1 2 3	MICHAEL J. BARKLEY, CA SBN 122433 161 N. Sheridan Ave. #1 Manteca, CA 95336 209/823-4817 mjbarkl@inreach.com	
4 5 6	Petitioner, in propria persona	
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9	SUPERIOR COURT OF CALIFORNIA	
10	COUNTY OF SACRAMENTO	
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12	)	No. 34-2010-80000513
13	Michael J. Barkley,	PETITION FOR WRIT OF MANDATE
14	Petitioner,	TETITION TOR WIRT OF WHITE
15 16	)	CCP §1085 [traditional mandamus] CCP §1094.5 [administrative mandamus]
17	v. )	Calif Publ Resources Code §21000 et seq [CEQA]
18	State Water Resources Control Board,	42 USC §4321 et seq [NEPA]
19	Respondent.	16 USC §1531 et seq [ESA] Calif Fish & Game Code §2050 et seq [CalESA]
20	)	16 USC §668 [Bald & Golden Eagle Protection
21	Bob Colella, U.S. Bureau of Reclamation,	Act of 1940] Calif Gov't Code §11340.5 [underground
22	Real Parties in Interest	regulations]
23	)	
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# I. Introduction

1. For a bit more than a century USA through its Bureau of Reclamation agency, aided in part by the U.S. District Court Angle Decree of 01/13/1930 and in later years by the State Water Resources Control Board and its predecessors (SWRCB) has through its projects, policies, plans, and procedures exercised an ever-increasing stranglehold on the 741-square-mile upper Stony Creek Watershed. It has had disastrous cumulative effects on demographics, commerce, and infrastructure and chinook salmon and steelhead have been extirpated, needlessly. Over the past 18 months petitioner has been looking into and documenting all of this. On 09/03/2009 SWRCB noticed a petition for extension of time on one of USA's component parts of its Stony Creek projects & policies. Petitioner filed a protest. On 12/14/2009 SWRCB apparently rejected petitioner's protest. Except for one California Public Records Act Request, petitioner's considerable subsequent efforts to persuade SWRCB to follow its own procedures as well as comply with CEQA, NEPA, ESA, Cal-ESA, Bald and Golden Eagle Protection Act of 1940, underground regulation portions of the Government Code, and SWRCB's enabling statutes and regulations, SWRCB's response has been dead silence. This petition appears to be the only appropriate remedy.

II. Petitioner

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- 2. Petitioner is Michael J. Barkley, address 161 N. Sheridan Ave. #1, Manteca, San Joaquin County, California. who files this Petition with a Verification: he intends this to be as testimony, a truthful statement of what he knows, believes, has seen, has heard, and has read. With his siblings, petitioner owns lands and appropriative water rights on North Fork Stony Creek, Glenn and Tehama Counties, California. Petitioner's ancestors settled on these lands as early as the mid-1850s. Although petitioner is a member of several environmental organizations, he brings this action as an individual with a deep abiding love of the land and a horror at what USA has done to the Upper Stony Creek watershed. Petitioner is a member of the California Bar, but by the time he became admitted he was employed as a computer programmer and petitioner has never practiced law. He will undoubtedly make mistakes in bringing and prosecuting this petition but asks that the court be generous in allowing amendments to cure those mistakes.
- 3. Along with this petition, petitioner attaches Exhibit A that lists on-line web pages of documents and indexes to add context to the allegations in his petition for convenience of everyone until the administrative record arrives as well as to facilitate settlement discussions. Petitioner has placed portions of the administrative record on his website referenced in that Exhibit A (and will cite each document for example as #A1.3.2, etc.); petitioner's verification extends to those web pages that he originated. In instances where the page is in progress and it is relevant to do so, petitioner has cited to a "frozen" copy of that page. Within 24 hours of filing his petition petitioner will place on his web page at http://www.mjbarkl.com/exhibita.htm a page of that Exhibit A with embedded HTML hyperlinks to each of the pages referenced here to make it easier for anyone to click on each page rather than cutting, pasting, or typing..

### III. Respondent & Real Parties in Interest

- 4. Respondent is State Water Resources Control Board which, itself, and through its Division of Water Rights, manages among other things appropriations of flowing waters within and on behalf of the State of California since, with its predecessor agencies, the adoption by referendum of the Water Commission Act of 1913 effective 12/19/1914. The State of California is also subject to the Angle Decree (#A1.), see generally Section II of Protest Supplement at #A3.6.3. The State of California was dismissed from the Angle case by Section IV of the Court's order of 06/24/1922, see link at that date at #A1.1., but has since returned as an unrecognized party as an *in rem* and *in personam* successor and assign from the following actions, among others:
- 1) Participation in the development of Black Butte Dam and Reservoir on Stony Creek, as successor and assign of USA, as well as of a number of holders of Angle Decree appropriative and riparian rights to lands taken for that project, and lands of other defendants divested of rights by the Angle Decree, although subsequently assigning it back to USA, see for instance #A3.3. and the 24 to 28 other

documents listed in #A3.1. concerning the CWC or California Water Commission;

- 2) taking of Orland Project, USA-owned, and defendant owned lands for the construction of Interstate 5 through Glenn & Tehama Counties and for widening and realignment of State Route 32 between Orland and Hamilton City, Glenn County;
- 3) assignment by USA to California Division of Forestry and California Department of Corrections of the Salt Creek Conservation Camp west of Paskenta in Tehama County, #A9.1.
- 4) various other assignments still to be determined. The State of California is bound by the Angle Decree.
- 5. SWRCB has identified Bob Colella and U.S. Bureau of Reclamation (collectively, "USA"), as "Real Parties in Interest" in its Notice #A3.4.4. and Rejection of Protest #A3.7.1. and USA has done so in its Petition Supplement #A3.4.3. As plaintiff in that case, USA is subject to the Angle Decree, see generally Section II of Protest Supplement at #A3.6.3., and most particularly paragraphs II.C & II.D of #A3.6.3.

#### IV. Nature of Case

6. The major issues are whether or not SWRCB has jurisdiction over surface flows in the Stony Creek Watershed (Para. II.A., #A.3.6.3) in light of the Angle Decree, the devastating cumulative adverse effects on human beings and listed species by USA's (and the State's) projects, plans, policies, and procedures within the Upper Stony Creek Watershed, the failure of SWRCB to follow its own procedures for handling protests, and the SWRCB's use of what amounts to underground regulations for handling protests.

## V. Related Case/Simple or Complex?

7. Petitioner is filing concurrently a Civil Case Cover Sheet Form CM-010 indicating that this case is not complex plus a Notice of Related Case Form CM-015. The Related Case is the Angle Case identified above. All parties in this case are parties in that case, and the issues concerned here are issues that are concerned there in the continuing administration of the Decree. There were some 600 parties to the Angle case, and they and their successors and assigns are bound *in rem* and *in personam* by the Decree. The last mailing list petitioner has seen includes some 70 parties or groups of parties, which list petitioner presumes is the Water Master's list for billing Decreed Appropriators for assessments. Petitioner suspects, but does not know that the total pool of parties, successors, and assigns may by now be some 10,000 or 20,000 people and entities. Additionally, SWRCB has some 322 sets of files that petitioner has identified so far, plus an unknown number that have disappeared, related to

Appropriations, Statements of Water Diversion and Use, and so on. The Angle record seems to be some

30,000 - 40,000 pages; the relevant SWRCB records may total some 20,000 pages or more.

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8. At the moment, this case seems to be simple. That could change if intervenors emerge.

## VI. What Happened?

- 9. A 03/27/2009 letter from Kathy Mrowka at the Division of Water Rights to Sahlberg/Reclamation indicated 3 choices to move forward on Reclamation's Central Valley Project time extension petitions, #A3.4.1. Choice #3, paraphrased, 3) Division cancels the 1985 petitions because of no CEQA document. Petitioner thought he had a copy of this letter but cannot locate it so has asked for it in the request for administrative record filed concurrently with this petition, relying in the meantime on his notes at #A3.1. USA filed its petition for extension 06/23/2009. A response from Ms. Mrowka 07/14/2009 listed for USA what needed to be done to tidy up the application, #A3.4.1. By 09/03/2009 everything was ready: #A3.4.2. #A3.4.4. are the Petition, Supplement, and Notice.
- 10. Trading emails with Ms. Mrowka #A3.5.1., petitioner was pointed towards protest forms #A3.5.2. and denied any extensions of time beyond the usual 30 days to file a protest. USA had more than 5 months to get its act together. Note from #A3.1. that from the first Ap 18115 application to the Public Notice was 04/11/1958 05/11/1961, some 3 years to prepare. In examining various SWRCB files, this pattern is consistent. The applicant or petitioner gets months or years plus extensive hand-holding but the public gets 30 days. Applicants and protestants are treated equally in the Water Code, but not by SWRCB. So much for equal protection. (On that note, contrast the "Storing water without permit" reason on #A3.10.2 with the table & chart at #A3.13.3 & #A3.13.4, also an equal protection problem.)
- 11. Nevertheless, having spent most of the previous year consumed by the Angle case and its repercussions, petitioner was able to file a protest #A3.6. #A3.6.4. Aware from his digging through SWRCB files that SWRCB tends to reject summarily most protests (see for instance #A3.10.2.), petitioner did a fairly thorough job of presenting the primary issues of SWRCB jurisdiction and massive cumulative adverse environmental effect, and did so within the 5 corners of the SWRCB protest procedure: water rights, jurisdiction, public interest, contrary to law, and adverse environmental impact.
- 12. It was with great surprise that petitioner received the 12/14/2009 Division of Water Rights rejection, #A3.7.1. It reads as if staff did not bother to read petitioner's protest. No discussion of jurisdiction appears at all even though that is fundamental. Its abrupt dismissal of any environmental consideration is contradicted by the CEQA comment in staff's 03/27/2009 letter, #A3.4.1. No consideration of NEPA appears. The Angle Decree eliminates the upstream/downstream rule whereby upstream diverters hold the power but that was ignored as well. Petitioner has not found anywhere in the Water Code where staff even has the power to reject any protest from petitioner, let alone this one.
- 13. Increasingly aware that Division of Water Rights staff was following a handbook that was

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not publicly revealed, petitioner began asking staff to set aside and reconsider, and thereafter to discover under the California Public Records Act just what that procedural handbook is, #A3.8.1., #A3.8.2., #A3.9.1., #A3.9.2.; by phone call 7 days before what petitioner believes to have been the deadline, and by spoken aside in the SWRCB public forum the next day petitioner was informed of the water code and regulation sections governing petitions for reconsideration, and filed his petition within that time, A3.10. through #A3.10.5. The response? Dead silence. Ever hopeful, petitioner filed more comments, #A3.11.1. - #A3.13.8., still dead silence.

- 14. Thus it is with some surprise that staff's 03/25/2010 Order appeared on staff's website #A3.14. By that Order, The Division of Water Rights seems to have made massive changes in the terms under Ap-018115/Permit 13776, and has done so without any environmental inquiry whatsoever, at least as to the Upper Stony Creek Watershed. It would appear from staff's 03/29/2009 letter and this Order that staff's justification for ignoring cumulative environmental effects in its 12/14/2009 letter is blatantly false.
- 15. Petitioner believes he has done an adequate job of presenting these issues in his filings #A3.6. #A3.13.8. Respondent's "dead silence" treatment of petitioner in response has been totally outrageous.

#### VII. Exhaustion of Remedies/Statutes of Limitation

- 16. Petitioner believes he has gone way beyond exhaustion of remedies. At every step he has asked for relief, only to encounter dead silence. Petitioner knows of no remaining administrative remedies other than this petition.
- 17. Respondent's manner of handling protests have left petitioner not knowing whether this petition is premature, timely, or tardy. As petitioner describes at Para I.B. of #A3.10. he received a phone call on 01/04/2010 informing him the procedure for requesting reconsideration of a staff denial of the right to protest is under California Water Code Section 1122 and 23 CCR Sections 768 & 769 of the board's regulations. This was a surprise since the rejection letter does not use the words "decision" or "order" (Water Code Section 1120), there's no mention of "adoption by the board" (Regulation Section 768), it was not served by personal delivery or registered mail (Section 1121), and so on. Delegations to the Division of Water Rights are very limited in the Water Code, principally under four groups of Code Sections (174-188.5, 1228-1229.1, 1345-1348, 1700-1707, per the Legislature's Code website); in none of these code sections does the power to reject petitioner's protest appear independent of some specific delegation of authority. If that authority exists, where is it? Absent that delegation, the rejection would need all the elements of "decision" or "order" (Water Code Section 1120) "by the board" (Regulation Section 768) properly served (Water Code Section 1121) to be valid. Is there no statute of limitations at all because the 12/14/2009 letter is just a letter without authority?

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IX. Remedies

that suggestion.

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- the date the board adopts a decision or order." Assuming that applies in this case, Petitioner's 01/12/2010 petition (for which he has a SWRCB date stamp) was timely. Water Code Section 1122 also requires that "The board shall order or deny reconsideration on a petition therefor not later than 90 days
- requires that "The board shall order or deny reconsideration on a petition therefor not later than 90 days from the date the board adopts the decision or order." Would that have been 03/14/2010, by "pocket

18. Water Code Section 1122 requires a petition for reconsideration "not later than 30 days from

- veto" since no order or denial has appeared? Water Code Section 1126. subdivision (b) states in part
- "(b) Any party aggrieved by any decision or order may, not later than 30 days from the date of final
- action by the board, file a petition for a writ of mandate for review of the decision or order." Would that
- be 04/13/2010 if
  1) the 12/14/2009 letter was valid despite the missing elements, and
- 2) the dead silence of the Board by 03/14/2010 works as a pocket denial of the petition for reconsideration, and a "final action by the board"?
- It is all such a secret. Subdivision (b) goes on: "The time for filing the petition for writ of mandate and the time for filing an action or proceeding in which the board is a respondent under Section 21167 of the Public Resources Code shall be extended for any person who seeks reconsideration by the board pursuant to this article." That seems to apply to this petition.
- 19. Is petitioner premature? timely? tardy? Petitioner believes he is timely, but would not be surprised by some other, hidden interpretation held by the Board or its staff. This entire process is brutal on protestants in comparison to the generosity the Board shows to applicants in general and the USA in particular.
- VIII. Traditional Mandamus or Administrative Mandamus?
- 20. California Water Code Section 1126. subdivision (a) states in part "It is the intent of the Legislature that all issues relating to state water law decided by the board be reviewed in state courts, if a party seeks judicial review." This is why petitioner has filed his petition here rather than as a motion in the Angle Court, where it may more properly be. California Water Code Section 1126 subdivision (c) states in part "Section 1094.5 of the Code of Civil Procedure shall govern judicial proceedings under this section." As petitioner understands it, that is for where a proper record is developed from a proper hearing. In this case, where the protest and hearing were summarily denied, petitioner is puzzled as to whether the remedy is under CCP Section 1085 or 1094.5 or both. Various California Continuing Education of the Bar treatises urge seeking relief under both where there is doubt (e.g. CEB California Administrative Mandamus, Third Edition, Oakland, 2009; §1.11 & §6,24) Hence, this petition follows

- 21. The easiest remedy is to remand with instructions to accept the protest, after which SWRCB would follow its usual procedures to whatever result may come. Petitioner would prefer this remedy.
- 22. All other remedies will require the court to do SWRCB's work for it, to substitute its own evaluation for the evaluation that SWRCB has shirked, such as examining the questions of jurisdiction, cumulative environmental effects, underground regulations, and so on.
- 23. Petitioner has no plain, speedy and adequate remedy in the ordinary course of law to reduce or halt the irreparable harm he, his family, his neighbors and the Upper Stony Creek watershed environsment have all suffered over the decades during which USA has steadily increased its grip on the watershed and thus petitioner must bring this petition.

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- First Cause of Action Traditional mandamus, CCP §1985 & Water Code & regs [accept protest, hearing required]
  - 24. Petitioner incorporates all of the above.
- 25. The court should find that SWRCB has no statutory or regulatory basis for rejecting petitioner's protest, and remand for SWRCB's acceptance of the protest and proceedings thereafter in SWRCB's usual course.

Second Cause of Action - Traditional mandamus, CCP §1985 & Water Code & regs [preemption by Federal Decree]

- 26. Petitioner incorporates all of the above.
- 27. The court should find that the Angle Decree preempts State jurisdiction to allocate surface flows to anyone bound by the Decree, which includes USA, and therefore SWRCB has no jurisdiction to even consider Ap 18115 and any petitions thereunder and must set aside any orders it has ever issued regarding Ap 18115 and dismiss the Application and its related Permit.

Third Cause of Action - Administrative mandamus, CCP §1994.5 & Water Code [hearing results]

- 28. Petitioner incorporates all of the above.
- 29. Based on the sworn submissions by petitioner and in the absence of any substantive response by SWRCB, the court should find that petitioner's submissions constitute the entire record, petitioner's protest is accepted and his settlement terms at Paragraph V of his Protest, #A3.6.3., as modified by paragraph #2 of his 02/11/2010 filing (#A3.11.1.) are adopted as required terms of any grant of extension of the petition for extension under Ap. 18115.

Fourth Cause of Action - California Environmental Quality Act (California Public Resources Code

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33 34 35 §21000 et seq.) & Guidelines [cumulative effects, project]

- 30. Petitioner incorporates all of the above.
- 31. As far as petitioner knows, no notices have been filed by SWRCB under Public Resources Code §21108 for the extension petition, and that the only "environmental document" SWRCB contemplates is the 12/14/2009 rejection letter asserting that no environmental review is required.
- 32. On 03/15/2010 petitioner delivered to the SWRCB Mail Room a copy of his Supplement #A3.12.1. which contained therein a notice to SWRCB under California Public Resources Code Section 21167.5 of commencement of this action, for the cumulative project (for which USA's petition for extension is only the latest manifestation) described in Section I.I (One-Eye) of the Supplement to Petitioner's 10/01/2009 Petition A3.6.3. Concurrently with the filing of this petition, petitioner is also filing a separate, additional "Proof of prior service by mail upon the public agency [SWRCB] carrying out or approving the project of a written notice of the commencement of [this] action or proceeding described in [California Public Resources Code] Section 21167 identifying the project..."
- 33. Immediately following the filing of this petition, petitioner will furnish the Attorney General of the State of California with a copy of this petition pursuant to California Public Resources Code Section 21167.7.
- 34. The cumulative Ap. 18115 Environmental Review listing at #A3.10.5., and especially for efforts of the CSPA (California Sportfishing Protection Alliance) to restore the Stony Creek fishery, filings such as the CSPA 01/31/1994 protest shows that SWRCB regularly disposes of protests before beginning environmental reviews and thereby effectively blunts the ability of the public to negotiate for environmental mitigations.
- 35. SWRCB's protest procedures, whatever they may be, improperly shift the burden of proof for environmental issues from the applicant to the protestant.
- 36. Based on the sworn submissions by petitioner and in the absence of any substantive response by SWRCB, the court should find that petitioner's submissions constitute the entire record, petitioner's protest is accepted and his settlement terms at Paragraph V of his Protest, #A3.6.3., as modified by paragraph #2 of his 02/11/2010 filing (#A3.11.1.) are adopted as required mitigations for any grant of extension of the petition for extension under Ap. 18115.
- Fifth Cause of Action National Environmental Policy Act (42 USC 4321 et seq.) & Regs [cumulative effects, proposal or plan, major federal action]
  - 37. Petitioner incorporates all of the above.
- 38. Based on the sworn submissions by petitioner and in the absence of any substantive response by SWRCB or any compliance whatsoever with the requirements of review, assessment and reporting of the National Environmental Policy Act, the court should find that petitioner's submissions constitute the Petition for Writ of Mandate No. 34-2010-80000513

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entire record, that the cumulative project, plan, proposals, and policies as described in the Fourth Cause of Action constitute a major federal action, and petitioner's protest is accepted and his settlement terms at Paragraph V of his Protest, #A3.6.3., as modified by paragraph #2 of his 02/11/2010 filing (#A3.11.1. ) are adopted as required mitigations for any grant of extension of the petition for extension under Ap. 18115.

Sixth Cause of Action - Endangered Species Act (16 USC §1538(a)(1), 16 USC §§1531 - 1543) & Regulations [take of chinook, Steelhead, listed Raptors]

- 39. Petitioner incorporates all of the above.
- 40. Based on the sworn submissions by petitioner and in the absence of any substantive response by SWRCB, the court should find that petitioner's submissions constitute the entire record, petitioner's protest is accepted, the "take" of chinook salmon and steelhead caused by USA's barriers on Stony Creek are capable of reduction by properly constructed fish channel bypasses, etc. and his settlement terms at Paragraph V of his Protest, #A3.6.3., as modified by paragraph #2 of his 02/11/2010 filing (#A3.11.1.) are adopted as required conditions for any take of these species and for any grant of extension of the petition for extension under Ap. 18115.

Seventh Cause of Action - California Endangered Species Act (California Fish & Game Code §§2050-2098) & Regulations [take of Bald Eagles, other state listed raptors]

- 41. Petitioner incorporates all of the above.
- 42. Based on the sworn submissions by petitioner and in the absence of any substantive response by SWRCB, the court should find that petitioner's submissions constitute the entire record, petitioner's protest is accepted, chinook salmon and steelhead are an important source of food for Bald Eagles, Golden Eagles, and other protected raptors, "take" in the Bald and Golden Eagle Protection Act of 1940 is sufficiently similar to "take" in the Endangered Species Act to require properly constructed fish channel bypasses, etc. to restore that food supply and petitioner's settlement terms at Paragraph V of his Protest, #A3.6.3., as modified by paragraph #2 of his 02/11/2010 filing (#A3.11.1.) are adopted as required conditions for any take of these species and for any grant of extension of the petition for extension under Ap. 18115.

Eighth Cause of Action - Bald and Golden Eagle Protection Act of 1940 16 USC §668 [take of Bald Eagles]

- 43. Petitioner incorporates all of the above.
- 44. Based on the sworn submissions by petitioner and in the absence of any substantive response by SWRCB, the court should find that petitioner's submissions constitute the entire record, petitioner's Petition for Writ of Mandate 10 No. 34-2010-80000513

protest is accepted, chinook salmon and steelhead are an important source of food for Bald Eagles, 1 2 3 4 5 6

Golden Eagles, and other protected raptors, "take" in the Bald and Golden Eagle Protection Act of 1940 is sufficiently similar to "take" in the Endangered Species Act to require properly constructed fish channel bypasses, etc. to restore that food supply and petitioner's settlement terms at Paragraph V of his Protest, #A3.6.3., as modified by paragraph #2 of his 02/11/2010 filing (#A3.11.1.) are adopted as required conditions for any take of these species and for any grant of extension of the petition for extension under Ap. 18115.

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Ninth Cause of Action - Underground regulations, Government Code Section 11340.5 [protest the process]

45. Petitioner incorporates all of the above.

- 46. SWRCB's response to petitioner's CPRA request, #A3.9.2., sheds some light on the process but in the process demonstrated that SWRCB's handling of protests is indeed governed by underground regulations.
- 47. Based on the sworn submissions by petitioner and in the absence of any substantive response by SWRCB, the court should find that petitioner's submissions plus the SWRCB response mentioned in paragraph 46 constitute the entire record, and that SWRCB's internal unpublished procedures produce a nightmare of uncertainty among the general public as to how protests are to be handled and are exactly the sort of underground regulations prohibited by Government Code Section 11340.5 subdivision (a), and that SWRCB should immediately halt the rejection of protests and failing to inform the public of its protest denial and appeal procedures, and further begin the process towards proper rulemaking that will henceforth adequately describe these processes for the general public.

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Plea,

- 1. That, under Cause Number One this honorable Court should find that SWRCB has no statutory or regulatory basis for rejecting petitioner's protest, and remand for SWRCB's acceptance of it and proceedings thereafter in SWRCB's usual course (response from applicant, negotiations, public hearing if needed, etc.), and issue its order and writ so requiring, but, failing that, proceed as described above for Causes Two through Nine,
  - 2. For award of costs of suit, and
  - 3. For such other relief as the Court may deem appropriate,

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Respectfully submitted this 12th Day of April, 2010, Michael J. Barkley, Petitioner, in propria persona California SBN 122433 161 N. Sheridan Ave. #1 Manteca, CA 95336 (209)823-4817 (no fax) mjbarkl@inreach.com **VERIFICATION** I declare under penalty of perjury under the laws of the United States of America that the allegations and factual contentions and recitations in this petition and attached and referenced exhibits are true and correct, except for those submitted on information and belief and as for those I believe them to be true and correct. Executed on April 12, 2010, Michael J. Barkley, Petitioner, in propria persona California SBN 122433 161 N. Sheridan Ave. #1 Manteca, CA 95336 (209)823-4817 (no fax) mjbarkl@inreach.com