed mental disorder that makes the person a danger to the health and safety of others in that it is likely that he or she will engage in sexually violent criminal behavior." (Welf. & Inst. Code, § 6600, subd. (a)(1).)
- 3) Permits a person committed as an SVP to be held for an indeterminate term upon commitment. (Welf. & Inst. Code, §§ 6604 & 6604.1.)
- 4) Establishes a process whereby a person committed as an SVP can petition for conditional release or an unconditional discharge any time after one year of commitment, notwithstanding the lack of recommendation or concurrence by the Director of DSH. (Welf. & Inst. Code, § 6608, subds. (a), (f) & (m).)
- 5) Provides that if the petition is made without the consent of the director of the treatment facility, no action may be taken on the petition without first obtaining the written recommendation of the director of the treatment facility. (Welf. & Inst. Code, § 6608, subd. (e).)
- 6) Provides that before actually placing a person on conditional release, the community program director designated by the DSH must recommend the program most appropriate for supervising and treating the person. (Welf. & Inst. Code, § 6608, subd. (h).)
- 7) Provides that a person who is conditionally released shall be placed in the county of domicile of the person prior to the person's incarceration, unless both of the following conditions are satisfied:

- a) The court finds that extraordinary circumstances require placement outside the county of domicile; and,
- b) The designated county of placement was given prior notice and an opportunity to comment on the proposed placement of the committed person in the county. (Welf. & Inst. Code, 6608.5, subd. (a).)
- 8) States that the county of domicile shall designate a county agency or program that will provide assistance and consultation in the process of locating and securing housing within the county for persons committed as SVPs who are about to be conditionally released. (Welf. & Inst. Code, § 6608.5, subd. (d).)
- 9) Specifies that in recommending a specific placement for community outpatient treatment, the DSH or its designee shall consider all of the following:
 - a) The concerns and proximity of the victim or the victim's next of kin; and,
 - b) The age and profile of the victim or victims in the sexually violent offenses committed by the person subject to placement. The "profile" of a victim includes, but is not limited to, gender, physical appearance, economic background, profession, and other social or personal characteristics. (Welf. & Inst. Code, § 6608.5, subd. (e)(1)-(2).)
- 10) States that if the court determines that placement of a person in the county of their domicile is not appropriate, the court shall consider the following circumstances in designating his or her placement in a county for conditional release:
 - a) If and how long the person has previously resided or been employed in the county; and,
 - b) If the person has next of kin in the county. (Welf. & Inst. Code, § 6608.5, subd. (g)(1)-(2).)

FISCAL EFFECT: Unknown

COMMENTS:

1) Author's Statement: According to the author: "For the past 2 years, the California Department of State Hospitals has been attempting to place a sexually violent predator, who was convicted in the 1980s for assault and intent to commit rape, was released from custody in 2014, and was subsequently re-arrested for possession of child pornography, into Placer County. Making matters worse, DSH proposed releasing the repeat offender on transient status which has a high failure rate, and involves placing the offender into a trailer or hotel.

"This is a huge concern for families and residents in my community. I believe that the state has an obligation to find a lawful and suitable placement that does not jeopardize the safety of the public. We must be very clear, those classified as SVPs must have suitable housing with constant, appropriate monitoring to ensure they don't re-victimize and to keep our communities safe."

2) SVP Law: Enacted in 1996, the SVPA authorizes an involuntary civil commitment of any person "who has been convicted of a sexually violent offense ... and who has a diagnosed mental disorder that makes the person a danger to the health and safety of others in that it is likely that he or she will engage in sexually violent criminal behavior." (Emphasis added.) (Welf. & Inst. Code, § 6601, subd. (a).) "The SVPA was designed to accomplish the dual goals of protecting the public, by confining violent sexual predators likely to reoffend, and providing treatment to those offenders. Those committed pursuant to the SVPA are to be treated not as criminals, but as sick persons. They are to receive treatment for their disorders and must be released when they no longer constitute a threat to society." (People v. Superior Court (Karsai) (2013) 213 Cal.App.4th 774, 783, citing Welf. & Inst. Code, § 6250.)

Civil commitment is not a prison sentence. Once a person has been deemed no longer a threat to public safety, they must, as a matter of law, be released from custody. Originally, the SVP laws provided for an initial commitment of two years and then a review every two years thereafter. However, effective September 20, 2006, the law now provides for indeterminate commitments for persons found to be sexually violent predators. (Welf. & Inst. Code § 6604.)

a. Process of SVP designation:

When the Department of Corrections and Rehabilitation ("CDCR") determines that an inmate "may be a sexually violent predator," the CDCR Secretary refers the inmate to the DSH for a thorough evaluation. (*Hubbart v. Superior Court* (1999) 19 Cal.4th 1138, 1145; Welf. & Inst., § 6601, subd. (b).)

An evaluation "must be conducted by at least two practicing psychiatrists or psychologists in accordance with a standardized assessment protocol[.]" (Welf. & Inst. Code, § 6601, subd. (c)-(d).) If the two evaluators agree that the inmate is likely to reoffend without treatment or custody due to his or her mental disorder, then the Director of State Hospitals requests a petition for commitment under the Welfare and Institutions Code section 6602 to the county in which the inmate was last convicted. (Welf. & Inst. Code, § 6601, subd. (d).)

A court then reviews the petition and determines whether there is probable cause to believe the inmate "is likely to engage in sexually violent predatory criminal behavior upon their release. If the court or jury determines that the person is a sexually violent predator, the person [is] committed for an indeterminate term" to a state mental hospital "for appropriate treatment and confinement." (Welf. & Inst. Code, § 6604.)

The burden then shifts to the "offender seeking his or her release from an SVPA commitment" to prove he or she is no longer a significant risk to society. (Ashley Felando (2012) California's Sexually Violent Predator Act and the Dangerous Patient Exception, 40 W. St. U.L. Rev. 73, 76; Note (2014) Examining the Conditions of Confinement for Civil Detainees under California's Sexually Violent Predators Act, 68 Hastings L.J. 1441, 1444-1446.)

If the Director of DSH determines that the inmate's diagnosed mental disorder has so changed that the inmate is not likely to commit acts of predatory sexual violence while under supervision and treatment in the community, the Director will forward a report and recommendation for conditional release. If the court at the hearing determines that the SVP

would not be a danger to others due to his or her diagnosed mental disorder while under supervision and treatment in the community, the court will order the person placed with an appropriate forensic conditional release program operated by the state for one year, a substantial portion of which is required to include outpatient supervision and treatment. (Welf. & Inst. Code § 6608, subd. (f).)

After a judicial determination that a person would not be a danger to the health and safety of others (i.e., in that it is not likely that the person will engage in sexually violent criminal behavior due to the person's diagnosed mental disorder while under supervision and treatment in the community), they will be placed in their pre-incarceration county of domicile, unless the court finds that extraordinary circumstances require placement outside the county domicile. (Welf. & Inst. Code § 6608.5(a); see Welf. & Inst. Code § 6608.5, subd. (b).)

b. Restrictions on Conditionally Released SVPs

A person released as an SVP may not be released to any residence that is within one-quarter mile of any public or private school providing instruction in kindergarten or any grades 1 through 12, inclusive, if the person has been previously convicted of child molestation or continuous sexual abuse of a child or the court finds the person has a history of improperly sexual conduct with children. (Welf. & Inst. Code, § 6608.5, subd. (f)(1-2).) Additionally, a conditionally released SVP must be monitored by a global positioning system ("GPS") until they are unconditionally released. (Welf. & Inst. Code, § 6608.1.)

3) Transient SVPs and the County of Domicile: An SVP conditionally released for outpatient supervision and treatment must be placed in the county of domicile prior to the person's incarceration, unless the court finds that extraordinary circumstances require placement outside the county of domicile. (Welf. & Inst. Code, § 6608.5, subd. (a)(1).) The county of domicile is the county where the person has their true, fixed, and permanent home and principal residence and to which they have manifested the intention of returning whenever they are absent. (*Id.*)

a. County of Domicile

For purposes of determining the county of domicile, the court may consider information found on a California's driver's license, California identification card, recent rent or utilities receipt, printed personalized checks or other recent banking documents, or any arrest record. If no information can be verified, the county of domicile shall be considered the county in which the person was arrested and convicted or last returned on parole. (Welf. & Inst. Code, § 6608.5, subd. (b)(1).)

A court may approve, modify, or reject the recommended or proposed specific address within that community or proposed specific address within that community. A court could approve a specific city but reject a specific address in that city. Therefore, simply having a verified address is not sufficient to satisfy the terms of a conditional release. The city and the address must be approved by the court. (See Welf. & Inst. Code, 6609.1, subd. (a)(5)A).) Furthermore, agencies receiving notice of an SVP's placement in a specific county may comment on the placement or location of release, and may suggest alternative locations for placement within a community. (Welf. & Inst. Code, § 6609.1, subd. (a)(5)(A) and (b).)

Based on the all the evidence, the court determines whether approve, reject, or modify the terms of conditional release. Welfare and Institutions Code section 6609.1 requires a community be given 30 days' notice if an SVP is pending conditional release in that community. (Welf. & Inst. Code, § 6609.1, subd. (a)(4).) Notice includes the name and proposed placement address before an SVP is released into the community.

b. Transient Status

The court may order the conditional release, even if the inmate has no fixed residence available and will be a transient upon that release. (*People v. Superior Court (Karsai)* (2013) 213 Cal.App.4th 774, 784 (hereinafter "Karsai").) The court will retain jurisdiction of the person through the course of the program, unless the placement is outside the county of commitment and jurisdiction has been transferred to the court of the county of placement.

In *Karsai*, the defendant was designated an SVP in 1998 and scheduled for conditional release in 2012 in County of Santa Barbara. However, Santa Barbara County was unable to find any suitable housing for Karsai and argued that he either could not be conditionally released or should be released to another county. The court found Santa Barbara was Karsai's county of domicile. Santa Barbara objected and argued San Luis Obispo was Karsai's county of domicile and he should be released there. Santa Barbara also argued because it had no place to house Mr. Karsai, the SVPA prevented the court from releasing him as a transient.

The Court held that the SVPA does not prevent release of an SVP even as a transient particularly where the court ruled Santa Barbara was the county of domicile. The court reasoned that portions of the SVPA may prevent transients from being released into a county other than the county of domicile, but not if a person is released into their own county. (*Karsai*, *supra*, 213 Cal.App.4th at 788.) Santa Barbara brought a writ of mandate arguing that the SVPA prohibited Karsai's release as a transient. First, the court held that an SVP may only be placed on conditional release if a court determines they will pose **no** danger to others if ordered into an outpatient supervision program, and will no longer be an SVP with supervision and treatment.

A finding that a person is eligible for conditional release really eliminates the legal grounds for holding the person in custody. Again, civil commitment is not a prison sentence wherein a grant of parole may be determined by examining the offender and the nature of the offense. It is a mental health diagnosis wherein the goal of commitment is to treat the mental illness so the person may ultimately be released into the community. (*Hubbart v. Superior Court* (1999) 19 Cal.4th 1138, 1171 ["Here, for instance, the Legislature disavowed any 'punitive purpose[],' and declared its intent to establish 'civil commitment' proceedings in order to provide 'treatment' to mentally disordered individuals who cannot control sexually violent criminal behavior. The Legislature also made clear that, despite their criminal record, persons eligible for commitment and treatment as SVP's are to be viewed 'not as criminals, but as sick persons.' Consistent with these remarks, the SVPA was placed in the Welfare and Institutions Code, surrounded on each side by other schemes concerned with the care and treatment of various mentally ill and disabled groups."].)

Also, conditional release requires weekly individual contact with the SVP, group treatment, and weekly drug screening. It may also include polygraph examinations, anti-androgen

therapy, GPS tracking, increased supervision through random visits, and community notification. Furthermore, there are very few SVPs placed on conditional release. The Sex Offender Management Board ("SOMB") reports in 2022 Year-End Report that between 1998 and 2021, a total of 900 people were committed as SVPs and 21 people are currently in the SVP conditional release program.

4) Differences Proposed by this Bill: Existing law states an SVP may be placed on conditional release if a court determines the person would not present a danger to others due to their diagnosed mental disorder while under supervision and treatment in the community. Supervised community release is for an initial period of one year. Quite simply, once a person is deemed no longer a threat to public safety, constitutional due process largely demands that person be released into the community. (See Welf. & Inst. Code, § 6608, subd. (d); People v. Otto (2001) 26 Cal.4th 200, 209.) Once the court determines an SVP should be placed in a conditional release program, the community program director must make the necessary placement arrangements, and within 30 days after receiving notice of the court's finding, the person shall be placed in the community in accordance with the treatment and supervision plan unless good cause for not doing so is presented to the court.

This bill adds Welfare and Institutions Code section 6608.3 which states DSH <u>may not</u> conditionally release an SVP into any community if that person does not have housing in a qualified dwelling. This bill also defines "qualified dwelling" as a structure intended for human habitation by one person or a single family and not within 10 feet of another dwelling. This definition would presumably eliminate single residence occupancy hotels and rooming houses because they are not meant for one person or a single family and/or may be closer than 10 feet to another living space. Therefore, this bill seems aimed at confronting the court's holding in *Karsai* and largely preventing the conditional release of transient SVPs.

The author's background material includes several links to news articles about the release of William Stephenson into Placer County as a transient. DSH conceded to the media that transient release has a 50% failure rate – although, by failure, DSH likely does not necessarily mean violent re-offense, but violation of the rules of release resulting in return to commitment.

However, given the degree of restrictions in the law as to where an SVP or sex registrant may live when released from incarceration, it is difficult to locate suitable housing. But if a court finds a person is eligible for release, it cannot simply ignore the person's due process rights and incarcerate them with no valid reason. The court may not want to release a transient, if for no other reason as it sets the person up for failure, but cannot hold a person with no legally valid reason. This bill may be viewed as unconstitutional by the courts because it effectively prohibits release from custody even where the person is legally entitled to release.

5) Practical and Constitutional Concerns: First, as pointed out by the *Karsai* court, conditionally released SVPs are tightly monitored. They attend weekly individual and group treatment and drug screening. They are subject to 24-hour real-time GPS monitoring. They are often subject to curfews and other restrictions on movement. (*Karsai, supra*, 213 Cal.App.4th at 779-780.) Second, the Karsai court also noted that if a person is no longer a danger to public safety and may be supervised in the community with treatment, it is likely unconstitutional to hold them.

"Once a court has determined that a particular SVP would not be a danger to the health and safety of others in that it is not likely that he or she would engage in sexually violent criminal behavior due to [their] diagnosed mental disorder if under supervision and treatment in the community, that person unquestionably has a significant liberty interest in being released."

(Karsai, supra, 213 Cal.App.4th at 788-89, citing People v. Otto, supra, 26 Cal.4th at 209.) If a court determines that a person is entitled to release, it is unconstitutional to detain them longer than allowable by law. As explained in detail above, an SVP is detained based on a mental disorder resulting in a compulsion to engage in sexually violent conduct. It is not a criminal penalty; it is a civil commitment. Therefore, dangerousness is based on a psychiatric evaluation of the SVP's likelihood of re-offense in the community, not necessary based on their underlying offense. Also, DSH utilizes conditional release where a person may still have a mental disorder, but may be supervised and treated in the community. However, a court may also find that a person no longer suffers from a mental disorder after a period of detention and must be unconditionally released from custody and supervision and is not subject to any supervision short of sex offender registration requirements. From a practical consideration, supervised release is better than a court eventually determining the person no longer has any mental disorder and may not be held any longer.

However, when people learn an SVP may be released into their community, they naturally object. Those residents then put pressure on local elected officials to prevent the SVP from being placed in their community often resulting in the local agency simply claiming there is nowhere in their community for the SVP to live. To make matters worse, existing law already prohibits certain SVPs from residing within one quarter of a mile of any school, park, or place where children congregate. (Welf. & Inst. Code, § 6608.5, subd. (f)(1-2).) Finally, SVPs are required to register as sex offenders, which means they may not live within 2000 feet of any public or private school, or park where children regularly gather. (Pen. Code, § 3003.5.)

Therefore, DSH and CDCR are in the unenviable position of finding housing for people who are no longer subject to involuntary detention but are not eligible to live anywhere in the state. So, we cannot hold them and we cannot safely release them. Placing more restrictions in where an SVP may reside may increase the risk of harm to the public because transients are harder to keep contact with even where everyone is very diligent. Finding housing should be the priority and creating more restrictions will negatively impact DSH and county attempts to find housing for an SVP that longer presents a risk to public safety.

6) Argument in Support: According to the California District Attorneys Association: On behalf of the California District Attorneys Association (CDAA), I am writing in support of your measure, AB 2035, which would prohibit the conditional release of Sexually Violent Predators ("SVPs") into the community as transients. Specifically, AB 2035 would require the placement of SVPs in a structure intended for human habitation by one person or a single family and not within 10 feet of another dwelling. The placement of conditionally released SVPs into the community is an issue that results in very loud outcries from the community. Many counties are experiencing an increase in the number of placements as the state hospital seeks to release more SVPs. DSH is experiencing difficulty in locating suitable locations to place SVPs in the community. AB 2035 would

prohibit release as a transient when DSH cannot locate a suitable placement location. The transient release of a Sexually Violent Predator is a public safety concern.

7) Argument in Opposition: According to the California Public Defenders Association: "AB 2035 is unnecessary, wastes valuable taxpayer money and limits the housing options available to people who have previously been deemed Sexually Violent Predators but have been found by a court after considering expert mental health opinion to be safe for release under supervision in the community. Limiting the housing options to a "qualified dwelling" is not designed to improve community safety or successful supervision of the SVP, but instead seems tailored to maximize the opportunity to prevent each placement.

"AB 2035 Endangers the Constitutionality of the SVPA

"Looking at the history of the SVPA demonstrates how misguided AB 2035 is. The Sexually Violent Predator Act (SVPA) is designed to ensure that the committed person does not remain confined any longer than they suffer from a mental abnormality rendering them unable to control their dangerousness. The statute recognizes that the need for custody and the need for treatment are not one and the same. *People v. Superior Court (Ghilotti)* 27 Cal. App. 4th 888, 926.

"A person is granted conditional release pursuant to Welfare and Institutions Code Section (WIC) 6608 when the court determines that the person would not be a danger to others while supervised in the community. Liberty Healthcare is the organization contracted with the Department of State Hospital and is responsible for providing treatment and supervision of the SVP patient in the community. The first task that Liberty Healthcare undertakes when an SVP patient is granted conditional release is finding suitable placement in the community. The community that the conditionally released SVP patient shall be placed in is determined by the county of domicile prior to the SVPs incarceration.

"When the legislature crafted the statutes related to 6608 proceedings, they documented how public outcry and the media attention negatively impacts patients' treatment and release, thereby endangering the constitutionality of the SVPA. (Internal citation omitted.) The legislature recognized the problems when even basic information regarding a patient's release, such as a proposed placement address becomes public record, noting, "[s]ignificant changes to the law, particularly those that would broaden its application or make it more difficult for SVP patients to obtain release, could endanger the constitutionality of the law. If it appears the treatment purpose of the law is illusory because SVP patients cannot obtain releases even where they comply with the requirements of the law, the law would not likely survive." (Citation omitted.) (Emphasis added.)

"Finding placement in any community for a conditionally released SVP patient is challenging no matter what county of domicile the person is being returned to. In most cases, the residence must comply with Jessica's Law residency restrictions, 2000 feet from a school, and there must be a landlord willing to rent to conditionally released patients. Many counties struggle with finding housing that is Jessica's Law compliant based on the number of schools and parks in many of our California cities. When compliant housing is located, public pressure is placed on landlords willing to rent

properties to conditionally released patients which often comes by way of public shaming and harassment. Public hearings bring negative media attention which ignite and foster collective efforts to block a patient's release back into the community. The negative media attention coupled with the public shaming and harassment leads many landlords to back out of rental contracts. When this happens, Liberty Healthcare is required to begin the housing search again. This can go on in perpetuity, all the while the conditionally released patient must remain confined at Coalinga State Hospital even though he has been deemed safe to return to the community under treatment and supervision. "AB 2035's effect of limiting placement to a "qualified dwelling" is a shortsighted strategy which will actually harm the assumed goal of public safety. The entire SVP law of institutionalizing individuals after they have completed their prison sentences has only been upheld as constitutional by the United States Supreme Court as long as they have a mental defect or disease that makes them dangerous in the community. Once a court has found that they are no longer dangerous under supervision in the community they must be released.

"Public defenders represent most of the individuals who have been committed to Coalinga State Hospital under the SVPA. Given this experience, public defenders can attest to where SVPs are held at Coalinga State Hospital. Coalinga State Hospital is located next door to Pleasant Valley State Prison. From the outside, both facilities look starkly similar, encircled by high fences topped by concertina wire, guards search individuals going into both facilities. Looking at the physical plant there is not much separating a state prison sentence from an SVP commitment. The United States Supreme Court has found SVP commitments constitutional as long as they only detain individuals who are currently dangerous because of a mental disorder. AB 2035 erodes the underpinnings of the SVPA by creating the conditions which will lead to its unconstitutionality.

"SVP's Strictly Monitored on Conditional Release

Under existing law (WIC 6608.5) recently amended in 2022, the court, the Department of State Hospitals (DSH), CONREP, the District Attorney or county counsel, defense counsel and other stakeholders are required to work together to find and carefully evaluate appropriate and safe housing options for conditionally released SVP patients. (SB 1034 (2022)). Even with the efforts of all the stakeholders, the housing search process currently can and often does take years. DSH contracts with Liberty Health to provide services to conditionally released (CONREP) SVP patients. Liberty's housing search process is exacting and includes consideration of risk factors and safety concerns beyond those enumerated in the governing statutes. Conditionally released patients remain confined at Coalinga State Hospital during Liberty's housing search. Although the governing statutes mandate community placement of conditionally released SVP patients within 30 days absent good cause, conditionally released SVP patients are routinely held at Coalinga for over a year while Liberty searches for housing. Liberty attempts to place each conditionally released patient in a stand-alone singlefamily residence. When that ideal cannot be met and a person is released before standalone single-family housing has been arranged, Liberty both upholds its duty to conduct

intensive monitoring and supervision and continues searching for ideal housing.

and strict including "individual supervision, specialized treatment, weekly drug

Typically, Liberty's monitoring of SVP patients released in the community is rigorous

screening, surveillance, polygraph examinations, and active Global Positioning System

(GPS) tracking." (Internal citation omitted.)

AB 2035 Would Waste Taxpayers Money

"AB 2035 would make the "treatment purpose of the law (is) illusory because SVP patients cannot obtain releases even where they comply with the requirements of the law," their counsel would be forced to litigate the constitutionality of the SVPA, an endeavor that would involve prosecutors or county and trial and appellate judges. This is a needless waste of taxpayer money when the Legislative Analyst Office projects that California is facing a \$73 billion budget deficit in the coming year.

AB 2035 is unnecessary, wastes precious funding that could be used for community needs and puts the entire SVPA at risk of being found unconstitutional by further limiting the housing options for conditionally released SVP patients.

8) Related Legislation:

- a) AB 1456 (Patterson) was substantially similar was gut and amended at the end of the 2023 legislative year and is substantially similar to this bill but was never referred to this committee.
- b) AB 2036 (Patterson) states the intent of the Legislature to enact legislation that would require the State Department of State Hospitals to notify the victims of a person who has been committed as a sexually violent predator of that person's release date and placement location.

9) Prior Legislation:

- a) AB 763 (Davies, of the 2023-24 Legislative Session, prohibits placing an SCP released on conditional release within 1/4 mile of a home school. AB 763 was referred to this committee, but never heard.
- b) SB 841 (Jones), of the 2021-22 Legislative Session, would have enacted the Sexually Violent Predator Accountability, Fairness, and Enforcement Act, would have required the DSH to take specified actions regarding the placement of SVPs in communities, including notifying the county's executive officer of the placement location, as specified. SB 841 failed passage in the Senate Public Safety Committee.

REGISTERED SUPPORT / OPPOSITION:

Support

(EM)power + Resilience Project Arcadia Police Officers' Association Burbank Police Officers' Association California Coalition of School Safety Professionals California District Attorneys Association California Narcotic Officers' Association California Reserve Peace Officers Association

California State Sheriffs' Association Claremont Police Officers Association Corona Police Officers Association Culver City Police Officers' Association Deputy Sheriffs' Association of Monterey County Fullerton Police Officers' Association Los Angeles School Police Management Association Los Angeles School Police Officers Association Murrieta Police Officers' Association Newport Beach Police Association Novato Police Officers Association Palos Verdes Police Officers Association Peace Officers Research Association of California (PORAC) Placer County Deputy Sheriffs' Assocation Placer County District Attorney's Office Pomona Police Officers' Association Riverside Police Officers Association Riverside Sheriffs' Association Santa Ana Police Officers Association Upland Police Officers Association

Oppose

California Attorneys for Criminal Justice California Public Defenders Association Ella Baker Center for Human Rights Initiate Justice Legal Services for Prisoners With Children Root & Rebound

Analysis Prepared by: Kimberly Horiuchi / PUB. S. / (916) 319-3744

Date of Hearing: March 12, 2024 Consultant: Elizabeth Potter

ASSEMBLY COMMITTEE ON PUBLIC SAFETY Kevin McCarty, Chair

AB 2055 (Reyes) - As Introduced February 1, 2024

SUMMARY: Requires each superior court to gather and collect data to report to Judicial Council on the status of petitions for expungement relief filed on the basis of having successfully participated as an incarcerated fire camp member or at an institutional firehouse. Specifically, **this bill**:

- 1) Provides that on or before May 1, 2027, and on or before May 1 of every other year thereafter, each superior court shall report the following information to the Judicial Council regarding petitions filed for expungement relief on the basis of having successfully participated in the California Conservation Camp program, or a county incarcerated individual hand crew, or an institutional firehouse:
 - a) The number of petitions filed requesting relief;
 - b) The date a petition was filed;
 - c) The date a decision was issued for the petition;
 - d) The number of petitions granted;
 - e) The number of petitions denied;
 - f) The number of pending petitions at the time of the report to the Judicial Council; and,
 - g) Whether the petition was filed by a public defender's office, defense counsel, nonprofit organization, or a self-represented defendant.
- 2) Requires that on or before June 1, 2027, and on or before June 1 of every other year thereafter, the Judicial Council shall compile the data received from each superior court and submit a report to the Legislature containing the statewide data for each of the categories of information requested.
- 3) Sunsets the provisions of this bill on January 1, 2037.

EXISTING LAW:

1) Provides that the following defendants, after having been released from custody, are eligible to petition for expungement relief:

- a) A defendant who successfully participated in the California Conservation Camp program as an incarcerated individual hand crew member, as determined by the Secretary of the Department of Corrections and Rehabilitation (CDCR);
- b) A defendant who successfully participated as a member of a county incarcerated individual hand crew, as determined by the appropriate county authority; or,
- c) A defendant who participated at an institutional firehouse, as determined by the Secretary of CDCR. (Pen. Code, § 1203.4b, subd. (a)(1).)
- 2) Makes incarcerated individuals who have been convicted of any of the following crimes ineligible for expungement relief:
 - a) Murder;
 - b) Kidnapping;
 - c) Rape by force or threats of retaliation;
 - d) Lewd acts on a child under 14 years of age;
 - e) Any felony punishable by death or imprisonment in the state prison for life;
 - f) Any sex offense requiring registration;
 - g) Escape from a secure perimeter within the previous 10 years; or,
 - h) Arson. (Pen. Code, § 1203.4b, subd. (a)(1).)
- 3) Provides that any denial of relief pursuant to this section shall be without prejudice. (Pen. Code, § 1203.4b, subd. (a)(2).)
- 4) States that successful participation in a conservation camp program or a program at an institutional firehouse and successful participation as a member of a county incarcerated individual hand crew, as determined by the CDCR Secretary or the appropriate county authority, means the incarcerated individual adequately performed their duties without any conduct that warranted removal from the program. (Pen. Code, § 1203.4b, subd. (a)(3).)
- 5) Provides that the defendant may file a petition for relief with the court in the county where the defendant was sentenced. The court shall provide a copy of the petition to the secretary, or, in the case of a county incarcerated individual hand crew member, the appropriate county authority. (Pen. Code, § 1203.4b, subd. (b)(1).)
- 6) States that if the secretary or appropriate county authority certifies to the court that the formerly incarcerated individual successfully participated in the conservation camp program, or institutional firehouse, or successfully participated as a member of a county incarcerated individual hand crew, as determined by the appropriate county authority, as specified, and has been released from custody, the court, in its discretion and in the interests of justice, may

issue an order for relief, as specified. (Pen. Code, § 1203.4b, subd. (b)(2).)

- 7) Provides that to be eligible for relief, the defendant is not required to complete the term of their probation, parole, or supervised release. Notwithstanding any other law, the court, in providing relief, shall order early termination of probation, parole, or supervised release if the court determines that the defendant has not violated any terms or conditions of probation, parole, or supervised release prior to, and during the pendency of, the petition for relief. (Pen. Code, § 1203.4b, subd. (b)(3).)
- 8) Provides that all convictions for which the defendant is serving a sentence at the time the defendant successfully participates in a program are subject to relief. (Pen. Code, § 1203.4b, subd. (b)(4).)
- 9) States that a defendant who is granted an order of relief shall not be required to disclose the conviction on an application for licensure by any state or local agency. Specifies this does not apply to an application for licensure by the Commission on Teacher Credentialing, a position as a peace officer, public office, or for contracting with the California State Lottery Commission. (Pen. Code, § 1203.4b, subd. (b)(5).)
- 10) Provides that if the requirements of this provision are met, the court, in its discretion and in the interest of justice, may permit the defendant to withdraw the plea of guilty or plea of nolo contendere and enter a plea of not guilty, or, if the defendant has been convicted after a plea of not guilty, the court shall set aside the verdict of guilty, and, in either case, the court shall thereupon dismiss the accusations or information against the defendant and the defendant shall thereafter be released from all penalties and disabilities resulting from the offense of which the defendant has been convicted, except revocation or suspension of the privilege to drive a vehicle. (Pen. Code, § 1203.4b, subd. (c)(1).)
- 11) Prohibits relief if the defendant is currently charged with the commission of any other offense. (Pen. Code, § 1203.4b, subd. (c)(2).)
- 12) Allows the defendant to make the application and change of plea in person or by attorney. (Pen. Code, § 1203.4b, subd. (c)(3).)
- 13) Provides that relief granted is subject to the following conditions:
 - a) In any subsequent prosecution for any other offense, the prior conviction may be pleaded and proved and shall have the same effect as if it had not been dismissed;
 - b) That the order does not relieve the defendant of the obligation to disclose the conviction in response to any direct question contained in any questionnaire or application for licensure by the Commission on Teacher Credentialing, a peace officer, public office, or for contracting with the California State Lottery Commission;
 - That dismissal does not permit a person to own, possess, or have in the person's custody or control any firearm or prevent their conviction for being a prohibited person in possession of a firearm;

- d) That dismissal does not permit a person prohibited from holding public office as a result of that conviction to hold public office; and,
- e) That dismissal does not release the defendant from the terms and conditions of any unexpired criminal protective order that has been issued by the court, as specified. These protective orders shall remain in full effect until expiration or until any further order by the court modifying or terminating the order, despite the dismissal of the underlying accusation or information. (Pen. Code, § 1203.4b, subd. (d).)
- 14) Prohibits granting relief unless the prosecuting attorney has been given 15 days' notice of the petition for relief. (Pen. Code, § 1203.4b, subd. (e)(1).)
- 15) Presumes that the prosecuting attorney has received notice if proof of service is filed with the court. (Pen. Code, § 1203.4b, subd. (e)(2).)
- 16) States that if, after receiving notice, the prosecuting attorney fails to appear and object to a petition for dismissal, the prosecuting attorney may not move to set aside or otherwise appeal the grant of that petition. (Pen. Code, § 1203.4b, subd. (e)(2).)

FISCAL EFFECT: Unknown

COMMENTS:

- 1) Author's Statement: According to the author, "AB 2055 will require a report be submitted to the Legislature detailing the rate of expungements granted to individuals who successfully participated in the California Conservation Camp program as an incarcerated hand crew member. In 2020, AB 2147 was signed into law to provide individuals with the opportunity to apply for an expungement once they were released from custody and had participated in the Conservation Camp Program. AB 2147 was a step in the right direction in providing individuals with a pathway towards rehabilitation and integration. Since its passage, the opportunity for meaningful employment has been granted, now it is time to review the data of the rate of the expungements granted. AB 2055 will require the collection of data and help ensure that there is appropriate follow-through on the effectiveness of previous legislation."
- 2) Expungement Relief for Successful Participation as a Member of an Incarcerated Fire Camp or at an Institutional Firehouse: Under Penal Code section 1203.4b, a person who successfully participated in a fire camp or at an institutionalized firehouse is eligible to petition the court for expungement upon release from incarceration. Penal Code section 1203.4b excludes people convicted of: murder; kidnapping; rape by force or threats; lewd acts on a child under 14 years of age; any felony punishable by death or imprisonment in the state prison for life; any sex offense requiring registration; escape from a secure perimeter within the previous 10 years; and arson. Any of these convictions disqualifies a person from participating in a fire camp. The Secretary of CDCR or the appropriate county agency is responsible for certifying to the court that the petitioner has successfully participated in such a program. It is within the court's discretion and in the interests of justice to grant the petition. If the petitioner is still subject to some form of supervised release, and if the court determines that the defendant has not violated any terms of probation, parole or supervised release prior to, and during the pendency of, the petition for expungement, the court shall order early termination of supervision. Expungement relief pursuant to this section has the

same limitations that exist in other expungement sections: (1) the conviction may be used in a subsequent prosecution to prove a prior conviction; (2) the conviction must be disclosed in an application for a peace officer, public officer, licensure by the Commission on Teacher Credentialing, or contracting with the California State Lottery Commission; (3) firearm prohibitions remain; and (4) relief does not permit holding public office if the conviction would otherwise prohibit it; and does not relieve the person of the terms and conditions of specified unexpired criminal protective orders.

The benefits of expungement and its impacts on public safety have been studied and evaluated. One study, in particular, found that people who get their records expunged tend to have lower recidivism rates than the general population. (Prescott and Starr, *The Case for Expunging Criminal Records: A new study shows the benefits of giving people a clean slate*, New York Times (Mar. 20, 2019); Prescott et al. *Expungement of Criminal Convictions: An Empirical Study* (2019) Harv. L. Rev. 133 <

https://www.nytimes.com/2019/03/20/opinion/expunge-criminal-records.html.>)

This bill would require courts to report specified data regarding petitions for expungement relief for incarcerated firefighters to Judicial Council. The Judicial Council would, in turn, be required to provide a report to the Legislature to facilitate evaluating the implementation of this relief.

3) Governor's Veto of Similar Bill: During this current 2023-2024 Legislative Session, AB 945 (Reyes) was introduced, went through the legislative process, and presented to the governor. AB 945 was nearly identical to this bill, excluding the entity that the superior courts report the data to, changes in reporting dates, and the sunset date. The Governor vetoed AB 945 and gave the following message:

I am returning Assembly Bill 945 without my signature.

This bill would require, beginning May 1, 2026, each court to report to the Judicial Council the rate of expungements granted to individuals who successfully participated as an incarcerated fire camp member or at an institutional firehouse. It would also require the Judicial Council to report the statewide data regarding these petitions. This bill would sunset on January 1, 2036.

While I appreciate the author's dedication to ensuring that these individuals can reenter society and obtain meaningful employment, this bill would cost the state millions of dollars and must be considered in the annual budget process.

In partnership with the Legislature, we enacted a budget that closed a shortfall of more than \$30 billion through balanced solutions that avoided deep program cuts and protected education, health care, climate, public safety, and social service programs that are relied on by millions of Californians. This year, however, the Legislature sent me bills outside of this budget process that, if all enacted, would add nearly \$19 billion of unaccounted costs in the budget, of which \$11 billion would be ongoing.

With our state facing continuing economic risk and revenue uncertainty, it is important to remain disciplined when considering bills with significant fiscal implications, such as this measure.

For this reason, I cannot sign this bill.

4) Argument in Support: According to the California Public Defenders Association, "Under existing law, California authorizes formerly incarcerated people who successfully served on an inmate-based fire-fighting team to seek the expungement of their conviction after their release. While an expunged conviction may still be used if the former defendant subsequently reoffends, the act of expungement removes legal and practical barriers to employment, allowing these men and women to seek work as members of non-custodial firefighting teams.

It is unknown, however, at what rate former inmate fire-fighters are seeking this relief, how long it takes for relief to be granted, and what percentage of applications are granted or denied. Absent this information, it is difficult to ascertain the effect of the firefighter expungement law, or to determine whether the law needs to be modified or broadened to ease access.

AB 2055 addresses this problem by calling for yearly reports from the courts handling these petitions. Because the reports are required only once a year, and because the volume of cases affected is relatively small, this record keeping requirement is not particularly onerous.

5) Prior Legislation:

- a) AB 945 (Reyes), of the 2023-2024 Legislative Session, was nearly identical to this bill. AB 945 was vetoed by the Governor.
- b) AB 2147 (Reyes), Chapter 60, Statutes of 2020, allows a defendant who successfully participated in the California Conservation Camp Program (Fire Camp) or a county incarcerated individual hand crew to petition for a dismissal of their conviction, and allows the court in its discretion and in the interest of justice, if the defendant is otherwise eligible for relief, to dismiss the conviction against the defendant and release the defendant from all penalties and disabilities resulting from the offense, except as provided.

REGISTERED SUPPORT / OPPOSITION:

Support

California Public Defenders Association Initiate Justice Initiate Justice Action

Opposition

None

Analysis Prepared by: Elizabeth Potter / PUB. S. / (916) 319-3744

Date of Hearing: March 12, 2024 Consultant: Elizabeth Potter

ASSEMBLY COMMITTEE ON PUBLIC SAFETY Kevin McCarty, Chair

AB 2267 (Jones-Sawyer) - As Introduced February 8, 2024

SUMMARY: Re-establishes the Youth Reinvestment Grant Program (YRGP) and designates the Office of Youth and Community Restoration (OYCR) to administer it. Specifically, **this bill**:

- 1) Creates the Youth Reinvestment Fund and allocates monies into it, as specified.
- 2) Requires funds appropriated for the YRGP to be allocated as follows:
 - a) Three percent to be used for administrative costs to the office resulting from the implementation of this chapter;
 - b) Five hundred thousand dollars for evaluation of the YRGP, as specified;
 - c) Five hundred thousand dollars for technical assistance to grantees, as specified;
 - d) Ten percent for Native American youth diversion programs, as specified; and,
 - e) All remaining funds must be used for youth diversion programs, as specified.
- 3) Requires that OYCR allocate YRGP funds through a three-year competitive grant program to implement a mixed-delivery system of trauma informed health and development diversion programs for Native American youth.
- 4) States that an entity is eligible for funding for this program, if it not otherwise excluded by another law, and is one of the following:
 - a) A federally recognized Indian tribe, as specified in the United States Code;
 - b) A tribal organization, as specified in the United States Code;
 - c) An Urban Indian Organization (UIO), as specified in the United States Code; or,
 - d) A nonprofit organization whose board of directors is majority controlled by Native Americans, including organizations that are fiscally sponsored.
- 5) Requires applicants who receive funding from a grant for Native American Youth to be nongovernmental entities, with the exception of tribal government applicants, and not be law enforcement or probation entities

- 6) Requires that OYCR allocate YRGP funds through a three-year competitive grant program, as specified, to programs offering mixed-delivery systems of trauma-informed health and development diversion programs for youth, and specifies, among other things, that the entities must not be governmental, or law enforcement, or probation entities.
- 7) Requires OYCR to distribute grants to eligible applicants with all of the following conditions:
 - a) An applicant shall be awarded no less than \$50,000 and no more than \$2,000,000;
 - b) Applicants from two or more local jurisdictions may apply for funding on a regional effort basis and receive the aggregate amount of funds that they would have received if awarded as an independent applicant;
 - c) Grants shall be distributed in three installments:
 - i) The first installment shall be distributed on day one of the grant contract;
 - ii) The second installment shall be distributed no later than the first day of the second year of the grant contract;
 - iii) The third installment shall be distributed no later than the first day of the third year of the grant contract; and,
 - iv) The second and third installments shall be contingent on the applicant fulfilling the grant obligations and reporting requirements to the office.
 - d) Funds must be awarded to applicants who obtained an official letter from at least one referring agency demonstrating the agency's intent to refer diverted youth to the diversion program to provide the youth with trauma-informed health and development services;
 - e) For regional applications, letters of intent shall be required for each jurisdiction proposed in the application;
 - f) Diversion services must be provided in communities described as areas with high needs;
 - g) Applicants shall have experience serving populations of youth who are juvenile justice system-involved or at-risk of system involvement;
 - h) Priority must be given to organizations that employ people with lived experience as a youth in the juvenile justice system;
 - Diversion programs must include alternatives to arrest, incarceration, and formal involvement with the juvenile justice system with priority given to programs that divert youth at the earliest possible point of involvement. Diversions program must include at least one or more specified criteria;

- 8) States that the OYCR will be responsible for administration, oversight, and compliance of the program and shall perform all of the following duties:
 - a) Support grantee data collection and analysis and require grantees to demonstrate outcomes of the funded programs;
 - b) Set aside \$500,000 of funds appropriated for the program, exclusive of the funds sets aside for the administrative costs as previously specified, to contract with a university to conduct a state evaluation of the program and youth outcomes over a three year grant period, as specified;
 - c) Set aside \$500,000 of funds appropriated for the program, exclusive of the funds sets aside for the administrative costs as previously specified, to contract with a technical assistance provider to support implementation of the program and to build capacity of grantee organizations, as specified; and,
- 9) Requires OYCR to contract with the university evaluator and technical assistance provider prior to developing and disseminating the requests for proposals; in addition OYCR shall solicit and receive input from the university evaluator and technical assistance provider in developing the requests for proposals.
- 10) Defines, among other terms, "youth" as a person subject to the jurisdiction of the juvenile court.

EXISTING LAW:

- 1) Establishes the YRGP within the Board of State and Community Corrections (BSCC) for the purpose of granting funds, as specified. (Welf. & Inst. Code, § 1450.)
- 2) Requires that three percent of funds allocated to YRGP be used for the purpose of implementing diversion programs for Native American children that use trauma-informed, community-based, and health-based interventions. (Welf. & Inst. Code, § 1453, subd. (a).)
- 3) States that priority must be given to diversion programs addressing the needs of Native American children who experience high rates of juvenile arrest, suicide, and alcohol abuse, among other things. (Welf. & Inst. Code, § 1453, subd. (b).)
- 4) Requires that a specified percentage of funds be allocated for the purpose of implementing diversion programs for children throughout local jurisdictions that are trauma-informed, evidence-based, and culturally relevant, among other things. (Welf. & Inst. Code, § 1454 subds. (a) & (b).)
- 5) States that jurisdictions with the highest need must be provide a certain minimum of funds and defines "highest needs" as areas with high juvenile arrest rates and high levels of racial or ethnic disparity in juveniles arrest rates. (Welf. & Inst. Code, §1454, subd. (b).)
- 6) Provides that BSCC is responsible for oversight and accountability of the program and that it must track funding, provide guidance to programs, and contract with a research firm to

conduct a statewide evaluation of the grant, as specified. (Welf. & Inst. Code, § 1455.)

- 7) States that the YRGP funds must be allocated by the BSCC through a competitive grant process, as specified. (Welf. & Inst. Code, § 1458.)
- 8) Establishes the OYCR in the California Health and Human Services Agency, whose mission is to promote trauma responsive, culturally informed services for youth involved in the juvenile justice system that support their successful transition to adulthood and help them become responsible, thriving, and engaged members of the community. (Welf. & Inst. Code, § 2200, subds. (a) & (b).)
- 9) Provides that all juvenile justice grant administration functions in the Board of State and Community Corrections shall be moved to the OYCR no later than January 1, 2025. (Welf. & Inst. Code, § 2200, subd. (h).)

FISCAL EFFECT: Unknown

COMMENTS:

- 1) Author's Statement: According to the author, "I created the Youth Reinvestment Grant in 2018 so that community-based organizations offering diversion programs could expand their reach and at-risk youth could access trauma-informed, evidence-based services. This grant has helped divert youth from the school-to-prison pipeline and reduced interaction with the juvenile justice system across California. Since implementation, stakeholders and grant recipients have identified key areas of the grant which require clarification or improvement. AB 2267 will ensure that the Youth Reinvestment Grant can continue to be a life-changing resource by moving the program from the Board of State and Corrections to the Office of Youth and Community Restoration, expanding what services are eligible for the grant program, clarifying program evaluation requirements, and creating a technical assistance provider to help organizations build capacity and operate effectively."
- 2) Violence as a Public Health Issue: In recent decades, the approach to curbing violence primarily through law enforcement methods has shifted, and violence is now being recognized as a public health problem.¹ One of the proffered reasons for the transition is that, as the health care system achieved advancements in preventing and treating infectious diseases, homicide and suicide rose in the cause-of-death rankings.² Since 1965, homicide and suicide have consistently been one of the top 15 leading causes of death in the US.³ For some groups, homicide has had an even greater impact. According to the Centers for Disease Control and Prevention (CDC), homicide has been the leading cause of death for black youth during the past three decades.⁴ Another reason for the transition was the successful outcomes achieved by modifying behavioral factors for diseases such as stroke, cancer, and heart disease, which encouraged health professionals to believe the same epidemiological approach

¹ Dahlberg and Mercy. *History of Violence as a Public Health Problem*. American Medical Association (AMA) Journal of Ethics. (2009) < https://journalofethics.ama-assn.org/article/history-violence-public-health-problem/2009-02> [as of Feb. 29, 2024].

 $^{^{2}}$ Id.

 $^{^{3}}$ Id.

⁴ CDC. A Comprehensive Technical Package for the Prevention of Youth Violence and Associated Risk Behaviors. https://www.cdc.gov/violenceprevention/youthviolence/fastfact.html> at 8. [as of Feb. 29, 2024].

could be applied for behavioral challenges underlying violent behavior.⁵ Lastly, the emergence of child maltreatment and intimate partner violence as recognized social problems in the 1960s and 1970s further demonstrated the need to move beyond relying on the criminal-justice sector for finding solutions for the problem of violence in general.⁶

Furthermore, it has been posited that the symptoms and behavior of violence mirrors those of a contagious and epidemic disease. Such symptoms include morbidity and mortality, person to person transmission—youth with chronic exposure to violence have been found to be 3,150% (or 31.5 times) more likely to engage in chronic violent behavior, and incubation periods—for example, the period between being subjected to child abuse and becoming a perpetrator of violence may be years or decades. 8

In the 1990s, the CDC began implementing and studying violence intervention programs influenced by a public health approach. These studies demonstrated that significant reductions in violent behavior were possible through applied, skill-based violence prevention programs. Since then many violence prevention programs have been used here in California, most notably programs such as Operation Ceasefire, Advance Peace, and Trauma Recovery Centers have been implemented with seemingly positive results. These programs operate based off of the well documented fact that violent crimes are highly concentrated in certain locations and among a small number of offenders. In Oakland, crime data suggested that less than one half of one percent of the city's population generated the majority of gun violence, and that these "at-risk" individuals tended to be involved in gang and other criminally-active groups. 12

3) YRGP: The YRGP was established in the 2018 Budget Act and a related trailer bill. The YRGP is aimed at diverting low-level offenders from initial contact with the juvenile justice

⁵ Dahlberg and Mercy. History of Violence as a Public Health Problem.

⁷ Slutkin, MD. *How the Health Sector Can Reduce Violence by Treating It as a Contagion*. AMA Journal of Ethics. (2018) < https://journalofethics.ama-assn.org/article/how-health-sector-can-reduce-violence-treating-it-contagion/2018-01 [as of Feb. 29, 2024].

⁸ Slutkin, MD. How the Health Sector Can Reduce Violence by Treating It as a Contagion. AMA Journal of Ethics. (2018) https://journalofethics.ama-assn.org/article/how-health-sector-can-reduce-violence-treating-it-contagion/2018-01 [as of Feb. 29,2024]; Spano R, Rivera C, Bolland JM. Are chronic exposure to violence and chronic violent behavior closely related developmental processes during adolescence? Crim Justice Behav. (2010) https://journals.sagepub.com/doi/10.1177/0093854810377164; Ehrensaft MK, Cohen P, Brown J, Smailes E, Chen H, Johnson JG. Intergenerational transmission of partner violence: a 20-year prospective study. J Consult Clin Psychol. (2003) https://psycnet.apa.org/doiLanding?doi=10.1037%2F0022-006X.71.4.741; Huesmann LR, Moise-Titus J, Podolski CL, Eron LD. Longitudinal relations between children's exposure to TV violence and their aggressive and violent behavior in young adulthood: 1977-1992. Dev Psychol. (2003)

https://psycnet.apa.org/doiLanding?doi=10.1037%2F0012-1649.39.2.201>. [as of Feb. 29, 2024]

⁹ Dahlberg and Mercy. *History of Violence as a Public Health Problem*. American Medical Association (AMA) Journal of Ethics. (2009) https://journalofethics.ama-assn.org/article/history-violence-public-health-problem/2009-02> [as of Feb. 29, 2024]

¹¹ Hannah McManus. Street Violence Crime Reduction Strategies: A Review of the Evidence. (Feb. 2020) < https://www.theiacp.org/sites/default/files/Research%20Center/Violence%20Reduction%20Literature%20Review_FINAL.pdf at vii [as of Feb. 29, 2024].);

¹² Braga et al. Oakland Ceasefire Evaluation: Final Report to the City of Oakland. (May 2019) < https://cao-94612.s3.amazonaws.com/documents/Oakland-Ceasefire-Evaluation-Final-Report-May-2019.pdf at p. 9. [as of Feb. 29, 2024].)

system using approaches that are evidence-based, culturally relevant, trauma-informed, and developmentally appropriate. Currently, only California cities and counties are eligible to apply for grants. Current law requires the applicant to designate a "lead public agency"—which may be the applicant city or county, or a department or agency within the applicant's jurisdiction—to receive 10% the funds and to coordinate with local law enforcement agencies, social service agencies, and nonprofit organizations to implement the local grant program. Applicants are required to pass through the remaining 90% of awarded funds to community-based organizations to deliver diversion programs to minors. ¹³

According to the Legislative Analyst's Office, 30 local jurisdictions have received funding through the YRG program from the Board of State and Community Corrections (BSCC). Examples of funded programs include a range of after-school and mentoring programs in Culver City and a program in Alameda County that provides services to at-risk or justice-involved youth (such as a late-night sports league, case management, and mentorship). 15

All juvenile justice grant administration functions in the Board of State and Community Corrections are required to be moved to the OYCR no later than January 1, 2025. (Welf. & Inst. Code, § 2200, subd. (f).) Moreover, in light of the public health approach to criminality, arguably the OYCR a branch of the Health and Human Services Agency, is better suited to administer the program.

A report administered by Sacramento State University showed positive outcomes for YRGP. It states, in part, in its final evaluation report, "Grantees reported the total number of youth who completed their program. On average, the most frequently reported outcomes include having No Contact with the Juvenile Justice System (66%), Positive Youth Development Outcomes (68%), Reduced Assessed Risk Status (56%), and Improved Educational Outcomes (48%)." (YRG-Round-1-2019-2023-FINAL-Revised-Report-to-BSCC.pdf (ca.gov) [as of Mar. 7, 2024]

This bill would reinstate the YRGP and designate its administration to the OYCR. In addition, it would provide enhanced guidelines for distribution of the YRGP funds to ensure organizations receiving funds had prior experience and communities with the highest need received greater priority, including the needs of Native American youth, among other things. This bill would also require OYCR to designate a university evaluator or technical assistance provider gather and collect date regarding the efficacy of these grants.

4) Argument in Support: According to the Transformative In-Prison Work Group, "This bill would reestablish the Youth Reinvestment Grant Program, to be administered by the Office of Youth and Community Restoration, for the purpose of implementing a mixed-delivery system of trauma-informed health and development diversion programs for youth. The bill would create the Youth Reinvestment Fund to be used, upon appropriation by the Legislature, by the office for the purposes of the program. The bill would require applicants for the program to be nongovernmental agencies or tribal governments, as specified.

¹³BSCC, Youth Reinvestment Grant Frequently Asked Questions http://www.bscc.ca.gov/wp-content/uploads/YRG-FAQ-POSTED-3.5.19.pdf [as of Feb. 29, 2024].

¹⁴ Legislative Analyst's Office. Youth Reinvestment, Second Chance Act, and Trauma Recovery Center Grant Programs. (2019) https://lao.ca.gov/Publications/Detail/4082> [as of Feb. 29, 2024]. ¹⁵ Ibid.

"The TPW strongly supports bringing nongovernmental organizations into the criminal justice reform space, which we believe provides a much higher level of care and a greater likelihood of success for all concerned."

5) Related Legislation: AB 2064 (Jones-Sawyer), would make findings and declarations regarding about advancing racial equity and would be subsequently amended to establish and fund a grant program to support community-driven solutions to decrease community violence at the family, school, and neighborhood levels in African American communities. AB 2064 is pending referral from the Assembly Rules Committee.

6) Prior Legislation:

- a) AB 912 (Jones-Sawyer), of the 2023-2024 Legislative Session, would have provided for the establishment, expansion, and funding for early-violence-intervention programs, school-based physical and mental health services, and youth-recreational activities, contingent upon appropriation. AB 912 was vetoed by the Governor and stricken from the file.
- b) AB 1454 (Jones-Sawyer), Chapter 584, Statutes of 2019, revised and recast the Youth Reinvestment Grant Program by increasing the maximum grant award from \$1,000,000 to \$2,000,000 and allowing nonprofit organizations to apply for grants through the program.
- c) AB 1603 (Jones-Sawyer) Chapter 735, Statutes of 2019, codified the establishment of the California Violence Intervention and Prevention Grant Program and the authority and duties of BSCC in administering the program, including the selection criteria for grants and reporting requirements to the Legislature
- d) SB 493 (Bradford), of the 2021-2022 Legislative Session, would have revised components of the Juvenile Justice Crime Prevention Act, including by requiring funded programs to be modeled on trauma-informed and youth development approaches in collaboration with community-based organizations (CBOs), requiring no less than 95 percent of specified funds appropriated to counties be allocated to CBOs and non-law enforcement government entities, and changing the composition of county juvenile justice coordinating councils. SB 493 was held on the Senate Appropriations Suspense calendar.

REGISTERED SUPPORT / OPPOSITION: Support

California Public Defenders Association Initiate Justice Action National Center for Youth Law The Transformative In-prison Workgroup

Opposition

None

Analysis Prepared by: Elizabeth Potter / PUB. S. / (916) 319-3744

Date of Hearing: March 12, 2024 Chief Counsel: Sandy Uribe

ASSEMBLY COMMITTEE ON PUBLIC SAFETY Kevin McCarty, Chair

AB 2280 (Jones-Sawyer) - As Introduced February 8, 2024

As Proposed to be Amended in Committee

SUMMARY: Requires jail facilities to approve an attorney's request to make confidential calls with an incarcerated client, as specified. Specifically, **this bill**:

- 1) Requires jail facilities to approve an attorney's request to make a confidential call to their client.
- 2) Requires such calls to be at least 30 minutes in duration once per month, per incarcerated person, per case, unless the attorney or the person requests less time.
- 3) Defines "confidential call" as "a telephone call between an inmate and their attorney that both the inmate and attorney intend to be private."
- 4) Provides that these provisions do not supplant existing access between an incarcerated person and their attorney as of January 1, 2024, and shall not be construed as to infringe on the incarcerated person's right to freely and confidentially correspond with their attorney in other manners.
- 5) Requires jail facilities to take all reasonable means to facilitate an incarcerated person's access to counsel to the greatest extent possible.

EXISTING STATE LAW:

- 1) Entitles a criminal defendant the right to the assistance of counsel. (U.S. Const. 6th Amend., & Cal. Const. Art. I, Sec. 15.)
- 2) Provides that a person sentenced to imprisonment in a state prison or to imprisonment in county jail for a felony offense may during that period of confinement be deprived of such rights, and only such rights, as is reasonably related to legitimate penological interests. (Pen. Code, § 2600.)
- 3) Provides that incarcerated persons have the right to correspond confidentially with any member of the State Bar or holder of public office, provided that prison authorities may open and inspect incoming mail to search for contraband. (Pen. Code § 2601, subd. (b).)
- 4) Requires the California Department of Corrections and Rehabilitation (CDCR) to approve an attorney's request to make confidential calls with their incarcerated client, and requires CDCR to provide the incarcerared person at least 30 minutes per month to make such calls, unless either the attorney or the person requests less time. (Pen. Code, § 5058.7, subd. (a).)

5) Defines "confidential call" as "a telephone call between an inmate and their attorney that both the inmate and attorney intend to be private." (Pen. Code, § 5058.7, subd. (b).)

EXSTING FEDERAL LAW: Provides that in all criminal prosecutions, the accused shall enjoy the right ... to have the assistance of counsel for his defense. (U.S. Const. 6th Amend.)

FISCAL EFFECT: Unknown

COMMENTS:

- 1) Author's Statement: According to the author, "At the height of the COVID-19 pandemic, the Legislature passed AB 3043 (Jones-Sawyer, 2020) to protect the right of incarcerated people housed in state prisons administered by the California Department of Corrections and Rehabilitation to communicate confidentially with their attorney. In order to protect access to meaningful legal representation, these same protections for privileged communications with counsel must be extended to incarcerated persons housed in local facilities. AB 2280 does so by requiring local jails to allow for at least one 30-minute phone conversation between an incarcerated person and their attorney per month upon request."
- 2) **Right to Counsel**: "The right to effective assistance of counsel includes the right to confer in absolute privacy. [Citation.] California's constitutional protection of the right to counsel has been recognized as the source of a prisoner's right to consult privately with counsel in preparation for trial since at least 1920. [Citation.] The right to counsel under both state and federal Constitutions guarantees a person accused of a crime not just the opportunity to hear his lawyer's advice but also to privately confide facts that may incriminate or embarrass him. [Citation.] When others can overhear attorney-client communications, there is an impermissible chilling effect on the constitutional right to counsel. [Citation.]" (County of Nevada v. Superior Court (2015) 236 Cal.App.4th 1001, 1007.)

Existing law provides inmates the right to communicate confidentially with a member of the California State Bar. Penal Code section 2601 specifically provides for such confidential communication. The attorney-inmate confidentiality guarantee applies if the attorney makes a reasonable showing to prison authorities that he is duly authorized to practice law in his state; that an attorney-client relationship exists; and that this relationship concerns a pending criminal matter, or the conditions of his client's confinement, including any related application for extraordinary relief. (*In re Jordan* (1974) 12 Cal.3d 575, 581.)

During the COVID-19 pandemic, the Legislature passed and the Governor signed AB 3043 (Jones-Sawyer), Chapter 333, Statutes of 2020, requiring CDCR to allow attorneys to request at least one 30-minute confidential phone call per month, per case, with their client. According to the Assembly Committee's analysis of AB 3043, the author and proponents of the bill expressed that the bill was needed to protect access to meaningful legal representation when attorneys are unable to appear in person. (See Assembly Public Safety Committee, Analysis of AB 1035 (2019-2020 Reg. Sess.) as amended May 11, 2020, pp. 3 & 5.)

This bill places the same requirements on county jails, and would entitle attorneys to request at least one 30-minute confidential phone call with their client. While the concerns surrounding COVID-19 are no longer as necessary, allowing flexibility in communications

between an attorney and their client furthers the right to effective assistance of counsel.

More importantly, it should be noted that after the enactment of Criminal Justice realignment in 2011, jails are no longer reserved for pre-trial detainees who are most likely being represented by an attorney in their county. Realignment created two classifications of felonies: those punishable in county jail and those punishable in state prison. Realignment also limited which felons can be sent to state prison, thus requiring that more persons serve their sentences in county jails.

The right to counsel in California also encompasses the right to counsel on appeal. (*Gardner v. Appellate Division of Superior Court* (2019) 6 Cal.5th 998, 1006.) Every individual convicted of a crime in the state of California has a statutory right to appeal the judgment of conviction. (See Pen. Code, §§ 1237 [generally], 1237.5 [guilty pleas], 1466, subd. (b) [misdemeanors]; see also Welf & Inst. Code, §800 [delinquency proceedings].) Although the federal constitution does not entitle defendants a right to appeal, when a state grants the right to appeal, the procedures it adopts to implement the right must satisfy due process clause and equal protection guaranteed by the United States Constitution. (Evitts v Lucey (1985) 469 U.S. 387, 393.) The procedures must include minimum safeguards necessary to make the appeal "adequate and effective." (*Halbert v Michigan* (2005) 545 US 605, 610.)

"The Court-Appointed Counsel (CAC) program fulfills the constitutional mandate of providing adequate representation for indigent appellants in the Courts of Appeal on noncapital cases. The Judicial Council of California staff works with nonprofit organizations ("projects") that recommend to the Courts of Appeal the appointment of private attorneys to represent indigent appellants." (https://www.courts.ca.gov/4201.htm.)

Just as is the case with appellants sentenced to state prison, court appointed appellate counsel may not necessarily reside in the same county where the appellant is incarcerated in county jail. Accordingly, it makes sense to provide the same access to confidential communications with counsel via phone regardless of the type of correctional facility where the appellant is housed.

And yet, as noted above, a significant part of the jail population are pre-trial detainees who are likely to be represented by the county public defender, an alternate defenders office, or local retained counsel. Given that proximity and travel time may not be significant, many pretrial detainees will be interviewed by their attorney, or consult with their attorney in person. The proposed committee amendments specify that the guaranteed phone access proposed by this bill should not supplant existing access between an incarcerated person and their attorney by other means, including in person visits.

3) Argument in Support: According to Oakland Privacy, "AB 2280 affirms long-established state law that provides for monthly 30-minute long confidential calls with counsel for inmates at state correctional facilities and extends it to local jail facilities. When state prison crowding in California hit its apex in 2011 and the U.S. Supreme Court in Brown v. Plata ordered the release of 30,000 inmates from overcrowded state facilities, California embarked on the process of realignment (AB 109) which was a policy to shift many inmates into local custody at county jails. Under realignment, inmates were kept in county jails for longer and longer periods, including in some cases multi-year sentences, along and beside the large pretrial population.

"While realignment was accompanied by a shift in financial resources to help county jails handle the influx, it isn't controversial to say that, 10+ years later, many county jail procedures and processes have not fully adjusted to the changes. The Public Policy Institute reported in January of 2024 that the California county jail population hold a significantly increased number (and percentage of) inmates with mental health problems (from 20% a decade ago to 37% presently), that some 90% of county jail inmates are being held for a felony charge or crime, and that 76% are awaiting arraignment, trial or sentencing.

"Given this description, it seems clear that the majority of the county jail population is facing serious charges, is still in a court process navigating those charges, and is in need of attorney support, whether from a public defender or a private attorney. It is in the interests of justice and due process for inmates to receive what legal support they can get regardless of the facility where they are housed.

"It is also in the interests of the state for the court system to move as effectively as it can, which is likely aided by regular contact between defense attorneys and their clients to avoid delays caused by counsel lack of case knowledge.

"Moreover, AB 2280 by mandating regular confidential telephone calls at scale in county jails would likely prevent violations of attorney-client privilege, which have been documented in Orange County in 2018, and likely occurred at other county jails due to the lack of a scaled system to handle such calls on an ongoing basis.

"AB 2280 simply extends to inmates in county jails the same standards for regular privileged communications with counsel as have been uncontroversially reserved for inmates in state prisons. There is no sound reason why the standards should differ based on who operates the facility. In the post-realignment era, county jail fulfills many of the functions formerly shouldered by the state correctional system, and our civil rights laws should catch up."

4) Argument in Opposition: According to the *California State Sheriffs' Association*, "Existing law and procedures already allow for robust communication between an inmate and their attorney. There are already systems in place to allow inmates to have access to phone calls and visitation as well as other correspondence that can be used to communicate with counsel. Mandating an additional call for every inmate once per month will represent a significant drain on resources especially in jails that do not have the infrastructure capable of supporting such a substantial increase in required phone call availability. Physical visitation also affords jail officials a better opportunity to vet and approve attorneys' interactions with inmates; a process made more difficult by directing more communication to guaranteed monthly calls where it is harder to guarantee the identity of the other party to the call.

"Further, the existence of a similar statute for prison inmates does not support the creation of an analogous allowance for jail inmates. In most cases, jail inmates' attorneys are likely to be located in closer proximity than attorneys are to prison inmates given the location of prisons throughout the state and the fact that prison housing assignments are not always close to the county of conviction. This proximity reduces the need for additional phone conversations that could be handled in person."

5) Prior Legislation:

- a) SB 1008 (Becker), Chapter 827, Statutes of 2022, requires state adult and youth correctional facilities and local youth detention centers to provide voice communication services to incarcerated persons free of charge.
- b) AB 2023 (Bennett), Chapter 327, Statutes of 2022, entitles a person incarcerated in, or recently released from, a county jail to have access to up to three free telephone calls in the county jail to plan for a safe and successful release.
- c) SB 1139 (Kamlager), Chapter 837, Statutes of 2022, requires CDCR to make emergency phone calls available to an incarcerated person and specified people outside of CDCR when the incarcerated person has been hospitalized for a serious medical reason.
- d) AB 3043 (Jones-Sawyer), Chapter 333, Statutes of 2020, requires CDCR to approve an attorney's request to make a confidential call to a client they represent at a CDCR facility, and requires CDCR to provide the inmate at least 30 minutes per month, per inmate, per case, to make such calls unless the attorney or the inmate requests less time.

REGISTERED SUPPORT / OPPOSITION:

Support

California Public Defenders Association Oakland Privacy The Transformative In-prison Workgroup

Opposition

California State Sheriffs' Association

Analysis Prepared by: Sandy Uribe / PUB. S. / (916) 319-3744

Amended Mock-up for 2023-2024 AB-2280 (Jones-Sawyer (A))

Mock-up based on Version Number 99 - Introduced 2/8/24 Submitted by: Sandy Uribe, Assembly Public Safety Committee

THE PEOPLE OF THE STATE OF CALIFORNIA DO ENACT AS FOLLOWS:

SECTION 1. Section 4034 is added to the Penal Code, to read:

- **4034.** (a) A jail facility shall approve an attorney's request to have a confidential call with the inmate incarcerated person that they represent. The approved confidential call shall be at least 30 minutes once per month, per inmate incarcerated person, per case, unless the inmate incarcerated person or attorney requests less time.
- (b) For purposes of this section, "confidential call" means a telephone call between an inmate incarcerated person and their attorney that both the inmate and attorney parties intend to be private.
- (c) This section does not supplant existing access between an incarcerated person and their attorney as of January 1, 2024, and shall not be construed as to infringe on the incarcerated person's right to freely and confidentially correspond with their attorney or their staff in any other manner, including in person visits and video conferencing.
- (d) Nothing in this section shall be construed to limit an incarcerated person's access to legal counsel and facilities shall take all reasonable means to facilitate an incarcerated person's access to counsel to the greatest extent possible.
- **SEC. 2.** If the Commission on State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code.