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5 6	Attorneys for SAN DIEGO FIREFIGHTERS LOCAL 145	
7	BEFORE THE	
8	PUBLIC EMPLOYMENT RELATIONS BOARD	
9	SAN DIEGO MUNICIPAL EMPLOYEES) ASSOCIATION,	CASE NO.: LA-CE-746-M
10	Charging Party,	OPPOSITION OF SAN DIEGO FIREFIGHTERS IAFF LOCAL 145 TO
11	v.)	CITY OF SAN DIEGO'S CONSOLIDATED MOTION TO
12	CITY OF SAN DIEGO,	DISMISS COMPLAINTS
13	Respondent.	
14))
15	DEPUTY CITY ATTORNEYS ASSOCIATION,	CASE NO.: LA-CE-752-M
16	Charging Party,	
17 18	v.	
19	CITY OF SAN DIEGO,	
20	Respondent.	
21	AMERICAN FEDERATION OF STATE,	CASE NO.: LA-CE-755-M
22	COUNTY AND MUNICIPAL EMPLOYEES, AFL-CIO, LOCAL 127,	
23	Charging Party,	
24	v.))
25	CITY OF SAN DIEGO,))
26	Respondent.))
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I. INTRODUCTION

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This Memorandum of Points and Authorities is submitted on behalf of Charging Party, San Diego Firefighters Local 145 ("Local 145"). The City's Consolidated Motion to Dismiss makes the same arguments made in its Motion to Dismiss the unfair practice charge filed by San Diego Municipal Employees Association in Case No. LA-CE-755-M. ¹ In addition to the arguments already made and denied by the Administrative Law Judge, the City adds two additional arguments which are simply restatements of the other arguments made. None of the already made arguments or new arguments support the City's Motion to Dismiss. The City has asserted no grounds in its Consolidated Motion to Dismiss that divest PERB of jurisdiction over the charges filed.

The City's Consolidated Motion to Dismiss must be denied because, if the material allegations in the Complaint are assumed to be true as this Motion requires, a violation of the MMBA would be established as a matter of law. To the extent that the City seeks to establish that the Mayor was *not* an *agent* of the City when engaging in the activities alleged in the Complaint, the City must do so at an evidentiary hearing because the City may not contradict the truth of this allegation when arguing the merits of its Motion to Dismiss. To the extent that the City seeks to establish facts in support of its Motion related to the respective MMBA-related roles of the Mayor and City Council under City's "strong Mayor" form of governance, the City has failed to do so. It has offered only the argument of counsel and no admissible evidence. Moreover, its argument is contradicted by the City Attorney's own Memorandum of Law dated January 26, 2009, and attached

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A M having been denied.

¹MEA is not party to the motion to the dismiss as a result of the City's Motion to Dismiss Case No. LA-CE-755-M having been denied.

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as Exhibit 20 to MEA's ULP which were incorporated into the unfair practice charge filed by San Diego Firefighters Local 145.

II. CITY'S MOTION TO DISMISS MUST BE EVALUATED UNDER SUMMARY JUDGMENT STANDARDS

PERB treats a motion to dismiss as a motion for summary judgment. *California State Employees Ass'n*, PERB Decision No. 733-S at pp. 7-8 (1989). All facts are assumed in favor of the non-moving party. *Id.* The motion to dismiss is granted only if the moving party can show that it is entitled to judgment as a matter of law on a dispositive issue. *Id.*; *see also State of California (State Personnel Bd.)*, PERB Decision No. 1864-S at 21-23 (holding that a showing on the non-dispositive issue of whether State Personnel Board is an "employer" was not a proper basis on which to grant a motion to dismiss).

III. ASSUMING THE TRUTH OF THE ALLEGATIONS OF THE COMPLAINT, A VIOLATION OF THE MMBA IS ESTABLISHED AS A MATTER OF LAW AND CITY'S MOTION TO DISMISS MUST BE DENIED

A. Although City Denied the Allegations of the Complaint in Its Answer, These Allegations Are Assumed To Be True When Ruling On City's Motion

There is no dispute that the city refused to Local 145's demand to meet and confer in this case. The allegations relating to the acts of the City through its agents are taken as true for purposes of the Motion to Dismiss. A resolution of whether in fact the acts occurred as alleged and whether they establish a violation of MMBA can only be made through the administrative hearing process.

The City by its Consolidated Motion to Dismiss now seeks to avoid an administrative hearing by arguing that, assuming these allegations are true – i.e., that "Respondent (City), through its agents, including chief labor negotiator San Diego City Mayor Jerry Sanders, has co-authored, developed, sponsored, promoted, funded, and implemented a pension reform initiative, referred to as the "Comprehensive Pension Reform Initiative for San Diego" ("Initiative)," and that the City denied the request by Local 145 to meet and confer over the Initiative that impacted wages and retirement benefits for bargaining unit members – there has been no violation of the MMBA as a matter of law.

The City argues that the actions of its agents, including chief labor negotiator San Diego City

Mayor Jerry Sanders with regard to this CPR Initiative – assumed to be true as alleged in Complaint

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- are irrelevant, and, therefore, the City's refusal to meet and confer with the charging parties regarding the provisions of the CPR Initiative which impact wages and retirement benefits for bargaining unit members – also assumed to be true as alleged in Complaint – are of no legal consequence. But this argument is entirely frivolous because, if these allegations are assumed to be true (as City's Motion requires), City's refusal to bargain when *its agents, including chief labor negotiator San Diego City Mayor Jerry Sanders*, co-authored, developed, sponsored, promoted, funded, and implemented" the CPR Initiative, constitutes a violation of the MMBA as a matter of law and City's motion to dismiss must be denied.

B. City's "Argument" About the Roles of Mayor and City Council in the Meet and Confer Process Is *Not* Based on Admissible Evidence and Is Contradicted By City's Own Prior Admissions

The City offers only the argument of counsel in an attempt to establish "facts" related to the respective roles of the Mayor and City Council under the City's "strong Mayor" form of governance. This argument was fully briefed in MEA's Opposition to the City's Motion to Dismiss the MEA Complaint.

As noted by MEA in its opposition, the City Attorney contradicts the argument it makes in this motion in his Memorandum of Law ("MOL") dated January 26, 2009, which was attached as Exhibit 20 to MEA's ULP. This MOL acknowledges on its face that it is "presented in response to numerous questions that have arisen regarding the impasse procedures for resolution of disputes between the (City) and its recognized employee organizations, in light of the recent decision of (PERB) in the case, *AFSCME Local 127 & San Diego Municipal Employees Association v. City of San Diego*, PERB No. HO-U-946-M, 32 PERC 146, September 18, 2008."

After noting that Mayor Sanders serves as the City's Chief Executive Officer with the authority to give controlling direction to the administrative service of the City and to make recommendations to the City Council concerning the affairs of the City, the City Attorney cautioned in this MOL that the *City* is held to account when the Mayor violates the MMBA in connection with his distinct labor relations role under the Charter:

Notwithstanding any distinctions in the Charter's roles for the Council, the Mayor, the Civil Service Commission, and other City officials or representatives, the City is considered a single employer under the MMBA. Employees of the City are

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employees of the municipal corporation. See Charter § 1. The City itself is the public agency covered by the MMBA. In determining whether or not the City has committed an unfair labor practice in violation of the MMBA, PERB will consider the actions of all officials and representatives acting on behalf of the City. (ULP Exhibit 20, 1/26/09 MOL, p. 12)

Indeed, just as the City Attorney's 1/26/09 MOL acknowledges, in determining whether or not the City has committed an unfair labor practice in violation of the MMBA, PERB will consider the actions of all officials and representatives acting on behalf of the City. See San Diego Firefighters, Local 145, I.A.F.F. v City of San Diego (Office of the City Attorney) 2010 PERB Decision No. 2103-M [the City, through the City Attorney, advocated a course of action in circumvention of the exclusive representative or otherwise used his communication to commit an unfair labor practice].

In this same 1/26/09 MOL, the City Attorney *contradicts* the argument he now makes in support of City's Motion to Dismiss. This MOL emphasizes that:

The Mayor does not vote on matters before the City Council, but shall "recommend to the Council such measures and ordinances as he or she may deem necessary or expedient, and to make such other recommendations to the Council, concerning the affairs of the City as the Mayor finds desirable.' Charter § 265(b)(3). Inherent within the authority of the Mayor as the elected head of the executive and administrative service is the responsibility of representing the City in labor negotiations with the City's recognized employee organizations. However, it is a shared duty with the City Council. Under Government Code section 3505, "meet and confer" is defined as the mutual obligation of the public agency and its employee organizations to meet "to exchange freely information, opinions, and proposals, and to endeavor to reach agreement on matters within the scope of representation prior to the adoption by the public agency of its final budget for the ensuing year." Cal. Gov't Code § 3505. It is the duty of the Mayor "to prepare and submit to the Council the annual budget estimate" and "to see that the ordinances of the City and the laws of the State are enforced." Charter, § 28. It is the duty of the Mayor to ensure that the City's responsibilities under the MMBA as they relate to communications with employees are met. See Cal. Gov. Code § 3500(a). (MOL, pp. 9-10, emphasis added.)

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This MOL further confirms that the administrative duties of the Mayor include the work of meeting and conferring with the City's represented employee organizations – citing an opinion of the California Attorney General to the effect that this administrative function is not merely an advisory one in terms of the legislative body; instead, though admittedly it cannot bind the local agency to a "labor contract," the bargaining team has a duty to negotiate to the point of attempting to reach and

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reduce an agreement to writing to be submitted to the legislative body for consideration and possible adoption. (MOL, p. 10.)

Finally, the City Attorney explains that the Mayor *heads* the City's negotiating team and that it is the Mayor who determines the City's "last, best and final offer" at the bargaining table. While the City Council may disagree with the Mayor's position after conducting an impasse hearing under the City's Employee-Employer Relations Policy and may direct the Mayor and recognized bargaining organizations to return to the bargaining table over the *Council's alternative proposal*, the Mayor may veto this directive. "In exercising these powers," the MOL cautions, the Mayor and Council must use care so as to not abrogate the state law duty to bargain in good faith." (MOL, p. 4)

Furthermore, months earlier, on June 19, 2008, the City Attorney had issued another Memorandum of Law ("MOL") entitled "Pension Ballot Measure Questions." (See Exhibit 5 to MEA's ULP and incorporated by reference in the unfair practice charge filed by Local 145.) This Memorandum addressed the prospect of a *Mayoral*-sponsored "citizen initiative" based on the following "back story." A bargaining impasse had arisen between the City and MEA related to the Mayor's proposed pension plan changes during the 2008 meet and confer process for a new Memorandum of Understanding. Pursuant to City's Employer-Employee Relations Policy, the City Council conducted an impasse hearing over the Mayor's Last, Best and Final Offer ("LBFO"). When the City Council failed to *impose* the Mayor's LBFO at the conclusion of the impasse hearing, Mayor Sanders reacted with anger and frustration – suggesting that he would lead an initiative to accomplish the pension reform changes he sought at the ballot box. The City Attorney's 2008 Memorandum responded to this situation by describing the Mayor's rights and responsibilities in these circumstances:

While (the Mayor) does have the right to initiate or sponsor a voter petition drive (see Government Code section 3203), such sponsorship is legally considered as acting with apparent governmental authority, and will require the Mayor to meet-and-confer with the labor organizations over a voter initiative pension ballot measure that he sponsors. . . . The Mayor has ostensible or apparent authority to negotiate with the employee labor organizations over any ballot measure he sponsors or initiates, including a voter-initiative. The *City*, therefore, would have the same meet-and-confer obligations with its unions over a voter-initiative sponsored by the Mayor as with any City proposal implicating wages, hours, or other terms and conditions of employment. (ULP Exhibit 5, p. 9)

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Accordingly, under no circumstances has the City established, based on admissible evidence, that there is no factual dispute for hearing in this case and that it is entitled to a dismissal of the Consolidated Complaints on the ground that no unfair practice occurred here as a matter of law. The City's Motion should be denied.

IV. CITY'S MOTION ERRONEOUSLY ASSERTS THAT PERB LACKS JURISDICTION OVER THE CHARGING PARTIES' ULPS BECAUSE THE STATE CONSTITUTION AND ELECTIONS CODE RELATED TO "CITIZENS' INITIATIVES" MAY BE IMPLICATED

The City argues that PERB has no jurisdiction over this unfair practice case because it implicates issues under the Election Code and allegedly threatens the constitutional rights of citizens to propose ballot initiatives. The City's argument ignores extensive case law confirming that PERB not only has the right but the duty to perform its statutory mandate of investigating, adjudicating, and remedying unfair practices, even when doing so requires PERB to harmonize the statutes under its jurisdiction with other statutory and constitutional provisions. *See State of California (State Personnel Bd.)*, PERB Decision No. 1491-S at p. 10 (2002). Even when an alleged unfair practice implicates a statutory scheme that explicitly supersedes "the general law of the state," "PERB is charged with the exclusive initial jurisdiction to consider the alleged unfair practice while harmonizing the purposes of [the bargaining statute] with those of [the implicated statutory provisions]." *Wilmar Union Elementary School Dist.*, PERB Decision No. 1371 at p. 12-14. As recognized by the California Supreme Court:

The inquiry is properly not much which statutory scheme prevails [over the other], but rather how each can be harmonized to give them reasonable and full effect. Each agency operates under different statutory schemes, but not to defeat each other's authority. . . . PERB . . . has been given a [specialized and focused] task: to protect both employees and [public employers] from violations of the organizational and collective bargaining rights guaranteed by [collective bargaining statutes]. . . . [T]he legislature evidently thought it important to assign the task of investigating potential violations of [the bargaining statutes] to an agency which possesses and can further develop specialized expertise in the labor relations field.

Pacific Legal Found. v. Brown (1981) 29 Cal. 3d. 168, 197-98 (internal quotations and citations omitted).

PERB also maintains jurisdiction over the unfair practice charge at issue here despite the City's contention that the constitutional rights of citizens to propose ballot initiatives are implicated.

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PERB has authority to interpret the statutes under its jurisdiction in light of constitutional standards. *Cumero v. PERB* (1989) 49 Cal. 3d 575, 583. "The mere fact that constitutional rights may be implicated or have some bearing on this dispute does not in and of itself divest PERB of jurisdiction to consider [an alleged violation of a statute under PERB's jurisdiction]." *Wilmar Union Elementary School Dist.*, *supra*, at p. 15.

The key inquiry in this case is whether the City violated its meet and confer obligations under the MMBA based on the conduct alleged in the Charge and in the Complaint. This is a question within the *exclusive* initial jurisdiction of PERB. As established case law confirms, PERB has the power to answer this question while harmonizing the MMBA with the Election Code and the California Constitution. Furthermore, *only PERB* can determine, in the first instance, whether the MMBA has been violated. If PERB were to decline jurisdiction to resolve the alleged unfair practice – as City's Motion argues it should – PERB would be relinquishing its statutory responsibilities under the MMBA; such an action "would conflict with legal principles requiring exhaustion of administrative remedies and PERB's preemptive jurisdiction." *State of California (State Personnel Board)*, PERB Decision No. 1491a-S at p. 5 (2002)

The City's citation to the decisions in *Friends of Sierra Madre v City of Sierra Madre*, (2001) 25 Cal 4th 165 and *Stein v City of Santa Monica*, (1980) 110 Cal App 3d 458 are not applicable in this case. Those cases involve the California Environmental Quality Act which has no agency legislatively created to have exclusive initial jurisdiction over CEQA compliance.

V. THE FACT THERE IS NO CASE DIRECTLY ON POINT DOES NOT SUPPORT THE MOTION TO DISMISS

The City argues that there is no case on point finding an unfair practice based upon the allegations in the Consolidated Complaints. The fact that there is no reported case relating to a Mayor or Councilmembers intentionally deciding to avoid the meet and confer process by way of a "Citizens' Initiative" is not determinative of this case. The issue here is whether the actions of the Mayor relating to the CPR Initiative violate the MMBA. It is for the ALJ and PERB to determine if in fact the Mayor's actions were engaged in to avoid the obligations to meet and confer under the MMBA. Under the City's theory no matter could be considered to be an unfair labor practice unless

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it had been committed by someone else and already determined to be a violation of the MMBA. There is no support in the law for this argument.

VI. THE MAYOR HAD NO FIRST AMENDMENT RIGHT TO VIOLATE THE MMBA

The City argues in support of dismissal that the Mayor and Councilmembers "may act privately and have a fundamental First Amendment right to express their views on 'matters of public concern.'" (City's Motion, 12:19-25) As already noted, the allegation set forth in the Complaint (¶ 3) is assumed to be true for purposes of this Motion is that "Respondent (City), through its agents, including chief labor negotiator San Diego City Mayor Jerry Sanders, has co-authored, developed, sponsored, promoted, funded, and implemented a pension reform initiative, referred to as the Comprehensive Pension Reform Initiative ("Initiative")." If City intends to establish a contrary fact —i.e., that the Mayor and Councilmembers acted as *private citizens* and not in their official capacities when doing the acts alleged, this evidence must be adduced at the administrative hearing so that a determination regarding the true facts may be made. For purposes of this motion, the argument of counsel that these elected officials "may act privately" is irrelevant and inadmissible.

Moreover, the City's free speech argument ignores the case law interpreting free speech rights in the context of the collective bargaining statutes administered by PERB. Indeed, because many unfair practices involve or include speech – oral or written – City's argument taken to its logical extreme would result in a virtual nullification of the MMBA. Thus, under the MMBA, an employer's speech is *not* protected if it is used as a means for violating the MMBA. City of San Diego (Office of the City Attorney), PERB Decision No. 2103-M (2010). In City of San Diego, PERB held that the City violated the MMBA when its City Attorney bypassed the exclusive bargaining representative in encouraging employees to rescind their purchase of service credits from the City's retirement system. Id. at p. 8. The City Attorney's actions violated the MMBA because he went beyond merely communicating existing facts, views, arguments, or opinions, and "advocate[d] a course of action in circumvention of the exclusive representative." Id. at p. 12. In Rio Hondo Community College District PERB Decision No. 128 (1980), PERB held that an employer has the right to "express its views on employment related matters over which it has legitimate concerns in order to facilitate full and knowledgeable debate," but may not engage in

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negotiations over matters within the scope of representation with persons or groups other than the exclusive representative. Employer speech that goes beyond mere expression of opinion or communications of existing facts, but instead advocates or solicits a course of action, is not subject to free speech protections. *State of California (Department of Transportation)* (1996) PERB Decision No. 1176-S (CalTrans).

In this case, the Mayor and the councilmembers circumvented the City's meet and confer obligations and advocated a specific course of action. As indicated by *City of San Diego*, PERB Decision No. 2103-M (2010) and the cases discussed therein, the right of any City agent to express opinions on matters affecting bargaining rights is limited by the City's obligations under the MMBA. Harmonizing the free speech rights of City's agents with the City's bargaining obligations to determine whether an unfair practice has been committed is a matter within the exclusive initial jurisdiction of PERB, and the free speech interest asserted by the City is not a ground for granting a motion to dismiss.

Accordingly, there is no free speech protection for the Mayor's conduct in "advocat[ing] a course of action in circumvention of the exclusive representative," and in determining whether or not the City has committed an unfair labor practice in violation of the MMBA, PERB will consider the actions of all officials and representatives acting on behalf of the City. *City of San Diego*.

VII. THE CITY'S ARGUMENT THAT THE MEET AND CONFER REQUIREMENT IS INCOMPATIBLE WITH AN INITIATIVE MISSES THE POINT OF THE UNFAIR PRACTICE CHARGE

This argument which was not made in the Motion to Dismiss MEA's Unfair Practice Charge is simply the same argument made by the City in other sections. The issue in this case is whether the Mayor's actions related to the "Citizens' Initiative" violated the MMBA. The Charging Parties have alleged that the Mayor intentionally avoided the meet and confer obligation by use of the "Citizens' Initiative." As stated earlier, the law does not permit the Mayor or City Council to bypass the meet and confer obligations by having "citizens" file an initiative that the Mayor writes, negotiates the final terms of, funds, and actively solicits. The City in this argument as in other arguments, assumes a fact in dispute, whether the initiative process was used by the City and its agents, to avoid the legal obligations under the MMBA.

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THE CITY'S ASSERTIONS ABOUT PERB'S JURISDICTION OR AUTHORITY RELATED TO REMEDY DO NOT SUPPORT ITS MOTION TO DISMISS

The MMBA, Gov. Code § 3509 provides that the "initial determination as to whether the charge of unfair practice is justified and, if so, the appropriate remedy necessary to effectuate the purposes of this chapter, shall be a matter within the exclusive jurisdiction of the board" (emphasis added).

PERB possesses broad discretion to take action and issue orders as necessary to effectuate the purposes and policies of the MMBA. In carrying out this statutory mandate, PERB is authorized to issue a decision and order directing an offending party to cease and desist from the unfair practice. In addition to a cease and desist order, PERB has the authority and long standing practice of ordering a restoration of the status quo ante for unilateral change violations. This is typically accomplished by requiring the employer to rescind the unilateral change and make employees whole for losses suffered as a result of the unlawful unilateral change.

County of Sacramento, PERB Decision No. 2045-M at p. 3 (2009).

Thus, the City's conclusion that even if the Mayor's involvement is proven, nothing can be done in this case fails to recognize PERB's legislatively created ability to issue a particular remedy if an unfair practice in violation of MMBA is determined to have occurred. Arguments related to the remedy should be made to the ALJ and to PERB. PERB's remedies must be properly tailored to the specific nature of the violation found. See Palm Springs Unified School Dist., PERB Decision No. 249 (1982). The proper exercise of PERB's remedial authority in this case can only be known after PERB determines whether the City in fact violated the MMBA and, if so, what the precise nature of the violation is. Further, the issue of remedy is not dispositive of the entire charge, and thus cannot be a basis for dismissing the charge. See State of California (State Personnel Bd.), PERB Decision No. 1864-S at 21-23 (holding that showing on a non-dispositive issue is not a proper basis on which to grant a motion to dismiss).

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IX. **CONCLUSION** For all of these reasons, City's Consolidated Motion to Dismiss should be denied and the matter heard and decided in the noticed formal administrative hearing. TOSDAL, SMITH, STEINER & WAX Dated: July 11, 2012 Attorneys for Charging Party San Diego Municipal Employees Association TOSDAL, SMITH, STEINER 27 & WAX 401 West A Stt, Suite 320 San Diego, CA 92101-7911 Telephone: (619) 239-7200 Facsimile: (619) 239-6048

PROOF OF SERVICE

I declare that I am a resident of or employed	in the County of San Diego,		
State of California . I am over the age of	18 years and not a party to the within entitled		
cause. The name and address of my residence or bu	usiness isTosdal, Smith, Steiner & Wax		
401 West A Street, Suite 320, San Diego, California 92	101		
On July 11, 2012 , I served the	Opposition of San Diego Firefighters		
(Date)	(describe document(s)		
IAFF Local 145 to City of San Diego's Consolidated Mo	otion to Dismiss Complaints		
on the parties listed below (include name, address a	nd, where applicable, fax number) by (check		
the applicable method or methods):			
placing a true copy thereof enclosed in	a sealed envelope for collection and delivery		
by the United States Postal Service or private delive	ery service following ordinary business		
practices with postage or other costs prepaid;			
personal delivery;			
facsimile transmission in accordance w	vith the requirements of PERB Regulations		
32090 and 32135(d).			
See attached			
I declare under penalty of perjury that the fo			
declaration was executed onJuly 11, 2012	, at <u>San Diego, California</u> .		
	BD Let all		
Elizabeth Diaz	(Signatural)		
(Type or print name)	(Signatuke)		

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