JOSEPH W. FLETCHER (SBN 96813) CITY ATTORNEY RYAN O. HODGE (SBN 234047) DEPUTY CITY ATTORNEY CITY OF SANTA ANA 20 CIVIC CENTER PLAZA M-29 P.O. BOX 1988 SANTA ANA, CALIFORNIA 92702	MAR 1 0 2010 ALAN CARLSON, Clerk of the Court BY H. POTTER	
TELEPHONE: (714) 647-5201 FACSIMILE: (714) 647-6515 Attorneys for Amicus Curiae, CITY OF SA	NTA ANA	
APPELLATE DIVISION		
SUPERIOR COURT OF CALIFORNIA		
COUNTY OF ORANGE, CENTRAL JUSTICE CENTER		
PEOPLE OF THE STATE OF CALIFORNIA,) Case No.: SA137669PE Appellate No.: 30-2009-00329670	
Plaintiff / Respondent,) APPLICATION FOR LEAVE TO FILI) BRIEF AS AMICUS CURIAE	
vs.)	
PARK,)	
Defendant / Appellant.) }	
CITY OF SANTA ANA,		
Amicus Curiae.		
TO THE HONORABLE JOSEPH	INE S. TUCKER, ACTING PRESIDING	

JUDGE:

Pursuant to Rule 8.882(d) of the California Rules of Court, the CITY OF SANTA ANA (hereinafter referred to as the "City") hereby requests the permission of the Presiding Judge to file an amicus curiae brief. The proposed brief is attached herewith as Exhibit "1" and incorporated herein by this reference.

AMICI CURIAE

Applicant for leave to file brief as amicus curiae is the City. Counsel for the City authored the proposed amicus curiae brief in whole. No other person or entity participated in the drafting of the proposed amicus curiae brief or made a monetary contribution intended to fund the preparation or submission of the proposed amicus curiae brief.

INTEREST OF AMICI CURIAE

The City has a unique interest in this matter because the appeal presents a direct challenge to the legality of the City's automated red light photo enforcement camera system and procedures. As such, any decision by the Court will directly affect the City and its camera system. In fact, the underlying issue in this case is not only of great concern to the City, but also potentially affects other cities operating such systems.

NEED FOR FURTHER BRIEFING

The City has an interest in ensuring that California's statutory scheme governing red light cameras is properly interpreted and implemented. The California Supreme Court even recognized that the City of Santa Ana Police Department was a Real Party in Interest in a similar automated red-light photo citation case. (*People v. Fischetti; City of Santa Ana Police Department, Real Party in Interest*, 2009 Cal. LEXIS 2544 (Cal., Mar. 10, 2009), amending *People v. Fischetti*, 2009 Cal. LEXIS 1589 (Cal., Feb. 25, 2009). In *Fischetti*, the California Supreme Court specifically amended its order granting the City's petition for depublication by changing the case title and adding the City of Santa Ana Police Department as Real Party in Interest. (*Id.*)

In addition, the City is responsible for enforcement of California laws. Specifically, section 703(d) of the *Santa Ana City Charter* authorizes the City Attorney to prosecute misdemeanor offenses and infractions arising upon violations of the laws of the state on behalf of the people as in his opinion. The District Attorney was the prosecutor for the people in this case, but it is clear that City has a unique interest in the enforcement of these violations.

Dated: March 9, 2010

Further, the adversarial system requires briefing and oral argument by more than a single party in order to work properly. However, the District Attorney did not file a brief on behalf of the People in the instant matter. As such, the City's proposed amicus brief can assist the Court in deciding the matter because the City has the unique perspective of being able to present information and arguments directly bearing on these issues.

CONCLUSION

Based on the foregoing, the City respectfully requests that the Court grant the City's application for leave to file the proposed amicus curiae brief in the above-captioned matter.

Respectfully submitted,

JOSEPH W. FLETCHER City Attorney

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YAN O. HODGE eputy City Attorney

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EXHIBIT "1"

1	JOSEPH W. FLETCHER (SBN 96813)			
2	CITY ATTORNEY 2 RYAN O. HODGE (SBN 234047)			
3	DEPUTY CITY ATTORNEY			
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7				
8	APPELLATE DIVISION			
9	SUPERIOR COURT OF CALIFORNIA			
10	COUNTY OF ORANGE, CENTRAL JUSTICE CENTER			
11		·		
12	PEOPLE OF THE STATE OF CALIFORNIA.	Appellate No.: 30-2009-00329670 Case No.: SA137669PE		
13	Plaintiff / Respondent,))		
14	•	CITY OF SANTA ANA'S AMICUS CURIAE BRIEF		
15	VS.			
16	PARK,))		
17	Defendant / Appellant.			
18	CITY OF SANTA ANA,			
19	Amicus Curiae.))		
20)		
21	·			
22	TO DEFENDANT / APPELLANT AND THIS HONORABLE COURT:			
23	PLEASE TAKE NOTICE that Amicus Curiae, CITY OF SANTA ANA			
24	(hereinafter referred to as the "City") hereby submits the following Brief in response to			
25	Defendant / Appellant's, PARK (hereinafter referred to as			
26	"Appellant"), Opening Brief, and in advance of any appellate hearing in the above-			
27:	captioned matter.			
28	<i>III</i>			
	1			
	City of Santa Ana's Amicus Curiae Brief			

I. INTRODUCTION

The Appellant in the above-captioned matter was issued a Notice of Traffic Violation and Notice to Appear pursuant to the City's automated traffic enforcement system. The Appellant committed a violation of *Vehicle Code* section 21453(a), failure to stop at a red light, at the intersection of Bristol Street and Segerstrom Avenue in the City of Santa Ana. On May 27, 2009, after being presented with evidence regarding the violation, the court found the Appellant guilty of the alleged violation. Appellant now contends that the City did not comply with the warning notice and public announcement requirements of *Vehicle Code* section 21455.5(b), thus negating the legitimacy of the City's automated traffic enforcement system. However, as detailed below, the City has met each and every requirement, including the issuance of warning notices and public announcements, for its automated traffic enforcement system. Accordingly, the Appellate Division should uphold the reasonable and justified ruling of the underlying court to find the Appellant guilty of failing to stop at a red light.

II. FACTUAL AND PROCEDURAL BACKGROUND

On February 17, 2009, the City's automated traffic enforcement system captured Appellant failing to stop at a red light at the intersection of Bristol Street and Segerstrom Avenue in the City of Santa Ana, in violation of *Vehicle Code* section 21453(a). Subsequently, on February 23, 2009, a Notice of Traffic Violation and Notice to Appear was issued to the Appellant and filed with the Orange County Superior Court. Thereafter, Appellant sent a discovery request to the City, which the City responded to in a writing dated March 19, 2009. A true and correct copy of Appellant's discovery request and the City's response are attached herewith as Exhibit "A" and incorporated herein by this reference.

The matter proceeded to a court trial on May 27, 2009, before Commissioner Daniel M. Ornelas in Department C54. Santa Ana Police Department Officer Bell was present in court and testified for the People. After hearing testimony from Officer Bell, the court admitted and received People's Exhibits # 1, 2, 3, 4, 5, 6, 7, and 8 into

 evidence. In fact, according to the Docket Report, both parties stipulated as to the evidence being introduced and received into evidence. At the conclusion of arguments, the Court reviewed the photographs and video of the incident, and found the Appellant guilty of violating *Vehicle Code* section 21453(a), as charged in the original citation. See, Clerk's Transcript, p. 3-4.

After being found guilty at the court trial, the Appellant filed a Notice of Appeal on June 24, 2009. On August 13, 2009, the court held a hearing on the settled statement on appeal. Since Commissioner Ornelas was no longer available at that time, the hearing was held before Judge Erick L. Larsh in Department C55. Appellant did not appear at this hearing. However, Deputy City Attorney Ryan Hodge did appear at this hearing on behalf of the City. At the beginning of the hearing, the City made an oral Motion to Intervene as a Real Party in Interest, which was granted by Judge Larsh. In addition, since the Appellant was not present, Judge Larsh asked the City to prepare a proposed statement on appeal to present to the court, and continued the hearing until August 27, 2009. A true and correct copy of the Notice of Ruling and Notice of Continuance of Hearing on Statement of Appeal is attached herewith as Exhibit "B" and incorporated herein by this reference. At the continued hearing on August 27, 2009, Appellant was again not present, so the Court accepted and granted the Real Party in Interest City's proposed statement on appeal.

III. ARGUMENT

A. VEHICLE CODE SECTION 21455.5(b) DOES NOT REQUIRE 30 DAYS OF
WARNING NOTICES AND A PUBLIC ANNOUNCEMENT FOR EACH
INTERSECTION

Before operating an automated traffic enforcement system, a local agency must comply with *Vehicle Code* section 21455.5(b), which states in pertinent part that, "Prior to issuing citations under this section, a local jurisdiction utilizing an automated traffic enforcement system shall commence a program to issue only warning notices for 30 days. The local jurisdiction shall also make a public announcement of the automated

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traffic enforcement system at least 30 days prior to the commencement of the enforcement program." The City complied with these requirements when it made a public press announcement regarding the system on May 27, 2003, and issued warning notices for 44 days, prior to the inauguration of its automated traffic enforcement system.

i. STATUTORY ANALYSIS CONFIRMS THAT THE 30 DAYS OF WARNING
NOTICES AND PUBLIC ANNOUNCEMENT ARE ONLY REQUIRED AT
THE COMMENCEMENT OF THE OVERALL AUTOMATED TRAFFIC
ENFORCEMENT SYSTEM

It is well accepted law that, "the words of the statute must be construed in context, keeping in mind the statutory purpose, and statutes or statutory sections relating to the same subject must be harmonized, both internally and with each other, to the extent possible." *Dyna-Med, Inc. v. Fair Employment and Housing Commission* (1987) 43 Cal.3d 1379, 1387 (citations omitted).

The statutory scheme governing automated traffic enforcement citations makes several references to the "system." When used in *Vehicle Code* sections 21455.5 and 21455.6, the term "system" refers to overall coordination and installation of red light cameras throughout a city's jurisdiction. For example, *Vehicle Code* section 21455.6 states that, "A city council... shall conduct a public hearing on the proposed use of an automated enforcement system..." In addition, *Vehicle Code* section 21455.5(c) provides that, "Only a governmental agency, in cooperation with a law enforcement agency, may operate an automated enforcement system." Further, *Vehicle Code* section 21455.5(d) makes reference to "The activities listed in subdivision (c) that relate to the operation of the system."

In contrast, when referring to individual cameras that together make up the "system," the statutory scheme uses the term "equipment." For example, *Vehicle Code* section 21455.5(c)(2)(B) mandates that the "equipment" is regularly inspected. In addition, *Vehicle Code* section 21455.5(c)(2)(C) requires a city to ensure that the "equipment" is correctly installed, calibrated, and working properly.

By drawing a distinction between the "system" and "equipment" throughout the statutory scheme, it appears the Legislature intended the word "system" to refer to all the automated enforcement system "equipment" used by the governmental entity. This is consistent with generally accepted definitions of a "system" as "a regularly interacting or interdependent group of items forming a unified whole." See, Merriam-Webster's Collegiate Dictionary (10th ed. 1993) pg. 1194. This definition lends support for the position that "system" means the City's overall plan for the installation of red light cameras at designated intersections within its jurisdiction.

Vehicle Code section 21455.5(b) specifically requires that, "Prior to issuing citations under this section, a local jurisdiction utilizing an automated traffic enforcement system shall commence a program to issue only warning notices for 30 days. The local jurisdiction shall also make a public announcement of the automated traffic enforcement system at least 30 days prior to the commencement of the enforcement program." This code section does not state that the warning notice program or public announcement must be implemented when each camera comes on line at a given intersection, but rather only before issuing tickets under this section. In addition, the reference in the code section to the "system" rather than the "equipment," as analyzed above, is a clear indication that the intent was to require the warning notices at the commencement of the overall automated traffic enforcement system.

Nonetheless, Appellant still argues that the equipment at each intersection constitutes a separate system requiring the issuance of warning notices. If Appellant's logic was accepted, it would require the City to hold a public hearing and make public announcements before each additional intersection in the City could be brought on-line for automated traffic enforcement. However, there is nothing in the statutory language

¹ Appellant refers to other unreported rulings of the Appellate Division to support the proposition that *Vehicle Code* section 21455.5(b) requires warning notices be issued for a period of 30 days following the installation of each photo enforcement camera in the city rather than a 30 day warning period from installation of the overall automated traffic enforcement system. However, unreported decisions do not constitute binding precedent. Specifically, *California Rule of Court*, Rule 8.1115(a) states that, except in situations not relevant here, an opinion of a California Court of Appeal or superior court appellate division that is not certified for publication or ordered published must not be cited or relied on by a court or a party in any other action.

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that implies the Legislature intended such multiple hearings and announcements, or intended to require the City to provide warning notices for 30 days at each intersection after installation of an automated enforcement system has commenced. To the contrary, *Vehicle Code* section 21455.5(b) refers to "a public announcement," which implies a single rather than a series of announcements, hearings, and warning notices.

To further exemplify the absurdity of Appellant's statutory interpretation, according to Appellant's argument, the City cannot hold one public hearing and execute one contract for the installation of cameras, as authorized by *Vehicle Code* section 21455.6(a), but must instead hold as many public hearings and execute as many contracts as there are intersections to be incorporated into a city's automated traffic enforcement system.

As detailed herein, the statutory language clearly refers to the "system" as the overall automated traffic enforcement system, and not the "equipment" found at each intersection. As such, the City is only required to issue a public announcement and warning notices for 30 days after the implementation of the overall system, which the City did. Accordingly, the City complied with the warning notice and public announcement requirements of *Vehicle Code* section 21455.5(b).

ii. THE LEGISLATIVE INTENT IS SATISFIED BY THE ISSUANCE OF
WARNING NOTICES AND A PUBLIC ANNOUNCEMENT AT THE
COMMENCEMENT OF THE OVERALL AUTOMATED TRAFFIC
ENFORCEMENT SYSTEM

The primary goal of the automated traffic enforcement system is to change driver behavior, thereby reducing the number of red light violations, and the resulting number of right angle collisions, injuries, and deaths. The notion that the Legislature intended the public announcement and warning notice program to be implemented over and over again, long after a city has begun operation of the system, would frustrate the legislative purpose, not advance it.

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Appellant argues that the Legislative intent of the warning notice requirement was to educate commuters that the government intends to use automated traffic enforcement technology. However, the warning notices do virtually nothing to provide the general public with additional knowledge of the system because the only people that would even receive that information would be those few motorists who illegally run a red light during those 30 days.

Vehicle Code section 21455.5(a) also requires that a jurisdiction erect warning signs to alert drivers to the use of automated enforcement within the city. However, this sign requirement allows the city to choose one of two methods to warn motorists of the automated traffic enforcement system. The city will satisfy this requirement if either there are "signs that clearly indicate the system's presence and are visible to traffic approaching from all directions, or posts signs at all major entrances to the city. including, at a minimum, freeways, bridges, and state highway routes." Therefore, if a city chooses to post the signs announcing the program at the major entrances to the city. there is no requirement that each individual intersection be marked with signs. If, as Appellant contends, the Legislature intended a public announcement and warning notices to be issued over and over again at each intersection so as to provide to motorists warning of the camera's presence, then the same Legislature would have required warning signs at each intersection. However, the Legislature allows the posting of signs at major entrances to the city only, which defeats any argument that the Legislature intended that the public be educated as to each individual intersection where automated traffic enforcement equipment may be located.

The primary Legislative intent for allowing the implementation of automated traffic enforcement systems was to create safer roads. Such intentions do not mandate the issuance of a public announcement and warning notices at each intersection. Rather, the issuance of a public announcement and warning notices at the implementation of the automated traffic enforcement system only, satisfies the Legislative intent set forth in the subject code sections.

В.

iii. THE REJECTION OF A LEGISLATIVE AMENDMENT DOES NOT

PROVIDE ANY GUIDANCE ON STATUTORY INTERPRETATION

BECAUSE THE SPECIFIC REASON FOR REJECTION IS NOT KNOWN

The Legislature's rejection of Senate Bill 780, a proposed 2003 amendment that would have modified the law governing automated traffic enforcement citations issued under *Vehicle Code* section 21455.5, is cited in support of statutory interpretation. However, the Senate Bill 780 Bill Analysis does not shed any light on this warning notice issue. Even if it did, however, it is not possible to determine if the rejection of any proposed language evidenced a Legislative rejection of a link between the grace period and the installation of the city's first automated enforcement system, or alternatively, whether any proposed language was intended as a clarification of existing law which was rejected as unnecessary. Either way, the Legislative history is not dispositive.

Therefore, as detailed above, it is clear that the public announcement and 30 day warning period applies only to installation of the first intersection's camera in the overall automated traffic enforcement system. Since the City made a public press announcement regarding the system on May 27, 2003, and issued warning notices for 44 days prior to the initial issuance of actual citations pursuant to its automated traffic enforcement system, the City complied with the public announcement and warning notice requirement of *Vehicle Code* section 21455.5(b).

THE EVIDENCE PRESENTED AT TRIAL WAS SUFFICIENT AND ADMISSIBLE

During the underlying court trial in the above-captioned matter, Officer Mark Bell of the Santa Ana Police Department provided testimony regarding the City's automated traffic enforcement system, including the operation of the automated traffic enforcement system, posted signs identifying the system's presence, public hearings conducted by the City, public announcements by the City, and the alleged violation captured by the photo enforcement system. Standard Santa Ana Police Officer testimony in these red light camera prosecutions also includes that the officer received classroom and field training

detailing the function of the automated system and has been certified to operate the Redflex Smart-Cam System. Further, Officer Bell testified regarding the warning notices that the City issued for 44 days from May 18, 2003, through June 30, 2003, in satisfaction of *Vehicle Code* section 21455.5(b). Officer Bell submitted a document identified as Exhibit 4, which was a particular document regarding the City's automated traffic enforcement system that detailed the warning notices issued by the City.

Officer Bell also submitted Exhibit 3, a Declaration of Custodian of Records signed by an employee of Redflex in accordance with California Evidence Code section 1280 and Declaration of Technology signed by an employee of Redflex in accordance with Evidence Code section 1561, to lay a foundation for admission of the data obtained from the photo enforcement system. Appellant now makes a vague reference contesting the sufficiency of the testimony, even though the parties stipulated to the evidence being introduced at the time of the trial.

Simply put, the court properly admitted this evidence based upon the admissible testimony of the officer, who based on his in-class and field training qualified as an expert on the system pursuant to *Evidence Code* section 801. Therefore, the court had every right to consider his qualifications and determine the weight to be given to his testimony as the foundation for the evidence presented, which established the City's compliance with *Vehicle Code* section 21455.5(b).

With respect to the exhibits, even if considered a statement offered for the truth of the matter, and therefore hearsay, the documents qualify for the official records exception to the hearsay rule pursuant to *Evidence Code* section 1280. Evidence admissible under the official records exception is also admissible under *Evidence Code* section 1271, the business records exception. Unlike the business records exception, however, the official records exception permits the court to admit an official record without requiring a declaration or a witness to testify if the court takes judicial notice or if sufficient evidence shows the record was prepared in such a manner as to assure its trustworthiness.

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The documents were prepared by and within the Santa Ana Police Department in the course and scope of a public employee. In addition, the documents were prepared at or near the time of the introduction of the City's automated traffic enforcement system in order to detail the actions taken by the City to comply with statutory requirements for such a system. Accordingly, the Santa Ana Police Department, a public police agency, serving as the source of information and method and time of preparation confirms the trustworthiness of the documents, and were rightfully admitted into evidence by the underlying court.

Specifically focusing on Exhibit 3, this signed declaration was properly admitted under Evidence Code section 1271, the business records exception, and was also admissible under the official records exception pursuant to Evidence Code section 1280. Even though the records were prepared by the City's agent, Redflex, the sources of information and preparation of the documents indicate its trustworthiness. Evidence Code section 195 defines a public employee as an officer, agent or employee of a public entity, and therefore documents prepared by Redflex may be imbued with the trustworthiness of a public police agency so long as it is functioning as an agent of the government entity. See Imachi v. DMV (1992) 2 Cal.App.4th 809, 816-817 (trustworthiness indicia supplied by fact that private lab technician, acting on behalf of law enforcement agency, was reporting first hand observations as well as presumption of official duty regularly performed, citing Evidence Code section 664). Here, the officer's testimony established Redflex was acting as an agent for the City, and meets the chief foundation of the special reliability granted official and business records: that they are based on first hand observation of someone whose job it is to know the facts recorded. Redflex was acting as an agent for the City, and the admitted records possessed the special reliability granted official and business records. Thus, the evidence was not inadmissible hearsay and was properly admitted by the court.

As detailed herein, the evidence and testimony presented on behalf of the People 1 in the above-captioned matter provided sufficient foundation, and was thus properly 2 3 admitted into evidence by the underlying court. 4 THERE WAS NO ABUSE OF JUDICIAL DISCRETION 5 Appellant also makes a veiled reference to a contention that the trial court abused its judicial discretion. However, it is clear that the Court has judicial discretion over the 6 proceedings. In addition, as the ultimate trier of fact in a court trial, Commissioner Ornelas had the power and authority to make rulings regarding the line of questioning 8 and presentation of evidence in the matter. Accordingly, the court did not conduct any 9 judicial misconduct, as a result of making normal rulings in the course of the underlying 10 11 trial. 12 IV. CONCLUSION 13 Appellant does not present any argument that he did not violate Vehicle Code section 21453(a) for driving through a red light. Rather, Appellant is attempting to avoid 14 taking responsibility for his actions by presenting technical arguments regarding the 15 City's public announcement and warning notices. However, as detailed herein, the City 16 complied with all of the statutory requirements for the implementation of an automated 17 traffic enforcement system and, regardless, the weight of the evidence proved that 18 19 Appellant was guilty. 20 /// 21 ///

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DATED: March 9, 2010

Based on the foregoing arguments, the CITY OF SANTA ANA respectfully requests that the Appellate Division uphold the ruling of the underlying court as reasonable and legitimate by DENYING Appellant's instant appeal of the subject automated traffic enforcement system citation.

Respectfully submitted,

JOSEPH W. FLETCHER City Attorney

DYLASTO

Deputy City Attorney

Counsel for Amicus Curiae, CITY OF SANTA ANA

CERTIFICATE OF WORD COUNT

(Cal. Rules of Court, rule 8.883(b)(1))

The text of this petition consists of 3,240 words, as counted by the Microsoft Office Word 2007 word-processing program used to generate the brief.

DATED: March 9, 2010

RYAN O. INDOGE
Deputy City Attorney
Counsel for Amicus Curiae,
CITY OF SANTA ANA

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PROOF OF SERVICE (C.C.P. SECTION 1013(a), 2015.5)

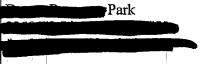
STATE OF CALIFORNIA, COUNTY OF ORANGE

I am employed in the aforesaid county; I am over the age of eighteen and not a party to the within action; my business address is 20 Civic Center Plaza, Santa Ana, California 92702.

On March 10, 2010, I served the foregoing document described as:

APPLICATION FOR LEAVE TO FILE BRIEF AS AMICUS CURIAE

in this action by placing a true copy thereof enclosed in sealed envelopes addressed as follows:



Anthony Rackauckas Orange County District Attorney P.O. Box 808 Santa Ana, CA 92701

Clerk of the Court
ORANGE COUNTY SUPERIOR COURT

700 Civic Center Drive West Santa Ana, CA 92701

Delivery to: Commissioner Daniel Ornelas

[] I caused to be delivered by courier, such envelope by hand to the office of the addressee(s).

[X] I am readily familiar with my employer's practice of collection and processing correspondence for mailing. Under that practice it would be deposited with U.S. Postal Service on that same day with postage thereon fully prepaid at Santa Ana, California in the ordinary course of business. I am aware that on motion of the party served, service is presumed invalid if postal cancellation date or postage meter date is more than one day after date of deposit for mailing in affidavit.

[] The document was transmitted by facsimile transmission and was reported as complete and without error.

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Executed on March 10, 2010, at Santa Ana, California.

Marcella Villaseñor