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		THE HONORABLE KAREN L. STROMBOM		
	UNITED STATES D WESTERN DISTRICT AT SEA	OF WASHINGTON		
	UNITED STATES OF AMERICA, et al.,	Case No.: C70-9213		
	Plaintiffs, v.	Subproceeding No. 89-00309 RSM-KLS Squaxin Island Tribe v. Russ Norris, dba Russ' Shellfish		
	STATE OF WASHINGTON, <i>et al.</i> , Defendants.	RESPONSE OF RUSSELL E. NORRIS d/b/a/ RUSS' SHELLFISH IN OPPOSITION TO SQUAXIN ISLAND TRIBE'S MOTION FOR SUMMARY JUDGMENT		
		Note Date: December 12, 2014		
	So Tribes can harvest wild shellfish fi but not from cultivated beds wl			
	I. SUMMARY C	DF ARGUMENT		
This case has nothing to do with a violation of or interference with a treaty Indian				
	shellfish harvest right. Rather, it is about the willingness of a small operator to achieve the			
	fruits of his labor and follow the rules as he under	erstands them. Simply, Defendant Russell		
	Norris, d/b/a/ Russ' Shellfish ("Russ' Shellfish"	or "Norris") has helped build the commercial		
shellfish industry as it is today, a valuable and successful part of Washington State's				
¹ See Exhibit D to the Declaration of Dennis D. Reynolds in Opposition to Squaxin Island Tribe's Motion for Summary Judgment ("Reynolds Decl.") filed herewith.				
	NORRIS RESPONSE IN OPPOSITION TO TR MOTION FOR SUMMARY JUDGMENT - 1 o	DENNIS D. KEYNOLDS LAW OFFICE		

(Case No. C70-9213, Subproceeding No. 89-00309) ^[90257-1]

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economy. His enhancement and cultivation efforts benefit the public and the Squaxin Island Tribe ("the Tribe"). Yet the Tribe is treating Mr. Norris as an adversary. The Squaxins are misusing their superior financial resources to intimidate and bankrupt a small owner-operator business under the guise of "protection" of its rights. The Tribe, however, has no rights to artificially cultivated shellfish. Further, no harvest agreements were violated except in one minor respect and, for that one incident, Mr. Norris has offered compensation.

This case centers on the shellfish farming and harvesting practices of Russ' Shellfish on seven privately owned beaches in the Tribe's U&A. The commercial shellfish activity throughout Puget Sound rapidly expanded since the 1990's going forward whereby Norris' enhancement efforts (with others) increased the share of harvestable clams for all, including members of the Squaxin Indian Tribe. *See* Declaration of Russ Norris In Opposition to Squaxin Island Tribe's Motion for Summary Judgment ("Norris Decl."), ¶¶ 5-7. The seven beaches do not include any "natural beds." The beaches in question have been for many years (if not decades) prior to Russ' Shellfish's leases.² The beaches in question have been historically cultivated right in front of and to the obvious knowledge of the Tribe. The commercial shellfish activity throughout Puget Sound rapidly expanded since the 1990's going forward whereby Norris' enhancement efforts (with others) increased the share of harvestable clams for all, again, including members of the Squaxin Tribe.

Russ' Shellfish did enter into four separate harvest plans with the Tribes and private landowners of the beaches known as: Durland, Verlinde, J. King and Moore.³ However, the

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² The Tribe concedes as much in several of the harvest agreements it has placed before this Court. *See, e.g.*, Eric Sparkman Declaration, Ex. 24, King Agreement ("Prior to leasing to Russ' Shellfish, the Kings leased to another grower to harvest and cultivate Manila clams."). *See also* Norris Decl.

³ See Exs. 14, 22, 24 and 29 to Sparkman Declaration.

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Tribe has not pleaded a claim for breach of contract nor requested consequential damages. In any event, as of August 12, 2014, the leases have been cancelled and Russ' Shellfish no longer has access to these beaches. The harvest plans have also been terminated as allowed by the terms of the contracts, thus rendering the harvest plans moot. Russ' Shellfish no longer owns or controls any non-exempted tidelands within the Tribe's U&A, a result of the Tribe's own making.

The Tribe, however, has not waived its right to harvest shellfish from any of the private tracts and can continue to harvest (and negotiate make-up harvests), as it has done with the Moores. *See* Ex. 39 to Sparkman Declaration. Thus, it matters not whether Russ' Shellfish still has leases with the owners or harvest agreements with the Tribe for the Tribe to negotiate a "make up" harvest with the beach owners, as it did with the Moores.

There is no legal basis for the Court to award the requested <u>retrospective</u> relief. First, the 6.3 Notice requirement of the Shellfish Implementation Plan⁴ ("SIP") does not apply to the beaches at issue since they have been historically managed for artificial clam production and enhancement. Second, the Tribe issued no Harvest Notices to Defendant, so under SIP, Defendant had a "safe harbor" to harvest.⁵ Third, with or without a 6.3 Notice, the Tribe has

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⁴ United States v. Washington, 873 F.Supp. 1453 (W.D. Wash. 1994) aff³ d in relevant part, 157 F.3d 630, 643-644, 646-647 (9th Cir. 1998). See Ex. 2 to the Sparkman Declaration. A full copy of the SIP is annexed as Ex. D to the Reynolds Declaration.

⁵ See SIP, Section 6.1.1 (p.8); Section <u>6.1</u> ("Determination of the quantity of shellfish a Tribe is to harvest ... is triggered by notice to the Grower of the Tribe's interest in commencing harvest."). See also SIP, Section 6.1.4.(" Tribes initially have one year after the completion of Exhibit A to give a harvest notice pursuant to § 6.1.1 to Growers subject to the Implementation Plan. After that one-year period, a Grower may operate free of additional notices of tribal claims for a three-year period. At the end of such three-year period, the Tribes shall have a ninety-day period during which they may provide notice pursuant to § 6.1 above. At the end of the ninety-day period, the Grower shall again have a three-year period free from additional tribal notices of claims. The ninety-day open period for giving notice under § 6.1 shall continue to alternate thereafter with a three-year period during which no such notice may be given.")

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always had the right to survey any of the beaches in question.⁶ Fourth, the Court cannot order relief based upon activities of corporate entities owned (in part) by Norris in the past, which have been dissolved for years and are not named as parties to this litigation. Sixth, in terms of any equitable remedy, the owners of the beaches are the real party in interest, but are not named. The Court has no authority to order Russ' Shellfish to allow the Tribe to access previously leased tidelands to harvest clams because Russ' Shellfish is not the owner, and no longer is the lessee of such lands. Ironically, he Tribe has effectively driven Mr. Norris and his business Russ' Shellfish from South Puget Sound and now wants a remedy not available at law or warranted by equity. This circumstance alone precludes the retrospective relief requested by the Tribe.

Notwithstanding the lack of authority to order Russ' Shellfish to allow harvesting on property on which he has no interest, one of the major "disconnects" in the Tribe's motion is its argument that the Defendant's alleged failure to provide: (1) Section 6.3 Notices (even where not required as discussed below); and (2) information concerning timing, location or amount of harvests is the cause of the Tribe's alleged lost harvests. In other words, "but for" the lack of notice/information, the Tribe would have harvested an additional 24,808 pounds over a 7-year period. The contention is nonsensical in light of the failure of the Tribe to issue any Harvest Notices nor conduct surveys. In addition, such arguments are based on speculation and conjecture. They presume genuine and material "facts" that do not exist and/or which are disputed by the Defendant and preclude summary judgment. Among other things, these contested facts include:

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⁶ SIP Section 7.1 (p. 14)

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- 2. No natural beds.
- 3. Norris did not enhance existing natural beds or create new artificial beds.
- 4. Dispute regarding baseline Manila clam population.
 - 5. Disputed reasons why Tribe's harvests fell short.⁷
 - 6. Disputed amount of shellfish that comprise total of "lost" harvests.

With respect to the requested <u>prospective</u> relief, neither the Shellfish Implementation Plan, the 2007 Consent Decree and Settlement Agreement, the Shellfish Minimum Density Consent Decree, nor any of the harvest plans provide any basis for this Court to enter an injunction. The Tribe has failed to establish it is entitled to judgment as a matter of law.

II. STATEMENT OF THE FACTS

Russell Norris is the sole proprietor, owner-operator of Russ' Shellfish, a commercial shellfish farming company. He began his career on the Hood Canal in 1982 and has worked throughout the Puget Sound beaches from the beginning of the aquaculture industry in Washington State. Norris Decl., ¶ 4. During his 32 years in the industry, he has gained deep knowledge of the condition of local beaches and is aware of prior cultivation of areas and its effect on shellfish populations. Norris Decl., ¶ 4. The case before the Court involves seven privately owned beaches located in the Tribe's U&A, referred to as: McNeal, Passmore, Beck, Durand, Verlinde, King and Moore. Norris Decl., ¶ 12.

Russ' Shellfish had leases with landowners on seven beaches and farmed them adhering to the law. The arguments made by the Tribe fall into two categories: (1) Lack of

^{1.} No naturally-occurring shellfish.

⁷ For the tracts in question, when the Tribe did harvest, it took 100% of the "natural stock." *See* Norris Decl., \P 15, \P 26.

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6.3 Notice, and (2) Violation of Harvest Plans. Each of the beaches is addressed separately below with respect to the two categories of alleged violations.

Beaches for which the Tribe alleges Violation of the Shellfish Implementation Plan (SIP) and a failure to provide 6.3 Notice:

McNeal, Passmore, and Beck were farmed before Russ' Shellfish executed leases to farm on these beaches. Upon inspection at the time of signing the leases, Mr. Norris saw that each of these beaches had obviously not been managed for wild stocks. Norris Decl., ¶ 12. Based on what he saw and what he learned in talking with the owners, it was his belief that the beaches had been farmed and stripped in the past. Norris Decl., ¶ 12, ¶ 13 (Exs. B and C).

MCNEAL

The McNeal parcel is in Sunset Beach, Oakland Bay. It was cultivated prior to 2002 and remained cultivated up to lease cancellation in August 2014. Norris Decl., ¶ 33 (Ex. K). Russ' Shellfish started harvesting and continued cultivating the McNeal parcel in 2011 under an Aquatic Farm Registration (AFR), prior to that Great Northwest Oyster LLC cultivated and harvested the McNeal parcel from 2002.

PASSMORE

The Passmore parcels are in Sunset Beach, Oakland Bay. They were cultivated since the 1990s and have been cultivated up to lease cancellation in August 2014. Passmore Decl., ¶ 3. Russ' Shellfish started harvesting and continued cultivating the Passmore parcels under three AFRs.

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BECK

The Beck parcel is in Sunset Beach, Oakland Bay. Russ' Shellfish began harvesting and continued cultivating the Beck parcel under an AFR. Since 2011, Russ' Shellfish has not harvested on the Beck parcel because the harvesting lease expired.

Beaches for which the Tribe alleges Violation of Harvest Plans:

DURAND

The Durand beach was farmed well before Russ' Shellfish executed leases in 2005 to farm on this beach. Prior to signing the lease, Mr. Norris inspected the area and he saw the beach was completely netted (this is a method of protecting seed from predators). Norris Decl., ¶ 13. Mr. Norris understood that Ms. Durand had been farming her beach for approximately five years. *Ibid*.

Russ' Shellfish did enter a Harvest Plan with the Tribe for the Durand Tideland (Exhibit #19 to Tribe's Motion for Summary Judgment) in October of 2011. Mr. Norris had been threatened with a lawsuit by the Tribe, so he met with Mr. Eric Sparkman, a Tribal biologist, on site in an effort to work out a solution. Norris Decl., ¶ 15. There were three rows of netted area and Mr. Sparkman identified the middle area as the best for Tribal harvesting. Mr. Norris removed the netting from the middle and allowed the Tribe to harvest this area that he had been farming.

VERLINDE

Russ' Shellfish did contact the Tribe prior to any work beginning on this leased beach. Norris Decl., ¶ 16. Russ' Shellfish had an agreement, a harvest plan, with the Tribe and created a new oyster bed. In 2011, Russ' Shellfish planted a large amount of Manila Clam

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seed and oyster seed, this was all related to aquaculture activities and did not relate to any wild stock. *Id.*.

KING

There are three beaches associated with King and all had been previously leased and farmed. Russ' Shellfish contacted the Tribe before any work started and entered into an agreement, a harvest plan, with the Tribe and created a new oyster bed. Norris Decl., ¶ 17.

MOORE

The Moore parcel is located in Hammersley Inlet. In 2011, it was classified as a noncultivated (wild) parcel. In 2012, Russ' Shellfish harvested the Moore parcel under an emerging commercial fisheries license (ECF). The Moore beach was the first experience Russ' Shellfish had with an ECF license. Norris Decl., ¶ 19. A SIP § 6.3 Notice was provided and a harvest plan was in effect. Russ' Shellfish obtained all the proper paperwork and was advised by the State officials at Washington State Department of Fish and Wildlife (WDFW) that they could go to work. Norris Decl., ¶ 20. Russ' Shellfish entered an agreement, a harvest plan, with the Tribe and created a new oyster bed. *Id.* In June 2013, the harvest lease was cancelled.

The genesis of this lawsuit and significant problems between Russ' Shellfish and the Tribe began during a scheduled dig by the Tribe at the Moore parcel on approximately November 2, 2012. The Tribe had arrived early and the Tribal biologist, Rana Brown, had already marked the area with glow-sticks. This area was in the middle of Russ' Shellfish's planted oyster beds. Mr. Norris advised her she could not allow the Tribal harvesters dig in any of the oyster beds. At that point, Mr. Norris was advised by Ms. Brown that she and her Tribal harvesters could harvest anywhere that she indicated. Again, Mr. Norris advised her

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that the planted oyster and clam beds were off limits that the only area was agreed upon in advance, the area allowed to naturally set. This is an area where the Tribe had previously harvested their entire quota. Norris Decl., \P 28.

The situation escalated, Mr. Norris advised Ms. Brown that he would contact the Fisheries officer and seek to have her issued a trespass notice. At this point, Ms. Brown moved the harvest to the natural set area of the beach for the next three hours. During this time, Mr. Norris and his co-worker were verbally harassed by the harvesters and threatened with harm to their home and family. One of the harvesters was intoxicated and was menacing not only Mr. Norris and his co-worker, but Rana Brown as well. Norris Decl., ¶ 29; Exhibit #31, Tribe's Motion for Summary Judgment: Squaxin Island Police Dept. Incident Report). The intoxicated Tribal member's comments led to many of the harvesters to refusing to dig the area that was available to them. They left the dig early and this is why the quota was not reached. *Ibid*.

The lease between Russ' Shellfish and Moore was cancelled by mutual agreement. The lease contained a "recoupment within 90 days" of cancellation clause. Russ' Shellfish had 90 days to try and recover the planted seed and relocate it; this was the second time Russ' Shellfish "harvested" the Moore beach; first was a scheduled harvest for mature product, the second was a salvage of seed operation triggered by the cancelled lease. Norris Decl., ¶ 30.

The efforts of the Tribe to pursue Mr. Norris included contacting state agencies. The Tribe, through its agents, Sharon Haensly, Tribal Attorney, and Rana Brown, Shellfish Biologist, contacted the Washington State Department of Fish and Wildlife (WDFW) and filed a complaint in early 2013 alleging that Russ' Shellfish had been harvesting wild stocks of shellfish from the properties in Hammersley Inlet and Oakland Bay. This complaint

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triggered a thorough investigation by the Enforcement Officer for WDFW, Matt Jewett. Officer Jewett obtained records from WDFW including: all Aquatic Farm Registrations (AFRs) and Emerging Commercial Fishery licenses (ECFs), Wholesale Fishbuyers license, all submitted fish tickets and aquaculture production reports since January 2011; and obtained records from Washington State Department of Health (DOH), including all harvest site certificates. *See* Norris Decl., ¶¶ 38-39 (Exhibit M, Washington Department of Fish & Wildlife Police Incident Report, 11/30/2011).

Officer Jewett contacted Mr. Norris, who met with him willingly at his home. Officer Jewett advised Mr. Norris of his Miranda Rights and Mr. Norris spoke with him freely and shared all documentation requested by Officer Jewett. Officer Jewett described three errors that Mr. Norris had made in completing fish receiving tickets and mistakes on his quarterly production report. Officer Jewett notes in his report that: "Most of these where (*sic*) only minor mistakes for failing to have the individual farm information, they were not shellfish accounting mistakes. Typically, WDFW accounting employees will notify a company if they notice a fish ticket or quarterly production report that is found to be incomplete. Enforcement is made aware if companies continue to violate." *See* Norris Decl., Ex. M, Washington Department of Fish & Wildlife Police Incident Report, 11/30/2011, pp.2-3.

On March 19, 2013, Officer Jewett had a 45-minute conversation with Ms. Haensly and Ms. Brown regarding the mistakes made by Mr. Norris and the allegations they had made against him. Officer Jewett then met with Ms. Brown and advised her that he had found "all 5 of those beaches were not in violation of Tribal notification due to having previous Aquatic Registrations under Oakland Bay Shellfish and ...previous company named Great Northwest

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Shellfish. Thus, already having AFR's and not needing ECF's." *See* Washington Department of Fish & Wildlife Police Incident Report, 11/30/2011, pages 3-4.

On July 25, 2013 the Mason County Prosecutors Office declined to prosecute

Mr. Norris. Norris Decl., Ex. N.

Russ' Shellfish has cancelled, through mutual agreement, all the leases on beaches that are within the Tribe's U&A. Russ' Shellfish and the individual landowners were the only parties to these leases. Norris Decl., ¶ 8.

III. EVIDENCE RELIED UPON

The Declaration of Russell E. Norris, submitted herewith (with exhibits) the Declarations of George Passmore and Patricia Passmore, the Declaration of Andrew Woolliscroft, and the Declaration of Dennis D. Reynolds (with exhibits) and the records and files herein.

IV. ARGUMENT

The Tribe cites no authority for any proposition except its interpretation of the SIP. Apparently, the Tribe's core position is that any failure to provide a Section 6.3 Notice somehow gives its members the right to harvest the fruits of Mr. Norris labors because there are always "some" natural clams present, even if one cannot distinguish between an artificial and naturally seeded clam. *See* Reynolds Decl. Ex C, Sparkman deposition excerpts. With due respect, the SIP distinguishes between cultivated beaches and beaches managed for wild stocks. The extreme contentions made by the Tribe in this matter if accepted would cause havoc in the industry and undue years of cooperation. Without conceding his position, a most, Mr. Norris believes novel interrelations may or may not justify a declaration from this court, but not imposition of injunctive relief or other punitive terms.

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A. Standard of Review on Summary Judgment

Summary Judgment can be rendered only where the pleadings, the discovery, and disclosure materials on file, and any affidavits, show that there is no genuine issue as to any material fact and that the moving party is entitled to judgment as a matter of law. *See* FED. R. CIV. P. 56(c); *see also Celotex Corp. v. Catrett*, 477 U.S. 317, 322, 106 S. Ct. 2548, 91 L. Ed. 2d 265 (1986); 6 J. Moore, Federal Practice p 56.07, p 56.15 (2d ed. 1948).

The nonmoving party must establish the existence of an issue of fact regarding an element essential to that party's case, and on which that party will bear the burden of proof at trial, after the moving party demonstrates the absence of a genuine issue of material fact. *See Adickes v. S.H. Kress & Co.*, 398 U.S. 144, 159, 90 S. Ct. 1598, 26 L. Ed. 2d 142 (1970); *see also Celotex*, 477 U.S. at 323-324; *See Tzung v. State Farm Fire & Casualty Co.*, 873 F.2d 1338, 1339-40 (9th Cir.1989) (facts and all reasonable inferences drawn must be viewed in favor of nonmoving party in summary judgment motion). A material fact is one that could affect the outcome of the case under the substantive law. *See Anderson v. Liberty Lobby, Inc.*, 477 U.S. 242, 248, 106 S. Ct. 2505, 91 L. Ed. 202 (1986). The Tribe's motion fails as a matter of law, but also because there are numerous disputed genuine issues of material fact.
B. There is No Legal Basis on Which to Award the Tribe Retrospective Relief 1. <u>Russ' Shellfish is not an Owner/Controller of any of the Seven Beaches at</u>

It is undisputed that the subject leases are cancelled. Thus, Russ' Shellfish is no longer a "Grower," under the Shellfish Implementation Plan with respect to the seven beaches at issue. It has no legal right to enter or allow another person to enter the privately owned

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Issue

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tidelands for any purpose. There is not a shred of evidence that the business retains any authority in this regard. Rather, the evidence shows the parcels are privately owned and entirely subject to the control of the property owners; these property owners did not sign any agreements directly with the Tribe except the Moores. *See* Sparkman Decl., Ex. 39. The parties do not dispute these facts.

The court has no jurisdiction to order specific performance against Russ' Shellfish because it no longer leases and does not own the properties on which the Tribe seeks to harvest shellfish. The Tribe has not named the property owners as Defendants and this Court cannot order any relief that grants the Tribe legal access to the tidelands and to remove any shellfish therefrom as to non-parties. *See* Fed. R. Civ. P. 19(a)(1). The Tribe's claim in this regard should be dismissed because it failed to name necessary and indispensable parties.⁸ A party is necessary if "a complete determination of a controversy cannot be had" without its presence.⁹ *See, e.g., Puyallup Indian Tribe v. Port of Tacoma*, 717 F.2d 1251, 1255 (9th Cir. 1983). Stated another way, a necessary party is one whose ability to protect its interest in the subject matter of the litigation would be impeded by a judgment. Id. The party must have a sufficient interest such that judgment cannot be determined without affecting that interest." Generally, a landowner is an indispensable party in a case that would affect the use of the

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⁸ Rule 19(a) requires a district court to join an absent party if any one of three specific conditions obtains: (A) in the absence of the party complete relief cannot be granted to those persons who are already parties, Fed.R.Civ.P. 19(a)(1); (B) the absent party claims an interest relating to the action and is so situated that disposition in his absence may "as a practical matter" impair the absent party's ability to protect that interest, id. at 19(a)(2)(i); or (C) the absent party claims an interest relating to the action and is so situated that disposition in his absence may subject a joined party to an inconsistent obligation, Id. at 19(a)(2)(i).

⁹ Under Fed. R. Civ. P. 19(b), there are four inquiries concerning whether a party is indispensable: first, to what extent a judgment rendered in the person's absence might be prejudicial to him or those already parties; second, the extent to which, by protective provisions in the judgment, by the shaping of relief, or other measures, the prejudice can be lessened or avoided; third, whether a judgment rendered in the person's absence will be adequate; fourth, whether the plaintiff will have an adequate remedy if the action is dismissed for nonjoinder.

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1	landowner's property. Wash. State Dep't of Corr. v. City of Kennewick, 86 Wn. App. 521,			
2	530-31, 937 P.2d 1119 (1997).			
3 4	2. <u>There was no Obligation for Russ' Shellfish to Give Section 6.3 Notices for</u> <u>Cultivated Beds</u> .			
5	a. The Tribe is Only Entitled to 50% Share of Naturally-Occurring Shellfish			
6	Before turning to the disputed obligation of Russ' Shellfish to provide			
7	Section 6.3 Notices to the Tribe, it is important to consider exactly what rights the Tribe has			
8 9	with respect to the beds at issue here. As set forth in the Shellfish Pamphlet published by the			
10	Northwest Indian Fisheries Commission (hereinafter "Pamphlet") ¹⁰ :			
11	In the 1850s, Indian tribes entered treaties with the United			
12	States that ceded virtually all of the lands of Western Washington to the United States, but reserved the right to take			
13	shellfish at all usual and accustomed grounds and stations, except from beds staked or cultivated by citizens. The federal			
14	courts have interpreted the treaties to guarantee the tribes up to			
15	a 50% share of the naturally-occurring shellfish on public and private tidelands, except on tidelands subject to shellfish			
16	cultivation that do not contain a natural bed of shellfish at the time cultivation begins. <i>United States v. Washington</i> , 157 F.3d			
17	630 (9th Cir. 1998). So, tribes may harvest wild shellfish from all non-cultivated shellfish beds, but not from cultivated beds			
18	where there is no natural bed. The tribes are also not entitled to			
19	a share of the increased production of shellfish arising from cultivation. The specific rules governing the tribes'			
20	implementation of their treaty rights, including surveys and harvests on private tidelands, are located in the Revised			
21	Shellfish Implementation Plan, the Consent Decree and			
22	Settlement Agreement for Geoduck, and Consent Decree and Settlement Agreement for Manila Clams, Native Littleneck			
23	Clams, and Pacific Oysters.			
24	Reynolds Decl, Ex. D (emphasis added). Without evidence that wild shellfish and natural			
25	beds existed in the subject tidelands, the Tribe has no right to any of the cultivated shellfish.			
26	¹⁰ http://nwifc.org/w/wp-content/uploads/downloads/2011/08/shellfish-pamphlet.pdf			
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b. Treaty of Point Elliott

2	The Tribe appears to forget that the relevant Treaty and Shellfish Implementation Plan				
3	protects itself and Mr. Norris. In other words, neither party in this litigation has rights which				
1	trump the other. The Stevens Treaties (1855-56), which were entered into between Tribes and				
5	non-Indian citizens of Washington State, and interpreted in the landmark decision, U.S. v.				
7	Washington, 384 F. Supp. 312 (W.D. Wash. 1974) (Boldt I), aff'd sub nom Washington v.				
3	Washington State Commercial Passenger Fishing Vessel Ass'n, 433 U.S. 658, 684-85 (1979)				
)	("Nontreaty fishermen may not rely on property law concepts, devices such as the fish wheel,				
)	license fees, or general regulations to deprive the Indians of a fair share of the relevant runs of				
	anadromous fish in the case area. Nor may treaty fishermen rely on their exclusive right				
2	of access to the reservations to destroy the rights of other "citizens of the Territory."				
3	Both sides have a right, secured by treaty, to take a fair share of the available fish. That, we				
+	think, is what the parties to the treaty intended when they secured to the Indians the right of				
5	taking fish in common with other citizens") (emphasis added).				
7	c. The Beds are Not Natural and No New Artificial Beds Were Created.				
3	Notice under Section 6.3 of the Revised Shellfish Implementation Plan applies only				
)	where a Grower plans to enhance an existing natural bed or create a new artificial bed. This				
)	provision states, in relevant part:				
2	Nothing in this Plan shall be construed to limit a Grower's ability to enhance an existing natural bed or create a new				
3	artificial bed. If a Grower plans to enhance an existing natural bed or create a new artificial bed, the Grower shall give written				
1	notice to the affected Tribe(s) of his or her intention. The notice shall be provided at least sixty days prior to the proposed				
5	enhancement or creation of the bed and shall include the following: the location and species of the proposed bed and a summary of information known to the Grower regarding the				
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1	history of harvest and enhancement of any species of shellfish listed in Exhibit A on the property. In addition, the notice shall				
2	listed in Exhibit A on the property. In addition, the notice shall explain the basis for the Grower's determination that the				
3	sustainable yield of shellfish is below the natural bed threshold in Exhibit A or if it is above the threshold, what the sustainable				
4	harvest yield is.				
5	SIP, Section 6.3 (p. 12)				
6	The purpose of this notification requirement, is described in the Pamphlet at page 4:				
7	This notification process and any pre-cultivation surveys assist				
8	you and the tribes in the sharing of harvestable shellfish. Without a pre-cultivation survey, it will be hard for you to				
9	distinguish between the natural productivity, which may be subject to treaty harvest, and the enhanced productivity from				
10	farming, which is not subject to treaty harvest.				
11	(Reynolds Decl. Ex D). In other words, the Section 6.3 notification process is for the purpose				
12	of determining whether and the extent to which natural beds are present. Under the facts of				
13	this case, there was no obligation for Russ' Shellfish to provide Section 6.3 Notice to the				
14	Tribe.				
15					
16	None of the business's activities on the subject beaches may be considered to				
17	"enhance an existing natural bed" or "create a new artificial shellfish bed." The evidence				
18	shows that they are not natural beds and, thus could not be "enhanced," nor are they newly				
19	created beds, because they have been harvested for many years. See, e.g., WAC 220-88D-040				
20	and -050 (distinguishing wild shellfish from cultivated/farmed shellfish). As set forth in				
21	detail in Mr. Norris's declaration, the McNeal, Passmore and Beck tidelands were farmed				
22					
23	before Russ' Shellfish executed leases. Norris Decl., \P 12. Upon inspection at the time of				
24	signing the leases, Mr. Norris saw that each of these beaches were devoid of shellfish. Norris				
25	Decl. ¶ 7. Based on what he saw and what he learned in talking with the owners, it was his				
26	belief that the beaches had been farmed in the past.				

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As a matter of law, Russ' Shellfish was not obligated to provide Section 6.3 Notice to the Tribe.¹¹ Even if it was, however, there is no showing that such failure resulted in any loss of treaty harvest rights to naturally-occurring shellfish. The law is clear that the Tribe has no rights to cultivated shellfish stock. The Tribe's calculations and comparisons are meaningless without supporting evidence of the actual amount of natural beds/wild stock present on the beaches in question. At a minimum, there are genuine issues of material fact that must be considered by the fact-finder at trial and, thus, preclude summary judgment.

d. The Tribe Has a Right Every Three Years to Survey Private Tidelands Under Section 7

The Tribe alleges that it only found out about the commercial harvesting of the three Sunset Beach tidelands when it sent Section 7 notices to the property owners requesting the right to survey the properties under the Revised Shellfish Implementation Plan. *See* Section 7.1.1 (providing right to Tribe every three years to survey private tidelands). It also has the right to conduct an on-site population estimate as often as once per year. Section 7.1.2. It is indisputable that the Tribe failed to exercise either of these rights for the period of time beginning in at least 2008 until 2013 for the McNeal, Passmore and Beck tidelands. Taking the claim of "no knowledge" with a big gain of salt, had the Tribe done so, it would have discovered the tidelands were in commercial operation, as they had been for many years. The long-standing lack of interest in these beds from the Tribe's standpoint may be construed as evidence it knew that the areas lacked any natural beds/stock. Why would it

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¹¹ Even if Section 6.3 was applicable, which it is not, nothing in the Revised Shellfish Implementation Plan includes any "duty" on a Grower to: (1) allow the Tribe the opportunity to recoup alleged Treaty shares before cancelling its lease(s); (2) provide Tribe information re: timing, location or amount of the Grower's harvests; or (3) respond to Tribe requests concerning harvesting activities. Section 6.3 is aimed directly at the question of whether or not a natural bed exists but provides no remedy for a violation of its procedural terms. The Tribe has no further rights and its complaints on these issues cannot form a basis for relief.

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desire to spend its own resources to survey tidelands from which it would be unable to harvest? *See* Section 7.1.1 (Tribe bears cost of survey); Section 7.1.8 (Tribe required to survey before any tribal harvest).

e.

There is No Material Breach of the Harvest Agreements.

A review of each of the harvest documents in light of the circumstances of this case, shows that any actions/inactions of Russ' Shellfish did not interfere with the Tribe's treaty fishing rights, nor otherwise constitute a breach of contract, although that cause of action is not before the Court.

First, the Durand and other harvest plans specifically state that they only bind Russ' Shellfish "until such time at which Russ' Shellfish is no longer the leaseholder," or until Russ' Shellfish or the Tribe desires to withdraw from the harvest plan. This means that any duties or obligations of the business have ceased now that the leases are canceled. Russ' Shellfish is no longer the leaseholder. There is no obligation to continue leasing the tidelands for the Tribe to "make up" allegedly lost harvest, or to notify the Tribe in advance of lease cancellation. The business can cancel whenever it desires, as can the Tribe. There is no "term" of the harvest plan.

Second, both the harvest plans and the SIP contain various requirements on Russ' Shellfish (and other Growers) and the Tribes. Section 6.1 of the SIP requires Tribes to give Growers notice of its intent to harvest, as well as inspection notices. Thus, it is up to the Tribes to initiate the harvest process, not the other way around.

Russ' Shellfish did not do anything to prevent the Tribe from exercising its rights under the harvest plans or the SIP. The onus is on the Tribe to initiate the harvest requests and

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inspection process. The private shellfish Grower has no obligation other than to appropriately accommodate the requests of the Tribe.

C.

There is No Basis to Grant the Tribe Prospective Relief via an Injunction

A party is entitled to a preliminary injunction only after clearly demonstrating: (1) a likelihood of success on the merits and the possibility of irreparable injury or (2) sufficiently serious questions going to the merits to make them a fair ground for litigation and a balance of hardships tipping decidedly in favor of the party seeking relief. *Sierra Club v. Marsh*, 816 F.2d 1376, 1382 (9th Cir. 1987). The movant also must show that he has no adequate remedy at law to redress a significant threat of immediate, irreparable injury. *E.g., American Passage Media Corp. v. Cass Communications, Inc.*, 750 F.2d 1470, 1473 (9th Cir.1985); *see also Cool Fuel, Inc. v. Connett*, 685 F.2d 309, 313-14 (9th Cir.1982). The public interest is the final important consideration in the exercise of equitable discretion. *See Amoco Production Co. v. Village of Gambell, Alaska*, 480 U.S. 531, 545 (1987).

The Tribe cannot establish that it lacks any adequate remedy of law. For the alleged violation of the contracts, it can initiate a lawsuit for breach. As to interpretations of the SIP, Section 6 states:

Any disagreements remaining after six months regarding the species, geographic regions, time intervals, what constitutes a sustainable commercial harvest, or the natural bed threshold for any particular species, region and time interval, shall be resolved by the dispute resolution procedure of § 9, except that the parties will be permitted a full opportunity to engage in all discovery permitted by the Federal Rules of Civil Procedure as well as to present expert testimony.

Section 9 applies to the Section 6.3 Notice requirements. Section 6.3 also states that

"the Grower may proceed with his or her plans at the risk that the dispute resolution could

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hold that the proposed area contains a natural bed that will require the development of a harvest plan with the affected Tribe(s)."

Notwithstanding the established dispute resolution in the SIP, the Tribe is not entitled to injunctive relief because it lacks a likelihood of success on the merits: (1) there is no Section 6.3 notification requirement concerning aquaculture on non-natural beds or existing artificial shellfish beds; and (2) the evidence shows that Russ' Shellfish complied with the terms of the harvest plans with one minor exception which it is willing to resolve for which the Tribe has not filed any claim.

Simply, the Tribe cannot "get there from here" by alleging failure to comply with the SIP or harvest plans in order to assert non-existent rights to cultivated shellfish on beds that have not supported natural stock for many years. The Tribe has no rights to cultivated stock, which comprised the entirety of the shellfish existing in beds previously leased by Russ' Shellfish. Considering the public interest - which goes both ways with respect to treaty rights of Tribes and treaty fishermen – issuance of an injunction to prohibit future activities of Russ' Shellfish on U&A tidelands would constitute a chilling effect. Non-Indian treaty fishermen should not be prohibited from exercising their rights to enter into leases with private property owners and engage in commercial aquaculture, subject to the terms of the SIP and any applicable harvest plans with any Tribe.

Because of the lack of actual "violations," the Tribe cannot establish a danger of
"recurring violations," to support issuance of injunctive relief. *See, e.g., SEC v. Murphy*, 626
F.2d 633, 655 (9th Cir.1980). While an inference may arise from past violations that future
violations are likely to occur, *SEC v. Koracorp Industries, Inc.*, 575 F.2d 692, 698 (9th Cir.), *cert. denied*, 439 U.S. 953 (1978), the evidence does not support any determination of Section

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6.3 violations, nor any "pattern of behavior" concerning harvest plan violations to support issuance of the Tribe's requested injunction. More fundamentally, the SIP does not provide any explicit remedy for a Section 6.3 "violation." Under the circumstances, the correct approach is for the court at most to declare the law and affirm no other remedy.

D.

Genuine Issues of Material Fact Preclude Summary Judgment.

As discussed above, the question of a violation of Section 6.3 of the SIP turns on whether or not the Grower enhanced an existing natural bed or created a new artificial bed. The Court cannot enter summary judgment on this issue because the parties dispute the key facts that establish the foundation of such a legal determination: (1) whether there were naturally occurring shellfish; (2) whether the beds seeded by Russ' Shellfish were "natural"; and (3) whether the activities of Russ' Shellfish on the subject tidelands constituted enhancement of natural beds or creation of new artificial beds. *See Anderson v. Liberty Lobby, Inc., supra*, 477 U.S. at 248 (ruling that a material fact is one that could affect the outcome of the case under the substantive law). All facts and reasonable inferences drawn therefrom must be viewed in favor of Russ' Shellfish as the nonmoving party in this action. *Tzung*, 873 F.2d at 1339-40. In this case, the Tribe's motion fails as a matter of law, but it also fails because there are numerous disputed issues of material fact.

Turning to the Tribe's allegations concerning harvest plan violations, these too, cannot be resolved as a matter of law on summary judgment to the extent that is required to support equitable claims. Russ' Shellfish disputes assertions regarding: (1) baseline Manila clam populations; (2) why the Tribe's harvests allegedly fell short; and (3) the amount of shellfish the Tribe claims to have "lost" based on its calculations and comparisons to other tidelands with unique characteristics that cannot be presumed to be representative of the tidelands at

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issue here. None of these allegations can be accepted at "face value" by the Court without a full and fair opportunity for these genuine issues of material fact to be litigated in open court.

Е.

Mr. Norris Cannot be Held Personally Liable For Activities of Now Dissolved Corporations In Which he Had An Ownership Interest.

Limited liability is the general rule in American corporation law; the corporate entity may be disregarded only where the corporation is merely the "alter ego" of an individual. E.g., United States v. Bestfoods, 524 U.S. 51, 61 (1998). Under both state and federal common law, abuse of the corporate form will allow courts to employ the tool of equity known as veil-piercing." 18 Francis C. Amendola *et al.*, C.J.S. Corporations § 14 (2010).¹² Under state law, the doctrine of "veil piercing," or "corporate disregard" allows the court to disregard a corporate entity and assess liability against individual shareholders when: (1) they have used the corporation to intentionally violate or evade a duty owed to another, and (2) the shareholder's conduct resulted in a unjustified loss to a creditor. Morgan v. Burks, 93 Wn.2d 580, 585, 611 P.2d 751 (1980). First, the court must find an abuse of the corporate form, which typically involves fraud, misrepresentation, or some form of manipulation of the corporate form to the stockholder's benefit and the creditor's detriment. Meisel v. M & N Modern Hydraulic Press Co., 97 Wn.2d 403, 410, 645 P.2d 689 (1982) (quoting Truckweld *Equip. Co. v. Olson.* 26 Wn.App. 638, 645, 618 P.2d 1017(1980)). Second, the wrongful corporate activities must harm the party seeking relief so that disregard is necessary. Meisel,

¹² The "alter ego doctrine" allows the disregarding of a corporate entity and imposing personal liability on shareholders for corporate obligations when the individual and corporate personalities are essentially one and observing the corporate form would promote injustice or inequity. *E.g., Towe Antique Ford Foundation v. I.R.S.*, 999 F.2d 1387, 1391 (9th Cir. 1993). Factors that are considered include the failure to observe corporate formalities, the undercapitalization of a one-man corporation, nonpayment of dividends, siphoning of corporate funds by a dominate shareholder, non-functioning of officers and directors, lack of corporate records, use of the corporation as a facade for operations by the dominate shareholder, and the use of the corporate entity to promote injustice or fraud. *See Id.*

97 Wn.2d at 410. Piercing the corporate veil is an equitable remedy that should only be used in "exceptional circumstances." *Truckweld*, 26 Wn.App. at 643.

Courts look for evidence of some form of fraud and a commingling of personal and corporate assets – *e.g.*, where a defendant has conducted his private and corporate business on an interchangeable or joint basis as if they were one. *See A Local 343 of the United Ass'n of Journeymen v. Nor-Cal Plumbing*, Inc., 48 F.3d 1465 (9th Cir.), *cert. denied*, 516 U.S. 912 (1995). So called "garden-variety fraud" is, by itself, insufficient to pierce the corporate veil. *See Id.* at 1476. Rather, a plaintiff must show that he individual misused the corporate form to perpetrate a fraudulent scheme and/or to evade legal obligations. *See, Id.*; *NLRB v. O'Neill*, 965 F.2d 1522, 1531 (9th Cir.1992) (where individual created corporation with intent to avoid collective bargaining obligations, fraud factor of veil-piercing test was satisfied).

The Tribe cannot, as a matter of fact or law, establish in any way that Mr. Norris is the real person in interest when it comes to the business operations of a now dissolved entity, Great Northwest Oyster LLC. That Mr. Norris has authority as an operator to exercise control over activities on a harvest site is irrelevant without further proof of an equitable basis to apply the "alter ego doctrine," such as fraud. There is no evidence on which to determine that Great Northwest Oyster LLC is an entity that has been disregarded by Mr. Norris such that there is a "unity of ownership and interest that the separateness of the corporation has ceased to exist." *See McCombs Constr., Inc. v. Barnes,* 32 Wn.App. 70, 76, 645 P.2d 1131 (1982) (veil piercing warranted when the evidence established that the principal owner of a corporation "commingled his personal affairs with those of the corporation such as to warrant imposition of personal liability.

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1	As set forth in Mr. Norris's declaration, \P 22, he has made no decisions with respect to					
2	the subject tidelands independent of his position as a member of the LLC relating to					
3	compliance with the Shellfish Implementation Plan and/or the subject tribal harvest plans. He					
4	has consistently honored the corporate structure and has not engaged in any commingling of					
5	personal and corporate assets, as confirmed by his former partner Troy Morris.					
6	V. CONCLUSION					
7						
8	For all the foregoing reasons, the Tribe's motion for summary judgment should be					
9	denied.					
10	DATED this 26^{th} day of November, 2014.					
11	By: /s/ Dennis D. Reynolds					
12	Dennis D. Reynolds, WSBA #04762 DENNIS D. REYNOLDS LAW OFFICE					
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	NORRIS RESPONSE IN OPPOSITION TO TRIBE'S MOTION FOR SUMMARY JUDGMENT - 24 of 25 (Case No. C70-9213, Subproceeding No. 89-00309) [90257-1]DENNIS D. REYNOLDS LAW OFFICE 200 Winslow Way West, Suite 380 Bainbridge Island, WA 98110 (206) 780-6777 (206) 780-6865 (Facsimile)					

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CERTIFICATE OF SERVICI	£
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I hereby certify that on November 26, 2014, I electronically filed the foregoing **Response of Russell E. Norris d/b/a Russ' Shellfish in Opposition to Squaxin Island Tribe's Motion for Summary Judgment** with the Clerk of The Court using the CM/ECF system which will send notice of the filing to all parties required to be served in this subproceeding who are registered in the CM/ECF system.

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By: /s/ Dennis D. Reynolds Dennis D. Reynolds, WSBA #04762 DENNIS D. REYNOLDS LAW OFFICE Attorneys for Russ Norris, dba Russ' Shellfish

NORRIS RESPONSE IN OPPOSITION TO TRIBE'S MOTION FOR SUMMARY JUDGMENT - 25 of 25 (Case No. C70-9213, Subproceeding No. 89-00309)