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	Superior Court Of California County Of Los Angeles
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	ByDeputy Claudia Esocitval
APPELLATE DIVISION OF THI	E SUPERIOR COURT
STATE OF CALIFORNIA, COUN	TY OF LOS ANGELES
THE PEOPLE OF THE STATE OF CALIFORNIA,) BR 053255
Plaintiff and Respondent,) Santa Clarita Trial Court
V.) No. 6SC00433
VICTIMS DEMETRIUS CRUMP et al.,	2
Appellants.	OPINION
INTRODUCT	ION
On February 2, 2016, the People filed a four-c	ount misdemeanor complaint against
defendant Southern California Gas Company related t	o a natural gas leak that occurred at
defendant's Aliso Canyon/Porter Ranch gas storage f	acility in October 2015. Defendant was
charged with failing to timely report the release of ha	zardous materials to the California
Emergency Management Agency and to the unified p	orogram agency (Health & Saf. Code,
§ 25510, subd. (a)), ¹ count 1); failing to report the ga	s leak to the forester and fire warden (L
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¹ "(a) Except as provided in subdivision (b), the ha representative, agent, or designee of a handler, shall, upor	discovery, immediately report any release
epresentative, agent, or designee of a handler, shall, upor hreatened release of a hazardous material to the unified p	

accordance with the regulations adopted pursuant to this section. The handler or an employee,
 authorized representative, agent, or designee of the handler shall provide all state, city, or county fire or
 public health or safety personnel and emergency response personnel with access to the handler's
 facilities." (Health & Saf. Code, § 25510, subd. (a).)

County Code, § 12.56.030, count 2); failing to report the leak to the administering agency and to the California Emergency Management Agency (former Cal. Code Regs., tit. 19, § 2703, subd. (a), count 3); and discharging air contaminants (Health & Saf. Code, § 41700, subd. (a), count 4).

The parties entered into a plea agreement whereby defendant pled no contest to count 1, and the remaining counts were dismissed. Porter Ranch resident Demetrius Crump and other victims of the leak ("the Victims") filed a motion with the court seeking to set aside the plea and to order victim restitution, which the court denied. The Victims appeal from the trial court's denial of their motion.

In the first instance, this appeal presents the question of whether the rights afforded to crime victims under the state Constitution and implementing statutes include initiation of an appeal of a substantive order issued in a criminal case. As explained below, we conclude the Victims lack standing to pursue the appeal. However, we do find the Victims have a right to seek a writ of mandate concerning the denial of their motion. We, therefore, treat the Victims' appeal as a petition for a writ compelling the trial court to vacate its order denying their motion to vacate the plea agreement and grant restitution and to issue an order granting their motion. As the Victims did not establish below that any economic losses they sustained resulted from the criminal conduct for which defendant was convicted, we deny the petition.

BACKGROUND

The Settlement Agreement

On September 12, 2016, the People notified Paul Kiesel, liaison counsel for Victims/plaintiffs in the separate coordinated civil and class action cases filed as a result of the gas leak, of the settlement agreement reached by the People and defendant and that the agreement would be presented to the court for its consideration the next day.

On September 13, 2016, the court called the matter for a plea hearing. Under the terms of the negotiated plea, defendant was required to plead no contest to count 1 and to pay at sentencing a fine of \$75,000, which represented the maximum fine of \$25,000 for each of the three days it failed to report the gas leak (see Health & Saf. Code, § 25515.3, subd. (a)).

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Defendant would also pay at sentencing "all mandatory fines and fees as required by the court, including any restitution fine to the State Restitution Fund ordered pursuant to Penal Code [s]ection 1202.4." The plea agreement did not require defendant to make restitution to any person for any economic loss suffered as a result of defendant's conduct.²

The court signed the settlement agreement, accepted defendant's plea, and found defendant guilty of count 1.

The Sentencing Hearing and Victims' Motion to Withdraw Plea Agreement

On October 18, 2016, the Victims, represented by the Parris Law Firm and Panish Shea & Boyle, LLP, filed a request for withdrawal of the plea agreement. In the motion, they argued the plea should be withdrawn because it violated the Victims' Bill of Rights Act (Marsy's Law) by failing to give the Victims reasonable notice prior to the disposition of the case. They maintained that the plea agreement, which relieved defendant of paying restitution under counts 2 through 4, violated their constitutional right to restitution, and the failure to take a *Harvey*³ waiver on the dismissed count 4 required withdrawal of the plea. They also requested to be heard on their claims for restitution before the court accepted the plea agreement or sentenced defendant.

The People and defendant filed their respective oppositions to the Victims' motion, arguing, inter alia, they complied with Marsy's Law because Kiesel had been notified of the proposed settlement; the Victims still had the right to be heard regarding restitution at the sentencing hearing; there was no right to restitution because there were no direct victims with respect to count 1; there was no right to restitution on dismissed count 4 without a *Harvey* waiver; the prosecutor properly exercised her discretion in reaching the plea agreement, as it was in the best interest of the public at large; and the trial court properly approved the settlement.

²The negotiated plea required defendant to make substantive and costly improvements at the facility and to implement policies and procedures to minimize any future occurrences of the problems that led to the criminal charges.

³People v. Harvey (1979) 25 Cal.3d 754 (Harvey).

The Victims filed their reply on November 28, 2016, arguing a restitution order was required for count 1 because it was transactionally related to count 4.

On November 29, 2016, the matter was called for a sentencing hearing. The court asked if there was "any legal cause why judgment should not be pronounced." Attorney Brian Panish stated he was appearing on behalf of 7,225 victims. He argued "any sentence without an award of restitution would be invalid and unconstitutional," and the court could "correct" this defect by making a finding count 1 (failure to report) was transactionally related to dismissed count 4 (emission of hazardous gases). Alternatively, the court could "give the defendant an opportunity to give a *Harvey* waiver" as to count 4.

Attorney R. Rex Parris also appeared and argued the trial court did not need a *Harvey* waiver to impose restitution in the matter because counts 1 and 4 were transactionally related, and it could "order full and complete restitution for every victim . . . whose health was compromised, whose property values compromised because of the world's worst gas blowout in history."

The court invited the individual victims to offer statements. Six of them spoke in open court about the injuries they and their families suffered and the property damage they sustained as a result of the gas leak.⁴

⁴Maureen Capra stated she had been a Porter Ranch resident for over 42 years and for "all those years" her health and the health of her daughter and granddaughter had been damaged; she also stated her house required cleaning and painting because of the leak.

Danielle Rabadi indicated when the gas leak occurred, she and her husband left their home in Porter Ranch and moved in with her in-laws. But because of her work, friends, and family, she often returned to Porter Ranch and the exposure to the toxic elements would cause her to have headaches and rashes.

Christine Katz informed the court that she and her family moved because the leak had caused her family to be ill, sold their dream home at a loss, and were forced to get rid of all their possessions because of "the oily residue that wouldn't come off." Their relocation to Newbury Park negatively impacted their commute to jobs and schools.

Matthew Pakucko stated he and his girlfriend suffered heart palpitations and nose bleeds, respectively, because of the leak. He operated a recording studio out of his house, but, due to the leak, his business was "all but dead."

Gui Niizawa stated that during "the peak of this blowout in November," his son, Evan, stopped breathing, and the following February, Evan passed away.

Elena Semper voiced her concern that the gas leak had affected the entire San Fernando Valley because the blowout stretched five miles and there were "constant fugitive releases."

The prosecutor argued, among other things, that there is no right to restitution on count 1 and that the Victims conceded as much by arguing for restitution based on the facts underlying count 4. The prosecutor also asserted counts 1 and 4 were not transactionally related and, therefore, count 4 could not serve as a basis for restitution on count 1. She maintained an entity could timely report a leak and still cause a public nuisance or, conversely, fail to report a leak but not create a public nuisance.

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Manuel Abascal, the attorney for defendant, citing to Dix v. Superior Court (1991) 53 Cal.3d 442 (Dix), asserted the Victims lacked standing to demand a withdrawal of the plea or "to compel a prosecution" on count 4, and the court had no basis to "substitute its judgment for the reasons articulated by the District Attorney's Office." He also argued that in a nonprobationary context, such as the instant case, there would be no basis to impose restitution on count 1 because the Victims were not "direct victims" of defendant's failure to report a leak. as "[t]he offense was not directed at any individuals." He noted a Harvey waiver could not be compelled and "the transactional relation" argument did not apply to this case. He cited to People v. Guevara (1979) 88 Cal.App.3d 86, as a "good example" of using transactional relationship between counts for purposes of sentencing enhancement.

Parris responded to the People's argument that the Victims had conceded there was no basis to award restitution on count 1. He stated, "We are not conceding that there is no restitution for the three days. Presumably the requirement that you report to the regulatory agencies, the release of these substances requires a truthful, an accurate report as to what's being released. If the victims of Porter Ranch had known immediately that Benzene. Fluorocarbons, ... were ultimately disclosed as being released in those three days, I can tell you that there's nobody in this courtroom that wouldn't have packed up their children and left immediately. These are known carcinogens. There is no safe amount. There was hydrogen sulfide that was put onto these homes, if nothing else. [9] During those three days, there's a consequence. The extent of that [sic] economic consequences is something the court has to 26 decide. But a good argument can be made for the fact that had they done their duty, had they followed the law, had they reported exactly what they released into the environment, all of this 28

damage would have been prevented because I think the health department . . . would red tag all those houses. It was that dangerous. So they do not get to say three days has no value in what occurred and has no economic loss. That's ludicrous."

After having heard and considered the parties' arguments and the individual Victims' statements, the court approved the plea agreement. In its written order, the court stated, although the Victims' Bill of Rights and its implementing statutes gave the Victims limited "standing" to intervene in a criminal action to assert their rights to notice, to be heard, and to restitution for losses resulting from the crime of which the defendant was *convicted*, these limited rights did not confer on the Victims general standing to intervene in the settlement negotiations or to otherwise assert the right to restitution in connection with a *dismissed* charge (count 4) pursuant to the negotiated disposition. The court found it could not order restitution by imposing a *Harvey* waiver because any waiver of the protection against orders for restitution as to the dismissed counts had to be voluntary. Regarding the disposition for count 1, the court indicated there was no basis for restitution because there was no "obvious causation." It stated, "The delay in the defendant's required notifications to various authorities upon discovery of the gas leak did not cause the damage occasioned by the leak; the damage would have occurred with or without the timely notification."

The court noted it was "treating the 'motion' as a demand for the victims to be heard," and found the People had complied with their duty under Marsy's Law to give notice to the Victims prior to the disposition of the case.⁵ The court added the Victims had "conflated" their right to notice and to be heard with "the concept of standing as it relates to full participation in the determination of the outcome of a case in all its aspects." Therefore, as to all other relief

⁵In its written order, the court stated, "The Court finds that the People have complied with Marsy's Law (Cal. Const., art. I, § 28, subd. (b)(6)), by notifying prior to the taking of the plea, Paul Kiesel, liaison counsel for what is represented to this Court as approximately 86 law firms involving approximately 212 coordinated lawsuits under a Judicial Council Coordinated Proceeding order (JCCP 4861), currently in Department 311, of this Court. The appearance by motion of various counsel, each representing multiple individual potential victims in this case, and the Court's unusual step of directly sending out timely notices to counsel for all who have appeared setting a hearing date for victim input, together with the People's initial notice to coordination counsel in the civil actions, satisfies the notice requirements at issue."

requested by the Victims—"to vacate the plea, require restitution other than what is contained within the written agreement of the parties, retain jurisdiction over restitution or, in the alternative, to impose a *Harvey* waiver as a condition of the plea"—the motion was denied. The instant appeal of the court's order denying the Victims' motion for restitution

DISCUSSION

The Victims contend they have a recognized right under the California Constitution and Penal Code section 1204.4 to restitution for losses sustained as a result of defendant's criminal conduct and, therefore, they necessarily have a corresponding right to appeal the court's order denying them restitution.

California Constitution and Penal Code Section 1202.4

In 1982, Proposition 8, the Victims' Bill of Rights, was enacted. It amended the California Constitution to codify a number of rights for victims. (Cal. Const., art. I, § 28.) The right to restitution was among those rights guaranteed. (Cal. Const., art. I, § 28, subd. (b).) In 2008, the voters adopted Proposition 9, known as Marsy's Law and, as amended, article I, section 28 of the California Constitution (hereafter "Section 28") lists 17 specific "rights to which a victim is entitled '[i]n order to preserve and protect [the] victim's rights to justice and due process.' [Citation.]" (See *People v. Hannon* (2016) 5 Cal.App.5th at p. 100.) "Section 28, subdivision (b)(13)(A), describes the right to restitution in language similar to the 1982 enactment, stating 'It is the unequivocal intention of the People of the State of California that all persons who suffer losses as a result of criminal activity shall have the right to seek and secure restitution from the persons convicted of the crimes causing the losses they suffer.'" (*Ibid.*)

Pertinent to this appeal, Section 28, subdivision (b), provides, in relevant part: "In order to preserve and protect a victim's rights to justice and due process, a victim shall be entitled to the following rights: $[\P] \dots [\P]$ (6) To reasonable notice of and to reasonably confer with the prosecuting agency, upon request, regarding, the arrest of the defendant if known by the prosecutor, the charges filed, the determination whether to extradite the defendant, and, *upon*

followed.

request, to be notified of and informed before any pretrial disposition of the case. $[\P] \dots [\P]$ (8) To be heard, upon request, at any proceeding, including any delinquency proceeding, involving a post-arrest release decision, *plea*, *sentencing*, post-conviction release decision, or any proceeding in which a right of the victim is at issue. $[\P] \dots [\P]$ (13) To restitution. $[\P]$ (A) It is the unequivocal intention of the People of the State of California that all persons who suffer losses as a result of criminal activity shall have the right to seek and secure restitution from the persons convicted of the crimes causing the losses they suffer. $[\P]$ (B) Restitution shall be ordered from the convicted wrongdoer in every case, regardless of the sentence or disposition imposed, in which a crime victim suffers a loss. $[\P]$ (C) All monetary payments, monies, and property collected from any person who has been ordered to make restitution shall be first applied to pay the amounts ordered as restitution to the victim." (Italics added.)

Section 28, subdivision (c), provides, "(1) A victim, the retained attorney of a victim, a lawful representative of the victim, or the prosecuting attorney upon request of the victim, *may enforce the rights enumerated in subdivision (b)* in any trial or appellate court with jurisdiction over the case as a matter of right. The court shall act promptly on such a request." (Italics added.)

As implemented by constitutional mandate, Penal Code section 1202.4 requires restitution in every case, without respect to whether probation is granted. (*People v. Giordano* (2007) 42 Cal.4th 644, 653.) The statute provides, in relevant part, "(a)(1) It is the intent of the Legislature that a victim of crime who incurs an economic loss as a result of the commission of a crime shall receive restitution directly from a defendant *convicted of that crime*. [¶] ... [¶] (3) The court, in addition to any other penalty provided or imposed under the law, shall order the defendant to pay both of the following: [¶] (A) A restitution fine (B) Restitution to the victim or victims, if any, in accordance with subdivision (f) [¶] ... [¶] (f) ... in every case in which a victim has suffered economic loss as a result of the defendant's conduct, the court shall require that the defendant make restitution to the victim or victims" (Italics added.) ///

The Victims' Standing to Appeal

The Victims contend on appeal the negotiated disposition of this case, which resulted in the dismissal of count 4, violated their constitutional right to restitution, and the trial court erred in denying their motion to vacate the plea agreement and judgment.

Relevant statutory provisions

The Victims argue their right to restitution for losses sustained as a result of defendant's criminal conduct is guaranteed by Section 28, subdivision (b)(13), and their right to appeal the denial of restitution is embodied in Section 28, subdivision (c)(1), which specifically provides, "A victim [or] the retained attorney of a victim . . . may enforce the rights enumerated in subdivision (b) in any . . . appellate court with jurisdiction over the case as a matter of right."

We do not construe these provisions as affording a victim the right to file a direct appeal. ""When interpreting statutes, we begin with the plain, commonsense meaning of the language used by the Legislature. [Citation.] If the language is unambiguous, the plain meaning controls. [Citation.]' [Citations.] '[C]ourts will not "interpret away clear language in favor of an ambiguity that does not exist." [Citation.]' [Citations.]" (*People v. Dunbar* (2012) 209 Cal.App.4th 114, 117.)

By their plain terms, subdivisions (b) and (c) of Section 28 do not extend to victims *the right to appeal*. Subdivision (b) lists numerous rights, both substantive (i.e., restitution) and procedural (i.e., to notice and to be heard), but none of them includes the right to file an appeal. Subdivision (c) permits a victim to enforce the rights enumerated in subdivision (b) in the appellate court that has acquired jurisdiction over the matter—once an appeal has been filed. (See *People v. Espinosa* (2014) 229 Cal.App.4th 1487, 1496 ["the filing of a notice of appeal vests jurisdiction in the appellate court and divests the trial court of jurisdiction to make any order affecting the judgment"].) Nothing in subdivision (c), however, indicates it is the victim who can trigger the appellate court's jurisdiction by initiating the appeal.

26 "The right to appeal from an order or judgment in a criminal case is purely statutory; no
27 appeal . . . is proper unless expressly permitted by the Penal Code." (*People v. Hale* (1965) 232
28 Cal.App.2d 112, 125.) Notwithstanding an appealable judgment or order, it is a jurisdictional

and unwaivable rule that an appeal may be taken only by a party who has standing to appeal. (*People ex rel. Allstate Insurance Co. v. Dahan* (2016) 3 Cal.App.5th 372, 377.) "Standing to appeal is jurisdictional [citation] and the issue of whether a party has standing is a question of law [citation]." (*People v. Hernandez* (2009) 172 Cal.App.4th 715, 719-720.)

Penal Code section 1466 governs the right of appeal in misdemeanor cases. In pertinent part, it provides: "An appeal may be taken from a judgment or order, in an infraction or misdemeanor case, to the appellate division of the superior court of the county in which the court from which the appeal is taken is located . . . [¶] (a) By the people . . . [or] (b) By the defendant" The Legislature did not authorize an appeal to be initiated by a nonparty victim. The Victims fail to cite, and we have not uncovered, any cases which hold that a victim may initiate an appeal of an order denying a motion to withdraw a plea agreement or an order denying restitution.

We acknowledge that when the Legislature amended Section 28 in 2008, it added subdivision (c), so that victims could "enforce" their rights in the appellate court. In so amending Section 28, however, the Legislature specifically chose not to use the word "appeal" or otherwise state "an appeal may be taken" by crime victims. (See Pen. Code, §§ 1466-1469, 1233-1246.) This is significant because the Legislature is presumed to know existing law when it enacts a new law. (*Singh v. Superior Court* (2006) 140 Cal.App.4th 387, 400.) We, thus, presume the Legislature was familiar with Penal Code section 1466 and the enabling phrase, "An *appeal* may be taken." The Legislature's decision not to use the term "appeal" in subdivision (c) then supports our conclusion that the enforcement rights referred to therein do not include the right to initiate an appeal.

Criminal conduct is seen as an injury to the community at large, and the executive branch of the government, as the representative of the community, has the sole responsibility and authority to initiate and litigate criminal prosecutions. (*Steen v. Appellate Division* (2014) 59 Cal.4th 1045, 1053 ["California law leaves no doubt that the initiation of criminal proceedings is a core, inherent function of the executive branch"]; Gov. Code, §§ 12550, 26500, 100, subd. (b).) Since the passage of the amendments to the Victims' Bill of Rights, the

Legislature has not amended Penal Code section 1466 to include victims among those entitled to initiate an appeal, nor has it enacted any change to Penal Code section 1202.4 to explicitly extend appellate rights to the victims who are denied restitution by the trial court.

Although a victim is vested with specified constitutional and statutory rights, he or she is not a party to the criminal proceedings, and because a victim is not a party in the criminal proceedings, he or she does not enjoy the general right of appeal. Therefore, if the trial court does not follow the law with respect to a crime victim's rights, any available remedy depends on a legislative expansion of the rights of crime victims to appeal, or the People exercising their right to appeal the court's ruling.

We thus distinguish between, on the one hand, a crime victim's specified procedural and substantive rights afforded by the Constitution and the Penal Code and, on the other hand, the crime victim's asserted right to intervene in the criminal action and independently seek appellate review of the court's decision with respect to the plea agreement or the decision not to issue a restitution order. We find the crime victim does not have an independent right to initiate appellate review.

Relevant case law

Our conclusion in this regard is bolstered by case law. In *Dix*, at the prosecutor's request, the court recalled the defendant's sentence pursuant to Penal Code section 1170 so that the defendant would testify in another case and, in exchange, he could serve his sentence in county jail rather than state prison. (*Dix*, *supra*, 53 Cal.3d at pp. 448-449.) The victim of the crime objected to the recall of the defendant's sentence and sought a writ of prohibition/mandate to compel reinstatement of the original sentence and to have him immediately returned to prison. (*Id*. at p. 450.) The Court of Appeal ordered issuance of a peremptory writ of mandate directing the trial court to vacate its recall order and to return the defendant to prison. (*Ibid*.)

The California Supreme Court reversed the Court of Appeal's order, holding the victim lacked standing to intervene because the "extraordinary writ proceeding [fell] within the general rule that neither a crime victim nor any other citizen has a legally enforceable interest,

public or private, in the commencement, conduct, or outcome of criminal proceedings against another." (*Dix, supra*, 53 Cal.3d at p. 450.) The Court concluded the only parties to a criminal action are the People and the accused (*id.* at p. 451), and because the victim is not a party, he or she has no general standing to intervene in the criminal proceeding (*id.* at p. 448). The victim, attempting to establish standing, pointed to "recent statutory and constitutional changes" that had broadened victims' rights, but the California Supreme Court noted the amendments did not include a specific right to challenge the court's recall order. (*Id.* at pp. 452-453.)

In People v. Dehle (2008) 166 Cal.App.4th 1380 (Dehle), the prosecutor requested to have the victim's attorney present the case for a restitution hearing; the court, over the defendant's objection, conducted the hearing in the prosecutor's absence; and the defendant appealed. (Id. at p. 1385.) The Court of Appeal emphasized the prosecutor's role as a representative of the People and agreed the district attorney's absence from the restitution hearing rendered the hearing invalid. (Id. at p. 1386.) Quoting Dix, the court stated, "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. [Citations.] Subject to the supervision by the Attorney General [citations], therefore, the district attorney of each county independently exercises all the executive branch's discretionary powers in the initiation and conduct of criminal proceedings. [Citations.] The district attorney's discretionary functions extend from the investigation and gathering of evidence relating to criminal offenses [citation], through the crucial decisions of whom to charge and what charges to bring, to the numerous choices the prosecutor makes at trial regarding "whether to seek, oppose, accept, or challenge judicial actions and rulings." [Citations.]'" (Id. at p. 1387, italics added.) Dehle, therefore, recognized that there are two essential parties to a criminal action, the defendant and the People.

The Victims argue that *Dix* and *Dehle* were decided before the 2008 amendment to the Victims' Bill of Rights, which added subdivision (c) to Section 28. We find instructive *People v. Smith* (2011) 198 Cal.App.4th 415 (*Smith*), which was decided after the enactment of Marsy's Law and which specifically discussed *Dehle*. In *Smith*, the trial court held a contested

restitution hearing attended by the defense attorney, the victim's attorney, and a deputy district attorney who had not tried the case. (*Id.* at p. 437.) Citing *Dehle*, the defense attorney objected to the victim's attorney putting on the case for restitution without the prosecutor's participation. (*Id.* at pp. 437-438.) The court concluded the case before it was distinguishable from *Dehle*, stating, "This case is unlike *Dehle* because here, a deputy district attorney represented the interests of the People at the restitution hearing. She expressed her desire to have [the victim's] attorney proffer evidence and stated that the People had no further evidence beyond the evidence presented by [the victim's] attorney." (*Id.* at p. 438.)

The discussion of *Dehle* in *Smith* supports the conclusion that *Dehle* remains good law even after the enactment of Marsy's Law, and that the prosecutor's presence is essential to the conduct of any critical stage in the proceedings. Therefore, any appeal of an order pertaining to restitution would have to be initiated by the People—not the victim.

We also find *People v. Subramanyan* (2016) 246 Cal.App.4th Supp. 1 (*Subramanyan*) to be persuasive. In that case, the defendant was convicted by his guilty plea to two counts of drunk driving and ordered to pay \$12,800 in victim restitution. (*Id.* at p. Supp. 4.) After the court denied the victim's request for additional restitution, the victim appealed the order. (*Ibid.*) The appellate division held the victim lacked standing to appeal. (*Id.* at p. Supp. 7.)

The appellate division stated, "Although Marsy's Law permits a victim to enforce these rights personally, nothing in Marsy's Law undermines *Dehle*'s requirement that the prosecutor be present to represent the interests of the People before the court when the court determines the amount of restitution. [¶] More importantly, Marsy's Law does not permit a victim to stand in the role of the prosecutor and initiate a criminal prosecution or criminal appeal. . . . [¶] There is no provision in Marsy's Law that specifically permits a victim to appeal a restitution order. The Penal Code specifically directs that appeals are limited to the People or the defendant. (Pen. Code, § 1466.) Penal Code section 1202.4 does not authorize an appeal by the victim after a restitution hearing." (*Subramanyan, supra*, 246 Cal.App.4th at p. Supp. 7.)

The Victims assert the Court of Appeal in *Hannon* found *Subramanyan* was incorrectly decided. In *Hannon*, the defendant pled no contest to misdemeanor theft by embezzlement, and

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the trial court placed him on probation and ordered him to pay restitution to the victim. (*Hannon, supra*, 5 Cal.App.5th at pp. 97-98.) During the pendency of the defendant's appeal of the restitution award, the victim requested that he be permitted to file a victim impact statement, and the court held the victim had the right to submit a statement under Section 28, subdivision (b)(8), which permits a victim the right to be heard upon request. (*Id.* at p. 102.)

In a footnote, the court noted *Subramanyan*'s holding that a victim has no right to appeal is not easily reconciled with the plain language of Section 28, subdivision (c)(1), which allows a victim to "enforce the rights enumerated in subdivision (b)." It stated, "If a victim does not have a right to appeal an inadequate restitution award, and the People decline to appeal, then the victim's claims of error may go unheard. Arguably, a victim has a right to appeal under Section 28, subdivision (c)(1)' [Citation.]" (*Hannon, supra*, 5 Cal.App.5th at p. 107, fn. 7.)

The issue before the *Hannon* court was whether the victim had the right to submit a victim impact statement in an appeal that was filed by a defendant, a party to the action. Therefore, the court did not have occasion to address the issue presented in *Subramanyan*, or to this court—whether a victim has standing to independently initiate an appeal when he or she is not a party in the matter. The quoted language above in the *Hannon* case, therefore, is nonbinding dicta. (See *Santisas v. Goodin* (1998) 17 Cal.4th 599, 620 ["An appellate decision is not authority for everything said in the court's opinion but only 'for the points actually involved and actually decided"].)

The Victims are not parties to the criminal action, and Marsy's Law does not confer on them general standing to independently pursue an appeal of a substantive order. *Petition for Writ of Mandate*

The Victims contend that if we find they lack standing to file an appeal, at a minimum, this court should treat the appeal as a petition for writ of mandate.

After filing, on December 28, 2016, a notice of appeal from the judgment and order denying their motion to vacate the plea and judgment, on December 29, 2016, the Victims also filed a petition for writ of mandate requesting that this court order the trial court to award the

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Victims restitution. On January 5, 2017, we denied the petition stating the Victims had "an adequate remedy at law via their direct appeal." Such a ruling had the unintended effect of suggesting this court had determined the Victims had standing to bring the appeal. However, in summarily denying the writ petition, we did not address, analyze, or resolve the standing issue. (See Kowis v. Howard (1992) 3 Cal.4th 888, 891 [summary "denial of a writ petition does not establish law of the case unless the denial is accompanied by a written opinion following the issuance of an alternative writ"].)

Then, on January 24, 2018, this court vacated the oral argument hearing and invited supplemental briefing on whether we should treat the appeal as a petition for writ of mandate. assuming this court improvidently denied the Victims' first writ petition.

We have decided the Victims have no adequate remedy at law because they have no standing to bring an appeal. We, however, conclude they do have a right to bring a writ petition concerning the court's denial of their motion to withdraw the plea agreement and order

Standing to bring writ petition

Writ relief is available where there is not a plain, speedy, and adequate remedy in the ordinary course of law. (Code Civ. Proc., § 1086.) According to well-established law, "only parties with standing may pursue a mandamus action. A writ of mandate 'must be issued upon the verified petition of the party beneficially interested.' [Citation.] 'This provision has been held to establish a standing requirement-the writ will issue only at the request of one who is beneficially interested in the subject matter of the action. [Citation.]' [Citation.]' (Lindelli v. Town of San Anselmo (2003) 111 Cal.App.4th 1099, 1106-1107.) "A petitioner is beneficially interested if he or she has "some special interest to be served or some particular right to be preserved or protected over and above the interest held in common with the public at large." [Citation.]" (Rialto Citizens for Responsible Growth v. City of Rialto (2012) 208 Cal.App.4th 899, 913.) "A beneficial interest must be 'direct and substantial." [Citation.]" (Ibid.)

The Victims claim Melissa J. v. Superior Court (1987) 190 Cal.App.3d 476 (Melissa J.) is "dispositive" on the issue of standing to bring a writ petition. Melissa J. addressed a victim's

restitution rights under Penal Code section 1191.1, which imposed upon the probation office a requirement to notify the victim of all sentencing proceedings. (*Id.* at p. 478.) There, the trial court had initially ordered the defendant convicted of child molestation to pay the nine-year-old victim \$400 per month for psychological counseling, but it later terminated the restitution requirement, only notifying the victim by letter. (*Id.* at pp. 477-478.) Because the victim feared the trial court might not consider her a party to the proceeding, rather than filing a motion for relief from the court's order, she filed a petition for extraordinary relief in the appellate court challenging the termination of the monthly restitution payment. (*Id.* at p. 478.)

The Court of Appeal held the victim in that case had standing to challenge, by writ petition, the ruling terminating restitution because she was not properly notified of the hearing as required by Penal Code section 1191.1. (*Melissa J., supra*, 190 Cal.App.3d at pp. 478-479.) It held that the "[p]roper determination of restitution rights cannot take place without notice and an opportunity for the victim to be heard. Thus, as to restitution, the notice and right to appear requirements are mandatory. If the requirements are not satisfied, the victim may challenge a ruling regarding restitution." (*Id.* at p. 478.) Likewise, in the instant case, the Victims sought to challenge the court's ruling that denied them restitution as to count 1.

The Victims also cite to *People v. Green* (2004) 125 Cal.App.4th 360 (*Green*). In *Green*, the People seized property belonging to the defendant pursuant to a search warrant, but they failed to petition the court for a protective order pursuant to Penal Code section 186.11 (the "Freeze and Seize Law") to preserve the property so that it could later be levied upon by the court to pay victim restitution. (*Id.* at pp. 369-370.) The defendant's attorney filed a third party claim against the proceeds from the sale of the defendant's property based on an attorney lien for services rendered in the case. (*Id.* at pp. 365-366.) After the court distributed most of the proceeds to the victims, the attorney appealed, and the Court of Appeal found the trial court should have awarded all of the proceeds to the third party claimant attorney. (*Id.* at p. 377.)

As pointed out by the Victims, the *Green* court, in reversing the trial court's order distributing the proceeds to the victims, stated in its disposition, "If the court makes an order concerning restitution without notice to a victim, the victim, if aggrieved, is entitled to move to vacate the order; if the trial court denies the motion, the victim is entitled to a writ of mandate. [Citation.]" (*Green, supra*, 125 Cal.App.4th at p. 378, citing to *Melissa J., supra*, 190 Cal.App.3d at p. 479.)

Just as we find *Dix* strongly supports our conclusion that the Victims lack standing to file an appeal (because they are not parties to the criminal proceedings), we find it equally supportive of our conclusion that the Victims have standing to file a petition for writ of mandate to challenge an order denying them restitution.

Although the California Supreme Court rejected the victim's argument that he should be allowed to intervene to challenge the recall order by way of a writ petition, the Court did not dismiss the possibility that the rights under the California Constitution and enacting statutes— "to restitution in appropriate circumstances, to receive notice, appear, and state views in connection with deposition and sentencing"—could confer "special considerations of standing." (See *Dix*, *supra*, 53 Cal.3d at p. 453 ["The Constitution and statutes do accord individual . . . victims certain 'rights' of a more specific and personal nature. These include the 'right' to restitution in appropriate circumstances, and to receive notice, appear, and state views in connection with disposition and sentencing. [Citations.] Whatever special considerations of standing may apply to this limited category of 'victims' rights' [citations], challenges based on section 1170(d) do not implicate them"].)

"[T]he language of . . . [S]ection 28, subdivision (b) grants the right to receive restitution for losses resulting from the crime of which the defendant was convicted. Implementing that right, [Penal Code] section 1202.4 requires a defendant to pay restitution for losses resulting from the criminal conduct supporting the crimes of which the defendant was convicted." (*People v. Lai* (2006) 138 Cal.App.4th 1227, 1247.)

"Under the plain language of [Penal Code section 1202.4, subdivision (f)], ... the court may order restitution only to a 'victim.' [Citation.]" (*People v. Slattery* (2008) 167 Cal.App.4th 1091, 1095.) Here, by its plea to count 1, defendant was convicted of failing to "immediately report [the] release ... of a hazardous material to the unified program agency, and to the office" (Health & Saf. Code, § 25510, subd. (a).)

Nothing in the California Constitution permits the Victims to challenge the propriety of the plea bargain or the exercise of prosecutorial discretion regarding the plea disposition, including the dismissal of count 4. However, to the extent the Victims claim they were improperly denied restitution when the court imposed sentence, they have established a personal right or interest in the litigation that confers standing to bring a writ petition challenging that denial.

We thus exercise our discretion to treat the Victims' purported appeal as a petition for writ of mandate. (*H.D. Arnaiz, Ltd. v. County of San Joaquin* (2002) 96 Cal.App.4th 1357, 1366-1367.)

Right to Restitution

On appeal, the Victims clarify they do not seek reversal of the conviction; rather, they seek restitution as part of the plea and sentence.

No restitution on dismissed count 4

In their motion to withdraw the plea agreement, the Victims argued the plea improperly precluded them from recovering restitution under the dismissed count 4. The Victims claim they suffered health problems and losses in the form of diminution in the value of their homes as a result of the leak (count 4).

Penal Code section 1202.4, subdivision (f)(3), provides, under the governing statute, "To the extent possible, [a] restitution order . . . shall be of a dollar amount that is sufficient to fully reimburse the victim or victims for every determined economic loss incurred *as the result* of the defendant's criminal conduct" (Italics added.)

"Courts have interpreted [Penal Code] section 1202.4 as limiting restitution awards to those losses arising out of the criminal activity that formed the basis of the conviction. "Subdivision (a)(3)(B) of section 1202.4 requires the court to order "the defendant"—meaning the defendant described in subdivision (a)(1), who was "convicted of that crime" resulting in the loss—to pay "[r]estitution to the victim or victims, if any, in accordance with subdivision (f)." . . . Construed in light of subdivision (a)(1) and (3)(B), the term "criminal conduct" as used in subdivision (f) means the criminal conduct for which the defendant has

been convicted.' [Citation.]" (*People v. Woods* (2008) 161 Cal.App.4th 1045, 1049.) As defendant was not convicted of count 4, there is no direct right to restitution under that dismissed count.

No restitution under count 1 based on transactional relationship to count 4

Under *Harvey*, a defendant may not suffer "adverse sentencing consequences" based on facts underlying the dismissed count unless the defendant gives his consent (*Harvey* waiver). (*Harvey*, *supra*, 25 Cal.3d at p. 758.) The *Harvey* court recognized an exception permitting consideration of dismissed charges where they were transactionally related to the admitted offense. (*Ibid.*) The Victims argue that this case falls within the exception.

The Victims contend, as they did below, they are entitled to restitution because the criminal conduct for which defendant was convicted in count 1 (failure to timely report) was transactionally related to the conduct in count 4 (release of hazardous materials).

People v. Martinez (2017) 2 Cal.5th 1093 (Martinez) convinces us otherwise. In Martinez, the defendant was charged with and pled guilty to a single count of felony hit-and-run. (*Id.* at p. 1097.) As part of his sentence, defendant was ordered to pay the victim \$425,654.63 in restitution for injuries suffered as a result of the accident. (*Ibid.*) The Court of Appeal reversed the restitution order and the California Supreme Court affirmed that decision, stating, "Under Vehicle Code section 20001(a), '[t]he occurrence of an injury accident is a condition precedent' to the imposition of a duty to stop, provide identification, and render aid— 'but [it] is not an element of the crime' in the sense that it constitutes part of the conduct forbidden by the statute. [Citation.]" (*Id.* at pp. 1102-1103.) ""[T]he act made criminal"" under the statute "is not the 'hitting' but the 'running."" [Citation.]" (*Id.* at p. 1102.)⁶

The California Supreme Court held that the trial court, in imposing a sentence for hit-and-run, could not order direct victim restitution for the injuries suffered as a result of the

⁶"Defendant's crime . . . was leaving the scene of the accident without presenting identification or rendering aid. Thus, under section 1202.4, the trial court was authorized to order restitution for those injuries that were caused or exacerbated by defendant's criminal flight from the scene of the accident, but it was not authorized to award restitution for injuries resulting from the accident itself." (*Martinez*, *supra*, 2 Cal.5th at p. 1098.)

collision preceding the charged offense. The Court rejected the People's argument that restitution for injuries resulting from the accident is recoverable under Penal Code section 1202.4 because involvement in the collision is an element of the offense, a fact that must be proven to obtain a conviction on the hit-and-run offense. (Martinez, supra, 2 Cal.5th at p. 1103.) The Court stated "the restitution power conferred by section 1202.4 stands in contrast to a court's power to order restitution as a condition of probation," because in the latter context the courts have broad discretion to impose probation conditions to foster rehabilitation and to protect public safety, including the power to order restitution even when the loss was not necessarily caused by the criminal conduct underlying the conviction. (Id. at p. 1101; see People v. Anderson (2010) 50 Cal.4th 19, 29 ["Trial courts continue to retain authority to impose restitution as a condition of probation in circumstances not otherwise dictated by section 1202.4.... When section 1202.4 imposes its mandatory requirements in favor of a victim's right to restitution, the statute is explicit and narrow"].) But in the nonprobationary context, the trial court's restitution power is governed by Penal Code section 1202.4, which "the Courts of Appeal have uniformly held, ... authorizes trial court to order direct victim restitution for those losses incurred as a result of the crime of which the defendant was convicted. [Citations.]" (Martinez, supra, 2 Cal.5th at p. 1101.) The Court emphasized the plain language of Penal Code section 1202.4, which "refers to losses incurred 'as a result of the commission of a crime,' not as the result of attendant facts or circumstances the prosecution must prove in order to obtain a conviction." (Id. at p. 1104.)

Just as the preceding collision could not form the basis of direct restitution in *Martinez* for the offense of fleeing the scene of an injury accident, the gas leak cannot form the basis for direct restitution in the case *sub judice* for the failure to report conviction. Based on our reading of *Martinez*, transactional relationship is not the test for determining entitlement to *direct victim restitution*. (*People v. Carbajal* (1995) 10 Cal.4th 1114, 1123 ["nothing in Proposition 8 or in Penal Code section 1203.04 purports to limit or abrogate the trial court's discretion, under Penal Code section 1203.1, to order restitution as a condition of probation where the victim's loss was not the result of the crime underlying the defendant's conviction,

but where the trial court finds such restitution will serve one of the purposes set out in Penal Ľ Code section 1203.1, subdivision (i)"]; People v. Klaess (1982) 129 Cal.App.3d 820, 823 [trial 2 court's use of facts concerning two dismissed murder counts in imposing aggravated prison 3 term does not violate Harvey rule because transactionally related to the defendant's admitted 4 offense]: People v. Guevara, supra, 88 Cal.App.3d at pp. 92-93 [trial court properly considered 5 dismissed weapons allegations charged as enhancements and kidnapping counts as aggravating 6 factors in sentencing, i.e., imposing maximum term]; see also People v. Jessee (2013) 222 7 Cal.App.4th 501, 510 [direct victim restitution under Penal Code section 1202.4 may only be 8 awarded for crimes the defendant is charged with and convicted of, even if the evidence shows 9 beyond a reasonable doubt and the trial court finds the defendant committed an uncharged 10 crime].) 11 It is true a trial court could, as the Victims point out, impose adverse sentencing 12

13 consequences based on the facts of a transactionally related dismissed count, but with regard to 14 imposing direct victim restitution, the court's power to do so is circumscribed by the California 15 Constitution and Penal Code section 1202.4. Nothing in the California Constitution or the 16 Penal Code indicates a *dismissed charge* can or must give rise to a restitution award in the 17 nonprobationary context, as the Victims contend. We, therefore, conclude the trial court did 18 not err in denying restitution on the count 1 conviction based on its relationship to count 4.

Restitution for victims of count 1 (failure to timely report)

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In order to obtain writ relief, the Victims must establish they are victims of the criminal conduct for which defendant was convicted (Health & Saf. Code, § 25510, subd. (a)), and they suffered economic losses attributable to that conduct.

Whether the Victims are victims under Penal Code section 1202.4 is a legal issue of statutory construction which we review under a de novo standard. (*People v. Saint-Amans* (2005) 131 Cal.App.4th 1076, 1084.)

The People argue the direct objects or victims of the crime in this case are the governmental agencies to which defendant failed to immediately report the gas leak. We agree. However, this does not mean, as a matter of law, the Victims were not also victimized and

suffered harm as a result of defendant's violation of Health and Safety Code section 25510, subdivision (a).

"Under the plain language of [Penal Code section 1202.4, subdivision (f)], . . . the court may order restitution only to a 'victim.' [Citation.]" (*People v. Slattery, supra*, 167 Cal.App.4th at p. 1095.)

"The case law has ascribed a precise meaning to the phrase 'direct victim,' as that phrase has appeared in several restitution statutes. Thus, it is established that a statute 'permitting restitution to entities that are "direct" victims of crime [limits] restitution to "entities *against which* the [defendant's] crimes had been committed"—that is, entities that are the "immediate objects of the [defendant's] offenses." [Citation.]" (*People v. Runyan* (2012) 54 Cal.4th 849, 856,⁷ original italics; see *People v. Birkett* (1999) 21 Cal.4th 226, 234, 242 [insurance carriers precluded from obtaining restitution for indirect economic losses, such as policyholder reimbursement, caused by defendant's auto theft].)

In the instant case, defendant pled no contest to a violation of Health and Safety Code section 25510, subdivision (a), for failing to timely report the natural gas leak to the proper authorities. Thus, the direct objects or victims of the crime in this case are certainly the governmental agencies to which defendant failed to immediately report the leak, and those agencies could possibly assert a claim for economic losses. For example, if the delay in reporting caused the governmental agencies to incur additional expenses in responding to the leak that could have otherwise been avoided by immediately reporting the leak, they would be ///

⁷In *People v. Runyan*, the defendant was convicted of gross vehicular manslaughter and driving under the influence of alcohol and was ordered to pay victim restitution to the victim's estate, representing the death-related loss in value to the decedent's business and property, and probate, estate administration, and funeral expenses. (*People v. Runyan, supra*, 54 Cal.4th at pp. 853-854.) The California Supreme Court concluded the restitution order was improper. (*Id.* at p. 856.) It stated a direct victim is the person or entity against whom the defendant's crime was committed, that is, one who is the immediate object of the offense (*id.* at p. 856), and the estate was not a direct victim of the fatal collision; it was not the object of defendant's alcohol-related offenses (*id.* at p. 857). The Supreme Court, however, noted that decedent's personal representative would have been able to receive, on the decedent's behalf, restitution for economic losses the decedent personally incurred prior to death as an actual victim of the defendant's crime. (*Id.* at p. 867.)

entitled to reimbursement for such expenses. (See Gov. Code, § 53150 et seq. [permitting restitutionary payments for emergency response by a public agency].)

At the sentencing hearing, the trial court correctly noted the losses on which the Victims were focused were not proximately caused by the three-day delay in reporting the leak, but rather, defendant's release of contaminants. (See *People v. Holmberg* (2011) 195 Cal.App.4th 1310, 1320-1321.) However, as argued by counsel for the Victims at the sentencing hearing, the Victims could also be deemed direct victims of the criminal conduct for which defendant was convicted and, therefore, be entitled to restitution as victims, if they could establish that they "suffered economic loss as a result of the defendant's conduct" in failing to immediately report the leak to the applicable agencies. (Pen. Code, § 1202.4, subd. (f).)) That the Victims suffered economic losses as a result of defendant's conduct that led to the charge in count 4 does not preclude a finding that they may have also suffered losses as a result of the criminal conduct reflected in count 1. (See *People v. Holmberg, supra*, 195 Cal.App.4th at p. 1322 ["defendant's conduct was a concurrent cause of the victims' losses"].)

"[Penal Code] section 1202.4, subdivision (f) unequivocally requires restitution of a victim for 'economic loss as a result of the defendant's conduct.' A victim's restitution right is to be broadly and liberally construed. [Citations.]... 'The intent of the voters is plain: every victim who suffers a loss shall have the right to restitution from those convicted of the crime giving rise to that loss.' [Citation.] The language of the first sentence in section 1202.4, subdivision (f) expressly indicates the victim's restitution right extends to "economic loss" resulting from the defendant's conduct." (*People v. Mearns* (2002) 97 Cal.App.4th 493, 500-501.)

The burden resided with the Victims to demonstrate defendant's criminal conduct, as embodied in count 1, was a substantial factor causing their injuries. (*People v. Foalima* (2015) 239 Cal.App.4th 1376, 1396-1397.) As to count 1, we agree with the court that the Victims failed to establish a causal connection between defendant's failure to timely report the leak and any claimed injuries or losses they sustained as a result of that criminal conduct.

The Victims offered no evidence in their written motion, nor at the hearing on the motion, and they made no satisfactory offer of proof to support the claim, made for the first time at the hearing, that they were damaged by defendant's three-day delay in reporting the leak. They did assert at the hearing that, had defendant reported the leak "immediately," the health department would have "red tagged" the homes and then "all of this damage" could have been prevented. Notably, however, the Victims did not elaborate on *what* damages were specifically attributable to defendant's delay in reporting the leak, as opposed to the leak itself. Indeed, the individual victims who spoke at the hearing exclusively addressed their right to restitution for the losses and injuries they suffered as a result of the leak and their sustained exposure to the leaked hazardous materials, not the delay in reporting the leak. No offer of proof was made that certain victims would testify that, had the leak been immediately reported, they could have responded immediately by evacuating their homes, and they would not have sustained injuries during the three days defendant did not report the leak.

Simply put, the Victims had the opportunity to shine a light on any damages they could attribute to defendant's failure to timely report the leak, but they offered no such evidence to the court. Nor did they attempt to make an offer of proof concerning any damages they suffered as a result of the criminal conduct alleged in count 1.

We, thus, conclude that, although the Health and Safety Code section 25510, subdivision (a), violation to which defendant pled in count 1 may be deemed a charge "in which a victim has suffered economic loss as a result of defendant's conduct" (Pen. Code, § 1202.4, subd. (f)), the trial court's finding that the Victims did not establish a causal link between that criminal conduct and their damages was supported by substantial evidence.

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Therefore, the court's denial of the Victims' motion was not an abuse of discretion. (*People v. Ortiz* (1997) 53 Cal.App.4th 791, 800; *People v. Thygesen* (1999) 69 Cal.App.4th 988, 993.)

DISPOSITION

The petition for writ of mandate is denied.

Richardson, J.

We concur:

P. McKay, P. J.

Kumar, J.