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8	IN THE SUPERIOR COURT FOR	THE STATE OF CALIFORNIA
	FOR THE COUNTY	Y OF SISKIYOU
9		
10	SISKIYOU COUNTY FARM BUREAU,) Case No.: SCSCCVCV 11-00418
11	Plaintiff,))) MEMORANDUM OF POINTS AND
12	VS.	AUTHORITIES IN SUPPORT OF MOTION TO INTERVENE
13 14	CALIFORNIA DEPARTMENT OF FISH)
	AND GAME, and DOES 1-10, inclusive,) BY FAX
15	Defendants,)
16	Defendants,	Date: July 19, 2011
	and	Time: 1:30 p.m. Dept: TBD
17) Judge: TBD
18	KARUK TRIBE, PACIFIC COAST FEDERATION OF FISHERMEN'S)
19	ASSOCIATIONS, INSTITUTE FOR FISHERIES)
,	RESOURCES, AND KLAMATH)
20	RIVERKEEPER,)
21	Defendant-Intervenor Applicants.)
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MEMORANDUM IN SUPPORT OF MOTION TO INTERVENE Case No. SCSCCVCV 11-00418

INTRODUCTION

The Karuk Tribe, Pacific Coast Federation of Fishermen's Associations ("PCFFA"), Institute for Fisheries Resources ("IFR"), and Klamath Riverkeeper (collectively, "Intervenors") seek leave to intervene as defendants in the Siskiyou County Farm Bureau's ("Farm Bureau") lawsuit challenging the California Department of Fish and Game's ("Department") authority to regulate stream water diversions under Fish and Game Code section 1602 ("section 1602"). Intervenors' members have a direct interest in upholding the Legislature's clearly expressed mandate for the Department to ensure that all substantial diversions of a natural stream do not adversely affect an existing fish or wildlife resource or that they contain necessary species-protective measures. Section 1602 is specifically intended to protect fish and their habitats and, ultimately, members of the public such as Intervenors' members, who depend on salmon and other aquatic species for cultural, commercial, nutritional, recreational and other purposes. A judgment in favor of the Farm Bureau's restrictive interpretation of section 1602 would result in fewer protective measures for salmon and other fish dependent on streams and rampant dewatering of streams and habitat destruction, causing direct harm to these interests. In addition, Intervenors have been actively involved in litigation and other advocacy efforts to protect and restore habitat for salmon from stream diversions. A judgment in the Farm Bureau's favor would significantly undermine these efforts and investments, to Intervenors' detriment.

Intervention, however, will not enlarge the issues to be decided in this case, unduly burden the other parties, nor delay the resolution of this case. Intervenors therefore respectfully request the Court to grant their Motion to Intervene.

BACKGROUND

On March 25, 2011, the Siskiyou County Farm Bureau filed this action against the California Department of Fish and Game, seeking a declaration on the scope of the Department's authority for regulating stream diversions under Fish and Game Code section 1600 et seq. Section 1602 prohibits an entity from, among other things, "substantially divert[ing] or obstruct[ing] the natural flow . . . of any river, stream, or lake," unless the entity and Department have followed a detailed set of procedures to ensure that the activity "will not substantially adversely affect an existing fish or wildlife resource," or that the activity will include "reasonable measures necessary to protect the

resource" if the Department determines that such harm "may" occur. (*See* Fish & G. Code § 1602, subd. (a)(4)(A), (B).) As an initial step, the entity must provide written notification of the proposed activity to the Department, so that the Department can determine the potential impact upon the resource. (*Ibid.* § 1602, subd. (a)(1).) Farm Bureau asserts that section 1602 and this notice requirement do not apply to the "mere act of extracting water from a watercourse in accordance with a water right which does not involve altering the streambed." (Farm Bureau's Complaint for Declaratory Relief ["Complaint"] ¶ 17.) The entire relief it seeks is a declaration that the Department "is without legal authority to require notification under [Fish and Game Code] section 1602 for actions that extract water from a watercourse in accordance with a water right without otherwise physically altering the watercourse" and an injunction against the Department from bringing enforcement actions against agricultural water diverters for failing to notify the Department of such activities. (*Ibid.* ¶ 45; Prayer for Relief ¶ 2.) The Farm Bureau's interpretation of section 1602 would therefore significantly narrow the Department's ability to ensure that "substantial" stream diversions that may substantially adversely affect fish or wildlife resources include protective measures against such harm.

Intervenors are organizations whose members include members of Native American tribes, such as the Karuk Tribe, and commercial and recreational fishermen. (Hillman Decl. ¶ 1; Spain Decl. ¶ 3; Terence Decl. ¶¶ 4, 6.) These members depend on the fish and streams of this state to catch salmon for cultural, commercial, recreational, and food purposes. (*Ibid.*; Hillman Decl. ¶ 2, 5;

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7 Decl. ¶¶ 4-6; Spain Decl. ¶¶ 5, 6, 12, 13.)

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Spain Decl. ¶¶ 4, 12.) Diversions from streams, however, have dewatered streams and destroyed fish habitat, contributing to the decimation of the state's fisheries, including its native salmon populations. (*Ibid.* ¶ 5; Hillman Decl. ¶¶ 2-3; Terence Decl. ¶¶ 3-4.) Given Intervenors' members' dependence on these precarious resources, any narrowing of the scope of DFG's authority to protect fish resources from stream diversions will directly affect their ability to engage in these activities, harming their economic, cultural, consumptive, and recreational interests in salmon. (*Ibid.*; Hillman

In addition, Intervenors have engaged in advocacy and litigation activities concerning the Department's exercise of its authority under section 1602. (Hillman Decl. ¶ 4; Spain Decl. ¶¶ 6-10; Terence Decl. ¶¶ 3, 5.) Specifically, several of these organizations successfully challenged the Department's approval of the Scott and Shasta Watershed-wide Permitting Programs, which would have streamlined the permitting process of numerous diversions in these watersheds under section 1602 and brought various diversions in compliance with section 1602. (Request for Judicial Notice, ("RJN"), Ex. A at 2, 3, 18, 22 [Statement of Decision Granting Writ of Mandate].) The goal of that litigation was to require the Department to condition those permits with adequate and effective measures to protect coho salmon from agricultural water diversions in the Scott and Shasta River watersheds, pursuant to section 1602 and the California Endangered Species Act ("CESA"). (Spain Decl. ¶ 6; Terence Decl. ¶ 5.) Thus, section 1602 permitting authority for stream diversions is necessary to the success of the Programs' intended goal of restoring coho. Without full section 1602 authority, however, much of Intervenors' efforts to compel the Department to implement legally adequate Programs that would have the greatest potential for protecting and restoring coho salmon in these watersheds would be significantly undermined, rendering much of Intervenors' efforts to improve the Programs wasted. (*Ibid.*; Spain Decl. ¶ 6; Hillman Decl. ¶ 4.)

ARGUMENT

Code of Civil Procedure section 387 authorizes "any person, who has an interest in the matter in litigation, or in the success of either of the parties, or an interest against both" to intervene in the litigation and become a party "by uniting with the defendant in resisting the claims of the plaintiff." (Code Civ. Proc. § 387, subd. (a).) A third party may intervene if: "(1) the party has a direct and

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immediate interest in the action; (2) the intervention will not enlarge the issues in the litigation; and (3) the reasons for the intervention outweigh any opposition by the parties presently in the action." (U.S. Ecology, Inc. v. State of California (2001) 92 Cal. App. 4th 113, 139, citing Code Civ. Proc. § 387, subd. (a).) In addition, an application for leave to intervene must be "timely." (Code Civ. Proc. § 387, subd. (a).) Leave to intervene is within the court's discretion, and "[t]he facts of a particular case ultimately must govern the exercise of [this] discretion." (People ex rel. Rominger v. County of Trinity (1983) 147 Cal. App. 3d 655, 660-61.) Intervenors meet all of these criteria for intervention.

I. **Intervenors And Their Members Have A Direct And Immediate Interest In This** Action.

An interest justifying intervention is direct and immediate, if there is a "substantial probability" that a party "will either gain or lose by the judgment." (Simpson Redwood Co. v. State of Cal. (1987) 196 Cal. App. 3d 1192, 1200, 1201.) The Court's determination of whether a third party has a direct interest in a case is decided on the facts of each case, and section 387 "should be liberally construed in favor of intervention." (*Ibid.* at 1200.) An intervenor "need neither claim a pecuniary interest nor a specific legal or equitable interest in the subject matter of the litigation" (*ibid*.), as long as it shows a "specific interest that would be directly affected in a substantial way by the outcome of the litigation" (*Rominger*, 147 Cal.App.3d at 190).

Intervenors have a direct and immediate interest in the Farm Bureau litigation, because a judgment in this case will determine the scope of the Department's authority to regulate stream diversions throughout the entire state and ultimately the extent to which the salmon that their cultural, commercial, recreational, and fish consumption activities depend on can be protected from diversions. Specifically, intervenor Karuk Tribe has depended on healthy fisheries in the Klamath River Basin for its subsistence, traditional practices, and religious ceremonies for scores of generations. (Hillman Decl. ¶¶ 2, 5.) These salmon fisheries are therefore fundamental to the Karuk culture. (*Ibid.* ¶ 2.) In addition, PCFFA's members are largely family-owned fishing boat owners and operators who depend on the state's salmon fisheries for their livelihood. (Spain Decl. ¶ 3.) Klamath Riverkeeper's members also fish in the Klamath River watershed for commercial, recreational, and religious ceremonial purposes. (Terence Decl. ¶ 4.) Members of all of these groups consume or

subsist on California salmon for their nutritional value, taste, and health benefits. (Hillman Decl. ¶ 2; Spain Decl. ¶ 12; Terence Decl. ¶ 4.) Salmon, in turn, depend on streams and rivers to migrate, spawn, hatch, feed and rear (*ibid*. ¶ 3), and their habitats are extremely vulnerable to any human actions which block their free passage, change the watercourse, or diminish the quality or quantity of cold-water flows in which they evolved. (Spain Decl. ¶ 4.)

If the Court finds that the Department does not have the authority to regulate certain stream diversions under section 1602, leaving many diversions unregulated although they may adversely affect salmon habitat and otherwise meet the definition of diversions regulated under section 1602, Intervenors' members would be subject to a "substantial probability" of harm to their culture, livelihoods, recreation, and/or nutritional use and enjoyment of the salmon that depend on these streams. (Spain Decl. ¶¶ 4-6, 12, 13; Hillman Decl. 2, 4-6; Terence Decl. ¶¶ 4, 6.) In essence, fewer protections against diversions harming salmon would result in reduced salmon production and thus fewer cultural, economic, and recreational fishing opportunities for Intervenors' members and fewer California salmon available to consume. (*Ibid.*; Hillman Decl. ¶¶ 2, 4, 6; Spain Decl. ¶¶ 4-6, 13.)

For example, as a result of excessive diversions from streams and habitat destruction, salmon runs in the Klamath are less than ten percent of historic abundance, which has led to a dramatic reduction in fishing opportunities and a loss of an important healthy subsistence food source for Karuk Tribal members. (Hillman Decl. ¶ 2-3.) Consequently, the Karuk have suffered from an impaired ability to teach Tribal traditions to the next generation and an increase in diet-related illnesses and depression among its members. (*Ibid.*) Moreover, given dwindling salmon populations in recent years, the California commercial salmon fishing season has been severely restricted or shut down for the past three years to protect impaired salmon stocks, causing a direct economic impact to Intervenors' commercial fishermen members, including hundreds of millions of dollars and thousands of jobs lost. (Spain Decl. ¶ 4; Terence Decl. ¶ 4.) Any less regulation of stream diversions would exacerbate the already dire condition of the state's salmon fisheries and could further jeopardize salmon production, directly affecting Intervenors' members. (*Ibid.* ¶ 4, 7; Hillman Decl. ¶ 4, 6; Spain Decl. ¶ 6, 13.) However, if the Department's interpretation of its authority under section 1602 is upheld, then Intervenors' members stand to gain from stronger protections for fish

and their habitat (and consequently enhanced salmon production) allowed by the Department's interpretation of section 1602. (See *Bustop v. Superior Court* (1977) 69 Cal.App.3d 66, 71 [allowing white parents to intervene in action where school was required to formulate a desegregation plan, as the plan would have a "direct social, educational and economic impact" on all students and parents in the district].)

This case is highly similar to *Rominger*, in which the state challenged a county's local ordinance banning and regulating pesticide use within its boundaries, on preemption grounds. (*Rominger*, 147 Cal.App.3d at 659.) The Sierra Club intervened to defend the county's ordinance, asserting that its members had an interest in the enforcement of environmental laws, actively supported the ordinances at issue, and would be harmed by exposure to pesticides if spraying were allowed to resume in forests used by its members. (*Ibid.* at 661.) The court held that this interest was sufficiently direct, because its members alleged "specific harm" and were "among the persons that the ordinances were specifically designed to benefit and protect." (*Ibid.* at 662.) The court explained:

Where a statute exists specifically to protect the public from a hazard to its health and welfare that would allegedly occur without such statute, members of the public have a substantial interest in the protection and benefit provided by such statute. If a party brings an action to invalidate such statute such action has an immediate and direct effect on the public's interest in protecting its health and welfare. On this basis we conclude the Sierra Club, as representative of its members who reside in and use the resources of Trinity County, has a direct and immediate, rather than consequential and remote, interest in this litigation.

(*Ibid.* at 663.)

On similar grounds, this action "has an immediate and direct effect" on Intervenors and the public interest. Section 1602 is intended to benefit Intervenors' members and the public interest from stream diversions that may adversely affect fish. Specifically, Fish and Game Code section 1600 states:

The Legislature finds and declares that the protection and conservation of the fish and wildlife resources of this state are of *utmost public interest*. Fish and wildlife are the property of the people and *provide a major contribution to the economy of the state, as well as providing a significant part of the people's food supply*; therefore their conservation is a proper responsibility of the state. This chapter is enacted to provide conservation of these resources.

(Fish & G. Code § 1600, emphases added.) Intervenors' members "have a substantial interest in the protection and benefit provided by [section 1602]" (and carried out by the Department's plain

reading of the statute) – the conservation of fish for cultural, commercial, food, and recreational purposes. (Spain Decl. ¶ 13; Hillman Decl. ¶ 2-3, 5-6; Terence Decl. ¶ 4, 6.) While plaintiff does not seek to invalidate the entire statute as in *Rominger*, it does seek to limit the scope of that statute's effect, which would have an immediate and direct effect on Intervenors' members' activities dependent on fish conservation. Therefore, because Intervenors seek to uphold a statutory meaning "established specifically for [their] protection" (*Rominger*, 147 Cal.App.3d at 664), they have a significant interest in the litigation that they should be allowed to protect. (See also *Timberidge Enterprises*, *Inc. v. City of Santa Rosa* (1978) 86 Cal. App. 3d 873, 881 [allowing school district to intervene in lawsuit seeking to invalidate city's "school impact fund," as schools districts were its "ultimate pecuniary beneficiaries," while defendant city was only the "collector and temporary custodian of the funds, without beneficial interest in them"].)

If, however, in this litigation, the Farm Bureau's interpretation of section 1602 prevails, such that many of the stream diversions that would have been regulated under the Programs cannot be regulated under section 1602, the potential effectiveness of the Programs in its intended goal of

restoring coho would be greatly undermined, rendering much of Intervenors' efforts to improve the Programs for the benefit of coho salmon wasted, resulting in direct harm to Intervenors. (Hillman Decl. ¶ 4; Spain Decl. ¶ 6; Terence Decl. ¶ 5; see *Simpson*, 196 Cal. App. 3d at 1201 [allowing conservation organization to intervene in action deciding fate of state park land, because an adverse judgment could undo its past efforts to preserve the land in its natural state and "the impact upon [its] reputation might well translate into loss of future support and contributions"]; see also *Simac Design Inc. v. Alciati* (1979) 92 Cal. App. 3d 146 [holding that groups of voters and residents who had drafted and organized support for a growth control initiative could be allowed to intervene in action challenging validity of initiative].) Such an outcome would also be a major setback in Intervenors' other efforts to restore coho and other salmon populations. (Hillman Decl. ¶¶ 3, 6; Spain Decl. ¶ 13; Terence Decl. ¶ 5.) Therefore, there is a "substantial probability" that Intervenors will gain or lose by the judgment in this case. (*Simpson*, 196 Cal. App. 3d at 1201.)

II. There Is No Reason Why Intervenors Should Not Be Allowed To Intervene.

The court must also ensure that the intervention will not enlarge the issues in the litigation; the reasons for the intervention outweigh any opposition by the parties presently in the action; and that intervention is timely. (*U.S. Ecology, Inc.*, 92 Cal.App.4th at 139.) Intervenors meet these criteria as well.

First, Intervenors will not enlarge the issues in the litigation. Intervenors' complaint in intervention "raises no new legal or factual issues to be decided by the trial court" (*Rominger*, 147 Cal. App. 3d at 664), and Intervenors intend to focus exclusively on the legal issue raised in plaintiff's complaint – whether DFG may regulate under section 1602 "mere" stream diversions that do not involve the alteration of a streambed or channel (see Notice of Motion to Intervene, Ex. A at ¶¶ 3, 12 [proposed complaint in intervention]). Nothing indicates that Intervenors "will prolong, confuse or disrupt the present lawsuit." (See *Simpson*, 196 Cal.App.3d at 1203.)

Second, the reasons for intervention outweigh any opposition by the parties. Intervenors have a strong interest in intervention distinct from the Department's. While the Department is concerned with the protection of fish harmed by diversions, its interest in this case is "primarily that of defending its [regulatory authority] over certain stream diversions." (See *Rominger*, 147 Cal.App.3d

at 665 [recognizing County's concern for protecting its residents' health but noting its primary interest was "defending its jurisdiction to enact such pesticide control ordinances"]; *Timberidge Enterprises*, 86 Cal.App.3d at 881 [noting defendant city's "limited interest" in defending school impact fund, compared to intervenor school district's interest as direct beneficiary of the fund].) The Department may also be subject to political pressures that have nothing to do with protecting fish. (See Park Decl., Ex. A [letter from state legislators requesting the Department to stop pressuring water users to obtain permits pertaining to water diversions in Siskiyou County].)

Given these separate interests, there is a risk that the Department will not adequately protect Intervenors' interests. For example, because the Siskiyou Farm Bureau is concerned about the enforcement of section 1602 against its members in Siskiyou County and the Department maintains that it has discretion in when to enforce the Fish and Game Code (RJN, Ex. A at 12), there is a risk that this case could be settled by an agreement from the Department not to enforce its interpretation of section 1602 in Siskiyou County, where the Farm Bureau's members reside and farm. Indeed, this lawsuit was prompted by the Department's notices to farmers and ranchers that it would begin enforcing section 1602 in Siskiyou County in a manner that plaintiff alleges the Department had never been done before. But if the Department decided that such enforcement was no longer a suitable policy in Siskiyou County for political or other reasons, it could simply abandon that policy, in exchange for a voluntary dismissal of the lawsuit. Unlike the Department, which has many interests that it may be responsive to, Intervenors have an interest in ensuring that the laws to protect

²A prior lawsuit strongly suggests that the Farm Bureau's lawsuit is in response to the Department's implementation of the Scott and Shasta River Watershed-wide Permitting Programs, challenged by

Intervenors, as discussed above. (See pp. 4, 8 above.) In May 2010, the California Farm Bureau Federation, of which the Siskiyou County Farm Bureau is a member, brought virtually the same

section 1602 at issue here arose "recently and only then in the context of the Coho Recovery Strategy and the Permitting Programs," "in order to maximize participation in the Permitting

diversion activities under section 1602. (*Ibid.* ¶¶ 55, 56, 64-68.) Two days after that case was transferred to San Francisco to be coordinated with Intervenors' lawsuit challenging the Programs

declaratory relief action as this one and specifically alleged that the Department's interpretation of

Programs." (RJN, Ex. C [Verified Complaint for Declaratory Relief] ¶¶ 58, 59.) This action sought

relief from the Department's threat to bring enforcement actions against diverters who either failed to enroll in the Permitting Programs or failed to independently notify the Department of their

(RJN, Ex. B [transfer order], Ex. D [case transmittal notice]), the California Farm Bureau Federation voluntarily dismissed its complaint on January 26, 2011 (RJN, Ex. E [notice of entry of dismissal]).

Two months later, once Intervenors' action was almost concluded, the Siskiyou County Farm Bureau filed this action, but omitted all references to the Programs, apparently to avoid transfer and coordination of the case with Intervenors' action.

and conserve fish are upheld to the fullest extent. And regardless of the Department's interests, intervenors' interest "is compelling enough that they should be permitted to intervene." (See Rominger, 147 Cal.App.3d at 665 ["Any argument that the parties should be permitted to litigate without the 'interference' of the very people those ordinances were designed to protect is an unacceptable assertion of bureaucratic dominion and control to the exclusion of the citizenry."].)

Finally, Intervenors' motion is timely. "Aside from the statutory limitation . . . it is the general rule that a right to intervene should be asserted within a reasonable time and that the intervener must not be guilty of an unreasonable delay after knowledge of the suit." (See Allen v. California Water & Tel. Co. (1947) 31 Cal.2d 104, 108.) This lawsuit was filed only less than three months ago on March 25, 2011, and the Department's responsive pleadings to plaintiff's complaint are due on June 27, 2011. As no merits briefing has commenced in the action and no schedule has been set, Intervenors may be timely joined without delaying the resolution of this case.

CONCLUSION

For the foregoing reasons, Intervenors respectfully request that the Court grant the motion to intervene.

Respectfully submitted,

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DATED: June 22, 2011

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