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Introduction

Defendant's motion is at best premature. At this time, the Ninth Circuit has exclusive jurisdiction over all matters "inextricably bound up with" this Court's order denying Plaintiffs' preliminary injunction motion, "from which appeal is taken, including the merits of the case." TransWorld Airlines, Inc. v. American Coupon Exchange, Inc., 913 F.2d 676, 680 (9th Cir. 1990) (internal quotation marks omitted). While this Court retains jurisdiction over other aspects of this case, Defendant's arguments are "inextricably bound up with" the pending appeal.

Defendant's introduction plainly reveals the jurisdictional defect. "[T]his Court recognized" Defendant's renewed contention that AB 5 is a generally applicable economic regulation "in denying Plaintiffs' request preliminary injunctive relief;" and "this Court concluded," as Defendant reasserts now, "that the limitations Plaintiffs challenge are based on occupation." Def. Mem., Dkt. 28-1, at 1. Indeed, there is nothing here that is not "inextricably bound up with" this Court's previous order, Dkt. 24, which Defendant cites eight times in arguing for dismissal. But that order is now on appeal pending *de novo* review of its legal conclusions, which divests this Court of jurisdiction over these issues.

The current motion to dismiss should be held in abeyance, or denied without prejudice pending the appeal's outcome. But should this Court determine that it has jurisdiction to hear Defendant's motion and decline to stay the proceedings, it should deny the motion. The challenged provisions classify speakers according to the content of their speech, and privilege commercial speech over political speech. The challenged provisions are thus subject to strict scrutiny. And under any level of heightened scrutiny, Defendant would bear an evidentiary burden that he cannot and does not meet on the pleadings.

BACKGROUND

The Regulatory Regime

California generally classifies workers as employees or as independent contractors under either of two regimes: an "ABC Test," or the multifactor test set forth in *S.G. Borello & Sons, Inc. v. Dep't of Industrial Relations*, 48 Cal. 3d 341 (1989). Cal. Lab. Code § 2775, et seq. ("AB 5"); Complaint, Dkt. 1, ¶¶ 13-16. The ABC Test governs absent a statutory exemption applying *Borello*. Complaint ¶¶ 15, 16.¹ "Misclassifying" an employee as an independent contractor carries significant criminal and civil penalties. *Id.* ¶¶ 25-26.

Borello's "foremost" factor is "the degree of a hirer's right to control how the end result is achieved." Ayala v. Antelope Valley Newspapers, Inc., 59 Cal. 4th 522, 528 (2014) (citing Borello, 48 Cal. 3d at 350). Complaint ¶ 13. The ABC Test presumes that workers are employees unless the hirer establishes not only that the worker is free of its control, but that the work at issue is outside its usual course and scope of business, and is performed within the worker's independently established trade, occupation, or business. Cal. Lab. Code § 2775(b)(1); Complaint ¶¶ 14-15.

"Direct sales salesperson[s]" are *Borello*-exempted. Cal. Labor Code § 2783(e). To qualify, such workers must be "engaged in the trade or business of primarily in person demonstration and sales presentation of consumer products, including services or other intangibles, in the home . . . or otherwise than from a retail or wholesale establishment," earn "[s]ubstantially all" of their remuneration in direct relation to "sales or other output (including the performance of services) rather than to the

<sup>&</sup>lt;sup>1</sup> App-based drivers are defined as independent contractors. Cal. Bus. & Prof. Code § 7451.

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number of hours worked," and agree in writing to be treated as independent contractors. Cal. Unemp. Ins. Code § 650. The Direct Selling Association "work[ed]" with AB 5's sponsor to enact the exemption, and understands it provides "that direct sellers are clearly and specifically independent contractors." Direct Selling Association Applauds Direct Seller Exemption in California AB 5, Sep. 26, 2019, https://bit.ly/3xOArGF. Complaint ¶¶ 20-22. Newspaper distributors and carriers are also *Borello*-exempted, Cal. Labor Code § 2783(h)(1), as "[c]lassifying independent contractors as employees would impose at least \$80 million in new costs on the newspaper industry." Bill Swindell, Legislature passes one-year exemption for newspaper carriers from AB 5, The Press Democrat, Sep. 1, 2020, https://bit.ly/3gVc0Ag; Complaint ¶ 23. The Challenged Provisions' Impact on Plaintiffs Plaintiff Mobilize the Message, LLC ("MTM") hires doorknockers to canvass neighborhoods and personally engage voters in the home on behalf of its client political campaigns. Complaint ¶ 28. MTM also hires signature gatherers to persuade voters, at home and in public places, to sign petitions qualifying measures for the ballot. *Id.* MTM hires these workers on an independent contractor basis. Id. ¶¶ 29, 34. It does not pay them by the hour, but by milestones, and does not control their performance of the work. *Id.* ¶¶ 30, 32, 33, 35. Plaintiffs Moving Oxnard Forward and its political committee, Starr Coalition for Moving Oxnard Forward, have likewise historically hired signature gatherers for their ballot measure campaigns as independent contractors. Id. ¶¶ 36-38, 41. With AB 5's advent, plaintiffs ceased hiring door knockers and signature gatherers in California because they fear that these would be

classified as employees under the new ABC Test. Complaint ¶¶ 42, 43,

45, 49. Plaintiffs cannot afford the administrative expenses of hiring their independent contractors as employees, do not wish to encourage inefficient work by disconnecting performance milestones from pay, and cannot afford the cost of defending themselves from "misclassification" claims under the new regime. *Id.* ¶¶ 42-45, 48, 49.

Oxnard plaintiffs intend to participate in Oxnard's 2022 municipal elections. Starr Coalition has already prepared ballot language for one measure that it would seek to qualify for that election, and is drafting additional ballot measures to be qualified for the same election. *Id.* ¶ 46. The time to start gathering signatures for the 2022 election is now. Any additional delays in beginning the signature-gathering campaign jeopardizes Starr Coalition's odds of gathering sufficient signatures in time to qualify for the ballot, and effectively campaign for the measure's adoption. *Id.* ¶ 47. Starr Coalition intends to immediately hire MTM to gather signatures for the Oxnard Property Tax Relief Act and their other measures. Failing that, it intends to hire its own signature gatherers as independent contractors, as it has done in years past before the advent of AB 5. *Id.* ¶ 48. Lack of access to paid signature gatherers, caused solely by the ABC test, prevents Oxnard plaintiffs from speaking to the voters and qualifying their ballot measures. *Id.* ¶ 50.

## Plaintiffs' Legal Claims

Plaintiffs allege that AB 5 discriminates against their speech on the basis of its content in violation of the First Amendment. Id. ¶¶ 59, 65. Their workers perform the same work, under the same conditions, as Borello-exempted "direct sales salesperson[s]" and newspaper carriers, but the only meaningful distinction between them is that the exempted canvassers speak about consumer products and deliver particular publications. Id. ¶¶ 55-56, 61-62.

Defendant confirms that whatever their merit, AB 5's justifications are primarily economic: purported "misclassification" of workers leads to "the erosion of the middle class and the rise in income inequality." Def. Mem. at 3 (quoting Stats. 2019, ch. 296, § 1(c) (Cal. 2019)).

Defendant does not explain why canvassers who speak about "consumer products" should be classified under a different legal regime than those who speak about politics. Nor does Defendant's motion explain why delivering particular newspapers and their related publications should be subject to a different classification scheme than delivering other newspapers and publications, including campaign material. Nor does Defendant attempt to explain what it is that Plaintiffs' workers do differently than the workers subject to *Borello* exemptions as "direct sales salesperson[s]" who promote "consumer products," and deliver newspapers that meet the code's definition. Defendant offers nothing of which the Court may take judicial notice that would substantiate such arguments, had he made them. And as Defendant does not seek summary judgment, he has not offered any evidence supporting the distinctions of which Plaintiffs complain.

The Pending Interlocutory Appeal

On August 10, 2021, this Court entered an order denying Plaintiffs' motion for a preliminary injunction. This Court held, inter alia, that "the challenged exemptions in AB 5 are neither content-based nor otherwise require heightened scrutiny." Order, Dkt. 24, at 7. It held that rather, AB 5 is "directed at economic activity generally [and] does not directly regulate of prohibit speech." *Id.* (internal quotation marks omitted). "The distinctions based on the types of products sold or services rendered are directly related to the occupation or industry of a worker as opposed to the statements the worker uses to sell such goods

or perform such services." *Id.* at 8. This Court also concluded that Plaintiffs "failed to point to any facts suggesting that AB 5 favors commercial speech over political speech due to its exemptions." *Id.* at 9.

On August 10, 2021, Plaintiffs appealed from that order to the Ninth Circuit. Notice of Appeal, Dkt. 25. On August 20, 2021, Plaintiffs filed and served their opening brief on appeal. *Mobilize the Message v. Bonta*, Ninth Cir. No. 21-55855, Dkt. 6. Per Ninth Cir. R. 3-3(b), Defendant's brief on appeal is due September 17, 2021 (28 days after service of Appellants' opening brief).

## LEGAL STANDARD

On a Rule 12(b)(6) motion to dismiss, a district court must accept all factual allegations as true and construe the complaint in the light most favorable to the plaintiff. *Cousins v. Lockyer*, 568 F.3d 1063, 1067 (9th Cir. 2009); *Ashcroft v. Iqbal*, 556 U.S. 662, 678 (2009). "A complaint should not be dismissed unless it appears beyond doubt that plaintiff can prove no set of facts in support of his claim which would entitle him to relief." *Van Buskirk v. Cable News Network, Inc.*, 284 F.3d 977, 980 (9th Cir. 2002) (internal quotations and citations omitted).

## ARGUMENT

I. THIS COURT LACKS JURISDICTION OVER DEFENDANT'S MOTION TO DISMISS AT THIS TIME.

"The filing of a notice of appeal is an event of jurisdictional significance -- it confers jurisdiction on the court of appeals and divests the district court of its control over those aspects of the case involved in the appeal." *Griggs v. Provident Consumer Discount*, 459 U.S. 56, 58 (1982) (per curiam).

While an interlocutory appeal "does not prevent the district court from proceeding with matters not involved in the appeal," *Britton v. Co-*

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     op Banking Group, 916 F.2d 1405, 1411 (9th Cir. 1990) (quoting 9 J.
     Moore, Moore's Federal Practice para. 203.11, 3-54), "our jurisdiction
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     under [28 U.S.C.] section 1292(a)(1) extends to all matters inextricably
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     bound up with the order from which appeal is taken, including the
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     merits of the case." TransWorld, 913 F.2d at 680 (internal quotation
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     marks omitted). For example, while Fed. R. Civ. P. 62(d) allows this
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     Court to enter further orders relating to injunctive relief that preserve
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     the status quo pending appeal, it "does not restore jurisdiction to the
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     district court to adjudicate anew the merits of the case." Mayweathers v.
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     Newland, 258 F.3d 930, 935 (9th Cir. 2001) (internal quotation marks
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     omitted).
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       "The operative question in determining jurisdiction is whether 'the
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     district court would be deciding the same issues [as] the appeals court."
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     Pinson v. Estrada, No. CV 18-00535-TUC-RM, 2020 WL 2308484, at *1
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     (D. Ariz. May 8, 2020) (quoting Stein v. Wood, 127 F.3d 1187, 1190 (9th
     Cir. 1997)). Accordingly, "[a]n important factor in determining whether
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     an interlocutory appeal divests the district court of jurisdiction over
     particular aspects of the case is whether the appeal has the potential to
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     substantially affect the merits of the case." SolarCity Corp. v. Salt River
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    Agric. Improvement & Power Dist., No. CV-15-00374-PHX-DLR, 2016
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     WL 5109887, at *2 (D. Ariz. Sept. 20, 2016).
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       Directly on-point stands this Court's recent decision in Gish v.
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     Newsom, No. EDCV 20-755 JGB (KKx), 2020 WL 6193306 (C.D. Cal.
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     July 8, 2020), reconsideration denied, 2020 WL 6054912 (C.D. Cal. Oct.
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     9, 2020). In Gish, Plaintiffs appealed an order denying their TRO
     motion, "which found, among other things, that Plaintiffs were not likely
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     to succeed on the merits of their claims. Accordingly, the Court lacks
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     jurisdiction to dismiss claims as insufficiently pleaded, as that issue is
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- pending before the Ninth Circuit." *Id.* at \*3 (citation omitted). This Court dismissed the case for mootness, a different topic not bound up with the pending appeal. *Cf. Plotkin v. Pacific Tel. & Tel. Co.*, 688 F.2d 1291, 1293 (9th Cir. 1982) (district court had jurisdiction to grant summary judgment on alternative grounds during pendency of interlocutory appeal).
  - Here, as in *Gish*, "the Ninth Circuit's ruling has the potential to substantially and permanently affect the rights of the parties." *SolarCity*, 2016 WL 5109887, at \*2. Defendant cites the appealed order for the propositions that:
    - "there is no content-based restriction," Def. Mem. at 9 (citing Order, Dkt. 24, at 8);
    - "unlike laws that specifically focus on speech or otherwise seek to regulate expression, AB 5 is a generally applicable employment regulation. It does not target or ban any speech, political or otherwise," *Id.* (citing Order, Dkt. 24, at 7);
    - "the exemptions on which Plaintiffs focus merely determine whether a particular occupation is subject to the ABC test or the *Borello* standard;" *id.* (citing Order, Dkt. 24, at 8);
    - "strict scrutiny does *not* apply here . . . the exemptions . . . are not content-based, but are instead based on occupation . . . " *id.* at 14 (quoting Order, Dkt. 24, at 7, for proposition that "the challenged exemptions in AB 5 are neither content-based nor otherwise require heightened scrutiny.").

Unlike as in *Gish* and *Plotkin*, Defendant has not presented any arguments that stand apart from what the Ninth Circuit will have before it in considering the interlocutory appeal. The Ninth Circuit will decide whether Plaintiffs have stated a valid First Amendment claim, including the central overriding question of whether AB 5 discriminates on the basis of speech, or, as Defendant again claims, merely classifies occupations while only incidentally impacting speech; and it will determine whether strict scrutiny applies. Until the Ninth Circuit addresses these matters, this Court cannot revisit the issues.

II. THE STATE DISCRIMINATES AGAINST SPEECH ON THE BASIS OF ITS SUBJECT MATTER, PURPOSE, AND FUNCTION.

The "commonsense meaning of the phrase 'content based' requires a court to consider whether a regulation of speech on its face draws distinctions based on the message a speaker conveys." *Reed v. Town of Gilbert*, 576 U.S. 155, 163 (2015) (internal quotation marks omitted). It does not matter whether a law does so by "defining regulated speech by particular subject matter," or by "defining regulated speech by its function or purpose." *Id.* "Both are distinctions drawn based on the message a speaker conveys, and, therefore, are subject to strict scrutiny." *Id.* at 163-64.

Under Cal. Lab. Code § 2775, the legal regime governing a canvasser's classification turns on whether her presentation concerns "consumer products." Cal. Unemp. Ins. Code § 650(a); Cal. Lab. Code § 2778(e). If she says, "Sign up for this shiny new low-interest credit card," the legality of classifying her as an independent contractor is evaluated under *Borello*. If she says, "Sign this petition to help save the environment," the ABC test determines the legality of that classification. "That is about as content-based as it gets. Because the law favors speech made for [selling consumer products] over political and other speech, the law is a content-based restriction on speech." *Barr v. Am. Ass'n of Pol. Consultants*, 140 S. Ct. 2335, 2346 (2020) (plurality).

Indeed, the structure of California's worker classification system, a broad rule with numerous exceptions for different speakers, itself signals content-based discrimination. When a scheme "favors particular kinds of speech and particular speakers through an extensive set of exemptions . . . . [t]hat means [it] necessarily disfavors all other speech

and speakers." Pac. Coast Horseshoeing Sch., Inc. v. Kirchmeyer, 961 1 2 F.3d 1062, 1072 (9th Cir. 2020) (citations omitted). Defendant's insistence that AB 5's exemptions do not "hinge on the 3 content of any message," Def. Mem. at 11, contradicts the statute's plain 4 5 language. If a canvasser's door-to-door message is about "consumer" products," she satisfies Cal. Unemp. Ins. Code § 650's elements and 6 7 thereby gains the exemption of Cal. Lab. Code 2783(e). But working on 8 the exact same terms to hawk a ballot measure doesn't count. A carrier delivering the L.A. Times or its shopper's guide gains Section 9 10 2783(h)(1)'s exemption. A carrier delivering other publications, does not. 11 Defendant's focus on occupation as a proxy for speech is also misplaced. Different occupational classifications may arguably describe 12 13 different expressive functions or purposes—the "direct sales salesperson" is selling "consumer products" rather than ballot 14 15 measures—but "defining regulated speech by its function or purpose" is still content-based discrimination. Reed, 576 U.S. at 163. And the 16 17 exempted functions or purposes here are commercial—the selling of 18 "consumer products," the delivery of a "newspaper of general circulation." AB 5's exemption scheme thus "leads to the odd result that 19 purely commercial speech, which receives more limited First 20 21 Amendment protection than noncommercial speech, is allowed and 22 encouraged, while artistic and political speech is not. This bias in favor of commercial speech is, on its own, cause for the rule's invalidation." 23 24 Berger v. City of Seattle, 569 F.3d 1029, 1055 (9th Cir. 2009) (en banc) (citations omitted). The state "may not conclude that the communication 25 of commercial information concerning goods and services connected . . . 26 is of greater value than the communication of noncommercial messages." 27 Metromedia, Inc. v. City of San Diego, 453 U.S. 490, 513 (1981) 28

1 (plurality opinion) (footnote omitted); see also Desert Outdoor 2 Advertising v. City of Moreno Valley, 103 F.3d 814, 820 (9th Cir. 1996) (ordinance "unconstitutionally imposes greater restrictions upon 3 4 noncommercial structures and signs than it does upon commercial 5 structures and signs"). 6 Defendant suggests that plaintiffs suing over content-based speech 7 discrimination "must show that the law reflects an improper preference 8 for the favored speech." Def. Mem. at 14. Not true. "A law that is content based on its face is subject to strict scrutiny regardless of the 9 10 government's benign motive, content-neutral justification, or lack of animus toward the ideas contained in the regulated speech." Reed, 576 11 U.S. at 165 (internal quotation marks omitted). "We have thus made 12 13 clear that illicit legislative intent is not the *sine qua non* of a violation of 14 the First Amendment, and a party opposing the government need 15 adduce no evidence of an improper censorial motive." *Id.* (internal punctuation omitted). 16 Defendant correctly notes that "speaker-based laws demand strict 17 scrutiny when they reflect the Government's preference for the 18 19 substance of what the favored speakers have to say (or aversion to what the disfavored speakers have to say)." Turner Broad. Sys., Inc. v. FCC, 20 21 512 U. S. 622, 658 (1994). Turner subsequently explained that "laws 22 favoring some speakers over others demand strict scrutiny when the legislature's speaker preference reflects a content preference." Turner, 23 512 U.S. at 658. But in this context, "content preference" is shorthand 24 25 for discriminating on the basis of subject matter, function, or purpose, Reed, 576 U.S. at 163-64, not merely viewpoint. 26 27

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Defendant's reliance on Am. Soc'y of Journalists & Authors, Inc. v. 2 Becerra, No. 19-cv-10645-PSG, 2020 WL 1444909 (C.D. Cal. Mar. 20, 2020) ("ASJA") and Crossley v. California, 479 F. Supp. 3d 901 (S.D. Cal. 3 2019) is unavailing. ASJA involved completely different aspects of AB 5. 4 5 See Order re: Transfer Pursuant to General Order 21-01, Dkt. 12. Even if those provisions did "not reference any idea, subject matter, viewpoint 6 or substance of any speech," 2020 WL 1444909, at \*7, the challenged distinctions here are based solely on the "subject matter" and "content" 8 of the canvassers' speech. A worker going door-to- door to persuade 9 10 residents, paid not by the hour but in direct relation to sales or other output, including the performance of the visit itself, is classified as an independent contractor only if her speech involved "in person 12 demonstration and sales presentation of consumer products." Cal. Unemp. Ins. Code § 650(a). Arguably newspaper carriers usually have 14 15 less interaction with people than do petition circulators or canvassers who leave campaign literature, but then any distributor of written 16 material is disfavored when not delivering, specifically, newspapers 18 falling within Gov't Code 6000's definition or their related publications. 19 *Crossley* is likewise inapposite. Plaintiffs in that case, for whatever reason, never asserted a First Amendment content-based discrimination 20 claim. Crossley's First Amendment claims were limited to a claim of 22 general impact, not made here, and its claims addressing the 23 discriminatory exemptions sounded *only* in equal protection and thus, 24 rational-basis review. Plaintiffs' complaint states valid claims for relief against Defendant, 25 who persists in violating their First Amendment rights by 26

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discriminating against their speech on the basis of its content.

III. AB 5 DOES NOT PASS ANY LEVEL OF HEIGHTENED SCRUTINY.

Plaintiffs allege that AB 5, as applied to them, triggers strict scrutiny. That is, after all, the correct test. *See Reed*, 576 U.S. at 163-64. Defendant contests this much, but also argues that AB 5 would survive intermediate scrutiny were that the correct test.

Defendants' intermediate scrutiny arguments are inadequate and at best, premature. Not only is the level of scrutiny an issue now before the Ninth Circuit, but a motion to dismiss is often, as here, not the proper vehicle by which to resolve heightened scrutiny claims. Where First Amendment rights are at stake, "there must be *evidence*; lawyers' talk is insufficient." *Annex Books, Inc. v. City of Indianapolis*, 581 F.3d 460, 463 (7th Cir 2009). But Defendant's intermediate scrutiny arguments consist of nothing but statements to the effect that the Legislature worked hard on AB 5 and considered everything. The Legislature was allegedly "concerned about the misclassification of employees." Def. Mem. at 14. "The legislative history reflects that misclassification was rampant in particular industries, and therefore the Legislature crafted AB 5's provisions accordingly." Def. Mem. at 15. And so, "[t]he Legislature considered a number of factors in ascertaining the hallmarks of true independent contractors in crafting these exemptions." *Id*.

These are all debatable claims. But more to the point — where is the evidence that the legislature was concerned with, specifically, the classification of door knockers and signature gatherers? What did the evidence on that score reveal? What "factors" were considered with respect to *these* workers? Presumably these "factors" would explain why canvassers should be classified under *Borello* when speaking about consumer products but not when speaking about politics, and why a delivery worker requires a different classification regime when

1 delivering some newspapers and related publication but not others. So 2 what is the explanation? It is not enough to say, even under intermediate scrutiny, that the Legislature worked hard and had its 3 4 reasons. That is not even a rational basis argument, where the state 5 would at least craft a rationale for its disparate treatment. 6 If Defendant has evidence advancing the state's heightened scrutiny 7 burden, be it strict or intermediate, then that evidence should be presented at the appropriate time. 8 9 CONCLUSION Defendant's motion to dismiss should be held in abeyance pending 10 resolution of Plaintiffs' interlocutory appeal, or in the alternative, 11 12 denied. 13 Dated: August 30, 2021 Respectfully submitted, 14 By: /s/ Alan Gura Alan Gura (SBN 178221) 15 agura@ifs.org
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1150 Connecticut Ave., N.W., Suite 801 16 Washington, DC 20036 17 Phone: 202.967.0007  $\overline{202.301.3399}$ Fax: 18 Attorneys for Plaintiffs 19 Mobilize the Message, LLC; Moving Oxnard Forward, Inc.; and Starr 20 Coalition for Moving Oxnard Forward 21 22 23 24 25 26 27 28

## CERTIFICATE OF SERVICE I hereby certify that on August 30, 2021, I electronically filed the foregoing document with the Clerk of the Court by using the CM/ECF System. I certify that all participants in the case are registered CM/ECF

users and that service will be accomplished by the CM/ECF system. I declare under penalty of perjury that the foregoing is true and

correct.

Executed on August 30, 2021.

/s/ Alan Gura Alan Gura By: