Case	2:20-cv-02874-AB-SK Document 24 Filed	04/03/20 Page 1 of 20 Page ID #:326		
1	XAVIER BECERRA Attorney General of California			
2	Mark R. Beckington			
3	Supervising Deputy Attorney General P. PATTY LI			
4	Deputy Attorney General PETER H. CHANG			
5	State Bar No. 241467 455 Golden Gate Avenue, Suite 11000 San Francisco, CA, 94102, 7004			
6	San Francisco, CA 94102-7004 Telephone: (415) 510-3776 Fax: (415) 703-1234			
7	Fax: (415) 703-1234 E-mail: Peter.Chang@doj.ca.gov			
8	Attorneys for Defendants Gavin Newsom, in his official capacity as Governor and Sonia			
9	Y. Angell, in her official capacity as California Public Health Officer			
10	IN THE UNITED STATES DISTRICT COURT			
11	FOR THE CENTRAL DISTRICT OF CALIFORNIA			
12				
13				
14	ADAM BRANDY; ET AL.,	2:20-cv-02874-AB-AK		
15	Plaintiffs.	STATE DEFENDANTS'		
16	V.	OPPOSITION TO PLAINTIFFS' EX PARTE APPLICATION FOR A		
17		TEMPORARY RESTRAINING ORDER AND ORDER TO SHOW		
18		CAUSE		
19	ALEX VILLANUEVA; ET AL.,	Date: TBD Time: TBD		
20	Defendants.	Dept: Courtroom 7B Judge: Hon. André Birotte Jr.		
21		Trial Date: Not set Action Filed: March 27, 2020		
22				
23 24				
24 25				
23 26				
20 27				
28				
-0				

Case	2:20-cv-02874-AB-SK Document 24 Filed 04/03/20 Page 2 of 20 Page ID #:327	ļ			
1	TABLE OF CONTENTS				
2	Pa	ige			
3	Introduction	1			
4	Background I. The Governor's Declaration of a State of Emergency and				
5	Executive Order				
6	II. Relevant Local Government Orders				
7	III. Procedural History				
8	Argument				
9	I. There Is No Justiciable Case or Controversy Between Plaintiffs and the State Defendants				
10	A. The Claims Are Not Ripe and Plaintiffs Lack Standing Because There Is No Credible Threat of Enforcement or				
11	Injury in Fact that can be Traced to State Defendants	8			
12	B. Plaintiffs' Claims Are Moot	-			
13	II. Plaintiffs Fail to Show that They Will Suffer Irreparable Harm in the Absence of Temporary Relief	10			
14	III. Plaintiffs Have Failed to Establish a Likelihood of Success on the Merits of Their Due Process Claim	12			
15	IV. An Injunction Against the Enforcement of the Executive Order Would Be Against the Public Interest in Light of the Ongoing	1 /			
16	Pandemic				
17	Conclusion	10			
18					
19 20					
20					
22					
23					
24					
25					
26					
27					
28					

Case	2:20-cv-02874-AB-SK Document 24 Filed 04/03/20 Page 3 of 20 Page ID #:328		
1	TABLE OF AUTHORITIES		
2	Dago		
3	Page		
4	CASES		
5	Alliance for the Wild Rockies v. Cottrell 632 F.3d 1127 (9th Cir. 2011)6		
6 7	<i>Am. Passage Media Corp. v. Cass Commc'ns, Inc.</i> 750 F.2d 1470 (9th Cir. 1985)10		
8 9	<i>Amer. Cas. Co. of Reading, Penn. v. Baker</i> 22 F.3d 880 (9th Cir. 1994)9		
10	Bell Atl. Bus. Sys., Inc. v. Storage Tech. Corp.		
11	1994 WL 125173 (N.D. Cal. Mar. 31, 1994)		
12	Cal. Pro-Life Council, Inc. v. Getman		
13	328 F.3d 1088 (9th Cir. 2003)		
14	Chandler v. State Farm Mut. Auto. Ins. Co.		
15	598 F.3d 1115 (9th Cir. 2010)6		
16	Clapper v. Amnesty Int'l USA		
17	568 U.S. 398 (2013)		
18	Consejo de Desarrollo Economico de Mexicali, A.C. v. United States 482 F.3d 1157 (9th Cir. 2007)1		
19	DaimlerChrysler Corp. v. Cuno		
20	547 U.S. 332 (2006)		
21	First Vagabonds Church of God v. City of Orlando		
22	610 F.3d 1274, 1286 (11th Cir. 2010)		
23	Gammoh v. City of La Habra		
24	395 F.3d 1114 (9th Cir. 2005)12		
25	Granny Goose Foods, Inc. v. Bhd. of Teamsters & Auto Truck Drivers		
26	<i>Local No. 70 of Alameda Cty.</i> 415 U.S. 423 (1974)10		
27			
28			

Case	2:20-cv-02874-AB-SK Document 24 Filed 04/03/20 Page 4 of 20 Page ID #:329			
1	TABLE OF AUTHORITIES			
2	(continued)			
3	Page Grayned v. City of Rockford			
4	408 U.S. 104 (1972)			
5	Hein v. Freedom From Religion Found., Inc.			
6	551 U.S. 587 (2007)			
7	Hill v. Colorado			
8	530 U.S. 703 (2000)			
9	Human Life of Washington Inc. v. Brumsickle 624 F.3d 990 (9th Cir. 2010)12			
10				
11	<i>Kashem v. Barr</i> 941 F.3d 358 (9th Cir. 2019)13, 14			
12	Lujan v. Defenders of Wildlife			
13	504 U.S. 555 (1992)			
14	Mazurek v. Armstrong			
15	520 U.S. 968 (1997)			
16	Spokeo, Inc. v. Robins			
17	136 S. Ct. 1540 (2016)			
18	Stormans, Inc. v. Selecky			
19	586 F.3d 1109 (9th Cir. 2009)8			
20	Thomas v. Anchorage Equal Rights Comm'n			
21	220 F.3d 1134 (9th Cir. 2000)			
22	<i>Trepany v. Deutsche Bank Nat'l Tr. Co.</i> No. 15-cv-00965-AB (Ex), 2015 WL 12745796 (C.D. Cal. May 13,			
23	2015) (Birotte, J.)			
24	Tucson Woman's Clinic v. Eden			
25	379 F.3d 531 (9th Cir. 2004)			
26	Vaccaro v. Sparks			
27	No. SACV 11-00164, 2011 WL 318039 (C.D. Cal. Jan. 28, 2011)			
28				
28				

Case	2:20-cv-02874-AB-SK Document 24 Filed 04/03/20 Page 5 of 20 Page ID #:330				
1	TABLE OF AUTHORITIES				
2	(continued) Page				
3	Winter v. Nat. Res. Def. Council, Inc.				
4	555 U.S. 7 (2008)				
5	Youngstown Sheet & Tube Co. v. Sawyer				
6	103 F. Supp. 978 (D.D.C. 1952)				
7	CONSTITUTIONAL PROVISIONS				
8	United States Constitution Second Amendment				
9					
10	OTHER AUTHORITIES				
11	Executive Order N-33-20passim				
12					
13					
14					
15					
16					
17					
18					
19					
20					
21					
22					
23 24					
24 25					
25 26					
20 27					
27					
20					

Defendants Gavin Newsom, California Governor, and Sonia Y. Angell,
 California Public Health Officer (collectively, State Defendants) file this opposition
 to Plaintiffs' ex parte application for a temporary restraining order and issuance of
 preliminary injunction (ECF No. 14).

5

INTRODUCTION

6 Shortly after the global outbreak of COVID-19, the State of California began 7 its preparations to rapidly respond to and contain the spread of COVID-19 in 8 California to protect the health and safety of Californians. To support those efforts, 9 on March 4, 2020, Governor Newsom declared a State of Emergency in California. 10 On March 19, 2020, the Governor issued Executive Order N-33-20, at issue in this 11 case, directing the residents of California to stay at their place of residence, except 12 that those Californians working in critical infrastructure sectors identified by the 13 federal government may continue their work because of the importance of those 14 sectors to the health and well-being of all Californians.

Plaintiffs challenge the Executive Order on the basis that it does not expressly
identify firearms and ammunition retailers to be in a critical infrastructure sector.
But Plaintiffs misread the order. As the Governor has publicly confirmed, the
Executive Order does not mandate the closure of firearms and ammunition retailers.
To the extent any local official acting on his or her own authority requires the
closure of those retailers, such actions do not concern the Executive Order. Thus,
there is no justiciable controversy between Plaintiffs and the State Defendants.

But most immediately, Plaintiffs' application for temporary restraining order must be denied because Plaintiffs face no imminent or irreparable harm—the application is based on the now-withdrawn order of Defendant Villanueva, Sheriff of Los Angeles County, that had required the closure of firearms and ammunition retailers. On the same day that Plaintiffs filed the instant application, Defendant Villanueva announced that he will not order the closure of those businesses, based on updated guidance from the United States Department of Homeland Security that

1 explicitly identified workers supporting the operation of firearm or ammunition

2 product retailers as essential critical infrastructure workers.

3 Therefore, the Court should deny Plaintiffs' application for a temporary 4 restraining order because there is no evidence that Plaintiffs will suffer any 5 imminent, irreparable harm without a temporary order, and there is no justiciable 6 controversy between Plaintiffs and the State Defendants.

7 8

9

10

11

12

13

14

15

16

17

18

20

21

22

23

24

I.

BACKGROUND

THE GOVERNOR'S DECLARATION OF A STATE OF EMERGENCY AND EXECUTIVE ORDER

In mere months, coronavirus disease 2019 (COVID-19) has infected over one million people and caused the deaths of over 50,000 people worldwide.¹ In the United States alone, COVID-19 has infected over a quarter-million people and caused the deaths of over 6,000 people to date.² California recognized early that COVID-19 has the potential to spread rapidly throughout the state. As early as December 2019, California began working closely with the national Centers for Disease Control and Prevention, the United States Health and Human Services Agency, and local health departments to monitor and plan for the potential spread of COVID-19 to the United States. Exh. 1 (Governor's Proclamation) at 1.³ The California Department of Public Health has been in regular communication with 19 hospitals, clinics, and other health providers and has been providing guidance to health facilities and providers regarding COVID-19. Id. As of March 4, 2020, there were more than 94,000 confirmed cases of COVID-19 and more than 3,000 deaths worldwide, and 129 confirmed cases of COVID-19 in the United States, including 53 in California. *Id.* And officials expected the number of cases in

²⁶ ¹ See Worldometer, <u>https://www.worldometers.info/coronavirus/</u>. ² See Worldometer, United States, 27

v.worldometers.info/coronavirus/country/us/. https://www

refers to the corresponding exhibit in the supporting declaration of ۶ Exh. 28 Peter H. Chang.

California, the United States, and worldwide to increase.⁴ To prepare for and
 respond to suspected or confirmed cases of COVID-19 in California and to
 implement measures to mitigate the spread of COVID-19, the Governor declared a
 State of Emergency in California. *Id.* at 2. This proclamation makes additional
 resources available, formalizes emergency state actions already underway, and
 helps the state prepare for the broader spread of COVID-19. *See* Exh. 2 of Chang
 Decl. (3/4/20 press release).

8 On March 19, 2020, the Governor issued Executive Order N-33-20. Exh. 3. 9 Executive Order N-33-20 directed all California residents to heed the State public 10 health directives relating to COVID-19. *Id.* Those directives, in the form of the 11 March 19, 2020, Order of the State Public Health Officer (Public Health Order), 12 were expressly incorporated. Specifically, the Public Health Order, and thus Executive Order N-33-20, requires "all individuals living in the State of California 13 14 to stay home or at their place of residence except as needed to maintain continuity 15 of operations of the federal critical infrastructure sectors, as outlined at https://www.cisa.gov/identifying-critical-infrastructure-during-covid-19." Id. 16 17 Observing that "[t]he federal government has identified 16 critical infrastructure 18 sectors" considered vital to the United States, the order provides that "Californians" 19 working in these 16 critical infrastructure sectors may continue their work because 20 of the importance of these sectors to Californians' health and well-being." Id. The 21 order does not identify any specific industry, retailer, or business as essential or any 22 specific criteria, instead incorporating the criterial infrastructure designations of the 23 federal government.

The order further provides that the Public Health Officer "may designate
additional sectors as critical in order to protect the health and well-being of all
Californians." *Id.* On March 22, 2020, the Public Health Officer designated a list

⁴ And both the number of cases and resulting deaths have dramatically increased in California, in the United States, and worldwide. *See* Worldometer, <u>https://www.worldometers.info/coronavirus/</u>.

of "Essential Critical Infrastructure Workers." Exh. 4.⁵ When asked during a
 March 26, 2020 press conference whether firearms retailers have to close as non essential businesses, the Governor responded that the decision is left to sheriffs in
 their respective jurisdictions.⁶

On March 28, 2020, the federal Cybersecurity & Infrastructure Security
Agency (CISA) of the Department of Homeland Security updated the list of the
critical infrastructure sectors and workers to include workers in the firearms
industry. Exh. 5 (CISA Advisory Mem.). Specifically, CISA now includes as
Essential Critical Infrastructure Workforce those "[w]orkers supporting the
operation of firearm or ammunition product manufacturers, retailers, importers,
distributors, and shooting ranges." *Id.* at 6.

Given the rapidly evolving circumstances relating to COVID-19 in California
and in the United States, the State Defendants may issue other orders or directives
in the future to combat the further spread of COVID-19. *See* Exh. 3.

15

II. RELEVANT LOCAL GOVERNMENT ORDERS

According to Plaintiffs, on March 19, the County of Los Angeles Department
of Public Health issued an Order titled "Safer at Home Order for Control of
COVID-19" (County Order). Mem. in Supp. TRO App., ECF No. 14-1, at 3. The
County Order "requires all indoor malls, shopping centers, playgrounds and nonessential businesses to close." *Id.* "Essential businesses," however, may remain
open. *Id.* The County Order does not specifically address firearms retailers. *Id.* at
3-4.

- 23
- 24

⁵ Executive Order N-33-20 and the March 22 Public Health Officer designations will be collectively referenced as "Executive Order."

 ⁶ Eric Ting, Gov. Gavin Newsom says state won't issue guidance on whether gun stores are essential businesses, SFGATE, March 26, 2020, *available at* <u>https://www.sfgate.com/politics/article/Gavin-Newsom-gun-store-closures-Second-Amendment-15157244.php</u>.

1 Further according to Plaintiffs, on March 24, Defendant Alex Villanueva, Los 2 Angeles County Sheriff, announced through his Twitter account that "gun and 3 ammunition stores are not considered essential businesses and must close to the general public." Mem. in Supp. TRO App., ECF No. 14-1, at 4. On March 25, 4 5 Sheriff Villanueva temporarily suspended any related enforcement efforts, but on 6 March 26, issued another statement that gun and ammunition stores are not 7 considered essential businesses and must close to the general public. Id. 8 Villanueva provided exceptions to his order, allowing gun stores to sell ammunition 9 to security guard companies and those who have purchased a firearm to take 10 possession of the firearm. *Id.* at 4-5. He further clarified that his order applied only 11 to those cities and unincorporated county areas under his jurisdiction. Id. at 5. 12 This order is no longer in force. On March 30, Sheriff Villanueva announced 13 that, in accordance with the federal CISA advisory issued on March 28, which 14 designated workers supporting the firearms and ammunition industry to be essential 15 infrastructure workers, "the Los Angeles County Sheriff's Department will not

order or recommend the closure of businesses that sell or repair firearms or sell
ammunition." Exh. 6 (Alex Villanueva, Twitter (March 30, 2020)).

According to Plaintiffs, the City of Los Angeles issued an order that requires businesses within the city to cease operations that require in-person attendance by workers at a workplace, except for stores considered essential activities. First Amended Complaint, ECF No. 9, ¶ 46. Plaintiffs do not allege, either in the First Amended Complaint or in their application, that this order mandates the closure of firearms retailers.

Furthermore, Plaintiffs have been assured by the Burbank Police Department
that it would not require closure of firearms retailers. Pls.' Supp. Decl., ECF No.
17, ¶ 10.

2

1

III. **PROCEDURAL HISTORY**

Plaintiffs filed their Original Complaint on March 27, 2020, and First Amended Complaint on March 29. ECF Nos. 1 & 2. The next day, on March 30, 3 2020, Plaintiffs filed the instant Application for a Temporary Restraining Order and 4 Order to Show Cause Why a Preliminary Injunction Should Not Issue. ECF No. 5 14. 6

7

LEGAL STANDARD

The Article III "case or controversy" requirement limits the subject matter 8 jurisdiction of federal courts by requiring, among other things, that a plaintiff have 9 10 standing and that the claim is ripe for adjudication. *Chandler v. State Farm Mut.* Auto. Ins. Co., 598 F.3d 1115, 1122 (9th Cir. 2010). "No principle is more 11 fundamental to the judiciary's proper role in our system of government" than that 12 jurisdictional requirement. *Hein v. Freedom From Religion Found., Inc.*, 551 U.S. 13 587, 597-98 (2007). (quotation omitted). The party asserting federal subject matter 14 jurisdiction bears the burden of proving its existence. *Id.* 15

"An application for a temporary restraining order involves the invocation of a 16 drastic remedy which a court of equity ordinarily does not grant, unless a very 17 strong showing is made of a necessity and desirability of such action." Vaccaro v. 18 Sparks, No. SACV 11-00164, 2011 WL 318039, at *1 (C.D. Cal. Jan. 28, 2011) 19 (quoting Youngstown Sheet & Tube Co. v. Sawyer, 103 F. Supp. 978, 980 (D.D.C. 20 1952)). Similar standards govern issuance of both temporary restraining orders and 21 preliminary injunctions. Plaintiffs must demonstrate that they are likely to succeed 22 on the merits of their claims, that they are likely to suffer irreparable harm without 23 preliminary relief, that the balance of equities tips in their favor, and that an 24 injunction is in the public interest. Winter v. Nat. Res. Def. Council, Inc., 555 U.S. 25 7, 20 (2008); Alliance for the Wild Rockies v. Cottrell, 632 F.3d 1127, 1135 (9th 26 Cir. 2011). 27

1 Alternatively, injunctive relief "is appropriate when a plaintiff demonstrates" 2 that serious questions going to the merits were raised and the balance of hardships 3 tips sharply in the plaintiff's favor." Alliance for the Wild Rockies v. Cottrell, 632 4 F.3d 1127, 1134-35 (9th Cir. 2011) (internal citation omitted). Plaintiffs must make 5 a showing of all four *Winter* factors even under the alternative sliding scale test. *Id.* 6 at 1132, 1135. It is well settled that injunctive relief "is 'an extraordinary and 7 drastic remedy, one that should not be granted unless the movant, by a clear showing, carries the burden of persuasion." Mazurek v. Armstrong, 520 U.S. 968, 8 9 972 (1997).

ARGUMENT

10

11

13

16

17

21

22

23

26

27

28

I. THERE IS NO JUSTICIABLE CASE OR CONTROVERSY BETWEEN PLAINTIFFS AND THE STATE DEFENDANTS

12 Plaintiffs lack justiciable claims against the State Defendants that would permit the Court to award equitable relief. The role of an Article III court is 14 "neither to issue advisory opinions nor to declare rights in hypothetical cases, but to 15 adjudicate live cases or controversies consistent with the powers granted the judiciary in Article III of the Constitution." Thomas v. Anchorage Equal Rights *Comm*'n, 220 F.3d 1134, 1138 (9th Cir. 2000). With respect to the State 18 Defendants and the Executive Order, Plaintiffs fail to establish justiciability in 19 several regards. Because the Executive Order does not mandate the closure of 20 firearm retailers or otherwise direct local jurisdictions to do so, Plaintiffs' claims are moot, unripe, and are not traceable to any injury-in-fact caused by the Executive Order, as required for standing. With respect to the Executive Order, there is no Article III case or controversy, and thus no basis for temporarily restraining 24 enforcement of the Executive Order. 25

2

1

A. The Claims Are Not Ripe and Plaintiffs Lack Standing Because There Is No Credible Threat of Enforcement or Injury in Fact that can be Traced to State Defendants

Plaintiffs' claims fail because they are unripe and because Plaintiffs have
suffered no injury from the Executive Order that would give them standing to seek
relief as to the Executive Order. The Executive Order does not prohibit Plaintiffs
from purchasing or selling firearms or ammunition or mandate the closure of
firearms retailers. Nor have Plaintiffs alleged a genuine threat of imminent
prosecution under the Executive Order.

As the Ninth Circuit has stated, "ripeness is 'peculiarly a question of timing," 9 designed to 'prevent the courts, through avoidance of premature adjudication, from 10 entangling themselves in abstract disagreements." Thomas, 220 F.3d at 1138 11 (citations omitted). Ripeness requires that a plaintiff "face a realistic danger of 12 sustaining a direct injury as a result of the statute's operation or enforcement" and 13 not merely an "imaginary" or "speculative" injury. *Id.* (internal quotation marks 14 and citation omitted). A plaintiff not presently subject to prosecution must 15 demonstrate a "reasonable threat of prosecution" that is "not imaginary or wholly 16 speculative." Id. at 1143 (internal quotations omitted). Ripeness thus requires a 17 genuine threat of imminent prosecution, not simply "a generalized threat of 18 prosecution." Stormans, Inc. v. Selecky, 586 F.3d 1109, 1122 (9th Cir. 2009). As 19 relevant here, when analyzing the genuineness of a threat of prosecution, courts 20 consider whether the prosecuting authorities have communicated a specific warning 21 or threat to initiate proceedings. *Id.* 22

Closely related to ripeness is standing, which requires (1) an "injury in fact,"
(2) a sufficient "causal connection between the injury and the conduct complained
of," and (3) a "likel[ihood]" that the injury "will be redressed by a favorable
decision." *Lujan v. Defenders of Wildlife*, 504 U.S. 555, 560-61 (1992) (internal
quotation marks omitted). An injury sufficient to satisfy Article III must be
"concrete and particularized" and "actual or imminent, not 'conjectural' or

'hypothetical.'" *Id.* at 560. The Supreme Court has "repeatedly reiterated that
 threatened injury must be certainly impending to constitute injury in fact, and that
 [a]llegations of possible future injury are not sufficient." *Clapper v. Amnesty Int'l USA*, 568 U.S. 398, 409 (2013) (citations and internal quotation marks omitted).

5 "The constitutional component of the ripeness inquiry is often treated under 6 the rubric of standing and, in many cases, ripeness coincides squarely with 7 standing's injury in fact prong." Thomas, 220 F.3d at 1138. Here, "the 8 constitutional component of ripeness is synonymous with the injury-in-fact prong of the standing inquiry." Cal. Pro-Life Council, Inc. v. Getman, 328 F.3d 1088, 9 10 1094 n.2 (9th Cir. 2003). Plaintiffs therefore fail the ripeness and injury-in-fact 11 standing inquiries for the same reason: Plaintiffs can allege no injury resulting from 12 the Executive Order.

The Executive Order does not mandate the closure of firearms retailers, as
Governor Newsom confirmed in a public statement. Any potential threat of
prosecution under the Executive Order is not imminent and is wholly speculative.
Plaintiffs have thus failed to show that they "face a realistic danger of sustaining a
direct injury as a result of the statute's operation or enforcement." *Thomas*, 220
F.3d at 1138 (internal quotation marks and citation omitted).

19 Insofar as Plaintiffs rely on a purported injury resulting from the lack of 20 language in the Executive Order explicitly authorizing Plaintiffs to engage in their 21 desired activities, this theory also fails to satisfy basic ripeness and standing 22 requirements. Such a claim could be raised about any proscriptive law by practically any purported plaintiff. But a "concrete and particularized" injury 23 requires more than a generalized grievance or allegation that plaintiffs suffer "in 24 25 some indefinite way in common with people generally." *DaimlerChrysler Corp. v.* 26 Cuno, 547 U.S. 332, 344 (2006) (citations and quotations omitted). Rather, 27 concreteness requires that the alleged injury "actually exist" such that it is more 28

than an "abstract" injury. *Spokeo, Inc. v. Robins*, 136 S. Ct. 1540, 1548 (2016).
 Such injury-in-fact with respect to the Executive Order is entirely lacking here.

3

B. Plaintiffs' Claims Are Moot

4 Plaintiffs' claims became moot on March 30, when the Los Angeles Sheriff 5 publicly stated that "the Los Angeles County Sheriff's Department will not order or 6 recommend the closure of businesses that sell or repair firearms or sell 7 ammunition." Exh. 6 (Alex Villanueva, Twitter (March 30, 2020)). "A case 8 becomes moot when interim relief or events have deprived the court of the ability to 9 redress the party's injuries." Amer. Cas. Co. of Reading, Penn. v. Baker, 22 F.3d 10 880, 896 (9th Cir. 1994) (citation omitted); see also Consejo de Desarrollo 11 Economico de Mexicali, A.C. v. United States, 482 F.3d 1157, 1168 (9th Cir. 2007) 12 ("If legislation passing constitutional muster is enacted while a case is pending on 13 appeal that makes it impossible for the court to grant any effectual relief, the appeal 14 must be dismissed as moot."). This Court no longer has the ability to redress the 15 injuries alleged in the First Amended Complaint because the Los Angeles County 16 Sheriff has withdrawn the order that formed the basis of Plaintiffs' application and 17 has publicly stated that "the Los Angeles County Sheriff's Department will not order or recommend the closure of businesses that sell or repair firearms or sell 18 19 ammunition," Exh. 6, and plaintiffs have identified no other orders that specifically 20 prevent them from engaging in or completing transactions to sell or purchase 21 firearms and ammunition.

22

II.

23

24

25

26

27

28

PLAINTIFFS FAIL TO SHOW THAT THEY WILL SUFFER Irreparable Harm in the Absence of Temporary Relief

Plaintiffs have not met their burden to show that they are likely to suffer imminent and irreparable harm without a temporary restraining order by this Court because they have alleged no existing or imminent threat of closure of firearms and ammunitions retailers. "A temporary restraining order is a form of preliminary injunctive relief limited to 'preserving the status quo and preventing irreparable

1 harm just so long as is necessary to hold a hearing, and no longer." Trepany v. 2 Deutsche Bank Nat'l Tr. Co., No. 15-cv-00965-AB (Ex), 2015 WL 12745796, *2 3 (C.D. Cal. May 13, 2015) (Birotte, J.) (citing Granny Goose Foods, Inc. v. Bhd. of 4 Teamsters & Auto Truck Drivers Local No. 70 of Alameda Ctv., 415 U.S. 423, 438 5 (1974)). An applicant for TRO "must *demonstrate* imminent and irreparable harm 6 by presenting probative evidence." Id. at *6 (emphasis in original) (citing Am. 7 Passage Media Corp. v. Cass Comme'ns, Inc., 750 F.2d 1470, 1473 (9th Cir. 1985) 8 (reversing the entry of a preliminary injunction because the movant failed to proffer 9 evidence of irreparable harm); Bell Atl. Bus. Sys., Inc. v. Storage Tech. Corp., 1994 WL 125173, *3 (N.D. Cal. Mar. 31, 1994) (denying a motion for preliminary 10 11 injunction because the movant failed to adduce sufficient evidence of the threat of 12 irreparable harm)). Here, Plaintiffs have not made, and cannot make, the requisite 13 evidentiary showing.

14 Plaintiffs seek an order temporarily enjoining defendants from "closing or 15 compelling the closure of retail firearm and ammunition businesses on the ground they are 'non-essential businesses." TRO App., ECF No. 14, at 3. But Plaintiffs 16 17 have presented no evidence that the State Defendants have mandated or will 18 mandate the closure of retail firearm and ammunition businesses. Indeed, the 19 Executive Order does not mandate the closure of gun stores, as the Governor 20 confirmed in his March 26 press conference. See, supra, n. 4. Therefore, it is clear 21 that Plaintiffs face no imminent and irreparable harm that may be traced to the 22 Executive Order or the State Defendants.

Additionally, Plaintiffs' ex parte application is grounded in Los Angeles
County Sheriffs' now-withdrawn order. On the same day that the instant
application was filed, Defendant Villanueva made clear that he would abide by the
updated CISA advisory, which includes workers in the firearms industry as part of
the essential infrastructure workforce, and would not "order or recommend the

1 closure of businesses that sell or repair firearms or sell ammunition." Exh. 6 (Alex 2 Villanueva, Twitter (March 30, 2020)).

3 For these reasons, Plaintiffs cannot meet their burden to show that they are 4 likely to suffer imminent and irreparable harm, and their application for TRO must 5 be denied. See Trepany, No. 15-cv-00965-AB (Ex), 2015 WL 12745796, at *6 6 (denying application for TRO to enjoin the foreclosure sale of plaintiff's home in part because plaintiff provided no documentary evidence of a purported sale and 7 8 thus failed to demonstrate a likelihood of imminent and irreparable harm). At a 9 minimum, the instant application must be denied as against the State Defendants 10 because Plaintiffs have shown no imminent and irreparable harm traceable to the 11 State Defendants.

12

13

15

16

17

21

22

23

25

27

PLAINTIFFS HAVE FAILED TO ESTABLISH A LIKELIHOOD OF SUCCESS ON THE MERITS OF THEIR DUE PROCESS CLAIM⁷ III.

Plaintiffs' Due Process claim rests on their assertion that the Executive Order 14 is void for vagueness because it neither specifically provides whether firearms retailers are considered essential nor specifically grants discretion to the sheriffs. Mem. in Supp. TRO App., ECF No. 14-1, at 20. There is no merit to this claim. "A law is unconstitutionally vague if it fails to provide a reasonable 18 opportunity to know what conduct is prohibited, or is so indefinite as to allow 19 arbitrary and discriminatory enforcement." Human Life of Washington Inc. v. 20 Brumsickle, 624 F.3d 990, 1019 (9th Cir. 2010) (quoting Tucson Woman's Clinic v. Eden, 379 F.3d 531, 555 (9th Cir. 2004)). "Nevertheless, perfect clarity is not required even when a law regulates protected speech, and [a court] can never expect mathematical certainty from our language." Id. (internal citations and quotations 24 omitted). Moreover, "speculation about possible vagueness in hypothetical situations not before the Court will not support a facial attack on a statute when it is 26 ⁷ The State Defendants do not address Plaintiffs' Second Amendment claim because the claim erroneously presumes that the defendants and the Executive Order mandate the closure of firearms and ammunition retailers. As discussed above, Plaintiffs have shown no such mandate exists.

surely valid 'in the vast majority of its intended applications." *Id.* (quoting *Hill v. Colorado*, 530 U.S. 703, 733 (2000)). And finally, "otherwise imprecise terms may
avoid vagueness problems when used in combination with terms that provide
sufficient clarity," *Gammoh v. City of La Habra*, 395 F.3d 1114, 1120 (9th Cir.
2005), and vagueness challenges will be rejected when it is "clear what the
ordinance as a whole prohibits," *Grayned v. City of Rockford*, 408 U.S. 104, 110
(1972). Plaintiffs' claim does not meet this strict standard.

Here, the ambit of the Executive Order N-33-20 is clear: it requires individuals
to stay at their residence, except that Californians working in the critical
infrastructure sectors identified by the federal government and by the Public Health
Officer "may continue their work because of the importance of these sectors to
Californians' health and well-being." Exh. 3. While the Executive Order did not
address firearms and ammunition retailers specifically, the Governor has confirmed
that the Executive Order does not mandate their closure.

15 Plaintiffs argue that to the extent the Executive Order gives sheriffs discretion to determine whether firearms retailers are "essential," it allows for arbitrary and 16 17 capricious enforcement. Mem. in Supp. TRO App., ECF No. 14-1, at 21. 18 However, there is no constitutional requirement that the Executive Order make 19 detailed categorical decisions on every conceivable type of economic activity. The 20 Executive Order need not impose its mandate on a statewide level on each type of 21 industry, store, or business, and each type of worker within each type of industry, 22 store, or business. It may, as it did, provide reasonably specific guidance by 23 reference to the federal guidelines and Public Health Officer designations, while 24 leaving certain enforcement decisions to the discretion of local government officials 25 who may have better information within their jurisdiction.

Furthermore, Plaintiffs confuse a sheriff's potential enforcement of an
applicable local order, or his or her own order, with the enforcement of the
Executive Order. While a statute may be unconstitutionally vague if it vests the

1 government with "unbridled enforcement discretion," Kashem v. Barr, 941 F.3d 2 358, 374 (9th Cir. 2019), that is not applicable here because the Executive Order 3 does not address its applicability to firearms retailers and Governor Newsom has 4 confirmed that the Executive Order does not mandate closure of those retailers. 5 The fact that a sheriff "may have some difficulty applying [the law] on the margins 6 does not nearly establish" unconstitutional vagueness. *First Vagabonds Church of* 7 God v. City of Orlando, 610 F.3d 1274, 1286 (11th Cir. 2010), reinstated following 8 rehearing en banc, 638 F.3d 756, 763 (11th Cir. 2011). A statute's 9 "constitutionality does not hang on whether every police officer would understand 10 the ordinance in the same way in every conceivable factual circumstance. Absolute 11 clarity is too much to expect from the drafters of laws, and perfect knowledge of the 12 fullest reach of the laws is too much to expect of even the most reasonable police officers." Id. 13 14 Plaintiffs also argue that the Governor's confirmation at the press conference 15 that the Executive Order does not mandate the closure of firearm retailers reaches 16 "only those who happened to be tuned into the broadcast." Mem. in Supp. TRO 17 App., ECF No. 14-1, at 20. However, in examining whether a law is vague, courts evaluate whether "a reasonable person" has been given fair notice of what is 18 19 prohibited, not whether a particular plaintiff actually received a warning that alerted 20 him or her to the danger of being held accountable for the behavior in question." 21 Kashem, 941 F.3d at 371. The Governor's directives are clear, whether or not 22 individual plaintiffs had actual notice of them. 23 AN INJUNCTION AGAINST THE ENFORCEMENT OF THE IV. UTIVE ORDER WOULD BE AGAINST THE PUBLIC INTEREST 24 IN LIGHT OF THE ONGOING PANDEMIC

An injunction should not issue here also because an injunction against the
State Defendants or the enforcement of the Executive Order would be against the
public interest, and the balance of equities tips sharply in the favor of the State
Defendants. Plaintiffs have the burden to show that the balance of equities tips in

their favor, and that an injunction is in the public interest. *Winter*, 555 U.S. at 20.
They cannot do so here. California, together with the rest of the United States, is in
the midst of a global pandemic. The White House coronavirus task force projects
100-240,000 deaths in the United States.⁸ In light of this global crisis, an injunction
against the State Defendants would unnecessarily bind the hands of the State in its
efforts to combat COVID-19 and its ability to address rapid and ever-changing
developments.

CONCLUSION

9 For these reasons, the Court should deny Plaintiffs' ex parte application for a
10 temporary restraining order and order to show cause why a preliminary injunction
11 should not issue.

8

12			
13	Dated: April 3, 2020 Res	pectfully Submitted,	
14	XAV Atto	VIER BECERRA orney General of California	
15	MA Sup	orney General of California RK R. BECKINGTON pervising Deputy Attorney General ATTY LI	
16		ATTY LI buty Attorney General	
17			
18	/s/ <u>A</u> Pet	Peter H. Chang FER H. CHANG	
19	Dep Atto	outy Attorney General orneys for Defendants Gavin	
20	INEW Gov	orneys for Defendants Gavin vsom, in his official capacity as vernor and Sonia Y. Angell, in her	
21	Offic Offic	cial capacity as California Public alth Officer	
22			
23			
24			
25			
26			
27	⁸ Amita Kelly, READ: White House Presentation Warning Of At Least 100,000 Projected Deaths In U.S., N.P.R., Mar. 31, 2020, <u>https://www.npr.org/2020/03/31/824950369/read-white-house-presentation-</u> warning-of-100-000-projected-deaths-in-u-s.		
28			
	15		

State Defs.' Opp. Pls.' Ex Parte App. Temp. Restraining Ord. (2:20-cv-02874-AB-AK)