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I. INTRODUCTION

In their Second Amended Complaint, Plaintiffs removed all claims for prospective relief, the class allegations, and pursue only damages claims on behalf of Plaintiffs Nichols, James, HHROC and the Emergency Shelter Coalition. The court should not dismiss the remaining causes of action as Plaintiffs have standing to pursue them. The complaint sufficiently alleges that Mr. James and Mr. Nichols were woken up by law enforcement and threatened with arrest and that Mr. James' property was taken by the City of San Clemente pursuant to its policies and protocols. If the Court believes that the amended complaint is not sufficient, leave to amend, as set forth herein, should be given, including to refine the allegations for the Fourteenth Amendment "liberty" cause of action for the repeated orders to move along from public places as an alternative to the Eighth Amendment claim. See Opposition to County at pp. 2-3.

II. STANDARD OF REVIEW

In deciding a motion to dismiss, the court must construe the complaint in the light most favorable to the plaintiffs and must accept all factual allegations as true. *N.M. State Inv. Council v. Ernst & Young L.L.P.*, 641 F.3d 1089, 1094 (9th Cir. 2011). The court must also accept as true all reasonable inferences to be drawn from the material allegations in the complaint. *Barker v. Riverside County Office of Educ.*, 584 F.3d 821, 824 (9th Cir. 2009).

III. PLAINTIFFS HAVE SUFFERED HARM AS A RESULT OF THE CITY'S ACTIONS

Organizational Plaintiffs, HOUSING IS A HUMAN RIGHT ("HHROC") and EMERGENCY SHELTER COALITION OF SAN CLEMENTE ("ESC"), have dedicated missions that are adversely impacted by the City's failure to provide shelter to individuals experiencing homelessness and the City's exacerbation of homelessness through the criminalizing of homeless individuals' life sustaining actions. As a result of these actions, Organizational Plaintiffs are forced to divert

valuable resources, such as time and money, from advocating for appropriate shelter to directly serving homeless individuals. SAC ¶65-66.

Additionally, Plaintiffs Duane Nichols and Darren James were both immediately affected by law enforcement harassment. Mr. Nichols has significant disabilities and is a resident of San Clemente. SAC ¶69. Mr. Nichols was unable to find shelter in the city, and the options offered outside the city were insufficient as both shelters offered operate at or over capacity each night and require a referral for admission or give priority to local residents. SAC ¶69. Moreover, it was difficult for Mr. Nichols to travel there with his physical and visual disabilities. SAC ¶70. Despite the inadequate and insufficient shelter options Mr. Nichols was awakened on multiple occasions by deputies threatening arrest if he did not leave the public space where he was sleeping. SAC ¶71.

Plaintiff DARREN JAMES, currently housed in San Clemente, experienced similar policing and was told to either move or be arrested. SAC ¶¶73, 75. Additionally, in early February 2019, his property was taken from the location where he left it daily for two years. SAC ¶74. He was informed by a person he believed to be a City employee that the City did not retain the property. SAC ¶74.

a. The Organizational Plaintiffs Have Standing to Claim Damages from the Frustration of Mission and Diversion of Resources They Experienced

Plaintiffs have met their burden to establish the standing of the organizations. The Complaint adequately describes the frustration of mission and redirection of resources of both organizational Plaintiffs. SAC ¶¶ 64-67. An organization has standing when there is a drain on its resources from a frustration of mission and diversion of resources. *Comite de Jornaleros de Redondo Beach v. City of Redondo Beach*, 657 F.3d 936, 943 (9th Cir. 2011) (en banc). An organization has "direct standing to sue [when] it show[s] a drain on its resources from both a diversion of its resources and frustration of its mission." *Fair Hous. Council of San Fernando Valley v. Roommate.com, LLC*, 666 F.3d 1216, 1219 (9th Cir.2012)

(quoting *Fair Hous. of Marin v. Combs*, 285 F.3d 899, 905 (9th Cir.2002)). This standing includes a claim for damages for past diversion of resources and frustration of mission. *Fair Hous. of Marin*, 285 F.3d at 906; *S. California Hous. Rights Ctr. v. Krug*, 564 F. Supp. 2d 1138, 1152 (C.D. Cal. 2007) ("Diversion of resources damages are equivalent to 'opportunity costs' for activities [the organization] had to forego to address defendant's action").

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The unlawful ordinance in San Clemente and the allegations of the Second Amended Complaint offer support that the organizations were forced to divert their resources. SAC ¶65-67. Defendant City does not allege that resources were not diverted, simply that the City believes the criminalization of poverty does not violate the Constitution and disagrees with the allegations regarding disabilities in the homeless community. Before any discovery has commenced, Defendant has no basis to dispute Plaintiff Organizations' statements that their ability to carry out their missions have been impaired. "Because the organizational plaintiffs have shown that their missions have been frustrated and their resources diverted as a result of the Defendant actions, they have standing to challenge it." Valle del Sol Inc. v. Whiting, 732 F.3d 1006, 1018–19 (9th Cir. 2013) (citing Fair Hous. Council of San Fernando Valley, 666 F.3d at 1219 (holding Plaintiff FHC had organizational standing based on having "divert[ed] resources independent of litigation costs and frustrated their central mission" in preliminary injunction stage due to education and outreach campaigns targeted at discriminatory roommate advertising), Smith v. Pac. Props & Dev. Corp., 358 F.3d 1097, 1105 (9th Cir. 2004) (reversing dismissal of complaint based on lack of standing where an organization alleged that "in order to monitor the violations and educate the public regarding the discrimination, has had ... to divert its scarce resources from other efforts ... to benefit the disabled community in other ways")).

ESC: The Emergency Shelter Coalition's mission is to create safe shelter for homeless individuals. SAC ¶66. This mission necessarily requires long term

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advocacy to assist in coordinating numerous private and public entities to install a shelter. ESC engaged the City of San Clemente in litigation as early as 2014, to bring the City into compliance with Government Code Section 65588(e). SAC ¶67. However, when those individuals are under the threat of arrest, the organization is forced to redirect resources to advocate against criminalization of unavoidable behaviors delaying the progress toward shelters. SAC ¶67. The Supreme Court held that where the defendants' "practices have perceptibly impaired [the organizational plaintiff's] ability to provide [the services it was formed to provide] ... there can be no question that the organization suffered injury in fact." El Rescate Legal Servs., Inc. v. Exec. Office of Immigration Review, 959 F.2d 742, 748 (9th Cir. 1991) quoting Havens Realty Corp. v. Coleman, 455 U.S. 363, 379 (1982). Defendant City's violations have unarguably impaired Emergency Shelter Coalition's ability to allocate resources toward advancing its goals of providing safe shelter for homeless individuals. The Emergency Shelter Coalition's mission was frustrated as it was forced to allocate resources to advocate against criminalization of homeless individuals rather than advocating on creating safe shelters for homeless individuals. Animal Legal Def. Fund v. United States Dep't of Agric., 223 F. Supp. 3d 1008, 1014 (C.D. Cal. 2016) (explaining that "the frustration of an organization's mission is the personalized injury that "forces" the organization to spend money to alleviate the frustration."). HHROC: Finally, Housing is a Human Right Orange County has a primary

HHROC: Finally, Housing is a Human Right Orange County has a primary mission of achieving supportive, affordable, and permanent housing for homeless individuals. SAC ¶64. But when individuals are under threat of arrest they are forced to redirect resources to provide support and assistance with survival including food and transporting individuals to medical appointments and services. SAC ¶64-65. Similar to ESC, HHROC is devoted to long-term advocacy for the purpose of creating a shelter. SAC ¶64-65. Although providing food and tending to the daily needs of homeless individuals is essential, it forces members to use their limited

personal funds and time towards providing food and other items rather than towards advocacy for long-term housing solutions. SAC ¶65. Had it not been for Defendant City's conduct, "these resources would have been used on other projects" *Georgia State Conference of NAACP v. Kemp*, 841 F.Supp.2d 1320, 1336 (N.D.Ga.2012), namely to achieve permanent housing for homeless individuals, and therefore "plainly satisfy the injury prong of the Article III test for standing" *Id*.

If the organizations ignored the ongoing actions, they would continue to suffer harm as the exact population they aim to serve would be left in jails and forced into hiding in dangerous places to avoid arrest simply because they cannot afford housing. Because Plaintiffs are harmed by the frustration of their missions and diversion of their resources, there is standing. *Fair Hous. of Marin*, 285 F.3d at 905.

b. The Threats of Arrest Also Give Rise to Claims for Damages as They Created an Immediate Harm to Plaintiffs' Health

Plaintiffs ask the court to reconsider its finding that there are no damages for unlawful threats under the Eighth and Fourteenth Amendments in circumstances such as these, where Plaintiffs were repeatedly woken up, threatened with immediate arrest and harassed by law enforcement while attempting to sleep. The repeated harassment gives the threats in this case an immediacy due to the physical and mental harm inflicted on plaintiffs that was lacking in the cases cited in the district court's first opinion. *See In re Eichorn*, 69 Cal. App. 4th 382, 389-390 (1998) (explaining that "sleep is a physiological need, not an option for humans. It is common knowledge that loss of sleep produces a host of physical and mental problems"). Plaintiffs can establish "garden variety" pain and suffering as a result of the repeated harassment and threats of arrest.

The cases Defendant relies on are cases where retaliation was threatened but not carried out. *Gaut v. Sun*, 810 F.2d 923, 925 (9th Cir. 1987) (threat of violence); *Corales v. Bennett*, 567 F.3d 554, 565 (9th Cir. 2009) (threat of school discipline); *Butitta v. Garbajal*, 1997 WL 345719, at *1 (9th Cir. 1997) (threats made to unlawfully seize plaintiff without any legal process) (unpublished decision referenced

in a table of decisions at 116 F.3d 1485). In *Gaut*, the court found that while Gaut received physical beatings from defendants, when they threatened him with violence if he reported the beatings, that was not cause of action under §1983. That case has been distinguished by later cases on the grounds that the threats in *Gaut* were not of immediate action and thus not immediately terrifying or harmful to the plaintiff. *See Lopez v. Bollweg*, No. CV 13-00691-TUC-DCB, 2017 WL 4679409, at *4 (D. Ariz. Aug. 1, 2017) (threat that deputy "would not act to stop the harm that Plaintiff was already suffering" is actionable; *Parker v. Asher*, 701 F. Supp. 192, 195 (D. Nev. 1988) (threat to shoot inmate with taser while holding taser is actionable).

Here, as the act of repeatedly waking plaintiffs to threaten them and forced them to move or face immediate arrest in fact injured them, the threat is more immediate than the threat in *Gaut. See In re Eichorn*, 69 Cal. App. 4th 382, 389-390 (1998); *see also* Alice Park, *Why Interrupted Sleep is Worse than Short Sleep*, Time Mag. Oct. 30, 2015, available at https://time.com/4094734/interrupted-sleep-mood/ (finding that interrupted sleep is more damaging to health than shortened sleep). It is also more immediate than the threats in *Butitta*. In that case, the police officers made threats of arrest over the phone, rather than waking and harassing the plaintiff in person. *Buttita*, 1997 WL 345719 at *1. Similarly, in *Corales*, the "harsh lecture" given to the students did not involve waking them up during the night or harassing them. *Corales*, 567 F.3d at 564.

Where an unconstitutional ordinance is used to harass and intimidate Plaintiffs, Plaintiffs have claimed damage from the ordinance. As discussed above, both Mr. James and Mr. Nichols have been repeatedly told by San Clemente's law enforcement agency to move along. Mr. James has been repeatedly woken up at night and asked to move. SAC ¶¶73, 75. This is a cognizable harm resulting from an ordinance that violates the Eighth and Fourteenth Amendments. If the court finds that the Fourteenth Amendment does not support claims for being woken up, but that the First and Fourth

Amendments would, Plaintiffs request leave to substitute First and Fourth Amendment claims. *See Johnson v. City of Shelby, Miss.*, 574 U.S. 10, 10 (2014).

Plaintiffs allege that Defendant has created an ordinance system that encourages arbitrary enforcement of law based on what law enforcement officer Plaintiffs interact with. SAC ¶¶78-80, 82-83, 90. Homeless individuals are perpetually threatened with arrest if they refuse to move. SAC ¶¶69, 71, 73, 75, 78, 87-88. Mr. Nichols alleges that the Orange County Sheriff's Department deputies repeatedly threatened him with jail if he refused to move from a place where he had a right to be or refused an insufficient shelter placement in another City. SAC ¶69. Each of the plaintiffs suffers from disabilities that make it difficult for them to relocate themselves. SAC ¶¶70, 72-73. Thus, they must either expend extraordinary effort to move to another city that may or may not enforce similar quality-of-life ordinances or remain in San Clemente subjected to the whims of the officer who may choose to enforce an ordinance. SAC ¶¶78-80, 82-83, 90.

Plaintiffs recognize that the court found in the minute order that there were no damages for threats in this context. Dkt. 98 at 16. However, Plaintiffs urge the court to reconsider this ruling. Unlike in the case the court relied on, *Gaut*, 810 F.2d at 925, the threat of arrest is not the mere hypothetical threat but, rather, consists of repeated harassment that harms the plaintiffs by preventing them from sleeping on the streets in San Clemente. Nichols and James alleged that they were woken up in the middle of the night to be threatened with enforcement of this unconstitutional ordinance. ¶90. Unlike threats in other contexts, this form of threat has impacts on their health and creates cognizable damages.

IV. PLAINTIFF DARREN JAMES HAS SUFFICIENTLY ALLEGED A DUE PROCESS CLAIM AGAINST SAN CLEMENTE

Defendant San Clemente argues that Plaintiff Darren James fails to state a claim for a violation of his right to due process for the unlawful seizure of his property because (1) the factual allegations do not plausibly suggest a claim for relief

and (2) Plaintiff does not state a claim for *Monell* liability against the City. Both arguments fail.

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First, the factual allegations surrounding the unlawful seizure of Plaintiff's essential property plausibly suggest that the City violated his right to due process. The right of a homeless person to due process in the protection of their property against unannounced seizure and immediate destruction is firmly established. The Ninth Circuit has held that homeless individuals have a Fourth Amendment property interest in their unattended property even when it is left on public sidewalks. See Lavan v. City of Los Angeles, 693 F.3d 1022, 1030 (9th Cir. 2012). "The Fourth Amendment protects against unreasonable interferences in property interests regardless of whether there is an invasion of privacy." Miranda v. City of Cornelius, 429 F.3d 858, 862 (9th Cir. 2005) (emphasis added). Moreover, the United States Supreme Court has held that personal property located in a public area is protected by the Fourth Amendment, despite the fact that the property is in a public space. See Soldal v. Cook Cnty, 506 U.S. 56, 68 (1992). In short, homeless individuals retain an "interest in the continued ownership of their personal possessions." Lavan, 693 F.3d at 1031. In the facts alleged in the Second Amended Complaint, Mr. James has a claim for damages for the seizure and destruction/loss of his property.

"[F]or a complaint to survive a motion to dismiss, the non-conclusory 'factual content,' and reasonable inferences from that content, must be plausibly suggestive of a claim entitling the plaintiff to relief." Moss v. U.S. Secret Serv., 572 F.3d 962, 969 (9th Cir. 2009) (emphasis added). "Asking for plausible grounds to infer [unlawful conduct] does not impose a probably requirement at the pleading stage; it simply calls for enough fact to raise a reasonable expectation that discovery will reveal evidence of [unlawful conduct]." Bell Atlantic Corp. v. Twombly, 550 U.S. 544, 556 (2007). Ultimately, "[d]etermining whether a complaint states a plausible claim for relief will ... be a context-specific task that requires the reviewing court to

draw on its judicial experience and common sense." *Ashcroft v. Iqbal*, 556 U.S. 662, 679 (2009).

The SAC alleges that the City operates the San Clemente Maintenance Department. SAC ¶80. It further alleges that "[e]mployees of the City have engaged in unlawful activity, taking property without notice that they know or should know is the essential property of unsheltered homeless individuals in San Clemente, who have no [place] to leave their property during the day while they go to services, work and attend to other daily tasks." SAC ¶80. The SAC details all municipal Defendants' efforts to criminalize and harass homeless individuals, by, among other things, seizing and destroying homeless people's property. SAC ¶¶80, 99. Plaintiff James individually asserts a claim for one specific instance where his essential property and his most memorable belongings were seized by San Clemente employees. SAC ¶¶93-95, 98. He alleges that while living on the streets of San Clemente, he would keep his belongings in a storage facility until his government benefits were terminated and he could no longer afford to do so. SAC ¶74. As a result, Plaintiff would keep all his possessions with him at his regular location in the City and would neatly store them in public. SAC ¶74.

With this background, Plaintiff James further alleges in great detail that in early February 2019, his personal belongings, including his sleeping bag, blankets, birth certificate, personal papers, and sentimental items such as family pictures and cowboy boots from his childhood, were taken from the usual location where he stored his property. SAC ¶74. He approached an individual in that same area, whom he understood to be a City employee, and asked about his possessions. SAC ¶74. That individual represented to Plaintiff that the City did not "retain" his belongings. SAC ¶74. "When the entire factual context is considered, it is clear that [Plaintiff James] has 'nudged [his] claim[]' [that the City seized his property without due process] 'across the line from conceivable to plausible." *Soo Park v. Thompson*, 851 F.3d 910, 928 (9th Cir. 2017), *citing Iqbal*, 556 U.S. at 680.

Second, Mr. James has sufficiently alleged municipal liability under *Monell v. Dep't of Soc. Servs. Of City of New York*, 436 U.S. 658 (1978), based on the City's policy, practice, or custom of seizing and destroying the property of unhoused individuals, such as himself, without proper pre- and post- deprivation notice. SAC ¶74, 79-80, 93-95, 98-99. Municipal liability can be established where a City's policy, practice, or custom is shown to be a moving force behind a constitutional violation. *Dougherty v. City of Covina*, 654 F.3d 892, 900 (9th Cir. 2011). "Actions taken pursuant to a municipal ordinance are made 'under color of state law' sufficient to trigger potential liability." *Coral Construction Co. v. King Cnty.*, 941 F.2d 910, 926 (9th Cir. 1991), *citing Monell*, 436 U.S. at 690. *Monell* liability may be premised on the ordinance itself as a policy, or how it was implemented in practice or as a custom. *See Avalos v. Baca*, 596 F.3d 583, 587-88 (9th Cir. 2010).

Mr. James alleges, on information and belief, that the City of San Clemente has a custom, policy, and protocol of unlawfully seizing and destroying the property of unhoused individuals. SAC ¶¶ 99. The organizational Plaintiffs, HHROC and ESC are forced to expend their own funds in order to provide essential items such as clothing and bottled water to unhoused persons from the City of San Clemente. SAC ¶64-65. The entirety of the SAC indicates that the City has repeatedly engaged in the practice of seizing homeless individuals' property without due process. Plaintiff James's claim is merely one example of this policy, custom, and practice. SAC ¶74. He is entitled to relief from the City.

A policy "need only cause [the] constitutional violation; it need not be unconstitutional per se." *Jackson v. Gates*, 975 F.2d 648, 654 (9th Cir. 1992). It is enough that a "City policy 'causes' an injury where it is 'the moving force' behind the constitutional violation, or where 'the city itself is the wrongdoer." *Chew v. Gates*, 27 F.3d 1432, 1444 (9th Cir. 1994) (internal citations omitted). *See also Price v. Sery*, 513 F.3d 962, 972 (9th Cir. 2008) (holding that there was a dispute of fact as to whether the City's interpretation of its use of deadly force policy

constituted a longstanding custom or practice to support plaintiff's *Monell* claim, even if the formal written policy was facially constitutional); see also Daskalea v. District of Columbia, 227 F.3d 433, 442-43 (D.C. Cir. 2000) (finding that a municipality's sexual harassment policy could not insulate municipality from liability where, in practice, the guards' actions in the prison were quite different).

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Trevino v. Gates, 99 F.3d 911, 918 (9th Cir. 1996) does not require dismissal at this stage. In *Trevino*, the Ninth Circuit affirmed the lower court's grant of summary judgment in favor of the city where "the undisputed evidence fell short of establishing a 'persistent and widespread' practice such that is constitutes 'permanent and well settled' city policy." Id. at 916. There, the Ninth Circuit relied on a fully developed record following two mistrials, a motion for summary judgment, and one related case involving substantially the same parties that went to trial on the same issues. *Id.* at 916. Only after the parties presented extensive evidence of the alleged "custom or policy" was the court able to properly make a finding with respect to Monell liability. Id. at 918-20.

Here, the parties are only at the pleading stage and as explained, enough facts have been alleged to plausibly suggest *Monell* liability against San Clemente. Whether the City was acting pursuant to this official policy, or whether the City has a widespread pattern and practice of immediately seizing and destroying the property of unhoused individuals, contrary to its written policy, are factual disputes that cannot be decided at this pleading stage. Accordingly, the allegations on the Complaint are sufficient "to give fair notice and to enable [the City] to defend itself effectively," as it has already begun to do. Starr v. Baca, 652 F.3d at 1216-17 (9th Cir. 2011). San Clemente's Motion to Dismiss Plaintiff James's due process claim for unlawful seizure of his property should be denied.¹

²⁷ ¹ Plaintiffs also note that Mr. James has named a number of Does, so that even were 28

the City of San Clemente to be dismissed, its employees should not be. The City does not contest the inclusion of Doe employees in its motion to dismiss.

V. THE FOURTH AMENDMENT CLAIM SHOULD BE ALLOWED TO PROCEED AS WELL

As noted above under the due process claim, James alleged that the City's policies and protocols led to the seizure of his property by a City employee. The City relies on materials outside the complaint, and not currently before the court, to argue that they do not. This claim is not "unauthorized." The claim is alleged against the same defendant on the same facts as set out in the Second Amended Complaint. *See Johnson v. City of Shelby, Miss.*, 574 U.S. 10, 10 (2014).

VI. PLAINTIFFS SHOULD BE GIVEN LEAVE TO AMEND TO ADD A FOURTEENTH AMENDMENT CLAIM

Plaintiffs' First Amended Complaint contained a cause of action for a violation of their First Amendment rights based on the repeated orders to "move along." The Court determined that Plaintiffs' cited authority did not support a First Amendment Claim. The allegations do, however, assert a constitutional "right to loiter" as part of one's "liberty" protected by the Due Process Clause of the Fourteenth Amendment. Both Plaintiffs James and Nichols have been repeatedly awakened by law enforcement and threatened with arrest for sleeping in public. SAC ¶¶ 71, 75. They have been told to move along or leave the City. *Id.* This "freedom to loiter for innocent purposes" has been clearly established by the Supreme Court. *Papachristou v. City of Jacksonville*, 405 U.S. 156, 162, 165 (1972); *City of Chicago v. Morales*, 527 U.S. 41, 53-55 (1999); *see also, Justin v. City of Los Angeles*, No. CV-00-12352-LGB-AIJx, 2000 WL 1808426, at *11 (C.D. Cal. Dec. 5 2000)("Plaintiffs, however, risk a greater harm if the injunction is not granted: the violation of their First, Fourth, and Fourteenth Amendment rights."). Plaintiffs should be given leave to amend to include a Fourteenth Amendment claim. *See Johnson*, 574 U.S. at 10.

VII. CONCLUSION For all of the foregoing reasons, Defendants' motion to dismiss should be denied. Where necessary, Plaintiff should be granted leave to amend. Dated: October 7, 2019 ELDER LAW AND DISABILITY RIGHTS **CENTER** LAW OFFICE OF CAROL A. SOBEL **SCHONBRUN SEPLOW** HARRIS AND HOFFMAN LLP BY: /s/ Carol A Sobel Carol A. Sobel Attorney for Plaintiffs.