
THIRD READING

Bill No: AB 1506
Author: Kalra (D)
Amended: 9/3/21 in Senate
Vote: 21

SENATE LABOR, PUB. EMP. & RET. COMMITTEE: 5-0, 7/12/21
AYES: Cortese, Ochoa Bogh, Durazo, Laird, Newman

SENATE APPROPRIATIONS COMMITTEE: 7-0, 8/26/21
AYES: Portantino, Bates, Bradford, Jones, Kamlager, Laird, McGuire

ASSEMBLY FLOOR: 60-14, 6/1/21 - See last page for vote

SUBJECT: Worker status: employees and independent contractors: newspaper distributors and carriers

SOURCE: Author

DIGEST: This bill (1) extends for three years an existing exemption for newspaper distributors and carriers from the “ABC Test” under *Dynamex* (AB 5, Gonzalez, Chapter 296, Statutes of 2019), and (2) requires them to submit specified information to the Labor and Workforce Development Agency (LWDA) on the number of carriers for which the publisher or distributor paid and did not pay payroll taxes for, as well as the wage rates and information to demonstrate compliance of their carriers with the *Borello* test.

Senate Floor Amendments of 9/3/21 (1) clarify what type of publications are included in the “newspaper” definition; (2) clarify what persons are not included in the “newspaper carrier” definitions; (3) remove the requirement that newspaper carriers or distributors wanting exemption from the ABC Test must submit additional information the LWDA deems relevant; (4) specify that the information submitted to the LWDA shall only be disclosed in accordance with existing law relating to trade secrets or other proprietary business information; and (5) add double jointing language to address chaptering out issues.

ANALYSIS:

Existing law:

- 1) Establishes a comprehensive set of protections for employees, including a time-
measure minimum wage, meal and rest periods, workers' compensation coverage in
the event of an industrial injury, sick leave, disability insurance (DI) in the
event of a non-industrial disability, paid family leave, and unemployment
insurance (UI). (Labor Code §§201, 226.7, 246, 512, 1182.12, & 3600 and UI
Code §§1251 & 2601)
- 2) Provides that for purposes of the Labor Code and the Unemployment Insurance
Code, where another definition of "employee" is not otherwise specified, and
for the wage orders of the Industrial Welfare Commission (IWC), a person
providing labor or services for remuneration shall be considered an employee
unless the hiring entity satisfies the three-part ABC Test (per Dynamex):
 - a) The person is free from the control and direction of the hiring entity in
connection with the performance of the work, both under the contract for the
performance of the work and in fact.
 - b) The person performs work that is outside the usual course of the hiring
entity's business.
 - c) The person is customarily engaged in an independently established trade,
occupation, or business of the same nature as that involved in the work
performed.
(Labor Code §2775)
- 3) Exempts from the application of the ABC Test, and instead, applies the
definition of an employee as set forth in *S. G. Borello & Sons, Inc. v.*
Department of Industrial Relations (1989) (*Borello*), to specified occupations
and business relationships, including newspaper distributors working under
contract with a newspaper publisher, as defined, or newspaper carriers. This
newspaper distributor exemption expires on January 1, 2022. (Labor Code
§2783)
- 4) Provides the following definitions:
 - a) "Newspaper" means a newspaper of general circulation, as defined in
Section 6000 of the Government Code, and any other publication circulated
to the community in general as an extension of or substitute for that
newspaper's own publication, whether that publication be designated a
"shoppers' guide," as a zoned edition, or otherwise.

- b) “Publisher” means the natural or corporate person that manages the newspaper’s business operations, including circulation.
- c) “Newspaper distributor” means a person or entity that contracts with a publisher to distribute newspapers to the community.
- d) “Carrier” means a person who effects physical delivery of the newspaper to the customer or reader.
(Labor Code §2783)

This bill:

- 1) Extends the exemption for newspaper distributors working under contract with a newspaper publisher and newspaper carriers from January 1, 2022, to January 1, 2025.
- 2) Expands on the definition of “newspaper” in existing law to specify that it may also be a publication that is published in print and that may be posted in a digital format, and distributed periodically at daily, weekly, or other short intervals, for the dissemination of news of a general or local character and of a general or local interest.
- 3) Specifies that “newspaper carriers” includes a person delivering newspapers to the customer or reader, who is not working as an app-based driver, as defined, during the time when the carrier is performing the newspaper delivery services.
- 4) Requires every newspaper publisher and distributor that hires or directly contracts with newspaper carriers to submit to the Labor and Workforce Development Agency, on or before March 1, 2022, March 1, 2023, and March 1, 2024, the following information related to their workforce each year:
 - a) The number of carriers for which the publisher or distributor paid payroll taxes in the previous year and the number of carriers for which the publisher or distributor did not pay payroll taxes in the previous year.
 - b) The average wage rate paid to carriers classified as independent contractors and as employees.
 - c) The number of carrier wage claims filed, if any, with the Labor Commissioner or in a court of law.
- 5) Specifies that information that is submitted shall only be disclosed in accordance with subdivision (k) of Section 6254 of the Government Code, relating to trade secrets or other proprietary business information.
- 6) Specifies that for the March 1, 2022 reporting date only, every newspaper publisher and distributor shall also report the number of carrier wage claims

filed with the Labor Commissioner or in a court of law for the preceding three years.

- 7) Provides double jointing language to address chaptering out issues between this bill and AB 1561 since both amend the same Labor Code section.

Background

Dynamex and AB 5. The employer-employee relationship is at the core of the rights and obligations found within Labor Code. Being classified as an employee is essential to trigger most of the employer mandates and worker protections found within existing law. California's wage and hour laws (e.g., minimum wage, overtime, meal periods and rest breaks, etc.), workplace safety laws, and retaliation laws protect employees, but not independent contractors. Additionally, employees can go to state agencies such as the Labor Commissioner's Office to seek enforcement of these laws, whereas independent contractors must resolve their disputes or enforce their rights under their contracts through other means.

For several decades, the employer-employee relationship was put under pressure due to the increased use of independent contractors and the misclassification of employees. For employers lawfully using the independent contractor model, they trade control over the working conditions for being released from many of the primary obligations of being an employer, including paying overtime, remitting payroll taxes, securing workers' compensation coverage, and ensuring a healthy and safe work environment. Unfortunately, this model created incentives for employers to misclassify employees as independent contractors. According to the Employment Development Department's (EDD) 2018 Annual Report on Fraud Deterrence and Detection Activities, in 2017, California's EDD Tax Audit Program conducted 7,937 audits and investigations, resulting in assessments totaling \$249,981,712, and identified nearly *half a million* unreported employees.

The issue culminated with a 2018 Supreme Court decision, *Dynamex Operations West, Inc. v. Superior Court (2018) 4 Cal.5th 903*. Under *Dynamex*, the test for whether a worker is an independent contractor or an employee was simplified to a three-prong test:

- 1) The worker is free from the control and direction of the hirer in connection with the performance of the work, both under the contract for the performance of such work and in fact;
- 2) The worker performs work that is outside the usual course of the hiring entity's business; and

- 3) The worker is customarily engaged in an independently established trade, occupation, or business of the same nature as the work performed for the hiring entity.

In 2019, AB 5 codified the *Dynamex* decision requiring that employers prove that their workers can meet the ABC Test in order to be lawfully classified as independent contractors, and exempted from the test certain professions and business-to-business relationships. AB 5 also provided specified industrial categories where the long-standing Borello test would remain the standard for determining who is an employee. Under Borello, in *S. G. Borello & Sons, Inc. v Dept. of Industrial Relations* (1989) 48 Cal.3d 341, the California Supreme Court created an 11 point “economic realities” test on whether someone could lawfully be considered an independent contractor.

Also in 2019, AB 170 (Gonzalez, Chapter 415, Statutes of 2019) provided newspaper distributors an exemption from the ABC Test under *Dynamex* and specified that instead, the determination of employee or independent contractor status would be governed by *Borello*. The exemption was set to sunset January 1, 2021. In 2020, AB 323 (Rubio, Chapter 341, Statutes of 2020), among other things, extended the sunset date on this exemption from January 1, 2021, to January 1, 2022. Also in 2020, AB 2257 (Gonzalez, Chapter 38, Statutes of 2020) recast and clarified the business-to-business referral agency, and professional services exemption to the three-part ABC Test for employment status and exempted additional occupations and business relationships.

Comments

Need for the bill? As noted above, the newspaper exemption from the “ABC” test was first enacted in 2019 with a sunset date of January 1, 2020. The sunset on the exemption was extended for one year to January 1, 2022. This bill will be the third extension on the exemption sunset.

According to the author, “Since the passage of AB 5 (Gonzalez) in 2019, newspaper carriers have been temporarily exempted from coverage under the ABC test established in the *Dynamex* decision of the California Supreme Court. The last exemption was provided in the form of a one-year extension in AB 323 (Rubio) of 2020. That extension will sunset on January 1, 2022. This measure will extend the sunset for three additional years while providing critical reporting requirements in order to assess the use of the independent contractor model in the industry, understand any trends in carrier misclassification, and ensure that publishers and distributors are complying with the *Borello* test for employment status. This bill both recognizes the importance of the newspaper industry in providing essential

news and information to our communities while seeking confirmation that newspaper carriers are appropriately classified and are receiving the labor law protections they are entitled to.”

Related/Prior Legislation

AB 2257 (Gonzalez, Chapter 38, Statutes of 2020) recast and clarified the business-to-business referral agency, and professional services exemption to the three-part ABC Test for employment status and exempted additional occupations and business relationships.

AB 323 (Rubio, Chapter 341, Statutes of 2020) extended an existing exemption for newspaper distributors from the “ABC” test from January 1, 2021, to January 1, 2022, and required an assessment of the effectiveness of contracts to conduct outreach and marketing to specified communities.

AB 170 (Gonzalez, Chapter 415, Statutes of 2019) provided that until January 1, 2021, newspaper distributors working under a contract with newspaper publisher, and for a newspaper carriers working for a newspaper distributor, the applicable test for determining if an individual is an employee or an independent contractor is the test developed by the California Supreme Court in *Borello*.

AB 5 (Gonzalez, Chapter 296, Statutes of 2019) codified the decision of the California Supreme Court in *Dynamex Operations West, Inc. v. Superior Court of Los Angeles (2018)* requiring that employers prove that their workers can meet a three-part “ABC” test in order to be lawfully classified as independent contractors, and exempted from the test certain professions and business-to-business relationships.

FISCAL EFFECT: Appropriation: No Fiscal Com.: Yes Local: No

According to the Senate Appropriations Committee:

- LWDA indicates that it would incur significant costs, minimally in the hundreds of thousands of dollars annually through 2024, to develop a data collection process, collect and analyze the data.
- Any costs to EDD would be minor and absorbable.
- The Department of Industrial Relations can implement its provisions of this bill with funding from AB 5.

SUPPORT: (Verified 9/2/21)

California News Publisher’s Association

Fresno Metro Black Chamber of Commerce
Oakland Chamber of Commerce
Orange County Business Council
Silicon Valley Leadership Group

OPPOSITION: (Verified 9/2/21)

None received

ARGUMENTS IN SUPPORT: The California News Publisher’s Association is in support of the extension and writes, “CNPA and hundreds of community newspapers across the state – are hoping this time will allow carriers to continue their businesses as independent contractors and give the economy time to recover, as well as newspapers time to continue transition to digital platforms. Additionally, the reporting requirements, the mechanics of which we are continuing to work with the author on, will better inform future discussions relating to news carriers.

“Without AB 1506 and the extension of the sunset clause, publications already struggling to survive will see costs increase anywhere from 40 to 100 percent. A recent survey of California publications shows that 40 percent of publications would have to consider closing their doors forever, 64 percent would eliminate delivery areas, 57 percent would raise prices, and 71 percent would reduce staff (in addition to those laid off or furloughed from the pandemic).”

ASSEMBLY FLOOR: 60-14, 6/1/21

AYES: Aguiar-Curry, Arambula, Bauer-Kahan, Bennett, Berman, Bloom, Boerner Horvath, Bryan, Burke, Calderon, Carrillo, Cervantes, Chau, Chen, Chiu, Cooley, Cooper, Daly, Frazier, Friedman, Gabriel, Cristina Garcia, Eduardo Garcia, Gipson, Lorena Gonzalez, Gray, Grayson, Holden, Irwin, Jones-Sawyer, Kalra, Lee, Levine, Low, Maienschein, McCarty, Medina, Mullin, Muratsuchi, Nazarian, O'Donnell, Petrie-Norris, Quirk, Quirk-Silva, Ramos, Reyes, Luz Rivas, Robert Rivas, Rodriguez, Blanca Rubio, Salas, Santiago, Stone, Ting, Villapudua, Ward, Akilah Weber, Wicks, Wood, Rendon

NOES: Bigelow, Cunningham, Megan Dahle, Davies, Fong, Gallagher, Kiley, Lackey, Nguyen, Patterson, Smith, Valladares, Voepel, Waldron

NO VOTE RECORDED: Choi, Flora, Mathis, Mayes, Seyarto

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