		ELECTRONICALLY FILED
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11	SUPERIOR COURT OF THE STATE OF CALIFORNIA FOR THE CITY AND COUNTY OF ALAMEDA	
12	FOR THE CITY AN	D COUNTY OF ALAMEDA
13	James V. Lacy and United States Justice	Case No.: ววกรบกวรจรด
14	Foundation,	Case No.: 220V023958
	D1: 100 1 D ::	
15	Plaintiffs and Petitioners,	Verified Complaint & Petition for 1. Declaratory Relief (CCP § 1060)
16	VS.	2. Injunction (CCP § 526a)
17	0	3. Writ of Mandate (CCP § 1085)
18	City of Oakland and DOES 1 through 25, inclusive,	
19	and Dobb I through 23, morusive,	
20	Defendants and Respondents.	
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Plaintiffs and Petitioners (hereafter, Plaintiffs) allege as follows:

- On November 8, 2022, Oakland voters passed Measure S, which amended the City's charter to allow to allow noncitizens to vote in elections for Oakland Unified School District (OUSD) board members.
- 2. In this action, Plaintiffs contend that the charter amendment is ineffective and violates articles II, IX, and XI of the California Constitution. For this reason, Plaintiffs seek a declaratory judgment that Measure S is unconstitutional and an injunction enjoining any action to implement it.
- 3. This action is brought in the public interest on behalf of every citizen of the City of Oakland as well as the State of California. Oakland residents have an undeniable interest in ensuring that their city maintains a charter which complies with state law and that their elections are conducted in accordance with controlling state law. This right extends to everyone in the state because integrity of elections is a matter of statewide concern. Additionally, school districts are funded with the taxes paid by each of the state's taxpayers into the state's general fund. When OUSD spends taxpayer funds, it is not spending local taxpayer funds; it is spending state taxpayer funds. In this regard, everyone in the state has an interest in OUSD's expenditures. From that interest, everyone in the state also has an interest in ensuring that OUSD's governing board is elected in accordance with state law.

PARTIES

1. Plaintiff and Petitioner United States Justice Foundation (USJF) is a nonprofit public benefit corporation organized under the laws of the State of California. Enforcing state law as it relates to the claims in this case is within the scope of USJF's purpose. USJF, for itself and/or while representing its supporters, has public interest standing on this basis. (See, *e.g.*, *Rialto Citizens for Responsible Growth v. City of Rialto* (2012) 208 Cal.App.4th 899, 912.) On behalf of its supporters, USFJ also has representative standing because its supporters, who it represents, pay income taxes to the state of California, sales, use, and property taxes in the City of Oakland, and are interested in the conduct of OUSD. USJF also has individual standing because it has (through

an agent) paid Oakland sales taxes within the past year.

- 2. Plaintiff and Petitioner **James V. Lacy**, is a California resident, voter/elector, and taxpayer. Residing in the County of Orange, State of California, Lacy pays income taxes into the state's general fund, which are allocated to OUSD. Mr. Lacy has individual standing based on (1) his association with USJF (he is its President) (*Citizens for Amending Proposition L v. City of Pomona* (2018) 28 Cal.App.5th 1159, 1172-1173), and (2) the public right of everyone in the state to bring actions in the public interest, as described in *Green v. Obledo* (1981) 29 Cal.3d 126 and its progeny; and (3) his status as a taxpayer in this state.
- 3. Plaintiffs and Petitioners James V. Lacy and USJF, with others, were plaintiffs in *Lacy v. City and County of San Francisco* (Super. Ct. S.F. County, 2022, No. CPF-22-517714). In *Lacy v. S.F.*, a judge of the San Francisco County Superior Court struck down a similar ordinance in San Francisco and permanently enjoined San Francisco from allowing noncitizen voting in elections for the San Francisco Unified School District. That decision was stayed pending appeal to the California Court of Appeal, First District, Division 5 (NO. A165899). Lacy and USJF's involvement in the San Francisco litigation is demonstrative of their interest in ensuring fair school district elections throughout the state.
- 4. Defendant and Respondent **City of Oakland** is a charter city organized under the laws of the State of California. The City of Oakland is a political subdivision of the State of California.
- 5. The true names of Defendant and Respondent DOES 1 through 25, inclusive, are unknown to Plaintiffs, who therefore bring this action against DOES 1 through 25, inclusive, by such fictitious names and will seek leave of this Complaint and Petition to show their true names, identities, and capacities when they have been ascertained.
- 6. For convenience, the Plaintiffs and Petitioners are referred to more simply as Plaintiffs. Similarly, the Defendants and Respondents are more simply referred to as Defendants.

JURISDICTION AND VENUE

- 7. The California Superior Court for the County of Alameda is the proper venue because the acts complained of which are the subject of this Complaint, have all occurred or will all occur in the City Oakland, County of Alameda.
- 8. Defendant Oakland City Council is a political subdivision of the State of California wholly located in this Court's jurisdiction.
 - 9. The relief sought is within the jurisdiction of this Court.

FACTS COMMON TO ALL CAUSES OF ACTION

- 10. On June 21, 2022, the Oakland City Council adopted Resolution Number 89281. A true and correct copy of that resolution and related ballot materials, obtained from the City's website, is attached as **Exhibit A** to this Complaint.
- 11. The purpose of the resolution was to submit a charter amendment to City voters at the November 8, 2022 general election. The charter amendment would add section 1107 to article XI to "allow noncitizen residents, who are the parents, legal guardians, or legally recognized caregivers of a child residing in Oakland, to vote for the office of school board director on the Oakland Unified School district Board of Education." (Exh. A, pp. 1 [title], 2 [new section 1107 & ballot label].)
- 12. On August 16, 2022, Plaintiffs were among those who filed suit in the Alameda County Superior Court seeking a writ of mandate that would remove what was later designated as Measure S from the November 8, 2022 ballot. (*Lacy v. Reed* (Super Ct. Alameda County, 2022, No. 22CV016302).) After the court denied that request for pre-election relief, the charter amendment was designated as Measure S on the November 8, 2022 ballot and adopted by Oakland voters.
- 13. When the court considered the pre-election claim, it decided only that Measure S should appear on the November 8, 2022 ballot. Therefore, this post-election challenge to section 1107 to article XI of the Oakland City Charter is not barred by claim or issue preclusion.

- 14. Section 2 of article II of the California Constitution establishes who may vote in the state. It provides: "A United States citizen 18 years of age and resident in this State may vote." The plain language of this provision does not allow the Legislature, any charter city, or any other body to establish voting rights for anyone who is not a United States citizen, 18 years of age, or resident of the state.
- 15. Even if article II, section 2 is interpreted as allowing the Legislature to create new voting rights, charter cities do not have that power. Extending noncitizen voting rights is not within a charter city's "home rule" powers under section 5 of article XI nor is it within the scope a charter city's authority to regulate the manner of a school board member's election (see Cal. Const., art. IX, § 16).
- 16. Oakland's "home rule" powers do not allow it to create noncitizen voting rights because, *inter alia*, (1) school board elections are not a municipal affair, and (2) voter qualifications is an issue of statewide concern, not subject to local regulation by a charter city.
- 17. As to section 16 of article IX, courts have concluded that establishing voter qualifications is not the same as providing for the "manner of election." (See *People ex rel. Devine v. Elkus* (1922) 59 Cal.App. 396, 405.) Just as above, authority to determine voter qualifications is reserved to the state.
- 18. Alternatively, to the extent that section 2 of article II limits the Legislature but not charter cities, Oakland's extension of voting rights violates the fundamental voting rights of Oakland citizens by unconstitutionally diluting the impact of their votes. (See *Bush v. Gore* (2000) 531 U.S. 98, 105 [voting is fundamental right]; *City of Mobile v. Bolden* (1980) 446 U.S. 55, 113-114 (dis. opn. of Marshall, J.) [discussing the authorities that are the basis for a conclusion that voters are entitled to protection against vote dilution].)
- 19. For these reasons, Oakland does not have the power to grant voting rights to noncitizens. Even if it was permissible for the Oakland City Council to submit Measure S to voters, it is appropriate to determine the measure's constitutionality and to request relief that will prevent its implementation.

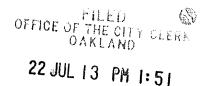
CAUSES OF ACTION

- I. FIRST CAUSE OF ACTION: Declaratory Relief (CCP § 1060) by All Plaintiffs against all Defendants
- 20. Plaintiffs reallege and incorporate paragraphs 1 through 19 as if fully set forth herein.
- 21. Plaintiffs contend that the City of Oakland does not have the power to extend voting rights to persons who are not United States citizens.
 - 22. Plaintiffs are informed and believe that Defendants contend otherwise.
- 23. There is an actual controversy between the parties, which is ripe for adjudication. The controversy concerns the limits of the City's power and whether it can rely upon and implement the charter provision at issue in this case.
- 24. Plaintiffs request a declaratory judgment from this Court that section 1107 of article XI of the Oakland Charter is unconstitutional on and may not be implemented.
 - 25. Plaintiffs have standing as set forth above under the heading "Parties."
- II. SECOND CAUSE OF ACTION: Injunctive Relief (CCP § 526a) by All Plaintiffs against all Defendants
 - 26. Plaintiffs reallege and incorporate paragraphs 1 through 25 as if fully set forth herein.
- 27. Under section 526a of the Code of Civil Procedure, certain taxpayers may obtain an injunction to prevent the "any illegal expenditure of, waste of, or injury to, the estate, funds, or other property of a local agency."
- 28. As set forth above, under the heading "Parties," Plaintiffs and their members have paid taxes that fund the City of Oakland and OSUD within the past year.
- 29. As set forth above, section 1107 of article XI of the Oakland Charter is unconstitutional and may not be implemented. Any attempt to implement this unconstitutional charter provision will be a waste of public funds that can be restrained by section 526a.
- 30. While an inunction may not lie to "[t]o prevent the execution of a public statute by officers of the law for the public benefit," (Code Civ. Proc. § 526, subd. (b)(4)), Plaintiffs do not

seek an injunction for this purpose. The charter provisions at issue in this case, which Plaintiffs seek to enjoin, are plainly unconstitutional. They are void and have no legal effect, and an injunction is proper to prevent their execution.

- III. THIRD CAUSE OF ACTION: Writ of Mandate (CCP § 1085) by All Plaintiffs against all Defendants
 - 31. Plaintiffs reallege and incorporate paragraphs 1 through 19 as if fully set forth herein.
- 32. Under Code of Civil Procedure section 1085, "[a] writ of mandate may be issued by any court to any inferior tribunal, corporation, board, or person, to compel the performance of an act which the law specially enjoins, as a duty resulting from an office, trust, or station, or to compel the admission of a party to the use and enjoyment of a right or office to which the party is entitled, and from which the party is unlawfully precluded by that inferior tribunal, corporation, board, or person." (*Id.* at subd. (a).)
 - 33. As to this Court, Defendant is an inferior person.
- 34. Writ relief is appropriate to determine the constitutionality of a measure. Here, it is appropriate to remove the measure in question from the ballot because its unconstitutionality is without question. There is no justification to go incur the expense of calling an election on a measure that can never be enacted.
- 35. A writ of mandate may issue when there is no plain, speedy, and adequate remedy in the ordinary course of law. (Code Civ. Proc. § 1086.) This relief is pled as an alternative to the other remedies requested. If those other remedies are unavailable for any reason, then Plaintiffs would have no other plain, speedy, or adequate remedy in the ordinary course of law and this writ relief would be appropriate.
- 36. Writ relief is appropriate to determine the constitutionality of legislative enactments such as section 1107 of article XI of the Oakland Charter.
- 37. A writ of mandate must issue "upon the verified petition of the party beneficially interested." (Code Civ. Proc. § 1086.)

EXHIBIT A



Approved as to Form and Legality

City Attorney's Office

OAKLAND CITY COUNCIL

RESOLUTION NO. _ 8 9 2 8 1 \ C.M.S.

INTRODUCED BY COUNCILMEMBERS KALB AND REID

RESOLUTION ON THE CITY COUNCIL'S OWN MOTION SUBMITTING TO THE VOTERS AT THE NOVEMBER 8, 2022 GENERAL MUNICIPAL ELECTION, A MEASURE THAT WOULD AMEND OAKLAND CITY CHARTER ARTICLE XI (ELECTIONS) TO ADD SECTION 1107 WHICH WILL ALLOW NONCITIZEN RESIDENTS, WHO ARE THE PARENTS, LEGAL GUARDIANS, OR LEGALLY RECOGNIZED CAREGIVERS OF A CHILD RESIDING IN OAKLAND, TO VOTE FOR THE OFFICE OF SCHOOL BOARD DIRECTOR ON THE OAKLAND UNIFIED SCHOOL DISTRICT BOARD OF EDUCATION, AND DIRECTING THE CITY CLERK TO TAKE ALL ACTIONS NECESSARY UNDER LAW TO SUBMIT THIS ITEM TO THE NOVEMBER 8, 2022 GENERAL ELECTION

WHEREAS, non-citizens make up 14% of Oakland's population;

WHEREAS, non-citizens include documented immigrants, lawful permanent residents, residents on work visas, and undocumented immigrants; and

WHEREAS, there are over 13,000 non-citizen parents who send their children to school in Oakland; and

WHEREAS, there are over 3,000 newcomer students enrolled in OUSD alone, with students from dozens of countries around the world speaking a multitude of languages; and

WHEREAS, 1 in 3 OUSD students is classified as an English Language Learner; and

WHEREAS, currently, thousands of non-citizen students and families do not have representation in key decisions that impact their education and lives, while other voters, including those without children, have a vote; and

WHEREAS, the involvement of parents in their children's schools correlates with the academic performance of children; and research shows that non-citizen parent involvement in school matters can increase students' academic performance; and

- WHEREAS, bringing immigrant parents into conversations about curriculum, staff, and language used in class can lead to better academic outcomes for students; and
- WHEREAS, thousands of Oakland students and parents are currently disenfranchised and do not have representation in key decisions that impact their education and lives; and
- WHEREAS, despite paying taxes and sending their children to public school current law prohibits noncitizens from voting in school board elections; and
- WHEREAS, the current exclusion of non-citizens from the electorate is rooted in racism and xenophobia, not unlike poll taxes, voter intimidation, grandfather clauses, felon disenfranchisement laws, and restrictive voter registration; and
- WHEREAS, federal law does not prohibit noncitizens from voting in state or local elections, and in some states, local governments have the power to allow non-citizens to vote in local elections; and
- WHEREAS, a growing coalition of Oakland individuals, parents, teachers, immigrants, community members and community-based organizations, spanning the immigrant rights and educational justice community, have come together with the shared belief that all families who have children in school regardless of their citizenship status should have an equal say in school board elections; and
- WHEREAS, citywide support for a non-citizen voting measure is currently strong, with 68% of voters expressing support for such an initiative; and
- WHEREAS, many localities across the country, such as New York City, Chicago, San Jose, and San Francisco (school board only), are exploring similar measures to restore the right for non-citizens to vote; and
- WHEREAS, the Oakland Unified School District Board is comprised of seven (7) School Board Directors who are elected by Oakland voters in the City's municipal general election held in November in even-numbered years; and
- WHEREAS, currently, Oakland voters must be United States citizens to vote in School Board elections, therefore, noncitizen parents whose children are under the jurisdiction of the Oakland School District Board cannot vote for School Board Directors despite the impact School Board Directors' decisions have on these noncitizen parents and their children; and
- WHEREAS, the Oakland City Council has elected to submit to the voters at the November 8, 2022 election, a measure to add Section 1107, to Article XI of the Oakland Charter to allow persons who are not citizens of the United States to vote for the office of Oakland Unified School Board Director; now, therefore be it
- **RESOLVED:** That the Oakland City Council finds and determines the foregoing recitals are true and correct and hereby adopts and incorporates them into this Resolution; and be it
- FURTHER RESOLVED: That the City Council intends for this proposed amendment to Article XI of the Charter to authorize the City Council, by adoption of an ordinance, to allow persons who are not citizens of the United States, to vote for the office of School Board Director if they otherwise would be eligible to vote under state law; and be it

FURTHER RESOLVED: That upon approval by the voters, the City Charter will be amended, to add, delete, or modify sections as set forth below (section numbers and titles are indicated in capitalized **bold type**; additions are indicated by <u>underscoring</u>, deletions are indicated by strike-through type; portions of the provisions not cited or not shown in underscoring or strike-through type are not changed); and be it

FURTHER RESOLVED: That upon approval by the voters, the proposed Charter amendment text shall be added to read as follows:

Section 1107. Noncitizen Voting In School Board Elections. Notwithstanding anything to the contrary in this Charter, the City Council, by adoption of an ordinance, may authorize Oakland noncitizen residents who are the parents, legal guardians, or legally recognized caregivers of a minor child as defined by the California Family Code who have completed an affidavit, of a qualifying minor child with such qualifications to be determined by City Council ordinance, residing in Oakland, who are otherwise eligible to vote under state law, to vote for the Office of School Board Director. The City Council may expand said authorization to include noncitizen residents who are not parents, legal guardians, or legally recognized caregivers of a minor child only to the extent required by law; and be it

FURTHER RESOLVED: That each ballot used at said election shall have printed therein, in addition to any other matter required by law, the following:

PROPOSED CHARTER AMENDMENT MEASURE

Charter Amendment Regarding Noncitizen Voting in Oakland Board of Education Elections

Measure Shall the City Charter be amended to allow the City Council by adopting an ordinance, to authorize voting by noncitizen residents, who are the	YES
parents, legal guardians, or legally recognized caregivers of a child, for the Office of Oakland School Board Director if they are otherwise eligible to vote under state and local law?	NO

; and be it

FURTHER RESOLVED: That the City Council hereby authorizes and directs the City Clerk of the City of Oakland (the "City Clerk") at least 88 days prior to November 8, 2022 General Election, to file with Alameda County certified copies of this resolution; and be it

FURTHER RESOLVED: That the City Council does hereby request that the Board of Supervisors of Alameda County include on the ballots and sample ballots recitals and measure language to be voted on by the voters of the qualified electors of the City of Oakland; and be it

FURTHER RESOLVED: That the City Council does hereby request that Board of Supervisors of Alameda County permit the Registrar of Voters to perform necessary services in connection with said election; and be it

FURTHER RESOLVED: That in accordance with applicable law, the City Clerk shall fix and determine a date for submission of arguments for or against said ballot item and rebuttals and is hereby directed to cause the posting, publication and printing of notices; and be it

FURTHER RESOLVED: That the City Administrator and City Clerk are hereby authorized and directed to take all actions necessary under the law to prepare and submit this item for the November 8, 2022 election; and be it

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IN COUNCIL, OAKLAND, CALIFORNIA,

PASSED BY THE FOLLOWING VOTE:

JUN 21 2022

AYES - WWW, WWWW, KALB, KAPLAN, REID, TAYLOR, THAO AND

PRESIDENT FORTUNATO BAS -(0

ABSTENTION - OF Excused Fife, Granto - J

ATTEST:

City Clerk and Clerk of the Council of the City of Oakland, California



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CITY ATTORNEY'S BALLOT TITLE AND SUMMARY OF MEASURE

The City Attorney has prepared the following title and summary of the chief purpose and points of the proposed measure:

BALLOT TITLE:

A Proposed Charter Amendment Authorizing the City Council to Adopt an Ordinance Allowing Noncitizen Residents, who are the Parents, Legal Guardians, or Legally Recognized Caregivers of a Qualified Child, to Vote for the Office of School Board Director if they are Otherwise Eligible to Vote Under State and Local Law.

BALLOT SUMMARY:

Currently, only United States citizens can vote in Oakland school board elections. This measure would authorize the Oakland City Council to pass an ordinance allowing certain residents of Oakland, who are not United States citizens, to vote for Oakland school board directors. Specifically, the City Council could adopt an ordinance that would allow noncitizens to vote for the Office of School Board Director if they are: 1) residents of Oakland; 2) otherwise eligible to vote under California law; and 3) parents, legal guardians, or legal caregivers of qualified minor children. The City Council would have the authority to establish criteria for qualifying children, and to modify the ordinance if required by federal or state law. This measure would authorize, but not require that the City Council expand the eligibility criteria for voting in Oakland school board elections. This measure would not authorize the City Council to change voter eligibility criteria for any other elections.

This measure was placed on the ballot by the Oakland City Council. Passage of this measure requires an affirmative vote of a majority of voters (i.e., more than 50% of the votes cast). A "yes" vote will approve the measure; a "no" vote will reject the measure.

BARBARA J. PARKER

City Attorney

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CITY ATTORNEY'S IMPARTIAL ANALYSIS OF MEASURE

Currently, only United States citizens can vote in Oakland school board elections. This measure would authorize the Oakland City Council to expand voting eligibility criteria for Oakland school board elections. Specifically, the City Council would be authorized to adopt an ordinance that would allow noncitizens to vote for the Office of School Board Director if they are: 1) residents of Oakland; 2) otherwise eligible to vote under California law; and 3) parents, legal guardians, or legal caregivers of qualified minor children.

The criteria for qualifying children would be established by City ordinance. If state or federal law prohibits the Council from providing that only noncitizens with children are eligible to vote in school board elections, the measure would authorize the City Council to expand eligibility to noncitizens without children, if they are Oakland residents and otherwise are eligible to vote under California law.

This measure would authorize, but not require that the City Council expand the eligibility requirements for voting in Oakland school board elections. This measure would authorize the City Council to expand the voter eligibility requirements only for the Office of School Board Director.

This measure was placed on the ballot by the Oakland City Council. Passage of this measure requires an affirmative vote of the majority of voters who cast votes regarding this measure (i.e., more than 50% of the votes). A "yes" vote will approve the measure; a "no" vote will reject the measure.

BARBARA J. PARKER

City Attorney

3186097v3



OUSD Non-Citizen Voting Ballot Measure November 2022 Impartial Financial Analysis Office of The City Auditor 22 JUL 29 PM 7: 30

Summary

Currently, non-citizen residents are not permitted to vote in Oakland Unified School District's (OUSD) school board elections. This measure, if approved by a majority of the voters, would authorize non-citizen residents, who are the parents, legal guardians, or legally recognized caregivers of a child, to vote in OUSD's school board elections. Specifically, the measure would authorize the Oakland City Council to adopt an ordinance to allow specified non-citizen residents to vote in OUSD school board elections. This measure does not authorize the City Council to change other state voter eligibility requirements.

The Oakland City Charter governs the elections for OUSD's school board directors. OUSD's School Board has seven directors elected to four-year terms by districts corresponding to the seven Oakland City Council districts. Three directors are elected in the general municipal elections in non-presidential election years, and the remaining four directors are elected in the general municipal elections in presidential election years.

Financial Analysis

If the measure passes, and if the City Council adopts such an ordinance in the future, we estimate the City of Oakland (City) would incur costs of \$21,000 to \$28,000 in years in which OUSD school board elections are held. These costs would increase with inflation as the measure, if approved, would not go into effect any earlier than the 2024 general election.

Our estimate is based on the costs of the 2020 general municipal election for the OUSD school board and estimates of the number of non-citizen parents in Oakland reported in the City Council resolution authorizing this measure to be placed on the ballot. Additional costs include a minimal increase in election costs paid to the Alameda County Registrar of Voters and printing costs related to the increase in registered voters. Besides the above costs, the City would also incur additional ongoing costs for creating and maintaining an additional database within the existing voter registration system. However, we cannot estimate these costs at this time.

Our independent analysis is based on the best information available at this time.

VERIFICATION

I, Chad D. Morgan declare that I am counsel for the Plaintiffs and Petitions in this action. I have read the foregoing **Verified Complaint and Petition** and know the contents thereof to be true to my own knowledge, except as to those statements made upon information and belief, and as to them, I believe them to be true. I make this declaration on Plaintiffs' behalf because my office is absent from the county in which they are located.

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

Executed on Dec. 15, 2022

Chad D. Morgan