1) 5A 151929 PE () FI

SUPERIOR COURT OF CALIFORNIA COUNTY OF ORANGE CENTRAL JUSTICE CENTER

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JUL 2 - 2010

ALAN CARLSON, Clerk of the Court

Attorney for Defendant

PEOPLE OF THE STATE OF

CALHOON CHAPMAN

COLLINS

GREENE

TRUONG

SAAVEDRA

CALIFORNIA

PLAINTIFF

JAMES FI

DEFENDANTS

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) Case Nos. SA151929PE

) SA154656PE) SA153758PE

SUPERIOR COURT OF THE STATE OF CALIFORNIA

COUNTY OF ORANGE - CENTRAL JUSTICE CENTER

SA154550PE

SA154097PE SA154608PE

SA152672PE

) DEFENDANT'S MOTION TO) DISQUALIFY SANTA ANA CITY

) ATTORNEY AS PROSECUTOR FOR THE

PEOPLE OF THE STATE OF

CALIFORNIA.

) GOVERNMENT CODE \$\$100; 72193;

26500; 41803.5(a)

) PENAL CODE \$\$ 1424(b); 19.7;

684

) Date: July 21, 2010

) Time: 3:00 PM Dept. C52

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DEFENDANT'S MOTION TO DISQUALIFY SANTA ANA CITY ATTORNEY AS PROSECUTOR FOR THE PEOPLE OF THE STATE OF CALIFORNIA

TO THE ABOVE-ENTITLED COURT:

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The defendant in the above-entitled action moves this Court to exclude the City of Santa Ana as a party in this action and representative of The People of the State of California.

This motion is based on the following grounds:

- The city of Santa Ana is not a party to the action and its representative the Santa Ana City Attorney are not authorized to act as prosecutor for the People of the State of California.
- 2. The Santa Ana City Attorney as representative of the City of Santa Ana has an actual or perceived conflict of interest which prevents him from impartially representing the People of the State of California
- 3. The city of Santa Ana Police Department is not a party to the action and its representative the Santa Ana City Attorney, are not authorized to act as prosecutor for the People of the State of California.

This motion will be based on the attached memorandum of points and authorities, all papers filed and records in this action, the attached declaration, evidence taken at the hearing on this motion, and argument at that hearing.

Date: 7-1-10

Respectfully submitted,

R. Allen Baylis,

Attorney for Defendant

5A 151929PE

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MEMORANDUM OF POINTS AND AUTHORITIES

THE PEOPLE OF THE STATE OF CALIFORNIA IS THE PLAINTIFF AND REPRESENTIVE OF THE PEOPLE IN THIS CASE.

Penal Code § 684, provides, "A criminal action is prosecuted in the name of the people of the State of California, as a party, against the person charged with the offense." (See also Government Code § 100.) By law, the People are thus the real party in interest in every criminal prosecution. "In criminal matters, the parties are the defendant and the People of California. The arresting law enforcement agency is not a party." (People v. Punzalan (2003) 112 Cal.App.4th 1307, 1310; see also Department of Corrections v. Superior Court (1988) 199 Cal.App.3d 1087, 1092 n. 2: "The adverse party in these criminal proceedings is the People of the State of California, not ... a third party...".) Not even a victim of crime has standing to challenge judicial determinations made with regard to a criminal defendant. (Dix v. Superior Court (1991) 53 Cal.3d 442, 454.) (See also People v. Parriera (1990) 273 Cal.App.2d 275, 282) Neither the Legislature nor the Judicial Council has authorized such third party participation, and there is no compelling reason for this court to do so.

The Court in People v. Dehel stated:

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"The district attorney of each county is the public prosecutor, vested with the power to conduct on behalf of the People all prosecutions for public offenses within the county. (Gov.Code, § 26500) Subject to supervision by the Attorney General (Cal. Const., art. V, § 13; Gov.Code, § 12550), therefore, the district attorney of each county independently exercises all the executive branch's discretionary powers in the initiation and conduct of criminal proceedings. People v. Dehle (2008) 166 Cal.App4th 1380, 1387 (Internal citations omitted)

Government Code §26500 states:

The district attorney is the public prosecutor, except as otherwise provided by law.

The public prosecutor shall attend the courts, and within his or her discretion shall initiate and conduct on behalf of the people all prosecutions for public offenses.

Courts have held that the District Attorney has discretion as to whether or not to attend and prosecute traffic infraction trials. (See People v. Carlucci 23 Cal.3d 249, People v. Daggett 206 Cal.App.3d Supp. 1, and People v. Kottmeier 220 Cal.App3d 602) However, no case has held that a City Attorney can step in to assume the prosecution of traffic infraction trials on an ad hoc basis.



The Attorney General in response to a request from the Los Angeles District Attorney for clarification of the District Attorney's duties relating to municipal code violations stated the following:

It is the duty of the district attorney to file complaints and prosecute misdemeanor violations of state statutes in incorporated or chartered cities of the county when there is no city prosecutor or officer charged with the duty of prosecuting misdemeanor offenses, or when the city prosecutor or such officer is disqualified or for some reason is unable to prosecute such actions or when such statutes are not being uniformly or adequately enforced. As to prosecutions of city ordinances, that is a municipal affair; and if the city prosecutor or such officer is to prosecute all cases of this character none can remain which are to be conducted by the district attorney. (20 Op.Atty.Gen. 234)

ABSENT ESTABLISHMENT OF A CITY PROSECUTOR'S OFFICE BY CITY CHARTER, GOVENRMENT CODE \$72193 DOES NOT AUTHORIZE CITY ATTORNIES TO PROSECUTE VIOLATIONS OF STATE LAW.

Government Code §72193 reads as follows:

72193. Whenever the charter of any city creates the office of city prosecutor, or provides that a deputy city attorney shall act as city prosecutor, and charges such



 law, of prosecuting misdemeanor offenses
arising out of violations of state laws, the
city prosecutor may exercise the following
powers:

(a) The city prosecutor shall prosecute

prosecutor with the duty, when authorized by

(a) The city prosecutor shall prosecute all such misdemeanors committed within the city, and handle all appeals arising from it. The city prosecutor shall draw complaints for such misdemeanors, and shall prosecute all recognizances or bail bond forfeitures arising from or resulting from the commission of such offenses.

It is settled law that, absent specific authority pursuant to a city charter only the District Attorney has the authority to prosecute violations of state law. And, if the city has established a City Prosecutor's Office, it must prosecute all misdemeanor and infraction cases arising within the city.

"Here are two classes of cases which it is, or may become, the duty of the prosecuting attorneys to conduct on behalf of the people: First, those involving a violation of the state law or a county ordinance; second, those involving a violation of the city law (charter or ordinance). The prosecution of the first class of offenses cannot be said to be any part of the duty of the municipality. The offenses are



created general state law or county ordinance, and are punishable under such law or ordinance whether committed within or without the limits of a municipality. The burden of so prosecuting is to be assumed by the state or the counties into which the state is, for governmental purposes, subdivided, and it has, in fact, always been so assumed in this state." City of Merced v. County of Merced (1966) 240 Cal.App.2nd 763, 799, citing Fleming v Hance (1908) 153 Cal 162 168 94 P 620 622 "The duties thus uniformly imposed upon county officers do not become municipal in character merely because they are to be exercised within the limits of a city. The prosecution of offenses against the state law or a county ordinance not being, then, a municipal duty, the Legislature cannot impose the cost of performing this function upon the city." Merced at 766-767.

The Court in *People v. Menveg* confirmed that City Prosecutors are not authorized to prosecute state law offenses unless the city has established a City Prosecutors office and undertaken the responsibility of prosecuting all state law misdemeanor (and infraction) cases arising within the city. *People v. Menveg* 226 Cal.App.2d 569, 571-574

Again citing the Attorney General's Opinion:

Some distinction should be made between

violations of city ordinances and state penal laws.

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DEFENDANT'S MOTION TO DISQUALIFY SANTA ANA CITY ATTORNEY AS PROSECUTOR FOR THE PEOPLE OF THE STATE OF CALIFORNIA

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The prosecution of violations of city ordinances is a municipal affair, and if the city prosecutor is to prosecute all cases of this character, none can remain which are to be conducted by the district attorney But the prosecution of offenses committed in violation of the state penal laws is a state affair. While a provision of a city charter may be paramount to state law as to municipal affairs, it is not paramount as to matters of state concern. (20 Op.Atty.Gen. 234, 236)

The Santa Ana City attorney may point to Government Code \$41803.5(a), which states:

With the consent of the district attorney of the county, the city attorney of any general law city or chartered city within the county may prosecute any misdemeanor committed within the city arising out of violation of state law. This section shall not be deemed to affect any of the provisions of Section 72193.

However, §41803.5(a) merely states that if a city is to establish a City Prosecutor's officer so as to take on the duty to prosecute violations of state law pursuant to \$72193, it must first gain the consent of the District Attorney. This does not allow the City Attorney to prosecute state law violations on an ad hoc basis by simply getting the consent from the District Attorney. It is subject to the provisions of \$72193.



There is clearly a distinction between prosecutions of violations of state law versus violations of municipal law. Where violations of state law are concerned, the state has an interest in assuring that state law is applied uniformly. This is accomplished by making the various County District Attorneys subordinate to the Attorney General. Allowing City Attorney's to prosecute violations of stat law would frustrate the constitutional and statutory measures put in place in order to assure uniform application of state law.

Penal Code §19.7:

Except as otherwise provided by law, all provisions of law relating to misdemeanors shall apply to infractions including, but not limited to, powers of peace officers, jurisdiction of courts, periods for commencing action and for bringing a case to trial and burden of proof.

Since Penal code \$19.7 provides that the laws pertaining to misdemeanor also apply to infractions, Government Code \$72193 and Penal Code \$684 must also apply to the prosecution of state law infractions arising within the city of Santa Ana.

THE CITY ATTORNEY CANNOT ACT AS PROSECUTOR FOR THE PEOPLE OF THE STATE OF CALIFORNIA UNLESS HE HAS BEEN DULY AUTHORIZED BY THE DISTRICT ATTORNEY AND TAKEN THE OATH OF OFFICE FOR THE POSITION OF DISTRICT ATTORNEY

In this matter, the District Attorney has chosen not to act in the prosecution of the case. The District Attorney cannot simply allow the City Attorney to step in to prosecute a case on behalf of the People absent a formal agreement and swearing in of the City Attorney as a Deputy District Attorney. In order for the City Attorney to be legally authorized to act as prosecutor for the People, he would have to have taken the oath of office for the position of Deputy District Attorney pursuant to Government Code \$1363(a)(2). Additionally, a District Attorney is deemed to be under the supervision of the Attorney General (Govt. Code \$12500). If the City Attorney were sworn in as a Deputy District Attorney, he would then be subject to the supervision of the Orange County District Attorney, and ultimately, the Attorney General. There has been nothing presented to this court to suggest that anyone in the Santa Ana City Attorney's has met the requirements necessary to act as prosecutor on behalf of the People of the State of California, so as to be legally authorized to prosecute violations of state law.

DISQUALIFICATION OF THE CITY ATTORNEY AS PROSECUTOR IS PROPER DUE TO ACTUAL OR PERCEIVED CONFLICT OF INTEREST.

The California Supreme Court decision in *People v. Superior Court (Greer)* (1977)19 Cal.3d 255, stands for the proposition that a government attorney, like a public prosecutor, must be absolutely neutral. (Clancy 39 Cal.3d at pp. 746-747.) In *Greer*, the defendants sought the disqualification of the district



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attorney on the ground that a conflict of interest existed because the victim's mother was employed in the district attorney's office. (Greer, supra, 19 Cal.3d at p. 259.) Our Supreme Court affirmed the trial court's order disqualifying the district attorney because the prosecutor might have an "emotional stake" in the case that could "disturb his exercise of impartial judgment in pretrial and trial proceedings." Id. at p. 270.)

The Greer court's analysis of the disqualification issue was based upon the defendant's fundamental due process right not to be deprived of liberty without a fair trial and the prosecutor's obligation "to respect this mandate." (Greer, supra, 19 Cal.3d at p. 266.) "The prosecutor is a public official vested with considerable discretionary power to decide what crimes are to be charged and how they are to be prosecuted. [Citations.] In all his [or her] activities, his [or her] duties are conditioned by the fact that he [or she] "is the representative not of any ordinary party to a controversy, but of a sovereignty whose obligation is to govern impartially... and whose interest, therefore, in a criminal prosecution is not that it shall win a case, but that justice shall be done...' [Citations.]" (Ibid.; see People v. Fierro (1991) 1 Cal.4th 173, 208 [3 Cal. Rptr. 2d 426, 821 P.2d 1302].)

In Greer, our Supreme Court also recognized that the requirement of prosecutorial impartiality arose from the prosecutor's discretionary powers. "[I]t is precisely because



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the prosecutor enjoys such broad discretion that the public he [or she] serves and those he [or she] accuses may justifiably demand that he [or she] perform his [or her] functions with the highest degree of integrity and impartiality, and with the appearance thereof." (Greer, supra, 19 Cal.3d at pp. 266-267.) Thus, the "advantage of public prosecution is lost if those exercising the discretionary duties of the district attorney are subject to conflicting personal interests which might tend to compromise their impartiality. In short, the prosecuting attorney '"is the representative of the public in whom is lodged a discretion which is not to be controlled by the courts, or by an interested individual. ..." ' [Citation.]" (Id. at p. 267.) In Hambarian v. Superior Court, 27 Cal.4th 826, our Supreme Court also addressed the issue of prosecutorial neutrality. The court considered the merits of the defendant's motion to disqualify the district attorney's office on the ground that the district attorney had accepted the services of a forensic accountant who was compensated by the victim, the City of Orange. (Id. at p. 829.) Under Penal Code section 1424, a motion to disqualify a prosecutor on the ground of conflict of interest may not be granted unless "the evidence shows that a conflict of interest exists that would render it unlikely that the defendant would receive a fair trial." (Pen. Code, § 1424, subd. (a)(1).) The court recognized, as it did in Greer, that a public prosecutor is required to "act in an impartial manner" because he or she has "broad discretion over the entire course of the criminal proceedings" (Hambarian, supra, 27 Cal.4th at pp. 839-840.) Accordingly, the Hambarian court determined that the



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proper test for a disqualifying conflict of interest under Penal Code section 1424 is whether "the prosecutor's discretionary decision making has been placed within the influence or control of an interested party." (27 Cal.4th at p. 841, fn. omitted.) Review of these California Supreme Court cases clarifies that a public prosecutor may be disqualified if a case-by-case review of the factual circumstances surrounding the claimed conflict of interest indicates that "the prosecutor's discretionary decision making has been placed within the influence or control of an interested party" (Hambarian, supra, 27 Cal.4th at p. 841), or is subject to "conflicting personal interests" (Greer, supra, 19 Cal.3d at p. 267). Thus, the test for a disqualifying conflict of interest may be stated as follows: where the factual circumstances in a case indicate that the public prosecutor's discretionary decision making is not likely to be impartial, the standard of neutrality has been violated and the prosecutor may be disqualified.

The City of Santa Ana sought to intervene as a Real Party in Interest in the appeal in *People v. Khaled*. The motion to intervene was denied, but the Appellate Division allowed the City to submit an Amicus brief in the case. The Santa Ana City Attorney, in his Application for Leave to File Brief as Amicus Curiae stated the City's interest as follows:

"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

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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."

In this case, we have the Santa City Attorney, who represents the City and protects the red light photo enforcement program from attack, seeking also to prosecute defendants charged with running a red light based on evidence obtained through the use of its automated enforcement system. Given the mandate that a public prosecutor must remain free of the influence of third parties in the administration of justice, it is clear that the City Attorney has a real, not just apparent, conflict of interest in this case. While attempting to act as prosecutor for the State, the City Attorney is influenced in his prosecutorial discretion by an interested third party, The City of Santa Ana. This is further illustrated by the fact that the City Attorney has, up to this point, only attempted to intervene in red light camera cases; and only those cases where the defendant has retained this defense attorney. Clearly, the City Attorney's prosecutorial discretion is being exercised in a discriminatory manner.

Additionally, the City has a strong financial interest in the prosecution of these cases. It must operate its system in such a way as to maintain a minimum number of convictions per month in order to avoid a revenue shortfall. This is necessary



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because, even though the City Attorney asserts that the contract with Redflex calls for a "flat fee" payment to Redflex, Section 26(a) of the agreement allows for the renegotiation of the fee should the City fail to recover its cost of operating the system due to low conviction rates. Section 26 (a) reads as follows:

a. Beginning no less than six (6) months after the Operational Period commences following the installation of the last contracted for Redflex System, if the City determines it is unable to recover it's costs incurred in the Operation of the Redflex System as identified in Section 10-Compensation, based on a bi-annual review process to ensure received revenue provides for sufficient cost recovery, the City shall have the option to renegotiate the Compensation amount as listed in Section 10 of this agreement.

This places the City in a position of operating the system, and the City Attorney in a position of prosecution of these cases, with a goal of maintaining a minimum level of revenue necessary to avoid causing discord with the contractor, and interested third party, Redflex.

In applying the standards of the prosecutor's impartiality mandated by our Supreme Court in Greer to the facts presented in these cases, it becomes clear that the City Attorney has a conflict and is influenced by interested third parties.

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CONCLUSION

In this case, the Santa Ana City Attorney is attempting to undertake the prosecution of a charge of violation of Vehicle Code \$21543(a), a violation of a general state law. The City Attorney cannot lawfully represent the People of the State of California in this action.

Additionally, the City of Santa Ana is not a party to this action but rather has a pecuniary interest in this defendant's conviction and universally higher conviction rates for AES Citations. As an advisor to the City of Santa Ana, City Attorney's scope of representation directly conflicts with the notion of prosecutorial neutrality to do justice by the exercise of discretionary decision making outside the influence of the interested entity (Santa Ana). This become perfectly clear when one considers the fact that the City of Santa Ana has a contract with Redflex Traffic Systems, Inc. to provide equipment and services in these AES cases. As such, the City Attorney must represent the City in negotiating the terms of such contracts, and represent the City in the event of a dispute regarding the contract. Furthermore, The City has a significant financial stake in seeing that defendant's in these AES cases are found guilty, given the fact that the city is obligated to pay Redflex nearly \$6000 per month for it's services in performance on the Santa Ana/Redflex contract. This conflict cannot be resolved ethically and as such in this case, and in all cases similarly situated, the City Attorney cannot impartially represent the

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people of the State of California as a prosecutor seeking justice.

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The conflict of interest presented by the City Attorney acting a prosecutor for the People of the State of California is easily resolved. All that is necessary is to have the Orange County District Attorney fulfill his duty to prosecute as he certainly may do. While the District Attorney need not be present in all traffic infraction trials, where the defendant's right to a fair trial and due process are at risk, the court should either require that the District Attorney act as prosecutor or, in the interest of expeditious and simplified disposition of these infraction matters, conduct the trial without a prosecuting attorney. (See People v. Carlucci (1979) 23 Cal.3d 249, 257)

For all the foregoing reasons, this Court should grant defendant's motion and disqualify the city of Santa Ana's City Attorney as prosecutor for of these alleged violations of state law on behalf of the People of the State of California.

Dated 7-1-10

Respectfully submitted:

Attorney for Defendant

5A 151929PE

PROOF OF SERVICE

STATE OF CALIFORNIA, COUNTY OF ORANGE

THE UNDERSIGNED DECLARES AS FOLLOWS:

Santa Ana City Attorney's Office

I AM EMPLOYED IN THE County of Orange, State of California. I am over the age of eighteen and not a party to the within action. My business address is 9042 Garfield Ave., Suite 306, Huntington Beach, CA 92646, County of Orange, State of California.

Orange County District Attorney

On July 2, 2010, I served the following documents describe as:
DEFENDANT'S MOTION TO DISQUALIFY SANTA ANA CITY ATTORNEY AS
PROSECUTOR FOR THE PEOPLE OF THE STATE OF CALIFORNIA Citations:
SA151929PE SA154656PE SA153758PE SA154550PE SA154097PE SA154608PE
SA152672PE, Addressed as follows:

20 Civic Center Plaza M-29 P.O. Box 1988, Santa Ana, CA 92702	700 Civic Center Drive West Santa Ana, CA 92701
By Placing the true copies therecattached mailing list.	of enclosed in sealed envelope addressed as stated on the
(BY MAIL) I caused such envelounited States Mail at Huntington Be	ope(s) with postage fully prepaid thereon to be placed in the each, California.
(BY PERSONAL SERVICE) I clisted above.	aused such envelope to be hand-delivered to the address
(BY FACSIMILIE MACHINE) to the above named person(s) at the	I caused the above-referenced document(s) to be transmitted following telecopier number:
mailing. It is deposited with U. S. Pobusiness. I am aware that on motion	practice of collection and processing correspondence for ostal Service on the same day in the ordinary Course of a of party served, service is presumed invalid if postal ate is more than one (1) day after date of deposit for mailing
I declare under penalty of perjury unand correct.	der the laws of the State of California that the above is true
Executed on July 2, 2010 at	, California.
	R Allen Baylis