ENDORSED FILED ALAMEDA COUNTY

DEC 3 0 2005

### SUPERIOR COURT OF THE STATE OF CALIFORNIA

### IN AND FOR THE COUNTY OF ALAMEDA

CLERK OF THE SUPERIOR COURT By Wosen Mengiste, Deputy

CAPITOL PEOPLE FIRST, et al,

Plaintiffs.

v.

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DEPARTMENT OF DEVELOPMENTAL

SERVICES, et al,

Defendants.

No. 2002 - 038715

ORDER DENYING MOTION OF PLAINTIFFS FOR CLASS CERTIFICATION.

Date: December 22, 2005

Time: 1:00 pm.

Dept.: 22

The motion of Plaintiffs for class certification came on for hearing on December 22, 2005, in Department 22 of this Court, the Honorable Ronald M. Sabraw presiding. Counsel appeared on behalf of Plaintiffs and on behalf of Defendants. After consideration of the points and authorities and the evidence, as well as the oral argument of counsel, IT IS ORDERED: The motion of Plaintiffs for class certification is DENIED

#### LEGAL FRAMEWORK - STANDARD APPROACH.

Class actions in California are governed by Code of Civil Procedure section 382, authorizing such suits "when the question is one of a common or general interest, of many persons, or when the parties are numerous, and it is impracticable to bring them all before the court."

Class certification under the UCL is determined under the standards in C.C.P. 382. The Court must inquire into numerosity, ascertainability, whether common questions of law or fact predominate, whether the class representatives have claims or defenses typical of the class; and whether the class representatives can represent the class adequately. *Linder*, 23 Cal.4<sup>th</sup> at 435. Other relevant considerations include the probability that each class member will come forward ultimately to prove his or her separate claim to a portion of the total recovery and whether the class approach would actually serve to deter and redress alleged wrongdoing. *Linder*, 23 Cal.4<sup>th</sup> at 435. In addition, the trial court may assess the advantages of alternative procedures for handling the controversy. *Basurco v. 21st Century Ins. Co.* (2003) 108 Cal. App. 4th 110, 120-122; *Caro v. Procter & Gamble Co.* (1993) 18 Cal. App. 4th 644, 660-662. It is plaintiffs' burden to support each of the above factors with a factual showing. See *Hamwi v. Citinational-Buckeye Inv. Co.* (1977) 72 Cal.App.3d 462.

The Court is vested with discretion in weighing the concerns that affect class certification. Sav-on Drug Stores Inc. v. Superior Court (2004) 34 Cal.4th 319, 326, 336. "[B]ecause group action also has the potential to create injustice, trial courts are required to 'carefully weigh respective benefits and burdens and to allow maintenance of the class-action only were substantial benefits accrue both to litigants and the court's.' Linder v. Thrifty Oil Co. (2000) 23 Cal.4th 429, 435.

### LEGAL FRAMEWORK - WHEN ONLY INJUNCTIVE RELIEF SOUGHT.

The Court has considered that Plaintiffs are seeking systemwide injunctive relief only and are not seeking individualized relief. C.C.P. section 382 does not include specific standards and analytical categories such as those found in F.R.C.P. 23 and California case law provides little

guidance on whether the standard for class certification is different depending on whether the claims are for injunctive relief (as under 23(b)(2)) or for monetary and injunctive relief (as under 23(b)(3)). Consistent with the direction in *Sav-On* that the trial courts should adopt innovative procedures, the Court has considered whether a different class certification analysis is appropriate when, as here, Plaintiffs seek injunctive relief only. *Bell v. American Title Ins. Co.* (1991) 226 Cal. App. 3d 1589, 1603-1609 (applying analytical categories of the federal rules in California class action).

The Court's analysis when a plaintiff seeks injunctive relief would be different in the following particulars. The commonality analysis would be, as suggested by Plaintiffs, focused more on the actions of the defendant than on whether those actions have a common effect on each of the Plaintiffs. Walters v. Reno (9th Cir., 1998) 145 F.3d 1032, 1047 ("Although common issues must predominate for class certification under Rule 23(b)(3), no such requirement exists under 23(b)(2). It is sufficient if class members complain of a pattern or practice that is generally applicable to the class as a whole."); Bynum v. District of Columbia (D.C. 2003) 214 F.R.D. 27. 37-38 (certifying class under 23(b)(2) based on a consistent pattern of activity of overdetaining inmates even though the circumstances of each detention differed). The Court would not address variations in damages because damages would not be sought. Mendoza v. County of Tulare (1982) 128 Cal. App. 3d 403, 418-419. The Court would not address variations in individual injunctive relief because Plaintiff would be seeking injunctive relief on the system level and not as applied to specific individuals. Baby Neal for & by Kanter v. Casev (3rd Cir., 1994) 43 F.3d 48, 64 ("The district court will thus not need to make individual, case-by-case determinations in order to assess liability or order relief. Rather, the court can fashion precise orders to address specific, system-wide deficiencies and then monitor compliance relative to those orders.") The

Court would also pay closer attention to the adequacy analysis because individual absent class members would not be permitted to opt out of the class and seek inconsistent injunctive relief and think more carefully about whether classwide injunctive relief is the best means to address and remedy the alleged wrongdoing.

### DEFINING THE CLAIMS ASSERTED.

Class certification is determined with reference to the claims asserted and the court may take into account whether a class is appropriate for each claim. *Hicks v. Kaufman & Broad Home Corp.* (2001) 89 Cal. App. 4th 908, 916 fn 22 and 917-918. In this case, the Plaintiffs and Defendants approach the claims very differently.

Plaintiffs take a collective approach to their claims rather than focusing on discrete legal theories or discrete alleged wrongs. (P reply at 7:10-18.) This approach was adopted by the trial court in *Marisol A. by Forbes v. Giuliani* (2<sup>nd</sup> Cir., 1997) 126 F.3d 372, where the trial court certified a class and held that the common question of law was "whether each child has a legal entitlement to the services of which that child is being deprived" and the common question of fact was "whether defendants systematically have failed to provide these legally mandated services." The trial court "determined that the myriad constitutional, regulatory, and statutory provisions invoked by the plaintiffs are properly understood as creating a single scheme for the delivery of child welfare services" and that the failure of that single scheme was a "super-claim" common to all members of the class. The Second Circuit deferred to the trial court's discretion in certifying a class but also noted that it might unfairly prejudice the defendants if the case were tried without the use of subclasses to refine the claims.

Defendants argue that the Court must review the legal theories identified in the Fifth Amended Complaint and groups them in four categories: (1) Lanterman Act (cause of action 1); (2) Disability discrimination (causes of action 2, 3, and 4); (3) Constitutional violations – inalienable rights, due process, equal protection (causes of action 5 and 6); and (4) Medicaid (cause of action 7). This approach is more consistent with California law. This approach was also noted with approval in *J.B. by Hart v. Valdez* (10<sup>th</sup> Cir. 1999) 186 F.3d 1280, 1289, where the Plaintiffs alleged "that systemic failures in the defendants' child welfare delivery system deny all members of the class access to legally-mandated services which plaintiffs need because of their disabilities." The Court found that an allegation of systematic failures does not create a common legal issue and stated "For a common question of law to exist, the putative class must share a discrete legal question of some kind."

This Court will not adopt the *Guliani* "super-claim" approach because it would lead to an inherently unmanageable trial. The Court finds that it is more appropriate in this motion and in this case to focus on the alleged wrongs than on the discrete legal theories alleged. California Supreme Court authority suggests that either approach is permissible. Compare *Sav-On*, 34 Cal.4<sup>th</sup> at 324 (Court did not analyze separately the claims under the Labor Code, the UCL, and the common law because all claims concerned whether putative class members were misclassified as exempt from the overtime laws) with *Fletcher v. Security Pacific National Bank* (1979) 23 Cal.3d 442, 447-454 (Court separately analyzed contract and fraud UCL claims even though both claims concerned bank's uniform practices in calculating interest).

The discrete alleged wrongs at the center of Plaintiffs' claims concern primarily the development and implementation of Individual Program Plans ("IPPs"). These wrongs are: (1) failure to provide understandable information in the IPP process; (2) inadequate assessments in

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the IPP process. (3) basing IPP recommendations on factors (institutional inertia and budget considerations) unrelated to the needs and choices of the disabled persons; (4) failure to provide timely services and supports as suggested by IPPs; and (5) failure to develop adequate community resources. Plaintiffs and Defendants both focused on these alleged wrongs. (P Moving at 22; D Oppo at 14-18.)

PRACTICALITY OF BRINGING ALL CLASS MEMBERS BEFORE THE COURT (NUMERIOSITY).

Defendants do not contest numerosity. The Court finds that the proposed class is numerous (approximately 7,800 persons).

### **ASCERTAINABILITY**

A class must be defined in terms of objective characteristics and common transactional facts making the ultimate identification of class members possible. Hicks v. Kaufman and Broad Home Corp. (2001) 89 Cal.App.4th 908, 915; Bartold v. Glendale Federal Bank (2000) 81 Cal. App. 4th 816, 828. If the proposed class is not ascertainable, then the Court can and should redefine the class if the evidence suggests that a redefined class is ascertainable. Hicks, 89 Cal. App. 4<sup>th</sup> at 916, fn18. At this stage of the proceedings a plaintiff is not required to establish the existence and identity of class members. Reyes v. Board of Supervisors (1987) 196 Cal.App.3d 1263, 1275.

Plaintiffs' proposed class is ascertainable. The Court finds that Plaintiffs' proposed class definition is adequate. It defines the members of the class in terms of objective characteristics and common transactional facts that will make the ultimate identification of class members

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possible. Plaintiffs did not suggest subclasses based on particular alleged failures in the system (all persons who did not get an IPP within X days) or based on alleged failures by individual Regional Centers (all persons served by Regional Center Y).

### COMMONALITY - STANDARD APPROACH

Plaintiffs' burden on moving for class certification is to show that common issues of fact and law predominate. *Lockheed Martin Corp. v. Superior Court* (2003) 29 Cal.4<sup>th</sup> 1096, 1108.

The Court finds that Plaintiffs have not demonstrated that common <u>factual</u> issues predominate. The trier of fact will need to consider in substantial measure how the policies affect the individual class members. There is no way for the trier of fact to find that Defendants have failed to meet their statutory obligations without examining how individuals have been affected. Given the many variables in each person's Individual Program Plan ("IPP"), the Court has serious questions about whether the case could be tried based on anecdotes and statistical data. The necessary individual inquiries would overwhelm the common issues.

The Court finds that Plaintiffs have not demonstrated that common <u>legal</u> issues predominate. As held above, the Court will not permit Plaintiffs to proceed on a "super-claim" alleging that the DDS/Regional Center system is broken because it consistently fails to place persons in the least restrictive setting. The Court will follow *Hicks, supra*, and *J.B. by Hart v. Valdez* (10<sup>th</sup> Cir. 1999) 186 F.3d 1280, 1289, and require Plaintiffs to identify common discrete wrongs that affect the individual classmembers. The Court examines the discrete alleged wrongs identified by the parties.

The claim that Defendants fail to provide understandable information in the IPP process.

The evidence suggests that the IPPs are individualized and that much of the information is

conveyed orally. This is not a case such as *Vasquez v. Superior Court of San Joaquin County* (1971) 4 Cal. 3d 800, 810-811, where the defendant had a script and the Court could assume that the defendant made the same representations to each putative class member. This case is more like *Hamwi v. Citinational-Buckeye Inv. Co.* (1977) 72 Cal.App.3d 462, 473, where the Court denied certification because resolution of the contract claims would depend on individual discussions the defendant had with substantially all putative class members.

The claim that Defendants made inadequate assessments in the IPP process. The evidence suggests that each IPP is designed by a team of caregivers/specialists for an individual putative class member. Although many IPPs may be inadequate, the evidence suggests that the alleged legal deficiencies of each will be different.

The claim that Defendants base IPP recommendations on factors unrelated to the needs and choices of the disabled persons. As with the above claim, the evidence suggests that although the recommendations in IPPs may not be based on the needs and choices of the disabled persons, the allegedly unlawful variables considered will be different for each IPP.

The claim that Defendants fail to provide timely services and supports as suggested by IPPs. If IPPs were similar, then this could be a common legal issue. If IPPs were similar, then Plaintiffs could potentially review IPPs and determine that the Defendants had a common practice of unlawfully failing to provide timely services. The evidence, however, suggests that each IPP is designed to meet the individual needs of the classmember. The timing of services and supports will, therefore, be determined by the circumstances of the individual. The Court cannot determine that the DDS or a Regional Center acted unlawfully in every case where X service was not provided to Y individual within Z weeks.

potentially a common legal issue. If Plaintiffs could prove that classmembers have a common legal right to a certain type of community resource and that the Defendants have not developed the community resource and made it available for classmembers, then Plaintiffs could prevail on a legal claim that was common to the class members. This claim would, however, be dependent on first proving that classmembers have a legal right to a certain type of community resource, and that preliminary inquiry is inherently individualized.

Therefore, under the standard commonality analysis, the Court finds that Plaintiffs have

The claim that Defendants fail to develop adequate community resources. This is

Therefore, under the standard commonality analysis, the Court finds that Plaintiffs have not demonstrated that common issues of fact and law predominate.

# COMMONALITY - ALTERNATE APPROACH.

Because this case involves claims for injunctive relief only concerning alleged systemwide deficiencies, the Court considers the alternative standard of whether Plaintiffs have demonstrated that Defendants have "acted or refused to act on grounds generally applicable to the class." F.R.C.P. 23(b)(2). The Court finds that Plaintiffs have demonstrated that Defendants have "acted or refused to act on grounds generally applicable to the class." As in *Sav-On*, 34 Cal.4<sup>th</sup> at 329-330, there is evidence that the Defendants had policies that were common and affected each member of the putative class. The change in emphasis from the claims of the class members (not common) to the policies of the Defendants (common) leads to a different result.

## TYPICALITY OF REPRESENTATION.

The typicality analysis requires only that a named plaintiff share a community of interest with the class members and have claims and defenses typical of the class members. *Sav-On* 

Drug Stores, Inc. v. Superior Court (2004) 34 Cal. 4th 319, 326 (The 'community of interest' requirement embodies three factors: ... (2) class representatives with claims or defenses typical 2 of the class; ...). The Court can find a named plaintiff to be typical of the class members even if 3 4 the named plaintiff's specific factual situation is not the same as the specific factual situation of 5 all the other class members. Fireside Bank v. Superior Court (2005) 133 Cal. App. 4th 742, 669-772 (named plaintiff held to be typical despite facts regarding how she bought vehicle and how 7 vehicle was repossessed); Daniels v. Centennial Group, Inc. (1993) 16 Cal. App. 4th 467, 473 8 (plaintiff can be typical of the class of persons who differ in some particulars where the alleged 9 misconduct is common). A class representative's claims need not be identical to the claims of 10 other class members and it is only required that the representative be similarly situated so that he H 12 or she will have the motive to litigate on behalf of all class members. Classen v. Weller (1983) 13 145 Cal.App.3d 47, 46. 14 15 from the Defendants. The entity plaintiffs are organizations that represent the interests of their 16 members and the members include substantial numbers of disabled persons who are or recently 17 18 19

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were receiving care from the Defendants. The Court finds that Plaintiffs are sufficiently typical of the class that they can represent the class.

ADEOUACY OF REPRESENTATION.

The adequacy inquiry concern whether the named Plaintiffs interests are not antagonistic to the interests of the class and have selected counsel qualified to conduct the litigation. McGhee v. Bank of America (1976) 60 Cal. App.3d 442, 450. See also Lazar v. Hertz Corp. (1983) 143 Cal.App.3d 128, 141-142.

The individual plaintiffs are disabled persons who are or recently were receiving care

This is a peculiar case because the Court can safely presume that all the class members would like thorough IPPs and the best services possible. The problem arises because each disabled person is different and "the best services possible" for one person may not be appropriate for another person. The named plaintiffs have consistently asserted that each class member is entitled to live in the least restrained setting and that many will benefit from being removed from large institutions and placed into community settings. The Intervenors, however, argue that for many members of the class "the best services possible" are in large institutions and that it would be detrimental to place them in community settings.

Class representatives assume a fiduciary responsibility to prosecute the action on behalf of the absent parties and the structure of the class action does not normally allow absent class members to become active parties. *Earley v. Superior Court* (2000) 79 Cal. App. 4th 1420, 1434. Therefore, the Court must be diligent in ensuring that the interests of the named plaintiff and class counsel do not overshadow the interests of the absent class members. *Apple Computer, Inc. v. Superior Court* (2005) 126 Cal. App. 4th 1253, 1264-1274. The Court emphasizes that this is not a case such as *J. P. Morgan & Co., Inc. v. Superior Court* (2003) 113 Cal. App. 4th 195, 212-215 (conflict between the interests of the named plaintiffs and certain members of the class) or *Apple Computer, supra* (concerns raised about the arguably improper self-interest of the named plaintiff and class counsel). In this case the named plaintiffs are legitimately pursuing claims that they honestly think are in the best interests of all the absent class members. The problem is that reasonable minds can differ and the Intervenors, who represent a sizeable number of absent class members, think that prosecution of the claims is not in their best interest.

The Court has considered whether the intra-class antagonism can be addressed by means other than denying class certification. Addressing this point, *Richmond v. Dart Industries, Inc.* 

(1981) 29 Cal. 3d 462, 471-474, states, "When a class contains various viewpoints, the courts may ensure that these viewpoints are represented by allowing them to join as interveners ... or as additional representatives of subclasses within the full class. 29 Cal.3d at 473-474. The Court has already permitted the Intervenors to appear in this action, and they have had the opportunity to participate in all court proceedings. The presence of the Intervenors protects their interests because they could present evidence and make arguments to the trier of fact.

The Court has also considered that because this case concerns systemwide injunctive relief, the Intervenors cannot elect to opt-out of the class. If the Court provides systemwide injunctive relief, then the policies of the DDS and the regional centers will have to change and those changes will necessarily affect all persons in the system.

The Court concludes that Plaintiffs have not demonstrated either (1) they will adequately represent the interests of all the members of the proposed class or (2) the interests of the Intervenors can be adequately protected by their presence in this case. This conclusion is based on a balancing of interests and case management concerns and is not directed at the integrity or competence of the named plaintiffs.

The Court holds that the named plaintiffs have retained competent counsel.

DETERRING AND REDRESSING THE ALLEGED WRONGDOING / ALTERNATIVE PROCEDURES FOR HANDLING THE CONTROVERSY.

Linder states that trial courts have an obligation to consider the role of the class action in deterring and redressing wrongdoing. 23 Cal.4<sup>th</sup> at 446. In addition, the Court may consider the availability and suitability of alternative procedures for handling the controversy. *Basurco*, 108 Cal. App. 4th at 120-122; *Caro*, 18 Cal. App. 4th at 660-662.

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Plaintiffs state that the class settlement in *Coffelt v. DDS*, San Francisco Case # 916401, in 1994 was instrumental in moving disabled persons from institutional to community settings and argue that this case should similarly be certified to proceed as a class action. Defendants did not argue in their briefs that an effective oversight mechanism is already in place, but did assert at the hearing that that the DDS and the Regional Centers are subject to extensive oversight and monitoring.. Compare *Caro v. Procter & Gamble Co.* (1993) 18 Cal. App. 4th 644, 660 (no class action necessary where defendant had already entered into various consent decrees).

Courts have certified classes in cases alleging that government institutions such as schools, prisons, and social welfare programs do not adequately meet the needs of the persons who are served by those facilities. A class action can often be the only effective tool to compel government institutions operated by the Executive branch to meet the obligations imposed on them by the Legislative branch. In those cases, however, the class claims are generally discrete and capable of resolution by a court on a common basis. For example, a court can determine whether a policy of racial segregation is lawful without examining who is placed in what school or cell for what reason. Likewise, a court can review a common policy and determine benefits are being paid in the proper amounts and at the proper times without examining who got what benefits at what time.

In this case, the Court finds that the alleged wrongs cannot be readily cured on a classwide basis. Unlike the policies in other government institutions that were the subject of other class actions, the development and implementation of the IPPs is inherently individualized. In addition, the Legislature created a hearing procedure for disabled persons to seek relief when they disagreed with their IPPs and treatment. W&I 4701-4716. The Court presumes that the Legislature considered this to be an effective means for individuals to seek relief.

### SUMMARY.

If the Court applies the standard commonality analysis, then it is clear that class certification is not proper given the individualized factual and legal issues the trier of fact would need to consider in reaching a decision. Because the standard commonality analysis is the soundest basis for its decision, the Court applies this analysis and denies the motion for class certification.

If the Court were to apply the alternate analysis based on F.R.C.P. 23(b)(2) for class claims seeking injunctive relief only, then the Court would find that Plaintiffs have demonstrated that Defendants have "acted or refused to act on grounds generally applicable to the class." The Court would, however, still deny the motion for class certification because the claims asserted would require the trier of fact to pay significant attention to the individual circumstances of class members. The trier of fact cannot avoid the reality that each IPP is individualized in its development, content, and implementation, and this would restrict the use of sampling or statistical proof at trial. The Court finds that the presence of the Intervenors demonstrates that different class members have different goals, suggesting that claims should be made on an individual basis. Finally, the Legislature created the fair hearing procedure under Welfare and Institutions Code 4701-4716 and there is no indication that it is not an effective means for individuals to seek relief.

### **EVIDENCE**

Except as stated otherwise, all evidentiary objections by the parties are OVERRULED.

The Court notes, however, that its consideration of the evidence is limited to the motion for class

certification only and should not be construed as an indication of admissibility in future motions or at trial.

### MOTIONS TO SEAL

The motions to seal are GRANTED. The Court has signed the proposed orders on the motions to seal.

### **FURTHER PROCEEDINGS**

The Court sets a case management conference for January 4, 2006, at 2:00 p.m.

At the case management conference the parties should also be prepared to discuss (1) whether Plaintiffs intend to appeal from the class certification order; (2) whether the claims of the named plaintiffs should be pursued in this action or in separate claims under W&I 4701 et seq.; (3) the nature, scope, and length of time expected to complete any merits related discovery; (4) further motion practice; (5) mediation and settlement possibilities; and (6) setting a trial date for the individual claims, if any, of the named plaintiffs.

Dated: December 30, 2005

Judge Ronald M. Sabraw

### CLERK'S CERTIFICATE OF MAILING

I certify that I am not a party to this cause and that I caused a true copy of the foregoing ORDER DENYING MOTION OF PLAINTIFFS FOR CLASS CERTIFICATION to be mailed, first-class, postage pre-paid, in a sealed envelope, addressed as shown below. Executed, deposited and mailed in Oakland, California on this 30<sup>th</sup> day of December, 2005.

Wosen Mengiste, Deputy Clerk

Alameda County Superior Court, Department 22

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