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9	ex rel. Rob Bonta, Attorney General	Government Code section 6105	
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11	SUPERIOR COURT OF THE STATE OF CALIFORNIA		
12	COUNTY OF SAN BERNARDINO		
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14	PEOPLE OF THE STATE OF	Case No.	
15	CALIFORNIA,	PEOPLE'S PETITION FOR WRIT OF	
16	Petitioner,	MANDATE	
17	v.	[CEQA CLAIM]	
18	CITY OF FONTANA,	[Code Civ. Proc., §§ 1085, 1094.5; Pub. Res. Code, § 21167]	
19	Respondent.	7 6	
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21	DUKE REALTY CORPORATION,		
22	Real Party in Interest.		
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INTRODUCTION

- 1. The People of the State of California, acting by and through Attorney General Rob Bonta ("Petitioner" or "the People"), bring this action to challenge the City of Fontana's ("Respondent" or "City") approval of the Slover Avenue and Oleander Avenue Warehouse ("Project") under the California Environmental Quality Act ("CEQA"), Public Resources Code section 21000 et seq. The Project will be yet another source of industrial pollution in a residential community that already experiences a disproportionate amount of harm from the rapidly expanding warehouse industry in southern Fontana.
- 2. On June 22, 2021, Respondent rejected Appeal No. 21-002, which sought to overturn Respondent's decision to approve the Project, Fontana Master Case No. 20-072 for Tentative Parcel Map No. 20367 (TPM No. 20-018) and Design Review No. 20-027. This action constituted final approval authorizing Real Party in Interest Duke Realty Corporation to construct a 205,949 square-foot industrial warehouse on the southwest corner of Slover Avenue and Oleander Avenue in the City of Fontana. Along with the Project, Respondent approved an initial study, a mitigated negative declaration ("MND"), and a mitigation, monitoring, and reporting program for the Project. The MND concluded that the Project will not have a significant adverse effect on the environment. This conclusion was reached without any consideration of the significant development of warehouses in the Project's immediate vicinity.
- 3. The Project is located in a low-income residential community that bears one of the heaviest pollution burdens in all of California. The Project will share a property line with Jurupa Hills High School, where nearly 2,000 students are enrolled. It is located across the street from residences and is within blocks of Citrus High School.
- 4. Respondent's review of the Project's environmental impacts failed to proceed in the manner required by law and is not supported by substantial evidence. Respondent failed to properly describe the area's existing environmental setting and appropriately analyze, disclose, and mitigate the Project's environmental impacts. Respondent's approval of the Project therefore violates California law, and the requested writ must issue.

PARTIES

- 5. The Attorney General, as the chief law enforcement officer of the State of California, has broad independent powers under the California Constitution and the California Government Code to enforce laws within the State, and has special and explicit statutory authority to participate in cases involving the protection of California's environment. (Cal. Const., art. V, § 13; Gov. Code, §§ 12511, 12600-12612.) The Attorney General also has a unique and important role in the enforcement of CEQA, as recognized by statute. (Pub. Resources Code, §§ 21167.7, 21177, subd. (d).)
- 6. Respondent City of Fontana is and was, at all relevant times, a general-law city and a political subdivision of the State of California organized and existing under Government Code sections 34000 et seq. The City is a local governmental agency charged with regulating and controlling local land use and development within its territory in compliance with provisions of state law, including CEQA. The City is the lead agency for the Project under Public Resources Code section 21067.
- 7. The People are informed, believe, and therefore allege that Real Party in Interest Duke Realty Corporation ("Duke Realty"), is and was, at all relevant times, the applicant for the Project.

JURISDICTION AND VENUE

- 8. Pursuant to Public Resources Code sections 21168 and 21168.5, and California Code of Civil Procedure sections 1085 and 1094.5, this Court has jurisdiction over this matter.
- 9. Venue is appropriate in this judicial district pursuant to Code of Civil Procedure section 394. Respondent and the Project are both located in San Bernardino County.
 - 10. The People have satisfied all statutory prerequisites to filing this action.

BACKGROUND

Project Review Under CEQA

11. CEQA serves the important purpose of alerting governmental decisionmakers and the public to a project's potential significant environmental effects before the project is approved and its effects become irreversible. (Cal. Code Regs., tit. 14, § 15002, subd. (d).)

- 12. CEQA requires that a lead agency authorizing a project conduct an initial study to determine if the project may have a significant effect on the environment, including direct impacts and reasonably foreseeable indirect impacts. (Cal. Code Regs., tit. 14, §§ 15063, subd. (a), 15378.) This initial study must describe the existing environmental setting in which the project will be built, including the existing built environment and its effect on sensitive receptors. (Cal. Code Regs., tit. 14, § 15125.) In addition, the initial study must evaluate the "whole of the action" that may result in physical changes, including all phases of the project's planning, implementation, and operation. (Cal. Code Regs., tit. 14, §§ 15063, subd. (a), 15378.)
- 13. After conducting the initial study, if the lead agency determines that substantial evidence in the record shows that the project may have a significant direct, indirect, or cumulative effect on the environment, the lead agency must prepare an environmental impact report ("EIR"). (Cal. Code Regs., tit. 14, § 15064, subd. (f)(1).) The threshold for preparation of an EIR is a low one. An EIR is required whenever substantial evidence supports a "fair argument" that the proposed project may have a significant effect on the environment, even if other substantial evidence before the lead agency indicates that the project will not have a significant effect. (*Ibid.*)
- 14. If substantial evidence shows that the project may have a significant effect on the environment, but the lead agency determines (1) that project revisions would avoid the effects or mitigate the effects to a point where clearly no significant effect on the environment would occur; and (2) there is no substantial evidence in light of the whole record before the agency that the project, as revised, may have a significant effect on the environment, the lead agency may prepare an MND. (Cal. Code Regs., tit. 14, § 15070, subd. (b).)
- 15. An MND is appropriate only if project revisions would mitigate the potentially significant effects identified in the initial study to a point where clearly no significant effects on the environment would occur, and there is no substantial evidence in the record before the agency "that the project, as revised, may have a significant effect on the environment." (Pub. Resources Code, § 21064.5.)

16. Critically, as part of this process, CEQA requires lead agencies to analyze, disclose, and mitigate to the extent feasible projects' cumulative impacts. A cumulative impact is "two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts." (Cal. Code Regs., tit. 14, § 15355.) A project's cumulative impact is significant when its incremental addition to environmental impacts from past, current, and reasonably probable future projects is cumulatively considerable. (Cal. Code Regs., tit. 14, §§ 15065, 15130.) A project's incremental addition to existing environmental impacts may be cumulatively considerable even if its environmental impact is "individually limited." (Cal. Code Regs., tit. 14, § 15065, subd. (a)(3).)

The Project & Environmental Setting

- 17. The Project consists of a 205,949 square-foot, high-cube warehouse with 22 truck docks, 40 truck parking stalls, and 95 standard parking stalls. The MND estimates that the warehouse would generate 114 daily truck trips and 272 daily passenger car trips during the Project's 24-hour, seven-days-a-week operations. One quarter of the warehouse space—over 50,000 square feet—could be used for cold storage, a use that generates truck trips with highly-polluting auxiliary diesel engines needed for refrigeration.
- 18. The Project will be constructed on the southwest corner of Slover Avenue and Oleander Avenue, in a south Fontana neighborhood that already suffers from some of the highest pollution levels in all of California. The Project shares its southern property line with Jurupa Hills High School, a large high school with nearly 2,000 students. Outdoor tennis and basketball courts for students' use border the Project. The Project will sit across the street from homes to the east and north, with more residences located a block from the Project in the other two directions. Two more schools—Citrus High School and Fontana Adult School—are adjacent to Jurupa Hills High School to the east and within two blocks of the Project. Truck traffic visiting the Project is projected to travel past several residences on Slover Avenue, including the Capri Mobile Estates mobile home park.
- 19. The southern portion of Fontana is the statewide epicenter of warehouse development that conflicts with sensitive land uses.

Project, and the existing warehouses listed above, at least three more warehouses are in construction, have been approved, or are being planned for the area:

- Sierra Business Center, to be located on the northeast corner of Slover Avenue and Cypress Avenue;
- b. Slover-Juniper Industrial Building Project, to be located on the northeast corner of Slover Avenue and Juniper Avenue; and
- c. Another Duke Realty warehouse on the northwest corner of Slover Avenue and Cypress Avenue.
- 23. Interspersed with the warehouses listed above are numerous smaller warehouses and other logistics-related industrial sites, such as truck parking and rental facilities.
- 24. On information and belief, Respondent is considering or planning additional industrial development in the area.
- 25. As warehouse development in the area has intensified, sensitive receptors have become increasingly surrounded by these industrial facilities. Throughout southern Fontana, warehouses sit adjacent to schools and homes. Collectively, these warehouses generate thousands of daily heavy-duty diesel truck trips. These trucks traverse neighborhoods where families live, walk, bike, and recreate, emitting toxic pollution and posing a threat to pedestrians, cyclists, drivers, and sensitive populations, including children in school. The warehouses also operate 24 hours per day and seven days per week, are loud from loading activity, and have bright lights at night, among other environmental impacts.
- 26. The environmental impacts of the rapid warehouse development in southern Fontana are compounded by the substantial pre-existing pollution in the area. According to CalEnviroScreen 4.0, the California Environmental Protection Agency's screening tool that ranks each census tract in the state for pollution and socioeconomic vulnerability, the Project's census tract is more polluted than 98 percent of the state's census tracts, making it among the most polluted areas in the state. Residents of the area suffer from some of the highest exposures statewide to fine particulate matter (94th percentile), which are inhalable microscopic particles that travel deep into human lungs and are linked to increased risk of premature death,

cardiovascular disease, lung cancer, and asthma attacks. Local residents are also heavily exposed to ozone (96th percentile), which is similarly linked to serious respiratory illness, and toxic releases that can cause a wide array of other diseases and impairments (97th percentile). The Project's census tract also ranks in the top quarter for exposure to diesel particulate matter, traffic, drinking water contamination, hazardous waste, solid waste, and contaminated sites. Because the majority of warehouse development in southern Fontana has occurred very recently and CalEnviroScreen 4.0's data for most indicators are about three to ten years old, southern Fontana residents' true pollution exposure is almost certainly far higher.

27. Southern Fontana's demographics underscore the community's vulnerability. Polluting industries historically have been disproportionately concentrated in low-income communities and communities of color. According to CalEnviroScreen 4.0, 65 percent of the residents of the census tract where the Project is located are Hispanic and 85 percent are people of color. The community is also relatively lower-income—based on data from the California Department of Education, 83 percent of students at Jurupa Hills High School and 87 percent of students at Citrus High School qualify for free or reduced-price meals. The Project would add to the environmental and health problems already faced by the families that live in the area.

Feasible Mitigation Measures for Warehouse Projects

- 28. In the most recent update to its General Plan, the City identified numerous feasible measures to mitigate warehouse projects' air quality impacts. Specifically, the City's August 10, 2018, Final Environmental Impact Report for its General Plan Update listed 24 air quality mitigation measures as "best management practices to be applied to future projects." These measures include common sense, feasible measures such as using non-diesel forklifts on-site, using low-emissions construction equipment, and exceeding state green building standards.
- 29. In addition, in March 2021, the California Office of the Attorney General published a document entitled "Warehouse Projects: Best Practices and Mitigation Measures to Comply with the California Environmental Quality Act" (Warehouse Best Practices Document). The Warehouse Best Practices Document lists dozens of measures to mitigate warehouses' various environmental impacts. Nearly all of the measures in the Warehouse Best Practices

Document have been included in other warehouse projects in California, including some in projects in the City, demonstrating their feasibility.

Respondent's Project Approval

- 30. On or about March 2021, the City released the results of its initial study evaluating the Project ("Initial Study"). The Initial Study concluded that, "with the incorporation of mitigation measures, there is no substantial evidence ... that the Project would have a significant effect on the environment." Based on that determination, Respondent prepared the MND, which incorporates the Initial Study.
- 31. The MND does not disclose the existence of dozens of other industrial warehouses comingled with residential and other sensitive uses in the Project's immediate vicinity. The MND also does not disclose the fact that Respondent has approved and is planning additional warehouse developments within blocks of the Project. Indeed, while the MND was being prepared, Respondent was planning another warehouse project (the Citrus Avenue and Slover Avenue Warehouse Project) for the site directly west of the Project, a fact entirely omitted from the MND. By approving the Project and the Citrus Avenue and Slover Avenue Warehouse Project, Respondent will ensure that the entire northern property line of Jurupa Hills High School is occupied by industrial warehouses.
- 32. Moreover, the MND's cumulative air quality impact analysis does not account for—or even acknowledge—the multitude of other warehouses near the Project. Rather than consider the environmental setting within which the Project will be situated, the MND simply states that the Project will not result in a cumulatively considerable increase in emissions because the Project's individual air quality impacts will be less than significant. The MND even applies this reasoning to its analysis of health impacts from localized emissions, despite making no attempt to determine or disclose the severity of the existing health impacts from localized emissions in the community.
- 33. The MND does not include any measures to mitigate the Project's air quality impacts, and it omits all 24 air quality mitigation measures listed as best management practices in the City's August 10, 2018, Final Environmental Impact Report for its General Plan Update.

- 34. On April 20, 2021, Respondent held a Planning Commission hearing to consider the Project. At that hearing, Respondent received dozens of comments from residents and community-based organizations noting the substantial environmental burden the community already bears from existing warehouses and the resulting health impacts from that pollution. Residents also contrasted the widespread industrial development in the southern portion of the City with the community-serving developments in the more affluent, northern portions of the City. The public further testified to the Project's foreseeable environmental impacts and the deficiency of the MND's analysis. Despite these public comments, the Planning Commission approved the Project.
- 35. A local resident appealed the Planning Commission's decision to the City Council on or about April 29, 2021.
- 36. On June 22, 2021, prior to the City Council hearing, Petitioner submitted several written questions to the City. The City prepared written responses and distributed Petitioner's questions and the City's responses to the City Councilmembers prior to the hearing.
- 37. At the City Council hearing on June 22, 2021, the public submitted hours of testimony that illustrated the serious pollution burdens the community already faces, the Project's foreseeable environmental impacts, and the deficiency of the MND's analysis.
- 38. Despite the public comments in opposition to the Project, the City Council rejected the appeal and approved the Project without modification at the hearing on June 22, 2021.

FIRST CAUSE OF ACTION

(Violation of CEQA)

(Pub. Resources Code, § 21000 et seq.; Code Civ. Proc., § 1094.5)

- 39. The allegations in paragraphs 1 through 38 are re-alleged and incorporated by reference herein as though set forth in full.
- 40. The Project approval is a discretionary act subject to CEQA. (Cal. Code Regs., tit. 14, § 15378.)

Failure to Identify Existing Environmental Setting

(Cal. Code Regs., tit. 14, § 15125)

- 41. In order to accurately assess the significance of changes to the environment a project might cause, CEQA requires that a lead agency treat the existing conditions on the ground as the environmental baseline against which the significance of a project's impacts to the environment are measured. (See Cal. Code Regs., tit. 14, § 15125.)
- 42. It is well established that the significance of a project's effects depends on the environmental setting in which it occurs. The existing built environment and presence of human beings are both integral parts of this environmental setting and must be considered in any analysis of the Project's impacts. An agency is required to find that a "project may have a 'significant effect on the environment'" if, among other things, "[t]he environmental effects of a project will cause substantial adverse effects on human beings, either directly or indirectly." (Pub. Resources Code, § 21083, subd. (b)(3); see also Cal. Code Regs., tit. 14, § 15126.2.) In making a determination regarding the significance of a project's impacts, lead agencies must therefore take special care to describe the presence of impacted communities and sources of pollution besides the project.
- 43. The MND does not adequately describe the existing environmental setting surrounding the Project and consequently fails to properly consider the significance of the Project's impacts on that existing setting. The MND omits disclosure of the numerous warehouses in the Project's immediate vicinity, including other developments that are being planned or have been approved but are not yet operating. Only Respondent possesses the most current information on future developments planned for the community, yet this information was not disclosed in the MND. Consequently, the MND fails to disclose the existing built environment's effects on human beings in the community, including the families living in nearby residences and the students attending Jurupa Hills High School and Citrus High School. This information is critical to the MND's ability to adequately evaluate the Project's impacts on the existing environmental setting, and is necessary to inform governmental decisionmakers about the Project's potential environmental impacts. Therefore, the MND's subsequent conclusions that the

Project will not create significant environmental impacts are unsupportable pursuant to CEQA.

Failure to Analyze the Project's Environmental Impacts in a Manner Required by Law (Cal. Code Regs., tit. 14, §§ 15063, 15064, 15064.7, 15065, 15130, 15355)

- 44. The MND's analysis of the Project's environmental impacts, including but not limited to the Project's air quality impacts, did not proceed in a manner required by law.
- 45. Section 15355 of title 14 of the California Code of Regulations defines cumulative impacts as two or more impacts that, when considered together, compound environmental impacts. Sections 15130 and 15065 elaborate that a project has a significant cumulative impact when a project's incremental addition to environmental impacts from past, current, and reasonably probable future projects is cumulatively considerable. Significant cumulative impacts can result from the incremental effects of many projects that do not individually have a significant environmental impact.
- 46. The MND did not disclose the existence of the numerous past, current, and future warehouses and other polluting sources in the Project's immediate vicinity. As a result, the MND could not consider whether, in the context of the many other pollution sources near the Project, the Project would add a cumulatively considerable contribution to the existing significant cumulative air pollution faced by the community, as required by CEQA.
- 47. Furthermore, the MND failed to analyze the Project's air quality impacts in the context of the existing significant cumulative air quality impact in the Fontana community where the Project is located. The MND made no attempt to consider the overwhelming evidence, both in Respondent's possession and presented by public commenters, demonstrating that the Project will have a significant cumulative air quality impact. For example, the MND did not consider the Citrus Avenue and Slover Avenue Warehouse Project, which Respondent planned and approved for the site directly west of the Project. The MND also did not consider the dozens of other warehouses sited, or planned to be sited, in the Project's immediate vicinity. The MND further ignored the many public comments received illustrating the environmental and health impacts of those facilities and the expected cumulatively considerable impacts of the Project in the context of those past, current, and reasonably probable future conditions. The MND therefore failed to

proceed in a manner required by CEQA.

- 48. The MND asserts that the Project will have a less than significant cumulative air quality impact because it will have a less than significant individual air quality impact. This reasoning contravenes CEQA because projects that do not have significant individual impacts may nonetheless create significant cumulative impacts. (*See, e.g., Kings Cty. Farm Bureau v. City of Hanford* (1990) 221 Cal.App.3d 692, 720.) In addition, a proper cumulative impact analysis considers whether a project has a cumulatively considerable impact in the context of a particular existing cumulative impact. (Cal. Code Regs., tit. 14, § 15065, subd. (a)(3).) In contrast to the MND's project-level air quality impact analysis, which used significance thresholds that are identical across the entire South Coast Air Basin, whether the Project has a significant cumulative air quality impact depends on the extent of the existing cumulative impact in the Project's vicinity.
- 49. The MND cites Appendix D of an August 2003 white paper published by the South Coast Air Quality Management District ("SCAQMD") entitled "White Paper on Potential Control Strategies to Address Cumulative Impacts from Air Pollution" ("2003 SCAQMD White Paper"). To the extent that the 2003 SCAQMD White Paper asserts that any project with less than significant individual air quality impacts also necessarily has less than significant cumulative air quality impacts, it is inconsistent with CEQA for at least the reasons stated above. Moreover, the 2003 SCAQMD White Paper lacks substantial evidence to support such a contention, and thus the MND's reliance on it violates CEQA. (Cal. Code Regs., tit. 14, § 15064.7, subd. (c).) The MND further violated CEQA by failing to provide substantial evidence to support its reliance on the 2003 SCAQMD White Paper, Appendix D as "guidance." (Ibid.) Finally, even if the MND's reliance on the 2003 SCAQMD White Paper were proper and supported by substantial evidence, the MND did not consider other evidence—such as public comments and the existence of many other sources of pollution near the Project site—showing that the Project could have a significant cumulative air quality impact. (See Cal. Code Regs., tit. 14, § 15064, subd. (b).)
- 50. Accordingly, because the MND's environmental impacts analysis did not proceed in a manner required by law, the MND's findings under Section 15063 of title 14 of the

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Failure to Prepare an EIR

(Cal. Code Regs., tit. 14, § 15064, subd. (f))

- 51. Upon completion of the Initial Study and the receipt of public comments, Respondent violated CEQA by not preparing an EIR despite substantial evidence in the record supporting a fair argument that the Project may have significant environmental impacts. (Cal. Code Regs., tit. 14, § 15064, subd. (f)(1).) Substantial evidence supports a fair argument that the Project may have significant environmental impacts on, at minimum, air quality. Respondent's failure to prepare an EIR despite this evidence violated CEQA.
- 52. Respondent violated CEQA by approving the Project without preparation of an EIR for reasons that include, but are not limited to, the fact that substantial evidence supports a fair argument that the Project will have a significant adverse impact on air quality. Respondent is in possession of, and received from the public during periods for public comment, substantial evidence that the Project will result in a cumulatively considerable contribution to a cumulative air quality impact. The Project will be located in a community suffering from some of the worst air quality in California, where dozens of warehouses and other industrial developments already exist in conflict with sensitive land uses. Substantial evidence supports a fair argument that the Project will significantly add to the air quality impacts the community already bears from these other warehouse and industrial developments. Respondent's findings in the MND that the Project will not have a cumulative air quality impact are insufficiently substantiated. The MND omits any mention of the past, current, and reasonably probable future polluting uses in the Project's immediate vicinity or the public health impacts from which the community already suffers. Moreover, the methodology for considering cumulative air quality impacts on which the MND relies is itself unsupported by substantial evidence. Therefore, because substantial evidence supports a fair argument that the Project will have a significant adverse impact on air quality, CEQA requires preparation of an EIR.

Failure to Mitigate Significant Environmental Impacts

(Cal. Code Regs., tit. 14, §§ 15021, 15070, 15074, and 15097, subd. (a))

- 53. CEQA prohibits public agencies from approving projects if feasible mitigation measures are available that would substantially lessen the project's significant environment effects. (Pub. Resources Code, § 21002.) Approval of a project without including such feasible mitigation measures to avoid or minimize environmental damage violates CEQA. (Cal. Code Regs., tit. 14, § 15021.)
- 54. Pursuant to CEQA, a mitigated negative declaration can be employed only if enforceable mitigation measures would lessen all potentially significant effects to a point where clearly no significant effects would occur, and no substantial evidence exists to support a fair argument that the project, including mitigation measures, may have a significant effect on the environment. (See Pub. Resources Code, § 21080, subd. (c).)
- 55. The MND does not identify mitigation measures that will adequately mitigate the Project's potentially significant environmental impacts to a less than significant level, including but not limited to the Project's potentially significant environmental impacts on air quality. Despite the Project's foreseeable adverse environmental impacts, the MND does not identify any measures to mitigate these impacts.
- 56. For example, the Project does not include any of the feasible mitigation measures identified in the California Office of the Attorney General's Warehouse Best Practices Document, which had previously been provided to the City.
- 57. In addition, the City's August 10, 2018, Final Environmental Impact Report for its General Plan Update identified numerous mitigation measures as "best management practices to be applied to future projects."
- 58. Of the mitigation measures identified in the City's August 10, 2018, Final Environmental Impact Report for its General Plan Update, at least MM-AQ-1, MM-AQ-2, MM-AQ-3, MM-AQ-4, MM-AQ-5, MM-AQ-6, MM-AQ-7, MM-AQ-9, MM-AQ-10, MM-AQ-11, MM-AQ-13, MM-AQ-14, MM-AQ-15, MM-AQ-16, MM-AQ-17, MM-AQ-18, MM-AQ-19, MM-AQ-22, and MM-AQ-23 are applicable to industrial warehouses like the Project.

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2	Dated: July 23, 2021	Respectfully Submitted,
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