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9	UNITED STATES DISTRICT COURT		
10	NORTHERN DISTRICT OF CALIFORNIA		
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12	CITY OF FORT BRAGG,	Case No. 22-CV-06317-JST	
13	Plaintiff,	Assigned for all purposes to: Hon. Jon S. Tigar, Ctrm. 6	
14	V.		EFENANT MENDOCINO
15		<b>RAILWAY'S</b>	CONSOLIDATED TO PLAINTIFFS'
16	MENDOCINO RAILWAY,	MOTIONS TO	O REMAND
17	Defendants.		
18		Action Filed:	October 20, 2022
19		DATE:	December 22, 2022
20		TIME: CTRM:	2:00 p.m.
21	TO THE HONORADIE COURT AND TO A	II DADTIEC	[Hearing Vacated]
22	TO THE HONORABLE COURT AND TO ALL PARTIES AND THEIR RESPECTIVE		
23	ATTORNEYS OF RECORD:		
24	Plaintiff City of Fort Bragg submits the following in Reply to Defendant Mendocino		
25	Railway's Consolidated Opposition to Plaintiffs' Motions to Remand ("Opp.") [DOC 16]:		
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27	/// ///		
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1 REPLY

## I. INTRODUCTION

Defendant Mendocino Railway ("MR") bases its Opposition on a complete misunderstanding of both preemption and removal. There are no federal claims at issue here which would support federal subject matter jurisdiction in this Court. Thus, remand is proper.

## II. MR HAS NOT SATISFIED ITS BURDEN TO SHOW PROPER REMOVAL, SINCE A DEFENSE DOES NOT CONFER FEDERAL JURISDICTION.

Since MR has sought removal, it has "the burden of establishing federal question jurisdiction." *California v. Huber*, 2011 U.S. Dist. LEXIS 80089, at \*3 (N.D. Cal. 2011) (citing *Ethridge v. Harbor House Rest.*, 861 F.2d 1389, 1393 (9th Cir. 1988)). In addition, this court must "strictly construe[] the statute *against* removal." *Id.* (italics added). Indeed, MR can meet this burden *only* "if a federal right or immunity is an element, and an essential one, of the plaintiff's cause of action." *Huber*, at \*3-4 (quotations omitted) (quoting *Franchise Tax Bd. v. Constr. Laborers Vacation Trust for S. Cal.*, 463 U.S. 1, 11 (1983)).

Indeed, "[t]here is a strong presumption against removal jurisdiction when evaluating a motion to remand.). Accordingly, federal jurisdiction must be rejected if there is any doubt as to the right of removal in the first instance. [citation] Further the burden of establishing federal jurisdiction is upon the party seeking removal, and defendants bear the burden of showing that removal was proper." *Real v. St. Jude Med.*, 2017 U.S. Dist. LEXIS 47081, at \*4-5 (C.D. Cal. 2017) (quotations and changes omitted) (citing *Gaus v. Miles*, 980 F.2d 564, 566 (9th Cir. 1992); *Nishimoto v. Federman-Bachrach & Assocs.*, 903 F.2d 709, 712 n.3 (9th Cir. 1990); *Emrich v. Touche Ross & Co.*, 846 F.2d 1190, 1195 (9th Cir. 1988); *Fayard v. Northeast Vehicle Servs.*, *LLC*, 533 F.3d 42, 48 (1st Cir. 2008)).

Importantly here, "a case may not be removed to federal court on the basis of a federal defense, even if the defense is anticipated in the plaintiff's complaint, and even if both parties admit that the defense is the only question truly at issue in the case." *Id.* at \*4 (omissions and quotations omitted) (italics added) (quoting *Metropolitan Life Ins. Co. v. Taylor*, 481 U.S. 58, 63 (1987)). This is the key point which MR misstates. MR seems to think that merely because there



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Federal jurisdiction requires much more. Indeed, the mere fact that there is some plenary federal authority or application of federal

law does not mean that there is a valid ground for removal. Huber, at \*6. As relevant here, "[t]he mere fact that a federal law may prohibit state conduct does not necessarily convert a state claim into a federal claim, justifying removal. What it certainly does, of course, is to create a federal defense to state law claims," but this *defense* can be "raise[d] in state court." *Id*.

is some mention of federal law in the Coastal Commission's Complaint, that is enough. Not so.

Simply, there is no creation of federal jurisdiction under the very circumstances at issue here. The United States Supreme Court has found that "it has long been settled that the existence of a federal immunity to the claims asserted does not convert a suit otherwise arising under state law into one which, in the statutory sense, arises under federal law." *Id.* at \*6-7 (quotations omitted) (quoting Puyallup Tribe, Inc. v. Washington Game Dept., 433 U.S. 165 (1977)).

MR erroneously asserts that the Commission's Complaint states a federal question on its face, but MR is mistaken. As MR acknowledges, a federal claim must be one that is essential to a cause of action. (Opp., p. 16, lns. 2-5 (citing Cal. Shock Trauma Air Rescue v. State Compensation Ins. Fund, 636 F.3d 538, 541 (9th Cir. 2011).) As the Huber Court recognized, an immunity defense is distinguishable, in that it does not present "a federal question implicit in any application of state law." Huber, at \*7-9 n.1 (citing Cal. Shock, at 542; Grable & Sons Metal Prods. v. Darue Eng'g & Mfg., 545 U.S. 308, 312, 314-315 (2005)). Even when the "application of federal law" is required as to an alleged immunity, this is still merely "an affirmative defense to the plaintiff's causes of action. This does not give rise to federal question jurisdiction." *Huber*, at \*11 (omissions and quotations omitted).

More specifically, preemption provides federal jurisdiction *only* if federal law "provide[s] the exclusive cause of action" for the claim asserted. Beneficial Nat'l Bank v. Anderson, 539 U.S. 1, 9 (2003). Even a "complete federal defense," does "not justify removal." *Id.* (citing Caterpillar v. Williams, 482 U.S. 386, 393 (1987)). Thus, the critical factor is not whether there is some claimed preclusive federal agency jurisdiction or authority -- as MR mistakenly asserts, but whether there is a "federal remedy"; otherwise, "preemption remains merely a defense and

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thus cannot satisfy the well-pleaded complaint rule." *Minton v. Paducah & Louisville Ry.*, 423 F. Supp. 3d 375, 380 (W.D. Ky. 2019) (quoting *Dillon v. Medtronic*, 992 F. Supp. 2d 751, 758 (2014); *Rivet v. Regions Bank of La.*, 522 U.S. 470, 476 (1998)).

As directly relevant here, the ICCTA does not present any complete preemption. *Minton*,

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at 380-381. It is not enough that there is "exclusive federal regulation," but there must *also* be "the creation of a superseding federal cause of action." *Id.* (quotations omitted) (quoting *Watkins* v. *RJ Corman R.R.*, 2010 U.S. Dist. LEXIS 41244, 2010 WL 1710203, at \*2 (E.D. Ky. 2010)

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Just like the defendant in *Moeller v. Holland LP*, 2022 U.S. Dist. LEXIS 23043, at \*13 n.4 (D.N.M. 2022) (citing *B & S Holdings, LLC v. BNSF Ry. Co.*, 889 F.Supp.2d 1252, 1254,

(citing Roddy v. Grand Truck Western R.R., 395 F.3d 318, 323 (6th Cir. 2005)).

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1258 (E.D. Wash. 2012)), MR asserts that cases finding adverse possession claims would actually

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"divest the railroad of the very property with which it conducts its operations" somehow support

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federal jurisdiction -- by virtue merely of claimed federal preemption. (Opp., p. 17, lns. 1-3; p.

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28, lns. 24-27 (citing *B & S Holdings*)). The court in *Moeller* dismissed both *B & S Holdings* and *14500 Ltd. v. CSX Transp., Inc.*, 2013 U.S. Dist. LEXIS 39806, 2013 WL 1088409, at \*1, 4-5

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(N.D. Ohio 2013) - also relating to adverse possession claims -- since these opinions did not hold

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"that state negligence law was completely preempted by the ICCTA." *Moeller*, at \*13 n.4. MR's

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attempt at analogy similarly fails. The claims of the City and the Commission are not similar to

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adverse possession claims. In fact, the City's Complaint includes claims of nuisance and

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nuisance-like matters, including: a building is "dilapidated," MR has refused to allow the "County

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Building Official" to inspect the building, "the City red tagged" a storage shed, and MR refused

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to obtain a special event permit, as well as other "condition of real property in violation of law,"

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"violations of law and public policy of the State of California and/or local codes, regulations

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and/or requirements applicable to such operations and activities," and use, activities and "the condition of real property relating thereto, including the allowance or maintenance of such

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activities, operations and conditions in violation of law [that] are inimical to the rights and

interests of the general public and constitute a public nuisance and/or violations of law."

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(Complaint, at ¶¶ 12, 13.) Specifically, MR refused to "repair a dangerous building," and has and



continues to refuse to submit to City "authority for the public interest, benefit and safety." (Complaint, at ¶ 15.) Absent declaratory and injunctive relief, MR "will continue to maintain nuisance conditions and violations of law as alleged, to the substantial harm and risk to the health, safety and welfare of the public, and directly contrary to the lawful and valid authority of Plaintiff City to regulate such dangerous and nuisance conditions, and to compel compliance with applicable law." (Complaint, at ¶ 20.)

Similarly, the Commission's Complaint seeks primarily the *exact same* relief as the City's, although framing some of the same conditions alleged by the City as violations of the California Coastal Act, which is the jurisdiction of the Commission. Specifically, the Commission alleges that the dilapidated building does not comply with the City's Local Coastal Plan, and MR has violated the Coastal Act and certain activities are subject to the Act. (Commission's Complaint, at ¶¶ 4, 6-8, 11-12, 14-15, 17-24.) Although the Commission *anticipates* MR's defense, that it is purportedly exempt from any and all local regulation whatsoever due to preemption by state and federal law, these anticipatory allegations do not constitute federal jurisdiction nor do they support removal as set forth above. (Commission's Complaint, at ¶¶ 4, 5, 13.) Indeed, the Commission states *no federal claim* at all, and has framed all of its allegations as violations of the Coastal Act under *state law*.

As the Supreme Court recognized, federal courts must strictly protect the "traditional regard for the role played by state courts in interpreting and enforcing federal law," recognizing "a presumption of concurrent state and federal jurisdiction, which can be rebutted only by an explicit statutory directive, by unmistakable implication from legislative history, or by a clear incompatibility between state-court jurisdiction and federal interests." *Anderson*, 539 U.S. at 18 n.2 (quotations and changes omitted) (quoting *Gulf Offshore Co. v. Mobil Oil Corp.*, 453 U.S. 473, 478 (1981). Thus, removal must be unmistakable, and MR's assertions utterly fail here.

Indeed, MR confuses *preemption* with *federal jurisdiction*. Specifically, the fact "that a state law may be preempted by federal law does not in and of itself mean that the competing state law is completely preempted such that claims brought under it present a federal question." *Moeller*, at \*13-14 (citing *Fayard v. Northeast Vehicle Services*, *LLC*, 533 F.3d 42, 47 (1st Cir.



2008) ("By contrast, ordinary preemption—i.e., that a state claim conflicts with a federal statute—is merely a defense and is not a basis for removal.") (citing Gully v. First Nat'l Bank, 299 U.S. 109 (1936)). Thus, a defendant may assert that claims are "preempted by the ICCTA, but that determination is consigned to the considered judgment of the state court on remand." 4 Tres Lotes, LLC v. BNSF Ry. Co., 61 F. Supp. 3d 1213, 1218 (2014) (quotations omitted) (citing 6 Felix v. Lucent Techs., Inc., 387 F.3d 1146, 1158 (10th Cir. 2004)). "[T]he critical question is whether federal law provides an exclusive substitute federal cause of action that a federal court 8 (or possibly a federal agency) can employ for the kind of claim or wrong at issue." *Fayard*, at 47. Notably, MR does not establish, or even claim, that there is any federal cause of action under the ICCTA or any other federal law under which the City and/or the Commission could have or must have asserted its state law claims, such that there is any federal jurisdiction here. 12 In fact, MR simply overstates any potentially applicable federal preemption, in any event. 14 "state and local regulation is *applicable* where it does not have the effect of preventing or unreasonably interfering with interstate commerce." Fayard, at 47-48 (italics added) (quoting 16

MR expressly ignores the undisputed fact that, even assuming arguendo preemption applies to it, James Riffin--Petition for Declaratory Order, 2008 STB LEXIS 242, 2008 WL 1924680 (Surface Transp. Bd. May 1, 2008)). In fact, "state nuisance law continues to apply to railroads." Fayard, at 48 & n.7 (citing Rushing v. Kansas City S. Ry., 194 F. Supp. 2d 493, 501 (S.D. Miss. 2001); Emerson v. Kansas City S. Ry. Co., 503 F.3d 1126 (10th Cir. 2007) (nuisance claim based on improper trash disposal by railroad not preempted by ICCTA)). See also, Mangiaracina v. BNSF Ry. Co., 2017 U.S. Dist. LEXIS 5513, at \*26 (N.D. Cal. 2017) ("the ICCTA does not preempt generally applicable state laws that have only a remote or incidental effect on rail transportation").

The Fayard Court recognized the distinction that MR completely misses. Even if "some state law claims may be completely preempted under the ICCTA," this does not mean that "the ICCTA automatically immunizes railroads from state nuisance claims." Fayard, at 48. Similarly, since there is no "clear-cut federal cause of action" that is of the kind asserted by either the City or the Commission, this Court cannot exercise federal jurisdiction where there is none. "At the



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very least defendants, who bear the burden of showing that removal was proper have not demonstrated that the ICCTA provides such a cause of action," and thus remand must be granted. Id. (citations omitted).

Indeed, if all federal regulation "allowed for related state law claims to be removed to federal court merely because of a potential preemption defense, but without a federal cause of action, this would license wholesale transfer of state law claims into federal court." Id. In fact, if there were wholesale removal by mere federal regulation, "a danger [would] exist[] of creating gaps in protection by categorically supplanting state claims with non-existent federal remedies. By contrast, where the state claim is left intact, federal interests are still largely protected: nothing prevents a preemption defense from being asserted, albeit in state courts." *Id.* at 49. In *Fayard*, the court concluded, as it should here, that, based merely on a claim of a preemption defense, remand should be "granted in the absence of any federal cause of action and therefore the absence of subject matter jurisdiction." *Id.* 

MR claims that this Court has jurisdiction based on ICCTA preemption similar to that found as to California environmental laws. (Opp., 17, ln. 27 - 18. ln. 13.) However, as this court found in Californians for Alts. to Toxics v. N. Coast R.R. Auth., 2012 U.S. Dist. LEXIS 64569, at \*29-31 (N.D. Cal. 2012), and in line with the authorities cited above, "the ICCTA does not automatically transform every state law claim into a claim under the ICCTA," and "does not provide a cause of action" under state law. Moreover, even alleged preemption of state environmental laws does not "raise a substantial issue of federal law." Id. (omissions and quotations omitted) (quoting Grable & Sons Metal Prods. v. Darue Eng'g & Mfg., 545 U.S. 308, 314 (2005)).

MR's opposition suffers from the same defect recognized by "settled law" – that a preemption defense does not create federal jurisdiction. Californians, at \*34-35 (citing Caterpillar v. Williams, 482 U.S. 386, 392 (1987)). In fact, "Defendants' assertions that Plaintiffs' remedy can only be determined by reference to 'preempting' remedial provisions in the ICCTA is clearly invoking Defendants' preemption defense, which does not qualify as a substantial federal question upon which removal may be based." Californians, at \*34-35.

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City of Auburn, 154 F.3d 1025, 1030-31 (9th Cir. 1998) also does not aid MR. As the Californians Court recognized, the decision in City of Auburn "relate[s] only to defense preemption, which is not at issue in deciding whether the Court has subject matter jurisdiction." Californians, at \*31 n.4 (citing Marin Gen. Hosp. v. Modesto & Empire Traction Co., 581 F.3d 941 (9th Cir. 2009) (noting the confusion between complete preemption, which provides a basis for federal question jurisdiction, and defense preemption, which does not).

The STB's alleged jurisdiction over railroads does not establish a federal *cause of action*. Citing Californians, the court in Friends of Del Mar Bluffs v. North County Transit Dist., 2022 U.S. Dist. LEXIS 210107, at \*18-22 (S.D. Cal. 2022), similarly found that a claim under State environmental law did not support federal subject matter jurisdiction. Further, since "the removal statute [is] strictly construed against removal jurisdiction, the Defendants bear the burden of establishing that there is no doubt as to federal jurisdiction." Id. (italics added) (citing Calif. ex rel. Lockyer v. Dynegy, 375 F.3d 831, 838 (9th Cir. 2004); Gaus v. Miles, Inc., 980 F.2d 564, 566 (9th Cir. 1992)).

Further, there is a complete lack of establishing a "necessary element of the claim for relief" when a party merely asserts a preemption defense. Friends of Del Mar Bluffs, at \*22. Although MR recognizes this requirement, it does not establish this other than by merely citing to the Commission's reference to "federal law" in its Complaint. (Opp., at p. 16.) Without citing any authority or other support, MR simply asserts that "there is no way to resolve the Commission's claims without addressing those federal issues." (Opp., at p. 19, lns. 7-8.) As noted above, and as the Friends of Del Mar Bluffs Court establishes, conclusory claims of necessity are completely insufficient to establish federal jurisdiction. Further, MR cites no support for its claims. In fact, there are plenty of legal grounds for the Commission's claims to be determined solely on state law, and the Commission's allegations all relate to exclusively to federal law, save the Commission's anticipation of MR's federal defense. Regardless of whether that defense is even alleged to be "the central point of the dispute," this does not create or state any federal cause of action. The Supreme Court has been clear that "even if both parties concede that the federal defense is the only question truly at issue," this is not a basis for removal. Friends



of Del Mar Bluffs, at \*22 (citing Caterpillar, 482 U.S. at 392).

MR falsely asserts that the Commission's Complaint is subject to "complete preemption." (Opp., at p. 16.) However, "[c]omplete preemption is rare"; in fact, "the Supreme Court has recognized *only three federal statutes* that completely preempt state law causes of action" – none of which are, of course, at issue here. *Neighbors v. King County*, 2015 U.S. Dist. LEXIS 194252, at \*4-5 (W.D. Wash. 2015) (italics added). Indeed, if as MR claims, the STB had "'exclusive' jurisdiction," then there would be no "removal jurisdiction," because there would be no "original jurisdiction" of the federal court at all. *Id.* at \*6-7. The *Neighbors* Court, in fact, noted that "[t]he Ninth Circuit has held that statutes that vest primary jurisdiction in an agency *do not* provide the federal district courts with original jurisdiction or give rise to complete preemption." *Id.* at \*8. Further, "[t]he Ninth Circuit has made clear that remand rather than dismissal is appropriate where state court claims may be subject to the primary jurisdiction of a federal agency." *Id.* at \*9.

MR ultimately confuses its claims of preemption with its assertion of removal authority. They are not the same. Thus, the assertions MR makes as to STB/ICCTA jurisdiction over railroad transportation, purported connection of MR's long-disrupted lines to hypothetical lines or buses to potential interstate commerce, its claimed "rail-related" operations and activities, etc. (Opp., at pp. 17, 18) is a question of whether it is *ultimately* entitled to preemption (as a *defense*), *not* whether the City and the Commission's action can be *removed* based only on a preemption defense claim.

MR relies upon the opinion in Grable, but Grable involved a federal claim on the face of the complaint at issue. More importantly, *Grable* did *not* concern a federal defense, but a title claim *based* on federal law itself. *California v. Huber*, 2011 U.S. Dist. LEXIS 80089, at \*7-9 n.1 (N.D. Cal. 2011) (citing *Grable*, 545 U.S. at 314-15). Thus, *Grable* does not support MR's claims for proper removal.

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MR further erroneously claims that there is some different standard applied to declaratory relief actions. (Opp., at p. 20.) However, this is not a general rule as MR implies. Instead, it



1	applies "[w]here the complaint in an action for declaratory judgment seeks in essence to assert a			
2	defense to an impending or threatened state court action." Atay v. County of Maui, 842 F.3d 688,			
3	697-98 (9th Cir. 2016). Unlike in Atay, the City's Complaint long pre-dated MR's federal action,			
4	and the character of the Commission's Complaint is no different than the City's claim. Indeed,			
5	the only thing that the Commission did was to take the defense MR had already asserted in its			
6	answer to the City's Complaint –			
7 8	The declaratory and injunctive relief sought by Plaintiff are barred by state and federal preemption, as embodied in statutory and constitutional law, because Defendant is a CPUC-regulated public utility and a railroad within the jurisdiction			
9	of the STB. See, e.g., 49 U.S.C. §§ 10102, 10501(b); Pub. Util Code § 1759(a); U.S. Const. art. VI, ¶ 2.			
10	and put that same defense in the Commission's Complaint, namely that the "Railway's actions"			
11 12	are not preempted by any state or federal law, including, but not limited to, Public Utilities Code sections 701 and 1759, subdivision (a); sections 10102 and 10501, subdivision (b) of Title 49 of the United States Code; and clause 2 of Article VI of			
13	the United States Constitution.			
14	(Commission Complaint, Prayer ¶ 2.)			
15	Based on all of the above, MR has not met its burden to show <i>no doubt</i> that there is			
16	removal jurisdiction here. On this basis, this Court must remand this matter to the State Court.			
17	III. MR FAULTS THE CITY FOR ARGUMENT THE MERITS OF THE REMOVED			
18	ACTION, AND THEN IMPROPERLY INTRODUCES COMPLETELY FALSE			
19	FACTS THAT IT CLAIMS CANNOT BE CONSIDERED BY THE COURT.			
20	Contrary to MR's claims, it does not operate a line between Willits and Fort Bragg.			
21	(Opp., at p. 34.) That line has been disconnected for through travel for years, due to the most			
22	recent tunnel collapse in or about 2016. Further, its line has not connected to the Northwestern			
23	Pacific Railroad/North Coast Rail Authority line for through travel for decades, due to a federal			
24	embargo that is far from <i>temporary</i> , as MR's falsely asserts. And, although MR claims that this			
25	line "has not been abandoned" (Opp., at p. 35), that line is currently subject to abandonment			
26	proceedings with the STB. North Coast Railroad Authority – Abandonment Exemption – In			
27	Mendocino, Trinity, and Humboldt Counties, Cal., STB Docket No. AB 1305X. Further, as noted			
28	in the City's motion, the Railroad Retirement Board has held that Mendocino Railway's			
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operations are *unusable* for common carrier interstate commerce or transportation; MR has not and does not operate in a manner subject to the STB's or the RRB's jurisdiction. These are not matters in dispute, and cannot be refuted by MR's improper attempt at submitting the self-serving declaration of MR's President. See also, City's Objections to Declaration of Robert Pinoli, filed in support of this Reply. Indeed, whereas the City has relied upon matters which may be properly subject to judicial notice in support of its motion, MR submits numerous disputed factual matters in a futile attempt to avoid remand of this matter to the California Superior Court, which it has so desperately sought to avoid at all costs. Indeed, in the context of all of the facts set forth in the City's motion, it is clear that it is not the commission that has sought to forum shop, but MR that has tried every which way to be free from, quite simply, a single judge with whom it did not obtain a favorable outcome. This is a classic example of forum shopping, and MR's resultsdriven attempts to obtain federal jurisdiction where it is not warranted. IV. **CONCLUSION** Based on all of the foregoing, this Court must grant the City's and the Commission's Motions to Remand this matter to the State Court. MR has improperly removed the matter, based only on its asserted federal preemption defense, which cannot serve to define the scope of

Plaintiffs' claims in this matter. Indeed, no federal claim is stated on Plaintiffs' claims. In addition, as noted in the motion, MR's removal was untimely; the Commission's Complaint did not introduce any new claims whatsoever, and certainly no federal claims.

Dated: December 13, 2022 JONES MAYER

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/s Krista MacNevin Jee Krista MacNevin Jee, Attorneys for Plaintiff, CITY OF FORT BRAGG