1	WRIGHT & L'ESTRANGE Robert C. Wright (SBN 51864)							
2	Andrew E. Schouten (SBN 263684) 401 West A Street, Suite 2250							
3	San Diego, California 92101 (619) 231-4844							
4	(619) 231-6710 (fax)							
5	NATIONAL SHOOTING SPORTS FOUNDATION, INC.							
6	Lawrence G. Keane, General Counsel (pro hac vice pending)							
7	11 Mile Hill Road Newtown, Connecticut 06470							
8	(203) 426-1320 (203) 426-7182 (fax)							
9	Attorneys for Petitioners U.S. Firearms Company LLC, Eric W. Fisher, and							
10	The National Shooting Sports Foundation, Inc.							
11								
12	SUPERIOR COURT OF THE STATE OF CALIFORNIA							
13	IN AND FOR THE COUNTY OF SANTA CLARA							
14	U.S. FIREARMS COMPANY LLC, a)	CASE NO. 113CV257353						
15	limited liability company; ERIC W. FISHER; and THE NATIONAL	REPLY MEMORANDUM IN SUPPORT OF PETITIONERS' EX PARTE APPLICATION						
16	SHOOTING SPORTS FOUNDATION, INC., a non-profit trade association,	FOR TEMPORARY RESTRAINING ORDER AND ORDER TO SHOW CAUSE						
17	Petitioners,	RE: PRELIMINARY INJUNCTION						
18	·							
19	V.)))						
20	CITY OF SUNNYVALE; THE SUNNYVALE CITY COUNCIL; and) Dept: 20) Judge: Hon. Kevin E. McKenney						
21	DOES 1 through 30, inclusive,	Complaint Filed: December 9, 2013						
22	Respondents.) Trial Date: None)						
23								
24								
25								
26								
27								
28								

Petitioners submit the following reply to Respondents' opposition and supplemental opposition ("Supp. Opp.) to their *ex parte* request for a Temporary Restraining Order ("TRO") and Order to Show Cause ("OSC") re: Preliminary Injunction.

A. Petitioners Have Satisfied The Requirements for Issuance of a TRO.

"A judge may issue a TRO when the plaintiff shows sufficient grounds for a TRO . . . and has complied with the notice requirements" found in Civil Procedure Code § 527(c). 2 Cal. Judges Benchbook Civ. Proc. Before Trial (2008) § 14.21. At an "ex parte hearing on a TRO, the judge merely reviews the conflicting contentions to determine whether there is sufficient evidence to support the issuance of a TRO to keep the subject of the litigation in status quo pending a full hearing" on a preliminary injunction." Id. (citing Landmark Holding Group, Inc. v Superior Court (1987) 193 Cal.App.3d 525, 528) (emphasis added).

In its moving papers and supporting declarations, Petitioners have made that showing.

B. Respondents Concede That U.S. Firearms Has No Adequate Legal Remedy.

Faced with the authorities cited by Petitioners during oral argument, Respondents concede that U.S. Firearms has no adequate legal remedy for damages (Supp. Opp. 6:25-27). Cal. Gov't. Code § 818.2; *HFH, Ltd. v. Superior Court* (1975) 15 Cal.3d 508, 519. Instead, Respondents try to avoid a finding of irreparable injury with two other equally baseless arguments: (i) that U.S. Firearms has failed to show how its business would be destroyed between now and the date of the preliminary injunction hearing, January 13, 2014; and (ii) that U.S. Firearms must show that it will be put out of business by Section 9.44.060 to merit injunctive relief.

First, Respondents claim that the seven former U.S. Firearms ammunition customers who gave declarations to the contrary will nevertheless continue to purchase from U.S. Firearms and will not be permanently lost. The declarations are under oath and say what they say. Respondents offer no contrary evidence. Moreover, U.S. Firearms lost three out of four potential ammunition sales to *other* customers on December 6, 2013,

representing \$1,100 (Fisher Dec. dated Dec. 9, 2013, ¶ 15.) Thus many other customers besides the seven declarants will be lost.

As stated by Petitioners in oral argument, U.S. Firearms is worth less today than it was on December 6 because of the reduction in number of customers, which results in a loss of both ammunition sales revenues and goodwill value to the business.

Secondly, the law does not require U.S. Firearms to show it will be put out of business to establish irreparable injury. The threatened loss of a vendor's "livelihood[], in whole or in part" is irreparable injury. *Barajas v. City of Anaheim* (1993) 15 Cal.App.4th 1808, 1812-13 & n.2.

C. Petitioners Are Likely to Succeed on the Merits.

"The issuance of a TRO is not a determination of the merits of the controversy," and it is not the proper place to resolve contested matters. *Landmark Holding Group*, 193 Cal.App.3d at 528. Nevertheless, Petitioners address Respondents' other arguments.

1. Section 9.44.060 is a "Registration" Law Preempted by Section 53071.

Petitioners inaccurately refer to Section 9.44.060 as an "ammunition sales logging requirement." It is a *registration* law expressly preempted by Section 53071.

In Galvan v. Superior Court (1969) 70 Cal.2d 851, the California Supreme Court upheld a San Francisco firearms registration ordinance against a preemption challenge based on Penal Code section 12026, which prohibited local governments from requiring a "permit or license to purchase, own, possess, or keep any [concealable] firearms at [the owner's] place of residence or place of business."

Galvan determined that the San Francisco ordinance at issue "is a registration law" because it required owners to disclose, to police, their name and address, a description of the firearm, including the make, model, manufacturer's number, caliber, and other identifying marks, and police could exercise discretion in denying a certificate of registration. *Id.* at 855 n.1 and 858. Significantly, *Galvan* observed the Penal Code used the term registration "only in connection with the information required to be compiled and submitted by weapons dealers." *Id.* at 857. In contrast, licensing laws signified permission

or authorization to own firearms. *Id.* Because it was a registration law, and not a licensing law, the Penal Code did not preempt the ordinance. *Id.* at 858.

The "Legislature's response to *Galvan* was to adopt former Government Code section 9619, the predecessor to current Government Code Section 53071, which made clear an 'intent 'to occupy the whole field of registration or licensing of ... firearms.'" *Great Western Shows, Inc. v. County of Los Angeles* (2002) 27 Cal.4th 853, 862.

Like the ordinance at issue in *Galvan*, Section 9.44.060 is a *registration* law. It requires sellers to capture and record for police ammunition purchasers' identities, personal information, and fingerprints, as well as the quantity and type of caliber of ammunition sold. The Legislature's intent to preempt precisely this type of law is plain. *See Fiscal v. San Francisco* (2008) 158 Cal.App.4th 895, 911-15 (Section 53071 preempts law banning sale of firearms and ammunition).¹

2. Regardless of the Outcome in *Parker*, the Anti-Gang Act Continues to Preempt Local Law.

Although *Parker v. State* (2013) 221 Cal.App.4th 340 is not final, and will not be until at least January 5, 2014, when the time for *sua sponte* review by the California Supreme Court, CRC 8.512(c)(2), and depublication, CRC 8.1152(a)(4), have expired, finality does not drive the outcome here. Petitioners have not found a case deciding whether an invalid statute continues to preempt local laws, but the rationale for State law preemption necessarily indicates that it does. Moreover, the statement of legislative intent behind the Anti-Gang Act, and the inseparable relationship between firearm and ammunition regulation, remain unchanged.

Under California law, an invalidated statute is not void *ab initio*; instead, it follows the rule that "a statute declared unconstitutional is void in the sense that it is inoperative or unenforceable, but not void in the sense that it is repealed or abolished." *Kopp v. Fair Pol. Practices Com.* (1995) 11 Cal.4th 607, 623. ² California's rule is predicated on the

¹ Firearms and ammunition are inseparable for this analysis (see Petitioners' Memorandum at 10:1-10).

² Under the Federal rule that "[a]n unconstitutional act is not a law" and it is "as though it had never been

common-sense conclusion that "the text of an unconstitutional statute can be rendered legally operative by amending it to repair the constitutional defect," or by a narrowing judicial construction. *Id.* (citing 1 Sutherland, *Statutory Construction* (5th ed. 1994) *Limitations on Legislative Power*, § 2.07, p. 38. Thus the constitutional infirmity may always be fixed by amendment or narrowing judicial construction. *Id.*; see, e.g., River Garden Retirement Home v. Franchise Tax Bd. (2010) 186 Cal.App.4th 922, 939 (after statute declared invalid, franchise tax board exercised statutory authority to craft valid tax rules to remedy dormant commerce clause violation).

Such a conclusion is especially apt where, as here, a court "enjoined enforcement of those sections as written." Id. at 624; see RJN Ex. F at 2:8-10 (enjoining "versions" of the Anti-Gang Act "in effect as of the date of this Injunction").

Because *Parker* invalidated the Anti-Gang Act on vagueness grounds, the law remains on the books, but may not be enforced because of a defect in language. *Dombrowski v. Pfister* (1965) 380 U.S. 479, 492 ("Our view of the proper operation of the vagueness doctrine does not preclude district courts from modifying injunctions to permit prosecutions in light of subsequent state court interpretation clarifying the application of a statute to particular conduct."), *cited with approval by Kopp*, 11 Cal.4th at 623.

Moreover, *Parker's* finding of invalidity does not erase the Legislature's displacement of Respondents' authority to regulate. When a statute is invalidated, "[t]he actual existence of a statute, prior to such a determination, is an operative fact and may have consequences which cannot justly be ignored." *Chicot County Drainage Dist. v. Baxter State Bank* (1940) 308 U.S. 371, 374.

By enacting the Anti-Gang Act and declaring ammunition registration a statewide concern, the Legislature deprived Respondents of the authority to regulate in the field. *Am. Fin. Services Ass'n v. City of Oakland* (2005) 34 Cal.4th 1239, 1253 ("Whenever the

passed." Norton v. Shelby County (1886) 118 U.S. 425, 442. Under the Federal rule, such statutes do not preempt state laws. Chicago, I. & L.R. Co. v. Hackett (1913) 228 U.S. 559, 567 (because first Federal Employers' Liability Act was invalid, it was "as inoperative as if it had never been passed," and did not "operate to supersede any existing valid law."). Kopp, 11 Cal.4th at 623, specifically rejected Norton.

Legislature has seen fit to adopt a general scheme for the regulation of a particular subject, the entire control over whatever phases of the subject are covered by state legislation ceases as far as local legislation is concerned."). The denial of power to a local body is not based "solely upon the superior authority of the state," but also to prevent confusion resulting from dual regulation on the same subject. *Id.* at 1252.

The determinative issue in preemption cases is always Legislative intent, and it "is not to be measured alone by the language used but by the whole purpose and scope of the legislative scheme." *Id.* at 1252. By enacting an ordinance that largely duplicates the Anti-Gang Act, Respondents purported to regulate in an area that has been denied them by the Legislature. *Id.* at 1253 ("Where a statute and an ordinance are identical it is obvious that the field sought to be covered by the ordinance has already been occupied by state legislation.").

Respondents' convoluted legislative history arguments (Supp. Opp., 3:17-4:12), which make no mention of *Fiscal*, show the Legislature's intent to occupy the field, and *Parker* cannot erase such intent. *Chicot County Drainage Dist.*, 308 U.S. at 374 ("The past cannot always be erased by a new judicial declaration.").

3. Respondents' Authorities are Inapposite.

Respondents cite a number of cases for the proposition that Section 53071 does not preempt the entire field of gun control. Petitioners agree. Section 53071, on its face, occupies the "whole field of regulation of the registration or licensing of commercially manufactured firearms as encompassed by the provisions of the Penal Code." See Sippel v. Nelder (1972) 24 Cal.App.3d 173, 177 (Gov't. Code § 53071 "fully occup[ies] the field of firearm control, both in terms of registration and licensing.")

Accordingly, Section 53071 operates to preempt all local laws "relating to" firearms and ammunition sales, registration and licensing. *Fiscal*, 158 Cal.App.4th at 911-15; *accord Doe v. San Francisco* (1982) 136 Cal.App.3d 509, 517 (if local ordinance creates licensing or registration scheme, it is preempted by Section 53071).

Because it encompasses the Penal Code, Section 53071 also has the effect of

³ Given *Suter's* holding, the footnote quoted by Respondents is nothing more than *dicta*.

⁴ CRPA is of "dubious precedential value" concerning local jurisdictions' authority to regulate sales, as the decision was superseded by the Unsafe Handgun Act. See Fiscal, 158 Cal.App.4th at 916-917.

denying local government authority to regulate firearms dealers, except where the Penal Code specifically grants them authority to deviate from statewide standards. *Suter v. Lafayette* (1997) 57 Cal.App.4th 1109, 1122-1125 (ordinance regulating dealers' storage of firearms preempted by former Penal Code § 12071(b)(14); "[w]here, as here, the state expressly permits operation under a certain set of standards, it implies that the specified standards are exclusive.").³

The cases relied upon by Respondents are inapposite. *Calguns Foundation, Inc.*v. County of San Mateo (2013) 218 Cal.App.4th 661, 676 upheld a county law to prohibit the use of guns on specific portions of its property. The court of appeal specifically noted that it was not considering a firearms and ammunition sales and registration law. *Id.* at 674 n.16.

Great Western Shows, Inc. v. County of Los Angeles (2002) 27 Cal.4th 853 and Nordyke v. King (2002) 27 Cal.4th 875 are inapposite because the Supreme Court carefully "confine[d] its preemption analysis" to conclude that local governments acting in a proprietary capacity did not have to permit firearms sales and possession on their own property. Fiscal, 158 Cal.App.4th at 917-918; accord Calguns, 218 Cal.App.4th at 675.

Finally, California Rifle & Pistol Assn. v. City of West Hollywood ("CRPA") (1998) 66 Cal.App.4th 1302, 1319, is distinguishable because, unlike a ban on the sale of all so-called "Saturday Night Specials" within City limits, Section 9.44.060 is a true registration measure, requiring the collection and submission of ammunition sales data by firearms sellers. See Galvan, 70 Cal.2d at 856-858.

4. The CCRA Prohibits Respondents From Compelling the Unauthorized Disclosure of Customer Information on their own Authority.

Respondents miss the point when they argue that Section 9.44.060 and the CCRA do not conflict, and "there is no indication" the CCRA "occup[ies] the field of customer

Taken as a whole, the CCRA preempts local laws requiring businesses to make unauthorized *disclosures* of customer information. The CCRA obligates Petitioners to protect purchaser's personal information from "unauthorized access, destruction, use, modification, or disclosure." Cal. Civ. Code § 1798.81.5(b). The CCRA does not define unauthorized access or disclosure. Yet, in numerous other privacy statutes, authorized access to personal information requires the customer's written consent, legal process, or when disclosure is compelled by state law. Civ. Code §§ 56.11 (medical information); 1798.24 (personal information collected by state agencies).

Consistent with the Legislature's manifest intent to preempt local laws (RJN ¶ 14, Ex. L), and the disclosure provisions found in other privacy statutes,⁵ the CCRA must be interpreted to preclude Respondents from compelling unauthorized *disclosure* of customer personal information to them *on their own authority*.

5. Respondents Do Not Controvert Petitioners' Prima Facie Privacy Case, and Make No Attempt to Justify Section 9.44.060.

Respondents' argument that U.S. Firearms lacks standing to assert its customers' privacy claims confuses the common law tort of invasion of privacy, and an action to enjoin harmful privacy invasions. U.S. Firearms does not have standing to seek damages for common law invasion of privacy torts. *Huntingdon Life Sciences, Inc. v. Stop Huntingdon Animal Cruelty USA, Inc.* (2005) 129 Cal.App.4th 1228, 1260. But U.S. Firearms has standing to enforce its customers' privacy rights by seeking an injunction and declaratory and writ of mandate relief against Section 9.44.060 because exposes it to liability for otherwise lawful business conduct. *Ballard v. Anderson* (1971) 4 Cal.3d 873, 877 (doctors may assert patients' privacy rights if they are exposed to liability under challenged law).

⁵ Isobe v. Unemployment Ins. Appeals Bd. (1974) 12 Cal.3d 584, 591 ("statutes should be construed together if they harmonize and achieve a uniform and consistent legislative purpose"); Landrum v. Superior Court (1981) 30 Cal.3d 1, 14 ("every statute should be construed with reference to the whole system of law of which it is a part so that all may be harmonized and have effect").

Respondents dismiss Petitioners' privacy interests. They wholly fail to address *White v. Davis* (1975) 13 Cal. 3d 757, or deny that Section 9.44.060's purpose is to collect information and compile computerized police records concerning lawful conduct.

This is crucial. The core interest protected by the constitutional right to privacy is protection from government "collecting and stockpiling unnecessary information and from misusing information"—and the right itself "create[s] a threshold reasonable expectation of privacy in the data at issue." Hill v. NCAA (1994) 7 Cal.4th 1, 35 (quoting White, 13 Cal.3d at 774). It also protects against Petitioners and their customers' autonomy interests, i.e., the ability to conduct "personal activities without observation, intrusion, or interference." Id.; see Sheehan v. San Francisco 49ers, Ltd. (2009) 45 Cal.4th 992, 1000 (petitioners stated a claim because they had an autonomy privacy interest against invalid searches in the form of pat downs by stadium security personnel).

Respondents do not dispute that Petitioners' make a *prima facie* showing under *White* of violation of privacy rights (Memo. at p. 12). As such, Respondents were obligated to put forward a compelling justification for Section 9.44.060. *White*, 13 Cal.3d at 772; see *John B. v. Sup.Ct.* (2006) 38 Cal.4th 1177, 1199 (judicially-compelled disclosure of private information must be justified by compelling interest).

They offer none. Instead, relying on cases from the 1970s and 1980s, Respondents attempt to show that Petitioners do not have a reasonable expectation of privacy in their personal information because they do not have such an expectation for the various items contained on their driver's licenses (Supp. Opp. at 7:8-25). But Petitioners ignore statutes and misconstrue case law that prohibit state agencies' use and disclosure of the information contained in drivers' licenses. See Perkey v. DMV (1986) 42 Cal.3d 185, 194 (while DMV could collect drivers' thumbprints, the constitutional right to privacy requires that such information be kept confidential); see also Vehicle Code § 1808 (driver's license information is public except where disclosure is prohibited by other provision of law), and id. at §§ 1808.1-1808.51, 1809, 1810-1810.7 (specifying confidentiality, and permissible use and disclosure, of particular DMV information and

records). Other cases cited by Respondents are plainly distinguishable, as they arise within the context of judicially-supervised discovery. *See Puerto v. Superior Court* (2008) 158 Cal.App.4th 1242, 1251, 1259 (trial court erred in requiring opt-out mechanism for plaintiffs to discover contact information of previously-identified witnesses).

More importantly, Respondents take these cases out of context; the analysis must look at existing community norms. *See Folgelstrom v. Lamps Plus, Inc.* (2011) 195 Cal.App.4th 986, 992 (disclosure of ZIP code to merchant did not violate privacy rights because it "is not an egregious breach of social norms, but routine commercial behavior."). Petitioners have established, by uncontroverted evidence, that compelled disclosure of personal information to police incident to ammunition purchases is not customary in Sunnyvale or in California (Cordell Decl. ¶ 3; Nielsen Decl. ¶ 3; Nunn Decl. ¶ 4; Sanderson Decl. ¶ 3; Sarette Decl. ¶ 9; Tan Decl. ¶ 3).

Respondents dismiss this testimony, arguing that the declarants have no expectation of privacy in their personal information because they must disclose that information when they register their firearms on statutorily-required DROS forms.

This argument proves too much. First, the CCRA makes Respondents' implied consent theory unworkable as any waiver of its protections is void as against public policy. Cal. Civ. Code § 1798.84(a).

Second, Petitioners' have a reasonable expectation of privacy in their DROS information because dealers are obligated to keep that information confidential, and may only disclose such information upon the purchasers' written authorization, pursuant to search warrant or subpoena, to the DOJ for regulatory purposes, and to police officers conducting regulatory inspections. Cal. Code Regs. tit. 11, § 4035; Cal. Penal Code §§ 28210-28215. Moreover, police are prohibited from compiling information concerning long guns, and may disseminate such information only after legal proceedings are begun against firearms owners. Penal Code § 28210(c)(3).

Third, Section 9.44.060 contains no privacy or confidentiality provisions, making it a serious invasion of Petitioners' objectively-recognized privacy rights. *Life Technologies*

Corp. v. Superior Court (2011) 197 Cal.App.4th 640, 652 (trial court erred compelling discovery of third parties' confidential personnel records without providing procedural and protective safeguards for disclosure and maintenance of disclosed information). Here, Respondents have no duty to keep any information they gather confidential. *Cf.* Cal. Civ. Code § 1798-1798.78 (Information Practices Act of 1977, which protects confidentiality of information in possession of state agencies, does not apply to local government.).

Indeed, not only are the DOJ and police expressly prohibited from using DROS forms to compile any information concerning long guns purchased prior to January 1, 2014, it is a misdemeanor for DOJ and local law enforcement to "retain or compile any information from a [federally- or state-mandated] firearm transaction record . . . for firearms that are not handguns unless retention or compilation is necessary for use in a criminal prosecution or in a proceeding to revoke a license" issued to a dealer. *Id.* at § 11106(b)(2). Section 9.44.060 enables police to mount an end run around these Penal Code provisions and collect the same, proscribed information concerning long guns. Because the indiscriminate collection of long gun registration information constitutes a misdemeanor under state law, Section 9.44.060 represents a serious invasion of Petitioners' reasonable expectation of privacy. *Shulman v. Group W Productions, Inc.* (1998) 18 Cal.4th 200, 237 (violation of law constitutes serious invasion of privacy, "even if the information sought was of weighty public concern").

CONCLUSION

The finding of irreparable harm is unavoidable in this case. Petitioners have claims that are likely to succeed. For these reasons, the Court should enter a temporary restraining order to maintain the *status quo*.

WRIGHT & L'ESTRANGE Attorneys for Petitioners

Dated: December 13, 2013



SUPERIOR COURT OF COUNTY OF SANTA C		FOR COURT USE ONLY						
TITLE OF CASE (Abbre U.S. FIREARMS COMPA								
ATTORNEY(S) NAME A Robert C. Wright, Esq. Andrew E. Schouten, Es WRIGHT & L'ESTRANG 401 West A Street, Suite San Diego, CA 92101	(SBN 051864) q. (SBN 263684 SE							
ATTORNEY(S) FOR: Petitioners	HEARING:	DATE	TIME	DEPT 20	CASE NUMBER 113CV257353			
PROOF OF SERVICE								
I am a resident of the state of California over the age of 18 years, and not a party to the within action. My business address is 401 West A Street, Suite 2250, San Diego, CA 92101. On December 13, 2013, I served the within documents:								
REPLY MEMORANDUM IN SUPPORT OF PETITIONERS' <i>EX PARTE</i> APPLICATION FOR TEMPORARY RESTRAINING ORDER AND ORDER TO SHOW CAUSE RE: PRELIMINARY INJUNCTION								
U.S. Mail : I placed a copy in a separate envelope, with postage fully prepaid, for each addressee named herein for collection and first class mailing on the below indicated date. I am readily familiar with Wright & L'Estrange's practices for collection and processing of correspondence for mailing with the United States Postal Service.								
Federal Express: By placing a copy in a separate Federal Express envelope, addressed to the addressee(s) named herein. I am readily familiar with the practice of this firm for collection and processing for delivery by Federal Express. Pursuant to this practice, correspondence would be deposited in the Federal Express box located at 401 West A Street, San Diego, CA 92101, in the ordinary course of business on the date of this transaction.								
Facsimile: By transmitting the document(s) via facsimile on the date of this declaration to the addressee(s) listed herein and that the transmission was reported as complete and without error. The number of the transmitting facsimile machine is (619) 231-6710.								
X Electronic Mail: By transmitting the document(s) via e-mail on the date of this declaration as indicated below.								
Anthony P. Schoenberg FARELLA BRAUN + MA Russ Building 235 Montgomery Street, San Francisco, CA 9410 (415) 954-4963 (415) 954-4480 (fax) tschoenberg@fbm.com	ARTEL LLP , 17th Floor							

Executed on **December 13, 2013,** at San Diego, California. I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Connie Soto Aquilar