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**IN THE UNITED STATES DISTRICT COURT  
FOR THE EASTERN DISTRICT OF CALIFORNIA**

CHRIS WILLIS, et al.,  
Plaintiffs,  
vs.  
CITY OF FRESNO, et al,  
Defendants.

CASE NO. CV F 09-1766 LJO DLB  
**ORDER ON DEFENDANT DYER’S F.R.Civ.P.  
12 MOTION TO DISMISS**  
(Doc. 17.)

**INTRODUCTION**

Defendant Fresno Police Department Chief Jerry Dyer (“Chief Dyer”) seeks to dismiss as legally barred and lacking sufficient facts plaintiffs’ excessive force and tort claims arising from the police officer shooting death of Stephen Willis (“Stephen”). Plaintiffs contend that Chief Dyer’s attempt to dismiss the claims is untimely given that he failed to do so in prior motion and that the claims are “cognizable” against Chief Dyer in his individual capacity. This Court considered Chief Dyer’s F.R.Civ.P. 12(b)(6) motion to dismiss on the record and VACATES the February 17, 2010 hearing, pursuant to Local Rule 230(g). For the reasons discussed below, this Court GRANTS in part and DENIES in part Chief Dyer’s motion to dismiss.

1 **BACKGROUND**<sup>1</sup>

2 **The Parties**

3 Plaintiffs are Chris Willis and Mary Willis (collectively “Mr. and Mrs. Willis”), Stephen’s  
4 natural parents, and Jennafer Uribe (“Ms. Uribe”), Stephen’s live-in partner at the time of his death.

5 In addition to Chief Dyer, Mr. and Mrs. Willis and Ms. Uribe (collectively “plaintiffs”) pursue  
6 claims against defendants City of Fresno (“City”) and City police officers Greg Catton (“Officer  
7 Catton”) and Daniel Astacio (“Officer Astacio”).<sup>2</sup>

8 **Stephen’s Shooting**

9 On March 28, 2009, Officers Catton and Astacio, unbeknownst to Stephen, pursued Stephen who  
10 parked his vehicle in front of his Fresno apartment. Ms. Uribe ran from the vehicle to the apartment’s  
11 front door to “use the facilities.” Stephen strolled to the vehicle’s trunk “so that he could remove his  
12 belongings, including a firearm that was enclosed in a case and that he had used at a firing range earlier  
13 in the day.”

14 Without warning or identifying themselves, Officers Catton and Astacio shot until Stephen fell  
15 or dove to the ground and continued shooting “until they had put 14 bullets into him, including several  
16 in his back, out of at least 35 bullets fired at him, and he was dead.”

17 Chief Dyer immediately ratified the shooting and held press conferences and gave public  
18 statements to assert the shooting was proper.

19 **Plaintiffs’ Claims**

20 ***General Allegations***

21 The FAC alleges wrongful death and survivor claims for Mr. and Mrs. Willis and intentional tort  
22 claims for Ms. Uribe. The FAC alleges that Stephen’s shooting was “without cause” and was “with  
23 unreasonable and excessive force and deliberate indifference of his safety, health and life” in that  
24 Stephen “was lawfully and peacefully in the process of transferring his own property from his car to his  
25 home.” The FAC alleges that defendants “concealed and falsified material information and otherwise

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26 <sup>1</sup> The factual recitation is derived generally from plaintiffs’ First Amended Complaint for Damages (“FAC”),  
27 the target of Chief Dyer’s challenges.

28 <sup>2</sup> The City, Chief Dyer and Officers Catton and Astacio will be referred to collectively as “defendants.”

1 attempted to cover up their misconduct.”

2 The complaint alleges Mr. and Mrs. Willis’ damages of loss of Stephen’s care, comfort and love,  
3 funeral and burial expenses, and Stephen’s “personal injury and property damage before he died.” The  
4 complaint seeks to recover for Ms. Uribe’s emotional distress. The complaint further seeks to recover  
5 punitive damages and attorney fees for plaintiffs.

6 *Claims Against Chief Dyer*

7 The FAC names Chief Dyer “in his individual and official capacities” as the City “policy-maker”  
8 regarding City customs, policies and practices for police officer training, supervision, hiring and  
9 discipline and Fresno Police Department management.

10 The FAC names Chief Dyer in three claims under 42 U.S.C. § 1983 (“section 1983”). The  
11 FAC’s (second) Fourth Amendment violation claim is on Stephen’s behalf by Mr. and Mrs. Willis as  
12 Stephen’s successors in interest. The claim alleges that defendants deprived Stephen of “rights secured  
13 by the Fourth Amendment of the United States Constitution to be free from unreasonable searches and  
14 seizures.” As to Chief Dyer, the Fourth Amendment claim alleges that:

- 15 1. The abuses at issue were “the product of a culture of tolerance” rooted in “deliberate  
16 indifference” of Chief Dyer who “routinely acquiesced in the misconduct and otherwise  
17 failed to take necessary measures to prevent and curtail such conduct”;
- 18 2. The “incident” was caused by Chief Dyer’s deliberate indifference “with regard to the  
19 need for more or different training and/or supervision and/or discipline” of police  
20 officers, including Officers Catton and Astacio;
- 21 3. The “incident” was the result of Chief Dyer’s “custom, policy, pattern and/or practice .  
22 . . . whereby citizens, such as decedent, who lived in impoverished, low-income and  
23 predominantly minority neighborhoods, were disproportionately subjected to greater  
24 incidences of excessive force, police brutality . . . and officer-involved shootings”;
- 25 4. Chief Dyer “failed to take any or appropriate remedial action to prevent such continuing  
26 misconduct” in that Chief Dyer “had a custom, policy, pattern and/or practice of making  
27 what were at times false, circumstantial or unfounded statements to the press that at the  
28 time of the shooting the victim posed a threat to the shooting officer(s)”; and



1 cognizable legal theory.” *Balisteri v. Pacifica Police Dept.*, 901 F.2d 696, 699 (9<sup>th</sup> Cir. 1990); *Graehling*  
2 *v. Village of Lombard, Ill.*, 58 F.3d 295, 297 (7<sup>th</sup> Cir. 1995).

3 In resolving a F.R.Civ.P. 12(b)(6) motion, a court must: (1) construe the complaint in the light  
4 most favorable to the plaintiff; (2) accept all well-pleaded factual allegations as true; and (3) determine  
5 whether plaintiff can prove any set of facts to support a claim that would merit relief. *Cahill v. Liberty*  
6 *Mut. Ins. Co.*, 80 F.3d 336, 337-338 (9<sup>th</sup> Cir. 1996). Nonetheless, a court is not required “to accept as  
7 true allegations that are merely conclusory, unwarranted deductions of fact, or unreasonable inferences.”  
8 *In re Gilead Sciences Securities Litig.*, 536 F.3d 1049, 1055 (9<sup>th</sup> Cir. 2008) (citation omitted). A court  
9 need not permit an attempt to amend if “it is clear that the complaint could not be saved by an  
10 amendment.” *Livid Holdings Ltd. v. Salomon Smith Barney, Inc.*, 416 F.3d 940, 946 (9<sup>th</sup> Cir. 2005).

11 “While a complaint attacked by a Rule 12(b)(6) motion to dismiss does not need detailed factual  
12 allegations, a plaintiff’s obligation to provide the ‘grounds’ of his ‘entitlement to relief’ requires more  
13 than labels and conclusions, and a formulaic recitation of the elements of a cause of action will not do.”  
14 *Bell Atl. Corp. v. Twombly*, 550 U.S. 554, 127 S. Ct. 1955, 1964-65 (2007) (internal citations omitted).  
15 Moreover, a court “will dismiss any claim that, even when construed in the light most favorable to  
16 plaintiff, fails to plead sufficiently all required elements of a cause of action.” *Student Loan Marketing*  
17 *Ass’n v. Hanes*, 181 F.R.D. 629, 634 (S.D. Cal. 1998). In practice, “a complaint . . . must contain either  
18 direct or inferential allegations respecting all the material elements necessary to sustain recovery under  
19 some viable legal theory.” *Twombly*, 550 U.S. at 562, 127 S.Ct. at 1969 (quoting *Car Carriers, Inc. v.*  
20 *Ford Motor Co.*, 745 F.2d 1101, 1106 (7<sup>th</sup> Cir. 1984)).

21 In *Ashcroft v. Iqbal*, \_\_\_ U.S. \_\_\_, 129 S.Ct. 1937, 1949 (2009), the U.S. Supreme Court recently  
22 explained:

23 To survive a motion to dismiss, a complaint must contain sufficient factual  
24 matter, accepted as true, to “state a claim to relief that is plausible on its face.” . . . A  
25 claim has facial plausibility when the plaintiff pleads factual content that allows the court  
26 to draw the reasonable inference that the defendant is liable for the misconduct alleged.  
27 . . . The plausibility standard is not akin to a “probability requirement,” but ask it asks  
28 for more than a sheer possibility that a defendant has acted unlawfully. (Citations  
omitted.)

27 After discussing *Iqbal*, the Ninth Circuit Court of Appeals summarized: “In sum, for a complaint  
28 to survive a motion to dismiss, the non-conclusory ‘factual content,’ and reasonable inferences from that

1 content, must be plausibly suggestive of a claim entitling the plaintiff to relief.” *Moss v. U.S. Secret*  
2 *Service*, 572 F.3d 962, 989 (9<sup>th</sup> Cir. 2009) (quoting *Iqbal*, \_\_ U.S. \_\_, 129 S.Ct. at 1949).

3 The U.S. Supreme Court applies a “two-prong approach” to address a motion to dismiss:

4 First, the tenet that a court must accept as true all of the allegations contained in  
5 a complaint is inapplicable to legal conclusions. Threadbare recitals of the elements of  
6 a cause of action, supported by mere conclusory statements, do not suffice. . . . Second,  
7 only a complaint that states a plausible claim for relief survives a motion to dismiss. . .  
8 . Determining whether a complaint states a plausible claim for relief will . . . be a  
9 context-specific task that requires the reviewing court to draw on its judicial experience  
10 and common sense. . . . But where the well-pleaded facts do not permit the court to infer  
11 more than the mere possibility of misconduct, the complaint has alleged – but it has not  
12 “show[n]”-“that the pleader is entitled to relief.” Fed. Rule Civ. Proc. 8(a)(2).

13 In keeping with these principles a court considering a motion to dismiss can  
14 choose to begin by identifying pleadings that, because they are no more than conclusions,  
15 are not entitled to the assumption of truth. While legal conclusions can provide the  
16 framework of a complaint, they must be supported by factual allegations. When there are  
17 well-pleaded factual allegations, a court should assume their veracity and then determine  
18 whether they plausibly give rise to an entitlement to relief.

19 *Iqbal*, \_\_ U.S. \_\_, 129 S.Ct. at 1949-1950.

20 With these standards in mind, this Court turns to Chief Dyer’s challenges to the claims against  
21 him.

### 22 Official Capacity

23 Chief Dyer contends that he should be dismissed from the section 1983 claims in his official  
24 capacity in that the City is subject to the claims.

25 Official-capacity suits “generally represent only another way of pleading an action against an  
26 entity of which an officer is an agent.” *Monell v. New York City Dept. of Social Services*, 436 U.S. 658,  
27 690, n. 55, 98 S.Ct. 2018 (1978). “As long as the government entity receives notice and an opportunity  
28 to respond, an official-capacity suit is, in all respects other than name, to be treated as a suit against the  
entity.” *Kentucky v. Graham*, 473 U.S. 159, 166, 105 S.Ct. 3099 (1985) (citing *Brandon v. Holt*, 469  
U.S. 464, 471-472, 105 S.Ct. 873 (1985)). Such an action is not against the public employee personally,  
“for the real party in interest is the entity.” *Graham*, 473 U.S. at 166, 105 S.Ct. 3099.

Local government officials sued in their official capacities are “persons” under section 1983 in  
cases where a local government would be suable in its own name. *Monell*, 436 U.S. at 690, n. 55, 98  
S.Ct. 2018. “For this reason, when both an officer and the local government entity are named in a

1 lawsuit and the officer is named in official capacity only, the officer is a redundant defendant and may  
2 be dismissed.” *Luke v. Abbott*, 954 F.Supp. 202, 203 (C.D. Cal. 1997) (citing *Vance v. County of Santa*  
3 *Clara*, 928 F.Supp. 993, 996 (N.D. Cal. 1996)). “Section 1983 claims against government officials in  
4 their official capacities are really suits against the governmental employer because the employer must  
5 pay any damages awarded.” *Butler v. Elle*, 281 F.3d 1014, 1023 (9<sup>th</sup> Cir. 2002).

6 “[I]t is no longer necessary or proper to name as a defendant a particular local government  
7 officer acting in official capacity.” *Luke*, 954 F.Supp. at 204. As the district court in *Luke*, 954 F.Supp.  
8 at 204, explained:

9 A plaintiff cannot elect which of the defendant formats to use. If both are named, it is  
10 proper upon request for the Court to dismiss the official-capacity officer, leaving the  
11 local government entity as the correct defendant. If only the official-capacity officer is  
12 named, it would be proper for the Court upon request to dismiss the officer and substitute  
13 instead the local government entity as the correct defendant.

14 There are no grounds to maintain the section 1983 claims against Chief Dyer in his official  
15 capacity given that the City is a defendant. Plaintiffs do not challenge Chief Dyer’s dismissal in his  
16 official capacity. The complaint’s section 1983 claims are dismissed against Chief Dyer in his official  
17 capacity.

### 18 Direct Participation

19 Chief Dyer challenges the section 1983 claims’ lack of allegations of his direct participation in  
20 constitutional deprivations to impose liability on him.

21 “Section 1983 imposes two essential proof requirements upon a claimant: (1) that a person  
22 acting under color of state law committed the conduct at issue, and (2) that the conduct deprived the  
23 claimant of some right, privilege, or immunity protected by the Constitution or laws of the United  
24 States.” *Leer v. Murphy*, 844 F.2d 628, 632-633 (9<sup>th</sup> Cir. 1988).

25 “Section 1983 ‘is not itself a source of substantive rights,’ but merely provides ‘a method for  
26 vindicating federal rights elsewhere conferred.’” *Albright v. Oliver*, 510 U.S. 266, 271, 114 S.Ct. 807,  
27 811 (1994) (quoting *Baker v. McCollan*, 443 U.S. 137, 144, n. 3, 99 S.Ct. 2689, 2694, n. 3 (1979)).  
28 Section 1983 and other federal civil rights statutes address liability “in favor of persons who are deprived  
of ‘rights, privileges, or immunities secured’ to them by the Constitution.” *Carey v. Piphus*, 435 U.S.  
247, 253, 98 S.Ct. 1042 (1978) (quoting *Imbler v. Pachtman*, 424 U.S. 409, 417, 96 S.Ct. 984, 996

1 (1976)). “The first inquiry in any § 1983 suit, therefore, is whether the plaintiff has been deprived of  
2 a right ‘secured by the Constitution and laws.’” *Baker v. McCollan*, 443 U.S. 137, 140, 99 S.Ct. 2689  
3 (1979). Stated differently, the first step in a section 1983 claim is to identify the specific constitutional  
4 right allegedly infringed. *Albright*, 510 U.S. at 271, 114 S.Ct. at 811. “Section 1983 imposes liability  
5 for violations of rights protected by the Constitution, not for violations of duties of care arising out of  
6 tort law.” *Baker*, 443 U.S. at 146, 99 S.Ct. 2689.

7 “Section 1983 creates a cause of action based on personal liability and predicated upon fault;  
8 thus, liability does not attach unless the individual defendant caused or participated in a constitutional  
9 deprivation.” *Vance v. Peters*, 97 F.3d 987, 991 (7<sup>th</sup> Cir. 1996), *cert. denied*, 520 U.S. 1230, 117 S.Ct.  
10 1822 (1997); *see Taylor v. List*, 880 F.2d 1040, 1045 (9<sup>th</sup> Cir. 1989) (“Liability under section 1983 arises  
11 only upon a showing of personal participation by the defendant.”) “The inquiry into causation must be  
12 individualized and focus on the duties and responsibilities of each individual defendant whose acts or  
13 omissions are alleged to have caused the constitutional deprivation.” *Leer*, 844 F.2d at 633. Section  
14 1983 requires that there be an actual connection or link between the defendant’s actions and the  
15 deprivation allegedly suffered. *See Monell v. Department of Social Services*, 436 U.S. 658, 98 S.Ct.  
16 2018 (1978); *Rizzo v. Goode*, 423 U.S. 362, 96 S.Ct. 598 (1976).

17 A plaintiff cannot hold an officer liable “because of his membership in a group without a  
18 showing of individual participation in the unlawful conduct.” *Jones v. Williams*, 297 F.3d 930, 935 (9<sup>th</sup>  
19 Cir. 2002) (citing *Chuman v. Wright*, 76 F.3d 292, 294 (9<sup>th</sup> Cir. 1996)). A plaintiff must “establish the  
20 ‘integral participation’ of the officers in the alleged constitutional violation.” *Jones*, 297 F.3d at 935.  
21 “[I]ntegral participation’ does not require that each officer’s actions themselves rise to the level of a  
22 constitutional violation.” *Boyd v. Benton County*, 374 F.3d 773, 780 (9<sup>th</sup> Cir. 2004). Integral  
23 participation requires “some fundamental involvement in the conduct that allegedly caused the  
24 violation.” *Blankenhorn v. City of Orange*, 485 F.3d 463, 481, n. 12 (9<sup>th</sup> Cir. 2007). “A person  
25 ‘subjects’ another to the deprivation of a constitutional right, within the meaning of section 1983, if he  
26 does an affirmative act, participates in another's affirmative acts, or omits to perform an act which he  
27 is legally required to do that causes the deprivation of which complaint is made.” *Johnson v. Duffy*, 588  
28 F.2d 740, 743 (9<sup>th</sup> Cir. 1978).





1 under a respondeat superior theory, and thus, when a named defendant holds a supervisory position, the  
2 causal link between him and the claimed constitutional violation must be specifically alleged and proved.  
3 *See Jeffers v. Gomez*, 267 F.3d 895, 915 (9<sup>th</sup> Cir. 2001); *Fayle v. Stapley*, 607 F.2d 858, 862 (9<sup>th</sup> Cir.  
4 1979); *Mosher v. Saalfeld*, 589 F.2d 438, 441 (9<sup>th</sup> Cir. 1978), *cert. denied*, 442 U.S. 941, 99 S.Ct. 2883  
5 (1979). To establish a prima facie case of supervisor liability, a plaintiff must show facts to indicate that  
6 the supervisor defendant either: (1) personally participated in the alleged deprivation of constitutional  
7 rights; (2) knew of the violations and failed to act to prevent them; or (3) promulgated or implemented  
8 a policy “so deficient that the policy itself ‘is a repudiation of constitutional rights’ and is ‘the moving  
9 force of the constitutional violation.’” *Hansen v. Black*, 885 F.2d 642, 646 (9<sup>th</sup> Cir. 1989); *Taylor*, 880  
10 F.2d at 1045. A police chief is liable in his individual capacity if he “set[ ] in motion a series of acts by  
11 others, or knowingly refused to terminate a series of acts by others, which he kn[e]w or reasonably  
12 should [have] know[n], would cause others to inflict the constitutional injury.” *Larez v. City of Los*  
13 *Angeles*, 946 F.2d 630, 646 (9<sup>th</sup> Cir. 1991) (ratification, poor investigation, or failure to terminate series  
14 of events may make supervisor liable).<sup>4</sup>

15 “Vague and conclusory allegations of official participation in civil rights violations are not  
16 sufficient to withstand a motion to dismiss.” *Ivey v. Bd. of Regents of the Univ. of Alaska*, 673 F.2d 266,  
17 268 (1982).

18 To support Chief Dyer’s supervisory liability, plaintiffs point to FAC allegations that Chief Dyer:

- 19 1. Knew of disproportionate “excessive force, police brutality, unreasonable searches and  
20 seizures, false charges, false arrests and officer-involved shootings” in “impoverished,  
21 low-income and predominantly minority neighborhoods” but failed to take “appropriate  
22 remedial action to prevent such continuing conduct”;
- 23 2. “[E]ncouraged, authorized, ratified, condoned and/or . . . failed to remedy continuing acts  
24 of misconduct and civil-rights violations”;
- 25 3. Was “on actual notice of problems with accountability of Fresno Police Officers” given

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26 <sup>4</sup> The Ninth Circuit Court of Appeals offered alternative elements to impose section 1983 liability on a  
27 supervisor: “(1) his or her personal involvement in the constitutional deprivation, or (2) a sufficient causal connection  
28 between the supervisor’s wrongful conduct and the constitutional violation.” *Jeffers v. Gomez*, 267 F.3d 895, 915 (9<sup>th</sup> Cir.  
2001) (quoting *Redman v. County of San Diego*, 942 F.2d 1435, 1446 (9<sup>th</sup> Cir. 1991)).

1 prior officer shootings which were inadequately investigated and internal affairs' failure  
2 to investigate complaints;

3 4. Has been deliberately indifferent as to "the need for more or different training and/or  
4 supervision and/or discipline" of police officers; and

5 5. Fostered a "culture of tolerance" within the City Police Department by acquiescing in  
6 misconduct and otherwise failing to take preventative measures to curtail misconduct.

7 Plaintiffs conclude that the FAC establishes "sufficient casual connection between Defendant Dyer's  
8 wrongful conduct and Officer Catton's and Astacio's constitutional deprivations, such that Defendant  
9 Dyer can be held individually liable."

10 This Court agrees with plaintiffs that the FAC alleges sufficient factual matter to state a facially  
11 plausible claim that Chief Dyer is subject to supervisor liability under the section 1983 claims.<sup>5</sup> As to  
12 Chief Dyer, the FAC alleges more than threadbare recitals of elements to impose supervisor liability  
13 given the FAC's allegations of Chief Dyer's knowledge of police officer incidents prior to Stephen's  
14 shooting, including one involving Officer Astacio. The FAC's details exceed conclusory statements,  
15 and Chief Dyer's points to the contrary are unavailing. The FAC alleges continuing constitutional  
16 violations which Chief Dyer failed to prevent. The section 1983 claims against Chief Dyer survive his  
17 motion to dismiss.<sup>6</sup>

### 18 Assault

19 Chief Dyer challenges his liability for the intentional assault tort given his absence from the  
20 shooting scene. Chief Dyer further points to absence of vicarious liability under California Government  
21 Code section 820.8, which provides that generally, "a public employee is not liable for an injury by the  
22 act or omission of another person."

23 Plaintiffs fail to challenge dismissal of the assault claim against Chief Dyer. Such dismissal is  
24 warranted in the absence of his direct or vicarious liability for alleged assault of Ms. Uribe.

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26 <sup>5</sup> At this point, this Court does not pass judgment whether plaintiffs, through discovery, will possess factual  
27 support to defeat a proper summary judgment motion in Chief Dyer's favor.

28 <sup>6</sup> This Court disagrees with plaintiffs that Chief Dyer engages in "successive or piecemeal motions" given  
that defendants' prior motion to dismiss attacked the overall merits of the section 1983 claims.

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**CONCLUSION AND ORDER**

For the reasons discussed above, this Court:

1. DISMISSES the second, third and sixth section 1983 claims against Chief Dyer in his official capacity;
2. DENIES dismissal of the second, third and sixth section 1983 claims against Chief Dyer in his individual capacity;
3. DISMISSES with prejudice the (fourth) assault claim against Chief Dyer; and
4. ORDERS all defendants, no later than February 17, 2010, to file an answer to plaintiffs' remaining claims.

IT IS SO ORDERED.

**Dated: February 3, 2010**

**/s/ Lawrence J. O'Neill**  
**UNITED STATES DISTRICT JUDGE**