1 2 3 APR 28 2003 4 BIBL BING BING IDBN IBBL I II IBB INN BIBN BBN IBB CLERK U.S. DISTRICT COURT WESTERN DISTRICT OF WASHINGTON AT TACOMA DEPUTY 5 CV 99-5577 #340 6 7 The Honorable Franklin D Burgess 8 UNITED STATES DISTRICT COURT WESTERN DISTRICT OF WASHINGTON 9 AT TACOMA 10 NO C99-5577FDB The Arc of Washington State, Inc., a Washington corporation, on behalf of its 11 members, et al, **DEFENDANTS'** MEMORANDUM IN 12 Plaintiffs, OPPOSITION TO PLAINTIFFS' MOTION FOR 13 PARTIAL SUMMARY JUDGMENT 14 Lyle Quasim, in his official capacity as the Secretary of the Washington Department 15 of Social And Health Services, et al, 16 Defendants 17 Defendants in the above-captioned matter, through their attorneys Christine O 18 Gregoire, Attorney General, and Edward J Dee, Assistant Attorney General, respectfully 19 submit the following memorandum in opposition to plaintiffs' Motion for Partial Summary 20 Judgment 21 I. RELIEF REQUESTED 22

Defendants ask the Court to deny plaintiffs' motion in its entirety.

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DEFENDANTS' RESPONSE TO PLAINTIFFS' MOTION FOR PARTIAL SUMMARY JUDGMENT No C99-5577FDB

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ATTORNEY GENERAL OF WASHINGTON 670 Woodland Square Loop SE PO Box 40124 Olympia, WA 98504-0124 (360) 459-6558



### II. PROCEDURAL BACKGROUND

Plaintiffs initiated this litigation in November 1999 as a class action lawsuit alleging violation of class members' rights under Medicaid law and the ADA to developmental disabilities services provided by the Washington State Department of Social and Health Services (DSHS). Plaintiffs alleged that DSHS denied plaintiffs their rights under Medicaid to ICF/MR services (Intermediate Care Facilities for the Mentally Retarded) provided by five institutional facilities operated by DSHS staff as well as several community-based ICF/MRs operated by private parties under contract with DSHS. Plaintiffs also claimed that defendants violated their rights under Medicaid and the ADA to community-based services available under a waiver program within the state's Medicaid plan (referred to as the Community Alternatives Program waiver or "CAP waiver")

In December 2000 the Court granted defendants' Cross-Motion for Partial Summary Judgment on plaintiffs' ADA claims, holding there was no right under the ADA for equal access to limited home and community-based services. Dkt. No. 132. The Court essentially ruled that plaintiffs must demonstrate violations by defendants of their statutory rights under Medicaid or violation of rights secured by the U.S. Constitution in DSHS's provision of developmental disability services. In the Motion for Partial Summary Judgment currently before the Court, plaintiffs appear to rely exclusively on claims under Medicaid.

On January 5, 2001 defendants filed a second Motion for Dismissal of Claims. This motion remains pending before the Court The case was then stayed based on the joint motion of the parties to allow efforts to achieve a mediated settlement. An initial settlement agreement was proposed by the parties but rejected by the Court. The stay was continued until December 2002 when the Court for the second and final time denied the settlement agreement proposed by the parties. In its order denying approval the Court held that the proposed settlement had the potential to keep the Court embroiled in the administration of state developmental

disabilities programs for the indefinite future, coming very close to an inappropriate substitution of the Court for the state legislature (Dkt No 323 at page 11). In this order the Court also decertified the previously approved class and ordered the case to proceed as a "regular" or "ordinary" case (Dkt No 323 at page 13). The case was then reset for trial.

In December 2002 this Court dismissed a similar case filed on behalf of four individuals receiving developmental disabilities services through the CAP waiver, holding that various claims of entitlement to CAP waiver services can be addressed through administrative and judicial remedies available to plaintiffs in state forums. Boyle v. Braddock, No C01-5687FDB. The Court also held that the CAP waiver program is a matter of local importance that warrants deference to state remedial procedures already in place.

III. COUNTERSTATEMENT OF FACTS

In section II of their memorandum plaintiffs purport to present facts that are undisputed Defendants cannot disagree more. With the exception of several allegations made by the parent of plaintiff Lorianne Ludwigson, the allegations offered by plaintiffs as undisputed facts fall entirely into the following three categories, all of which are comprised almost entirely of facts in dispute

- 1 Unreliable statements allegedly made by anonymous non-parties,
- Unfounded assumptions by plaintiffs leading to erroneous conclusions that defendants made admissions against interest relevant to plaintiffs claims, or
- Factual allegations of non-parties which offer no proof of claims asserted by the plaintiffs

For the reasons stated below, very few of these allegations should be accepted by the Court as undisputed facts

### A. Alleged Statements of Unknown Parties.

In support of their Motion for Partial Summary Judgment, plaintiffs offer a number of factual allegations and claimed "admissions against interest" by DSHS that they assert under the heading "Statement of Undisputed Facts" A significant number of the facts alleged to be undisputed by plaintiffs are actually hearsay statements of anonymous third parties. These unattributed statements, contained in plaintiffs' memorandum and in the thirteenth declaration of Sue Elliott, cannot qualify as undisputed facts because their source is unknown, rendering them incapable of dispute as to their truth or falsity. These statements should be rejected outright by the Court as offering no support to plaintiffs' motion.

### B. Alleged Statements Against Interest.

Even more suspect than unattributed statements by non-parties are plaintiffs' claims that DSHS has made a number of "admissions" and "admissions against interest" which "sustain plaintiffs' position on Medicaid law". Plaintiffs' Memorandum in Support of Plaintiffs' Motion for Partial Summary Judgment at page 3. As the basis for these claims, plaintiffs point to findings by the federal Centers for Medicare and Medicaid Services (CMS) following its 2002 review of DSHS's CAP waiver program, and to DSHS's response to those findings. However, as explained in the attached Declaration of Linda Rolfe dated April 28, 2003, CMS and states often disagree over Medicaid requirements. Ms. Rolfe, who is the state's Director of the Division of Developmental Disabilities, asserts there are a number of reasons why states might forego challenging CMS findings and may instead try to resolve issues through discussion, clarification, and the offering of assurances. Issues can often be resolved informally, and until a significant sanction is imposed there is no incentive or requirement that DSHS must publicly deny or refute CMS's position.

Without agreeing that CMS's findings are correct, DSHS is attempting to address CMS's concerns regarding the CAP waiver in order to avoid a disallowance of federal

matching funds. This may involve taking actions that demonstrate to CMS that state policy is intended to comport with Medicaid law, and to provide assurances to CMS that certain Medicaid requirements of concern to them will be met. This is all part of the give and take associated with federal oversight of state programs funded through Medicaid. A strategy employed by a state to minimize the potential for sanctions should not be considered admissions against interest as argued by plaintiffs in this case. See Declaration of Linda Rolfe dated April 28, 2003 (attached)

CMS has not yet issued a disallowance against the state related to its 2002 review of Washingon's CAP waiver. If CMS does so, at that time DSHS will likely dispute the findings and pursue its federal appeal rights. See Declaration of Linda Rolfe dated April 28, 2003 (attached). In the appeals process, CMS and DSHS are equal parties, and a neutral factfinder will ultimately decide whose interpretation of Medicaid requirements should prevail.

### C. Factual Allegations Contained in Plaintiffs' Declarations.

As demonstrated by the attached declarations of Linda Rolfe and Kristyn Winchell of DSHS, except for a very few allegations, most of the factual allegations contained in the declarations proffered by plaintiffs are directly disputed. In Linda Rolfe's declaration dated April 28, 2003 at page 5, the director of DSHS's Division of Developmental Disabilities disputes plaintiffs' claims that lack of timely services by DSHS has caused severe stress for unidentified members of Arc. Plaintiffs make this claim despite their acknowledgment on page 4, lines 20-24 of their memorandum that Arc keeps no records regarding its members who claim to be waiting for services from DSHS. Based on this admission, all claims by Arc related to unmet need of its members should be rejected as speculative and unreliable.

In her declaration dated April 28, 2003 DSHS staff Kristyn Winchell identifies the numerous facts alleged by plaintiffs that are directly disputed by DSHS. With the exception of the fourth declaration of Donald Ludwigson, previously submitted to the Court in September.

2001, the facts alleged by plaintiffs involve statements by non-parties whose circumstances are not relevant to the claims of the three individual plaintiffs in this action. Even if the Court finds the circumstance of non-parties to be relevant, the great majority of facts alleged in the declarations submitted in support of plaintiffs' Motion for Partial Summary Judgment are disputed by defendants. See attached declaration of Kristyn Winchell dated April 28, 2003.

### IV. ARGUMENT

## A. Because Plaintiffs Have Not Demonstrated There Are No Material Facts in Dispute, Their Motion for Summary Judgment Should be Denied.

It is well settled that the purpose of summary judgment is to avoid unnecessary trials when there is no dispute as to the facts before the Court Snelling v Riveland, 983 F Supp 930 (E D Wash 1997), aff'd 165 F 3d 917 (9<sup>th</sup> Cir 1998) Granting of summary judgment is appropriate if after viewing proffered evidence in a light most favorable to the party opposing the motion, the court determines there are no genuine issues of material fact and the moving party is entitled to judgment as a matter of law Burlington Northern R R Co v Time Oil Co, 738 F Supp 1339 (W D Wash 1990) Where the nonmoving party comes forward with direct evidence contrary to the facts offered by the party seeking summary judgment, credibility issues are raised which are for the trier of fact, such cases are not appropriate for summary judgment Cassidy v U S, 875 F Supp 1438 (E D Wash 1994) Material facts are those that might effect the outcome of the case under the applicable law Brooks v Burlington Northern R R, 910 F Supp 505 (W D Wash 1995)

Plaintiffs provide the Court with no analysis regarding the question of whether material facts remain in dispute. Most all of the facts alleged in the declarations supporting plaintiffs' motion involve allegations of non-parties that are disputed by DSHS. These allegations are not material to the issue before the Court, whether defendants have violated Medicaid rights of the three individual plaintiffs. The allegations of plaintiff Donald Ludwigson involve alleged actions of some unidentified DSHS staff that occurred over two years ago. In actions such as

this where injunctive relief is requested, the Court's focus should be on current policies and practices of the defendant, not on past allegations of wrongdoing. Thus the facts alleged by Mr. Ludwigson, who acknowledges that his daughter's need are currently being met, are not material even if true. Also, DSHS disputes the accuracy of those allegations.

Plaintiffs effort to demonstrate there are no issues of material fact seems to hinge on their assertion that DSHS has made admissions against interest which now bind them in this motion for summary judgment. For the reasons stated in Section III above and in the declaration of Linda Rolfe dated April 28, 2003, the presence of such admissions is vigorously disputed by DSHS and should not be found to demonstrate there are no genuine issues of material fact.

The only material facts at issue in this case are those involving what services the three individual plaintiffs are eligible for under Medicaid, whether they have demonstrated their need for and entitlement to those services, what services were offered to them at what points in time, and whether those services were adequate to address the needs that must be met under Medicaid. Some of these are mixed questions of law and fact, but defendants maintain they either remain at issue or they have been resolved in defendants' favor based upon the weight of evidence that the three plaintiffs are receiving the services they requested. Either way, plaintiffs have failed to meet the criteria for summary judgment.

## B. <u>Because Plaintiffs Have Not Demonstrated They Should Prevail as a Matter of Law, Their Motion for Summary Judgment Should be Denied.</u>

Not only must plaintiffs show there are no material facts in dispute, they must convince the Court they should prevail as a matter of law. Plaintiffs, who do not dispute their current needs are being met, attempt to accomplish this through conclusory allegations and arguments that in the past they were denied Medicaid services to which they were entitled, or were not provided those services with reasonable promptness. They seek summary judgment on two

separate claims (1) A claim under the Medicaid Act that persons currently on the CAP waiver are not receiving all services to which they are entitled, and (2) A claim under the Medicaid Act that persons eligible for ICF/MR services are not receiving such services with reasonable promptness. Their factual and legal arguments fall far short of demonstrating they should prevail in this case as a matter of law, thus summary judgment should be denied.

### 1. Plaintiffs' attempt to proceed as if this were a class action should be rejected.

It is obvious by plaintiffs wording of their claims on page 2 of their memorandum that they continue to pursue this case as if it were a class action. They attempt to use class action-type evidence to support the claims of the three individual plaintiffs. They assert their claims as involving "persons on the waiver" who are not receiving all entitled services, and "persons eligible for ICF/MR services" who are not receiving them with reasonable promptness (Emphasis added). They attempt to use declarations and statements of non-parties, some of them anonymous, to support these two claims. They also assert that DSHS has made certain admissions that suggest a general pattern or practice of not adhering to Medicaid requirements imposed on states.

The Court in its order of December 2, 2002 could not have made it clearer that this case is no longer a class action. The Court decertified the previously approved class and ordered that "this case will henceforth proceed as a regular case and will no longer proceed as a class action." Dkt. No. 323 at page 13. Plaintiffs are ignoring this clear directive from the Court. They are attempting to use evidence that is unrelated to their own individual circumstances in an effort to prove the DSHS is violating their rights. Defendants respectfully recommend that the Court reject these arguments and admonish plaintiffs to present motions in this case that are consistent with prior Court orders.

Even if everything asserted in plaintiffs' memorandum and attached declarations were true, it would still fail to demonstrate that current services for the three individual plaintiffs are

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deficient under Medicaid There is nothing in the record to dispute the statements contained in the attached Declaration of Kristyn Winchell dated April 28, 2003 at pages 4 – 5 that the three individual plaintiffs are receiving appropriate services to address their assessed needs

2. Plaintiffs have not demonstrated there are no material facts in dispute regarding their claim that some Arc members on the CAP waiver need services which the state has failed to supply with reasonable promptness.

To support this claim plaintiffs offer the declarations of three non-parties in addition to claims by Arc executive director Sue Elliott that certain unidentified individuals on the CAP waiver have not received services to which they are entitled Claims about these anonymous persons should be rejected as lacking credibility and reliability, and because defendants have no opportunity to evaluate those claims DSHS disputes many of the allegations contained in the declarations of Suzanne Gries, Lori Flood, and Beverly Waugh

Plaintiffs offer no evidence on this issue related to the three individual plaintiffs DSHS has offered specific, credible evidence regarding the waiver services currently enjoyed by the three plaintiffs, and assert that services currently provided are adequately addressing their needs Any claims that the needs of the three individual plaintiffs were not being met with reasonable promptness would of necessity require an individualized inquiry to determine if plaintiffs or defendants are correct in their assertions. The inquiry would need to evaluate the current needs of each plaintiff, current services offered by DSHS, the ability of those services to address the assessed need, and when the services were provided and under what circumstances This is precisely the kind of inquiry that is available to all individuals on the CAP waiver who claim they have been denied reasonably prompt services, through administrative remedies available under state law.

3. Plaintiffs have not demonstrated there are no material facts in dispute regarding their claim that some Arc members want ICF/MR services that the state has failed to supply with reasonable promptness.

Arc admits that it does not keep records of members who claim they have requested Medicaid services but have not received them with reasonable promptness (plaintiffs' memorandum at page 4). Only one of the three individual plaintiffs, Lorianne Ludwigson, claims to have asked for ICF/MR placement. Lorianne is currently receiving residential services funded through the CAP waiver, and DSHS believes her assessed needs are being fully met. Plaintiffs submit a declaration by Donald Ludwigson that is now two years old and that alleges denial of ICF/MR services by DSHS from 1998 through 2000. DSHS disputes these allegations, and asserts that the issue before this Court is the nature of current services available to plaintiffs and the current policies covering those services. When current services becomes the focus of inquiry, as it should, it becomes clear that DSHS is providing necessary and appropriate services to meet Lorianne Ludwigson's assessed needs. See attached declaration of Kristyn Winchell dated April 28, 2003 at pages 4-5.

4. Arc's claims that it has been harmed by alleged actions of defendants are speculative and without foundation.

Arc claims to have a "real and substantial organizational interest" related to plaintiffs' claims that DSHS fails to provide reasonably prompt Medicaid services. It claims that it expends resources on behalf of individuals who have been denied services from DSHS. Thirteenth declaration of Sue Elliott at page 4. At the same time Arc admits that it does not keep track of advocacy efforts by its staff. Plaintiffs memorandum at page 9.

The individual cases Arc presents to support this claim involve hearsay statements by two unidentified clients who claim that DSHS staff wrongfully denied requested services. Arc claims that if it did not have to respond to these calls from members " it would save significant amounts of paid staff time" and that because of this expenditure it is "truly harmed" Plaintiffs memorandum at pages 9-10

The "proof" offered by plaintiffs to support this claim is woefully inadequate

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keeps no records of how its staff spend their time, and identifies anonymous members whose inquiries have allegedly taken Arc staff time for some unspecified duration. The evidence supporting this claim is so speculative and conclusory that it leaves defendants no means by which to refute it. This claim is illustrative of why Arc should not be a party to this litigation, and why defendants will again ask the Court to dismiss Arc as a plaintiff. By infusing itself as a representative of its membership, a membership whose names and circumstances Arc has been unable to identify, in reality Arc is attempting to act as a class comprised of all individuals with developmental disabilities who are eligible for ICF/MR or CAP waiver services. This is the class definition that the Court previously rejected in this case, based on the Court's determination that inherent conflicts exist among class members. The Court also found that adjudication of class members claims would require individualized determinations to ascertain if rights to services were violated.

Based on the above, defendants respectfully recommend that claims by Arc for alleged harm to the organization be rejected as unfounded and speculative, and that claims of Arc on behalf of its members be rejected as inconsistent with prior orders of this Court

# C. Plaintiffs Are Unable to Demonstrate A Current or Anticipated Violation of Their Rights to Developmental Disability Services Funded Through Medicaid.

In their complaint plaintiffs seek preliminary and permanent injunctions against defendants requiring DSHS to provide ICF/MR services, CAP waiver services, and administrative appeal rights consistent with Medicaid law. In seeking temporary or permanent injunctive relief, a party must demonstrate (1) a clear legal or equitable right, (2) a well grounded fear of **immediate** invasion of that right, and (3) that the acts complained of must be resulting in or will result in actual and substantial harm. Kucera v. State Dept. of Transp., 140 Wn. 2d 200, 995 P. 2d63 (2000). Article III standing demonstrating a case or controversy

DEFENDANTS' RESPONSE TO PLAINTIFFS' MOTION FOR PARTIAL SUMMARY JUDGMENT No C99-5577FDB requires an injury that is **actual or imminent**, not conjectural or hypothetical <u>Clark v City of</u>
<u>Lakewood</u>, 259 F 3d 996 (9<sup>th</sup> Cir 2001)

Plaintiffs' allegations of injury in this case do not meet these criteria. The three individual plaintiffs are currently receiving the services they have requested and for which they have assessed needs. There is no indication that plaintiffs have outstanding requests for services that are currently unmet or may become unmet in the future. Plaintiffs assert that defendants are now publicly acknowledging what Medicaid law requires and have made admissions regarding what the state's responsibilities are toward Medicaid recipients with developmental disabilities. Under the cases cited above, plaintiffs no longer have Article III standing to maintain the action they initiated in 1999.

Even if one accepts plaintiffs' allegations of past violations of Medicaid law at face value, they fail to demonstrate present violations, or anticipated future violations, sufficient to warrant the imposition of injunctive relief from this Court. Such relief is considered to be an extraordinary remedy designed to prevent serious harm. Its purpose is not to protect a plaintiff from mere inconveniences or from speculative or insubstantial injury. Kucera v. State Dept. of Transp., 140 Wn 2d 200, 995 P 2d63 (2000). Here the fear of harm alleged by plaintiffs is speculative, they are all currently receiving the services they have requested. And as emphasized throughout their memorandum to the Court, CMS provides close monitoring and oversight to state agency implementation of Medicaid requirements.

D. <u>Plaintiffs Have Comprehensive Appeal Rights That Meet Due Process</u> Requirements Imposed by Medicaid Law.

State law grants comprehensive notice and appeal rights to plaintiffs. Under RCW 71A 10 050 and RCW 71A 10 060, plaintiffs are afforded appeal rights whenever there is a denial, reduction, or termination of a service, a denial of eligibility, an unreasonable delay in acting on an application for eligibility or a request for a service, a claim for overpayment, a

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disagreement about notice provisions, a discharge from a state institution, and a change in category of residential service. The latter statute grants extensive notice rights. Plaintiffs cannot demonstrate that adequate due process rights under Medicaid are not available. See also WAC 388-825-120 (granting additional appeal rights regarding the development or modification of service plans). Plaintiffs are afforded full evidentiary hearings before administrative law judges pursuant to chapter 34.05 RCW, including appeal to the county superior courts. These appeal rights closely mirror and are entirely consistent with Medicaid due process requirements contained in 42 C.F.R. §431.201 and 42 C.F.R. §431.220

It is defendants' position that issues surrounding the nature and scope of Medicaid services to which a person may be entitled is particularly well suited to the administrative hearing process, where evidence can be submitted through testimony and exhibits regarding the individualized circumstances and needs of the person who feels aggrieved. Determining the appropriate nature, scope and duration of an individual's Medicaid services is not well suited to major litigation in federal court. This Court so ruled in a recent case of a similar nature dealing with CAP waiver services. (Boyle v. Braddock, C01-5687FDB). Defendants maintain that the principles underlying the Court's decision in Boyle apply with equal force in this case, and should, at a minimum, defeat plaintiffs' arguments for an order granting summary judgment.

### E. Reasonable Promptness Under Medicaid is Determined on a Case by Case Basis.

Without offering any current examples, plaintiffs infer that defendants are out of compliance with reasonable promptness requirements under Medicaid They appear to argue that <u>Doe v Chiles</u>, 136 F 3d 709 (11th Cir 1998) stands for the proposition that "reasonable"

promptness" under Medicaid means a bright-line ninety day rule 1 This is not how the reasonable promptness requirement has been interpreted

There is a ninety-day rule in 42 CFR §435 911, but this applies only to determinations of eligibility, not to the provision of services CMS has not adopted a similar rule governing the delivery of services In the absence of statutory or agency guidelines for determining what constitutes reasonable promptness, its requirements are best determined on a case-by-case basis See Mathews V Eldridge, 424 U S 319, 96 S CT 893, 47 L Ed 2d 18 (1976) (interpreting the reasonable promptness requirement under 42 USC 1396a(a) to require a balancing of interests)

Plaintiffs have made no present showing that DSHS is violating Medicaid's reasonable promptness standard in its eligibility determinations or in its delivery of services allegations regarding timeliness of services are several years old or more. If plaintiffs do have complaints about the timeliness of services, they have specific appeal rights under state law providing a vehicle to pursue whatever remedies are appropriate

Plaintiffs have not demonstrated a present or anticipated violation of their rights to reasonably prompt services for which they are entitled They have adequate remedies if such violations occur in the future

### V. CONCLUSION

Plaintiffs have failed to meet its burden to warrant summary judgment in their favor Defendants have raised many issues of fact, and plaintiffs have filed to demonstrate they must prevail and as a matter of law Plaintiffs have not made the necessary showing to warrant the imposition of injunctive relief on defendants' provision of Medicaid services

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Doe v Chiles had a long and tortuous history during which the Court became very dissatisfied with the pace of progress in Florida's implementation of Court orders

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1	For the foregoing reasons defendants respectfully request that the Court deny plaintiffs'
2	Motion for Partial Summary Judgment
3	Respectfully submitted this 28th day of April, 2003
4	CHRISTINE O. GREGOIRE Attorney General
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7	Edward Dee, WSBA #15964 Assistant Attorney General
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1	PROOF OF SERVICE
2	Carol Carney, states and declares as follows
3	I am a citizen of the United States of America and over the age of 18 years and I am
4	competent to testify to the matters set forth herein. I certify that I served a copy of this
5	document on all parties or their counsel of record on the date below as follows
6	Attorney for Plaintiffs Larry A Jones
7	2118 Eighth Avenue Seattle, WA 98121-2608
8	By United States Mail By Legal Messenger
10	By Facsimile By Federal Express
11	By Hand Delivery by Edward J Dee, Assistant Attorney General
12	I certify under penalty of perjury under the laws of the state of Washington that the
13	foregoing is true and correct
14	Dated this 28 <sup>th</sup> day of April, 2003 at Olympia, Washington
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16	Carol Carney
17	CAROL CARNEY Legal Assistant
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