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28UNITED STATES DISTRICT COURT
NORTHERN DISTRICT OF CALIFORNIA

San Francisco Division

JOHN BURNS, et al.,

Plaintiffs,

v.

CITY OF CONCORD, et al.,

Defendants.

Case No. [14-cv-00535-LB](#)**ORDER GRANTING IN PART AND
DENYING IN PART DEFENDANTS'
MOTIONS FOR SUMMARY
JUDGMENT**

Re: ECF Nos. 224, 225

INTRODUCTION

In May 2013, officers from the Concord Police Department (“CPD”) attempted to execute a search warrant at the home of Charles Burns, whom the CPD suspected was selling methamphetamine. The police arrived at Mr. Burns’s home and waited for him to emerge. Later that evening, Mr. Burns and another individual, Bobby Lawrence, who was visiting Mr. Burns, left the home to get into a truck that was parked outside. After the two men entered the truck, the police emerged and tried to detain them. Mr. Lawrence, who was driving, pulled away from the curb and sped away, with the police giving chase. The police ultimately blocked off roads to prevent the truck’s escape. After the truck came to a stop, Mr. Burns got out and ran toward the middle of the intersection. Two officers, Detective Chris Loercher and Detective Francisco Ramirez, fired a total of eleven shots at Mr. Burns. A third officer, Officer Matthew Switzer — a canine handler who arrived on the scene after the initial volley of shots and saw Mr. Burns on the

1 ground — deployed a police dog, which bit Mr. Burns on his right arm and hands for about ten to
2 fifteen seconds. Mr. Burns, who was ultimately hit with ten shots and suffered multiple puncture
3 wounds from the dog bite, died at the scene. Following the shooting, the police arrested Mr.
4 Lawrence.

5 Mr. Burns’s estate, Mr. Burns’s parents, and Mr. Lawrence bring this civil-rights lawsuit
6 alleging the following claims:

- 7 1. Mr. Burns’s estate brings (1) claims under 42 U.S.C. § 1983 for (a) unlawful seizure
8 and (b) excessive force, in violation of his Fourth Amendment rights; (2) a claim
9 under 42 U.S.C. § 1983 for deliberate indifference to the provision of emergency
10 medical care, in violation of his Fourteenth Amendment rights; and (3) a state-law
11 claim for battery.¹
- 12 2. Mr. Burns’s parents bring a claim under 42 U.S.C. § 1983 for deprivation of their right
13 to familial association with Mr. Burns, in violation of their Fourteenth Amendment
14 rights.
- 15 3. Mr. Lawrence brings claims under 42 U.S.C. § 1983 for (a) unlawful seizure and
16 (b) excessive force, in violation of his Fourth Amendment rights.²
- 17 4. All plaintiffs bring claims against the City of Concord for municipal liability under the
18 doctrine of *Monell v. New York City Department of Social Services*, 436 U.S. 658
19 (1978).

20 Detectives Loercher and Ramirez — the two police officers who shot Mr. Burns — have not
21 moved for summary judgment as to Mr. Burns’s excessive-force or battery claims or Mr. Burns’s
22 parents’ Fourteenth Amendment claims.³ Those claims may proceed to trial. The remaining
23 defendants have moved for summary judgment as to Mr. Burns’s excessive-force and battery
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25 ¹ Mr. Burns’s estate originally brought a conspiracy claim as well, but it has now dismissed that claim.
26 Pls.’ Opp’n to Mot. for Partial Summary J. (“Pls.’ Opp’n”) – ECF No. 230 at 26.

27 ² Mr. Lawrence originally brought a claim for prolonged detention, but he has now dismissed that
28 claim as well. *Id.* at 43.

³ Mem. of Points and Authorities in Supp. of Defs.’ Mot. for Partial Summary J. as to the Burns’s Part
of the Case (“Defs.’ Burns Mem.”) – ECF No. 225 at 8 n.2, 36–37, 38, 40.

1 claims, and all defendants have moved for summary judgment as to all other claims. For the
 2 reasons given below, the court denies (1) the motions for summary judgment of Detectives Chris
 3 Loercher, Francisco Ramirez, and Mike Hansen, Officers Matthew Switzer and Eduardo Montero,
 4 and Sergeant Steven White, as to Mr. Burns’s claim under Section 1983 for excessive force for the
 5 dog bite, and (2) the motion for summary judgment of Officer Switzer as to Mr. Burns’s claim for
 6 state-law battery for the dog bite. In all other respects, the defendants’ motions for summary
 7 judgment are granted.

8 The following chart summarizes the disposition of the plaintiffs’ claims (as they are numbered
 9 in the plaintiffs’ Fourth Amended Complaint) and the defendants’ motions for summary judgment:

No.	Named Plaintiff	Claim	Disposition
1	Estate of Charles Burns	Section 1983 for unlawful seizure (prior to the shooting)	Summary judgment granted as to all defendants
		Section 1983 for excessive force (for the shooting)	1. Loercher and Ramirez did not move for summary judgment 2. Summary judgment granted as to all other defendants
		Section 1983 for excessive force (for the dog bite)	1. Summary judgment denied as to Switzer, White, Loercher, Ramirez, Hansen, and Montero 2. Summary judgment granted as to all other defendants
		Section 1983 for deliberate indifference to medical needs	Summary judgment granted as to all defendants
2	Estate of Charles Burns	Section 1983 for conspiracy to violate civil rights	Voluntarily dismissed, <i>see</i> ECF No. 230 at 30
3	Bobby Lawrence	Section 1983 for unlawful seizure, illegal detention, and false imprisonment	Summary judgment granted as to all defendants
		Section 1983 for excessive force	Summary judgment granted as to all defendants
		Section 1983 for prolonged unjustified detention	Voluntarily dismissed, <i>see</i> ECF No. 230 at 43
4	John and Tammy Burns	Section 1983 for deprivation of right to familial association	1. Loercher and Ramirez did not move for summary judgment 2. Summary judgment granted as to all other defendants

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No.	Named Plaintiff	Claim	Disposition
5	1. Estate of Charles Burns 2. John and Tammy Burns 3. Bobby Lawrence	Section 1983 against City of Concord for municipality liability under <i>Monell</i> (policies, training, ratification)	Summary judgment granted
6	Estate of Charles Burns	Battery (for the shooting)	1. Loercher and Ramirez did not move for summary judgment 2. Summary judgment granted as to all other defendants
		Battery (for the dog bite)	1. Summary judgment denied as to Switzer 2. Summary judgment granted as to all other defendants

STATEMENT

1. The Initial Investigation

In January 2013, CPD Detective Mike Hansen became aware through a confidential informant of an individual named Charles Burns, whom the informant said was selling methamphetamine.⁴ Over the next several months, Detective Hansen spoke with three additional informants, who similarly said that Mr. Burns was selling methamphetamine.⁵ One of these informants also said that Mr. Burns always had a handgun concealed underneath his dashboard of his vehicle.⁶ Detective Hansen, along with several other CPD officers, conducted surveillance of Mr. Burns and believed he was meeting with individuals in his car to conduct drug deals.⁷ In May 2013, based on this information, Detective Hansen sought and obtained a warrant, signed by a California state superior court judge, to search Mr. Burns’s residence, the surrounding grounds, and all vehicles under Mr. Burns’s custody, care, or control, for methamphetamine and various other paraphernalia of or proceeds from methamphetamine dealing.⁸

⁴ Hansen Aff. for Search Warrant – ECF No. 225-2 at 48.

⁵ *Id.* at 48–50.

⁶ *Id.* at 50.

⁷ *Id.*; Hansen Dep. – ECF No. 225-2 at 63; Loercher Dep. – ECF No. 225-3 at 62.

⁸ Search Warrant – ECF No. 225-2 at 54–56.

1 **2. The Execution of the Search Warrant**

2 That evening, after he obtained the warrant, Detective Hansen prepared an Operational Order
3 and held briefings with CPD Special Investigations Bureau and Special Enforcement Unit officers
4 to plan the execution of the warrant.⁹ The Operational Order contained two scenarios: stopping
5 Mr. Burns while he was driving on the street where the police believed he usually sold drugs, or
6 stopping him outside his house as he walked towards his car.¹⁰ In either scenario, the police
7 planned to execute the warrant on him and conduct a search.¹¹ The Operational Order warned the
8 officers participating in the Burns operation that Mr. Burns was likely armed with a handgun.¹²
9 The Operational Order further instructed officers to keep their fingers off of their gun triggers until
10 a threat presented itself.¹³

11 Following the briefings, the officers left to conduct surveillance on Mr. Burns.¹⁴ When officers
12 arrived at Mr. Burns's house that evening, they saw an unidentified truck (later determined to be
13 Mr. Lawrence's truck) parked outside.¹⁵ Later than evening, Mr. Burns and another individual
14 (later determined to be Mr. Lawrence) left the house and walked toward the truck.¹⁶ Mr. Lawrence
15 got in the truck on the driver's side; Mr. Burns entered the truck on the passenger side, then got
16 out of the truck and went back into the house, and then came out of the house and got into the
17 truck again.¹⁷

18 After Mr. Burns was back in the truck, Detective Hansen directed the police to move in.¹⁸ One
19 CPD officer, Detective Daniel Smith, drove up behind the truck, got out of his vehicle, and,

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21 ⁹ Hansen Dep. – ECF No. 225-2 at 75–77; Smith Dep. – ECF No. 225-3 at 19, 22–24; Loercher Dep. –
22 ECF No. 225-3 at 67–68; Operational Order – ECF No. 225-5 at 2–31.

23 ¹⁰ Operational Order – ECF No. 225-5 at 4.

24 ¹¹ Id.

25 ¹² Id. at 3, 8

26 ¹³ Id. at 4.

27 ¹⁴ White Dep. – ECF No. 225-4 at 73–74.

28 ¹⁵ Smith Dep. – ECF No. 225-3 at 36.

¹⁶ Id. at 39–41.

¹⁷ Id. at 42–44.

¹⁸ Price Dep. – ECF No. 225-5 at 42.

1 standing about 10 to 12 feet away from the truck, pointed his gun toward the truck and yelled,
2 “Police, put your hands up.”¹⁹ The parties dispute whether or not Mr. Burns and Mr. Lawrence
3 heard Detective Smith or knew at that point that he was a police officer: the defendants maintain
4 that Mr. Burns and Mr. Lawrence knew it was the police, whereas the plaintiffs maintain that they
5 believed that they were being threatened by an unknown assailant.²⁰ It is undisputed, however, that
6 Mr. Burns and Mr. Lawrence did not submit to the police and instead pulled the truck away from
7 the curb and sped away.²¹

8 The police pursued the truck and tried to stop it.²² At one point, the truck drove up on the
9 sidewalk to avoid police vehicles.²³ (Mr. Lawrence later acknowledged that his driving was
10 “extremely dangerous” and that he could have hit someone on the sidewalk.²⁴) At some point, the
11 truck collided with at least one police vehicle. The parties dispute whether the truck hit the police
12 or the police hit the truck,²⁵ but in any event, it is undisputed that this collision did not bring the
13 truck to a stop.²⁶

14 Following the collision, CPD Detective Chris Loercher and other police officers drove their
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17 ¹⁹ Smith Dep. – ECF No. 225-3 at 48–53.

18 ²⁰ Compare, e.g., Lawrence Dep. – 233-1 at 227–28 (stating that Detective Smith did not appear to be
19 a police officer or identify himself as a police officer) with, e.g., Lawrence Second Police Interview –
20 ECF No. 225-6 at 6–13 (initially stating that he did not know that Detective Smith was a police officer
21 and then, under questioning, stating that he did know); see also Smith Dep. – ECF No. 225-3 at 54
22 (stating that he did not know if Mr. Lawrence heard that he was a police officer).

23 ²¹ Smith Dep. – ECF No. 225-3 at 53–54; Lawrence Dep. – ECF No. 225-5 at 98.

24 ²² Loercher Dep. – ECF No. 225-3 at 74–75.

25 ²³ Lawrence Dep. – ECF No. 224-3, at 42–44; Video Clip – ECF No. 225-9 (on file with court)
26 (showing truck driving up on sidewalk to get around vehicles); accord Lawrence First Police Interview
27 – ECF No. 224-5 at 28; Loercher Dep. – ECF No. 225-3 at 76–77; Giacobazzi Dep. – ECF No. 225-4
28 at 39–40.

²⁴ Lawrence Dep. – ECF No. 224-3 at 43–44.

²⁵ Compare Loercher Dep. – ECF No. 225-3 at 76–77 (stating that the truck hit a police vehicle) and
Giacobazzi Police Interview – ECF No. 233-1 at 212–13 (same) with Lawrence Dep. – ECF No. 233-2
at 87 (stating that his truck did not hit any other vehicles and that other vehicles hit his truck); see also
Lawrence First Police Interview – ECF No. 224-5 at 31 (“DETECTIVE PARODI: Okay. Who
initiated the contact? Was it you or this car? BOBBY LAWRENCE: Probably both of us.”).

²⁶ See Loercher Dep. – ECF No. 225-3 at 78; accord Lawrence First Police Interview, ECF No. 224-4
at 32–34.

1 vehicles to block the truck's path, and Mr. Lawrence pulled over and brought the truck to a stop.²⁷

2
3 **3. The Shooting of Mr. Burns**

4 After the truck stopped, Mr. Burns got out of the passenger side and began running toward the
5 middle of the intersection.²⁸ Detective Loercher got out of his vehicle and told Mr. Burns to get on
6 the ground and raise his hands.²⁹ The parties dispute what happened next, and the defendants
7 concede that there is a factual dispute as to what Mr. Burns was doing, including whether he was
8 running and had his hands in his waistband or whether he had come to a stop and had his hands in
9 the air.³⁰ Detective Loercher testified that he saw Mr. Burns reach into his waistband area and that
10 he saw a glint of metal at Mr. Burns's waistband.³¹ Detective Loercher fired nine shots at Mr.
11 Burns.³² Detective Francisco Ramirez, who was also on the scene, testified that he heard the
12 Detective Loercher's shots and believed that those sounds were Mr. Burns shooting at the police,
13 and believed he saw a gun in Mr. Burns's waistband.³³ Detective Ramirez fired two shots at Mr.
14 Burns.³⁴ Mr. Burns was hit with ten shots and fell to the ground.³⁵

15 _____
16 ²⁷ Loercher Dep. – ECF No. 225-3 at 82–83; Lawrence Dep. – ECF No. 225-5 at 99.

17 ²⁸ Smith Dep. – ECF No. 225-3 at 7; Lawrence Dep. – ECF No. 225-5 at 101.

18 ²⁹ Loercher Dep. – ECF No. 225-3 at 83; Montero Dep. – ECF No. 225-3 at 130–31.

19 ³⁰ Defs.' Burns Mem. – ECF No. 225 at 20–21.

20 ³¹ Loercher Dep. – ECF No. 225-3 at 89–91.

21 ³² Id. at 86–88, 93.

22 ³³ Ramirez Dep. – ECF No. 225-5 at 79.

23 ³⁴ Id. at 78–79.

24 ³⁵ Id. at 84; Coroner's Report – ECF No. 225-9 at 55, 57–58. The plaintiffs claim that not all of the
25 shots were fired in the initial volleys from Detectives Loercher and Ramirez, but rather that after the
26 initial volleys, the police walked up to Mr. Burns while he was on the ground incapacitated and fired a
27 final "kill shot." The plaintiffs did not cite admissible evidence in support of this theory in their
28 Opposition. See Opp'n – ECF No. 230 at 24 (citing unsworn witness interview transcript); Jones v.
Williams, 791 F.3d 1023, 1032 (9th Cir. 2015) ("References to such unsworn statements are
insufficient to generate a genuine dispute of material fact."). After the defendants filed their Replies,
the plaintiffs belatedly submitted an excerpt of a deposition transcript in support of their "kill shot"
theory. See Pls.' Admin. Mot. to File Under Seal Pls.' Exs. A & B to Pls.' Decl. in Supp. of Reply to
Def.'s Mot. to Strike, at ex. A – ECF No. 243-2 (filed under seal). The defendants have objected to the
plaintiffs' submission of these exhibits. See Defs.' Objs. to Pls.' Improper Surreply Briefs to Defs.'
Timely Reply Brief – ECF No. 246. As a dispute as to whether there was a final "kill shot" does not
affect the outcome of the any of the pending motions for summary judgment, the court declines to
address these objections here.

1 Mr. Burns was, in fact, not armed — he had only a cell phone.³⁶ (When the police searched
2 Mr. Burns’s house the next day, however, they found a loaded 9mm handgun in his bedroom.³⁷)
3

4 **4. The Canine Deployment on Mr. Burns**

5 CPD Officer Matthew Switzer, a canine handler, was driving toward the scene when he heard
6 shots being fired.³⁸ Officer Switzer stopped his car and ran toward the scene.³⁹ When he arrived,
7 he saw Mr. Burns lying on the road.⁴⁰ Officer Switzer yelled, “Do you need the dog? Do you need
8 the dog?”⁴¹ Another CPD officer, Sergeant Steven White, responded, “Yes.”⁴² Officer Switzer
9 additionally testified that he saw Mr. Burns lift his head up and believed that Mr. Burns was about
10 to sit up and decided on his own to deploy his dog.⁴³ Officer Switzer testified that he has
11 independent authority to deploy his dog and does not need authorization from a supervisor.⁴⁴ He
12 testified that he is the only person who can make the decision to deploy his dog and that a
13 supervisor cannot order him to deploy his dog.⁴⁵

14 Officer Switzer commanded his dog to bite and hold Mr. Burns.⁴⁶ The dog bit Mr. Burns on
15 the right arm or shoulder and held on for about ten to fifteen seconds.⁴⁷ After about ten to fifteen
16 seconds, Officer Switzer ordered the dog to release him.⁴⁸ The dog inflicted multiple puncture
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19 ³⁶ See Law Enforcement Investigative Fatal Incident Protocol Report – ECF No. 233-1 at 389; accord
Ramirez Dep. – ECF No. 225-5 at 89; Montero Dep. – ECF No. 225-3 at 132.

20 ³⁷ Makayama Decl. – ECF No. 225-8 at 4.

21 ³⁸ Switzer Dep. – ECF No. 225-6 at 62.

22 ³⁹ Id. at 64–65.

23 ⁴⁰ Id. at 64; Switzer Dep. – ECF No. 233-2 at 63.

24 ⁴¹ Switzer Dep. – ECF No. 225-6 at 65.

25 ⁴² Id.

26 ⁴³ Id. at 69–70; Switzer Dep. – ECF No. 233-2 at 99.

27 ⁴⁴ Switzer Dep. – ECF No. 233-2 at 60.

28 ⁴⁵ Id. at 61.

⁴⁶ Switzer Dep. – ECF No. 225-6 at 67–68.

⁴⁷ Id. at 71, 73

⁴⁸ Id. at 73.

1 wounds on Mr. Burns’s arm and shoulder, “rang[ing] in diameter from 1 mm – 5 mm and
2 rang[ing] in depth from superficial (just bruising the skin) to deep (penetrating skin, subcutaneous
3 tissue and muscle).”⁴⁹

4 It is not entirely clear from the record where the other officers were when Officer Switzer
5 deployed the dog on Mr. Burns. There is evidence that no other officers were near Mr. Burns when
6 the dog was deployed.⁵⁰ There is also evidence, however, that Detectives Loercher, Ramirez, and
7 Hansen, and CPD Officer Eduardo Montero, might have approached Mr. Burns and might have
8 been standing next to him when the dog was deployed, or after the dog was deployed but before
9 Officer Switzer had the dog release him.⁵¹ There is evidence that these officers had their weapons
10 drawn and pointed at Mr. Burns at the time.⁵²

11

12 **5. The Determination of Death of Mr. Burns**

13 Following the shooting, Officer Montero approached Mr. Burns to check for vital signs, but

14

15 ⁴⁹ Coroner’s Report – ECF No. 225-9 at 56.

16 ⁵⁰ See, e.g., Montero Dep. – ECF No. 233-8 at 39 (“Q. Was anyone near him[,] Mr. Burns[,] when the
17 dog bit him? A. No.”).

18 ⁵¹ See Ramirez Dep. – ECF No. 225-5 at 84–87 (“Q. Okay. All right. What’s the next thing you
19 remember after [the shooting]? A. I approached the body, along with other officers. And at one point
20 the K-9 came up and bit Charles Burns. I don’t know where. Q. Where were you? A. I was probably at
21 the feet of Charles Burns with the other officers. . . . Q. Okay. You said you went up to Burns’ body.
22 Do you remember if Loercher was there? A. Yes, he was. Q. Was Hansen? A. Yes, he was. Q. Okay.
23 Anybody else? A. I believe it was Det. Montero. Q. Anybody else? A. K-9 Officer Switzer and his K-
24 9. Q. Anybody else? A. Immediately after the shooting, that’s about who I remember there, until things
25 settled down.”); Switzer Dep. – ECF No. 233-1 at 381 (“Q. Okay. When you went up and grabbed the
26 dog off of Burns do you remember if there were other officers nearby, right there close by to you? A.
27 There were, yes. Q. Do you remember who? A. No. Q. How many officers? A. At least two.”); see
28 also Bell Dep. – ECF No. 233-2 at 15–16 (“After the shots were fired, a police dog was released. And
from my perspective, it was on the other side of where Charles Burns was. I didn’t see how it got
released or where -- all of a sudden, I saw a police dog running, and it ran toward a group of Concord
officers. And as I watched it, I thought it was going to bite one of the officers. And then it looked like
one of the officers kind of grabbed the dog and detoured it towards Charles Burns, and then that’s
when it bit Mr. Burns. And I didn’t understand how the dog didn’t end up biting Concord police. I just
thought it was that they were lucky that they didn’t get bitten, and I didn’t know that you could do that
with a police dog and just divert it.”); White Dep. – ECF No. 233-2 at 73–74 (“Q. And you -- in [your
police investigation] statement it said something to the effect it was Hansen and I think Loercher and
another person that were about a few feet away from [Mr. Burns’] body. Do you remember that? A.
Yeah. Q. Does that sound right to you? A. That sounds from the statement, yes. Q. Okay. Does that
sound correct relative to your recollection of the events? A. Yes.”).

15 ⁵² See Montero Dep. – ECF No. 233-2 at 34, 40.

1 did not do so since it appeared to him that Mr. Burns was already deceased.⁵³ CPD Officer Paul
2 Miovas, who was also in the vicinity and who had received medical training in the Army, also
3 approached Mr. Burns to check on him, and it appeared to Officer Miovas that Mr. Burns was
4 already deceased.⁵⁴ Detective Loercher checked Mr. Burns's pulse and stated that he had none.⁵⁵
5 Detective Hansen called for a medical bag, and another officer brought one up to him, but it
6 appeared to Detective Hansen that Mr. Burns was already deceased.⁵⁶ Medical personnel were
7 called to the scene and made the determination that Mr. Burns was deceased.⁵⁷

8
9 **6. The Seizure of Mr. Lawrence**

10 After the shooting, Detective Smith and another CPD officer, Sergeant Steven Price,
11 approached Mr. Lawrence's truck, where Mr. Lawrence was still sitting.⁵⁸ Detective Smith and
12 Sergeant Price physically pulled Mr. Lawrence out of the truck, put him on the ground, and
13 handcuffed him.⁵⁹ Mr. Lawrence testified that one of the officers threatened to beat him but does
14 not claim that any officer actually hit him or that he suffered any physical injuries.⁶⁰

15
16 **SUMMARY-JUDGMENT STANDARD**

17 The court must grant a motion for summary judgment if the movant shows that there is no
18 genuine dispute as to any material fact and the moving party is entitled to judgment as a matter of
19 law. Fed. R. Civ. P. 56(a); *Anderson v. Liberty Lobby, Inc.*, 477 U.S. 242, 247–48 (1986). Material
20 facts are those that may affect the outcome of the case. *Anderson*, 477 U.S. at 248. A dispute about
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22 _____
⁵³ Montero Dep. – ECF No. 225-3 at 108.

23 ⁵⁴ Miovas Dep. – ECF No. 225-6 at 79–81.

24 ⁵⁵ Cain Dep. – ECF No. 225-6 at 86.

25 ⁵⁶ Hansen Dep. – ECF No. 225-2 at 80.

26 ⁵⁷ Rafferty Dep. – ECF No. 225-7 at 3–7.

27 ⁵⁸ Smith Dep. – ECF No. 224-2 at 48; Price Dep. – ECF No. 224-3 at 76.

28 ⁵⁹ Smith Dep. – ECF No. 224-2 at 48–49; Price Dep. – ECF No. 224-3 at 76–77; accord Lawrence
Dep. – ECF No. 224-3 at 50–52.

⁶⁰ Lawrence Dep. – ECF No. 224-3 at 50–54.

1 a material fact is genuine if there is sufficient evidence for a reasonable jury to return a verdict for
2 the non-moving party. *Id.* at 248–49.

3 The party moving for summary judgment bears the initial burden of informing the court of the
4 basis for the motion, and identifying portions of the pleadings, depositions, answers to
5 interrogatories, admissions, or affidavits that demonstrate the absence of a triable issue of material
6 fact. *Celotex Corp. v. Catrett*, 477 U.S. 317, 323 (1986). To meet its burden, “the moving party
7 must either produce evidence negating an essential element of the nonmoving party’s claim or
8 defense or show that the nonmoving party does not have enough evidence of an essential element
9 to carry its ultimate burden of persuasion at trial.” *Nissan Fire & Marine Ins. Co. v. Fritz Cos.*,
10 210 F.3d 1099, 1102 (9th Cir. 2000); see *Devereaux v. Abbey*, 263 F.3d 1070, 1076 (9th Cir.
11 2001) (“When the nonmoving party has the burden of proof at trial, the moving party need only
12 point out ‘that there is an absence of evidence to support the nonmoving party’s case.’”) (quoting
13 *Celotex*, 477 U.S. at 325).

14 If the moving party meets its initial burden, the burden then shifts to the non-moving party to
15 produce evidence supporting its claims or defenses. *Nissan Fire & Marine*, 210 F.3d at 1103. The
16 non-moving party may not rest upon mere allegations or denials of the adverse party’s evidence,
17 but instead must produce admissible evidence that shows there is a genuine issue of material fact
18 for trial. See *Devereaux*, 263 F.3d at 1076. If the non-moving party does not produce evidence to
19 show a genuine issue of material fact, the moving party is entitled to summary judgment. See
20 *Celotex*, 477 U.S. at 323.

21 In ruling on a motion for summary judgment, the court does not make credibility
22 determinations or weigh conflicting evidence, and it draws all inferences in the light most
23 favorable to the non-moving party. E.g., *Matsushita Elec. Indus. Co., Ltd. v. Zenith Radio Corp.*,
24 475 U.S. 574, 587–88 (1986); *Ting v. United States*, 927 F.2d 1504, 1509 (9th Cir. 1991).

25

26

ANALYSIS

27

1. Mr. Burns’s Section 1983 Claim for Unlawful Seizure Prior to the Shooting

28

Mr. Burns first brings a claim under 42 U.S.C. § 1983 alleging that he was unlawfully seized

1 by the police prior to the shooting. But Mr. Burns was not in fact seized by the police prior to the
2 shooting, and therefore he cannot maintain an unlawful-seizure claim for those events.
3 Additionally, the officer defendants have qualified immunity. As such, summary judgment for all
4 officers on this claim is appropriate.

5 **1.1 Governing Law**

6 **1.1.1 42 U.S.C. § 1983 and Fourth Amendment Unlawful Seizure**

7 Section 1983 provides a cause of action for the deprivation of “rights, privileges, or
8 immunities secured by the Constitution or laws of the United States” by any person acting “under
9 color of any statute, ordinance, regulation, custom, or usage.” *Gomez v. Toledo*, 446 U.S. 635, 639
10 (1980). Section 1983 is not itself a source for substantive rights, but rather a method for
11 vindicating federal rights conferred elsewhere. See *Graham v. Connor*, 490 U.S. 386, 393–94
12 (1989). To state a claim under Section 1983, a plaintiff must allege: (1) the conduct complained of
13 was committed by a person acting under color of state law; and (2) the conduct violated a right
14 secured by the Constitution or laws of the United States. See *West v. Atkins*, 487 U.S. 42, 48
15 (1988). It is undisputed that all defendants here were acting under color of state law. The issue
16 here is whether Mr. Burns was seized in violation of his constitutional rights, specifically his
17 rights under the Fourth Amendment.

18 The general rule is that “a person has been ‘seized’ within the meaning of the Fourth
19 Amendment only if, in view of all of the circumstances surrounding the incident, a reasonable
20 person would have believed that he was not free to leave.” *United States v. McClendon*, 713 F.3d
21 1211, 1215 (9th Cir. 2013) (quoting *United States v. Medenhall*, 446 U.S. 544, 554 (1980)). But
22 “[t]his determination is ‘a necessary, but not a sufficient, condition for seizure. In addition, some
23 form of ‘touching or submission’ is also required.” *Id.* (emphasis in original) (quoting *California*
24 *v. Hodari D.*, 499 U.S. 621, 626–28 (1991)). “Regardless of how unreasonable the officers’
25 actions were, and regardless of how reasonable it was for [the individual] to feel restrained,” if an
26 individual was not physically touched by the police and did not actually submit to their authority,
27 there was no seizure, and the Fourth Amendment is not implicated. *Id.* at 1217 (citing *Hodari D.*,
28 499 U.S. at 626). If, for example, the police approach an individual, point their guns at him, and

1 tell him that he is under arrest, but the individual does not actually submit to the police, no seizure
2 has occurred, and the individual cannot later raise a Fourth Amendment claim. *Id.* at 1215–17
3 (when an individual “was ordered at gunpoint to stop and put up his hands” but instead “turned
4 and walked away, not raising his hands,” there was no seizure). This doctrine thereby “creates
5 incentives for future defendants to submit to asserted police authority, thereby avoiding an
6 escalation of conflict that could have lethal consequences.” *Id.* at 1217 (citations omitted).

7 Additionally, a seizure occurs only when the police terminate an individual’s freedom of
8 movement through means intentionally applied. *United States v. Al Nasser*, 555 F.3d 722, 728 (9th
9 Cir. 2009) (citing *Brower v. Cnty. of Inyo*, 489 U.S. 593, 596–97 (1988)). In the absence of
10 submission, if the police use physical force to try to seize an individual but do not actually
11 terminate his freedom of movement, no seizure has occurred. *United States v. Hernandez*, 27 F.3d
12 1403, 1407 (9th Cir. 1994) (“A seizure does not occur if an officer applies physical force in an
13 attempt to detain a suspect but such force is ineffective.”) (citing *Hodari D.*, 499 U.S. at 625);
14 accord *Al Nasser*, 555 F.3d at 729 (“the car or individual’s freedom of movement [must] end” to
15 constitute a seizure) (citations omitted).

16 If a court determines a seizure has occurred, it must then determine whether the seizure was
17 lawful and complied with the Fourth Amendment. “The ‘touchstone of the Fourth Amendment is
18 reasonableness.’” *Ohio v. Robinette*, 519 U.S. 33, 39 (1996) (quoting *Florida v. Jimeno*, 500 U.S.
19 248, 250 (1991)). The police may, consistent with the Fourth Amendment, conduct brief
20 investigatory stops of persons or vehicles that fall short of a traditional arrest if supported by
21 reasonable suspicion. *Ramirez v. City of Buena Park*, 560 F.3d 1012, 1020 (9th Cir. 2009)
22 (citations omitted). If the police have a warrant founded on probable cause to search a residence
23 for contraband, the police implicitly have a limited authority to detain its occupants while a proper
24 search is conducted. *Davis v. United States*, 854 F.3d 594, 599 (9th Cir. 2017) (citing *Michigan v.*
25 *Summers*, 452 U.S. 692, 705 (1981)). Additionally, if the police have probable cause to believe
26 that a vehicle has committed a traffic violation, they may stop the vehicle, *Whren v. United States*,
27 517 U.S. 806, 810 (1996), and, incident to that stop, may detain its occupants, *United States v.*
28 *Williams*, 419 F.3d 1029, 1032–33 (9th Cir. 2005).

1.1.2 Qualified Immunity

1 “[T]he doctrine of qualified immunity protects government officials from liability for civil
2 damages insofar as their conduct does not violate clearly established statutory or constitutional
3 rights of which a reasonable person would have known.” *Mattos v. Agarano*, 661 F.3d 433, 440
4 (9th Cir. 2011) (en banc) (internal quotation marks omitted) (quoting *Pearson v. Callahan*, 555
5 U.S. 223, 231 (2009)). “The purpose of qualified immunity is to strike a balance between the
6 competing ‘need to hold public officials accountable when they exercise power irresponsibly and
7 the need to shield officials from harassment, distraction, and liability when they perform their
8 duties reasonably.’” *Id.* (quoting *Pearson*, 555 U.S. at 231). “The doctrine of qualified immunity
9 assumes that police officers do not knowingly violate the law.” *Gasho v. United States*, 39 F.3d
10 1420, 1438 (9th Cir. 1994). “An officer thus is presumed to be immune from any damages caused
11 by his constitutional violation.” *Id.*

12 Qualified immunity “is ‘an immunity from suit rather than a mere defense to liability; and like
13 an absolute immunity, it is effectively lost if a case is erroneously permitted to go to trial.’”
14 *Mueller v. Auker*, 576 F.3d 979, 992 (9th Cir. 2009) (emphasis in original) (quoting *Mitchell v.*
15 *Forsyth*, 472 U.S. 511, 526 (1985)). Qualified immunity protects an officer from suit “when he or
16 she ‘makes a decision that, even if constitutionally deficient, reasonably misapprehends the law
17 governing the circumstances.’” *Id.* (quoting *Brosseau v. Haugen*, 543 U.S. 194, 198 (2004)).
18 “[Q]ualified immunity protects ‘all but the plainly incompetent or those who knowingly violate
19 the law.’” *Ziglar v. Abbasi*, 137 S. Ct. 1843, 1867 (2017) (quoting *Malley v. Briggs*, 475 U.S. 335,
20 341 (1986)). “The doctrine of qualified immunity gives officials ‘breathing room to make
21 reasonable but mistaken judgments about open legal questions.’” *Id.* at 1866 (quoting *Ashcroft v.*
22 *al-Kidd*, 563 U.S. 731, 743 (2011)). “[I]f a reasonable officer might not have known for certain
23 that the conduct was unlawful[,] then the officer is immune from liability.” *Id.* at 1867.

24 In determining whether an officer is entitled to qualified immunity, courts consider (1) whether
25 the officer violated a constitutional right of the plaintiff, and (2) whether that constitutional right
26 was “clearly established in light of the specific content of the case” at the time of the events in
27 question. *Mattos*, 661 F.3d at 440 (citation omitted). Courts may exercise their sound discretion in
28

1 deciding which of these two prongs should be addressed first. *Id.* (citing *Saucier v. Katz*, 533 U.S.
2 194, 201 (2001)).

3 Regarding the second prong, the Supreme Court has cautioned that “‘clearly established law’
4 should not be defined ‘at a high level of generality’” but instead “must be ‘particularized’ to the
5 facts of the case.” *White v. Pauly*, 137 S. Ct. 548, 552 (2017) (citations omitted). “Except in the
6 rare case of an ‘obvious’ instance of constitutional misconduct . . . , [p]laintiffs must ‘identify a
7 case where an officer acting under similar circumstances as defendants was held to have violated
8 the Fourth Amendment’” in order to overcome qualified immunity. *Sharp v. Cnty. of Orange*, 871
9 F.3d 901, 911 (9th Cir. 2017) (emphasis in original, internal brackets omitted) (citing *White*, 137
10 S. Ct. at 552). “[T]he prior precedent must be ‘controlling’ — from the Ninth Circuit or the
11 Supreme Court — or otherwise be embraced by a ‘consensus’ of courts outside the relevant
12 jurisdiction.” *Id.* (citing *Wilson v. Layne*, 526 U.S. 603, 617 (1999)).

13 **1.2 Analysis**

14 Here, it is undisputed that when Detective Smith first tried to detain Mr. Burns at his
15 residence, he and Mr. Lawrence did not submit to the police and instead sped off in their truck.
16 Regardless of whether Detective Smith acted appropriately in approaching and pointing his gun at
17 them, and regardless of whether Mr. Burns knew that Detective Smith was a police officer, it is
18 undisputed that Mr. Burns was not physically subdued and did not submit to the police at this
19 point, and hence no seizure occurred. Likewise, it is undisputed that the police did not terminate
20 Mr. Burns’s freedom of movement during the car chase. Regardless of whether the police acted
21 appropriately in giving chase, and regardless of whether Mr. Lawrence’s truck rammed into police
22 vehicles or police vehicles rammed into the truck, it is undisputed that these collisions did not
23 actually stop the truck’s movement and Mr. Burns did not submit to the police, and hence no
24 seizure occurred then either. Before the point at which Mr. Lawrence pulled over and stopped the
25 truck and Mr. Burns ran out into the intersection — where he was shot by Detectives Loercher and
26 Ramirez — Mr. Burns was not seized, and therefore cannot sustain a claim for unlawful seizure
27 prior to the shooting.

28 Additionally, even if the officers seized Mr. Burns unlawfully before the shooting, the officers

1 are entitled to qualified immunity. Reasonable police officers in the defendants’ position would
2 not necessarily have known for certain that a seizure was unlawful. The officers could reasonably
3 believe that they had the authority to lawfully seize Mr. Burns, either as an occupant of his house
4 to be detained pursuant to a search warrant issued for that house, or as an occupant of a vehicle
5 that they believed had conducted multiple traffic violations. The plaintiffs have cited no
6 controlling cases clearly establishing that the officers’ actions violated Mr. Burns’s constitutional
7 rights prior to the shooting, and hence the officers are entitled to qualified immunity.

8

9 **2. Mr. Burns’s Section 1983 Claim for Excessive Force Regarding the Shooting**

10 Detectives Loercher and Ramirez — the two officers who shot Mr. Burns — have not moved
11 for summary judgment with respect to Mr. Burns’s excessive-force claim. The other defendants,
12 however — none of whom fired a shot — have moved for summary judgment. Mr. Burns argues
13 that they should nonetheless be held liable for his excessive-force claim for the shooting as
14 “integral participants” in the shooting and for failing to intercede in the shooting, and —
15 specifically as to Detective Hansen and Sergeant White — should be held liable as supervisors.
16 The evidence in the record, however, does not support that the non-shooting officers were integral
17 participants in the shooting or that they had a realistic opportunity to intercede and failed to do so,
18 nor does it support a claim of supervisory liability against Detective Hansen or Sergeant White.
19 Consequently, all defendants other than Detectives Loercher and Ramirez are entitled to summary
20 judgment with respect to Mr. Burns’s excessive-force claim for the shooting.

21 **2.1 Excessive Force in General**

22 **2.1.1 Governing Law**

23 “Determining whether the force used to effect a particular seizure is reasonable under the
24 Fourth Amendment requires a careful balancing of the nature and quality of the intrusion on the
25 individual’s Fourth Amendment interests against the countervailing governmental interests at
26 stake.” Graham, 490 U.S. at 396 (citations and internal quotation marks omitted). To do so, a
27 court must evaluate “the facts and circumstances of each particular case, including [(1)] the
28 severity of the crime at issue, [(2)] whether the suspect poses an immediate threat to the safety of

1 the officers or others, and [(3)] whether he is actively resisting arrest or attempting to evade arrest
2 by flight.” Id. (citations omitted). The Graham factors, however, are not exhaustive. *George v.*
3 *Morris*, 736 F.3d 829, 837–38 (9th Cir 2013). Because “there are no per se rules in the Fourth
4 Amendment excessive force context,” *Mattos*, 661 F.3d at 441, courts must “examine the totality
5 of the circumstances and consider ‘whatever specific factors may be appropriate in a particular
6 case, whether or not listed in *Graham*.’” *Bryan v. McPherson*, 630 F.3d 805, 826 (9th Cir. 2010)
7 (citations omitted).

8 “The reasonableness of a particular use of force must be judged from the perspective of a
9 reasonable officer on the scene, rather than with the 20/20 vision of hindsight.” *Graham*, 490 U.S.
10 at 396 (citing *Terry v. Ohio*, 392 U.S. 1, 20–22 (1968)); see id. at 396 (“‘Not every push or shove,
11 even if it may later seem unnecessary in the peace of a judge’s chambers,’ . . . violates the Fourth
12 Amendment.”) (citations omitted). This is because “[t]he calculus of reasonableness must embody
13 allowance for the fact that police officers are often forced to make split-second judgments — in
14 circumstances that are tense, uncertain, and rapidly evolving — about the amount of force that is
15 necessary in a particular situation.” Id. at 396–97.

16 It is also important to remember that the court’s review of the evidence is influenced by the
17 fact that the other principal witness to these events — Mr. Burns — is dead. Of such cases the
18 Ninth Circuit has said: “We are mindful that cases in which the victim of alleged excessive force
19 has died ‘pose a particularly difficult problem’ in assessing whether the police acted reasonably,
20 because ‘the witness most likely to contradict [the officers’] story . . . is unable to testify.’”
21 *Gregory v. Cnty. of Maui*, 523 F.3d 1103, 1107 (9th Cir. 2008) (quoting *Scott v. Henrich*, 39 F.3d
22 912, 915 (9th Cir.1994)). “Accordingly, [the court] must ‘carefully examine all the evidence in the
23 record’ to determine if the officers’ account of the events is credible.” Id. (quoting *Scott*, 39 F.3d
24 at 915). “Following such reasoning, [the Ninth Circuit] ha[s] denied summary judgment to
25 defendant police officers in cases where ‘a jury might find the officers’ testimony that they were
26 restrained in their use of force not credible, and draw the inference from the medical and other
27 circumstantial evidence that the plaintiff’s injuries were inflicted on him by the officers’ use of
28 excessive force.’” Id. (quoting *Santos v. Gates*, 287 F.3d 846, 852 (9th Cir. 2002)).

1 In analyzing excessive-force claims, courts must look solely at whether the use of force itself
2 was reasonable. As the Supreme Court has recently clarified, an excessive-force claim cannot be
3 based on a “provocation” theory that police officers committed other Fourth Amendment
4 violations prior to the use of force that escalated the situation and thereby provoked a violent
5 confrontation that resulted in the use of force. *Cnty. of L.A. v. Mendez*, 137 S. Ct. 1539 (2017). In
6 that case, police officers entered a shack without a warrant and without announcing their presence,
7 saw two individuals inside — one of whom was holding a BB gun — and fired fifteen shots at
8 them, severely wounding them. *Id.* at 1544–45. Among other Fourth Amendment claims, the
9 plaintiffs brought a claim for excessive force against the police for the shooting. *Id.* at 1545. The
10 trial court and the Ninth Circuit held that the shooting itself was a reasonable response given the
11 police’s belief that one of the individuals had a gun and was threatening them, but held that the
12 police had “provoked” the situation by entering the shack without a warrant and hence could be
13 held liable for an excessive-force claim for the resultant shooting. *See id.* at 1545–46. The
14 Supreme Court reversed and held that the officers could not be held liable for excessive force. *Id.*
15 at 1547. Setting aside whether the police might be separately liable for a Fourth Amendment claim
16 for the warrantless entry, the Supreme Court rejected the “provocation” doctrine and held that
17 those prior acts could not give rise to a claim for excessive-force claim under a theory that those
18 earlier violations “provoked” the shooting, holding that each alleged Fourth Amendment violation
19 must be analyzed separately. *Id.*

20 “In order for a person acting under color of state law to be liable under section 1983 there must
21 be a showing of personal participation in the alleged rights deprivation: there is no respondeat
22 superior liability under section 1983.” *Jones v. Williams*, 297 F.3d 930, 934 (9th Cir. 2002)
23 (citations omitted).

24 **2.1.2 Analysis**

25 In order for the non-shooting officers to be liable, they must have personally participated in the
26 alleged rights deprivation. As it is undisputed that no other officer personally fired a shot, the
27 court therefore examines whether the non-shooting officers can be held liable as integral
28 participants to the shooting or for failing to intercede in the shooting, or — with respect to

1 Detective Hansen and Sergeant White — can be held liable as supervisors.

2 **2.2 Integral Participation**

3 **2.2.1 Governing Law**

4 “An officer’s liability under 42 U.S.C. § 1983 is predicated on his ‘integral participation’ in
5 the alleged [constitutional] violation.” *Blankenhorn v. City of Orange*, 485 F.3d 463, 481 n.12 (9th
6 Cir. 2007) (citing *Chuman v. Wright*, 76 F.3d 292, 294–95 (9th Cir. 1996)). The “integral
7 participant” rule “extends liability to those actors who were integral participants in the
8 constitutional violation, even if they did not directly engage in the unconstitutional conduct
9 themselves.” *Hopkins v. Bonvicino*, 573 F.3d 752, 770 (9th Cir. 2009). Integral participation “does
10 not require that each officer’s actions themselves rise to the level of a constitutional violation.”
11 *Blankenhorn*, 485 F.3d at 481 n.12 (quoting *Boyd v. Benton Cnty.*, 374 F.3d 773, 780 (9th Cir.
12 2004)). “But it does require some fundamental involvement in the conduct that allegedly caused
13 the violation.” *Id.* (citing *Boyd*, 374 F.3d at 780). Liability cannot be premised on a theory that the
14 constitutional violation was the result of a “team effort” — each individual officer can only be
15 held liable based on his or her own individual conduct. *Chuman v. Wright*, 76 F.3d 292, 295 (9th
16 Cir. 1996).

17 **2.2.2 Analysis**

18 Mr. Burns has offered no evidence that any of the non-shooting officers were integral
19 participants in the shooting. Instead, he argues that the other officers were integral participants in
20 escalating and provoking the situation that led up to the shooting through their “poor planning and
21 poor execution” of the search warrant and the Burns operation as a whole.⁶¹ Among other things,
22 he argues that the police failed to properly identify themselves as police officers, which resulted in
23 his and Mr. Lawrence’s belief that they were being targeted by unknown assailants, which in turn
24 resulted in their fleeing in their truck and beginning a car chase.⁶² He then argues that the police
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26 ⁶¹ See Opp’n – ECF 230 at 19 (“The poor planning and poor execution by the officers is what created
27 the chaotic scene. The operation was not only poorly planned, [it] was modified on the fly without any
28 consideration for safety.”); see generally *id.* at 19–22.

⁶² *Id.* at 21.

1 rammed Mr. Lawrence’s truck with their vehicles, further escalating the situation.⁶³ But Mr.
2 Burns’s version of events, even if credited, does not establish that any non-shooting officer was an
3 integral participant in the shooting. As the Supreme Court has instructed in *Mendez*, Mr. Burns’s
4 excessive-force claim for the use of force in the shooting must be analyzed separately from his
5 complaints about the police’s actions prior to that use of force. See *Mendez*, 137 S. Ct. at 1537.
6 Liability for the non-shooting officers cannot be based on a theory that they escalated and
7 provoked the situation that resulted in the shooting. See *id.* As Mr. Burns argues only that the non-
8 shooting officers escalated and provoked the situation leading up to the shooting but offers no
9 evidence that they were integral participants in the shooting itself, Mr. Burns cannot maintain an
10 excessive-force claim for the shooting against the non-shooting officers.

11 **2.3 Failure to Intercede**

12 **2.3.1 Governing Law**

13 “[P]olice officers have a duty to intercede when their fellow officers violate the constitutional
14 rights of a suspect or other citizen.” *United States v. Koon*, 34 F.3d 1416, 1447 n.25 (9th Cir.
15 1994), *rev’d on other grounds*, 518 U.S. 81 (1996). “Importantly, however, officers can be held
16 liable for failing to intercede only if they had an opportunity to intercede.” *Cunningham v. Gates*,
17 229 F.3d 1271, 1289 (9th Cir. 2000); *see also id.* at 1290 (opportunity to intercede must be a
18 “realistic opportunity”). In a police shooting case, summary judgment in favor of non-shooting
19 officers may be appropriate if they were present during the shooting but did not know that the
20 shooting officers were going to shoot and were not physically capable of preventing the shooting.
21 *See Ting*, 927 F.2d at 1511–12; *accord Cunningham*, 229 F.3d at 1290.⁶⁴

22 **2.3.2 Analysis**

23 Mr. Burns has offered no evidence that any of the non-shooting officers had a realistic
24 opportunity to intercede in the shooting. There is no evidence in the record that any of them knew

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26 ⁶³ *Id.* at 21–22.

27 ⁶⁴ *Cf. Caylor v. City of Seattle*, No. C11-1217RAJ, 2013 WL 1855739, at *15 (W.D. Wash. Apr. 30,
28 2013) (cited by Opp’n – ECF No. 230 at 28) (denying summary judgment to non-shooting officer who
was told in advance by shooting officer that he planned to shoot and who “did nothing but tell [him]
not to miss”).

1 that Detectives Loercher or Ramirez were going to shoot Mr. Burns. Nor is there evidence that
2 they were physically capable of preventing the shooting. Cf. *Ting*, 927 F.2d at 1511–12 (affirming
3 summary judgment and holding that even when all parties were in a single bedroom, four non-
4 shooting officers were “physically incapable” of preventing fifth officer from shooting suspect,
5 given that non-shooting officers were positioned “around the room”).⁶⁵ Additionally, the non-
6 shooting officers are entitled to qualified immunity. Mr. Burns cites to no controlling cases that
7 clearly establish in the situation at hand — where the police were pursuing a suspect whom they
8 believed might be armed in a rapidly evolving situation — that the non-shooting officers had a
9 duty to intercede Detectives Loercher or Ramirez and prevent them from shooting. Cf. *Graham*,
10 490 U.S. at 396–97 (“The calculus of reasonableness must embody allowance for the fact that
11 police officers are often forced to make split-second judgments — in circumstances that are tense,
12 uncertain, and rapidly evolving — about the amount of force that is necessary in a particular
13 situation.”).

14 **2.4 Supervisory Liability**

15 **2.4.1 Governing Law**

16 “A defendant may be held liable as a supervisor under § 1983 ‘if there exists either (1) his or
17 her personal involvement in the constitutional deprivation, or (2) a sufficient causal connection
18 between the supervisor’s wrongful conduct and the constitutional violation.’” *Starr v. Baca*, 652
19 F.3d 1202, 1207 (9th Cir. 2011) (quoting *Hansen v. Black*, 885 F.2d 642, 646 (9th Cir.1989)).

20 “Supervisors can be held liable for: 1) their own culpable action or inaction in the training,
21 supervision, or control of subordinates; 2) their acquiescence in the constitutional deprivation of
22 which a complaint is made; or 3) for conduct that showed a reckless or callous indifference to the
23 rights of others.” *Cunningham*, 229 F.3d at 1292 (citing *Larez v. City of L.A.*, 946 F.2d 630, 646
24 (9th Cir. 1991)). In other words, a supervisor can be held liable in his individual capacity “if he set
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26
27 ⁶⁵ Mr. Burns’s “kill shot” theory does not change this conclusion. Even crediting that theory, there is
28 no evidence in the record that any other officer besides Detectives Loercher or Ramirez were involved
in any such shot or knew that anyone was going to fire such a shot, much less that any other officer
had a realistic opportunity to intercede.

1 in motion a series of acts by others, or knowingly refused to terminate a series of acts by others,
2 which he knew or reasonably should have known, would cause others to inflict the constitutional
3 injury.” *Larez v. City of L.A.*, 946 F.2d 630, 646 (9th Cir. 1991) (citations and internal quotation
4 marks and brackets omitted).

5 **2.4.2 Analysis**

6 Mr. Burns has offered no evidence that Detective Hansen or Sergeant White knew or
7 reasonably should have known that their actions or inactions would result in the constitutional
8 injury of which he complains, i.e., the shooting. As to Detective Hansen, Mr. Burns argues that he
9 “clearly set the wheels in motion in this case with his ad hoc plan [for the Burns operation] and
10 modification with total disregard to the safety risks created by that action, not to mention to [sic]
11 direct violation of departmental understanding.”⁶⁶ But that does not mean Detective Hansen knew
12 or should have known that his ostensibly careless or bungled plan would result in anyone’s
13 shooting Mr. Burns, particularly given that his Operational Order instructed officers to keep their
14 fingers off of their gun triggers until a threat presented itself. Cf. *Estate of Lopez ex rel. Lopez v.*
15 *Torres*, No. 15-cv-0111-GPC-MDD, 2016 WL 429910, at *8 (S.D. Cal. Feb. 4, 2016) (holding
16 that police supervisor that provided to SWAT team erroneous information about dangerousness of
17 suspect that he allegedly should have known “would cause heightened tension, awareness, and
18 fear, and would give rise to a likelihood of the immediate use of deadly force,” was not liable,
19 because it was not reasonable to infer that supervisor knew or should have known that an officer
20 “would use more force than necessary under the circumstances” and shoot the plaintiff). As to
21 Sergeant White, Mr. Burns offers no evidence and makes no real argument about his supervisory
22 actions or inactions in connection with the shooting at all.⁶⁷

23 * * *

24 For the foregoing reasons, summary judgment in favor of all of the non-shooting officer
25 defendants as to Mr. Burns’s claim for excessive force for the shooting is granted.

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27 _____
28 ⁶⁶ See Opp’n – ECF No. 230 at 26; see also *id.* at 20, 25.

⁶⁷ See Opp’n – ECF No. 230 at 17, 25.

1 **3. Mr. Burns’s Section 1983 Claim for Excessive Force Regarding the Canine Deployment**

2 All defendants have moved for summary judgment with respect to Mr. Burns’s claim for
3 excessive force regarding the deployment of a police dog against him. It is undisputed that by the
4 time the dog was deployed, Mr. Burns had already been shot and was lying on the ground. There
5 are questions of material fact as to whether Officer Switzer — the canine handler — acted
6 reasonably in deploying the dog and whether he is entitled to qualified immunity. Additionally,
7 there are questions of material fact as to whether Detectives Loercher, Ramirez, Hansen, and
8 Montero had an opportunity to intercede in the dog attack and failed to do so. Finally, there are
9 questions of material fact as to whether Sergeant White is subject to supervisory liability.
10 Summary judgment as to these defendants for Mr. Burns’s excessive-force claim for the dog
11 deployment is therefore denied.

12 **3.1 Governing Law**

13 As the Ninth Circuit recently reconfirmed, “continued force against a suspect who has been
14 brought to the ground can violate the Fourth Amendment.” *Zion v. Cnty. of Orange*, 874 F.3d
15 1072, 1076 (9th Cir. 2017) (citing *Drummond v. City of Anaheim*, 343 F.3d 1052, 1057–58 (9th
16 Cir. 2003); *Davis v. City of Las Vegas*, 478 F.3d 1048, 1053 (9th Cir. 2007)). In *Zion*, a police
17 officer fired a nine-round volley from about fifteen feet away at a suspect, who was wounded and
18 dropped to the ground. *Id.* at 1075. The officer then ran up to where the suspect had fallen and,
19 from about four feet away, fired nine more rounds at the suspect, and then stomped on his head
20 three times. *Id.* The Ninth Circuit held that it was “clearly established” that this continued use of
21 force on a suspect who was wounded, brought to the ground, and no longer posed a threat,
22 violated the Fourth Amendment. *Id.* at 1076 (citing *Drummond*, 343 F.3d at 1057–58; *Davis*, 478
23 F.3d at 1053).

24 Excessive force is not limited to police shootings. The use of a police dog is certainly subject
25 to Fourth Amendment excessive-force analysis. *Watkins v. City of Oakland*, 145 F.3d 1087, 1093
26 (9th Cir. 1998) (“We . . . hold that the . . . use of the police dog is subject to excessive force
27 analysis”) (quoting *Mendoza v. Block*, 27 F.3d 1357, 1362 (9th Cir. 1994)). “Use of a trained
28 police dog may be regarded as ‘intermediate force’ or ‘deadly force,’ depending on the factual

1 circumstances in the case.” *Ledesma v. Kern Cnty.*, No. 1:14-cv-01634-DAD-JLT, 2016 WL
2 6666900, at *10 (E.D. Cal. Nov. 10, 2016); see *Maney v. Garrison*, 681 F. App’x 210, 220 (4th
3 Cir. 2017) (“[A] bite from a police canine is a significant use of force.”). The use may or may not
4 be constitutional. See *Watkins*, 145 F.3d at 1092–93 (discussing *Chew v. Gates*, 27 F.3d 1432 (9th
5 Cir. 1994)).

6 **3.2 Analysis**

7 **3.2.1 Officer Switzer**

8 The record indicates there are disputes of material fact as to the Graham factors as to whether
9 Officer Switzer’s deployment of his dog on Mr. Burns was reasonable. Among other things, there
10 appear to be disputes about whether or not Mr. Burns posed an immediate threat to the safety of
11 the officers and whether or not Mr. Burns was still actively resisting arrest. There is evidence in
12 the record that suggests that when Officer Switzer deployed his dog, Mr. Burns had not yet been
13 apprehended and moved in a way that suggested he might be reaching for a weapon and still posed
14 a threat to the officers’ safety. But there is also evidence that suggests that, to the contrary, Mr.
15 Burns was not resisting and posed little if any threat to the safety of the officers, and that multiple
16 officers felt comfortable in approaching Mr. Burns and standing next to him. The court is also
17 mindful of the fact that Mr. Burns is unable to testify as to his version of the events, and therefore
18 “must ‘carefully examine all the evidence in the record’ to determine if the officers’ account of the
19 events is credible.” *Gregory*, 523 F.3d at 1107 (quoting *Scott*, 39 F.3d at 915); see also *Zion*, 874
20 F.3d at 1076 (a court “may not simply accept what may be a self-serving account by the police
21 officer” in determining whether suspect still posed a threat) (quoting *Scott*, 39 F.3d at 915). A jury
22 could reasonably find that when Officer Switzer deployed his dog, Mr. Burns had already been
23 shot multiple times, was incapacitated and dying on the street, and no longer posed a threat. A jury
24 could further reasonably find that despite having already approached and surrounded Mr. Burns
25 with their guns drawn on him, the police nonetheless deployed a dog on him that attacked him for
26 ten to fifteen seconds. Drawing all factual inferences in Mr. Burns’s favor, the court cannot say as
27 a matter of law that Officer Switzer’s deployment of his dog and the force the dog applied to Mr.
28 Burns was reasonable.

1 Nor can the court say as a matter of law that Officer Switzer is entitled to qualified immunity.
2 As the Ninth Circuit recently confirmed in *Zion*, it has long been clearly established law that the
3 police cannot use continued force against a suspect who no longer poses a threat, such as in a
4 situation (presented in that case and in this one) where the suspect has already been shot multiple
5 times and may be wholly incapacitated on the ground. *Zion*, 874 F.3d at 1076 (citing *Drummond*,
6 343 F.3d at 1057–58; *Davis*, 478 F.3d at 1053); see also *Mendoza v. Block*, 27 F.3d 1357, 1362
7 (9th Cir. 1994) (holding that it is clearly established law that the police may not deploy a dog on
8 an individual who has been handcuffed and is under police control).⁶⁸ Drawing all factual
9 inferences in Mr. Burns’s favor, a reasonable jury could find that Officer Switzer deployed a dog
10 on an incapacitated, dying individual who posed no threat to officers and, in doing so, violated
11 clearly established law.

12 Officer Switzer also advanced an alternate argument, namely, that he is entitled to qualified
13 immunity because Sergeant White authorized him to deploy his dog.⁶⁹ This is unavailing. Even
14 assuming reliance on a supervisor entitles an officer to qualified immunity — a proposition for
15 which Officer Switzer cites no authority — Officer Switzer’s testimony established that a
16 supervisor cannot order him to deploy his dog and that he independently made the decision to do
17 so.

18 For the foregoing reasons, Officer Switzer’s motion for summary judgment as to Mr. Burns’s
19 excessive-force claim for the use of his dog is denied.

20 **3.2.2 Sergeant White**

21 The record indicates that Sergeant White approved Officer Switzer’s deployment of his dog.
22 The fact that Officer Switzer cannot rely on Sergeant White to claim automatic qualified immunity
23 does not conversely mean that Sergeant White is shielded from his own potential liability as a
24

25 ⁶⁸ Notably, *Zion* did not establish a new rule. If it had, there might be a question as to whether a rule
26 announced in 2017 was clearly established at the time of Mr. Burns’s shooting in 2013. But the Ninth
27 Circuit was clear that its decision in *Zion* was only reapplying law that had been clearly established
28 long before the shooting here. See *Zion*, 874 F.3d at 1076 (citing *Drummond* and *Davis*, two cases that
well predated 2013).

⁶⁹ Defs.’ Burns Mot. – ECF No. 225 at 39.

1 supervisor. By authorizing Officer Switzer to deploy his dog, Sergeant White acquiesced in the
2 alleged constitutional deprivation of which Mr. Burns complains — the excessive force from the
3 dog bite — and arguably showed a reckless or callous indifference to Mr. Burns’s rights. Sergeant
4 White therefore potentially has supervisory liability with respect to this claim. Additionally, for
5 the same reasons as described above for Officer Switzer, Sergeant White is not entitled to
6 qualified immunity as a matter of law. Sergeant White’s motion for summary judgment as to Mr.
7 Burns’s excessive-force claim for the use of the police dog is therefore denied.

8 **3.2.3 The Other Officers**

9 While the record is not entirely clear, there is evidence that Detectives Loercher, Ramirez, and
10 Hansen, and CPD Officer Montero, may have been standing next to Mr. Burns when Officer
11 Switzer’s dog attacked him. The court cannot say as a matter of law that these officers had no
12 realistic opportunity to intercede and prevent or limit the dog’s attack. Cf. *Kyles v. Baker*, 72 F.
13 Supp. 3d 1021, 1040 (N.D. Cal. 2014) (denying summary judgment to non-canine-handler officer
14 in case where dog bit suspect for thirty seconds, because officer was “in close proximity . . . to
15 where [dog] was biting [plaintiff]’s leg” and, “[v]iewing the facts in the light most favorable to
16 [plaintiff], it is reasonable to infer that this amount of time, combined with [officer]’s proximity to
17 the alleged misconduct, provided [officer] with a realistic opportunity to intercede”). Additionally,
18 for the same reasons as described above for Officer Switzer, these officers are not entitled to
19 qualified immunity as a matter of law.

20 As to the remaining officers, however, Mr. Burns offers no evidence supporting liability.
21 There is no evidence that any of the remaining officers knew that Officer Switzer would deploy
22 his dog or were otherwise integral participants in the dog’s deployment. Nor is there any evidence
23 that any of the remaining officers, who were not standing next to Mr. Burns or the dog at the time,
24 had a realistic opportunity to intercede.

25 The motions of Detectives Loercher, Ramirez, and Hansen, and Officer Montero, for summary
26 judgment as to Mr. Burns’s excessive-force claim for the use of the police dog are therefore
27 denied. The motions of all remaining officers for summary judgment as to this claim are granted.
28

1 **4. Mr. Burns’s Section 1983 Claim for Deliberate Indifference to His Medical Needs**

2 All defendants have moved for summary judgment with respect to Mr. Burns’s claim for
3 deliberate indifference to his medical needs. Mr. Burns cites no credible evidence that meets the
4 standard for this claim, and hence summary judgment for all defendants is appropriate.

5 **4.1 Governing Law**

6 A pretrial detainee in the custody of the state can bring a claim for deliberate indifference to
7 his or her medical needs under the due-process clause of the Fourteenth Amendment, analogous to
8 the right of a criminal convict with respect to his or her medical needs under the Eighth
9 Amendment. See *Gibson v. Cnty. of Washoe*, 290 F.3d 1175, 1187 (9th Cir. 2002). “Due process
10 requires that police officers seek the necessary medical attention for a detainee when he or she has
11 been injured while being apprehended by either promptly summoning the necessary medical help
12 or by taking the injured detainee to a hospital.” *Maddox v. City of L.A.*, 792 F.2d 1408, 1415 (9th
13 Cir. 1986) (citing *City of Revere v. Mass. Gen. Hosp.*, 463 U.S. 239, 245 (1983)).

14 The standard that a plaintiff must meet to establish a due-process violation under the
15 Fourteenth Amendment is higher than the standard for an unlawful-seizure or excessive-force
16 claim under the Fourth Amendment. Whereas an alleged Fourth Amendment violation is evaluated
17 under a reasonableness standard, *Robinette*, 519 U.S. at 34, “the Due Process Clause is violated by
18 executive action only when it ‘can be properly characterized as arbitrary, or conscience shocking,
19 in a constitutional sense.’” *Cnty. of Sacramento v. Lewis*, 523 U.S. 833, 847 (1998) (quoting
20 *Collins v. Harker Heights*, 503 U.S. 115, 128 (1992)); accord *Porter v. Osborn*, 546 F.3d 1131,
21 1137 (9th Cir. 2008) (“[O]nly official conduct that ‘shocks the conscience’ is cognizable as a due
22 process violation.”) (citing *Lewis*, 523 U.S. at 846). “Where actual deliberation is practical, then
23 an officer’s ‘deliberate indifference’ may suffice to shock the conscience. On the other hand,
24 where a law enforcement officer makes a snap judgment because of an escalating situation, his
25 conduct may be found to shock the conscience only if he acts with a purpose to harm unrelated to
26 legitimate law enforcement objectives.” *Hayes v. Cnty. of San Diego*, 736 F.3d 1223, 1230 (9th
27 Cir. 2013) (citing *Wilkinson*, 610 F.3d at 554).

28 In the recent *Zion* decision, the Ninth Circuit rejected an argument by a police shooting victim

1 that the “deliberate indifference” standard should apply after police fired an initial volley of nine
2 shots at him. Instead, the Ninth Circuit applied the heightened “purpose to harm” standard,
3 holding that the police’s actions came in rapid succession without time for reflection. *Zion*, 874
4 F.3d at 1077. Even when the police fired a second volley of nine additional shots at the suspect
5 after he was already on the ground, the Ninth Circuit held that the police’s actions should be
6 measured against the “purpose to harm” standard, because “[w]hether excessive or not” for the
7 purpose of a Fourth Amendment excessive-force claim, “the shootings served the legitimate
8 purpose of stopping a dangerous suspect” and therefore were not a Fourteenth Amendment
9 violation. *Id.*

10 **4.2 Analysis**

11 The defendants, in their motions, cite to evidence showing that after the shooting, officers
12 approached Mr. Burns to check for vital signs and brought up a medical bag to try to tend to Mr.
13 Burns, and that medical personnel were called to the scene, but they could do nothing for Mr.
14 Burns, who was already deceased.⁷⁰ Mr. Burns cites to no credible evidence to support a claim that
15 the officers acted even with deliberate indifference, much less any evidence that meets the higher
16 purpose to harm standard.⁷¹

17 In any event, the officers are entitled to qualified immunity. Mr. Burns cites to no controlling
18 cases clearly establishing that the officers’ actions here with respect to his medical needs violated
19 his constitutional rights. The Ninth Circuit has addressed situations in which officers were alleged
20 to have been deliberately indifferent to the medical needs of a pretrial detainee held in a state jail
21 pending trial, analogizing the rights under the Fourteenth Amendment of pretrial detainees held in
22 a jail to the rights under the Eighth Amendment of convicted inmates held in a prison. See, e.g.,
23 *Gibson*, 290 F.3d at 1187 (“In order to comply with their duty not to engage in acts evidencing
24 deliberate indifference to inmates’ medical and psychiatric needs, jails must provide medical staff
25 who are ‘competent to deal with prisoners’ problems.’”) (quoting *Hoptowit v. Ray*, 682 F.2d 1237,

26
27 ⁷⁰ Defs.’ Burns Mem. – ECF No. 225 at 21–22.

28 ⁷¹ See Opp’n – ECF No. 230 at 29–30 (citing no evidence).

1 1253 (9th Cir. 1982)). But at the time at which Mr. Burns complains that the officers were
2 indifferent to his medical needs, he was not even an arrestee, much less a jailed detainee vis-à-vis
3 whom the police would have a practical opportunity to deliberate. The situation at the time was
4 still an escalating one where officers had to make snap judgments. See generally *Zion*, 874 F.3d at
5 1077. Mr. Burns cites to no cases that clearly establish that the officers’ response to his medical
6 needs in this type of situation was unconstitutional. Cf. *Reyes ex rel. Reyes v. City of Fresno*, No.
7 CV F 13-0418 LJO SKO, 2013 WL 2147023, at *2, 7 (E.D. Cal. May 15, 2013) (holding that
8 allegations that officers fired a volley of shots at suspect and then, after he fell to the ground, fired
9 a second volley of shots at him and then waited several minutes before providing first aid, and that
10 paramedics did not arrive until twenty minutes later, did not plead a valid claim for deliberate
11 indifference to medical needs). In the absence of any controlling cases to the contrary, the officers
12 are entitled to qualified immunity.

13 For the foregoing reasons, the summary-judgment motions of all officers as to Mr. Burns’s
14 claim for deliberate indifference to his medical needs is granted.

16 **5. Mr. Burns’s State-Law Battery Claim**

17 Detectives Loercher and Ramirez have not moved for summary judgment with respect to Mr.
18 Burns’s battery claim. All of the other officers have. Officer Switzer’s motion for summary
19 judgment must be denied as to Mr. Burns’s battery claim for the dog bite. The motions of all other
20 officers are granted.

21 **5.1 Governing Law**

22 “The elements of a battery claim in California are that (1) the defendant intentionally did an
23 act that resulted in harmful or offensive contact with the plaintiff’s person, (2) the plaintiff did not
24 consent to the contact, and (3) the contact caused injury, damage, loss or harm to the plaintiff.”
25 *Tekle v. United States*, 511 F.3d 839, 855 (9th Cir. 2007) (citations omitted). “The intent necessary
26 to constitute civil battery is not an intent to cause harm, but an intent to do the act which causes
27 the harm.” Cal. Civil Jury Instructions § 7.50.

28 Additionally, “[i]n order to prevail on a claim of battery against a police officer, the plaintiff

1 bears the burden of proving the officer used unreasonable force.” *Munoz v. City of Union City*, 120
2 Cal. App. 4th 1077, 1102 (2004) (citing *Edson v. City of Anaheim*, 63 Cal. App. 4th 1269, 1272
3 (1998)). The test for reasonableness for the purposes of a state-law battery claim against a police
4 officer is the same as that for a Section 1983 claim alleging a violation of the Fourth Amendment.
5 Id.

6 **5.2 Analysis**

7 Officer Switzer’s motion for summary judgment fails. Officer Switzer (1) intentionally did an
8 act — deploying his dog — that resulted in harmful contact with Mr. Burns, (2) to which Mr.
9 Burns did not consent, (3) that caused injury to Mr. Burns. Additionally, as discussed above, there
10 are disputes of material fact as to whether Officer Switzer acted unreasonably. As such, his motion
11 as to Mr. Burns’s battery claim for the dog deployment must be denied.

12 The remaining officers’ motions must be granted. While the court is denying the motions for
13 summary judgment of several officers in addition to Officer Switzer as to Mr. Burns’s Section
14 1983 claims for the dog deployment, it does so because there are disputes of material fact as to
15 whether those officers failed to intercede or were liable as supervisors. But failing to intercede or
16 serving as a supervisor are not intentional acts and therefore do not meet the elements of a state-
17 law battery claim. Summary judgment for those officers (and for all other officers) for the battery
18 claim is therefore appropriate.

19 20 **6. Mr. Burns’s Parents’ Section 1983 Claim for Deprivation of Their Right to Familial** 21 **Association**

22 Detectives Loercher and Ramirez have not moved for summary judgment with respect to this
23 claim. All of the other officers have. These motions are granted.

24 **6.1 Governing Law**

25 The Fourteenth Amendment’s substantive due-process clause protects against the arbitrary or
26 oppressive exercise of government power. See *Cnty. of Sacramento v. Lewis*, 523 U.S. 833, 845-
27 46 (1998). Parents and children may assert Fourteenth Amendment substantive due-process claims
28 if they are deprived of their liberty interest in the companionship and society of their child or

1 parent through official conduct. See *Lemire v. Cal. Dep’t of Corr. & Rehabilitation*, 726 F.3d
2 1062, 1075 (9th Cir. 2013) (parents and children); *Smith v. City of Fontana*, 818 F.2d 1411, 1418–
3 19 (9th Cir. 1987); *Curnow v. Ridgecrest Police*, 952 F.2d 321, 325 (9th Cir. 1991) (parent);
4 *Crumpton v. Gates*, 947 F.2d 1418, 1421-24 (9th Cir. 1991) (child); cf. *Ward v. City of San Jose*,
5 967 F.2d 280, 284 (9th Cir. 1992) (sibling has no constitutionally protected interest in brother’s
6 companionship under Section 1983).

7 As discussed above, “only official conduct that ‘shocks the conscience’ is cognizable as a due
8 process violation.” *Porter*, 546 F.3d at 1137 (citing *Lewis*, 523 U.S. at 846).

9 **6.2 Analysis**

10 Detectives Loercher and Ramirez have not moved for summary judgment with respect to this
11 claim. All of the non-shooting officers have. For the same reasons as discussed above with respect
12 to Mr. Burns’s individual Fourteenth Amendment claims, those officers are all entitled to
13 summary judgment with respect to Mr. Burns’s parents’ Fourteenth Amendment claims, as Mr.
14 Burns has offered no evidence that any of the non-shooting officers acted with a purpose to harm
15 him unrelated to legitimate law-enforcement objectives.⁷²

16
17 **7. Mr. Lawrence’s Section 1983 Claim for Unlawful Seizure, Illegal Detention, False
18 Imprisonment, and Excessive Force**

19 All officers have moved for summary judgment as to Mr. Lawrence’s claims. Their motions
20 must be granted.

21 As with Mr. Burns, Mr. Lawrence was not actually seized by the police until after he brought
22 his truck to a stop at the end of the car chase. He therefore cannot maintain a Fourth Amendment
23 claim (whether stylized as unlawful seizure, illegal detention, or false imprisonment) for the
24 events that occurred before that time. And by the time he was seized after the car chase, the police

25 _____
26 ⁷² If one were to credit Mr. Burns’s “kill shot” theory, one could reasonably infer that the officer who
27 fired that shot acted with an intentional purpose to harm him. Cf. *Zion*, 874 F.3d at 1077 (a reasonable
28 jury could infer that a police officer who took a running start and stomped on the head of suspect who
had already been shot multiple times and was lying on the ground acted out of a purpose to harm).
There is no evidence, however, that any officer other than Detectives Loercher or Ramirez (who are
not moving for summary judgment as to this claim anyway) fired any such shot.

1 had probable cause to arrest him for his reckless driving, see Cal. Vehicle Code § 23103, and
2 hence his subsequent seizure and detention were not unlawful. See *Atwater v. City of Lago Vista*,
3 532 U.S. 318, 323 (2001) (the Fourth Amendment does not forbid warrantless arrests for even
4 minor criminal offenses, such as a misdemeanor seatbelt violation punishable only by a fine).
5 Additionally, the police reasonably believed that Mr. Lawrence had knowingly fled from the
6 police and had rammed a police vehicle, and therefore either had probable cause or reasonably
7 believed they had probable cause to arrest him for those violations as well, and therefore are
8 entitled to qualified immunity. See *Hunter v. Bryant*, 502 U.S. 224, 228 (officers “are entitled to
9 immunity if a reasonable officer could have believed that probable cause existed to arrest
10 [plaintiff]”).

11 As for his excessive-force claim, Mr. Lawrence admitted in his deposition that he suffered no
12 physical injuries and points to no evidence in the record that the police hit him or otherwise used
13 excessive force in seizing him.⁷³ Summary judgment on behalf of all defendants with respect to
14 Mr. Lawrence’s claims is therefore appropriate.

15

16 **8. All Plaintiffs’ Claims for Municipality Liability**

17 The City of Concord has moved for summary judgment with respect to all plaintiffs’ claims of
18 municipality liability under *Monell v. New York City Department of Social Services*, 436 U.S. 658
19 (1978). The plaintiffs have not offered any evidence that meets the standard for imposing
20 municipality liability on the City, and hence the City’s motion is granted.

21 **8.1 Governing Law**

22 Liability against a government entity starts from the premise that there is no respondeat
23 superior liability under Section 1983, i.e., no entity is liable simply because it employs a person
24 who has violated a plaintiff’s rights. See, e.g., *Monell*, 436 U.S. at 691; *Taylor v. List*, 880 F.2d
25 1040, 1045 (9th Cir. 1989). Local governments can be sued directly under Section 1983 only if the
26 public entity maintains a policy or custom that results in a violation of plaintiff’s constitutional
27

28 ⁷³ See Opp’n – ECF No. 230 at 42 (citing no evidence).

1 rights. *Monell*, 436 U.S. at 690–91. To impose *Monell* entity liability under Section 1983 for a
 2 violation of constitutional rights, a plaintiff must show that: (1) the plaintiff possessed a
 3 constitutional right of which he or she was deprived; (2) the municipality had a policy; (3) this
 4 policy amounts to deliberate indifference to the plaintiff’s constitutional rights; and (4) the policy
 5 is the moving force behind the constitutional violation. See *Plumeau v. School Dist. # 40 Cnty. of*
 6 *Yamhill*, 130 F.3d 432, 438 (9th Cir. 1997); see also *Scott v. Henrich*, 39 F.3d 912, 916 (9th Cir.
 7 1994) (“municipal defendants cannot be held liable [where] no constitutional violation occurred”).

8 The Ninth Circuit has explained how a policy may be proved:

9 There are three ways to show a policy or custom of a municipality: (1) by showing
 10 “a longstanding practice or custom which constitutes the ‘standard operating
 11 procedure’ of the local government entity;” (2) “by showing that the decision-
 12 making official was, as a matter of state law, a final policymaking authority whose
 edicts or acts may fairly be said to represent official policy in the area of decision;”
 or (3) “by showing that an official with final policymaking authority either
 delegated that authority to, or ratified the decision of, a subordinate.”

13 *Menotti v. City of Seattle*, 409 F.3d 1113, 1147 (9th Cir. 2005) (quoting *Ulrich v. City and Cnty. of*
 14 *S.F.*, 308 F.3d 968, 984–85 (9th Cir. 2002)). The practice or custom must consist of more than
 15 “random acts or isolated events” and instead, must be the result of a “permanent and well-settled
 16 practice.” *Thompson v. City of L.A.*, 885 F.2d 1439, 1443–44 (9th Cir. 1988), overruled on other
 17 grounds by *Bull v. City and Cnty. of S.F.*, 595 F.3d 964 (9th Cir. 2010); see *City of St. Louis v.*
 18 *Praprotnik*, 485 U.S. 112, 127 (1988). Thus, “a single incident of unconstitutional activity is not
 19 sufficient to impose liability under *Monell* unless” there is proof that the incident “was caused by
 20 an existing, unconstitutional municipal policy” *City of Oklahoma City v. Tuttle*, 471 U.S. 808,
 21 823–24 (1985).

22 **8.2 Analysis**

23 As discussed above, the only constitutional claims that survive summary judgment are (1) Mr.
 24 Burns’s claims for excessive force against Detectives Loercher and Ramirez for the shooting, and
 25 his parents’ concomitant familial association claims, and (2) Mr. Burns’s claims against
 26 Detectives Loercher, Ramirez, and Hansen, Officers Switzer and Montero, and Sergeant White for
 27 the dog bite. The plaintiffs do not have any other valid constitutional claims, including any valid
 28 constitutional claim regarding the police’s investigation leading up to the search warrant, their

1 attempts to execute the search warrant, or the events that followed, including the car chase, up
2 until the shooting. The plaintiffs therefore cannot sustain a claim for municipality liability based
3 on those events either.

4 And the plaintiffs have offered no evidence that the City of Concord has a policy that was the
5 moving force behind either of the two constitutional violations that survive summary judgment
6 (the shooting and the dog bite). The plaintiffs complain that the City of Concord lacks formal
7 policies and fails to train its officers regarding the use and handling of confidential informants,
8 executing search warrants, car pursuits, and traffic stops.⁷⁴ But this all addresses the events leading
9 up to the shooting, when no constitutional violation occurred. It does not address, or establish a
10 dispute of material fact, as to whether the City had a policy that was the “moving force” cause
11 behind the shooting or the dog bite.⁷⁵

12 As to the shooting and the dog bite, the plaintiffs offer no evidence. First, the plaintiffs offer
13 no evidence of a longstanding practice or custom regarding police shootings or dog
14 deployments.⁷⁶ Cf. *Chew v. Gates*, 27 F.3d 1432, 1442–47 (9th Cir. 1994) (plaintiff may be able to
15 pursue municipality liability for dog bite where he has evidence of police policy on dog bites and,
16 additionally, evidence that the policy was the “moving force” cause of the officers deploying dog
17 on him). Second, the plaintiffs offer no evidence of a decision-making official who was, as a
18 matter of state law, the final policymaking authority in any area of decision, much less any
19 decisions by that official regarding shootings or dog deployments.⁷⁷ Third, the plaintiffs present no
20

21 ⁷⁴ See Opp’n – ECF No. 230 at 33–35.

22 ⁷⁵ Had Mr. Burns submitted to the police immediately and been seized, perhaps he could have
23 challenged the police’s search warrant or the confidential informants it used and the City’s policies
24 regarding the same. Likewise, had Mr. Burns stopped during the car chase and been seized, perhaps he
25 could have challenged the way the police conduct car pursuits or traffic stops and the City’s policies
26 regarding the same. But because he did not, and therefore was not seized, he cannot bring a claim
27 against the officers or the City for these actions. Cf. *McClendon*, 713 F.3d at 1217 (“Th[is] rule . . .
28 creates incentives for future defendants to submit to asserted police authority, thereby avoiding an
escalation of conflict that could have lethal consequences.”).

⁷⁶ See White “Person Most Knowledgeable” Dep. – ECF No. 233-1 at 38–116 (containing no evidence
regarding City’s shooting or dog bite policies) (cited by Opp’n – ECF No. 230 at 33–35).

⁷⁷ See Opp’n – ECF No. 230 at 33–35 (containing no evidence or argument regarding any decision-
making official).

1 evidence that an official with final policymaking authority delegated that authority to, or ratified
2 the decision of, a subordinate. The plaintiffs raise various complaints about the internal
3 investigation the police conducted regarding the events of that night and asserts that the CPD
4 Chief of Police Guy Swanger signed the final approval of the investigation report after it was
5 completed three years later,⁷⁸ but that does not show that Chief Swanger delegated or ratified any
6 decision as to the constitutional violations of which he complains. See *Trevino v. Gates*, 99 F.3d
7 911, 920–21 (9th Cir. 1996) (ratification may be found where “the officials involved adopted and
8 expressly approved of the acts of others who caused the constitutional violation,” but investigation
9 and deliberation “does not amount to ratification”). Finally, the plaintiffs present no evidence that
10 any policy was the “moving force” cause of either the shooting or the dog bite. In the absence of
11 any evidence satisfying the standards for municipality liability, summary judgment in favor of the
12 City is appropriate.⁷⁹

13 14 CONCLUSION

15 For the foregoing reasons, the court DENIES (1) the motions for summary judgment of
16 Detectives Chris Loercher, Francisco Ramirez, and Mike Hansen, Officers Matthew Switzer and
17 Eduardo Montero, and Sergeant Steven White, as to Mr. Burns’s claims under Section 1983 for
18 excessive force for the dog bite, and (2) the motion for summary judgment of Officer Switzer as to
19 Mr. Burns’s claims for state-law battery for the dog bite. Those claims, so limited, together with
20 (1) Mr. Burns’s claims against Detectives Loercher and Ramirez (a) under Section 1983 for
21 excessive force for the shooting and (b) for state-law battery for the shooting, and (2) Mr. Burns’s
22 parents’ claims against Detectives Loercher and Ramirez under Section 1983 for deprivation of
23

24 ⁷⁸ See *id.* at 36– 40.

25 ⁷⁹ Mr. Burns also brings claims against CPD Swanger in addition to the City. To the extent he brings
26 these claims against Chief Swanger in his official capacity, the claims are redundant to his claims
27 against the City and must be dismissed. *Ctr. for Bio-Ethical Reform, Inc. v. L.A. Cnty. Sheriff’s Dep’t*,
28 533 F.3d 780, 799 (9th Cir. 2008). To the extent he brings these claims against Chief Swanger in his
individual capacity, Chief Swanger (who was not present and had no personal involvement in any of
the events at issue here) is entitled to summary judgment for the same reasons as the other non-
shooting officers unassociated with the dog bite.

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their right to familial association, may proceed to trial. In all other respects, the defendants’
motions for summary judgment are GRANTED.

IT IS SO ORDERED.

Dated: November 28, 2017



LAUREL BEELER
United States Magistrate Judge