# REPORT OF THE CHIEF LEGISLATIVE ANALYST

DATE:

May 20, 2016

TO:

Honorable Members of the Rules, Elections, Intergovernmental Relations, and

Neighborhoods Committee

FROM:

Sharon M. Tso 🕰

Council File No:

15-0002-S148

Chief Legislative Analyst

Assignment No:

16-03-0279

SUBJECT:

Resolution (Martinez-Harris-Dawson-Price-Wesson) to SUPPORT AB 1708

(Gonzalez) relative to prostitution and disorderly Conduct.

<u>CLA RECOMMENDATION</u>: Adopt Resolution (Martinez-Harris-Dawson-Price-Wesson) to include in the City's 2015 – 2016 State Legislative Program, SUPPORT for AB 1708 (Gonzalez), which would amend the California Penal Code Sections related to prostitution and disorderly conduct to: 1) distinguish between a person who commits prostitution by providing money or other consideration from a person who commits prostitution by receiving money; 2) enhance the penalties for an individual providing compensation; 3) provide that prostitution committed by a person receiving money or other consideration is not a crime for a person under 18 years of age; and 4) enhance the penalties for soliciting a minor or someone posing as a minor if there is a specific intent to engage in prostitution with a minor.

# **SUMMARY**

Resolution (Martinez-Harris-Dawson-Price-Wesson), introduced on March 30, 2016, concerns AB 1708 (Gonzalez) that would amend the California Penal Code Sections related to prostitution and disorderly conduct, including how it relates to victims under the age of 18. The Resolution states that there were 29 confirmed cases of child sex trafficking in Los Angeles County in the first quarter of 2014. The Resolution also states that existing law defines "prostitution" as any lewd act between persons for money or other consideration and states that a person who solicits or agrees to engage in an act of prostitution is guilty of disorderly conduct, which is a misdemeanor that is punishable by jail, fine or both. AB 1708 would amend the definition of prostitution to distinguish between a person who provides money or other consideration for sex and one who receives money or other consideration. In addition, this bill provides that prostitution committed by a person under 18 years of age is not a crime. This bill would also increase the penalties for those providing compensation to engage in prostitution. The Resolution seeks an official position of the City of Los Angeles to support AB 1708.

# **BACKGROUND**

Existing law provides that a person who solicits or agrees to engage in or engages in any act of prostitution is guilty of disorderly conduct, a misdemeanor that is punishable by imprisonment or a fine not to exceed \$1,000 or both. Existing law also imposes increased minimum terms of imprisonment for a violation if the person was previously convicted of soliciting or agreeing to engage in any act of prostitution. Furthermore, existing law states that soliciting a minor to engage in an act of prostitution is punishable by imprisonment not less than 2 days and a fine not to exceed \$10,000, but the court is able to reduce or eliminate the two-day sentence in the interest of justice.

AB 1708 enhances the penalty for an individual who commits a human trafficking or specified sex trafficking violation at or near schools. This bill requires that when an individual engages in the violation on the grounds of, or within 1,000 feet of, a public or private school during the hours that the school is open for classes or school related programs then that individual will receive an additional penalty of one year in state prison.

This bill also amends existing law to distinguish between those who receive compensation from those who provide compensation to engage in any act of prostitution by imposing harsher penalties for those providing compensation for sex. AB 1708 requires that an individual who provides compensation to engage in prostitution will serve at least 24 continuous hours in county jail and will pay a minimum fine of \$1,000. While the penalty for providing compensation differs from the penalty for receiving compensation to engage in an act of prostitution, any individual will be guilty of disorderly conduct whether they provide or receive the compensation to engage in an act of prostitution. However, AB 1708 exempts minors under the age of 18 years old who receive compensation from being convicted of disorderly conduct.

In addition, this bill clarifies that solicitation of a minor can also include the solicitation of a person posing as a minor if the person who engages in the solicitation had the specific intent to solicit a minor. AB 1708 also increases the minimum jail time for solicitation of a minor from two days to 72 hours. Additionally, this bill removes judicial discretion to reduce or eliminate the minimum sentence for soliciting a minor. As proposed, AB 1708 requires that the fine for solicitation of a minor be deposited in the treasury of the county in which the offense occurred and that it be used by the county to fund services for victims of human trafficking.

The author of the bill states that women and girls are criminalized for their involvement in prostitution despite the fact that they are actually victims of sex trafficking. The author further notes that "pimps" and "johns" have been the least likely offenders in the commercial sex trade to face jail time. The also states that AB 1708 would help tackle the problem of commercial sexual exploitation by taking a hard stance against those contributing to the demand for sex trafficking. Supporters of this bill also recognize the need to combat the demand for prostitution. However, opponents of the bill state that the bill's sentencing enhancement is unnecessary in light of existing penalties. Opponents also state that the mandatory hours of confinement infringes on judicial discretion, which opponents believe is a "safety-valve." However, supporters of the bill indicate that there needs to be an effective way to curb the demand and that the individuals who purchase others for sex are what fuel the market for traffickers to supply with victims.

Support of AB 1708 is consistent with existing City policies regarding the prevention and deterrence of prostitution.

# **DEPARTMENTS NOTIFIED**

None

# **BILL STATUS**

1/25/2016	Introduced
3/14/2016	Referred to the Assembly Committee on Public Safety
3/15/2016	Amended and re-referred to Committee on Public Safety

4/20/2016	Passed Committee on Public Safety; referred to Committee on
	Appropriations
5/05/2016	Amended and re-referred to Committee on Appropriations
5/11/2016	Passed Committee on Appropriations; ordered to Consent Calendar
5/16/2016	Ordered to third reading

Cheryl A. Banares Analyst

# SMT:cab

1. Resolution (Martinez-Harris-Dawson-Price-Wesson)
2. AB 1708 (Gonzalez) Attachment:

# RESOLUTION

WHEREAS, any official position of the City of Los Angeles with respect to legislation, rules, regulations or policies proposed to or pending before a local, state, or federal governmental body or agency must have first been adopted in the form of a Resolution by the City Council with the concurrence of the Mayor; and

WHEREAS, in 2014, the Los Angeles County District Attorney reported that there were 29 confirmed cases of child sex trafficking in Los Angeles County in the first quarter of 2014, which is approximately 120 minors sold for sex annually; and

WHEREAS, it has been recognized that the statistics on sex trafficking, particularly when it relates to minors, falls short of reality because these instances are often never reported; and

WHEREAS, existing law defines "prostitution" to include any lewd act between persons for money or other consideration and that a person who solicits or agrees to engage in or engages in any act of prostitution is guilty of disorderly conduct, a misdemeanor, which is punishable by imprisonment in the county jail, paying a fine, or both; and

WHEREAS, currently pending before the State Assembly is AB 1708 (Gonzalez) that would amend the California Penal Code Sections related to prostitution and disorderly conduct to distinguish between a person who commits prostitution by providing money or other consideration and a person who commits prostitution by receiving money or other consideration; and

WHEREAS, this bill provides that prostitution committed by a person under 18 years of age is not a crime and that being a victim of human trafficking is an affirmative defense to the offense of prostitution; and

WHERAS, AB 1708 will expand the scope of prostitution involving soliciting a minor to include a situation where the person solicited is posing as a minor and the person engaged in the solicitation had a specific intent to solicit a minor; and

WHEREAS, AB 1708 would also impose harsher penalties for a person who solicits a minor, including a minimum fine of \$1,000 and requires that the person serve a period of at least 72 hours in the County jail; and

WHEREAS, this bill, in addition to any other penalty imposed by various State and Federal laws for human trafficking offenses, would require punishment of one year in State prison; and

WHEREAS, the City of Los Angeles should support AB 1708 to stop criminalizing minors who are victims of set trafficking and to impose harsher penalties for those who engage in sexual exploitation of minors;

NOW, THEREFORE, BE IT RESOVLED, with the concurrence of the Mayor, that by adoption of this Resolution, the City of Los Angeles hereby includes in its 2015-2016 State Legislative Program support of AB 1708 (Gonzalez) that would amend the California Penal Code Sections related to prostitution and disorderly conduct to distinguish between a person who commits prostitution by providing money or other consideration from a person who commits prostitution by receiving money or other consideration and provides that prostitution committed by a person receiving money or other consideration is not a crime for a person under 18 years of age and that being a victim of human trafficking is an affirmative defense to the offense of prostitution.

PRESENTED BY:

NOR I MAKILINEZ

Councilmember, 6th District

SECONDED BY:

cab

# AMENDED IN ASSEMBLY MAY 5, 2016 AMENDED IN ASSEMBLY APRIL 13, 2016 AMENDED IN ASSEMBLY MARCH 15, 2016

CALIFORNIA LEGISLATURE—2015–16 REGULAR SESSION

#### ASSEMBLY BILL

No. 1708

### **Introduced by Assembly Member Gonzalez**

January 25, 2016

An act to amend Section 647 of, and to add Section 266m to, the Penal Code, relating to disorderly conduct.

#### LEGISLATIVE COUNSEL'S DIGEST

AB 1708, as amended, Gonzalez. Disorderly conduct: prostitution. Existing law provides that a person who solicits or agrees to engage in or engages in any act of prostitution is guilty of disorderly conduct, a misdemeanor, punishable by imprisonment in the county jail for no more than 6 months or by a fine not exceeding \$1,000, or by both that fine and imprisonment. Existing law also imposes increased minimum terms of imprisonment for a violation of that provision if a person has previously been convicted of soliciting or agreeing to engage in or engaging in any act of prostitution. Existing law defines "prostitution" to include any lewd act between persons for money or other consideration. Existing law additionally makes prostitution involving soliciting a minor punishable by imprisonment of not less than 2 days and not more than one year and a fine not exceeding \$10,000. Existing law allows a court to, when the interests of justice are best served, reduce or eliminate the mandatory 2 days in the county jail.

Existing law provides various penalties for human trafficking and sex trafficking offenses.

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This bill would require a person convicted of a human trafficking offense or a specified sex trafficking offense, when any part of the violation takes place upon the grounds of, or within 1,000 feet of, a public or private elementary, vocational, junior high, or high school during the hours that the school is open for classes or school-related programs, or at any time when minors are using the facility, to receive, in addition to any other penalty imposed, an additional term of one year in state prison.

This bill would recast the provisions regarding prostitution to distinguish between a person who commits prostitution with intent to receive compensation, in exchange for providing compensation to a person who is 18 years of age or older, or in exchange for providing compensation to a minor. The bill would require a conviction either upon proof of the intent to receive compensation, money, or anything of value and with the specific intent to engage in an act of prostitution, or upon the individual providing compensation, money, or anything of value to the other person. The bill would require a person who commits prostitution by providing money or other consideration to serve at least 72 24 continuous hours in the county-jail, jail, to be served on days other than days of regular employment of the person, as specified. The bill would expand the scope of prostitution involving soliciting a minor to include a situation where the person who was solicited is posing as a minor and the person engaged in the solicitation had specific intent to solicit a minor. The bill would provide that the provisions involving soliciting a minor apply only to persons who commit prostitution involving providing money or other consideration. The bill would require a person who commits prostitution involving soliciting a minor to serve a period of at least-72 48 continuous hours in the county jail, to be served on days other than days of regular employment of the person, as specified, and would prohibit the court from eliminating the mandatory minimum sentence. The bill would additionally make a person who commits prostitution by providing money or other consideration punishable by a minimum fine of \$1,000. This bill would require those fines to be used by the county where the offense occurred for services for victims of human trafficking. By revising the scope of a crime, the bill would impose a state-mandated local program.

The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

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This bill would provide that no reimbursement is required by this act for a specified reason.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes.

The people of the State of California do enact as follows:

- 1 SECTION 1. Section 266m is added to the Penal Code, to read: 2 266m. A person who is convicted of a violation of Section 3 236.1 for an offense committed against a minor, or Section 267 if 4 the violation takes place on the grounds of, or within 1,000 feet 5 of, a public or private elementary, vocational, junior high, or high 6 school during hours that the school is open for classes or 7 school-related programs or at any time when minors are using the facility, shall receive, in addition to any other penalty imposed, an 9 additional term of one year in the state prison.
  - SEC. 2. Section 647 of the Penal Code is amended to read:
- 11 647. Except as provided in subdivision (*I*), a person who 12 commits any of the following acts is guilty of disorderly conduct, 13 a misdemeanor:

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- (a) An individual who solicits anyone to engage in or who engages in lewd or dissolute conduct in any public place or in any place open to the public or exposed to public view.
- (b) (1) An individual who solicits, or who agrees to engage in, or who engages in, any act of prostitution with the intent to receive compensation, money, or anything of value, and with the specific intent to so engage.
- (2) An individual who solicits, or who agrees to engage in, or who engages in, any act of prostitution with another person who is 18 years of age or older in exchange for the individual providing compensation, money, or anything of value to the other person. An individual agrees to engage in an act of prostitution when, with specific intent to so engage, he or she manifests an acceptance of an offer or solicitation by another person who is 18 years of age or older to so engage, regardless of whether the offer or solicitation was made by a person who also possessed the specific intent to engage in an act of prostitution.
- 31 (3) An individual who solicits, or who agrees to engage in, or 32 who engages in, any act of prostitution with another person who 33 is a minor in exchange for the individual providing compensation,

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money, or anything of value to the minor. An individual agrees to engage in an act of prostitution when, with specific intent to so engage, he or she manifests an acceptance of an offer or solicitation by someone who is a minor to so engage, regardless of whether the offer or solicitation was made by a minor who also possessed the specific intent to engage in an act of prostitution.

- (4) A manifestation of acceptance of an offer or solicitation to engage in an act of prostitution shall not constitute a violation of this subdivision unless some act, in addition to the manifestation of acceptance, is done within this state in furtherance of the commission of the act of prostitution by the person manifesting an acceptance of an offer or solicitation to engage in that act. As used in this subdivision, "prostitution" includes any lewd act between persons for money or other consideration.
- (5) Except as provided in subdivisions (k) and (m), a violation of paragraph (2) or (3) is punishable by imprisonment in a county jail for not less than 72 hours and not more than six months and by a fine of one thousand dollars (\$1,000). The fine imposed shall be deposited in the treasury of the county in which the offense occurred and used by the county to fund services for victims of human trafficking. Upon a violation of paragraph (2) or (3), a person is not eligible for release upon completion of sentence, on probation, on parole, on work furlough or work release, or on any other basis until he or she has served a period of not less than three days 24 continuous hours in a county jail. In all eases in which probation is granted, the court shall require as a condition of probation that the person be confined in a county jail for at least three days. The court shall not absolve a person who violates paragraph (2) or (3) from the obligation of spending at least 72 hours in confinement in a county jail. The court shall order that a person punished under this subdivision, who is to be punished by imprisonment in the county jail, be imprisoned on days other than days of regular employment of the person, as determined by the court. If the court determines that 24 hours of continuous imprisonment would interfere with the person's work schedule, the court shall allow the person to serve the imprisonment whenever the person is normally scheduled for time off from work. The court may make this determination based upon a representation from the defendant's attorney or upon an affidavit or testimony from the defendant.

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(c) Who accosts other persons in any public place or in any place open to the public for the purpose of begging or soliciting alms.

- (d) Who loiters in or about any toilet open to the public for the purpose of engaging in or soliciting any lewd or lascivious or any unlawful act.
- (e) Who lodges in any building, structure, vehicle, or place, whether public or private, without the permission of the owner or person entitled to the possession or in control of it.
- (f) Who is found in any public place under the influence of intoxicating liquor, any drug, controlled substance, toluene, or any combination of any intoxicating liquor, drug, controlled substance, or toluene, in a condition that he or she is unable to exercise care for his or her own safety or the safety of others, or by reason of his or her being under the influence of intoxicating liquor, any drug, controlled substance, toluene, or any combination of any intoxicating liquor, drug, or toluene, interferes with or obstructs or prevents the free use of any street, sidewalk, or other public way.
- (g) When a person has violated subdivision (f), a peace officer, if he or she is reasonably able to do so, shall place the person, or cause him or her to be placed, in civil protective custody. The person shall be taken to a facility, designated pursuant to Section 5170 of the Welfare and Institutions Code, for the 72-hour treatment and evaluation of inebriates. A peace officer may place a person in civil protective custody with that kind and degree of force which would be lawful were he or she effecting an arrest for a misdemeanor without a warrant. A person who has been placed in civil protective custody shall not thereafter be subject to any criminal prosecution or juvenile court proceeding based on the facts giving rise to this placement. This subdivision shall not apply to the following persons:
- (1) Any person who is under the influence of any drug, or under the combined influence of intoxicating liquor and any drug.
- (2) Any person who a peace officer has probable cause to believe has committed any felony, or who has committed any misdemeanor in addition to subdivision (f).
- (3) Any person who a peace officer in good faith believes will attempt escape or will be unreasonably difficult for medical personnel to control.

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1 (h) Who loiters, prowls, or wanders upon the private property
2 of another, at any time, without visible or lawful business with the
3 owner or occupant. As used in this subdivision, "loiter" means to
4 delay or linger without a lawful purpose for being on the property
5 and for the purpose of committing a crime as opportunity may be
6 discovered.

- (i) Who, while loitering, prowling, or wandering upon the private property of another, at any time, peeks in the door or window of any inhabited building or structure, without visible or lawful business with the owner or occupant.
- (j) (1) Any person who looks through a hole or opening, into, or otherwise views, by means of any instrumentality, including, but not limited to, a periscope, telescope, binoculars, camera, motion picture camera, camcorder, or mobile phone, the interior of a bedroom, bathroom, changing room, fitting room, dressing room, or tanning booth, or the interior of any other area in which the occupant has a reasonable expectation of privacy, with the intent to invade the privacy of a person or persons inside. This subdivision shall not apply to those areas of a private business used to count currency or other negotiable instruments.
- (2) Any person who uses a concealed camcorder, motion picture camera, or photographic camera of any type, to secretly videotape, film, photograph, or record by electronic means, another, identifiable person under or through the clothing being worn by that other person, for the purpose of viewing the body of, or the undergarments worn by, that other person, without the consent or knowledge of that other person, with the intent to arouse, appeal to, or gratify the lust, passions, or sexual desires of that person and invade the privacy of that other person, under circumstances in which the other person has a reasonable expectation of privacy.
- (3) (A) Any person who uses a concealed camcorder, motion picture camera, or photographic camera of any type, to secretly videotape, film, photograph, or record by electronic means, another, identifiable person who may be in a state of full or partial undress, for the purpose of viewing the body of, or the undergarments worn by, that other person, without the consent or knowledge of that other person, in the interior of a bedroom, bathroom, changing room, fitting room, dressing room, or tanning booth, or the interior of any other area in which that other person has a reasonable

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expectation of privacy, with the intent to invade the privacy of that other person.

- (B) Neither of the following is a defense to the crime specified in this paragraph:
- (i) The defendant was a cohabitant, landlord, tenant, cotenant, employer, employee, or business partner or associate of the victim, or an agent of any of these.
  - (ii) The victim was not in a state of full or partial undress.
- (4) (A) Any person who intentionally distributes the image of the intimate body part or parts of another identifiable person, or an image of the person depicted engaged in an act of sexual intercourse, sodomy, oral copulation, sexual penetration, or an image of masturbation by the person depicted or in which the person depicted participates, under circumstances in which the persons agree or understand that the image shall remain private, the person distributing the image knows or should know that distribution of the image will cause serious emotional distress, and the person depicted suffers that distress.
  - (B) A person intentionally distributes an image described in subparagraph (A) when he or she personally distributes the image, or arranges, specifically requests, or intentionally causes another person to distribute that image.
  - (C) As used in this paragraph, "intimate body part" means any portion of the genitals, the anus and in the case of a female, also includes any portion of the breasts below the top of the areola, that is either uncovered or clearly visible through clothing.
  - (D) It shall not be a violation of this paragraph to distribute an image described in subparagraph (A) if any of the following applies:
- 30 (i) The distribution is made in the course of reporting an 31 unlawful activity.
  - (ii) The distribution is made in compliance with a subpoena or other court order for use in a legal proceeding.
  - (iii) The distribution is made in the course of a lawful public proceeding.
  - (5) This subdivision shall not preclude punishment under any section of law providing for greater punishment.
  - (k) In any accusatory pleading charging a violation of subdivision (b), if the defendant has been once previously convicted of a violation of that subdivision, the previous conviction shall be

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charged in the accusatory pleading. If the previous conviction is 2 found to be true by the jury, upon a jury trial, or by the court, upon 3 a court trial, or is admitted by the defendant, the defendant shall 4 be imprisoned in a county jail for a period of not less than 45 days 5 and is not eligible for release upon completion of sentence, on 6 probation, on parole, on work furlough or work release, or on any 7 other basis until he or she has served a period of not less than 45 8 days in a county jail. In all cases in which probation is granted, 9 the court shall require as a condition thereof that the person be 10 confined in a county jail for at least 45 days. The court shall not 11 absolve a person who violates this subdivision from the obligation 12 of spending at least 45 days in confinement in a county jail.

In any accusatory pleading charging a violation of subdivision (b), if the defendant has been previously convicted two or more times of a violation of that subdivision, each of these previous convictions shall be charged in the accusatory pleading. If two or more of these previous convictions are found to be true by the jury, upon a jury trial, or by the court, upon a court trial, or are admitted by the defendant, the defendant shall be imprisoned in a county jail for a period of not less than 90 days and is not eligible for release upon completion of sentence, on probation, on parole, on work furlough or work release, or on any other basis until he or she has served a period of not less than 90 days in a county jail. In all cases in which probation is granted, the court shall require as a condition thereof that the person be confined in a county jail for at least 90 days. The court shall not have the power to absolve a person who violates this subdivision from the obligation of spending at least 90 days in confinement in a county jail.

In addition to any punishment prescribed by this section, a court may suspend, for not more than 30 days, the privilege of the person to operate a motor vehicle pursuant to Section 13201.5 of the Vehicle Code for any violation of subdivision (b) that was committed within 1,000 feet of a private residence and with the use of a vehicle. In lieu of the suspension, the court may order a person's privilege to operate a motor vehicle restricted, for not more than six months, to necessary travel to and from the person's place of employment or education. If driving a motor vehicle is necessary to perform the duties of the person's employment, the court may also allow the person to drive in that person's scope of employment.

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(1) (1) A second or subsequent violation of subdivision (j) is punishable by imprisonment in a county jail not exceeding one year, or by a fine not exceeding two thousand dollars (\$2,000), or by both that fine and imprisonment.

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- (2) If the victim of a violation of subdivision (j) was a minor at the time of the offense, the violation is punishable by imprisonment in a county jail not exceeding one year, or by a fine not exceeding two thousand dollars (\$2,000), or by both that fine and imprisonment.
- 10 (m) If a crime is committed in violation of paragraph (3) of 11 subdivision (b) and if the defendant knew or should have known 12 that the person who was solicited was a minor at the time of the 13 offense, or if a crime is committed in violation of paragraph (2) 14 of subdivision (b) and the person who was solicited was a person 15 posing as a minor and the person engaged in the solicitation had 16 specific intent to solicit a minor, the violation is punishable by 17 imprisonment in a county jail for not less than 72 hours and not 18 more than one year and by a fine not less than one thousand dollars 19 (\$1,000) and not exceeding ten thousand dollars (\$10,000). The 20 fine imposed shall be deposited in the treasury of the county in 21 which the offense occurred and used by the county to fund services 22 for victims of human trafficking. Upon a violation of this 23 subdivision, a person is not eligible for release upon completion 24 of sentence, on probation, on parole, on work furlough or work 25 release, or on any other basis until he or she has served a period 26 of not less than 72 hours 48 continuous hours in a county jail. In 27 all eases in which probation is granted, the court shall require as 28 a condition of probation that the person be confined in a county 29 jail for at least 72 hours. The court shall not absolve a person who 30 is governed by this subdivision from the obligation of spending at 31 least 72 hours in confinement in a county jail. The court shall order 32 that a person punished under this subdivision, who is to be 33 punished by imprisonment in the county jail, be imprisoned on 34 days other than days of regular employment of the person, as 35 determined by the court. If the court determines that 48 hours of 36 continuous imprisonment would interfere with the person's work 37 schedule, the court shall allow the person to serve the 38 imprisonment whenever the person is normally scheduled for time 39 off from work. The court may make this determination based upon

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a representation from the defendant's attorney or upon an affidavit 2 or testimony from the defendant.

SEC. 3. No reimbursement is required by this act pursuant to Section 6 of Article XIIIB of the California Constitution because the only costs that may be incurred by a local agency or school district will be incurred because this act creates a new crime or infraction, eliminates a crime or infraction, or changes the penalty for a crime or infraction, within the meaning of Section 17556 of the Government Code, or changes the definition of a crime within the meaning of Section 6 of Article XIIIB of the California Constitution.