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16 UNITED STATES DISTRICT COURT
17 NORTHERN DISTRICT OF CALIFORNIA
18 OAKLAND DIVISION

19 JOSEF ROBINSON,
20

21 Plaintiff,

22 v.

23 DIGNITY HEALTH d/b/a CHANDLER
24 REGIONAL MEDICAL CENTER,

25 Defendant.
26
27
28

Case No. 4:16-cv-03035-YGR

**PLAINTIFF’S MEMORANDUM OF POINTS
AND AUTHORITIES IN OPPOSITION TO
DEFENDANT’S MOTION TO DISMISS
COMPLAINT PURSUANT TO RULE
12(b)(6)**

Hearing Date: September 20, 2016
Hearing Time: 2:00 p.m.

Hon. Yvonne Gonzalez Rogers

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1 Plaintiff, Josef Robinson submits the following Memorandum of Points and Authorities
2 in opposition to the Motion to Dismiss for Failure to State a Claim filed by Defendant, Dignity
3 Health d/b/a Chandler Regional Medical Center (“Dignity Health”).

4 **STATEMENT OF ISSUES TO BE DECIDED**

5 1. Whether the Complaint states a valid claim that Dignity Health’s employer-
6 provided healthcare plan discriminates against Mr. Robinson because of sex, in violation of Title
7 VII of the Civil Rights Act of 1964, 42 U.S.C. § 2000e, *et seq.*

8 2. Whether the Complaint states a valid claim that Dignity Health’s employer-
9 provided healthcare plan discriminates against Mr. Robinson on the basis of sex, in violation of
10 Section 1557 of the Affordable Care Act, 42 U.S.C. § 18116.

11 **INTRODUCTION**

12 Dignity Health categorically excludes all insurance coverage for “[t]reatment, drugs,
13 medicines, services and supplies for, or leading to, sex transformation surgery” from the health
14 care plans it offers to Arizona employees, including Plaintiff. Dkt. No. 1 (“Compl.”) Ex. C at 62.
15 The exclusion applies to all forms of transition-related care regardless of whether the treatment
16 would be deemed medically necessary according to the guidelines established by the plan’s
17 third-party administrator. As a result of the categorical exclusion, Mr. Robinson has to pay out-
18 of-pocket for medically necessary hormone therapy, had to pay out-of-pocket for medically
19 necessary chest surgery, and remains unable to complete medically necessary phalloplasty in
20 accordance with the accepted standards of care for treating gender dysphoria.

21 Plaintiff has adequately stated a claim that Dignity Health’s categorical exclusion of
22 transition-related care discriminates against him and other transgender employees because of sex,
23 in violation of Title VII of the Civil Rights Act of 1964, 42 U.S.C. § 2000e, *et seq.* (“Title VII”).
24 As the vast majority of courts have recognized, discrimination against transgender individuals
25 constitutes discrimination on the basis of sex under Title VII and analogous statutes.
26 Discrimination based on sex encompasses all discrimination related to the sex of the victim,
27 including discrimination based on transgender individuals’ nonconforming “outward behavior
28 and inward identity.” *Schwenk v. Hartford*, 204 F.3d 1187, 1201 (9th Cir. 2000). The out-of-

1 circuit cases Dignity Health relies upon to exclude transgender status from the scope of Title VII
2 are not good law in this Circuit because they are based on a Seventh Circuit decision, *Ulane v.*
3 *Eastern Airlines, Inc.*, 742 F.2d 1081 (7th Cir. 1984), which the Ninth Circuit explicitly
4 repudiated in *Schwenk*. As discussed below, Dignity Health’s insurance policy excluding all
5 coverage for care related to “sex transformation” constitutes sex discrimination on its face, and
6 facially discriminatory policies violate Title VII regardless of the employer’s motive for
7 discriminating. Moreover, in this case, Dignity Health’s decision to categorically exclude
8 coverage for transition-related care was, in fact, motivated by disapproval of gender
9 nonconformity.

10 For the same reasons that the Complaint adequately alleges that the “sex transformation”
11 exclusion discriminates based on sex under Title VII, the Complaint also adequately alleges that
12 the exclusion discriminates based on sex under Section 1557 of the Affordable Care Act, 42
13 U.S.C. § 18116 (“Section 1557”). The U.S. Department of Health and Human Services Office of
14 Civil Rights (“OCR”) has issued regulations making explicit that Section 1557 prohibits covered
15 employers from maintaining “a categorical coverage exclusion or limitation for all health
16 services related to gender transition” in their employer-sponsored health care plans. 45 C.F.R.
17 § 92.207(b)(4). The regulation clarifies what Section 1557 already required, but even if, as
18 Dignity Health argues, such exclusions were not illegal until the effective date of the regulations,
19 the relevant effective date for Dignity Health is June 18, 2016—not January 1, 2017—and Mr.
20 Robinson has claims for injunctive relief regardless of which effective date applies.

21 For all these reasons, Mr. Robinson has stated valid claims under both Title VII and
22 Section 1557, and Dignity Health’s motion to dismiss should be denied.

23 **FACTUAL BACKGROUND**

24 Dignity Health owns and operates the fifth largest health care system in the United States
25 and receives federal financial assistance. Compl. ¶¶ 2, 60. Its corporate headquarters is in San
26 Francisco, California. *Id.* ¶ 16. Plaintiff, Josef Robinson, is an employee of Dignity Health,
27 working as a nurse at the Dignity Health Chandler Regional Medical Center. *Id.* ¶ 5.
28 Mr. Robinson has been a Dignity Health employee since January 1, 2014. *Id.* ¶ 30.

1 Gender Identity and Gender Dysphoria

2 Mr. Robinson is a man who is transgender. *Id.* ¶ 22. That means that he was assigned
 3 the sex of female at birth, but his gender identity is male and he identifies as a man. *Id.* “Gender
 4 identity” is a well-established medical concept, referring to one’s sense of oneself as belonging
 5 to a particular gender. *Id.* ¶ 23. Typically, people who are designated female at birth based on
 6 their external anatomy identify as girls or women, and people who are designated male at birth
 7 identify as boys or men. *Id.* For transgender individuals, however, the sense of one’s self—
 8 one’s gender identity—differs from the sex assigned to them at birth. *Id.* Transgender men are
 9 men who were assigned “female” at birth, but have a male gender identity. *Id.*

10 The medical diagnosis for the feeling of incongruence beyond one’s gender identity and
 11 one’s sex assigned at birth, and the resulting distress caused by that incongruence, is “gender
 12 dysphoria” (previously known as “gender identity disorder”). *Id.* ¶ 24. Gender dysphoria is a
 13 serious medical condition codified in the Diagnostic and Statistical Manual of Mental Disorders
 14 (DSM-V) and International Classification of Diseases (ICD-10). *Id.* The criteria for diagnosing
 15 gender dysphoria are set forth in the DSM-V (302.85). *Id.* The widely accepted standards of
 16 care for treating gender dysphoria are published by the World Professional Association for
 17 Transgender Health (“WPATH”). *Id.* ¶ 25. The WPATH Standards of Care have been
 18 recognized as the authoritative standards of care by the leading medical organizations,¹ the U.S.
 19 Department of Health and Human Services,² and federal courts.³ *Id.*

21 _____
 22 ¹ See Lambda Legal Def. & Educ. Fund, Professional Organization Statements Supporting
 23 Transgender People in Health Care (2013), *available at* http://www.lambdalegal.org/sites/default/files/publications/downloads/fs_professional-org-statements-supporting-trans-health_4.pdf.

24 ² Dep’t of Health & Human Servs., NCD 140.3, Transsexual Surgery (Docket No. A-13-87), 18
 25 (2014), *available at* <http://www.hhs.gov/dab/decisions/dabdecisions/dab2576.pdf>; Decision of
 26 Medicare Appeals Council, Docket # M-15-1069 (Jan. 21, 2016), *available at* <http://www.hhs.gov/dab/divisions/medicareoperations/macdecisions/m-15-1069.pdf>.

27 ³ See, e.g., *Cruz v. Zucker*, No. 14-CV-4456 (JSR), 2016 WL 3660763, at *4 n.4 (S.D.N.Y. July
 28 5, 2016) (“The Court puts significant weight on the WPATH Standards of Care.”).

1 Under the WPATH standards, medically necessary treatment for gender dysphoria may
2 require medical steps to affirm one’s gender identity and help an individual transition from living
3 as one gender to another. *Id.* ¶ 26. This treatment, often referred to as transition-related care,
4 may include hormone therapy, surgery (sometimes called “sex reassignment surgery”), and other
5 medical services that align individuals’ bodies with their gender identities. *Id.* The exact
6 medical treatment varies based on the individualized needs of the person. *Id.* According to
7 every major medical organization and the overwhelming consensus among medical experts,
8 treatments for gender dysphoria, including surgical procedures, are effective, safe, and medically
9 necessary when clinically indicated to alleviate gender dysphoria. *Id.* ¶ 27.⁴

10 In the past, public and private insurance companies excluded coverage for transition-
11 related care based on the erroneous assumption that such treatments were cosmetic or
12 experimental. *Id.* ¶ 28. Today, however, the medical consensus recognizes that such
13 discriminatory exclusions of transition-related healthcare have no basis in medical science. *Id.*
14 Indeed, federal courts—including the Ninth Circuit—have held that prison policies that
15 categorically exclude coverage for transition-related surgery constitute deliberate indifference to
16 serious medical need, in violation of the Eighth Amendment’s prohibition against cruel and
17 unusual punishment.⁵

18 In support of its motion to dismiss, Dignity Health improperly disputes the Complaint’s
19 allegations that transition-related healthcare is medically necessary for some individuals with
20 gender dysphoria. Dkt. No. 27 (“Dignity Mem.”) 4 (citing Center for Medicare and Medicaid
21 Services (“CMS”), Proposed Decision Memo for Gender Dysphoria and Gender Reassignment
22 Surgery (CAG-00446N) (June 2, 2016) (“CMS Memo”), *available at*

23
24 ⁴ See Professional Organization Statements, *supra* n.1.

25 ⁵ *Rosati v. Igbinoso*, 791 F.3d 1037, 1040 (9th Cir. 2015) (motion to dismiss); *De’lonta v.*
26 *Johnson*, 708 F.3d 520, 525 (4th Cir. 2013) (same); *Fields v. Smith*, 653 F.3d 550, 554-59 (7th
27 Cir. 2011) (permanent injunction); *Norsworthy v. Beard*, 87 F. Supp. 3d 1164, 1195 (N.D. Cal.
28 2015) (preliminary injunction), *appeal dismissed and remanded*, 802 F.3d 1090 (9th Cir. 2015);
Soneeya v. Spencer, 851 F. Supp. 2d 228, 252 (D. Mass. 2012) (permanent injunction).

1 [https://www.cms.gov/medicare-coverage-database/details/nca-proposed-decision-](https://www.cms.gov/medicare-coverage-database/details/nca-proposed-decision-memo.aspx?NCAId=282)
2 [memo.aspx?NCAId=282](https://www.cms.gov/medicare-coverage-database/details/nca-proposed-decision-memo.aspx?NCAId=282)). On a motion to dismiss, however, “[a]llegations of fact in the
3 complaint must be taken as true and construed in the light most favorable to the nonmoving
4 party.” *Hernandez v. Wood*, No. 13-CV-05633-YGR, 2016 WL 1070663, at *11 (N.D. Cal. Mar.
5 18, 2016).

6 Moreover, the full text of the document cited by Dignity Health does not support Dignity
7 Health’s position. Medicare previously excluded coverage for transition-related surgery, but in
8 2014, the highest tribunal within the Department of Health & Human Services responsible for
9 reviewing Medicare policy struck down the categorical exclusion based on “a consensus among
10 researchers and mainstream medical organizations that transsexual surgery is an effective, safe
11 and medically necessary treatment for transsexualism.” Dep’t of Health & Human Servs., NCD
12 140.3, Transsexual Surgery (Docket No. A-13-87), 18 (2014), *available at* [http://www.hhs.gov/](http://www.hhs.gov/dab/decisions/dabdecisions/dab2576.pdf)
13 [dab/decisions/dabdecisions/dab2576.pdf](http://www.hhs.gov/dab/decisions/dabdecisions/dab2576.pdf). Since that decision, Medicare contractors have been
14 required to determine the medical necessity of transition-related care on an individualized basis.
15 Decision of Medicare Appeals Council, Docket # M-15-1069 (Jan. 21, 2016), *available at*
16 <http://www.hhs.gov/dab/divisions/medicareoperations/macdecisions/m-15-1069.pdf> (requiring
17 contractor to pay for Medicare recipient’s transition-related surgery).

18 The CMS Memo cited by Dignity Health addresses whether to issue a National Coverage
19 Determination establishing nationwide standards for Medicare contractors to follow when
20 determining whether an individual’s claim for transition-related care is medically necessary.⁶
21 The CMS Memo does not recommend adopting a National Coverage Determination and instead
22 recommends that Medicare contractors should continue evaluating medical necessity for
23 transition-related care “on an individual claim basis.” CMS Memo § I. In reaching that
24

25 ⁶ The CMS Memo is a draft proposal. The final version of the document will be issued on
26 August 31, 2016, after considering additional comments from the medical community and the
27 public. *See* National Coverage Analysis (NCA) Tracking Sheet for Gender Dysphoria and
28 Gender Reassignment Surgery (CAG-00446N), *available at* [https://www.cms.gov/medicare-](https://www.cms.gov/medicare-coverage-database/details/nca-tracking-sheet.aspx?NCAId=282)
[coverage-database/details/nca-tracking-sheet.aspx?NCAId=282](https://www.cms.gov/medicare-coverage-database/details/nca-tracking-sheet.aspx?NCAId=282).

1 conclusion, CMS noted that the average age of participants in clinical studies regarding treatment
2 for gender dysphoria were “in the 20s and 30s,” which made it difficult for CMS “to assess
3 generalizability to the Medicare population which is comprised predominantly of adults’ age 65
4 years and older.” *Id.* § VIII.A.2. CMS thus determined that its “review of the clinical evidence
5 for gender reassignment surgery was inconclusive *for the Medicare population at large.*” *Id.* § I
6 (emphasis added). The CMS memo provides no support for categorical exclusions of coverage.
7 To the contrary, contractors must continue to evaluate medical necessity on an individualized
8 basis. *Id.* And, in any event, it would be improper to draw inferences from the CMS memo on a
9 motion to dismiss. *Hernandez*, 2016 WL 1070663, at *11.

10 **Dignity Health Plan’s Categorical Exclusion of Coverage**

11 Dignity Health provides health care coverage to employees, including Mr. Robinson,
12 through a self-funded plan administered by United Medical Resources (“UMR”), a fully owned
13 subsidiary of United Healthcare. Compl. ¶ 31. The plan offered to employees at Chandler
14 Regional Medical Center is the Dignity Health Arizona Preferred Plan (“Dignity Health Plan”).
15 *Id.* Ex C.

16 Mr. Robinson began working at Chandler Regional Medical Center in 2014 as an
17 employee of Dignity Health. *Id.* ¶ 30. His health plan, like all of the health plans offered to
18 Dignity Health employees in Arizona, categorically excludes coverage for “[t]reatment, drugs,
19 medicines, services and supplies for, or leading to, sex transformation surgery.” *Id.* Ex. C at 62.
20 The plan leaves no role for the third-party administrator to assess whether any particular
21 treatment is medically necessary for any particular patient. The Dignity Health Plan has a
22 separate exclusion for care that is “Not Medically Necessary.” *Id.* Ex. C at 61. Thus, the only
23 function of the “sex transformation” exclusion is to exclude coverage for medically necessary
24 transition-related care that would otherwise be covered.

25 In making determinations about whether procedures are medically necessary, Dignity
26 Health generally relies on United Healthcare’s coverage determination guidelines. *Id.* Ex. C at
27
28

1 85-86. But the Dignity Health Plan does not follow United Healthcare’s coverage determination
 2 guidelines for gender dysphoria. *Id.* ¶ 34.⁷ The coverage guidelines for gender dysphoria covers
 3 medically necessary treatments for gender dysphoria in accordance with the WPATH Standards
 4 of Care, including, *inter alia*, continuous hormone replacement therapy, complete hysterectomy,
 5 orchiectomy, penectomy, vaginoplasty, vaginectomy, clitoroplasty, labiaplasty, salpingo-
 6 oophorectomy, metoidioplasty, scrotoplasty, urethroplasty, placement of testicular prosthesis,
 7 phalloplasty, thyroid chondroplasty, bilateral mastectomy, and augmentation mammoplasty. *Id.*
 8 Dignity Health, however, categorically refuses to provide coverage for any of the foregoing
 9 procedures when used to treat gender dysphoria. *Id.* ¶ 35.

10 In contrast, Dignity Health provides coverage for many of the same procedures as
 11 “reconstructive surgery” when used to treat medical conditions other than gender dysphoria. *Id.*
 12 Ex. C at 29. The insurance plan covers medically necessary breast reductions, reconstructive
 13 breast surgery following mastectomies, reconstructive surgery “to improve a significant
 14 functional impairment of a body part,” reconstructive surgery “to correct the result of an
 15 accidental injury,” and reconstructive surgery “to correct a gross anatomical defect.” *Id.* The
 16 Dignity Health Plan specifically notes that “[t]he fact that physical appearance may change or
 17 improve as a result of Reconstructive Surgery does not classify surgery as Cosmetic treatment
 18 when a physical impairment exists and the surgery restores or improves function.” *Id.* Ex. C at
 19 88. But when the same procedures are used to provide medically necessary transition-related
 20 care, the Dignity Health plan excludes coverage for those procedures as “sex transformation.”

21 **Denial of Coverage for Mr. Robinson’s Medically Necessary Care**

22 As a result of the “sex transformation” exclusion, Mr. Robinson had to pay out of pocket
 23 for medically necessary hormone therapy throughout 2015. *Id.* ¶ 37. Mr. Robinson was also
 24

25 ⁷ United Healthcare Coverage Determination Guideline CDG.011.05: Gender Dysphoria (Gender
 26 Identity Disorder) Treatment (Oct. 1, 2015), *available at*
 27 [https://www.unitedhealthcareonline.com/ccmcontent/ProviderII/UHC/en-](https://www.unitedhealthcareonline.com/ccmcontent/ProviderII/UHC/en-US/Assets/ProviderStaticFiles/ProviderStaticFilesPdf/Tools%20and%20Resources/Policies%20and%20Protocols/Medical%20Policies/Medical%20Policies/Gender_Identity_Disorder_CD.pdf)
 28 [US/Assets/ProviderStaticFiles/ProviderStaticFilesPdf/Tools%20and%20Resources/Policies%20and%20Protocols/Medical%20Policies/Medical%20Policies/Gender_Identity_Disorder_CD.pdf](https://www.unitedhealthcareonline.com/ccmcontent/ProviderII/UHC/en-US/Assets/ProviderStaticFiles/ProviderStaticFilesPdf/Tools%20and%20Resources/Policies%20and%20Protocols/Medical%20Policies/Medical%20Policies/Gender_Identity_Disorder_CD.pdf).

1 forced to pay out of pocket for a medically necessary chest surgery performed on August 24,
2 2015. *Id.* ¶¶ 39-41. In rejecting Mr. Robinson’s request for coverage and subsequent appeals,
3 the third-party administrator did not determine that the procedure was not medically necessary.
4 Instead, the third-party administrator relied exclusively on the plan’s “sex transformation”
5 exclusion. *Id.* Exs. D, E, F. According to the third-party administrator, the exclusion
6 categorically prohibits all “treatment related to th[e] diagnosis” of gender dysphoria. *Id.* Ex. F.

7 Looking ahead to 2016, Mr. Robinson faced the prospect of more medically necessary
8 hormone therapy and medically necessary phalloplasty scheduled for March 2016, which he
9 could not afford to pay out of pocket. *Id.* ¶¶ 42-43. Disheartened and frustrated, Mr. Robinson’s
10 fiancée, Melissa Mayo, wrote to Dignity Health’s Chief Executive Officer (“CEO”) in San
11 Francisco and asked for Dignity Health to provide “a fully inclusive equitable benefits plan” in
12 2016 to cover medically necessary transition-related care in accordance with standards
13 established by the WPATH. *Id.* Ex. G at 7.

14 In response to the email from Mr. Robinson’s fiancée, Dignity Health’s CEO wrote:
15 “Thanks for sharing this very unfortunate situation. I am asking our head of HR to look into this
16 matter and to then follow up with you. Thanks for bringing this to my attention.” *Id.* ¶ 45 & Ex.
17 G at 4. On October 26, 2015, the Chief Human Resources Officer provided the following
18 information to Mr. Robinson’s fiancée by email:

19 You have raised a unique issue that warrants more thought and review. I have
20 spoken with our employee benefits team as well as our policy staff. All agree that
21 the issue you have raised is both unique and important. Rather than provide an
22 answer that is not thoroughly and carefully considered from all angles, I’d like to
23 convene a small team of individuals from HR, Mission, Ethics and potentially
24 operations to discuss your situation.

25 *Id.* ¶ 46 & Ex. G at 1. On November 6, 2015, the Chief Human Resources Officer provided the
26 following update:

27 Thank you for raising this issue for contemplation and discernment. We held our
28 discussion with representatives from HR Policy, Employee Benefits, Total

1 Rewards, Mission Integration and Ethics on Thursday morning, November 5th.

2 We discussed your situation through the lens of our values, our internal policy and
3 our ethical & religious directives. We also considered our medical plan insurance
4 coverages for both fully insured plans in California and self-funded plans in
5 Arizona and individual state requirement statutes, but we did not have an
6 employment attorney involved in the meeting.

7 With specific intent, we deliberated whether our existing policies were
8 discriminatory and inconsistent with our organization values as you stated in your
9 letter. We found no evidence of discriminatory practice in the employee benefit
10 plan documents, internal practice or the administration of the plan.

11 *Id.* ¶ 47 & Ex. H at 1. With respect to insurance coverage for 2016, the email advised
12 Mr. Robinson and his fiancée “to complete the open enrollment process and make selections that
13 are important to you.” *Id.* Ex. H at 2.

14 As a result of Dignity Health’s refusal to lift its exclusion for “sex transformation”
15 procedures, Mr. Robinson was forced to cancel his scheduled surgery for medically necessary
16 phalloplasty and forgo the money he had paid as a deposit. *Id.* ¶ 43. Mr. Robinson also
17 continues to pay out of pocket for his medically necessary hormone therapy. *Id.* ¶ 37.

18 ARGUMENT

19 “To survive a motion to dismiss, a complaint must contain sufficient factual matter,
20 accepted as true, to state a claim to relief that is plausible on its face.” *Ashcroft v. Iqbal*, 556
21 U.S. 662, 678 (2009) (internal quotation marks omitted). “The plausibility standard is not akin
22 to a ‘probability requirement,’ but it asks for more than a sheer possibility that a defendant has
23 acted unlawfully.” *Id.* “Allegations of fact in the complaint must be taken as true and construed
24 in the light most favorable to the nonmoving party.” *Hernandez*, 2016 WL 1070663, at *11.

25 I. Dignity Health’s Categorical Exclusion for Care Related to “Sex Transformation” 26 Violates Title VII.

27 A. Under Title VII, Discrimination Based on a Person’s Transgender Status Is 28 Discrimination “Because of Such Individual’s . . . Sex.”

1 The First, Sixth, Ninth, and Eleventh Circuits have all recognized that discrimination
2 against transgender individuals is discrimination because of sex under federal civil rights statutes
3 and the Equal Protection Clause of the Constitution. *See Glenn v. Brumby*, 663 F.3d 1312, 1316-
4 19 (11th Cir. 2011); *Smith v. City of Salem*, 378 F.3d 566, 573-75 (6th Cir. 2004); *Rosa v. Park*
5 *W. Bank & Trust Co.*, 214 F.3d 213, 215–16 (1st Cir. 2000); *Schwenk v. Hartford*, 204 F.3d
6 1187, 1201-03 (9th Cir. 2000).

7 Title VII protects employees from any differential treatment that takes their sex “into
8 account,” including disparate treatment based on an employee’s gender nonconformity. *Price*
9 *Waterhouse v. Hopkins*, 490 U.S. 228, 242 (1989). For example, in *Price Waterhouse* the
10 Supreme Court ruled that an employer discriminated on the basis of “sex” when it denied
11 promotion to an employee based, in part, on her failure to conform to assumptions about how
12 women should look and how they should behave. The employee was advised that if she wanted
13 to advance in her career she should be less “macho” and learn to “walk more femininely, talk
14 more femininely, dress more femininely, wear make-up, have her hair styled, and wear jewelry.”
15 *Id.* at 235. *Price Waterhouse* illustrated that Title VII is not limited to protections based on an
16 employee’s status as a male or a female, but instead extends to all discrimination that “is related
17 to the sex of the victim.” *Schwenk*, 204 F.3d at 1202.

18 Applying *Price Waterhouse*, the Ninth Circuit in *Schwenk* squarely rejected the
19 argument, asserted here by Dignity Health, that discrimination “because of [a person’s]
20 transsexuality” is not discrimination because of sex. *Schwenk*, 204 F.3d at 1200. The Ninth
21 Circuit explained that transgender women are individuals who were assigned a male sex at birth
22 but “whose outward behavior and inward identity d[oes] not meet social definitions of
23 masculinity,” *id.* at 1201, and “[d]iscrimination because one fails to act in the way expected of a
24 man or woman is forbidden under Title VII,” *id.* at 1202. *Schwenk* thus established that
25 “discrimination against transgender individuals is a form of gender-based discrimination.”
26 *Norsworthy v. Beard*, 87 F. Supp. 3d 1104, 1119 (N.D. Cal. 2015); *accord Latta v. Otter*, 771
27 F.3d 456, 495 n.12 (9th Cir. 2014) (Berzon, J., concurring) (citing *Schwenk* for proposition that
28 “discrimination on the basis of transgender status is also gender discrimination”). “[N]either a

1 woman with male genitalia nor a man with stereotypically female anatomy, such as breasts, may
2 be deprived of a benefit or privilege of employment by reason of that nonconforming trait.”
3 *Kastl v. Maricopa Cty. Cmty. Coll. Dist.*, No. CIV.02-1531PHX-SRB, 2004 WL 2008954, at *2
4 (D. Ariz. June 3, 2004). “The nature of the discrimination is the same; it may differ in degree
5 but not in kind, and discrimination on this basis is a form of sex-based discrimination,” under
6 Title VII. *Glenn*, 663 F.3d at 1319.

7 In reaching this conclusion, *Schwenk* explicitly repudiated earlier decisions, including
8 *Holloway v. Arthur Andersen*, 566 F.2d 659 (9th Cir. 1977), and *Ulane v. Eastern Airlines, Inc.*,
9 742 F.2d 1081 (7th Cir. 1984), in which courts had adopted a narrow construction of the term
10 “sex” based on presumptions about legislative intent. *Schwenk* explained that “[t]he initial
11 judicial approach taken in cases such as *Holloway* [and *Ulane*] has been overruled by the logic
12 and language of *Price Waterhouse*.” *Schwenk*, 204 F.3d at 1201. Other Courts of Appeals and
13 the vast majority of District Courts agree that *Price Waterhouse* “eviscerated” the reasoning of
14 *Holloway* and *Ulane*. *Glenn*, 663 F.3d at 1318 n.5 (collecting cases).

15 In the face of established precedent, Dignity Health attempts to rewrite *Schwenk* as a
16 decision based solely on transgender individuals’ mannerisms and appearance, not their
17 transgender status. Dignity Mem. 10. That arbitrary and illogical distinction cannot be
18 reconciled with *Schwenk*’s statement that transgender individuals are gender nonconforming in
19 both their “outward behavior *and inward identity*.” *Schwenk*, 204 F.3d at 1201 (emphasis
20 added). As the Eleventh Circuit explained, there is inherently “a congruence between
21 discriminating against transgender and transsexual individuals and discrimination on the basis of
22 gender-based behavioral norms.” *Glenn*, 663 F.3d at 1316. Thus, “it would seem that any
23 discrimination against transsexuals (as transsexuals)—individuals who, by definition, do not
24 conform to gender stereotypes—is . . . discrimination on the basis of sex as interpreted by *Price*
25 *Waterhouse*.” *Finkle v. Howard Cty., Md.*, 12 F. Supp. 3d 780, 788 (D. Md. 2014); *see Rumble*
26 *v. Fairview Health Servs.*, No. 14-CV-2037 SRN/FLN, 2015 WL 1197415, at *2 (D. Minn. Mar.
27 16, 2015) (“Because the term ‘transgender’ describes people whose gender expression differs
28 from their assigned sex at birth, discrimination based on an individual’s transgender status

1 constitutes discrimination based on gender stereotyping.”). For purposes of Title VII, it does not
2 matter whether a transgender plaintiff is perceived “to be an insufficiently masculine man, an
3 insufficiently feminine woman, or an inherently gender-nonconforming transsexual.” *Schroer v.*
4 *Billington*, 577 F. Supp. 2d 293, 305 (D.D.C. 2008). “[D]iscrimination on the basis of gender
5 stereotypes, or on the basis of being transgender, or intersex, or sexually indeterminate,
6 constitutes discrimination on the basis of the properties or characteristics typically manifested in
7 sum as male and female—and that discrimination is literally discrimination ‘because of sex.’”
8 *Fabian v. Hosp. of Cent. Conn.*, No. 3:12-CV-1154 (SRU), 2016 WL 1089178, at *13 (D. Conn.
9 Mar. 18, 2016).

10 Dignity Health does not identify any court within the Ninth Circuit that has drawn a
11 distinction between a transgender person’s mannerisms and that person’s transgender status.
12 Instead, Dignity Health relies exclusively on out-of-circuit cases decided by courts that still
13 adhere to “[t]he initial judicial approach taken in cases such as *Holloway*” and *Ulane*, which
14 *Schwenk* explicitly repudiated. *Schwenk*, 204 F.3d at 1201. See Dignity Mem. 6-7, 11-13;
15 *Etsitty v. Utah Transit Auth.*, 502 F.3d 1215, 1221 (10th Cir. 2007) (agreeing with *Ulane*);
16 *Johnston v. Univ. of Pittsburgh of the Commonwealth Sys. of Higher Educ.*, 97 F. Supp. 3d 657,
17 671 n.14 (W.D. Pa. 2015) (“[B]ecause neither the Supreme Court nor the Third Circuit has
18 addressed the precise issue, this Court will follow the definition embraced by *Ulane* and its
19 progeny.”), *appeal dismissed*, Mar. 30, 2016; *Eure v. Sage Corp.*, 61 F. Supp. 3d 651, 662 (W.D.
20 Tex. 2014) (relying on absence of Fifth Circuit precedent); *Creed v. Family Express Corp.*, No.
21 3:06-CV-465RM, 2007 WL 2265630, at *2 (N.D. Ind. Aug. 3, 2007) (following *Ulane*); *Oiler v.*
22 *Winn-Dixie La., Inc.*, No. CIV. A. 00-3114, 2002 WL 31098541, at *6 (E.D. La. Sept. 16, 2002)
23 (“[T]he Court agrees with *Ulane* and its progeny.”); see also *Johnson v. Fresh Mark, Inc.* 337 F.
24 Supp. 2d 996, 1000 (N.D. Ohio 2003) (relying on *Ulane*), *aff’d* 98 F. App’x 461, 462 (6th Cir.
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1 2004) (relying on *Ulane* in unpublished decision before Sixth Circuit repudiated *Ulane* in
2 *Smith*).⁸

3 Even worse, many of the out-of-circuit cases cited by Dignity Health do not even involve
4 discrimination based on transgender status at all. They are cases about discrimination on the
5 basis of sexual orientation. See Dignity Mem. 7; 11; *Simonton v. Runyon*, 232 F.3d 33, 35 (2d
6 Cir. 2000); *Hinton v. Va. Union Univ.*, No. 3:15cv569, 2016 WL 2621967, at *2 (E.D. Va. May
7 5, 2016); *Christiansen v. Omnicom Grp., Inc.*, No. 15 Civ. 3440 (KPF), 2016 WL 951581, at *2
8 (S.D.N.Y. Mar. 9, 2016); *Mowery v. Escambia Cty Utils. Auth.*, No. 3:04CV382-RS-EMT, 2006
9 WL 327965, at *9 (N.D. Fla. Feb. 10, 2006). Cases about sexual orientation are not relevant
10 here because an individual's gender identity and sexual orientation are two different things.
11 "While the relationship between gender identity and sexual orientation is complex, and
12 sometimes overlapping, the two identities are distinct." *Avendano-Hernandez v. Lynch*, 800 F.3d
13 1072, 1081 (9th Cir. 2015). Unlike sexual orientation, a person's gender identity is literally part
14 of a person's sex. See *Vickers v. Fairfield Med. Ctr.*, 453 F.3d 757, 764 (6th Cir. 2006)
15 (reasoning that discrimination based on a person's sexual orientation is not discrimination for
16 "fail[ing] to act and/or identify with his or her gender"); *Fabian*, 2016 WL 1089178, at *11 n.8
17 (holding that circuit precedent excluding sexual orientation discrimination from Title VII does
18 not also exclude discrimination based on transgender status); *Lewis v. High Point Reg'l Health*
19 *Sys.*, 79 F. Supp. 3d 588, 590 (E.D.N.C. 2015) (same).⁹

20 _____
21 ⁸ The one decision decided in a jurisdiction that has repudiated *Ulane* is *EEOC v. R.G. & G.R.*
22 *Harris Funeral Homes, Inc.*, 100 F. Supp. 3d 594, 599 (E.D. Mich. 2015). That decision
23 purported to draw a distinction between discrimination based on transgender status and
24 discrimination based on gender nonconformity under *Price Waterhouse*. But the court's
25 distinction appears to be purely theoretical because the court still held that the complaint stated a
26 valid claim under *Price Waterhouse*.

27 ⁹ Moreover, even if precedents regarding sexual orientation were relevant, the vitality of those
28 precedents have been increasingly called into question—including in decisions Dignity Health
purports to rely upon. See *Hively v. Ivy Tech Cmty. Coll.*, No. 15-1720, 2016 WL 4039703, at
*14 (7th Cir. July 28, 2016) (adhering to circuit precedent while describing precedent as
"illogical"); *Christiansen*, 2016 WL 951581, at *13 (suggesting that the Second Circuit overrule
its earlier precedent in *Simonton*). See also *Latta*, 771 F.3d at 495 (Berzon, J., concurring)
("[T]he social exclusion and state discrimination against lesbian, gay, bisexual, and transgender

1 Dignity Health’s distinction between gender nonconformity and transgender status is
 2 gerrymandered to make *Schwenk* compatible with *Ulane*. But the Ninth Circuit did not attempt
 3 to make *Schwenk* compatible with *Ulane*; it repudiated *Ulane* entirely. Because transgender
 4 individuals are inherently gender nonconforming in both their “outward behavior and inward
 5 identity,” *Schwenk*, 204 F.3d at 1200, any discrimination based on a person’s transgender status
 6 is necessarily discrimination based on that person’s sex under *Schwenk*.

7 **B. Dignity Health’s Argument Based on Subsequent Legislative History**
 8 **Improperly Relies on Suppositions About Legislative Intent.**

9 Dignity Health’s only substantive argument for why transgender status must be excluded
 10 from the definition of “sex” is that such an exclusion is compelled by “the history of legislative
 11 efforts on this subject.” Dignity Mem. 6. Dignity Health does not argue that the plain meaning
 12 of the statutory term “sex” excludes transgender status.¹⁰ Dignity Health also does not argue that
 13 the original intent of Congress was to exclude transgender status from the scope of Title VII’s
 14 protections.¹¹ Instead, Dignity Health argues that Congress’s subsequent failure to pass
 15 additional legislation explicitly protecting individuals from discrimination based on gender
 16 identity indicates that Congress does not intend for discrimination based on transgender status to
 17 be included within the definition of sex in Title VII. *See* Dignity Mem. 7-8; *cf. Hively*, 2016 WL

18
 19 people reflects, in large part, disapproval of their nonconformity with gender-based
 20 expectations.”); *Videckis v. Pepperdine Univ.*, 100 F. Supp. 3d 927, 937 (C.D. Cal. 2015).

21 ¹⁰ The dictionary definitions of the term “sex,” both at the time Title VII was enacted and today
 22 make clear that the term “sex” encompasses all the “morphological, physiological, and
 23 behavioral” components of a person’s sex. *Fabian*, 2016 WL 1089178, at *12.

24 ¹¹ As the unanimous Supreme Court explained in *Oncale v. Sundowner Offshore Servs., Inc.*,
 25 523 U.S. 75, 79 (1998), Title VII applies to all discrimination because of “sex” whether or not a
 26 particular form of discrimination was contemplated by the legislators who passed the statute.
 27 *See Glenn*, 663 F.3d at 1318 n.5. “[S]tatutory prohibitions often go beyond the principal evil to
 28 cover reasonably comparable evils, and it is ultimately the provisions of our laws rather than the
 principal concerns of our legislators by which we are governed.” *Oncale*, 523 U.S. at 79; *cf.*
Barr v. United States, 324 U.S. 83, 90 (1945) (“[I]f Congress has made a choice of language
 which fairly brings a given situation within a statute, it is unimportant that the particular
 application may not have been contemplated by the legislators.”).

1 4039703, at *14 (adhering to Seventh Circuit precedent that Title VII does not protect against
2 sexual orientation discrimination because “Congress has time and time again said ‘no,’ to every
3 attempt to add sexual orientation to the list of categories protected from discrimination by Title
4 VII”).

5 The Supreme Court, however, has repeatedly warned that the acts of subsequent
6 Congresses “deserve little weight in the interpretive process.” *Cent. Bank of Denver, N.A. v. First*
7 *Interstate Bank of Denver, N.A.*, 511 U.S. 164, 187 (1994). As the Ninth Circuit recently
8 emphasized in an opinion, “the acts of a subsequent legislature tell us nothing definitive about
9 the meaning of laws adopted by an earlier legislature.” *Fair Hous. Council of San Fernando*
10 *Valley v. Roommate.com, LLC*, 666 F.3d 1216, 1223 (9th Cir. 2012). Moreover, even if the acts
11 of subsequent legislatures were probative, “failed legislative proposals are a particularly
12 dangerous ground on which to rest an interpretation of a prior statute.” *United States v. Craft*,
13 535 U.S. 274, 287 (2002) (internal quotation marks omitted). “A bill can be proposed for any
14 number of reasons, and it can be rejected for just as many others.” *Solid Waste Agency v. U.S.*
15 *Army Corps of Eng’rs*, 531 U.S. 159, 170 (2001). “Congress does not express its intent by a
16 failure to legislate.” *Atkinson v. Inter-Am. Dev. Bank*, 156 F.3d 1335, 1342 (D.C. Cir. 1998).

17 With respect to discrimination based on transgender status, Congress did not consider
18 legislation with explicit protections until 2007, after the First, Sixth, and Ninth Circuits had
19 already ruled that Title VII and analogous statutes already prohibit discrimination against
20 transgender individuals. *See Schroer*, 577 F. Supp. 2d at 308 (discussing different versions of
21 bills introduced in 2007). In this context, Congress’s failure to pass explicit protections “does
22 not require the conclusion that gender identity was not already protected by the plain language of
23 the statute, because legislatures may add such language to clarify or to settle a dispute about the
24 statute’s scope rather than solely to expand it.” *Fabian*, 2016 WL 1089178, at *14 n.12. As the
25 Supreme Court has explained, “[c]ongressional inaction lacks persuasive significance because
26 several equally tenable inferences may be drawn from such inaction, including the inference that
27 the existing legislation already incorporated the offered change.” *Pension Benefit Guar. Corp. v.*
28 *LTV Corp.*, 496 U.S. 633, 650 (1990) (internal quotation marks omitted); *cf. ABKCO Music, Inc.*

1 *v. LaVere*, 217 F.3d 684, 691 (9th Cir. 2000) (“An amendment in the face of an ambiguous
2 statute or a dispute among the courts as to its meaning indicates that Congress is clarifying,
3 rather than changing, the law.”); *Piamba Cortes v. Am. Airlines, Inc.*, 177 F.3d 1272, 1283 (11th
4 Cir. 1999) (“[A]n amendment does not necessarily indicate that the unamended statute meant the
5 opposite of the language contained in the amendment.” (alterations incorporated)).

6 Dignity Health’s arguments regarding the definition of “disability” in the Americans with
7 Disabilities Act (“ADA”), 42 U.S.C. § 1211(b), and the Rehabilitation Act, 29 U.S.C.
8 § 705(2)(F)(i), are even more tenuous. The fact that Congress expressly excluded “gender
9 identity disorders” from the definition of “disability” in those statutes does not demonstrate that
10 transgender status is also implicitly excluded from the definition of “sex” in Title VII. To the
11 contrary, it shows that when Congress wants to limit the scope of antidiscrimination statutes, it
12 knows how to do so explicitly.¹²

13 **C. Dignity Health’s Categorical Exclusion of Coverage for Treatment Related to**
14 **“Sex Transformation” Facially Discriminates Based on Sex.**

15 Title VII prohibits employers from discriminating “against any individual with respect to
16 his compensation, terms, conditions, or privileges of employment, because of such individual’s .
17 . . sex.” 42 U.S.C. § 2000e-2(a)(1). In passing Title VII, Congress “decided that classifications
18 based on sex, like those based on national origin or race, are unlawful.” *City of L.A., Dep’t of*
19 *Water & Power v. Manhart*, 435 U.S. 702, 709 (1978). Providing fringe benefits, such as
20 insurance policies, that facially classify based on sex violates Title VII regardless of whether the
21 sex classification reflects a valid generalization or an irrational stereotype. *Id.*; *Ariz. Governing*
22

23 ¹² Moreover, the exclusions of “gender identity disorders” from the scope of the ADA and
24 Rehabilitation Act are themselves subject to ongoing dispute. In a pending case, the United
25 States recently argued that the exclusions no longer apply to gender dysphoria because the
26 exclusions are limited to “gender identity disorders not resulting from physical impairments,” 42
27 U.S.C. § 12211(b)(1), and the emerging scientific evidence indicates that gender dysphoria has
28 physical and biological roots. *See generally* United States’ Second Statement of Interest, *Blatt v.*
Cabela’s Retail, Inc., No. 5:14-cv-4822-JFL (E.D. Pa. Nov. 16, 2015), *available at*
<http://www.glad.org/uploads/docs/cases/blatt-v-cabelas/blatt-v-cabelas-doj-soi-11-16-15.pdf>.

1 *Comm. for Tax Deferred Annuity & Deferred Comp. Plans v. Norris*, 463 U.S. 1073, 1082
2 (1983).

3 On its face, Dignity Health’s exclusion of all health care related to “sex transformation”
4 discriminates against transgender employees on the basis of sex. Under the exclusion, the same
5 procedures that are covered as medically necessary treatments for non-transgender employees
6 are excluded from coverage when related to “sex transformation.” See *Denegal v. Farrell*, No.
7 1:15-CV-01251-DAD-MJS (PC), 2016 WL 3648956, at *7 (E.D. Cal. July 8, 2016) (holding that
8 plaintiff stated equal protection claim based on allegation that prison “discriminate[s] against
9 transgender women by denying surgery (vaginoplasty) that is available to cisgender women”);
10 *Norsworthy*, 87 F. Supp. 3d at 1120 (holding that plaintiff stated claim for sex discrimination
11 based on allegation that “considering her need for medically necessary surgery, and vaginoplasty
12 in particular, Defendants treated her differently from a similarly situated non-transgender woman
13 in need of medically necessary surgery”); *Cruz v. Zucker*, No. 14-CV-4456 (JSR), 2016 WL
14 3660763, at *17 (S.D.N.Y. July 5, 2016) (holding that “categorical exclusion on treatments of
15 gender dysphoria” discriminates on the basis of “sex” under Section 1557).

16 Even though the word “sex” is included in the title of the “sex transformation” exclusion,
17 Dignity Health asserts that its exclusion is “facially neutral” because the exclusion was not
18 (according to Dignity Health) motivated by discriminatory intent. Dignity Mem. 14-16. The
19 Supreme Court emphatically rejected the same argument in *International Union, United*
20 *Automobile, Aerospace & Agricultural Implement Workers of America, UAW v. Johnson*
21 *Controls, Inc.*, 499 U.S. 187, 199 (1991). The Court explained that “absence of a malevolent
22 motive does not convert a facially discriminatory policy into a neutral policy.” *Id.* “Whether an
23 [official] practice involves disparate treatment through explicit facial discrimination does not
24 depend on why the [official] discriminates but rather on the explicit terms of the discrimination.”
25 *Id.* The fact that Dignity Health has not harassed Mr. Robinson “because he dressed spoke, or
26 behaved like a man,” Dignity Mem. 16, does not allow Dignity Health to discriminate against
27 him in providing facially discriminatory employee health benefits. *Cf. Norris*, 463 U.S. at 1082
28

1 n.10 (“An employer that offers one fringe benefit on a discriminatory basis cannot escape
2 liability because he also offers other benefits on a nondiscriminatory basis.”).¹³

3 Moreover, even if Title VII applied only to discrimination motivated by an employer’s
4 disapproval of an employee’s “noncompliance with gender stereotypes,” Dignity Mem. 16, that
5 motive is abundantly present here. The Dignity Health plan covers medically necessary
6 mastectomies for women but excludes coverage of medically necessary mastectomies for
7 transgender men. Similarly, the plan covers medically necessary vaginoplasties for non-
8 transgender women but excludes coverage for medically necessary vaginoplasties for
9 transgender women who were assigned a male sex at birth. The exclusion reflects the
10 assumption that people assigned a female sex at birth should have typically female anatomy and
11 that people assigned a male sex at birth should have typically male anatomy. *Cf. Kastl*, 2004 WL
12 2008954, at *2 (“[N]either a woman with male genitalia nor a man with stereotypically female
13 anatomy, such as breasts, may be deprived of a benefit or privilege of employment by reason of
14 that nonconforming trait.”). Indeed, as discussed in Plaintiff’s opposition to Dignity Health’s
15 motion to transfer venue, there is extrinsic evidence that Dignity Health retained the exclusion to
16 enforce some of its corporate officers’ religious convictions about the sexual differences of men
17 and women. Even if proof of motive were required, the facts alleged in the Complaint create the
18 plausible inference that Dignity Health’s discriminatory policy was motivated by disapproval of
19 gender nonconformity in violation of Title VII.

20 **II. Dignity Health’s Categorical Exclusion for Care Related to “Sex Transformation”**
21 **Violates Section 1557 by Discriminating Against Employees on the Basis of Sex.**

22 There is no question that Plaintiff has a valid claim that Dignity Health’s categorical
23 exclusion for treatments related to “sex transformation” violates the final regulations
24

25 ¹³ None of the cases cited by Dignity Health involved a facially discriminatory policy like the
26 policy at issue in this case. The cases all discussed motive and intent to distinguish between
27 disparate treatment challenges to *facially neutral policies* and disparate impact challenges to
28 those policies. *See Ricci v. DeStefano*, 557 U.S. 557, 577 (2009); *Hazen Paper Co. v. Biggins*,
507 U.S. 604, 610 (1993); *AFSCME v. Washington*, 770 F.2d 1401, 1405 (9th Cir. 1985).

1 implementing 1557. The regulations expressly provide that organizations receiving federal
2 funding and “principally engaged in providing or administering health services” may not
3 discriminate as part of their “employee health benefit program.” 45 C.F.R. § 92.208(a). The
4 regulations further provide that “a categorical coverage exclusion or limitation for all health
5 services related to gender transition” constitutes unlawful discrimination on the basis of sex. *Id.*
6 § 92.207(b)(4). Moreover, while the regulations do not require coverage for care that is not
7 medically necessary, *see* Dignity Mem. 22, they prohibit covered employers from categorically
8 excluding all coverage for transition-related care without regard to whether the requested care is
9 or is not necessary.¹⁴

10 Dignity Health nevertheless argues that Mr. Robinson’s claim under Section 1557 must
11 be dismissed because, according to Dignity Health, the relevant provisions of the regulations do
12 not become effective until January 1, 2017. Dignity Mem. 19. That argument misconstrues the
13 regulations and the underlying statutory text. As discussed below, the underlying text of Section
14 1557 already prohibited Dignity Health from discriminating against its transgender employees,
15 and the effective dates of the regulations entitle Mr. Robinson to damages and injunctive relief.

16 **A. Section 1557 Prohibited Dignity Health from Excluding Transition-Related**
17 **Care Before the Regulations Went Into Effect.**

18 Section 1557 prohibits health care institutions receiving federal financial assistance from
19 discriminating on grounds prohibited by, *inter alia*, Title IX. Title IX, in turn, prohibits
20 discrimination “on the basis of sex.” At the time Section 1557 was passed, the Supreme Court
21 had already held that Title IX “on its face” prohibits not only discrimination against third parties,
22 but also discrimination against an entity’s own employees. *N. Haven Bd. of Educ. v. Bell*, 456
23 U.S. 512, 520 (1982). Moreover, as Dignity Health concedes, courts often look to Title VII case
24 law when interpreting the scope of sex discrimination under Title IX. Dignity Mem. 17-18.

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27 ¹⁴ As discussed in the Factual Background section, Dignity Health’s attempt to dispute the
28 medical necessity of transition-related care is improper on a motion to dismiss, and the document
cited by Dignity Health does not support its assertions.

1 Relying on that case law, the very first case to apply Section 1557 held that an individual's
2 transgender status is part of that individual's "sex" under Section 1557. *Rumble*, 2015 WL
3 1197415, at *2. For all the same reasons that the text of Title VII prohibits employers from
4 categorically excluding transition-related care from employee health insurance benefits, Title IX
5 prohibits health care institutions receiving federal funding from doing so as well. *Cruz*, 2016
6 WL 3660763, at *17 (holding that "categorical exclusion on treatments of gender dysphoria"
7 violated Section 1557 before implementing regulations went into effect).¹⁵

8 By expressly prohibiting employers principally engaged in providing healthcare from
9 categorically excluding transition-related care from their employees' healthcare plans, the
10 implementing regulations do not impose new requirements; they simply make explicit what is
11 already prohibited by the statutory text. When interpreting Title IX, the Supreme Court has
12 repeatedly held that discriminatory conduct expressly prohibited by implementing regulations
13 was already prohibited by the underlying statute. For example, in *Jackson v. Birmingham Board*
14 *of Education*, 544 U.S. 167, 176-77 (2005), the Supreme Court held that retaliation against an
15 individual for complaining about sex discrimination was discrimination "on the basis of sex"
16 under Title IX. The defendant argued that, under *Alexander v. Sandoval*, 532 U.S. 275 (2001),
17 plaintiffs did not have a private right of action based on retaliation because the ban on retaliation
18 was contained only in an implementing regulations, 34 C.F.R. § 100.7(e). *See Jackson*, 544 U.S.
19 at 177-78. But the Court explained that its decision did not need to "rely on the Department of
20 Education's regulation at all, because the statute *itself* contains the necessary prohibition." *Id.* at
21 178 (emphasis in original); *see also Davis*, 526 U.S. at 647 (holding that text of Title IX holds
22 schools liable for deliberate indifference to sexual harassment by other students even though
23 agency first issued guidance on issue after harassment of student had already taken place); *N.*

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26 ¹⁵ Even before the regulations were issued, States were already issuing insurance bulletins
27 alerting that the Affordable Care Act (in addition to applicable State laws) prohibited categorical
28 exclusions in health care plans. *See Nondiscrimination in Health Programs & Activities*, 80 Fed.
Reg. 54172, 54189-90 (proposed Sept. 8, 2015).

1 *Haven*, 456 U.S. at 522 (holding that text of Title IX itself prohibits discrimination against
2 employees).

3 Moreover, as part of its memorandum accompanying the final regulations, OCR
4 emphasized that “Section 1557 has been in effect since its passage as part of the ACA in March
5 2010, and covered entities have been subject to its requirements since that time.”
6 *Nondiscrimination in Health Programs & Activities*, 81 Fed. Reg. 31376, 31430 (May, 18,
7 2016). OCR stated that “[t]o delay implementation of the final rule would delay *the existing and*
8 *ongoing protections* that Section 1557 *currently provides* and has provided since enactment.” *Id.*
9 (emphases added). The regulations thus provided clarity by explicitly stating that categorical
10 exclusions of transition-related care are prohibited, but did not change the underlying
11 requirements of Section 1557. “A rule simply clarifying an unsettled or confusing area of the
12 law . . . does not change the law, but restates what the law according to the agency is and has
13 always been: It is no more retroactive in its operation than is a judicial determination construing
14 and applying a statute to a case in hand.” *Pope v. Shalala*, 998 F.2d 473, 483 (7th Cir. 1993)
15 (internal quotation marks omitted), *overruled on other grounds, Johnson v. Apfel*, 189 F.3d 561
16 (7th Cir. 1999)).

17 Dignity Health argues that Section 1557 could not have required coverage for medically
18 necessary transition-related care because, according to Dignity Health, transition-related care is
19 not required by Medicare and Medicaid. Dignity Mem. 18-19. Those assertions are both wrong
20 and irrelevant. As discussed above, *see supra* at 5-6, Medicare has required that providers
21 provide medically necessary transition-related care on an individualized basis since 2014. In
22 addition, at least one federal court has held that categorical exclusions of transition-related care
23 also violate the federal Medicaid statute. *Cruz*, 2016 WL 3660763, at *10. In any event,
24 whether or not such exclusions are prohibited by these statutes has no bearing on whether they
25 are prohibited by Section 1557.

1 **B. Under Section 1557’s Regulations, Mr. Robinson Has Claims for Damages**
2 **Beginning July 18, 2016, and Ongoing Claims for Injunctive Relief.**

3 Even if Dignity Health’s liability is tied solely to the implementing regulations, Dignity
4 Health must stop discriminating against Mr. Robinson *now* even if it does not “change” its
5 “health plan benefit design” until January 1, 2017. The regulations became effective on July 18,
6 2016, “except to the extent that [the regulations] require changes to health insurance or group
7 health plan benefit design,” which become effective on January 1, 2017. 45 C.F.R. § 92.1.
8 OCR explained that the delay was “necessary for issuers to avoid the administrative challenges
9 associated with applying the final rule’s requirements in the middle of a plan year or policy
10 year.” *Nondiscrimination in Health Programs & Activities*, 81 Fed. Reg. at 31430.

11 As an employer with a self-insured health plan, Dignity Health faces none of these
12 administrative challenges. Dignity Health does not have to change its health plan design in order
13 to stop discriminating against Mr. Robinson because, under the existing plan, Dignity Health
14 retains ultimate discretion to decide whether to cover a procedure. Compl. Ex. C at 71-72.
15 (explaining procedure for voluntary appeals of benefit denials to Dignity Health). To the extent
16 there are any factual disputes regarding Dignity Health’s ability to comply with the regulations
17 without changing plan design, those disputes cannot be resolved on a motion to dismiss.

18 Accordingly, even if Mr. Robinson is not entitled to damages for conduct occurring
19 before July 18, 2016, he is entitled to damages based on Dignity Health’s continued refusal to
20 provide him with medically necessary transition-related care from that date forward, damages
21 which he has already incurred. Dignity Health asserts that it “was not subject to the
22 requirements of the regulation at the time the Plan’s exclusion impacted [Mr.] Robinson,”
23 Dignity Mem. at 21, but Mr. Robinson continues to be “impacted” by the exclusion to this day.
24 He continues to pay for medically necessary hormone therapy out of pocket, and he continues to
25 lack coverage for medically necessary phalloplasty surgery in accordance with his treatment
26 under the WPATH standards of care.

1 At a bare minimum, the Section 1557 claim cannot be dismissed because it includes a
2 request for injunctive relief. Even if Dignity Health's liability did not begin until January 1,
3 2017, Mr. Robinson would still be entitled to an injunction and declaratory judgment.

4 **CONCLUSION**

5 For all these reasons, Mr. Robinson has stated valid claims under both Title VII and
6 Section 1557, and Dignity Health's motion to dismiss should be denied.

7 Respectfully submitted,

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