Case No. S266254

SUPREME COURT OF THE STATE OF CALIFORNIA

BRENNON B.,

Plaintiff, Appellant, and Petitioner,

vs.

SUPERIOR COURT, CONTRA COSTA

Defendant and Respondent,

WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT, et al.

Real Parties in Interest.

First Appellate District, Division One No. A157026

Contra Costa Superior Court No. MSC16-01005

REQUEST FOR JUDICIAL NOTICE OF DISABILITY RIGHTS EDUCATION & DEFENSE FUND (DREDF) AS PROPOSED AMICUS CURIAE IN SUPPORT OF PLAINTIFF-PETITIONER BRENNON B.; MEMORANDUM OF POINTS & AUTHORITIES; IDENTIFICATION OF DOCUMENTS; DECLARATION OF LINDA D. KILB; EXHIBITS 1 & 2; AND PROPOSED ORDER

First Appellate District, Division One No. A157026 On Review of an Order Sustaining a Demurrer Contra Costa Superior Court, No. MSC16-01005 The Honorable Charles Treat, Judge

> Linda D. Kilb, State Bar No. 136101 Claudia Center, State Bar No. 158255 Disability Rights Education & Defense Fund (DREDF)

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Attorneys for Proposed Amicus Curiae DREDF

TO THE HONORABLE TANI G. CANTIL-SAKAUYE, CHIEF JUSTICE OF THE SUPREME COURT OF CALIFORNIA:

Proposed amicus curiae Disability Rights Education & Defense Fund ("DREDF") hereby respectfully requests that this Court take judicial notice of two briefs filed in the U.S. District Court proceedings in Sullivan v. Vallejo City Unified Sch. Dist. (E.D.Cal. 1990) 731 F. Supp. 947 ("Sullivan case"). This request is made pursuant to California Rules of Court, rules 8.252 and 8.809, and Evidence Code sections 452 and 459. This motion is based on this request; the included memorandum of points and authorities; the identification of documents for which judicial notice is requested; Exhibits 1 and 2; and the proposed order granting the motion.

MEMORANDUM OF POINTS AND AUTHORITIES

As discussed in the contemporaneously filed Proposed Brief of *Amicus* DREDF, the plain and expansive text of the Unruh Civil Rights Act, Civil Code section 51, subdivisions (a) and (f), is sufficient on its face to comfortably encompass California public schools. However, should this Court determine otherwise, the Court is entitled to turn to additional sources of information in construing the Unruh Act. "To the extent a statutory text is

susceptible of more than one reasonable interpretation, [the Court] will consider 'a variety of extrinsic aids, including the ostensible objects to be achieved, the evils to be remedied, the legislative history, public policy, contemporaneous administrative construction, and the statutory scheme of which the statute is a part." (See *Elsner v. Uveges* (2004) 34 Cal.4th 915, 929 [quoting *Wilcox v. Birtwhistle* (1999) 21 Cal.4th 973, 977].)

Consistent with this principle of statutory interpretation, California rules of evidence permit judicial notice of a range of materials designed to aid a reviewing court in addressing pending cases. As relevant here, Evidence Code section 452, subdivision (d), specifies that judicial notice may be taken of "Records of (1) any court of this state or (2) any court of record of the United States or of any state of the United States." Of potential further relevance, Evidence Code section 452, subdivision (c), specifies that judicial notice may be taken of "Official acts of the legislative, executive, and judicial departments of the United States and of any state of the United States." Additionally, Evidence Code section 452, subdivision (h), specifies that judicial notice may be taken of "[f]acts and propositions that are not reasonably subject to dispute and are

capable of immediate and accurate determination by resort to sources of reasonably indisputable accuracy."

As further described below, Proposed Amicus DREDF requests judicial notice of briefing filed in the Sullivan case, specifically, (1) the December 11, 1989, amicus brief submitted by the California Attorney General in the Sullivan case ("Sullivan AG Amicus Brief")(see Exhibit 1), and (2) the January 16, 1990, opposition to that brief filed by defendant Vallejo City Unified School District (VCUSD)("Sullivan Amicus Opposition")(see Exhibit 2).

Pursuant to Evidence Code section 452, subdivision (d)(records of prior proceedings), California courts have taken judicial notice of relevant *amicus* briefing. (See *S.Y. v. Superior Ct.* (2018) 29 Cal.App.5th 324, 331, as mod. on denial of rehg. (Dec. 16, 2019) [sua sponte grant of judicial notice of records and briefs, including *amici curiae* briefs, pursuant to Evid. Code, § 452(d)(1)]; and *Guild Mortg. Co. v. Heller* (1987) 193 Cal.App.3d 1505, 1514, fn. 11 [granting party request for judicial notice, pursuant to Evid. Code, §§ 452(d) and 459, of *amicus* brief filed in a prior case, where the brief "traces the development and application" of the rule at issue in the subsequent litigation].)

Alternatively, prior filed briefing of the California Attorney General construing the Unruh Act may be appropriately subject to judicial notice pursuant to Evidence Code section 452, subdivision (c)(official acts of executive departments of U.S. states), and section 452, subdivision (h)(facts and propositions capable of determination by resort to external sources; specifically, in this instance, the legal analysis and conclusion of the California Attorney General as to the scope of Unruh Act Coverage as of 1989).

The Sullivan AG Amicus Brief, and the Sullivan Amicus
Opposition are of particular importance because the Sullivan
case is cited and characterized by both the First Appellate
District below, and the parties in their submissions to this Court.
(See Brennon B. v. Superior Court (2020) 57 Cal.App.5th 367,
392-393; [Party brief cites: (1) Brennon B. Opening Brief on the
Merits ("Opening Brief") at pp. 27-28; (2) Brennon B. Answer
Brief on the Merits ("Answer Brief") at pp. 36-37; and (3) Brennon
B. Reply Brief on the Merits ("Reply Brief") at p. 9].) The First
Appellate District dismisses the Sullivan court's analysis of the
Unruh Act as "bereft of any depth". (Brennon B. v. Superior
Court, supra, 57 Cal.App.5th at p. 393.) This dismissive

characterization is also endorsed by Real Parties in Interest in their Answer Brief. However, this characterization is belied by the detailed Unruh Act analysis offered in the *Sullivan* AG *Amicus* brief, and the *Sullivan Amicus* Opposition. Moreover, while California courts—including this Court—are not obligated to accept federal courts' interpretations of California law, the *Sullivan* decision was consistent with the analysis offered by California's top law enforcement officer.

Given these circumstances, it is appropriate for this Court to have the benefit of the prior *Sullivan* briefing in considering the question of whether the Unruh Act covers California public schools.

Proposed Amicus DREDF is well positioned to assist this

Court in understanding the Sullivan case, because undersigned

DREDF attorney Linda D. Kilb was counsel of record for Plaintiff

Christine Sullivan. (See Sullivan v. Vallejo City Unified School

Dist., supra, 731 F.Supp. at p. 948 [noting the appearance of Ms.

Kilb as plaintiff party counsel].) The California Attorney

General's amicus participation in support of plaintiff is also

documented in the Sullivan decision. As a direct participant,

undersigned counsel is able to attest that the Sullivan case

involved extensive briefing on a variety of issues. Following briefing and oral argument, U.S. District Judge Lawrence K. Karlton granted plaintiff's request for preliminary injunction. (See id. at p. 962.) In the wake of this ruling, the parties resolved the case through settlement. The *Sullivan* case thus concluded without appellate review. In addition to familiarity with the history of the *Sullivan* case, undersigned counsel is also able to confirm the authenticity and provenance of the briefing for which judicial notice is requested.

DOCUMENTS FOR WHICH JUDICIAL NOTICE IS REQUESTED

Exhibit 1 ("Sullivan AG Amicus Brief"): Exhibit 1 attached hereto is a true and correct copy of the 15-page "Application for Leave to Appear as Amicus Curiae and to File Amicus Curiae Brief on Behalf of the State of California in Support of Plaintiff's Motion for Preliminary Injunction," filed on December 18, 1989, in Sullivan v. Vallejo City Unified Sch. Dist. E.D.Cal. Case. No. CV-89-1505-LKK-EN. This document also includes a sixteenth page, which is the "Declaration of Service by Mail." Given the age of the case, Sullivan pleadings were not electronically filed, and service by mail is the route by which undersigned counsel Linda

D. Kilb came into possession of this document. After the *Sullivan* case concluded, undersigned counsel retained hard-copies of publicly filed pleadings served on plaintiff party counsel. In preparation for this *Brennon B*. filing, undersigned counsel created a scanned version of this hard-copy "Sullivan AG *Amicus* Brief." Optical Character Recognition (OCR) technology was then used to convert the scanned document to machine readable form, to the extent feasible given the age and original format of the document.

Exhibit 2 ("Sullivan Amicus Opposition"): Exhibit 2 attached hereto is a true and correct copy of the 24-page "Defendant's Memorandum of Points & Authorities in Opposition to Brief of Amicus Curiae State of California in Support of Plaintiff's Motion for Preliminary Injunction," filed on January 16, 1990, in Sullivan v. Vallejo City Unified Sch. Dist. E.D.Cal. Case. No. CV-89-1505-LKK-EN. As filed, this document also included a 10-page Exhibit A ("Sullivan Exhibit A"). As noted on page 6 of the Memorandum of Points & Authorities, the Sullivan Exhibit A is an excerpt of deposition testimony as to factual matters, specifically, the nature of the training and tasks performed by Plaintiff Christine Sullivan's service dog. The Sullivan Exhibit A

includes a deposition caption page, a deposition appearances page, and 8 pages of deposition testimony. The Sullivan Exhibit A has been omitted here, because it is not germane to the question of law at issue in *Brennon B*. However, a hard-copy of the Sullivan Exhibit A is in the possession of undersigned counsel Linda D. Kilb. In addition to the Memorandum of Points & Authorities and its accompanying Exhibit A, undersigned counsel presumes that this filing also included a declaration of service by mail. However, if such a declaration existed, a diligent search has not revealed an extant copy. The "Sullivan Amicus Opposition" does include the hand-dated, handwritten signature of VCUSD counsel, which supports its authenticity. Given the age of the case, Sullivan pleadings were not electronically filed, and service by mail is the route by which undersigned counsel came into possession of this document. After the Sullivan case concluded, undersigned counsel retained hard-copies of publicly filed pleadings served on plaintiff party counsel. In preparation for this Brennon B. filing, undersigned counsel created a scanned version of this hard-copy "Sullivan Amicus Opposition." Optical Character Recognition (OCR) technology was then used to

convert the scanned document to machine readable form, to the extent feasible given the age and original format of the document.

Dated: Sept 15, 2021 Respectfullmenbmitted,

DISABILITY RIGHTS EDUCATION & DEFENSE FUND ("DREDF")

By: _____/s/ Linda D. Kilb

Linda D. Kilb Attorney for Proposed Amicus DREDF

DECLARATION OF LINDA D. KILB IN SUPPORT OF PROPOSED AMICI CURIAE DREDF'S REQUEST FOR JUDICIAL NOTICE

- I, Linda D. Kilb, declare:
- I am a member of the State Bar of California, and I am an attorney with Proposed Amicus Curiae Disability Rights Education & Defense Fund (DREDF).
- 2. I have personal knowledge of the matters set forth in this declaration. If called upon to testify to those matters, I could and would so testify.
- 3. Attached hereto as Exhibit 1 is a true and correct copy of the *Sullivan* AG *Amicus* Brief, which is described in detail in the "Documents for Which Judicial Notice Is Requested" that accompanies the related "Memorandum of Points and Authorities."
- 4. Attached hereto as Exhibit 2 is a true and correct copy of the *Sullivan Amicus* Opposition, which is described in detail in the "Documents for Which Judicial Notice Is Requested" that accompanies the related "Memorandum of Points and Authorities."

I declare under penalty of perjury, under the laws of the State of California, that the foregoing is true and correct.

Executed in California on September 15, 2021

By: _____/s/ Linda D. Kilb
Linda D. Kilb

EXHIBIT 1

3 4 5 6	of the State of California ANDREA SHERIDAN ORDIN Chief Assistant Attorney General MARIAN M. JOHNSTON (BAR NO. 061643) Deputy Attorney General 1515 K Street P. O. Box 944255 Sacramento, CA 94244-2550 Telephone: (916) 324-7860 Attorneys for Amicus Curiae
7	State of California
8	
9	UNITED STATES DISTRICT COURT
10	EASTERN DISTRICT OF CALIFORNIA
11	EASIBIN DISTRICT OF CABITORNIA
12	
13	CHRISTINE SULLIVAN, by and) No. CV-89-1505 LKK-EN
14	through MICHELE SULLIVAN, her) Guardian Ad Litem,) APPLICATION FOR LEAVE TO APPEAR AS AMICUS CURIAE AND
15	Plaintiff, TO FILE AMICUS CURIAE BRIEF ON BEHALF OF THE STATE OF
16	v.) CALIFORNIA IN SUPPORT OF PLAINTIFF'S MOTION FOR
17	VALLEJO CITY UNIFIED SCHOOL) PRELIMINARY INJUNCTION DISTRICT, et al.,
18) DATE: December 18, 1989
19	Defendants.) TIME: 10:00 A.M.) PLACE: Courtroom No. 1
20	TO: The Honorable Lawrence K. Karlton, Chief District Judge,
21	Eastern District of California:
22	John K. Van De Kamp, Attorney General of the State of
23	California, respectfully requests leave to appear as amicus
24	curiae herein and to file the accompanying brief as amicus curiae
25	on behalf of plaintiff's motion for preliminary injunction.
26	The Attorney General is the chief law officer of the
27	State, and is charged with the duty to see that the laws of the

1 JOHN K. VAN DE KAMP, Attorney General

1 State are uniformly and adequately enforced (Cal. Const., art. V, 2 § 13). The Attorney General has specific statutory 3 responsibilities regarding the state laws at issue herein (Cal. Civ. Code §§ 51 and 54). In order to ensure that the civil 5 rights quaranteed by these sections are fully enjoyed, he may 6 bring civil actions to seek injunctive relief (Cal. Civ. Code, §§ 52(c) and 55.1). He also has particular expertise in interpreting these sections, as demonstrated by an Attorney 9 General opinion directly pertaining to the issues herein (70 Ops. 10 Cal. Atty Gen. 104 (1987)). 11 For these reasons, the Attorney General respectfully 12 requests the court to permit him to file the accompanying brief 13 as amicus curiae on behalf of the State of California in support 14 of plaintiff's motion for preliminary injunction, and further

requests leave to participate as amicus curiae in any further

DATED: December 11, 1989

proceedings before this Court.

Respectfully submitted,

JOHN K. VAN DE KAMP, Attorney General of the State of California ANDREA SHERIDAN ORDIN Chief Assistant Attorney General

MARIAN M. JOHNSTON

Deputy Attorney General

Attorneys for Amicus Curiae State of California

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DECLARATION OF SERVICE BY MAIL

CHRISTINE SULLIVAN v. VALLEJO CITY

Case Name:

UNIFIED SCHOOL DISTRICT, et al.

No.:

CIV. 89-1505-LKK-EN

I declare:

I am employed in the County of Sacramento, California. I am 18 years of age or older and not a party to the within entitled cause; my business address is 1515 K Street, Post Office Box 944255, Sacramento, California 94244-2550.

On December 11, 1989, I served the attached

APPLICATION FOR LEAVE TO APPEAR AS AMICUS CURIAE AND TO FILE AMICUS CURIAE BRIEF ON BEHALF OF THE STATE OF CALIFORNIA IN SUPPORT OF PLAINTIFF'S MOTION FOR PRELIMINARY INJUNCTION

in the said cause, by placing a true copy thereof enclosed in a overnight sealed envelope, for delivery by the United Courier services, addressed as follows:

Linda D. Kilb
Disability Rights Education
& Defense Fund, Inc.
2212 Sixth Street
Berkeley, CA 94710

Tamara Dahn Solano County Legal Assistance 930 Marin Street Vallejo, CA 94590

Jan K. Danesyn
Kronick, Moskovitz, Tiedemann
 Girard
770 L Street, Suite 1200
Sacramento, CA 95814-3363

I declare under penalty of perjury the foregoing is true and correct, and that this declaration was executed at Sacramento, California, on December 11, 1989.

PATRICIA A. WILSON

(Typed Name)

(Signature)

1	of the State of California ANDREA SHERIDAN ORDIN Chief Assistant Attorney General				
2					
3	MARIAN M. JOHNSTON (BAR NO. 061643) Deputy Attorney General				
4	1515 K Street P. O. Box 944255				
5	Sacramento, CA 94244-2550 Telephone: (916) 324-7860				
6	Attorneys for Amicus Curiae				
7	State of California				
8					
9	UNITED STATES DISTRICT COURT				
10	EASTERN DISTRICT OF CALIFORNIA				
11					
12					
13	CHRISTINE SULLIVAN, by and) No. CV-89-1505 LKK-EN through MICHELE SULLIVAN, her)				
14	Guardian Ad Litem,) BRIEF OF AMICUS CARIAL STATE OF CALIFORNIA IN				
15	Plaintiff, SUPPORT OF PLAINTIFF'S MOTION FOR PRELIMINARY				
16	v. j <u>injunction</u>				
17	VALLEJO CITY UNIFIED SCHOOL) DATE: December 18, 1989 DISTRICT, et al.,) TIME: 10:00 A.M.				
18	District, et al.,) PLACE: Courtroom No. 1 Defendants.				
19)				
20	INTRODUCTION				
21	Plaintiff Christine Sullivan is a physically				
22	handicapped person who uses a trained service dog. This dog				
23	assists her in performing various activities and enables her to				
24	function successfully in her daily life. Defendants Vallejo City				
25	Unified School District, et al., have refused to permit				
26	plaintiff's service dog to accompany her in the public high				

school which plaintiff attends. Plaintiff therefore filed the

instant action seeking to compel defendants to permit her to be accompanied by her service dog while she attends high school.

Plaintiff's complaint alleges a cause of action under section 504 of the Federal Rehabilitation Act of 1973, as amended, 29 U.S.C. section 794, as well as causes of action under two of California's civil rights laws, Civil Code sections 51 and 54. Amicus curiae concurs with plaintiff's position that California's civil rights laws gives her the absolute right to be accompanied by her service dog, and, as set forth below, urges the court to grant plaintiff's motion for preliminary injunctive relief. Once the right to be accompanied by her service dog is established, then plaintiff can work with defendants to resolve any remaining disputes as to her educational needs.

ARGUMENT

I

CALIFORNIA LAW GUARANTEES PHYSICALLY HANDICAPPED PERSONS THE ABSOLUTE RIGHT TO BE ACCOMPANIED BY TRAINED SERVICE DOGS IN PUBLIC BUILDINGS AND OTHER PUBLIC PLACES.

California has a strong commitment towards ensuring that disabled persons may fully participate in society, as, for example, in the state laws prohibiting employment discrimination against persons with physical handicaps (Cal. Gov. Code, § 12900 et seq.; American Nat. Ins. Co. v. FEHC, 32 Cal.3d 603 (1982)), requiring public buildings and buildings open to the public to be accessible (Cal. Gov. Code, § 4450 et seq. and Health & Saf. Code, § 19955 et seq.; Donald v. Sacramento Valley Bank, 209 Cal.App.3d 1183 (1989)), and, as is at issue in this case, requiring public buildings and places of public accommodations to

. .

be equally available to disabled persons, including those who use trained service dogs (Cal. Civ. Code §§ 51 et seq. and 54 et seq.).

California Civil Code section 51, the Unruh Civil Rights Act, is commonly referred to as California's public accommodations statute. It provides, in pertinent part:

"All persons within the jurisdiction of this state are free. and equal, and no matter what their sex, race, color, religion, ancestry, national origin, or blindness or other physical disability are entitled to the full and equal accommodations, advantages, facilities, privileges, or services in all business establishments of every kind whatsoever."

California Civil Code section 54 et seq. specifically guarantee civil rights to persons with physical disabilities.

Civil Code section 54 states:

"Blind persons, visually handicapped persons, and other physically disabled persons shall have the same right as the able-bodied to the full and free use of the streets, highways, sidewalks, walkways, public buildings, public facilities, and other public places."

California Civil Code sections 54.1 and 54.2 more specifically address the access rights of disabled persons, including the right to be accompanied by a guide dog, signal dog, or other service $dog^{1/2}$ in any of the places to which access is otherwise guaranteed. As set forth in California Civil Code section 54.2(a), in pertinent part:

"Every totally or partially blind person, or deaf person, or person whose hearing is impaired, or physically handicapped person shall have the right to

^{1. &}quot;Service dog" means "any dog individually trained to the physically disabled participant's requirements including, but not limited to, minimal protection work, rescue work, pulling a wheelchair, or fetching dropped items." (Cal. Civ. Code § 54.1(5); see also Cal. Civ. Code § 54.2(c).)

be accompanied by a guide dog, signal dog, or service dog, especially trained for the purpose, in any of the places specified in Section 54.1 without being required to pay an extra charge for the guide dog, signal dog, or service dog."

The "places specified in section 54.1" include all "places of public accommodation, . . . and other places to which the general public is invited." (Cal. Civ. Code § 54.1(a).)

These statutes mandate that in virtually every public facility or place of public accommodation, a trained guide, signal or service dog must be permitted to accompany a disabled person who depends upon the dog for assistance. The absolute discretion to use such a dog rests with the disabled person, as evidenced by the mandatory language used by the Legislature, that a disabled person "shall have the right." The absolute nature of this guarantee is also evident in the other statutes quoted above, which state that disabled persons "shall have the same right" as others and "are entitled to . . . full and equal treatment." The legislative intent is clearly to guarantee disabled persons with service dogs the same right to participate in public activities as persons without any need for such dogs.

The legislative intent that the right to be accompanied by a service dog be virtually absolute is also evidenced by the very narrow exception carved out for zoos and wild animal parks.

(See Cal. Civ. Code § 54.) The Legislature expressly recognized such facilities as the *only* places from which service dogs may be excluded, and additionally imposed requirements of providing sighted escorts and adequate kennel facilities, free of charge,

so that a disabled person with a service dog will be inconvenienced as little as possible.

In light of the mandatory statutory language and the extremely narrow statutory exception, California law must be read as guaranteeing the right to be accompanied by a service dog in every public facility other than zoos and wild animal parks.

II

A PUBLIC HIGH SCHOOL IS BOTH A PUBLIC BUILDING AND A PLACE OF PUBLIC ACCOMMODATION WHERE SERVICE DOGS MUST BE PERMITTED.

Defendants claim that a public high school is not a place to which disabled persons with service dogs are entitled to access, but this argument fails to recognize the broad reach of California's public accommodations statutes and also fails to acknowledge the particular obligations of publicly-funded facilities to provide access. Furthermore, even though certain members of the public may be excluded from high schools based on non-discriminatory criteria, such exclusion may not be based upon the use of a service dog. Since the right to be accompanied by a service dog is absolutely within the disabled person's discretion, admission may not be conditioned upon the relinquishment of that right.

Public high schools fall within Unruh's coverage of "all business establishments of eery kind whatsoever." Unruh was enacted substantially in its present form2/ in 1959 (Cal. Stat. 1959, ch. 1866, § 1, p. 4424), but as the California Supreme

^{2.} The express prohibition of discrimination based on physical disability was added in 1987 (Cal. Stat. 1987, ch. 159, § 1, p __).

Court has often explained, Unruh and its predecessor statutes are codifications of common law, which forbid all arbitrary discrimination by places affected with a public interest. (Marina Point, Ltd. v. Wolfson, 30 Cal.3d 721, 738, cert. denied, 459 U.S. 858 (1982); and Isbister v. Boys' Club of Santa Cruz, Inc., 40 Cal.3d 72, 78-79 (1985).) Prior to 1959, California's codification of this common law doctrine used the more familiar term "places of public accommodation,"3/ but a series of erratic court decisions resulting in inconsistent applications of the statute caused the Legislature to adopt the current language of "all business establishments of every kind whatsoever." (See Horowitz, The 1959 California Equal Rights in Business Establishments' Statute -- A Problem in Statutory Application, 33 So.Cal. L.Rev. 260, 262 and 286 (1960).) As explained by our Supreme Court, "the Unruh Act was adopted out of concern that the courts were construing the 1897 public accommodations statute too strictly." (Isbister, supra, 40 Cal.3d, at 78.) The 1959 language was intended to broaden the reach of the former statute. (See Burks v. Poppy Construction Co., 57 Cal.2d 463, 469 (1962); O'Connor v. Village Green Owners Assn., 33 Cal.3d 790, 793-794 (1983); and Marina Point, supra, 30 Cal.3d, at 731.) The "business establishment" language was "used in the broadest sense reasonably possible." (Burks, supra, 57 Cal.2d, at 468.) It covers all enterprises with "sufficient businesslike attributes" (O'Connor, supra, 33 Cal.3d, at 796.) Factors which have been

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^{3.} Cal. Stat. 1897, ch. 108, § 1, p. 137; Cal. Stat. 1919, ch. 210, § 1, p. 309; and Cal. Stat. 1923, ch. 235, § 1, p. 485.

used to identify an enterprise as a business establishment subject to Unruh include number of persons employed and physical facilities maintained. (O'Connor, supra, 33 Cal.3d, at 796, and Rotary Club of Duarte v. Bd. of Directors, 178 Cal.App.3d 1035, 1051-1055 (1986), affd. 481 U.S. 537 (1987).)

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One of the pre-Unruh decisions which the Legislature acted to overrule had held that private schools were not subject to the existing public accommodations statute, so that race discrimination by such a school was not unlawful. (See Reed v. Hollywood Professional School, 169 Cal.App.2d Supp. 887 (1959).) This is one of the cases identified as "improperly curtailing the scope of the public accommodations provisions" and leading to the enactment of Unruh. (In re Cox, 3 Cal.3d 205, 214 (1970); see also Isbister, supra, 40 Cal.3d, at 78.) Indeed, the original version of the legislation which became Unruh expressly enumerated "schools" as one of the covered entities, but all the specific enumerations were dropped in favor of a broad term which would not permit courts to repeat their prior mistakes in limiting the law's coverage. (Id., at 78-79.) In light of the Supreme Court's and the Legislature's repudiation of the notion that schools are not places of public accommodation, defendants' argument on this point is shocking.

Public high schools are also unquestionably covered by California Civil Code section 54, which guarantees access to public buildings and other public places. A public high school is unquestionably a public building and public buildings bear a special obligation to be accessible to all persons. The mandate

that public funds not be used to support discrimination is repeated in various statutes. (See Gov. Code §§ 4450 (architectural access to public buildings), 4500 (access to public rapid transit) and 11135 (access to any program receiving state funds).)

Finally, Civil Code sections 54.1 and 54.2 make it clear that providing meaningful and effective access to disabled persons with service dogs includes access for the dogs as well as disabled persons. Access with service dogs is guaranteed to all "places of public accommodation, . . . and other places to which the general public is invited." (Cal. Civ. Code § 54.1(a).)

Defendants' resistance to this statutory mandate is premised on two faulty assertions. Defendants mistakenly confuse removal of architectural barriers (Cal. Gov. Code § 4450 et seq.) with access for service dogs, and also mistakenly believe that because access to schools may be restricted on certain legitimate bases, schools somehow are no longer places of public accommodation. Neither position is supportable.

Defendants erroneously assert that public school accessibility to disabled persons is governed by California Government Code section 4450 et seq. and not the Civil Code sections at issue herein. (Defendants' Memo of Points and Authorities . . . Opposition to Preliminary Injunction, pp. 20-22.) In fact, public schools are subject to both statutory schemes, which impose distinct and wholly separate requirements serving different though complimentary purposes, since both enable disabled persons to participate more fully in society.

Government Code section 4450 et seq., govern the physical structure of all buildings recently constructed or remodeled with public funds, requiring all such buildings to comply with building standards promulgated by the State Architect, so that new or newly remodeled public buildings are architecturally accessible to disabled persons. These building standards, found in Title 24 of the California Code of Regulations, mandate that public facilities be constructed so that architectural barriers are removed. Disabled persons are guaranteed physical accessibility by requirements for ramps and elevators, corridor and door widths wide enough for wheelchairs, braille markings and audible signals on elevators, grab bars in restrooms, and so forth. Newly constructed or remodeled buildings open to the public are also required to comply with these building standards. (See Cal. Health & Saf. Code § 19955 et seq.)

The Civil Code sections, on the other hand, concern the legal right of access to all places of public accommodation, not the removal of any existing architectural barriers. Physical alterations to provide accessibility are not required, and the date of construction or remodeling is irrelevant, for purposes of the Civil Code. What matters is that disabled persons not be

^{4.} As stated in the Unruh Civil Rights Act:

"Nothing in this section shall be construed to require any construction, alteration, repair, structural or otherwise, or modification of any sort whatsoever to any new or existing establishment, facility, building, improvement, or any other structure, or to augment restrict, or alter in any way the authority of the State Architect to require construction, alteration, repair, or modifications that the State Architect otherwise possesses pursuant to other provisions of the law."

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entrance, and, for disabled persons with service dogs, this legal right of access includes access for the accompanying service dog.

Equally without merit is defendants' contention that because schools may restrict access, schools are not places of public accommodation. (Defendants' Memo of Points and Authorities . . . Opposition to Preliminary Injunction, pp. 22-Nearly all places of public accommodation restrict access in a variety of ways: by hours of operation, by admission charges, by selectivity or exclusion of non-members, to name just a few. Civil Code sections 51 and 54 do not require unrestricted access, but merely that access not be restricted on a prohibited basis of discrimination. For example, in O'Connor v. Village Green Owners Assn., 33 Cal.3d 790 (1983), there was no question but that the homeowners' organization could restrict membership to owners, but only whether an age restriction was lawful. Similarly, in Rotary Club of Duarte v. Bd. of Directors, 178 Cal.App.3d 1035 (1986), affd. 481 U.S. 537 (1987), there was no question but that Rotary Clubs could limit membership to community business leaders, but only whether women who were otherwise entitled to join could be excluded because of their gender.

The Attorney General considered a situation very similar to the instant case in 70 Ops. Cal. Atty. Gen. 104 (1987), a copy of which was provided to the Court as an attachment to our letter of December 4, 1989. The Attorney General was asked to determine whether California Civil Code

General was asked to determine whether California Civil Code sections 54.1 and 54.2 gave blind persons a statutory right to be accompanied by guide dogs in medical facilities. Obviously, such facilities are not open to every person who wishes to walk in off the street, but where a person does otherwise have the right of access, he or she, if disabled, also has the right to be accompanied by a service dog.

As the Attorney General opined:

"For purposes of sections 54.1 and 54.2, it is irrelevant that some groups of the general public are excluded from the facility . . [¶] [A]n able-bodied person may enter the facilities; under sections 54.1 and 54.2 a blind person may be accompanied by a guide dog within the facilities for the same purposes. The legislation was intended to grant equality of right, and we so construe it." (70 Ops. Cal. Atty. Gen., at 107.)]

Though not controlling, Attorney General opinions are entitled to great weight. (Moore v. Panish, 32 Cal.3d 535, 544 (1982);

Phyle v. Duffy, 334 U.S. 431, 441 (1948).)

Defendants acknowledge that plaintiff is entitled to access to the school. She, like the other students, satisfies all legitimate admissions criteria. Therefore, pursuant to Civil Code sections 54.1 and 54.2, she has the absolute statutory right to be accompanied by her service dog.

CONCLUSION

A preliminary injunction should be issued to safeguard plaintiff's statutory right to equal access to her school, accompanied by her service dog. The right of a disabled person to be accompanied by a service dog is clear, and defendants' violation of this right is equally clear.

Once plaintiff's absolute right of access is recognized and protected, then the parties may address, and perhaps amicably resolve, the additional issues presented herein, as to what, if any, adjustments or accommodations are required to safeguard plaintiff's right to an appropriate education.

DATED: December 11, 1989

Respectfully submitted,

JOHN K. VAN DE KAMP, Attorney General of the State of California ANDREA SHERIDAN ORDIN Chief Assistant Attorney General

MARIAN M. JOHNSTON

Deputy Attorney General

Attorneys for Amicus Curiae State of California

DECLARATION OF SERVICE BY MAIL

CHRISTINE SULLIVAN v. VALLEJO CITY

Case Name: UNIFIED SCHOOL DISTRICT, et al.

No.:

CIV. 89-1505-LKK-EN

I declare:

I am employed in the County of Sacramento, California. I am 18 years of age or older and not a party to the within entitled cause; my business address is 1515 K Street, Post Office Box 944255, Sacramento, California 94244-2550.

On December 11, 1989, I served the attached

BRIEF OF AMICUS CARIAE STATE OF CALIFORNIA IN SUPPORT OF PLAINTIFF'S MOTION FOR PRELIMINARY INJUNCTION

in the said cause, by placing a true copy thereof enclosed in a overnight sealed envelope, for delivery by the United Courier services, addressed as follows:

Linda D. Kilb Disability Rights Education & Defense Fund, Inc. 2212 Sixth Street Berkeley, CA 94710

Tamara Dahn Solano County Legal Assistance 930 Marin Street Vallejo, CA 94590

Jan K. Danesyn Kronick, Moskovitz, Tiedemann Girard 770 L Street, Suite 1200 Sacramento, CA 95814-3363

I declare under penalty of perjury the foregoing is true and correct, and that this declaration was executed at Sacramento, California, on December 11, 1989.

PATRICIA A. WILSON

(Typed Name)

Signature)

EXHIBIT 2

UNITED STATES DISTRICT COURT

EASTERN DISTRICT OF CALIFORNIA

CHRISTINE SULLIVAN, by and through MICHELE SULLIVAN, her guardian ad litem.

Plaintiff,

V.

VALLEJO CITY UNIFIED SCHOOL DISTRICT, et al.

Defendants.

NO. CV-89-1505 LKK-EN

DEFENDANT'S MEMORANDUM
OF POINTS AND AUTHORITIES
IN OPPOSITION TO BRIEF OF
AMICUS CURIAE STATE OF
CALIFORNIA IN SUPPORT OF
PLAINTIFF'S MOTION FOR
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et al.

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9	THE PARTY OF THE PARTY OF COVER
10	UNITED STATES DISTRICT COURT
11	EASTERN DISTRICT OF CALIFORNIA
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22 litem, Michele Sullivan (hereinafter "Plaintiff"), has filed a 23 complaint for preliminary injunction and declaratory relief against defendant Vallejo City Unified School District (hereinafter "Defendant"). The complaint was served on or about October 31, 1989. On November 20, 1989, defendant filed a Memorandum of Points and Authorities in Support of a Motion to

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Dismiss and Opposition to Preliminary Injunction. On December 11, 1989, the State Attorney General's Office filed an application for leave to appear as amicus curiae and to file amicus curiae brief on behalf of the State of California in support of plaintiff's motion for preliminary injunction. At the hearing of December 18, 1989, this court granted leave to the Attorney General to appear as amicus curiae. Defendant was granted twenty-eight days to file a response to the Attorney General's brief.

STATEMENT OF FACTS

Plaintiff Christine Sullivan, a minor, is a sixteen year old multiply handicapped student who attends Hogan Senior High School in Vallejo. She suffers from cerebral palsy, learning disabilities, and right side deafness. She uses a wheel chair for mobility. She attends a special class where she receives assistance with her learning disabilities and her physical disabilities. Plaintiff has requested that school officials permit her to bring a service dog to school on a daily basis. School officials have declined to do so, noting that the dog is not needed by Christine for physical access and that her teacher and other students are allergic to dogs. Plaintiff alleges violations of section 504 of the Rehabilitation Act of 1973, and sections 51, 54, 54.1 and 54.2 of the California Civil Code.

Amicus curiae State of California, through the Civil
Rights division of the Attorney General's Office ("Amicus")
purports to support plaintiff's motion for preliminary

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1 injunction. However, in reality, amicus supports only the 2 action for declaratory relief. Amicus asserts that plaintiff 3 has an absolute right to be accompanied by a service dog in a public education facility pursuant to Civil Code sections 54.1 5 and 54.2. 6 ARGUMENT 7 I 8 THE AMICUS POSITION DOES NOT SUPPORT 9 THE ISSUANCE OF A PRELIMINARY INJUNCTION -- 10 While Amicus facially urges the Court to grant the preliminary injunction, she concedes in the same breath that, if such an order were granted, the parties would still need to 13 resolve any remaining disputes . . presented herein . . as to plaintiff's educational needs." A preliminary injunction which at best creates uncertainty must be denied. 16 What Amicus is really supporting is the complaint for 17 declaratory relief. She states: 18 Once the right to be accompanied by her service dog is established, then plaintiff 19 can work with defendants to resolve any

remaining disputes as to her educational (Amicus Brief, P. 2.) needs.

Once plaintiff's absolute right of access is recognized and protected, then the parties may address, and perhaps amicably resolve, the additional issues presented herein, as to what, if any, adjustments or accommodations are required to safeguard plaintiff's right to an appropriate education. (Amicus Brief, p. 12.)

Amicus thus recognizes that the preliminary injunction which she purports to support could place the parties in a wholly untenable position due, inter alia, to the allergies

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suffered by Christine's teacher. She is in reality supporting plaintiff's request for a judicial declaration as to the rights of the parties concerning the dog's access to school. The brief of Amicus Curiae does not, by its own terms, support the Motion for Preliminary Injunction.

Moreover, defendants contend that this court does not have jurisdiction over plaintiff's state law claims with which Amicus is concerned because its section 504 claim must be dismissed.

We shall nonetheless attempt to address the merits of the Amicus arguments. Amicus would have this federal district court broadly construe and expand the scope of state statutes (CC §§ 51, 54, 54.1 and 54 2) in a manner which the literal language of the statutes does not support and for which there is no precedent. Clearly, these are issues which a state court, not a federal court, should decide.

II

PLAINTIFF WANTS HER DOG AT SCHOOL PRIMARILY TO PROVIDE SOCIALIZATION AND EMOTIONAL SUPPORT. CIVIL CODE SECTION 54.2 DOES NOT APPLY TO THIS PURPOSE.

The Attorney General's arguments are predicated on the assumption that Plaintiff's service dog meets the requirements of Civil Code section 54.2. ("Section 54.2") Such is not the case, as will be demonstrated below.

A close review of Plaintiff's declarations indicated that Christine's primary reasons for wanting her dog at school are social reasons. Bonita Bergin, Executive Director of Canine Companions, states:

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"More than tasks, a canine companion is an ice breaker socially [sic] enhances a person's life by providing friendship and a common bond with other people."
(Declaration, p. 3.)

Christine states:

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"I wanted the service dog to help me pick things up off the floor and to be social with other people." (Declaration, p. 2.) "Ford makes me want to be social with other people, to start conversations. Ford makes me feel happy inside."

Defendants have already demonstrated that Christine's need to have a dog pick things up for her is minimal, and that the story related in her declaration about an aide forcing her to get on the floor and pick up a pencil is totally untrue.

Thus, her primary purpose in wanting Ford at school is for socialization and emotional support.

The access provided for in Civil Code section 54.2 was clearly not intended to serve such a purpose. Plaintiff apparently concedes that: "social dogs...are not afforded the legal access guaranteed by Civil Code section 54.1 et seq...."

Declaration of Bonita Bergin, p. 2.

Moreover, the statutes at issue, Civil Code section 54.1 and 54.2, specifically require that a service dog be trained for the specific purpose for which the handicapped person uses the dog in order to be permitted to enter places of public accommodation. Section 54.2 provides that physically handicapped persons have the right to be accompanied by a service dog "especially trained for the purpose." Section 54.1(5) provides that a service dog means any dog "individually trained to the physically disabled participant's requirements."

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Christine's dog received training in obedience, in responding to commands, performing certain tasks, and in tolerating public environments. But he received no training whatsoever in serving as an "ice breaker" or providing emotional support or assisting his owner to socialize with her peers. (See Deposition of Bonita Bergin, pp. 53-60, attached as Exhibit Therefore, these purposes are not ones for which section 54.2 provides access to public accommodations. Section 54.2 provides access to service dogs to assist their owners with physical needs, not social and emotional needs. [Cf. Penal Code \$ 365.51

For this reason alone, Plaintiff's state claim, as endorsed by the Attorney General, must fail.

III

THE INTENT OF CIVIL CODE SECTIONS 54.1 AND 54.2 IS TO GUARANTEE THAT HANDICAPPED PERSONS HAVE ACCESS TO PUBLIC ACCOMMODATIONS, NOT AN ABSOLUTE RIGHT TO BRING A DOG.

Amicus relies primarily on Civil Code section 54.2 (Section 52) in making her argument that Christine's right to 20 | have her dog is absolute. Section 52 states that a physically handicapped person "shall have the right to be accompanied by a service dog" in places of public accommodation.

The Penal Code makes a denial of that right an 24 | infraction punishable by a fine of up to \$250. Penal Code section 365.5 more clearly defines the right which the Legislature wished to protect. It provides in pertinent part:

> No....physically disabled person and his or her specially trained...service dog shall be denied admittance to hotels, restaurants, lodging places, places of

public accommodation amusement, or resort
or other places to which the general
public is invited...because of
that...service dog. (Emphasis added.)

A service dog is defined in Penal Code section 365.5(f) in the same terms as the Legislature used in section 54.1.

The Penal Code provision makes the Legislature's intent very clear: The right to be accompanied by a service dog created by section 54.2 is the right not to be denied access because of the dog. The right does not extend to handicapped individuals who do not require the services of the dog to attain access to the public facility.

Plaintiff does not need her service dog to have access to Hogan Senior High School. Therefore, section 54 2, as clarified by Penal Code section 365.5, does not apply to her situation.

IV

CALIFORNIA CIVIL CODE SECTIONS 51, 54.1 AND 54.2 DO NOT GRANT A PHYSICALLY HANDICAPPED PERSON AN ABSOLUTE RIGHT TO BE ACCOMPANIED BY TRAINED SERVICE DOGS IN PLACES OF PUBLIC ACCOMMODATION.

Plaintiff asserts that a public school is a place of public accommodation to which the general public is invited under CC §54.1 and 54.2. We disagree. Assuming arguendo that plaintiff is correct, her argument still fails because it requires that the court also find that the right created by CC §54.2 is absolute.

The strong commitment of California to ensuring that physically disabled persons be allowed full and equal participation in society has been clearly declared by the

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Legislature in numerous statutory enactments. (E.g., Cal. Civil Code §§ 51, 54, 54.1; also 71 Ops.Att.Gen. 114, 115 (1988).)

Notwithstanding this strong state policy, the rights granted to physically disabled persons have never been declared to be absolute. (See Amicus Brief at 4 lines 20-22.) The Attorney General's assertion is startling. Such an assertion cannot withstand analysis in light of related statutes, nor withstand the analysis of the Attorney General's own opinions.

CIVIL LIBERTIES ARE SUBJECT TO REASONABLE REGULATION.

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As a general legal proposition, there are no absolute personal rights. Even the most preferred liberties such as freedom of speech and the press are subject to reasonable limitation and regulation. (Curry v. Municipal Court for Newhall Judicial District (1965) 237 Cal.App.2d 335, 337.) The rights and liberties guaranteed by law are subject to regulation in the public interest; rights are guaranteed on an equal rather than an absolute basis. (See Max Factor and Company v. Kunsman (1936) 5 Cal.2d 446, 458, aff'd 299 U.S. 198.)

The conditions and limitations contained in the various statutory provisions enacted to ensure full and equal participation by physically handicapped persons evidence a general Legislative intent that the rights granted not be absolute. The entitlement to full and equal accommodations guaranteed by the Unruh Civil Rights Act does not require structural modification in order to make public accommodations

accessible. (Cal. Civil Code § 51, paras. 4, 5.) Full and equal access to public conveyances and places of public accommodation likewise does not require structural modification. (Cal. Civil Code § 54.1(b)(3).) Similarly, the right to be accompanied by a guide or service dog is subject to reasonable regulation under the terms in a lease or rental agreement. (Id. at (b)(5), para. 2.) An owner of real property is not required to rent or lease to a disabled person who has a dog if the owner refuses to accept tenants who have dogs. (Id. at (b)(4).)

B. THE RIGHT TO FULL AND EQUAL SERVICES UNDER CIVIL CODE SECTION 51 IS SUBJECT TO REASONABLE REGULATION.

The right to full and equal services under the Unruh Civil Rights Act is not absolute. The Unruh Act has been construed to proscribe "arbitrary discrimination." (See In Re Cox (1970) 3 Cal.3d 205, 212.) The California Supreme Court has stated that this broad prohibition is not absolute and a business establishment may implement regulations which restrict the right if the regulations are reasonably related to the services performed and the facilities provided. (Id.) In a later opinion, the Court indicated that a business establishment's exclusionary policy must serve "some compelling societal interest" in order to avoid invalidity under the Unruh Civil Rights Act. (Marina Point Limited v. Olson (1982) 30 Cal.3d 721, 743.)

This apparent inconsistency in California Supreme
Court opinions was discussed by the Ninth Circuit in Martin v.

International Olympic Committee, 740 F.2d 670, 677 (9th Circuit

The principle which the Martin court extracted from the 2 Cox and Marina Point decisions is that a business establishment 3 may exclude individuals if they violate reasonable regulations that are rationally related to the services performed and the 5 facilities provided. (See Martin, 740 F.2d at 675-77.) 6 THE RIGHT TO BE ACCOMPANIED BY A TRAINED SERVICE DOG IS SUBJECT TO REASONABLE 7 REGULATION. 8 The right of a physically disabled person to be accompanied by a quide, signal, or service dog in public 10

conveyances, places of public accommodation, amusement or resort, and housing accommodations is subject to such limitation and regulation as is reasonably related to the purpose of the accommodation and uniformly applicable to all persons. Cal. Civil Code § 54.1(a); 70 Ops. Atty. Gen. 104, 305 (1987).) The statute itself provides for reasonable limitations. right to be accompanied by a service dog under Civil Code section 54.2 extends to places to which physically disabled persons are entitled to access under Civil Code section 54.1. (Cal. Civil Code § 54.2(a).) Full and equal access to places of public accommodation under Section 54.1 is subject to "limitations and regulations applicable alike to all persons." (Cal. Civil Code §54.1(a).) Thus, the right of a disabled person to be accompanied by a service dog is subject to such limitations and regulations which are uniformly applied to all persons.

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HOGAN SENIOR HIGH SCHOOL REASONABLY REGULATES THE PRESENCE OF ANIMALS IN SCHOOL.

Exclusion of plaintiff's service dog by Hogan Senior High School does not constitute the "arbitrary discrimination" prohibited by the Unruh Civil Rights Act. Hogan Senior High School policies do not result in a blanket exclusion of any class of persons or denial of a right. Physically disabled persons are not prevented from attending school. Handicapped persons are not prohibited from being accompanied by a guide or service dog when it is necessary and appropriate to the educational process. The Hogan Senior High School policy governing the presence of animals at school and in the classroom is a reasonable regulation intended to accommodate a large number of individuals with potentially conflicting health and educational needs within the facilities of a public school.

Even assuming arguendo that Plaintiff has a right to be accompanied by a service dog under Civil Code sections 54.1 and 54.2, Defendant's refusal to permit the presence of a service dog in a classroom pursuant to reasonable rules does not violate Section 54.2.

Hogan Senior High School permits animals in classrooms to the extent necessary and appropriate to the educational process as determined by the responsible teacher and site manager. School policy states:

Animals in the Classroom.

All animals brought into the classroom will be treated humanely.

Insects, small mammals, amphibians and reptiles may be brought to school only with the approval of the responsible

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teacher and site manager. Venomous or toxic insects, reptile and plant species, and such other species commonly regarded as dangerous are not permitted at school unless by permission of the principal.

Hogan Senior High School, Policy No. 6163.2

Plaintiff's request to be accompanied by her service dog was declined after review by a team of professional educators, including the teacher and site manager. Two major factors in the team's decision were the fact that Plaintiff does not need the dog for physical access, and the fact that the appropriate educational placement for plaintiff is in a class instructed by a teacher with an intense allergy to animal dander.

If, as the Attorney General contends, physically disabled persons have an <u>absolute right</u> to be accompanied by service dogs at public schools, no service dog could ever be excluded regardless of the circumstances. Such cannot be the intent of the law. The nature of the educational process and facilities requires that the presence of guide, signal and service dogs be subject to reasonable regulations applicable to all.

V

PUBLIC SCHOOLS ARE NOT BUSINESS ESTABLISHMENTS UNDER CIVIL CODE SECTION 51. NOR ARE THEY PUBLIC ACCOMMODATIONS UNDER SECTIONS 54.1 AND 54.2.

The brief of the Attorney General is flawed by its failure to clearly distinguish between Civil Code sections 51, 54.1, and 54.2. Notwithstanding the broad reach of California Statutes creating and protecting the rights of physically

disabled persons, Section 54.2, which specifically refers to service dogs, is a distinct statutory provision which serves a specific purpose and should not be confused with Civil Code section 51.

A. PUBLIC SCHOOLS ARE NOT BUSINESS ESTABLISHMENTS.

Civil Code section 51, the Unruh Civil Rights

Act, generally ensures full and equal access to business
establishments without regard to a person's sex, race, color,
religion, ancestry, national origin, or blindness or other
physical disability. The protections afforded blind and
physically disabled persons were added to the statute in 1987.

Cal.Stats.1987, c.159, § 1. The Unruh Act does not confer any
rights or privileges which are otherwise conditioned or limited
by law. (Cal. Civ. Code § 51 para.3.)

The Attorney General's brief attempts to blur the distinction between the right of full and equal access to all business establishments under the Unruh Act with the right to be accompanied by a service dog in places of public accommodation or other places to which the general public is invited under Section 54.2. The Attorney General attempts to rely on authority construing Civil Code section 51 for the proposition that schools are "public accommodations" under Sections 54.1 and 54.2. (See Amicus Brief at 5-7.) The Attorney General is forced to this strained and conclusory analysis because there is no case or statutory authority to support the assertion that public schools are "public accommodations" under Sections 54.1 and 54.2.

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In 1959, the Legislature amended Civil Code section 51 to read "all business establishments of every kind whatsoever." (Cal.Stats.1959, c.1866, p. 4424, § 1.) However, when Civil Code sections 54, 54.1 and 54.2 were added in 1968, the Legislature chose to describe the rights of blind and disabled persons to access their assistance dogs by reference to public places and places to which the general public is invited. The legislature incorporated §54.1 by reference into §54.2. did not incorporate §51, the "Unruh Act" statute. (Cal.Stats.1968, c.461, p. 1024, § 1 (emphasis added).) When

the Legislature later amended Sections 54.1 and 54.2, it continued to retain the reference to Section 54.1 rather than substituting the broader language of the Unruh Act. Cal.Stats.1972, c.819, p. 1466, § 2; Cal.Stats.1979, c.293, p. 1092, §§ 1 and 2; Cal.Stats.1980, c.773, §§ 1 and 2.)

The Legislature was aware that the phrase "other public places" in a statute had been construed to mean places like those enumerated in the statute. (See Reed v. Hollywood Professional School (1959) 169 Cal.App.2d Supp. 887, 889.) Notwithstanding numerous amendments to sections 54.1 and 54.2, the Legislature has never seen fit to alter the language of 54.1, or to incorporate §51 into §54.2 along with or in place of \$54.1.

By not acting to amend section 54.2 when it had the opportunity to do so, the Legislature intended the public accommodation language of section 54.1 to apply, not §51.

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PUBLIC SCHOOLS ARE NOT PLACES TO WHICH THE GENERAL PUBLIC IS INVITED.

The contention of the Attorney General that the plaintiff has an absolute statutory right to be accompanied by a service dog pursuant to Sections 54.1 and 54.2 is equally without merit in light of the analysis of the Attorney General's own opinions. The right to be accompanied by a service dog extends only to common carriers, telephone facilities, hotels and lodging places, places of public accommodation, amusement or 10 resort, and other places to which the general public is invited. (Cal. Civil Code § 54.1(a); 70 Ops.Att.Gen. 104, 105.) This 12 | right does not extend to facilities which are not open to the

general public. (See 70 Ops.Att.Gen. at 107.)

The Attorney General's brief relies on case law interpreting Civil Code section 51 to dismiss the significance 16 of restricted access under Sections 54.1 and 54.2. (See Amicus 17 ||Brief at 10, lines 4-22.) However, whether a disabled person 18 has a right to be accompanied by a service dog depends precisely 19 upon whether access to a particular location is restricted. 20 Ops.Att.Gen. at 108. The Attorney General has stated that the 21 |right to be accompanied by a guide or service dog depends upon 22 the individual circumstances of a facility, and has cited with 23 favor the analysis in Perino v. St. Vincent's Medical Center (S.Ct. 1986) 502 N.Y.S.2d 921. (Id.)

In Perino, the New York trial court considered 26 whether a blind person accompanied by a guide dog could be 27 denied access to a hospital delivery room under a statute 28 ||similar to Sections 54.1 and 54.2. (See id. at 921-22.)

reaching its conclusion that the hospital delivery room is not normally open to the general public, the court examined four general factors: (1) whether the facility is commonly perceived to be open to the general public; (2) whether access is restricted to particular parties; (3) whether reasonable measures require that the facility not be open to the public; and (4) whether the facility is normally a closed unit. (Id. at 922; see also 70 Ops.Att.Gen. at 108.)

Applying the above analysis to the circumstances of a public school leads to the conclusion that public school classrooms are not open to the general public.

Public school classrooms are not commonly perceived to be places to which the general public is normally invited or permitted. It is the declared intent of the Legislature to restrict and condition access to school campuses in order to ensure safe, secure, and peaceful public schools. (Cal. Penal Code § 627 et seq.; see also Cal. Educ. Code §§ 32210, 32211.) In the interest of preserving the educational process, the Legislature has specifically authorized school district governing boards to adopt policies to minimize classroom interruptions. (Cal. Educ. Code § 32212.)

Access to and attendance at public education facilities is restricted to particular parties. All persons between the ages of 6 and 18 years are subject to compulsory, full time education at the public school of the school district in which the residence of either parent or legal guardian is

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located. (Cal. Educ. Code § 48200, et seq.) Only pupils, school district employees and officers, and others whose activities require them to be present on school grounds are permitted access to school facilities and classrooms. Others may enter only with the permission of the school principal. (Cal. Penal Code §§ 627.1 and 627.2.)

Reasonable health, welfare and safety measures dictate that classrooms not be open to the public. The California Constitution guarantees students and staff a right to attend safe, secure and peaceful public schools. (Cal. Const. Art. I, § 28; see also Cal. Penal Code § 627(c).) Legislature has charged school district governing boards to provide for the health, safety and security of pupils. Cal. Educ. Code §§ 35160, 35161, 35291, 49300.) One method by which school boards ensure the safety and security of pupils is to deny access to the general public. (Ed.C. §32212.) Even parents are restricted in their access. (Cf. e.g., Cal. Educ. Code § 48900.1 (board shall adopt policy authorizing teachers to permit parents/guardians of suspended pupils to attend portion of school day).) Further, public use of school facilities is limited by the provisions of the Civic Center Act. Educ. Code §§ 40040, et seq.)

Public school classrooms are not facilities which are open to the general public. Therefore, a physically disabled person does not have an absolute right to be accompanied by a guide, signal or service dog in a public school classroom under CC §54.2.

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The Education Code supports the conclusion that the Legislature does not consider public school facilities and services to come within the scope of "places to which the general public is invited" under Section 54.1. Section 54.1 grants a disabled person the right to be accompanied by a service dog on all "public conveyances or other modes of transportation." (Cal. Civil Code §§ 54.1(a).) However, in 1976 the Legislature adopted Education Code section 39839 which provides that guide and service dogs may be transported in a school bus when accompanied by handicapped pupils. Stats.1976, c.1010, § 2.) If the Legislature had considered school buses to be "public conveyances" under the Civil Code, then Education Code section 39839 would need to be mandatory rather than permissive. Similarly, if the Legislature had considered the right to be accompanied by a service dog to be compelled by section 54.1, it would not have given the governing board's discretionary authority to determine whether service dogs are allowed on public school buses on a case-by-case basis. (See Cal. Educ. Code § 39839.) It is well settled that statutory enactments must be construed to harmonize whenever possible.

By distinguishing public school buses from "public conveyances," the Legislature clearly did not consider public school buses to be a place to which the public is invited.

Likewise, public school buildings and classrooms are distinguishable from "public accommodations" and are not places to which the general public is invited.

CONCLUSION

California Civil Code sections 54.1 and 54.2 do not grant a physically disabled person the absolute right to be accompanied by a trained service dog. They give the disabled person the right not to be denied access because of the dog.

A disabled person's right to full and equal services under the Unruh Act is subject to reasonable regulation rationally related to the services performed and facilities provided. Likewise, a disabled person's right to be accompanied by a service dog is subject to reasonable regulations applicable alike to all persons. Hogan Senior High School reasonably regulates the presence of animals in the classroom in a manner rationally related to the educational purpose and the facilities available, and on a case by case basis.

The right of a disabled person to be accompanied by a guide, signal or service dog does not extend to places to which the general public is not invited. Access to public schools is restricted to particular persons. Hogan Senior High School is not a place to which the general public is invited. Therefore, a disabled person does not have the right to be accompanied by a service dog in a public school classroom.

The right to full and equal services in all business establishments under the Unruh Act are distinct from the right to be accompanied by a service dog in places to which the general public is invited. The statutory scheme and legislative

_	history evidence an intent that public schools are not places to
2	which the general public is invited within the meaning of Civil
3	Code section 54.1.
4	
5	We respectfully submit that despite the Attorney
6	General's support, the state law claim must be denied.
7	Dated_ 16, 1990
8	Respectfully submitted,
9	Kronick, Moskovitz, Tiedemann & Girard A Professional Corporation
10	
11	By Jan & Lemeny
12	Jan K. Damesýn Attorneys for Defendant
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[PROPOSED] ORDER

The request for judicial not	ice by Proposed Amicus DREDF
dated Sept 2021 is granted.	
DATED:	
	Chief Justice
	Supreme Court of the State of California

PROOF OF SERVICE

I am employed in the County of Alameda. I am over the age of eighteen years and not a party to the within entitled action.

My business address is 3075 Adeline Street, Suite 210, Berkeley, CA 94703.

On September 15, 2021, I served the following document described as:

REQUEST FOR JUDICIAL NOTICE OF DISABILITY RIGHTS EDUCATION & DEFENSE FUND (DREDF) AS PROPOSED AMICUS CURIAE IN SUPPORT OF PLAINTIFF-PETITIONER BRENNON B.; MEMORANDUM OF POINTS & AUTHORITIES; IDENTIFICATION OF DOCUMENTS; DECLARATION OF LINDA D. KILB; EXHIBITS 1 & 2; AND PROPOSED ORDER

on the interested parties in this action as follows:

BY Electronic Transmission (TrueFiling 3.0): I electronically uploaded a true and correct PDF copy of the above document(s) by filing via TrueFiling 3.0, an Electronic Filing Service Provider designated for this matter by the Court.

Case No. S266254

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BY U.S. Mail: I served the said document by depositing a true copy thereof with the U.S. Postal Service with the postage fully pre-paid, addressed to the addresses set forth below:

Case No. S265223

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(for Charles Treat)	
California Court of Appeal	A157026
First Appellate District,	
Division One	

30 McAllister Street San Francisco, CA 94102	
Solicitor General of California 1515 Clay St. Oakland, CA 94612 (for Attorney General of California)	Service Required by Cal. Rules of Court, rule 8.29

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Executed on September 15, 2021, in California

/s/ Susan Henderson	
Susan Henderson	

STATE OF CALIFORNIA

Supreme Court of California

PROOF OF SERVICE

STATE OF CALIFORNIASupreme Court of California

Case Name: B. (BRENNON) v. S.C. (WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT)

Case Number: **S266254**Lower Court Case Number: **A157026**

- 1. At the time of service I was at least 18 years of age and not a party to this legal action.
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NOTICE	Documents 1		

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I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

9/15/2021

Date

/s/Susan Henderson

Signature

Kilb, Linda (136101)

Last Name, First Name (PNum)

Disability Rights Education & Defense Fund (DREDF)

Law Firm