1 2	MARK D. ROSENBAUM (BAR NO. 59940) CATHERINE E. LHAMON (BAR NO. 192751) PETER J. ELIASBERG (BAR NO. 189110)	
3	ACLU Foundation of Southern California 1616 Beverly Boulevard	
4	Los Angeles, California 90026 Telephone: (213) 977-9500	
5	JACK W. LONDEN (BAR NO. 85776) MICHAEL A. JACOBS (BAR NO. 111664)	
6	MATHEW I. KREEGER (BAR NO. 153793) LOIS K. PERRIN (BAR NO. 185242)	
7	AMY M. KOTT (BAR NO. 206834) Morrison & Foerster LLP	
8	425 Market Street San Francisco, California 94105-2482	
9	Telephone: (415) 268-7000	
10	ALAN SCHLOSSER (BAR NO. 49957) MICHELLE ALEXANDER (BAR NO. 177089)	
11	ACLU Foundation of Northern California 1663 Mission Street, Suite 460	
12	San Francisco, California 94103 Telephone: (415) 621-2493	
13	JOHN T. AFFELDT (BAR NO. 154430)	
14	THORN NDAIZEE MEWEH (BAR NO. 188583) Public Advocates, Inc.	
15 16	1535 Mission Street San Francisco, California 94103 Telephone: (415) 431-7430	
17	[Additional Counsel Listed on Signature Page] Attorneys for Plaintiffs Eliezer Williams, et al.	
18	SUPERIOR COURT OF THE	STATE OF CALIFORNIA
19	COUNTY OF SAN	I FRANCISCO
20	ELIEZER WILLIAMS, a minor, by Sweetie	Case. No. 312236
21	Williams, his guardian ad litem; et al., each individually and on behalf of all others similarly	[CLASS ACTION]
22	situated, Plaintiffs,	MEMORANDUM OF POINTS AND AUTHORITIES IN SUPPORT OF
23	v.	PLAINTIFFS' MOTION TO SEVER AND STAY PROCEEDINGS
24	STATE OF CALIFORNIA; DELAINE EASTIN,	Hearing Date: April 11, 2001 Time: 8:30 a.m.
25 26	State Superintendent of Public Instruction; STATE DEPARTMENT OF EDUCATION; STATE BOARD OF EDUCATION,	Department: 16, Hall of Justice Judge: Hon. Peter J. Busch
26	Defendants.	Date Action Filed: May 17, 2000
28		
20	PLAINTIFFS' MOTION TO SEVER	S AND STAY PROCEEDINGS
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STATE OF CALIFORNIA, Cross-Complainant, v. SAN FRANCISCO UNIFIED SCHOOL DISTRICT, a school district, et al. Cross-Defendants. PLAINTIFFS' MOTION TO SEVER AND STAY PROCEEDINGS

sf-1069757

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INTRODUCTION

In denying Plaintiffs' motion to strike the State's Cross-Complaint at the February 8, 2001 hearing, the Court indicated it could more appropriately respond to the issues raised by the motion to strike through an exercise of its case management powers, including possibly limiting active litigation of the Cross-Complaint. For many of the same reasons articulated by the Court in its denial of the State's demurrer, Plaintiffs Eliezer Williams, et al., hereby move the Court to exercise its authority under *California Code of Civil Procedure* ("C.C.P.") § 1048(b) to sever the trial of Defendant State of California's Cross-Complaint from the trial of Plaintiffs' action and to stay proceedings on the Cross-Complaint until resolution of Plaintiffs' First Amended Complaint.

The State's Cross-Complaint raises separate and independent issues from Plaintiffs' complaint that will serve only to complicate and delay resolution of the complaint and the provision of the basic essentials of an education to hundreds of thousands of children. The Court made clear in its Order overruling the State's demurrer that "this case is exclusively about the State's system of oversight and that system's alleged inadequacies and failures." Order at 2. This Court further recognized that the case's exclusive focus "will have ramifications to all stages of the case, including pleading, class certification, motion practice, trial, and remedies." *Id.*Defendant's Cross-Complaint — like its attempt to force this matter through the inappropriate processes of the *Uniform Complaint Procedure* — does not concern "the State's system of oversight," but focuses instead on precisely what this case is *not* about: "correcting the specific deficiencies suffered by these students at their specific schools in their specific school districts." *Id.*

The Court is well within the exercise of its case management powers to prevent the State's attempt to slip through the back door a completely different case than that framed by Plaintiffs' complaint, not to mention the Court's own orders. Indeed, the State itself has conceded that "[u]nder California law, the proper response to new pleadings that arguably or actually complicate a case is . . . to use the Court's [severance] powers under C.C.P. § 1048 to solve any

1	problems that may arise." Plaintiffs independently and in support of those districts who have so	
2	moved, ² urge the Court to exercise its powers under C.C.P. § 1048 to sever trial of the Cross-	
3	Complaint and stay proceedings on the Cross-Complaint pending resolution of Plaintiffs'	
4	Amended Complaint.	
5	ARGUMENT	
6 7	I. THE COURT HAS BROAD POWERS TO STRUCTURE THE LITIGATION OF THE STATE'S CROSS-COMPLAINT AGAINST SCHOOL DISTRICTS.	
8	A. C.C.P. §1048 Authorizes Severance of the Cross-Complaint.	
9	C.C.P. § 1048(b) provides:	
10	The court, in furtherance of convenience or to avoid prejudice, or	
11	when separate trials will be conducive to expedition and economy, may order a separate trial of any cause of action, including a cause	
12	of action asserted in a cross-complaint, or of any separate issue or of any number of causes of action or issues	
13	Section 1048 provides this Court with broad discretion to order a severance and separate trials	
14	when faced with a cross-complaint. See note 1, supra (citing cases); McLellan v. McLellan,	
15	23 Cal. App. 3d 343, 353 (2nd Dist. 1972). The exercise of such discretion will not be interfered	
16	with on appeal except where there has been a manifest abuse of discretion. <i>Id.</i> , <i>citing</i>	
17	McArthur v. Shaffer, 59 Cal. App. 2d 724, 727 (3rd Dist. 1943).3	
18		
19		
20	Opposition to Motion to Strike at 7, citing Roylance v. Doelger, 57 Cal. 2d 255, 261-62 (1962); Linday v. American President Lines, Ltd., 214 Cal. App. 2d 146, 149 (1st Dist. 1963); Simon Hardware Co. v. Pacific Tire & Rubber Co., 199 Cal. App. 2d 616 (1st Dist. 1962);	
21	American Motorcycle Ass'n v. Superior Court, 20 Cal. 3d 578, 605-06 (1978).	
22	² See Motion to Sever Cross-Complaint of Fresno Unified School District and San Francisco Unified School District, joined by Los Angeles Unified School District, Pajaro Valley	
23	Unified School District, Merced City Elementary School District, Ravenswood City Elementary School District, West Contra Costa Unified School District and Long Beach Unified School	
24	District.	
25	³ Cross-Defendants Fresno Unified and San Francisco Unified also purport to rely on C.C.P. § 598 in support of the court's power to sever proceedings on a cross-complaint. The	
26	caselaw makes clear (see note 1, supra) that the court's severance power with respect to cross-	
27	complaints resides in C.C.P. § 1048. C.C.P. § 598 concerns, instead, another possible case management decision which may overlap with other aspects of § 1048(b) powersnamely, histography for trial of the isography appropriate Court 252 Col.	
28	bifurcation for trial of the issues in a complaint. See, e.g., Trickey v. Superior Court, 252 Cal. App. 2d 650, 653 (3rd Dist. 1967) (C.C.P. § 598 "was adopted[to] avoid[]the waste of time	

B. Severance is Appropriate Where a Cross-Complaint Raises Distinct Issues Against Third-Parties Which Will Unduly Complicate the Case.

At times, the State has likened its Cross-Complaint to an indemnity action against school districts. *E.g.*, Opposition to Motion to Strike at 8. Cross-complaints seeking indemnification from third-parties can be severed from the trial of a plaintiff's complaint. *American Motorcycle*, 20 Cal. 3d at 606; *see also Roylance*, 57 Cal. 2d at 261-62. Severance is particularly appropriate where the cross-complaint raises distinct issues against third parties, *e.g.*, *Omni Aviation Managers, Inc. v. Municipal Court*, 60 Cal. App. 3d 682, 684 (2nd Dist. 1976), *Bratton & Moretti v. Finerman & Son*, 171 Cal. App. 2d 430, 435 (4th Dist. 1959), or where it appears the cross-complaint against third parties will unduly complicate the underlying action. *American Motorcycle*, 20 Cal. 3d at 606; *see also Roylance*, 57 Cal. 2d at 261-62; *Gehman v. San Mateo Cty. Superior Court*, 96 Cal. App. 3d 257, 266 (1st Dist. 1979). Here both reasons exist to justify severance.

II. TRIAL ON THE CROSS-COMPLAINT SHOULD BE SEVERED AS IT RAISES SEPARATE AND INDEPENDENT ISSUES FROM THE AMENDED COMPLAINT.

A. Plaintiffs' Complaint Concerns the State's Non-Delegable Duty to Establish and Maintain an Effective System of Oversight that Ensures Basic Educational Opportunities.

This Court made clear in its Order overruling the State's demurrer that "this case is exclusively about the State's system of oversight and that system's alleged inadequacies and failures." Order at 2 (emphasis added). In particular, the Court affirmed that this case "is aimed at ensuring a system that will either prevent or discover and correct [the alleged] deficiencies going forward." Id. (emphasis added). The obligation to establish and maintain an effective system of oversight and management which ensures basic educational equality is the Defendants' and the Defendants' alone. As this Court itself concluded:

⁴ Hall v. City of Taft, 47 Cal. 2d 177, 181 (1956) (Education "is in a sense exclusively the function of the state which cannot be delegated to any other agency.") (quoting Piper v. Big Pine School Dist., 193 Cal. 664, 669 (1924)): see also Butt v. State of California, 4 Cal. 4th 668, 681 (1992) ("the State's ultimate responsibility for public education cannot be delegated to any other

and money caused by the unnecessary trial of damage questions in cases where the liability issue

is resolved against the plaintiff") (citing Judicial Council Reports).

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The State of California has taken on itself through its Constitution, statutes, and regulations to provide universal public education and to do so on a basis that satisfies basic standards of equality. . . . That the State has chosen to carry out certain of its obligations through local school districts does not absolve the State of its ultimate responsibility.

Order at 1-2, citing Butt, 4 Cal 4th at 685.

The litigation of Plaintiffs' amended complaint will address: (1) whether the State Defendants have a system of oversight and management concerning the delivery of basic educational essentials; (2) the effects of the State Defendants' failure to establish an oversight and management system (i.e., any factual issues concerning the actual conditions existing in the public schools); and (3) the appropriate remedy to ensure the State Defendants' establish an effective State system of oversight and management. By definition, the district cross-defendants cannot bear liability for the State's failure to institute and operate effectively a system of oversight, nor can claims against the districts regarding particular conditions play a role in a determination of whether "the oversight and management systems the State has in place . . . are legally adequate and whether they are being properly implemented." Order at 2. Because "this case is not about correcting the specific deficiencies suffered by these students at their specific schools in their specific school districts," id., the discovery and trial of Plaintiffs' complaint need not address the correction of those specific deficiencies, much less the district's "share [of] responsibility" in causing them.

entity"). To the extent that school districts have any responsibility for education, they do so as agents of the State and not as independent or separate actors. San Francisco Unified School District v. Johnson, 3 Cal. 3d 937, 952 (1971) ("To carry out this responsibility [for education] the state has created local school districts, whose governing boards function as agents of the state."); see also Kirchmann v. Lake Elsinore Unified School District, 83 Cal. App. 4th 1098, 1114 (2000), modified, 2000 Cal. App. LEXIS 785 ("Local school districts are agencies of the state and . . . are not distinct and independent bodies politic." (quoting Hayes v. Commission on State Mandates, 11 Cal. App. 4th 1564 1578-79 n.5 (1992)).

⁵ State's Opposition to Motion to Strike at 8.

B. The State's Cross-Complaint Concerns Specific District Failures in Implementing Delegated Duties.

As even the State has conceded, its Cross-Complaint "raise[s] new issues [and] add[s] new parties" to the case. Opposition to Motion to Strike at 10. The addition of issues and parties by the State is not in any way concerned, however, with correcting the State's own system of oversight and management (or the lack thereof). The Cross-Complaint seeks only to establish some level of district fault for certain of the specific conditions identified by Plaintiffs' complaint. Far from purporting to establish any new oversight system to prevent or detect and correct school-level denials of basic educational necessities, the Cross-Complaint augurs only for the status quo in its effort to shift responsibility to districts. The Cross-Complaint seeks to rely only on (a) whatever statutory rules currently exist concerning the provision of basic educational necessities; (b) existing monitoring mechanisms (*i.e.*, learning about conditions when third parties bring them to Defendants' attention, rather than systematically); and (c) existing enforcement mechanisms (*i.e.*, suing because there is no enforcement mechanism).

As an initial matter, it bears noting that a substantial portion of the conditions alleged in Plaintiffs' complaint are not sought to be remedied *at all* by the Cross-Complaint. Nowhere in the strings of statutory authority asserted by the State does it seek to identify any explicit violation of law committed by the districts that would render Cross-Defendants liable for providing undercredentialed teachers or over-crowded school facilities. Instead, the violations of law identified by the State refer, at most, to duties (albeit, vague and ill-defined) concerning instructional materials and supplies and school facilities. *See* Cross-Complaint at ¶¶ .7

⁶ If anything, the Cross-Complaint implicitly acknowledges the non-existence of an oversight system in: (1) conceding the State does not know and cannot confirm, absent litigation, whether serious educational deficiencies exist in the schools; and (2) conceding the State has no system, absent litigation, to bring schools up to whatever basic educational standards it purports to have in effect.

⁷ The Cross-Complaint alleges violations of the following provisions of the *California Education Code*: § 17366 (Legislative intent that districts have a plan for repair, reconstruction or replacement of school buildings), § 17565 (district duty to furnish its school property), § 17576 (district duty to supply "sufficient patent flush water closets for the use of pupils"), § 17593 (district duty to "keep the schoolhouses in repair"), § 35290 (district duty to "maintain schools and classes as provided by law"), § 35293 (district duty to maintain schools "with equal rights and privileges as far as possible"), § 37610 (authority for district to establish year-round schools),

Likewise, the State's factual allegations, though repeating all other allegations of Plaintiffs, omit all references to the lack of fully credentialed teachers and all but one reference to severe overcrowding (see ¶162, repeating allegations regarding overcrowding at Cahuenga Elementary School only).⁸

With respect to the subset of issues actually raised by the Cross-Complaint, the litigation of the asserted violations of law are simply separate and independent issues from the management and oversight case advanced by Plaintiffs' complaint. Whether a particular district has adopted a policy on obsolescence of textbooks, or adopted a plan that identifies schools in need of repair; whether a district has taken all the actions it should have taken to ensure textbook availability; why the district failed to supply sufficient bathrooms to students, etc. are issues of no central import to Plaintiffs' case. Such issues raise distinctly different legal questions and require distinctly different factual investigations than arise from the Amended Complaint.

Plaintiffs' case will instead inquire whether the State Defendants were aware of the conditions present in the particular schools; whether the State Defendants ever took any actions to prevent or detect and correct such conditions; and whether an effective system of oversight would enable the State Defendants to monitor, prevent, and detect and correct such problems. All of these issues focus in on the State's ultimate responsibility for providing fundamentally equal

^{§ 37670 (}authority for district to establish year-round schools with 163-day schedule), § 38118 (writing, drawing paper and other necessary supplies to be furnished "under the direction of the [district] governing board"), § 60045 (district duty to adopt instructional materials which it deems "accurate, objective, current, and [grade-level appropriate]"), § 60119 (requirement that district, after 1998-99 fiscal year, hold hearings on textbook availability; explain reasons for lack of availability; and take actions within two years to ensure sufficient availability, except actions requiring reimbursement by Commission on State Mandates), § 60411 (duty of high school districts to purchase textbooks for the use of students without charge) and § 60500 (district duty to adopt rules regarding obsolescence of instructional materials); and the following provisions of the *California Code of Regulations* ("C.C.R.") 5 C.C.R. §§ 630 (districts responsible for "condition of the school premises") and 631 ("[a]dequate separate toilet facilities [to] be maintained").

⁸ Conversely, LAUSD's recently filed motion to intervene in Plaintiffs' case focuses exclusively on the overcrowding and teacher credentialing issues. LAUSD Motion to Intervene at 6 ("LAUSD contends that the proximate cause of each of the ills alleged by plaintiffs in the First Amended Complaint is pupil overcrowding."); *id.* at 8 n.2.

educational opportunities. Assuming the State still elected to proceed with its Cross-Complaint upon resolution of Plaintiffs' complaint, the State and districts could litigate the districts' share of responsibility, if any, as to specific conditions without Plaintiffs' participation and after this Court has already entered an order directing the establishment of an effective oversight system.⁹

III. TRIAL OF THE CROSS-COMPLAINT SHOULD BE SEVERED AS IT WILL UNDULY COMPLICATE LITIGATION OF PLAINTIFFS' COMPLAINT AND UNNECESSARILY BURDEN DISTRICTS.

A. The Cross-Complaint Complicates Plaintiffs' Case With Irrelevant "Indemnity" Claims Against Third-Party Districts and Burdens Districts With Expensive and Unnecessary Participation.

The Cross-Complaint represents a not too subtle attempt by the State to revive the very diversionary tactic it lost on demurrer under the guise of a need for administrative exhaustion. Essentially, the State seeks to force multiple mini-trials on specific conditions in specific school districts rather than face the single statewide oversight trial framed by Plaintiffs. The Cross-Complaint's independent focus on resolving specific conditions at specific schools, and its independent focus on adjudicating the district's share of responsibility for those specific conditions under distinctly different legal violations than alleged in the complaint, opens the case up to a host of additional, complicating issues to be discovered, tried, and determined.¹⁰

Though the Court denied Plaintiffs' motion to strike the Cross-Complaint, it has correctly noted that it can deal with complications wrought by the Cross-Complaint through case management orders. The order severing and staying the Cross-Complaint proposed by Plaintiffs and a number of districts will further anchor this case from spiraling away from its "exclusive[]"

⁹ See, Morehart v. County of Santa Barbara, 7 Cal. 4th 738, 740-41 (1994) (judgment in a multiparty case determining all issues as to one or more parties may be treated as final even though issues remain to be resolved between other parties); cf. Tinsley v. Palo Alto Unified Sch. Dist., 91 Cal. App. 3d 871, 880-81 (1st Dist. 1979) (order demurring plaintiffs' desegregation case against school district final and appealable despite unresolved issues remaining in trial court against State where legal issues against district, possessing limited powers, not identical with State, which possesses "plenary powers in all school district affairs").

¹⁰ See, e.g., Cross-Defendants' MPA in Support of Motion to Sever Cross-Complaint at 7 ("If these alleged conditions do in fact exist, the reasons why they may occur at each school district could vary widely.")

focus on State oversight and management, Order at 2, and degenerating into a quagmire of State efforts to litigate "specific deficiencies suffered by [] students at their specific schools." *Id.*Requiring litigation of such irrelevant matters as the districts' "share [of] responsibility" for the State's non-delegable duty to ensure basic educational opportunities will unduly and unnecessarily complicate and delay Plaintiffs' case. These are precisely the type of complications which warrant the Court's exercise of its severance powers. *Roylance*, 57 Cal. 2d at 261-62; *Linday*, 214 Cal. App. 2d at 149; *American Motorcycle*, 20 Cal. 3d at 605-06.

Not only do the disparate theories of liability and the differing targets of liability justify severing the trials on the Cross-Complaint from the trial on Plaintiffs' complaint, as unduly complicating the latter, but so too do the differing remedies posed. Whatever court-ordered remedies the State believes it needs against specific districts to see that they provide specific educational necessities, such remedies are, at best, tangential to the oversight remedy Plaintiffs seek against the State.

In fact, whichever way Plaintiffs' case is resolved, litigation on the Cross-Complaint may not ever be necessary. Plaintiffs might not prevail, and the State's conditional "indemnity" action might fall away on that basis. Second, Plaintiffs believe they will prevail and succeed in establishing an effective system of oversight and management. If such a system is put in place, the State will no longer need to pursue its Cross-Complaint. Instead, the means for ensuring delivery of educational tools that Defendants claim to lack currently, absent litigation, 12 will be at hand. Third, Plaintiffs' trial — which will not focus on establishing specific deprivations in specific school districts — may not single out a number of the school districts accused in the Cross-Complaint. Thus, allowing the Cross-Complaint to proceed at this juncture only further complicates Plaintiffs' case by unnecessarily forcing unwilling districts into the fray over matters that will likely never be tried.

¹¹ Opposition to Motion to Strike at 8.

See, e.g., Cross-Complaint ¶33 ("....Unless restrained and enjoined by order of this Court, the San Francisco Unified School District will not correct such conditions, but will fail and refuse to do so.").

B. The Cross-Complaint Poses Extensive, Unnecessary Logistical Burdens.

Failure to sever and stay the Cross-Complaint will complicate and delay this action, resolution of which is of paramount import to hundreds of thousands of California school children. The Cross-complaint's injection of the districts into this lawsuit will hamstring this litigation and stall plaintiffs' efforts to learn the extent of the State's disregard for its educational obligations. The logistical nightmare posited in Plaintiffs' papers on its Motion to Strike the Cross-Complaint is already becoming reality. As the Court was informed at the March 6, 2001 status conference, already the parties have had to delay depositions of school principals because not all 18 districts would agree to their proceeding; already Plaintiffs have had to delay depositions of State witnesses because the State Defendants refused to produce witnesses without the districts first agreeing not to recall them. A determination by this Court that the Cross-Complaint were severed and stayed would, on this issue alone, reduce substantial delay by providing much-needed clarity and economy to the litigation of Plaintiffs' case. Districts' counsel would know that they need not participate in depositions proceeding under the complaint which do not concern district witnesses, and the State would know it could not hold up depositions based on the hypothetical risk that their witnesses might be called in the future in a separate case. 13

Absent the clarity and economy a severance and stay order would provide, such logistical problems will continue for the parties and the Court as attempts are made to coordinate motion practice and discovery. Traditional litigation procedures where all attorneys expect to be consulted as to each hearing and deposition date or change thereto, where all attorneys are served with each motion, each discovery request and the responses thereto, and where all attorneys

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Even absent a severance and stay, the State's attempt to consider a deposition under the complaint and a subsequent deposition under its Cross-Complaint as proceeding under the same action is a stretch. Traditionally, a cross-complaint is treated "for most purposes...as [an] independent action[]", *National Electric Supply Co. v. Mount Diablo Unified School Dist.*, 187 Cal. App. 2d 418, 422 (1st Dist. 1960). With severance and stay, Defendants have no basis for claiming that the cross-defendants are parties to Plaintiffs' action under the one-deposition rule. C.C.P. § 2025(t).

expect to conduct an examination of every witness, promise to continue to cause mass confusion, place an undue burden on the Court, and impose undue delay on resolution of Plaintiffs' case.¹⁴

IV. PROCEEDINGS ON THE CROSS-COMPLAINT SHOULD BE STAYED.

The Court has inherent authority to manage the litigation before it, including the authority to stay discovery and litigation of specific issues. *E.g.*, *Technitrol*, *Inc. v. Digital Equipment Corp.*, 62 F.R.D. 91, 92 (N.D. Ill. 1973) (applying FRCP 42(b) to bifurcate and stay infringement issues in a patent litigation pending resolution of patent's validity). ¹⁵ As in *Technitrol*, courts may stay proceeding on one aspect of a case, especially where it seems that litigation thereon could prove unnecessary. Here, it flies in the face of judicial economy to force Plaintiffs to participate in the litigation of irrelevant and tangential issues which may well never be tried. Even more so, it makes no sense to require districts to spend tens or hundreds of thousands of dollars each to litigate issues which are unlikely to proceed whichever way Plaintiffs' complaint is resolved. Moreover, if proceedings on the Cross-Complaint are *not* stayed and Plaintiffs prevail, the speedy implementation of an effective oversight and management system for the entire State public school system will, contrary to the interests of justice, be delayed by the State's satellite litigation into specific conditions in a few schools.

In the interests of judicial economy for all concerned, and in the interests of achieving the effective delivery of basic educational opportunities to thousands of currently-deprived students as quickly as possible, Plaintiffs request that this Court not only sever the trial but also stay proceedings on the Cross-Complaint pending resolution of Plaintiffs' case.

The moving districts have acknowledged as much in their papers for severance: "The course of the underlying lawsuit will inevitably be delayed if the parties are forced to accommodate the schedules of the many additional attorneys, client representatives, witnesses and deponents that will be present if the cross-complaint is not severed and the proceedings regarding it are not stayed." Cross-Defendants' MPA in Support of Motion to Sever Cross-Complaint at 7.

¹⁵ C.C.P. § 1048(b) "is revised to conform in substance to Rule 42 of the Federal Rules of Civil Procedure" ("FRCP"). Leg. Committee Comment to 1971 Amendment to C.C.P. § 1048. Accordingly, federal authorities interpreting and applying FRCP 42(b) can serve as persuasive authority with respect to C.C.P. § 1048.

1	CONCLUSION	
1	For the foregoing reasons, Plaintiffs respectfully request that the Court grant its Motion to	
2	Sever the Cross-Complaint and Stay Proceedings.	
3	Dated: March 21, 2001	
4	MARK D. ROSENBAUM	
5	CATHERINE E. LHAMON PETER J. ELIASBERG	
7	ACLU FOUNDATION OF SOUTHERN CALIFORNIA	
8	JACK W. LONDEN MICHAEL A. JACOBS	
9	MATTHEW I. KREEGER LOIS K. PERRIN AMY M. KOTT	
10	MORRISON & FOERSTER LLP	
11	ALAN SCHLOSSER MICHELLE ALEXANDER ACLU FOUNDATION OF NORTHERN	
12	CALIFORNIA	
13 14	JOHN T. AFFELDT THORN NDAIZEE MEWEH PUBLIC ADVOCATES, INC	
15	r obbie rib v oor r bis, in o	
16	\mathbf{p}_{w}	
17	By: John T. Affeldt	
18	Attorneys for Plaintiffs ELIEZER WILLIAMS, etc., et al.	
19		
20	ANTHONY L. PRESS (BAR NO. 125027)	
21	BENJAMIN J. FOX (BAR NO. 193374) CHRISTINA L. CHECEL (BAR NO. 197924) MORRISON & FOERSTER LLP	
22	555 West Fifth Street, Suite 3500 Los Angeles, California 90013-1024	
23	Telephone: (213) 892-5200	
24	LEW HOLLMAN (BAR NO. 58808) LAURA DIAMOND (BAR NO. 185062)	
25	Center for Law in the Public Interest 10951 West Pico Boulevard, Third Floor	
26 2 5	Los Angeles, California 90064 Telephone: (310) 470-3000	
27	[List continues on following page]	
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1	ROBERT RUBIN (BAR NO. 85084) IVY LEE (BAR NO. 202375) LAWYERS' COMMITTEE FOR CIVIL RIGHTS
2	OF THE SAN FRANCISCO BAY AREA 301 Mission Street, Suite 400
3	San Francisco, California 94105 Telephone: (415) 543-9444
4	ROBERT M. MYERS (BAR NO. 66957)
5 6	Newman, Aaronson, Vanaman 14001 Ventura Boulevard Sharmon Oaka, California, 01423
	Sherman Oaks, California 91423 Telephone: (818) 990-7722
7	STEWART KWOH (BAR NO. 61805)
8	JULIE A. SU (BAR NO. 174279) Asian Pacific American Legal Center 1145 Wilshire Boulevard, Second Floor
10	Los Angeles, California 90017 Telephone: (213) 977-7500
11	KARL M. MANHEIM (BAR NO. 61999)
12	Loyola Law School 919 South Albany Street
13	Los Angeles, California 90015 Telephone: (213) 736-1000
14	JORDAN C. BUDD (BAR. NO. 144288)
15	ACLU of San Diego and Imperial Counties 555 West Beech Street
16	San Diego, California 92101 Telephone: (619) 232-2121
17	PETER B. EDELMAN, Of Counsel
18	Georgetown University Law Center 111 F Street NW
19	Washington, DC 20001 Telephone: (202) 662-9074
20	THOMAS A. SAENZ (BAR NO. 159430)
21	HECTOR O. VILLAGRA (BAR NO. 177586) Mexican American Legal Defense and Educational
22	Fund 634 South Spring Street, 11th Floor
23	Los Angeles, California 90014 Telephone: (213) 629-2512
24	Lead Attorneys for Plaintiff Subclass
25	
26	
27	
20	