1		Superior Court of California County of Los Angeles
2		11/04/2025
3		David W. Slayton, Executive Officer / Clerk of Court
4		By: A. Morales Deputy
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7	SUPERIOR COURT OF THE STATE OF CALIFORNIA	
8	FOR THE COUNTY OF LOS ANGELES	
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11	GRAEME BLAIR, SALIH CAN AÇIKSÖZ,	Case No.: 24STCV27623
12	BENJAMIN KERSTEN, and CATHERINE WASHINGTON,	/ ORDER ON DEFENDANTS' DEMURRER
13		AND MOTION TO STRIKE
14	Plaintiff, v.	
15	V	
16	REGENTS OF THE UNIVERSITY OF CALIFORNIA, MICHAEL V. DRAKE,	
17	DARNELL HUNT, MICHAEL BECK,	Hearing Date: October 22, 2025 Hearing Time: 2:15 p.m.
18	MONROE GORDEN, JR., RICK BRAZIEL, and SCOTT SCHEFFLER,) Dept.: 7
19	and SCOTT SCHEIT LEIX,	
20	Defendants.	
21		
22)
23	Defendants The Regents of the University of California, Michael V. Drake, Darnel	
24	Hunt, Michael Beck, Monroe Gorden, Jr., Rick Braziel, and Scott Scheffler (collectively,	
25	"Defendants") demur to, and move to strike portions of, the First Amended Complaint of	
26	plaintiffs Graeme Blair, Salih Can Açiksöz, Benjamin Kersten, and Catherine Washington	
27	(collectively, "Plaintiffs"). Plaintiffs oppose the demurrer and the motion to strike.	
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For the reasons explained below, the Court OVERRULES Defendants' demurrer. Additionally, the Court DENIES Defendants' motion to strike Plaintiffs' requests for injunctive relief but otherwise GRANTS the motion to strike.

I. <u>Introduction</u>

On April 25, 2025, students, faculty, and staff of the University of California Los Angeles (UCLA) began a protest on campus in the form of an encampment, called the Palestine Solidarity Encampment. (First Amended Complaint (Dec. 9, 2024) ¶¶ 40-41.) The goal of the encampment was to "stop the Israeli state's campaign of violence in Gaza and the West Bank, to make certain demands of the university about its relationship to Israel, and to host political, social, and religious programming for university community members on a range of topics related to Palestine." (*Id.* at ¶ 41.) All four Plaintiffs in this case routinely visited the encampment to express their support of its goals. (*Id.* at ¶¶ 64, 70, 72, 77.)

In the evening of April 30, a violent mob attacked the encampment. (First Amended Complaint, ¶ 98.) Twenty-five pro-Palestine protestors were hospitalized as a result. (*Id.* at ¶ 106.)

Following the attack, UCLA allegedly decided to "forcibly clear students from the encampment" and "shut down their expressive activities." (First Amended Complaint, ¶ 112.) At 5:50 p.m. on May 1, at the direction of UCLA leadership and the UC Office of the President, the UCLA Police Department (UCPD) allegedly declared the encampment an unlawful assembly and issued a dispersal order, even though, at the time, there was no criminal activity taking place. (*Id.* at ¶¶ 121, 124-125.)

Following the issuance of the dispersal order, plaintiff Kersten, a UCLA graduate student, and plaintiff Açiksöz, a UCLA professor, allegedly left the encampment for fear of arrest. (First Amended Complaint, ¶¶ 16-17, 131.) The two other plaintiffs — plaintiff Blair, a UCLA professor, and plaintiff Washington, a UCLA law student — were allegedly arrested. (*Id.* at ¶¶ 14-15, 138, 141.) Because of their arrests, UCLA alleged initiated disciplinary proceedings against them for violations of university rules. (*Id.* at ¶¶ 187-228.)

In this case, Plaintiffs allege the UCPD's May 1 dispersal order violated their freedom of speech guaranteed by article I, section 2 of the California Constitution. They seek declaratory and injunctive relief (counts 2-3, 6), as well as compensatory relief under the Bane Act, Civil Code section 52.1 (count 7). Additionally, plaintiffs Washington and Blair challenge the constitutionality of their alleged arrests (count 1) and disciplinary proceedings (counts 4-5).

Defendants are the Regents of the University of California, a public agency charged with administration of UCLA, and various individuals who are administrators of the university, including defendant Dr. Michael V. Drake, President of the University of California; Darnell Hunt, Interim Chancellor of UCLA; Michael Beck, Administrative Vice Chancellor of UCLA; Monroe Gorden, Jr., Vice Chancellor of Student Affairs of UCLA; Rick Braziel, Director of the UCLA Office of Campus Safety; and Scott Scheffler, Acting UCPD Chief. (First Amended Complaint, ¶¶ 18-24.) They now demur to and move to strike portions of Plaintiff's operative First Amended Complaint.

II. <u>Legal Standard: Demurrer</u>

A demurrer raises legal objections to an opposing party's pleading. The Code of Civil Procedure recognizes eight legal objections to a complaint or a cause of action within a complaint. (§§ 430.10; 430.50, subd. (a).) The grounds for an objection must be based on matter included within the complaint's four corners or "any matter of which the court is required to or may take judicial notice." (§ 430.30, subd. (a).)

III. Analysis

Plaintiffs assert four general categories of claims: (A) claims that Defendants violated their constitutional freedom of speech; (B) claims, by plaintiffs Blair and Washington, that their arrests violated their constitutional right to freedom from unreasonable seizure; (C) a claim under the Bane Act for damages for the alleged constitutional violations; and (D) claims, by plaintiffs Blair and Washington, challenging the constitutionality of the alleged disciplinary proceedings initiated against them by the university.

Defendants demur on the ground the operative First Amended Complaint does not state facts sufficient to constitute any of Plaintiffs' causes of action. (Code Civ. Proc., § 430.10, subd. (e).) Additionally, Defendants bring (E) a motion to strike various parts of Plaintiffs' pleading.

A. Freedom of Speech

Under article I, section 2 of the California Constitution, "Every person may freely speak, write and publish his or her sentiments on all subjects, being responsible for the abuse of this right." Here, Plaintiffs contend Defendants violated their freedom of speech by retaliating against them for exercising their freedom (count 2) and by enforcing a heckler's veto (count 3). (First Amended Complaint, ¶¶ 247-257.) Defendants demur on the ground that Plaintiffs' First Amended Complaint fails to state facts sufficient to constitute either of the two theories.

Retaliation (Count 2)

Plaintiffs' first theory is that Defendants retaliated against them for exercising their freedom of speech. They allege that by declaring an unlawful assembly, causing plaintiffs Kersten and Açiksöz to leave, by forcibly clearing the encampment, and by arresting plaintiffs Blair and Washington, Defendants prevented them from "expressing themselves freely and associating with others in the encampment, which are protected activities under the California Constitution." (First Amended Complaint, ¶ 249.)

Under federal law, there are three elements to a plaintiff's claim that she was retaliated against for exercising her constitutional right. The plaintiff must prove "(1) he or she was engaged in constitutionally protected activity, (2) the defendant's retaliatory action caused the plaintiff to suffer an injury that would likely deter a person of ordinary firmness from engaging in that protected activity, and (3) the retaliatory action was motivated, at least in part, by the plaintiff's protected activity." (*Tichinin v. City of Morgan Hill* (2009) 177 Cal.App.4th 1049, 1062-1063, page number omitted.) The parties agree these elements apply here as well, to Plaintiffs' claim under California law that Defendants retaliated against them for exercising their rights under the California Constitution.

Defendants argue that Plaintiffs do not state facts sufficient to constitute either element (1) or element (3) of their retaliation claim. Defendants first argue that Plaintiffs do not plead they were (1) engaged in a constitutionally protected activity because the UCPD "properly issued an unlawful assembly declaration and ordered protestors to disperse, after which UCPD could lawfully arrest anyone who chose to remain at the encampment." (Memorandum, 16:23-26.)

An unlawful assembly is "two or more persons assemble[d] together to do an unlawful act, or do a lawful act in a violent, boisterous, or tumultuous manner...." (Pen. Code, § 407.) Every person who "participates" in an unlawful assembly is guilty of a misdemeanor, as is "[e]very person remaining present at the place of any riot, rout, or unlawful assembly, after the same has been lawfully warned to disperse, except public officers and persons assisting them in attempting to disperse the same...." (§§ 408, 409.) Section 407 thus has two prongs: persons assembled to an *unlawful* act, on the one hand, and persons assembled to do a *lawful* act albeit in a violent, boisterous, or tumultuous manner, on the other hand.

Defendants focus on the unlawful-act prong of section 407, arguing they were justified in declaring an unlawful assembly on May 1, 2024, because two or more persons were gathered to do an unlawful act. The unlawful act, Defendants argue, was to lodge on the UCLA campus in violation of Penal Code section 647, subdivision (e). Section 647 prohibits disorderly conduct; subdivision (e) describes a type of disorderly conduct as "lodging" "in a building, structure, vehicle, or place, whether public or private, without the permission of the owner or person entitled to the possession or in control of it."

Plaintiffs respond that Defendants were not justified in declaring an unlawful assembly, arguing that the campus encampment does not qualify as "lodging" within the meaning of Penal Code section 647.

Defendants' argument — and this case more broadly — strikes at the intersection between the constitutional right of free speech and the crime of unlawful assembly. The parties cite caselaw dealing with the intersection of free speech and the lawful-act prong of unlawful assembly, that is, a gathering of two or more persons to "do a *lawful act* in a

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violent, boisterous, or tumultuous manner." (Emphasis added.) To harmonize the crime of unlawful assembly with the constitutional right of free speech, the California Supreme Court has narrowed the lawful-act prong of the statute. "[T]he proscriptions of sections 407 and 408 on assemblies to do a *lawful act* must be limited to assemblies which are violent or which pose a clear and present danger of imminent violence." (*In re Brown* (1973) 9 Cal.3d 612, 623, emphasis added.)

This case, in contrast, involves the interaction between the right of free speech and the unlawful-act prong of unlawful assembly, a group that is purportedly assembled to do an unlawful act. Neither side cites an authority on this precise issue. On the one hand, the right of free speech arguably does not extend to criminal behavior. On the other hand, what might be called an "unlawful act" might also qualify as constitutionally protected speech. Particularly in this case, Defendants maintain that two or more people were gathered on campus to illegally lodge in violation of Penal Code section 647, subdivision (e). Assuming Defendants are factually correct, was the lodging itself not a form of protected speech or protest? Should the unlawful-act prong of an unlawful assembly be limited, like the lawful-act prong, to unlawful acts that are "violent or which pose a clear and present danger of imminent violence" per *In re Brown*? Moreover, what about the individuals who were on campus and squarely engaged in protected speech activity — plaintiff Blair, for example, was allegedly arrested while holding a sign that read, "UCLA Faculty and Staff Support Our Students" — and might not have had any intention of lodging there in violation of Penal Code section 647? Lastly, what about a declaration of an unlawful assembly that is arguably a pretext for suppressing speech? Can the police, for example, declare that any group protest is an unlawful assembly because the group is assembled to litter, for example, or to commit some other minor crime? The Court sees potential for abuse of the rule that so long as a group is assembled to do some unlawful act, no matter how minor, then the group can be declared an unlawful assembly and its speech suppressed.

Furthermore, even if Defendants' legal argument is correct — even if a declaration of unlawful assembly is per se constitutional, so long as a group was assembled to do

some unlawful act, no matter how minor — the Court cannot decide, based on the pleadings alone, whether the protestors on campus or, more specifically, the Plaintiffs in this case were, in fact, gathered on campus to unlawfully "lodge" there in violation of Penal Code section 647. While some allegations, as Defendants note, suggest that individuals were indeed gathered to lodge on campus, the question of whether a group of persons was assembled on May 1, 2024, to lodge on the UCLA campus is ultimately a question of fact that cannot be answered on demurrer.

Ultimately, the Court is not persuaded that the constitutional inquiry ended once police declared that a group of people were gathered together on the UCLA campus to do the unlawful act of lodging there, even if the police correctly concluded that lodging was, in fact, the purpose of the assembly. In other words, the Court cannot conclude that a declaration that people are assembled together to do an unlawful act per Penal Code section 407 is constitutional per se.

As to element (3) of a claim of retaliation, retaliatory action that was motivated, at least in part, by the plaintiff's protected activity, Plaintiffs allege Defendants were "substantially motivated" to declare an unlawful assembly and to clear the encampment by their disfavor of Plaintiffs' expression of support for the encampment's goals. (First Amended Complaint, ¶ 250.) The Court must accept this factual allegation as true.

At the motion hearing, Defendants elaborated on their argument that Plaintiffs do not state facts sufficient to constitute element (3) of their claim of retaliation. Defendants argued that Plaintiffs allegation (paragraph 250 of the First Amended Complaint) is a bare legal conclusion that the Court should disregard. Other allegations, Defendants maintain, point to but one alleged motivation for their decision to declare an unlawful assembly: the prevention of further violence on campus.

An authority cited by Defendants holds that the motivation element of a retaliation claim "may be met with either direct or circumstantial evidence" but ultimately "involves questions of fact that normally should be left for trial." (*Index Newspapers LLC v. United States Marshals Service* (9th Cir. 2020) 977 F3d 817, 827.) Here, aside from Plaintiffs' express allegation that Defendants were motivated to declare an unlawful assembly by

Plaintiffs' speech, other allegations support the inference that Plaintiffs' speech did, in fact, motivate Defendants to declare an unlawful assembly on the UCLA campus. In particular, Plaintiffs allege the encampment existed for several days on the UCLA campus before it was attacked by counter-protestors overnight from April 30 to May 1. (First Amended Complaint, ¶¶ 40, 101.) Defendants allegedly allowed the attack to "continue unimpeded" for several hours. (*Id.* at ¶ 101.) Eventually, law enforcement and campus security stopped the violence, but they allegedly arrested no one. (*Id.* at ¶¶ 101-102.) It was not until the evening of May 1, nearly 24 hours after the attack on the encampment, that Defendants allegedly declared an unlawful assembly and cleared the encampment, even though "there was no criminal activity at the encampment in the late afternoon or early evening of May 1." (*Id.* at ¶ 121.)

These allegations, if true, support an inference that had Defendants been motivated by the threat of violence to declare an unlawful assembly, then they would have declared an unlawful assembly on the night of April 30, when there was actual alleged violence at the encampment. The fact they did not declare an unlawful assembly while there was alleged violence occurring at the encampment, but instead waited nearly 24 hours until the violence had ended, is circumstantial evidence that Defendants were motivated not by public safety but rather by, at least in part, Plaintiffs' protected speech activity. Defendants' argument that they were in fact motivated to declare an unlawful assembly for reasons of public safety raises an issue of fact that cannot be resolved on demurrer.

In sum, the Court overrules Defendants' demurrer to count (2).1

Heckler's Veto (Count 3)

Plaintiffs' second theory is that Defendants' declaration of an unlawful assembly enforced a heckler's veto (count 3). (First Amended Complaint, ¶¶ 253-257.) A heckler's

¹ At the motion hearing, Defendants argued that Plaintiffs' retaliation theory is essentially the same as their heckler's veto theory. Even if Defendants are right — a point the Court does not decide here — Plaintiffs are allowed to plead alternative theories of recovery, even if the theories are duplicative or inconsistent. (*Dubin v. Robert Newhall Chesebrough Trust* (2002) 96 Cal.App.4th 465, 477.)

veto occurs when the government "silence[s] speech based on the reaction of a hostile audience...." (*O'Toole v. Superior Court* (2006) 140 Cal.App.4th 488, 508.) A heckler's veto is unconstitutional unless there is a "clear and present danger" of "grave and imminent harm." (*Ibid.*)

Plaintiffs allege that Defendants' decision to declare an unlawful assembly on campus was partly "motivated by the actions of the counter-protestors and members of the mobs that attacked the encampment in the days preceding the encampment's clearing." (First Amendment Complaint, ¶ 254.) Defendants argue Plaintiffs fail, for two reasons, to allege facts sufficient to state a claim of a heckler's veto: first, a hecker's veto does not occur if the government is responding to violence on both sides of a controversy, and two, Plaintiffs' "expressive activity" was not constitutionally protected. (Memorandum, 18:5-6.)

Defendants' first argument, even assuming it is supported by California law, is not supported by Plaintiffs' First Amended Complaint. Plaintiffs do not allege the encampment was violent; allegedly, it was a group of counter-protestors who, on April 28, "broke into the encampment and physically attacked students." (First Amended Complaint, ¶ 87.) The Court cannot conclude otherwise at this stage of proceedings.

Defendants' second argument is that Plaintiffs were not engaged in constitutionally protected activity because of the declaration of unlawful assembly. As discussed above, Defendants' argument is incomplete. The question here is whether the declaration of unlawful assembly — even if it was motivated by a group assembled to do something unlawful — was unconstitutional.

The Court overrules Defendants' demurrer to count (3).

* * * *

The Court overrules Defendants' demurrer to Plaintiffs' claims that Defendants violated their freedom of speech (counts 2 and 3). Count (6), a claim by Plaintiffs as taxpayers to enjoin what they contend is unlawful expenditure of public funds, is partly based on Plaintiffs' claims that Defendants violated their freedom of speech. Thus, the Court also overrules Defendants' demurrer to count (6).

B. <u>Freedom from Unreasonable Seizure</u>

Plaintiffs Blair and Washington were both arrested at the encampment on May 2, 2024. (First Amended Complaint, ¶¶ 138, 141.) Both were issued arrest citations that cited Penal Code section 409, the misdemeanor of "remaining at the place of any riot, rout, or unlawful assembly, after [having been] lawfully warned to disperse…." (*Id.* at ¶ 142.) They contend their arrests violated their constitutional rights against unreasonable seizures under article I, section 13 of the California Constitution. On this theory, they assert a claim against Defendants of false arrest (count 1). (First Amended Complaint, ¶¶ 237-246.)

Defendants argue Plaintiffs fail to state a claim of false arrest because the declaration of unlawful assembly was "lawful" and Plaintiffs were "lawfully" arrested for allegedly violating it, even assuming they themselves "were not *personally* involved in any underlying criminal activity." (Memorandum, 15:5-6.)

Defendants' arguments, as with their previous arguments, do not squarely address Plaintiffs' contention. Regardless of whether the declaration of unlawful assembly was lawful per Penal Code section 407, the question here is whether it was unconstitutional. The Court remains unpersuaded by the implication of Defendants' argument: that a declaration of unlawful assembly, so long as it complies with the Penal Code, is constitutional per se. There must be more to the *constitutional* analysis than the question of whether an unlawful assembly was declared *lawfully*.

At the motion hearing, Defendants suggested two legal limits on the right of free expression that could apply here — either of which, in their view, defeats Plaintiffs' claim. The first limit on a person's constitutional right to free speech is a restriction on the time, place, or manner of the speech. (*Clark v. Community for Creative Non-Violence* (1984) 468 U.S. 288, 293 (*Clark*).) To be constitutional, a time, place, and manner restriction must be "reasonable," meaning "justified without reference to the content of the regulated speech," "narrowly tailored to serve a significant governmental interest," and "leav[ing] open ample alternative channels for communication of the information." (*Ibid.*)

Time, place, and manner restrictions are typically regulations and rules established before the speech that they affect has taken place. In *Clark*, for example, the time, place, and manner restriction was a rule that prohibited camping in certain parks in Washington, D.C.; it had been in force well before the plaintiffs applied for, and were denied, a permit to camp in a park, activity they contended constituted protected speech and expression. (*Clark*, *supra*, 468 U.S. at pp. 290-291.) Here, the purported time, place, and manner restriction — the declaration of an unlawful assembly — was, at least in Plaintiffs' view, a direct response to their exercise of their freedom of speech, not an extant regulation or rule that their speech happened to violate. Assuming Defendants' declaration of an unlawful assembly qualifies as a time, place, and manner restriction, Defendants do not attempt to justify the restriction as reasonable, that is, as justified without reference to the content of the regulated speech, narrowly tailored to serve a significant governmental interest, and leaving open ample alternative channels for communication of the information. The Court is not at this stage of the proceedings persuaded the limit on Plaintiffs' speech was a constitutionally justified time, place, and manner restriction.

The second limit on a person's freedom of speech is probable cause that justifies the arrest of the speaker. More specifically, probable cause to make an arrest defeats a claim that the arrest was in retaliation for speech protected by the First Amendment — especially given that "protected speech is often a legitimate consideration when deciding whether to make an arrest...." (*Nieves v. Bartlett* (2019) 587 U.S. 391, 397-398, 402.) There is one exception to the rule: objective evidence the plaintiff was arrested when "otherwise similarly situated individuals not engaged in the same sort of protected speech had not been." (*Id.* at p. 407.) The exception addresses the risk that "some police officers may exploit the arrest power as a means of suppressing speech." (*Id.* at p. 406.)

The *Nieves* rule applies to claims of retaliatory arrest asserted under federal law. Assuming the rule applies to claims asserted under California law, the Court is not yet persuaded the rule should apply here, where the purported probable cause for Blair and Washington's arrests was probable cause to suspect they had violated the Penal Code sections dealing with unlawful assemblies. The issue here is not so much whether the

arresting officers violated the constitutional rights of plaintiffs Blair and Washington; rather, the issue is whether Defendants violated the constitutional rights of plaintiffs Blair and Washington by declaring an unlawful assembly on the UCLA campus, a result of which was the arrests of the two plaintiffs. This issue is not resolved by a finding that the arresting officers, acting pursuant to Defendants' declaration, had probable cause to arrest the plaintiffs under the law against unlawful assemblies. In other words, assuming that the arresting officers did, in fact, have probable cause to arrest Blair and Washington, the issue remains whether the declaration of unlawful assembly itself violated their freedom from unreasonable seizures under article I, section 13 of the California Constitution.

The issue here was somewhat more squarely addressed in the decision of *People v. Uptgraft* (1970) 8 Cal.App.3d Supp. 1, a decision by the appellate department of this Court. "The fact that people assert First Amendment rights," the court wrote, "does not place them above the law and immunize them from obeying state laws, so long as such state laws are enforced fairly and without discrimination." (*Id.* at p. 5.) The court applied this principle to a declaration of unlawful assembly on a college campus, a declaration that resulted in the arrest of several students who had been protesting there. The court described its inquiry as "whether the trial judge was justified in holding that the assembly had convened that morning, not just to talk and not just to provoke acts but to act, to act in violation of the law." (*Id.* at p. 6.)

Although subsequent caselaw might have since honed the applicable legal standard, *Uptgraft*, in the Court's view, more squarely wrestled with the issue here by focusing on the declaration of unlawful assembly, rather than an individual plaintiff's arrest pursuant to the declaration. In answering this question, the *Uptgraft* court considered the overall circumstances on the college campus at the time the declaration was made. Ultimately a similar analysis here would require the Court to consider the circumstances on the UCLA campus at the time Defendants decided to declare an unlawful assembly — an analysis that cannot be undertaken based on the pleadings alone.

The Court overrules Defendants' demurrer to count (1).

C. Bane Act Violation

Plaintiffs assert a claim under the Bane Act for damages caused by Defendants' alleged violations of their constitutional rights (count 7). (First Amended Complaint, ¶¶ 278-286.)

Under the Bane Act, "[a]ny individual whose exercise or enjoyment of rights secured by the Constitution or laws of the United States, or of rights secured by the Constitution or laws of this state, has been interfered with, or attempted to be interfered with, as described in subdivision (b), may institute and prosecute in their own name and on their own behalf a civil action for damages...." (Civ. Code, § 52.1, subd. (c).) Subdivision (b) describes the following conduct: "a person or persons, whether or not acting under color of law, interferes by threat, intimidation, or coercion, or attempts to interfere by threat, intimidation, or coercion, with the exercise or enjoyment by any individual or individuals of rights secured by the Constitution or laws of the United States, or of the rights secured by the Constitution or laws of this state...." (§ 52.1, subd. (b).)

Defendants argue Plaintiffs' First Amended Complaint fails, for two reasons, to state facts sufficient to constitute a claim under the Bane Act. First Plaintiffs, Defendants argue, do not allege that Defendants had the required specific intent to violate their constitutional rights. Plaintiffs respond that they do not need to allege that Defendants acted with specific intent.

The requirement of specific intent does not appear in the language of the Bane Act. To the extent specific intent is required to prove a claim under the Act, the requirement serves a practical purpose. A defendant cannot be liable under the Act for interfering with a plaintiff's constitutional rights negligently; the Act prohibits interference with rights only by "threat, intimidation, or coercion...." (Cornell v. City & County of San Francisco (2017) 17 Cal.App.5th 766, 802.) The question of threats, intimidation, or coercion becomes muddled in cases of allegedly unconstitutional arrests, given that many if not most arrests involve at least coercion, if not threats and intimidation. In Cornell, the authority cited by Defendants, the court held that the arresting officer must have had "specific intent" to "violate the arrestee's right to freedom from unreasonable seizure," a

holding that, again, "ensures ordinary negligence is not cognizable under Section 52.1." (*Id.* at pp. 801-802.)

In this case, Defendants' alleged violations of Plaintiffs' right to freedom from unreasonable seizure is but one of two bases for their Bane Act claim. They also base their claim on Defendants' alleged violations of their freedom of speech, a constitutional right they allege Defendants violated by threats — the threat of arrest, which allegedly caused plaintiffs Kersten and Açiksöz to leave the encampment — and by coercion — the arrests of plaintiffs Blair and Washington. Because Plaintiffs allege facts sufficient to support at least one basis for a Bane Act claim, the Court cannot on demurrer reach Defendants' arguments regarding the second basis for the claim.

The Court overrules Defendants' demurrer to count (7).

D. Disciplinary Proceedings

Plaintiff Blair, a UCLA professor, and plaintiff Washington, a UCLA law student, allege that, because of their arrests, the university initiated disciplinary proceedings against them. (First Amended Complaint, ¶¶ 187-228.) They contend their disciplinary proceedings violated their constitutional right to due process (count 4) and the constitutional prohibition on ex post facto laws (count 5). (*Id.* at ¶¶ 258-266.)

Blair alleges that on June 1, 2024, he received a notice from the Committee on Charges, a committee of the UCLA Academic Senate that investigates complaints lodged against faculty for alleged violations of the Faculty Code of Conduct. (First Amended Complaint, ¶¶ 208-209.) Although the UCLA administration initiates disciplinary proceedings against a faculty member by notifying the Committee, it is not bound by the Committee's decisions; "[t]he university retains ultimate authority over faculty discipline notwithstanding the work of the Committee on Charges." (*Id.* at ¶ 211.)

In short, the Committee allegedly found no probable cause that Blair violated the Faculty Code of Conduct and considers his case closed, whereas UCLA administration has not closed his disciplinary file, writing, on August 1, 2024, that it intends to "continue to investigate and record new information" and "may consider filing new and/or revised charges." (First Amended Complaint, ¶ 217.) "As a result, [Blair's] current disciplinary

record includes ... unsubstantiated charges" and allegations that he "fears ... have impacted and will negatively impact future personnel decisions made by the university." (*Id.* at ¶¶ 222-223.)

Plaintiff Washington alleges that on May 24, 2024, she received notice from the Assistant Dean of Students that the Office of Student Conduct was initiating disciplinary proceedings against her for alleged violations of the UCLA Student Conduct Code. (First Amended Complaint, ¶ 187.) Following a meeting with the author of the notice, Bryan Murotake, Assistant Dean of Students, Washington received a document titled, "Agreement of Resolution." (*Id.* at ¶ 199.) In the Agreement, UCLA essentially promised not to subject her to "additional sanction" if she agreed, in turn, to not again violate the Student Conduct Code. (*Id.* at ¶ 199). But UCLA stated that its investigation into the events of May 1 and 2 was ongoing and left open the possibility that Washington might be disciplined were the university to find "additional evidence" of misconduct — a term Washington calls misleading, given UCLA never actually presented her with any evidence of alleged misconduct. (*Id.* at ¶¶ 200-202.) She alleges the Agreement of Resolution is now part of her student record, and that she "faces the possibility that her disciplinary file could be reopened at any time." (*Id.* at ¶ 205.)

In this case, Blair and Washington challenge their disciplinary proceedings as unconstitutional in two respects: as a violation of their right to due process under article I, section 7 (count 4), and as a violation of the prohibition on ex post facto laws under article I, section 9 of the California Constitution (count 5). (First Amended Complaint, ¶¶ 258-266.) The alleged due process violation and ex post facto law is a guideline that was allegedly issued by defendant and UC Chancellor Michael Drake on May 9, 2024, several days after the declaration of unlawful assembly. Previously, the decision whether to discipline students or faculty for violations of university policy or for arrests for unlawful behavior was left to the discretion of "local campus administrators." (*Id.* at ¶ 175.) Under the May 9 guideline, local campus administrators *must* initiate disciplinary proceedings for alleged violations of university policy or arrests for unlawful behavior. (*Id.* at ¶¶ 176-177.) "This new decree [also] eliminated UCLA administrators' ability to offer amnesty to

the encampment demonstrators, an offer that administrators were [allegedly] mulling prior to the May 9 policy." (*Id.* at ¶ 179.)

Defendants argue that Plaintiffs' First Amended Complaint fails to state facts sufficient to constitute either claim, violation of due process or the prohibition on ex post facto laws. Defendants first attack both claims on jurisdictional grounds, namely that Plaintiffs have not exhausted their administrative remedies. Defendant further argue that both claims fail as a matter of law.

Exhaustion of Administrative Remedies

A plaintiff must exhaust her administrative remedies before she asks a court to review an administrative decision. (*AIDS Healthcare Foundation v. State Dept. of Health Care Services* (2015) 241 Cal.App.4th 1327, 1337 (*AIDS Healthcare Foundation*.) Administrative remedies are deemed exhausted "only upon termination of all available administrative review procedures." (*Ibid.*)

At least two factors complicate the question of whether Plaintiffs in this case have exhausted their administrative remedies. First, it is more difficult to determine here, on a pleadings challenge, what remedies, if any, remain available to them than it is in cases in which the Administrative Procedures Act (APA) prescribes the available administrative procedures and remedies. Application of the APA makes it easier for the court to determine whether the plaintiff has exhausted the APA's procedures and remedies. (See AIDS Healthcare Foundation, supra, 241 Cal.App.4th at pp. 1338-1340.)

Second, the alleged administrative decision in this case was essentially a decision to not make a final decision — UCLA's decision to defer a final disciplinary decision regarding Plaintiffs to an unspecified date in the future. Plaintiff Washington allegedly signed an Agreement of Resolution that allows UCLA to continue investigating the events of May 1-2 and to re-open its case against her based on these events. (First Amended Complaint, ¶¶ 200-203.) Blair alleges UCLA has essentially decided to keep open his disciplinary file indefinitely. (*Id.* at ¶ 217.) Both alleged actions amount to a decision to not make a final decision. But the decision to not make a final decision nonetheless can qualify as a final decision.

For these reasons, the Court concludes, based on the pleadings alone, that Plaintiffs have exhausted their administrative remedies.

Due Process and Ex Post Facto

Defendants argue Plaintiffs' claims fail because they do not allege a violation of either the constitutional right to due process or prohibition on ex post facto laws.

Plaintiffs' claims overlap to some degree. Due process is "the opportunity to be heard at a meaningful time and in a meaningful manner." (*Burrell v. City of Los Angeles* (1989) 209 Cal.App.3d 568, 576.) A person's due process rights can be violated by the retroactive application of a law, meaning "new legal consequences" for an event that was completed before the law was enacted. (*Landgraf v. USI Film Products* (1994) 511 U.S. 244, 270.) Similarly, there are four types of ex post facto laws: laws that "(1) criminalize conduct that was innocent when done"; laws that "(2) aggravate or make greater a crime than when committed"; laws that "(3) change and increase the punishment"; and laws that "(4) alter the rules of evidence to reduce the legal sufficiency necessary to support a finding of guilt." (*Wilmot v. Contra Costa County Employees' Retirement Assn.* (2021) 60 Cal.App.5th 631, 664-665.) Plaintiffs here contend the May 9, 2024 guideline was an example of (3), a law that changed and increased the punishment for an act ex post, that is, after the act had occurred.

Tentatively the Court disagreed, concluding that the guideline did not qualify as an ex post facto law because it did not necessarily increase the punishment that Plaintiffs faced as a result of their disciplinary proceedings. Rather, it eliminated the discretion of campus administrators, the Court reasoned, to decide to not initiate disciplinary proceedings in the first place.

At the motion hearing, Plaintiffs analogized the challenged guideline to sentencing guidelines for federal crimes. Under federal law, the standard for determining whether a law unconstitutionally changed and increased a punishment is whether the law created a "sufficient risk" of "increasing the measure of punishment attached to the covered crimes." (*Peugh v. U.S.* (2013) 569 U.S. 530, 539.) Sentencing guidelines that increase a defendant's recommended sentence can qualify as an ex post facto law, according to the

U.S. Supreme Court, even if a sentencing court retains its discretion to deviate from the recommended sentencing range. (*Id.* at p. 541.) Sentencing guidelines that "cabin the exercise of discretion" necessarily "steer district courts" to impose sentences within the new guidelines. (*Id.* at p. 543.)

Plaintiffs allege that like a sentencing guideline, the May 9, 2024, guideline increased their potential punishment by eliminating the possibility of amnesty. Following *Peugh*, the Court agrees.

One particular challenge for Plaintiffs will be to connect an alleged harm to the application of the May 9, 2024 disciplinary guideline. In *Peugh*, for example, there was clear harm to the plaintiff from the application of the ex post facto law — he was sentenced under new sentencing guidelines for a crime he committed before the guidelines were promulgated, harm that could be remedied by resentencing on remand. (*Peugh*, *supra*, 569 U.S. at p. 533.) It is less clear to the Court whether plaintiffs Blair and Washington can establish whether they were harmed by the application of the May 9 guideline. However, this issue remains to be addressed at a later date; Defendants do not raise it here.

Plaintiffs state claims for violations of due process and the prohibition on ex post facto laws. The Court overrules Defendants' demurrer to counts (4) and (5).

E. Motion to Strike

Additionally, Defendants move the Court to strike several provisions from Plaintiffs' First Amended Complaint. First, they move to strike the six individual defendants from the complaint to the extent the individuals are redundant of defendant. The Regents of the University of California ("Regents"), and to the extent the individuals are not alleged to have been personally involved in the constitutional violations. Second, Defendants move to strike Plaintiffs' requests for damages, both compensatory and punitive. Third and lastly, Defendants move to strike Plaintiffs' requests for injunctive relief.

"The court may, upon a motion made pursuant to [Code of Civil Procedure] Section 435 ... [s]trike out all or any part of any pleading not drawn or filed in conformity with the laws of this state..." (Code Civ. Proc., § 436, subd. (b).) "The grounds for a motion to strike

shall appear on the face of the challenged pleading or from any matter of which the court is required to take judicial notice." (§ 437, subd. (a).) Although a motion to strike can be used to "reach defects in a pleading which are not subject to demurrer," including a portion of a cause of action, its use "should be cautious and sparing" and not as a "procedural 'line item veto' for the civil defendant." (*Pierson v. Sharp Memorial Hospital, Inc.* (1989) 216 Cal.App.3d 340, 342; *PH II, Inc. v. Superior Court* (1995) 33 Cal.App.4th 1680, 1683.)

(1) <u>Individual Defendants</u>

Plaintiffs have sued the six individual defendants both in their official and individual capacities. (First Amended Complaint, ¶¶ 19-24.) Defendants first move to strike from Plaintiffs' complaint the individual defendants as named in their official capacities, arguing that Plaintiffs' suit against the individual defendants in their official capacities is redundant of the suit against defendant Regents.

"[A] suit against a state official in his or her official capacity is not a suit against the official but rather is a suit against the official's office. [Citation.] As such, it is no different from a suit against the State itself." (*State of California ex rel. Dockstader v. Hamby* (2008) 162 Cal.App.4th 480, 490.)

Plaintiffs do not disagree. (Opposition Brief, 11.) Therefore, the Court grants Defendants' motion to strike references to the individual defendants in their official capacities.

Defendants also move to strike allegations against the individual defendants in their individual capacities. Specifically, Defendants move to strike all claims asserted against defendants Braziel, Scheffler, and Gorden, Jr., in their individual capacities (counts 1-7), and to strike the claims regarding the alleged disciplinary proceedings against plaintiffs Blair and Washington asserted against defendants Hunt, Drake, and Beck, in their individual capacities (counts 4 and 5). Defendants argue that Plaintiffs do not allege these defendants were acting in their individual capacities when they purportedly violated Plaintiffs' constitutional rights.

Plaintiffs, again, do not disagree. (Opposition Brief, 11-12.) Therefore, the Court grants Defendants' motion to strike all claims against defendants Braziel, Scheffler, and Gorden, Jr., in their individual capacities (counts 1-7), and to strike the claims of unconstitutional disciplinary proceedings against defendants Hunt, Drake, and Beck (counts 4 and 5).

Defendants' unopposed motion to strike reduces the number of individual defendants from six to three; remaining are defendants Drake (University of California President), Hunt (UCLA Chancellor), and Beck (UCLA Administrative Vice Chancellor). Defendants' motion also reduces the number of claims against these three defendants in their individual capacities from seven to five; remaining are the claims of declaratory and injunctive relief for alleged false arrest (counts 1 and 6) and violations of free speech (counts 2, 3, and 6), and the claim for money damages under the Bane Act (count 7).

(2) <u>Immunities from Liability for Damages</u>

The remaining defendants — Drake, Hunt, Beck, and Regents — move the Court to strike Plaintiffs' claims for damages both compensatory and punitive. These defendants argue that the Government Claims Act, Government Code section 810 et seq., immunizes them from liability for damages.

Drake, Hunt, and Beck

Drake, Hunt, and Beck, in their individual capacities, argue that section 820.2 of the Government Code immunizes them from liability for damages under the Bane Act. Section 820.2 states, "[e]xcept as otherwise provided by statute, a public employee is not liable for an injury resulting from his act or omission where the act or omission was the result of the exercise of the discretion vested in him, whether or not such discretion be abused." Defendants argue the alleged clearing of the encampment on May 2, 2024, was the result of the exercise of discretion vested in Drake, as UC President, Hunt, as UCLA Chancellor, and Beck, as UCLA Administrative Vice Chancellor.

In response, Plaintiffs cite the legal distinction between the "planning" and "operational" functions of government, which determines whether an act or omission resulted from an exercise of discretion within the meaning of section 820.2. The planning

function, on the one hand, refers to "basic policy decisions" that are "deliberate and considered," decisions made following a "[conscious] balancing [of] risks and advantages." (*Caldwell v. Montoya* (1995) 10 Cal.4th 972, 981.) These decisions qualify as discretionary acts within the meaning of section 820.2; it would be "unseemly" for the courts to second-guess them. (*Ibid.*) The operational function of government, in contrast, refers to "lower-level" and "ministerial" decisions by public employees that are made pursuant to an already-formulated government policy. (*Ibid.*) Ministerial decisions do not qualify as discretionary acts within the meaning of section 820.2; public employees are not immunized from liability for injury resulting from the exercise of ministerial decisions.

Plaintiffs concede that "some" of the alleged conduct by defendants Drake, Hunt, and Beck — "including the ultimate decision to clear the encampment" — qualify as planning decisions that qualify for immunity under section 820.2. (Opposition Brief, 14:9-11.) Plaintiffs point to two examples, however, of what they contend constitute operational decisions that do not qualify for immunity. First is Defendants' alleged enforcement of the disciplinary guideline issued by defendant and UC Chancellor Michael Drake on May 9, 2024. Whereas the decision to issue the guideline was likely a policy decision, Plaintiffs argue, the decision to enforce the guideline retrospectively was a ministerial decision, the results of which do not qualify for immunity under section 820.2. However, as Defendants point out, Plaintiffs do not oppose Defendants' motion to strike the allegations against Drake, Hunt, and Beck regarding university disciplinary proceedings (counts 4-5). (Opposition Brief, 11-12.)

The second operational decision, Plaintiffs contend, was Defendants' alleged decision to "end[] the encampment by force." (First Amended Complaint, ¶ 90.) Plaintiffs allege the decision to end the encampment by force conflicted with a 2012 publication called the Robinson-Edley Report, which included recommendations that UCLA "formally adopted." (*Id.* at ¶ 91.) The Report recommended, among other things, that campus administration discourage responding with police to protest activity on campus and instead make "every reasonable effort to engage demonstrators in a dialogue that addresses the substance of the demonstrators' concerns and aims, with the goal of de-

escalating any situation such that police involvement becomes unnecessary." (*Id.* at ¶ 91.)

Plaintiffs, as noted, write that "Defendants may be correct that some of the alleged conduct by Defendants Drake, Hunt, and Beck, including the ultimate decision to clear the encampment, were the type of 'basic policy decisions' that warrant Section 820.2 immunity." (Opposition Brief, 14:9-11.) In light of Plaintiffs' statement, Defendants argue that Plaintiffs' distinction between the decision to clear the encampment and the decision to clear the encampment with force is "paper thin." (Reply Brief, 8:20-21.) The Court agrees with Defendants' sentiment that Drake, Hunt, and Beck's alleged decision to clear the encampment is one and the same as their alleged decision to clear the encampment with force. Given that Plaintiffs acknowledge the decision by Drake, Hunt, and Beck to clear the encampment with force qualifies as a planning, policy decision, Drake, Hunt, and Beck are immunized from liability for injury resulting from their policy decision by Government Code section 820.2.

In sum, the Court grants Defendants' motion to strike from the First Amended Complaint Plaintiffs' requests for damages against the remaining individual defendants, Drake, Hunt, and Beck.

Regents

Regents too argues it is immune from liability for damages, citing Government Code section 815. "A public entity is not liable for an injury, whether such injury arises out of an act or omission of the public entity or a public employee or any other person." (Govt. Code, § 815, subd. (a).) The only exception to a public entity's immunity is "[e]xcept as otherwise provided by statute." (§ 815.)

Plaintiffs do not dispute that Regents qualifies as a "public entity" within the meaning of section 815. Instead, they contend a statutory exception applies, namely Government Code section 815.2, subdivision (a), which states,

A public entity is liable for injury proximately caused by an act or omission of an employee of the public entity within the scope of his employment if the act or

omission would, apart from this section, have given rise to a cause of action against that employee or his personal representative.

The parties agree that this exception to Regents's immunity is essentially an exception for liability imposed on Regents vicariously.

Defendants argue the immunity exception for vicarious liability does not apply here for two reasons. First, Plaintiffs do not plead the theory that defendant Regents is vicariously liable for the acts of agents, namely Drake, Hunt, and Beck; instead, they plead that Regents is directly liable under the Bane Act. And second, even if Plaintiffs did plead that Regents is vicariously liable, the theory would fail because Drake, Hunt, and Beck are themselves immunized from liability for damages by Government Code section 820.2, as discussed above.

Defendants' second point relies on the rule of subdivision (b) of section 815.2. "Except as otherwise provided by statute, a public entity is not liable for an injury resulting from an act or omission of an employee of the public entity where the employee is immune from liability." (Govt. Code, § 815.2, subd. (b).) As discussed above, Government Code section 820.2 immunizes defendants Drake, Hunt, and Beck from liability for damages under the Bane Act. Regents therefore cannot be liable vicariously for damages under the Bane Act for the alleged acts or omissions of defendants Drake, Hunt, and Beck. The section 815.2 exception to Regents's immunity does not apply.

* * * *

The Court grants Defendants' motion to strike from the First Amended Complaint Plaintiffs' requests, under the Bane Act, for compensatory damages against the remaining defendants, Drake, Hunt, Beck, and Regents.

Statutory Penalties

Defendants move to strike Plaintiffs' request, under the Bane Act, for statutory penalties against defendant Regents. Defendants argue that Government Code section 818 immunizes Regents from liability for statutory penalties.

The Bane Act authorizes a civil action "for damages, including, but not limited to, damages under [Civil Code] Section 52...." Section 52 provides, in relevant part,

Whoever denies the right provided by [Civil Code] Section 51.7 or 51.9, or aids, incites, or conspires in that denial, is liable for each and every offense for the actual damages suffered by any person denied that right and, in addition, the following: ... [¶] (2) A civil penalty of twenty-five thousand dollars (\$25,000) to be awarded to the person denied the right provided by Section 51.7 in any action brought by the person denied the right....

(Civ. Code, § 52, subd. (b)(2).) Confusingly, section 51.7 refers not to the Bane Act but to the Ralph Civil Rights Act of 1976, which, in very general terms, prohibits violence, or intimidation by threat of violence, against a person based on that person's personal, protected characteristics. The reference to 51.9 refers to claims of sexual harassment.

As Defendants point out, this case does not involve an alleged violation of the Ralph Civil Rights Act or a claim of sexual harassment. Thus, under the plain terms of section 52, subdivision (b)(2), the civil penalty of \$25,000 is not available, and the Court need not reach Defendants' argument regarding immunity. (See *Center for Bio-Ethical Reform, Inc. v. Irvine Co., LLC* (2019) 37 Cal.App.5th 97, 115-116.)

The Court grants Defendants' motion to strike from the First Amended Complaint Plaintiffs' request for a civil penalty.

Punitive Damages

As part of their Bane Act claim (count 7), Plaintiffs seek an award of punitive damages against defendant Regents. Defendants move to strike Plaintiffs' request for punitive damages, citing a public entity's immunity to punitive damages under section 818 of the Government Code. Plaintiffs do not disagree with Defendants' argument that defendant Regents is immune from punitive damages. (Opposition Brief, 16.)

The Court grants Defendants' motion to strike from the First Amended Complaint Plaintiffs' requests for punitive damages against Defendants.

(3) <u>Injunctive Relief</u>

Third and lastly, Defendants move to strike Plaintiffs' requests for injunctive relief. Essentially, Defendants argue the injunctions that Plaintiffs request are overbroad and

vague. Plaintiffs respond that even if Defendants are right — a point Plaintiffs do not concede — than the injunctive relief can be reformulated later on in the case.

Although Defendants dispute that Plaintiffs' constitutional rights were violated, they cannot dispute that if they are wrong — if Plaintiffs do ultimately prevail — then Plaintiffs might be entitled to injunctive relief. "Courts routinely impose injunctive relief to remedy unconstitutional or otherwise unlawful actions by government agencies." (*Shaw v. Los Angeles Unified School Dist.* (2023) 95 Cal.App.5th 740, 770.) If injunctive relief is ultimately warranted, the Court will address the scope of the relief at that time, rather than now, on the pleadings alone.

The Court denies Defendants' motion to strike Plaintiffs' requests for injunctive relief.

IV. <u>Conclusion</u>

The Court OVERRULES Defendants' demurrer. Additionally, the Court DENIES Defendants' motion to strike Plaintiffs' requests for injunctive relief but otherwise GRANTS the motion to strike.

For purposes of clarity, Plaintiffs shall, within 30 days of the date of this order, file a Second Amended Complaint that reflects the rulings made herein (that essentially "cleans up" the pleadings in light of the court's rulings and plaintiff's clarifications in its opposition and during the hearing). Defendants shall file an answer within 30 days of the service date of the Second Amended Complaint.

Dated: ____

Someth

Samantha Jessner/Judge

SAMANTHA P. JESSNER JUDGE OF THE SUPERIOR COURT