AMENDED IN SENATE MAY 30, 2018

AMENDED IN ASSEMBLY MARCH 23, 2018

CALIFORNIA LEGISLATURE—2017–18 REGULAR SESSION

ASSEMBLY BILL

No. 2943

Introduced by Assembly Member Low (Principal coauthors: Assembly Members Cervantes, Eggman, and Gloria)

(Principal coauthors: Senators Atkins, Galgiani, Lara, and Wiener) (Coauthor: Senator Beall)

February 16, 2018

An act to amend Sections 1761 and 1770 of the Civil Code, relating to unlawful business practices.

LEGISLATIVE COUNSEL'S DIGEST

AB 2943, as amended, Low. Unlawful business practices: sexual orientation change efforts.

Existing law, the Consumer Legal Remedies Act, makes unlawful certain unfair methods of competition and unfair or deceptive acts or practices undertaken by any person in a transaction intended to result, or which results, in the sale or lease of goods or services to any consumer. Existing law authorizes any consumer who suffers damages as a result of these unlawful practices to bring an action against that person to recover damages, among other things.

Existing law prohibits mental health providers, as defined, from performing sexual orientation change efforts, as specified, with a patient under 18 years of age. Existing law requires a violation of this provision to be considered unprofessional conduct and subjects the provider to discipline by the provider's licensing entity.

AB 2943

This bill would include, as an unlawful practice prohibited under the Consumer Legal Remedies Act, advertising, offering to engage in, or engaging in for sale, or selling services constituting sexual orientation change efforts with efforts, as defined, to an individual. The bill would also declare the intent of the Legislature in this regard.

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

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

1 SECTION 1. The Legislature finds and declares the following:

2 (a) Contemporary science recognizes that being lesbian, gay,
3 bisexual, or transgender is part of the natural spectrum of human
4 identity and is not a disease, disorder, or illness.

5 (b) The American Psychological Association convened the Task 6 Force on Appropriate Therapeutic Responses to Sexual Orientation. 7 The task force conducted a systematic review of peer-reviewed 8 journal literature on sexual orientation change efforts and issued 9 a report in 2009. The task force concluded that sexual orientation change efforts can pose critical health risks to lesbian, gay, and 10 11 bisexual people, including confusion, depression, guilt, 12 helplessness, hopelessness, shame, social withdrawal, suicidality, 13 substance abuse, stress, disappointment, self-blame, decreased 14 self-esteem and authenticity to others, increased self-hatred, 15 hostility and blame toward parents, feelings of anger and betrayal,

loss of friends and potential romantic partners, problems in sexualand emotional intimacy, sexual dysfunction, high-risk sexual

18 behaviors, a feeling of being dehumanized and untrue to self, a

19 loss of faith, and a sense of having wasted time and resources.

20 (c) The American Psychological Association issued a resolution 21 on Appropriate Affirmative Responses to Sexual Orientation 22 Distress and Change Efforts in 2009, stating: "[T]he [American 23 Psychological Association] advises parents, guardians, young 24 people, and their families to avoid sexual orientation change efforts 25 that portray homosexuality as a mental illness or developmental 26 disorder and to seek psychotherapy, social support, and educational 27 services that provide accurate information on sexual orientation 28 and sexuality, increase family and school support, and reduce

29 rejection of sexual minority youth."

1 (d) The American Psychiatric Association published a position 2 statement in March of 2000, stating:

3 "Psychotherapeutic modalities to convert or 'repair' 4 homosexuality are based on developmental theories whose 5 scientific validity is questionable. Furthermore, anecdotal reports 6 of 'cures' are counterbalanced by anecdotal claims of psychological 7 harm. In the last four decades, 'reparative' therapists have not 8 produced any rigorous scientific research to substantiate their 9 claims of cure. Until there is such research available, [the American 10 Psychiatric Association] recommends that ethical practitioners 11 refrain from attempts to change individuals' sexual orientation, 12 keeping in mind the medical dictum to first, do no harm.

13 The potential risks of reparative therapy are great, including 14 depression, anxiety and self-destructive behavior, since therapist 15 alignment with societal prejudices against homosexuality may 16 reinforce self-hatred already experienced by the patient. Many 17 patients who have undergone reparative therapy relate that they 18 were inaccurately told that homosexuals are lonely, unhappy 19 individuals who never achieve acceptance or satisfaction. The 20 possibility that the person might achieve happiness and satisfying 21 interpersonal relationships as a gay man or lesbian is not presented, 22 nor are alternative approaches to dealing with the effects of societal 23 stigmatization discussed.

Therefore, the American Psychiatric Association opposes any psychiatric treatment such as reparative or conversion therapy which is based upon the assumption that homosexuality per se is a mental disorder or based upon the a priori assumption that a patient should change his/her sexual homosexual orientation."

(e) The American Academy of Pediatrics published an article
in 1993 in its journal, Pediatrics, stating: "Therapy directed at
specifically changing sexual orientation is contraindicated, since
it can provoke guilt and anxiety while having little or no potential

33 for achieving changes in orientation."

(f) The American Medical Association Council on Scientific
Affairs prepared a report in 1994, stating: "Aversion therapy (a
behavioral or medical intervention which pairs unwanted behavior,
in this case, homosexual behavior, with unpleasant sensations or
aversive consequences) is no longer recommended for gay men
and lesbians. Through psychotherapy, gay men and lesbians can

1 become comfortable with their sexual orientation and understand 2 the societal response to it."

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(g) The National Association of Social Workers prepared a 1997 4 policy statement, stating: "Social stigmatization of lesbian, gay 5 and bisexual people is widespread and is a primary motivating factor in leading some people to seek sexual orientation changes. 6 7 Sexual orientation conversion therapies assume that homosexual 8 orientation is both pathological and freely chosen. No data 9 demonstrates that reparative or conversion therapies are effective, 10 and, in fact, they may be harmful."

(h) The American Counseling Association Governing Council 11 issued a position statement in April of 1999, stating: "We oppose 12 13 'the promotion of "reparative therapy" as a "cure" for individuals who are homosexual." 14

15 (i) The American School Counselor Association issued a position statement in 2014, stating: "It is not the role of the 16 17 professional school counselor to attempt to change a student's 18 sexual orientation or gender identity. Professional school counselors do not support efforts by licensed mental health 19 20 professionals to change a student's sexual orientation or gender 21 as these practices have been proven ineffective and harmful."

22 (j) The American Psychoanalytic Association issued a position 23 statement in June 2012 on attempts to change sexual orientation, gender, identity, or gender expression, stating: "As with any 24 25 societal prejudice, bias against individuals based on actual or 26 perceived sexual orientation, gender identity or gender expression 27 negatively affects mental health, contributing to an enduring sense 28 of stigma and pervasive self-criticism through the internalization 29 of such prejudice.

30 Psychoanalytic technique does not encompass purposeful attempts to 'convert,' 'repair,' change or shift an individual's 31 32 sexual orientation, gender identity or gender expression. Such 33 directed efforts are against fundamental principles of 34 psychoanalytic treatment and often result in substantial 35 psychological pain by reinforcing damaging internalized attitudes." (k) The American Academy of Child and Adolescent Psychiatry 36 37 published an article in 2012 in its journal, Journal of the American 38 Academy of Child and Adolescent Psychiatry, stating: "Clinicians should be aware that there is no evidence that sexual orientation 39 40 can be altered through therapy, and that attempts to do so may be

1 harmful. There is no empirical evidence adult homosexuality can 2 be prevented if gender nonconforming children are influenced to 3 be more gender conforming. Indeed, there is no medically valid 4 basis for attempting to prevent homosexuality, which is not an 5 illness. On the contrary, such efforts may encourage family 6 rejection and undermine self-esteem, connectedness and caring, 7 important protective factors against suicidal ideation and attempts. 8 Given that there is no evidence that efforts to alter sexual 9 orientation are effective, beneficial or necessary, and the possibility 10 that they carry the risk of significant harm, such interventions are contraindicated." 11

12 (*l*) The Pan American Health Organization, a regional office of 13 the World Health Organization, issued a statement in May of 2012, stating: "These supposed conversion therapies constitute a violation 14 15 of the ethical principles of health care and violate human rights that are protected by international and regional agreements." The 16 17 organization also noted that reparative therapies "lack medical 18 justification and represent a serious threat to the health and 19 well-being of affected people." 20 (m) The American Association of Sexuality Educators,

21 Counselors and Therapists (AASECT) issued a statement in 2014, 22 stating: "[S]ame sex orientation is not a mental disorder and we 23 oppose any 'reparative' or conversion therapy that seeks to 24 'change' or 'fix' a person's sexual orientation. AASECT does not 25 believe that sexual orientation is something that needs to be 'fixed' 26 or 'changed.' The rationale behind this position is the following: 27 Reparative therapy, for minors, in particular, is often forced or 28 nonconsensual. Reparative therapy has been proven harmful to 29 minors. There is no scientific evidence supporting the success of 30 these interventions. Reparative therapy is grounded in the idea that 31 nonheterosexual orientation is 'disordered.' Reparative therapy 32 has been shown to be a negative predictor of psychotherapeutic 33 benefit." 34 (n) The American College of Physicians wrote a position paper

in 2015, stating: "The College opposes the use of 'conversion,'
'reorientation,' or 'reparative' therapy for the treatment of LGBT
persons. . . . Available research does not support the use of
reparative therapy as an effective method in the treatment of LGBT
persons. Evidence shows that the practice may actually acuse

39 persons. Evidence shows that the practice may actually cause

emotional or physical harm to LGBT individuals, particularly 1 2 adolescents or young persons." 3 (o) In October 2015, the Substance Abuse and Mental Health 4 Services Administration of the United States Department of Health 5 and Human Services issued a report titled "Ending Conversion Therapy: Supporting and Affirming LGBTQ Youth." The report 6 7 found that "[i]nterventions aimed at a fixed outcome, such as 8 gender conformity or heterosexual orientation, including those 9 aimed at changing gender identity, gender expression, and sexual orientation are coercive, can be harmful, and should not be part of 10 behavioral health treatment." 11 12 (p) Courts, including in California, have recognized the practice 13 of sexual orientation change efforts as a commercial service.

Therefore, claims that sexual orientation change efforts as a commercial service. Therefore, claims that sexual orientation change efforts are effective in changing an individual's sexual orientation, may constitute unlawful, unfair, or fraudulent business practices under state consumer protection laws. This bill intends to make clear that sexual orientation change efforts are an unlawful practice under California's Consumer Legal Remedies Act.

(q) California has a compelling interest in protecting the physical
 and psychological well-being of lesbian, gay, bisexual, and
 transgender individuals.

(r) California has a compelling interest in protecting consumers
from false and deceptive practices that claim to change sexual
orientation and in protecting consumers against exposure to serious
harm caused by sexual orientation change efforts.

27 SEC. 2. Section 1761 of the Civil Code is amended to read:

28 1761. As used in this title:

(a) "Goods" means tangible chattels bought or leased for useprimarily for personal, family, or household purposes, including

31 certificates or coupons exchangeable for these goods, and including

32 goods that, at the time of the sale or subsequently, are to be so

33 affixed to real property as to become a part of real property,

34 whether or not they are severable from the real property.

(b) "Services" means work, labor, and services for other than
a commercial or business use, including services furnished in
connection with the sale or repair of goods.

38 (c) "Person" means an individual, partnership, corporation,

39 limited liability company, association, or other group, however

40 organized.

1 (d) "Consumer" means an individual who seeks or acquires, by 2 purchase or lease, any goods or services for personal, family, or 3 household purposes.

4 (e) "Transaction" means an agreement between a consumer and 5 another person, whether or not the agreement is a contract 6 enforceable by action, and includes the making of, and the 7 performance pursuant to, that agreement.

8 (f) "Senior citizen" means a person who is 65 years of age or 9 older.

10 (g) "Disabled person" means a person who has a physical or 11 mental impairment that substantially limits one or more major life 12 activities.

13 (1) As used in this subdivision, "physical or mental impairment"14 means any of the following:

15 (A) A physiological disorder or condition, cosmetic
16 disfigurement, or anatomical loss substantially affecting one or
17 more of the following body systems: neurological; musculoskeletal;
18 special sense organs; respiratory, including speech organs;
19 cardiovascular; reproductive; digestive; genitourinary; hemic and
20 lymphatic; skin; or endocrine.

- (B) A mental or psychological disorder, including intellectual
 disability, organic brain syndrome, emotional or mental illness,
 and specific learning disabilities. "Physical or mental impairment"
 includes, but is not limited to, diseases and conditions that include
- 25 orthopedic, visual, speech, and hearing impairment, cerebral palsy,

26 epilepsy, muscular dystrophy, multiple sclerosis, cancer, heart 27 disease, diabetes, intellectual disability, and emotional illness.

(2) "Major life activities" means functions that include caring
for one's self, performing manual tasks, walking, seeing, hearing,
speaking, breathing, learning, and working.

(h) "Home solicitation" means a transaction made at the
consumer's primary residence, except those transactions initiated
by the consumer. A consumer response to an advertisement is not

34 a home solicitation.

(i) (1) "Sexual orientation change efforts" means any practices
that seek to change an individual's sexual orientation. This includes
efforts to change behaviors or gender expressions, or to eliminate
or reduce sexual or romantic attractions or feelings toward

39 individuals of the same sex.

1 (2) "Sexual orientation change efforts" does not include 2 psychotherapies that: (A) provide acceptance, support, and 3 understanding of clients or the facilitation of clients' coping, social 4 support, and identity exploration and development, including sexual orientation-neutral interventions to prevent or address unlawful 5 conduct or unsafe sexual-practices; practices or to otherwise 6 7 promote healthy sexual and romantic relationships; and (B) do 8 not seek to change sexual orientation. SEC. 3. Section 1770 of the Civil Code is amended to read: 9

10 1770. (a) The following unfair methods of competition and 11 unfair or deceptive acts or practices undertaken by any person in 12 a transaction intended to result or that results in the sale or lease 13 of goods or services to any consumer are unlawful:

14 (1) Passing off goods or services as those of another.

15 (2) Misrepresenting the source, sponsorship, approval, or 16 certification of goods or services.

17 (3) Misrepresenting the affiliation, connection, or association18 with, or certification by, another.

19 (4) Using deceptive representations or designations of20 geographic origin in connection with goods or services.

(5) Representing that goods or services have sponsorship,
approval, characteristics, ingredients, uses, benefits, or quantities
that they do not have or that a person has a sponsorship, approval,
status, affiliation, or connection that he or she does not have.

(6) Representing that goods are original or new if they have
deteriorated unreasonably or are altered, reconditioned, reclaimed,
used, or secondhand.

(7) Representing that goods or services are of a particularstandard, quality, or grade, or that goods are of a particular styleor model, if they are of another.

31 (8) Disparaging the goods, services, or business of another by32 false or misleading representation of fact.

33 (9) Advertising goods or services with intent not to sell them34 as advertised.

(10) Advertising goods or services with intent not to supply
 reasonably expectable demand, unless the advertisement discloses
 a limitation of quantity.

38 (11) Advertising furniture without clearly indicating that it is39 unassembled if that is the case.

(12) Advertising the price of unassembled furniture without
 clearly indicating the assembled price of that furniture if the same
 furniture is available assembled from the seller.

4 (13) Making false or misleading statements of fact concerning 5 reasons for, existence of, or amounts of, price reductions.

6 (14) Representing that a transaction confers or involves rights,
7 remedies, or obligations that it does not have or involve, or that
8 are prohibited by law.

9 (15) Representing that a part, replacement, or repair service is 10 needed when it is not.

(16) Representing that the subject of a transaction has beensupplied in accordance with a previous representation when it hasnot.

(17) Representing that the consumer will receive a rebate,
discount, or other economic benefit, if the earning of the benefit
is contingent on an event to occur subsequent to the consummation
of the transaction.

18 (18) Misrepresenting the authority of a salesperson,19 representative, or agent to negotiate the final terms of a transaction20 with a consumer.

(19) Inserting an unconscionable provision in the contract.

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22 (20) Advertising that a product is being offered at a specific 23 price plus a specific percentage of that price unless (A) the total 24 price is set forth in the advertisement, which may include, but is 25 not limited to, shelf tags, displays, and media advertising, in a size 26 larger than any other price in that advertisement, and (B) the 27 specific price plus a specific percentage of that price represents a 28 markup from the seller's costs or from the wholesale price of the 29 product. This subdivision shall not apply to in-store advertising 30 by businesses that are open only to members or cooperative 31 organizations organized pursuant to Division 3 (commencing with 32 Section 12000) of Title 1 of the Corporations Code where more 33 than 50 percent of purchases are made at the specific price set forth 34 in the advertisement.

35 (21) Selling or leasing goods in violation of Chapter 436 (commencing with Section 1797.8) of Title 1.7.

37 (22) (A) Disseminating an unsolicited prerecorded message by

telephone without an unrecorded, natural voice first informing the person answering the telephone of the name of the caller or the organization being represented, and either the address or the

- 1 telephone number of the caller, and without obtaining the consent
- 2 of that person to listen to the prerecorded message.

3 (B) This subdivision does not apply to a message disseminated 4 to a business associate, customer, or other person having an 5 established relationship with the person or organization making 6 the call, to a call for the purpose of collecting an existing 7 obligation, or to any call generated at the request of the recipient. 8 (23) (A) The home solicitation, as defined in subdivision (h) 9 of Section 1761, of a consumer who is a senior citizen where a loan is made encumbering the primary residence of that consumer 10 for purposes of paying for home improvements and where the 11 12 transaction is part of a pattern or practice in violation of either 13 subsection (h) or (i) of Section 1639 of Title 15 of the United States 14 Code or paragraphs (1), (2), and (4) of subdivision (a) of Section 15 226.34 of Title 12 of the Code of Federal Regulations.

(B) A third party shall not be liable under this subdivision unless
(i) there was an agency relationship between the party who engaged
in home solicitation and the third party, or (ii) the third party had
actual knowledge of, or participated in, the unfair or deceptive
transaction. A third party who is a holder in due course under a
home solicitation transaction shall not be liable under this

(24) (A) Charging or receiving an unreasonable fee to prepare,
aid, or advise any prospective applicant, applicant, or recipient in
the procurement, maintenance, or securing of public social services.
(B) For purposes of this paragraph, the following definitions

27 shall apply:

28 (i) "Public social services" means those activities and functions 29 of state and local government administered or supervised by the

State Department of Health Care Services, the State Department of Public Health, or the State Department of Social Services, and involved in providing aid or services, or both, including health care services, and medical assistance, to those persons who,

34 because of their economic circumstances or social condition, are

35 in need of that aid or those services and may benefit from them.

36 (ii) "Public social services" also includes activities and functions

37 administered or supervised by the United States Department of

Veterans Affairs or the California Department of Veterans Affairsinvolved in providing aid or services, or both, to veterans, including

40 pension benefits.

1 (iii) "Unreasonable fee" means a fee that is exorbitant and 2 disproportionate to the services performed. Factors to be 3 considered, if appropriate, in determining the reasonableness of a 4 fee, are based on the circumstances existing at the time of the 5 service and shall include, but not be limited to, all of the following: 6 (I) The time and effort required.

7 (II) The novelty and difficulty of the services.

8 (III) The skill required to perform the services.

9 (IV) The nature and length of the professional relationship.

10 (V) The experience, reputation, and ability of the person 11 providing the services.

12 (C) This paragraph shall not apply to attorneys licensed to 13 practice law in California, who are subject to the California Rules of Professional Conduct and to the mandatory fee arbitration 14 15 provisions of Article 13 (commencing with Section 6200) of 16 Chapter 4 of Division 3 of the Business and Professions Code, 17 when the fees charged or received are for providing representation 18 in administrative agency appeal proceedings or court proceedings 19 for purposes of procuring, maintaining, or securing public social 20 services on behalf of a person or group of persons.

(25) (A) Advertising or promoting any event, presentation,
seminar, workshop, or other public gathering regarding veterans'
benefits or entitlements that does not include the following
statement in the same type size and font as the term "veteran" or
any variation of that term:

26 (i) "I am not authorized to file an initial application for Veterans"

27 Aid and Attendance benefits on your behalf, or to represent you

28 before the Board of Veterans' Appeals within the United States

29 Department of Veterans Affairs in any proceeding on any matter,

30 including an application for such benefits. It would be illegal for

31 me to accept a fee for preparing that application on your behalf."

32 The requirements of this clause do not apply to a person licensed

to act as an agent or attorney in proceedings before the Agency of

34 Original Jurisdiction and the Board of Veterans' Appeals within

35 the United States Department of Veterans Affairs when that person

36 is offering those services at the advertised event.

37 (ii) The statement in clause (i) shall also be disseminated, both

38 orally and in writing, at the beginning of any event, presentation,

39 seminar, workshop, or public gathering regarding veterans' benefits

40 or entitlements.

1 (B) Advertising or promoting any event, presentation, seminar, 2 workshop, or other public gathering regarding veterans' benefits 3 or entitlements that is not sponsored by, or affiliated with, the 4 United States Department of Veterans Affairs, the California 5 Department of Veterans Affairs, or any other congressionally 6 chartered or recognized organization of honorably discharged 7 members of the Armed Forces of the United States, or any of their 8 auxiliaries that does not include the following statement, in the 9 same type size and font as the term "veteran" or the variation of 10 that term:

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"This event is not sponsored by, or affiliated with, the United 12 13 States Department of Veterans Affairs, the California Department 14 of Veterans Affairs, or any other congressionally chartered or 15 recognized organization of honorably discharged members of the Armed Forces of the United States, or any of their auxiliaries. 16 17 None of the insurance products promoted at this sales event are 18 endorsed by those organizations, all of which offer free advice to 19 veterans about how to qualify and apply for benefits."

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(i) The statement in this subparagraph shall be disseminated,
both orally and in writing, at the beginning of any event,
presentation, seminar, workshop, or public gathering regarding
veterans' benefits or entitlements.

25 (ii) The requirements of this subparagraph shall not apply in a case where the United States Department of Veterans Affairs, the 26 27 California Department of Veterans Affairs, or other congressionally 28 chartered or recognized organization of honorably discharged 29 members of the Armed Forces of the United States, or any of their 30 auxiliaries have granted written permission to the advertiser or 31 promoter for the use of its name, symbol, or insignia to advertise 32 or promote the event, presentation, seminar, workshop, or other 33 public gathering. 34 (26) Advertising, offering for sale, or selling a financial product

that is illegal under state or federal law, including any cash payment for the assignment to a third party of the consumer's right to receive

37 future pension or veteran's benefits.

38 (27) Representing that a product is made in California by using

39 a Made in California label created pursuant to Section 12098.10

of the Government Code, unless the product complies with Section
 12098.10 of the Government Code.

3 (28) Advertising, offering to engage in, or engaging in *for sale*,
4 *or selling services constituting* sexual orientation change efforts
5 with *to* an individual.

(b) (1) It is an unfair or deceptive act or practice for a mortgage 6 7 broker or lender, directly or indirectly, to use a home improvement 8 contractor to negotiate the terms of any loan that is secured, 9 whether in whole or in part, by the residence of the borrower and that is used to finance a home improvement contract or any portion 10 11 of a home improvement contract. For purposes of this subdivision, "mortgage broker or lender" includes a finance lender licensed 12 13 pursuant to the California Finance Lenders Law (Division 9 14 (commencing with Section 22000) of the Financial Code), a 15 residential mortgage lender licensed pursuant to the California Residential Mortgage Lending Act (Division 20 (commencing 16 17 with Section 50000) of the Financial Code), or a real estate broker 18 licensed under the Real Estate Law (Division 4 (commencing with 19 Section 10000) of the Business and Professions Code). 20 (2) This section shall not be construed to either authorize or 21 prohibit a home improvement contractor from referring a consumer 22 to a mortgage broker or lender by this subdivision. However, a 23 home improvement contractor may refer a consumer to a mortgage lender or broker if that referral does not violate Section 7157 of 24 25 the Business and Professions Code or any other law. A mortgage

26 lender or broker may purchase an executed home improvement

27 contract if that purchase does not violate Section 7157 of the

28 Business and Professions Code or any other law. Nothing in this

paragraph shall have any effect on the application of Chapter 1(commencing with Section 1801) of Title 2 to a home improvement

31 transaction or the financing of a home improvement transaction.

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