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7 UNITED STATES DISTRICT COURT  
8 EASTERN DISTRICT OF WASHINGTON

9 PAUL GRONDAL, a Washington ) NO.  
10 resident; and THE MILL BAY )  
11 MEMBERS ASSOCIATION, INC., a ) COMPLAINT FOR DECLARATORY  
12 Washington Non-Profit Corporation, ) JUDGMENT AND INJUNCTIVE  
13 ) RELIEF  
14 Plaintiffs, )  
15 )  
16 vs. )  
17 )  
18 UNITED STATES OF AMERICA; )  
19 UNITED STATES DEPARTMENT OF )  
20 THE INTERIOR; THE BUREAU OF )  
21 INDIAN AFFAIRS, and FRANCIS )  
22 ABRAHAM, CATHERINE GARRISON, )  
23 MAUREEN MARCELLAY, MIKE )  
24 PALMER, JAMES ABRAHAM, NAOMI )  
25 DICK, ANNIE WAPATO, ENID )  
26 MARCHAND, GARY REYES, PAUL )  
WAPATO, JR., LYNN BENSON, )  
DARLENE HYLAND, RANDY )  
MARCELLAY, FRANCIS REYES, )  
LYDIA W. ARMEECHER, MARY JO )  
GARRISON, MARLENE MARCELLAY, )

1 LUCINDA O'DELL, MOSE SAM, )  
2 SHERMAN T. WAPATO, SANDRA )  
3 COVINGTON, GABRIEL )  
4 MARCELLAY, LINDA MILLS, LINDA )  
5 SAINT, JEFF M. CONDON, DENA )  
6 JACKSON, MIKE MARCELLAY, )  
7 VIVIAN PIERRE, SONIA )  
8 VANWOERKON, WAPATO )  
9 HERITAGE, LLC, LEONARD )  
10 WAPATO, JR, DERRICK D. ZUNIE, II, )  
11 DEBORAH L. BACKWELL, JUDY )  
12 ZUNIE, JAQUELINE WHITE PLUME, )  
13 DENISE N. ZUNIE and )  
14 CONFEDERATED TRIBES OF THE )  
COLVILLE RESERVATION, Allottees of )  
MA-8 (known as Moses Allotment 8), )  
Defendants. )

## COMPLAINT

16 Plaintiffs, Paul Grondal and the Mill Bay Members Association, by and through  
17 their attorneys of record, Jeffers Danielson Sonn & Aylward, P.S., respectfully submit  
18 this complaint for declaratory and injunctive relief against the Defendants, based upon  
19 the following:  
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21

### NATURE OF THE ACTION

22  
23  
24 1. The Bureau of Indian Affairs (the "BIA"), as an agency of the United  
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26

1 States of America (the “United States”) is responsible for the management and control  
2 of Indian allotment lands. The Superintendent of the BIA’s Colville Indian Agency  
3 (the “Colville Agency”), acting as an agent of the United States oversees and manages  
4 federal allotment land held in trust for Indian allottees known as Moses Agreement  
5 Number Eight (“MA-8”).  
6

8 2. Beginning in the early 1980’s, one of the allottees of MA-8,  
9 William Evans, Jr. (“Evans”), suggested to his fellow allottees that they utilize MA-8  
10 as a camping resort in order to develop the land and generate revenue for the allottees,  
11 while protecting the integrity of the land. The majority of the landowners agreed to  
12 lease the land to Evans with in order for him to develop and run a recreational vehicle  
13 camp resort, later known as the Mill Bay Resort.  
14

17 3. The BIA assisted Evans in drafting the lease agreement and receiving  
18 consent to lease from the majority of the allottees. Evans entered into a lease  
19 agreement with the BIA (the “Master Lease”). The purpose of the lease was to  
20 develop a recreational vehicle (“RV”) camping resort and offer 50-year campground  
21 memberships under the Washington State Campgrounds Act, Revised Code of  
22 Washington 19.105 *et seq.* This resort would be closed to the public but allow  
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1 members the exclusive right to park their RVs at sites on the shores of Lake Chelan  
2 and enjoy park facilities such as swimming pools and picnic areas. The Master Lease  
3 expressed the intention that the purpose of the lease was to operate a camping resort,  
4 and included a provision basing ground rent on the number of memberships sold and  
5 used.  
6

7  
8 4. The term of the Master Lease was for 25 years with an option to renew  
9 upon the same terms for another 25 years. Such option would be deemed exercised  
10 upon Evans (as the Lessee) giving notice to the “Lessor” and Secretary of the Interior.  
11 For the purposes of the agreement, notice to the Superintendent of the Colville Agency  
12 was deemed notice to the Secretary. The agreement later provided that notices and  
13 demands shall be sent to the addresses recited in the document. The only addresses  
14 included in the document were that of Evans and the Colville Agency. Pursuant to the  
15 terms of the Master Lease, in early 1985, Evans sent notice of that he had exercised his  
16 option to renew and that receipt of the letter by the Superintendent would be deemed  
17 acceptance of this renewal. Upon information and belief, Evans also gave notice of  
18 this renewal to fellow allottees. Thereafter, the BIA approved and signed documents  
19 which included the 2034 expiration date of the Master Lease.  
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1           5.       The BIA approved the camping membership agreements which included a  
2  
3 provision that Washington State law was to apply to the memberships in order to  
4 protect the members under the Washington State Campgrounds Act. Evans advertised  
5 these camping memberships as approved by the BIA and made representations that  
6 these memberships would give Plaintiffs the right to use and occupy the Mill Bay  
7 Resort until 2034. Evans provided written representations of the right to use and  
8 occupy until 2034, including a public offering statement and membership agreements  
9 that were specifically approved by the BIA.  
10  
11

12  
13           6.       The original plan Evans envisioned included 750 RV sites that would  
14 occupy the entire parcel of MA-8 but changed the plan and decided to construct a golf  
15 course and limit the number of RV sites. In 1989, Evans submitted a plan to revise the  
16 RV Resort plan in order to provide members with “expanded memberships.” The BIA  
17 approved these modifications and specifically approved incorporation of the  
18 “Expanded Membership Agreements” into the Master Lease. Expanded Membership  
19 Agreements included a provision for exclusive use of a specific lot in the Mill Bay  
20 Resort until the year 2034. Plaintiffs have a valid and binding contract which provides  
21 them the exclusive right to occupy and use the Mill Bay Resort.  
22  
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1           7.     At the time Evans initiated the Mill Bay Resort, MA-8 had been  
2 unoccupied and the shoreline was eroding into Lake Chelan. The Mill Bay Resort  
3 created an avenue for the allottees to receive a profit from the land they were not using  
4 and also to develop the land in a way that would preserve its integrity for future  
5 generations. As Lake Chelan became more developed, the land became much more  
6 valuable.  
7

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10           8.     Upon information and belief, since 2001, the Plaintiffs have faced  
11 numerous attempts to deprive them of their right to use and occupy the land due to the  
12 desire to develop and make a higher profit from the land. Upon information and belief,  
13 the most recent attempt to deprive them of this right and eject them from this property  
14 results from a combined effort between the Colville Confederated Tribes (the “Colville  
15 Tribes”) and the Bureau of Indian Affairs. Upon information and belief, the BIA,  
16 through its agents, was asked to devise a way to eject Plaintiffs and their Lessors  
17 (successors in Evans interest in the Master Lease), Wapato Heritage, LLC, from MA-8  
18 in order for the Colville Tribes to negotiate a new master lease in its name as lessor.  
19  
20  
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22  
23           9.     At the end of 2007, despite over 20 years of affirming the renewal had  
24 been exercised, the BIA made the assertion that the Master Lease had not been  
25

1 properly renewed and would expire. The BIA failed to provide Wapato Heritage with  
2 any reason as to why this renewal was invalid and failed to provide Wapato Heritage  
3 with information as to how it could properly exercise the renewal option prior to the  
4 deadline of February 2, 2008. The BIA asserts that the Plaintiffs' rights to Mill Bay  
5 expire in 2009 pursuant to the expiration of the Master Lease.  
6

## 7 **PARTIES**

8  
9  
10 10. Plaintiff Paul Grondal is a resident of King County in Washington State.

11 11. Plaintiff Mill Bay Members Association, Inc. (the "Association") is a  
12 Washington Non-Profit Corporation.  
13

14 12. "Plaintiffs" hereinafter refers to all above named plaintiffs collectively,  
15 where appropriate.  
16

17 13. Defendants Department of the Interior ("DOI") and Bureau of Indian  
18 Affairs are agencies of Defendant United States of America (the "United States") as  
19 defined in 5 U.S.C. § 551(1).  
20

21 14. Defendants Allottees are beneficial owners of an undivided interest in an  
22 Indian allotment known as MA-8. Defendant Wapato Heritage, LLC's interest is that  
23 of a life estate in said undivided beneficial ownership interest.  
24  
25





1 Bureau of Indian Affairs which affects Plaintiffs' property rights and interests in  
2 MA-8.  
3

4 22. This court may declare the rights and legal relations of the Plaintiffs  
5 pursuant to Title 28 U.S.C. § 2201.  
6

7 23. The venue of this District is proper pursuant to 28 U.S.C. § 1391(b)(2).  
8

9 24. The jurisdiction of these claims is proper under 28 U.S.C. § 1331 and  
10 1343(a), 5 U.S.C. §701 *et seq*, 28 U.S.C. § 1361, and 28 U.S.C. §1367.  
11

### 12 **WAIVER OF SOVEREIGN IMMUNITY**

13 25. Plaintiffs reallege the preceding paragraphs and incorporate herein by  
14 reference.  
15

16 26. Defendants have waived sovereign immunity pursuant to 5 U.S.C. § 702  
17 and the Fifth Amendment.  
18

### 19 **FACTUAL BACKGROUND**

20 27. Plaintiffs reallege the preceding paragraphs and incorporate herein by  
21 reference.  
22

23 28. The Wapato Family were members of the Moses Band of Indians, a  
24 federally recognized Indian tribe whose recognized status was later terminated by the  
25

1 United States government.

2 29. The General Allotment (Dawes) Act of 1887, 25 U.S.C. § 331 *et seq.*,  
3 authorized the President of the United States to allot land to individual Indians.  
4

5 30. Upon termination of the Moses Band, the United States required John  
6 Wapato and his family to choose between accepting an allotment for each family  
7 member on Lake Chelan or “removal” to the Colville Reservation.  
8

9 31. The Wapato family chose to accept allotments instead of moving to the  
10 Colville Reservation.  
11

12 32. In 1907, the United States granted MA-8 on Lake Chelan as an allotment  
13 to John Wapato.  
14

15 33. The United States holds title to MA-8 for the use and benefit of individual  
16 Indian allottees.  
17

18 34. Allottees hold a permanent possessory interest in their allotment.  
19

20 35. All MA-8 allottees (the “Allottees”) except for the Colville Confederated  
21 Tribes are descendants of the original allottee, John Wapato, a deceased member of the  
22 Colville Confederated Tribes (the “Colville Tribes”) in Washington State.  
23

24 36. Upon the death of John Wapato, his interest in MA-8 was passed in  
25

1 undivided interest to his heirs.

2 37. Undivided interest in MA-8 continues to pass in this manner.

3 38. The Colville Tribes acquired undivided interest upon the death of certain  
4 heirs of John Wapato when those heirs died intestate and without heirs who were  
5 enrolled tribal members.  
6

7 39. The Colville Tribes is also an Allottee with beneficial interest.

8 40. Currently, 35 Colville tribal members possess undivided interest in MA-8.

9 41. MA-8 is controlled, managed, and administered by the DOI through the  
10 BIA and its agents.  
11

12 42. In 1984, William W. Evans, Jr. ("Evans"), as a descendant of John  
13 Wapato, possessed a 5.4% undivided interest in MA-8 as an allottee.  
14

15 43. Evans shared this interest in MA-8 with 40 other allottees.

16 44. In 1981, Evans approached the other MA-8 Allottees with a proposal to  
17 lease MA-8 in order to open a Recreational Vehicle Camping Resort.  
18

19 45. After a majority of Allottees expressed interest in leasing MA-8, Evans  
20 provided the Allottees with a proposed lease agreement to consider for BIA approval.  
21

22 46. This proposed lease agreement was for a 25 year term, with an option to  
23

1 renew for an additional 25 years which would be automatically exercised upon signing  
2 the initial lease.  
3

4 47. In January 1982, Evans sent a letter to Sharon Redthunder at the BIA's  
5 Colville Indian Agency formally requesting to enter into a lease for MA-8.  
6

7 48. Upon information and belief, in July 1982, each Allottee was provided  
8 with a Consent to Lease form, which the majority of Allottees signed.  
9

10 49. This consent form included a provision that the Allottee agrees that  
11 "if a satisfactory lease is not agreed upon within 90 days from July 20, 1982  
12 Superintendent may, if necessary, exercise his authority to lease the land pursuant to  
13 the Act of July 8, 1940 (54 Stat. 745; 25 USC 380) Dept. of the Interior, Bureau of  
14 Indian Affairs."  
15  
16

17 50. As stated on the 1982 consent forms, at the time George Davis signed the  
18 lease, the Title 25 § 162.2 of the Code of Federal Regulations provided:  
19

20 (a) The Secretary may grant leases on individually owned  
21 land on behalf of...(4) the heirs or devisees to individually  
22 owned land who have not been able to agree upon a lease  
23 during the three-month period immediately following the  
24 date on which a lease may be entered into; provided, that the  
25 land is not in use by any of the heirs or devisees; and (5)  
26 Indians who have given the Secretary written authority to

1                   execute leases on their behalf.

2  
3           51.    In a letter dated January 30, 1984, the Acting Area Director of the BIA  
4 Portland Area Office, Wilford G. Bowker, sent a letter regarding “Mill Bay  
5 Recreational Vehicle Park lease on Colville Allotment MA-8.” This letter authorized  
6 George Davis, Superintendent of the Colville Agency, to “approve any lease,  
7 assignments, and modifications regarding the lease which may arise during its term.”  
8

9  
10          52.    On February 2, 1984, Evans entered into Business Lease 82-21 to lease  
11 MA-8 as “Lessee” (the “Master Lease”).  
12

13          53.    The Master Lease was entered into “by and between the Lessors, whose  
14 names and addressees (sic), and/or guardians of the Lessors, are listed in Exhibit ‘A’  
15 attached hereto and by this reference incorporated herein, hereinafter collectively  
16 referred to as ‘Lessor’.”  
17

18          54.    The second sentence of the lease stated that “Execution of this lease by  
19 the Lessor may be accomplished by the signing of counterpart duplicate copies.”  
20

21          55.    No exhibits were ever attached to the Master Lease.  
22

23          56.    Evans signed the Master Lease as “Lessee” and George Davis, signed as  
24 “Lessor” on behalf of Secretary of the Interior and pursuant to his authority under 25  
25

1 U.S.C. § 380 to enter into this lease binding the Allottees.

2  
3 57. The Master Lease defined “Secretary” as the “Secretary of the Interior or  
4 his authorized representative, delegate, or successor. For the purposes of this lease the  
5 Superintendent of the Colville Agency of the Bureau of Indian Affairs is the authorized  
6 representative of the Secretary.”  
7

8  
9 58. In February 1984, George Davis (“Davis”) was the Superintendent of the  
10 Colville Agency.

11  
12 59. In accordance with 25 CFR § 162.2, Davis had actual authority to bind  
13 and did bind the Allottees to the Master Lease agreement.

14  
15 60. At the time the Lease was signed, George Davis had actual and apparent  
16 authority to enter into the Lease and sign on behalf of the Allottees under 25 CFR  
17 162.2(a)(4) and (5) because he had obtained signed consent to lease forms from the  
18 majority of the Allottees and the 90 day period on those consent forms had run as of  
19 the date he signed the Lease.  
20

21  
22 61. At all times after George Davis signed the Master Lease on behalf of the  
23 Allottees, representatives of the BIA signed as the “Lessor” anytime the “Lessor” was  
24 required to provide information, sign lease modifications, or otherwise provide  
25

1 “Lessor’s” signature.

2  
3 62. Paragraph 3 of the Master Lease stated that the term of the lease was for  
4 25 years from February 2, 1984 with an option to renew for an additional 25 years.

5  
6 63. Paragraph 3 further provided that Lessee was to give “Lessor and the  
7 Secretary” written notice of his intent to exercise this renewal option at least 12  
8 months prior to the expiration of the original term.

9  
10 64. The Master Lease did not require approval of this renewal by either the  
11 Secretary or the Allottees, rather the Lease would automatically renew upon written  
12 notice.

13  
14 65. Paragraph 29 of the Lease explained “Payments and Notices” stating:

15  
16 All notices, payments and demands shall be sent to either  
17 party at the address herein recited or to such place as the  
18 parties may hereafter designate in writing. Notices and  
19 demands shall be served be [sic] certified mail, return receipt  
20 requested. The service of any such notice shall be deemed  
21 complete within ten (10) days after mailing in any post office  
22 within the United States. Copies of all notices and demands  
23 shall be sent to the Secretary in care of the office of the  
24 Bureau of Indian Affairs, P.O. Box 111, Nespalem,  
25 Washington 99155. All notices to Lessor shall be sent to the  
26 landowners. The Secretary shall furnish Lessee with the  
current names and addresses of the Lessor upon the request  
of Lessee.

1           66.    Evans’s address and the BIA Colville Agency’s address were the only  
2 addresses cited in the Lease and no other addresses were attached to the Lease.  
3

4           67.    Upon information and belief, no record exists that any notices or demands  
5 prior to 2007 were ever provided by either party and/or the Secretary by certified mail,  
6 nor was such service ever requested.  
7

8           68.    Under the Master Lease, modifications and subleases were not valid until  
9 approved by the Secretary or the Superintendent of the Colville Agency (as the  
10 Secretary’s agent).  
11

12           69.    On June 11, 1984, George Davis approved a sublease (the “1984  
13 Sublease”) of MA-8 between Evans (as Sublessor) and Sublessee Mar-Lu, Ltd. (“Mar-  
14 Lu”).  
15  
16

17           70.    Evans signed the 1984 Sublease (the “Mar-Lu Sublease”) on behalf of  
18 Mar-Lu as President of Chief Evans, Inc., General Partner of Mar-Lu.  
19

20           71.    George Davis approved the Mar-Lu Sublease which stated it was an  
21 “amendment to lease.”  
22

23           72.    Evans was the only Allottee to sign this agreement.

24           73.    On January 30, 1985, Evans sent a letter to George Davis at the Colville  
25



1 Agency's address as stated on the Master Lease, informing him that he was exercising  
2 his option to renew the Master Lease for another 25 year term. This would extend the  
3 Master Lease to February 1, 2034.  
4

5 74. The Colville Agency marked this letter as received on March 18, 1985.  
6

7 75. Evans also sent this letter to other Allottees in January 1985.  
8

9 76. Upon execution of the Master Lease, Evans began plans for the Mill Bay  
10 Resort for which he would sell specific lots to RV campers who wanted a long term  
11 lease to lots on Lake Chelan.  
12

13 77. Mar-Lu, managed by Evans, began selling memberships in 1984.  
14

15 78. Evans later dissolved Mar-Lu and continued selling camping  
16 memberships in Mill Bay Resort through Chief Evans, Inc.  
17

18 79. In 1989, Evans decided to change the RV camp resort concept and reduce  
19 the number of RV sites originally planned in order to construct and run a golf course  
20 on MA-8.  
21

22 80. Additionally, Evans wanted to provide campers with "Expanded  
23 Memberships" so that members could pay more for an exclusive right to a specific RV  
24 site until 2034.  
25

1           81. Evans submitted these modifications, including the “Expanded  
2 Membership Agreement,” for approval by the BIA.  
3

4           82. On July 7, 1989, Sharon Redthunder, then Real Property Officer at the  
5 Colville Agency, sent Evans’ attorney, Jack Doty, a letter stating that the  
6 Superintendent reviewed the modification in accordance with the “Expanded  
7 Membership Sale Agreement” and granted permission to incorporate it into the Lease.  
8 George Davis was copied on this letter.  
9  
10

11           83. On July 30, 1990, the Master Lease again was modified. Attached to the  
12 modification was a “Master Plan History” and “Modification Requests.” The  
13 modification was only signed by Evans and the Superintendent of the Colville Agency.  
14 The modification also discussed the marketing of “Expanded Memberships” which, it  
15 stated, had previously been approved by the Superintendent.  
16  
17

18           84. Around 1991, Evans began selling “expanded memberships” to Mill Bay  
19 Members and new buyers.  
20

21           85. Evans and his sales staff advertised these camping memberships to the  
22 public providing verbal and written assurances that that the expanded membership was  
23 good for 50 years until 2034 and had been approved by the BIA.  
24  
25

1           86. One such document provided to potential buyers of the camping  
2  
3 “memberships” was a prospectus filed under oath with the State of Washington under  
4 the Washington State Campground Act. This prospectus included recitals regarding  
5 the nature of the membership and the fact that the membership agreements were co-  
6 extensive with the 50 year lease term until 2034.  
7

8           87. In 1991 many members purchased an “expanded membership” to Mill  
9 Bay RV Park for \$25,000 which entitled the member to a specific piece of property for  
10 the promised duration of the Master Lease of 2034.  
11

12           88. The “Expanded Membership” was sold with the representation that it had  
13 been approved by the BIA (presumably based upon Sharon Redthunder’s 1989 letter)  
14 and under the protection of the Washington State Campground Act.  
15  
16

17           89. Paragraph 13 of the Mill Bay Resort Expanded Membership Sale  
18 Agreement (the “Expanded Membership Agreement”) states that the duration of the  
19 membership is:  
20

21                           coextensive with the fifty (50) year term commencing  
22 February 2, 1984, of Seller’s lease for the Mill By property,  
23 which lease was entered into between the United States  
24 Department of the Interior, Bureau of Indian Affairs, and  
25 William W. Evans, Jr., on February 2, 1984, and  
26

1                   subsequently assigned by William W. Evans, Jr., to Seller.

2  
3           90. Both the original Membership Sale Agreement and Expanded  
4 Membership Sale Agreement include a provision stating: “This contract shall be  
5 interpreted and enforced in accordance with the laws of the State of Washington.”  
6

7           91. Generally, under 25 C.F.R. § 1.4(a), general application of State law to  
8 Indian trust land is prohibited. However, under 25 C.F.R. § 1.4(b), the Secretary may  
9 make state law applicable to Indian trust land:  
10

11                   The Secretary of the Interior or his authorized representative  
12 may in specific cases or in specific geographic areas adopt or  
13 make applicable to Indian lands all or any part of such laws,  
14 ordinance, codes, resolutions, rules or other regulations  
15 referred to in paragraph (a) of this section as he shall  
16 determine to be in the best interest of the Indian owner or  
17 owners in achieving the highest and best use of such  
property.

18           92. When Evans established the Mill Bay Resort, he was aware of the need to  
19 provide potential camping members with an enforceable contract under a stable  
20 regulatory scheme. The Washington Camping Resorts Act and other Washington law  
21 provided consumers with the necessary assurances to protect their long-term  
22 investment in the Mill Bay Resort.  
23  
24  
25  
26

1           93. By approving the membership contracts and incorporating them into the  
2 Master Lease as a modification, the BIA adopted the provisions of the agreements  
3 allowing state law to apply to the Mill Bay Resort and extending the members' rights.  
4

5           94. In all, from 1984 to 1994, over 183 consumers purchased camp  
6 memberships paying anywhere between \$5,995 to \$25,000 for the membership alone.  
7

8           95. All of the membership contracts were to last 50 years until the year 2034,  
9 and the BIA had approved the 50-year term.  
10

11           96. Under the membership agreements, members have the right to sell their  
12 memberships at an increased price than that originally paid. Evans and his successors  
13 in interest retained a percentage of these sales/assignments.  
14

15           97. Upon information and belief, new members have paid up to three times  
16 that of the original price in order to purchase a camping membership valid until 2034.  
17

18           98. Consumers paid millions of dollars in reliance of the validity of these  
19 memberships and the 2034 expiration date that was approved by the BIA.  
20

21           99. Members continue to pay for improvements, including quarterly dues for  
22 operating costs pursuant to their original sales agreements.  
23

24           100. Upon selling the majority of the memberships, Evans wanted to modify  
25

1 his original campground concept even further by subleasing a portion of MA-8 for  
2 construction and operation of a casino.  
3

4 101. On August 6, 1993, Evans (on behalf of Chief Evans, Inc., successor in  
5 interest to Mar-Lu) entered into another sublease (the "CTEC Sublease") with Colville  
6 Tribal Enterprise Corporation ("CTEC").  
7

8 102. Part 1 of the CTEC Sublease provided:  
9

10 The term of this sublease shall be the time remaining on the  
11 twenty-five (25) year term as established in Master Lease  
12 No. 82-21 and shall begin on \_\_\_\_\_, 1993, and the  
13 additional term of twenty-five (25) years exercised by Evans  
14 in the letter to the Superintendent on January 30, 1985.  
15 CTEC's act of entering into this sublease by subscribing its  
16 name hereto shall be deemed as the exercise of its option to  
17 extend this sublease for the additional twenty-five (25) year  
18 term. The initial approval of this sublease by the Secretary  
19 ***shall be deemed to be an acceptance by the Secretary of***  
20 ***such extension. [Emphasis added]***

21 103. This sublease, signed as approved by the BIA for the Secretary, further  
22 modified the Master Lease and acknowledged the validity of the renewal.  
23

24 104. In April 1996, certain Allottees called the Colville Agency inquiring  
25 about their lease payments. Harvey George, Jr. Realty Specialist at the Colville  
26 Agency sent a letter to these individual Allottees in response to their phone calls. This

1 letter, dated June 4, 1996, explained the Lease payment schedule as well as stating the  
2 term of the Lease is to expire February 1, 2034.  
3

4 105. In 2001, Mill Bay Members received a letter from Chief Evans, Inc.  
5 stating the park was closing at the end of 2001 and all membership contracts would be  
6 cancelled at that time.  
7

8 106. In order to better understand their rights under the various agreements  
9 with Evans and the Master Lease, Mill Bay Resort Members submitted several  
10 Freedom of Information Act (“FOIA”) requests for documents in the Mill Bay/Evans  
11 Lease file at the Colville Agency to which the BIA failed to timely respond.  
12

13 107. When the BIA finally provided documents regarding the Mill Bay Resort  
14 and Master Lease, it excluded much of the documentation for various reasons. Upon  
15 information and belief, the Association has been unable to obtain the necessary  
16 documents regarding the Master Lease and the Mill Bay Resort.  
17

18 108. In response to Chief Evans, Inc. letter stating the decision to close the  
19 park, Mill Bay Members Association (the “Association”) petitioned the Washington  
20 State Attorney General, beginning an investigation into the assets and affairs of the  
21 Mill Bay Resort and Chief Evans, Inc.  
22  
23  
24  
25

1           109. The Washington State Attorney General’s Office served interrogatories on  
2 Chief Evans, Inc., who in turn commenced a lawsuit against both the Mill Bay  
3 Members and the Washington State Attorney General in Colville Tribal Court seeking  
4 court approval to close the park.  
5

6  
7           110. The Colville Tribal Court subsequently dismissed the suit for lack of  
8 jurisdiction.  
9

10           111. Paul Grondal and Mill Bay Resort Members filed a Complaint in Chelan  
11 County Superior Court against Chief Evans, Inc., William Evans, Jamie Jones,  
12 Kenneth and Leslie Evans, and John Jones (the “Chief Evans Defendants”) seeking to  
13 enjoin them from cancelling the memberships and closing the park.  
14

15           112. This Complaint alleged breach of contract, fraud and misrepresentation,  
16 violation of the Camping Resort Act, violation of Washington’s Consumer Protection  
17 Act, interference with contractual relationships, seeking appointment of a Receiver and  
18 injunctive relief.  
19

20  
21           113. Upon information and belief, the Chief Evans Defendants petitioned the  
22 BIA to intervene in the action or file an amicus brief on behalf of the individual  
23 Allottees but the BIA refused to provide any assistance in the action.  
24  
25



1           114. In March 2003, Defendants in that action sought removal to the Eastern  
2 District of Washington but on April 18, 2003 Judge Wm. Fremming Nielson ruled the  
3 federal district court lacked subject matter jurisdiction over the claims.  
4

5           115. On June 26, 2003, Judge John Bridges in Chelan County Superior Court  
6 issued an order finding that the State of Washington retained jurisdiction over the  
7 dispute of the parties. In this order, Judge Bridges stated:  
8

9                       The Master Lease was executed by George Davis,  
10 Superintendent of the Colville Indian Agency on behalf of  
11 the Department of the Interior, Bureau of Indian Affairs.  
12

13           116. The Supreme Court of Washington denied the Defendants' petition for  
14 direct review of Judge Bridges order on November 18, 2003.  
15

16           117. Evans died on September 11, 2003 and further court action ensued  
17 regarding this action and the probate of his estate.  
18

19           118. On April 5, 2004, Paul Grondal and the Mill Bay Resort Members filed  
20 suit in Chelan County Superior Court seeking damages on a contingent creditor's  
21 claim against Evans' estate.  
22

23           119. During these proceedings, the Mill Bay Resort Members formed and  
24 incorporated the Mill Bay Members Association, a Washington non-profit corporation.  
25

1           120. Subsequently, the Personal Representative of Evans' Estate invoked the  
2 right to mediation of the dispute under Washington's Trust and Estate Dispute  
3 Resolution Act, RCW 11.96A *et seq.*

4  
5           121. A two-day mediation occurred in Seattle on August 8, 2004 and  
6 September 9, 2004.

7  
8           122. BIA officials were present at that mediation, including Sharon Redthunder  
9 and Superintendent Nicholson.

10  
11           123. The parties entered into a Settlement Agreement on September 15, 2004  
12 pursuant to the mediation to settle the creditor's claims and lawsuits filed by Paul  
13 Grondal and Mill Bay Members.

14  
15           124. Mary Wynne, attorney for Evans' heir Sandra Evans, filed a Letter of  
16 Objection to the Settlement with the mediator and a Motion to Disallow the Agreement  
17 with the BIA.

18  
19           125. Upon information and belief, the BIA failed to respond and/or refused to  
20 object to the Settlement Agreement.

21  
22           126. Jeffrey Webb filed a motion seeking approval of the Settlement  
23 Agreement on October 14, 2004.

1           127. Notice of the Settlement Agreement and motion seeking judicial approval  
2  
3 was served on all interested parties to the pending litigation and all beneficiaries of  
4 Evans' estate.

5           128. Notice of the Order required anyone with objections or comments to the  
6  
7 Settlement Agreement to notify the Court and provide their contact information with a  
8  
9 written statement of their desire to appear at the Settlement Approval Hearing  
10 scheduled on November 23, 2004.

11           129. Judge Bridges approved the Settlement Agreement on November 23, 2004  
12  
13 after considering objections and comments.

14           130. On November 24, 2004 all interested parties were served with notice of  
15  
16 Judge Bridges approval of the Settlement Agreement.

17           131. The BIA, Colville Tribes, and CTEC were considered interested parties  
18  
19 and received notice of the Settlement Agreement.

20           132. The Settlement Agreement sent to the BIA stated:

21  
22           All parties acknowledge that the Mill Bay Members have a  
23           right to use the property commonly known as the Park  
24           pursuant to the Prior Documents and this Agreement through  
25           December 31, 2034...

1           133. Upon information and belief, the BIA was at all times apprised of the  
2 litigation and provided with notice of the pending actions of the parties.  
3

4           134. Not only did the BIA participate in the mediation, but it was also served  
5 with a Motion to Disallow the Agreement as well as a copy of the final Settlement  
6 Agreement and never objected to the terms of the Settlement Agreement at any time  
7 prior to or after Judge Bridges entered his Order.  
8  
9

10           135. Upon information and belief, the BIA and Allottees were fully aware of  
11 the Chelan County litigation and at all times knew Evans had exercised his option to  
12 renew the Master Lease.  
13

14           136. On July 14, 2004, Superintendent Nicholson signed a Lease Information  
15 Affidavit which was submitted to the Washington State Department of Licensing and  
16 Regulation. This affidavit stated that the MA-8 Lease expires February 2, 2034 and  
17 that the landlord for this land was the “Bureau of Indian Affairs.” Superintendent  
18 Nicholson signed this affidavit as “Signature of Landlord.”  
19  
20

21           137. On November 9, 2005, Indian Probate Judge Stancampiano issued his  
22 Order Approving Settlement Agreement which settled Evans’ Estate. This settlement  
23 granted the Colville Tribes all of Evans’ trust interest in MA-8 subject to a life estate  
24  
25  
26

1 belonging to Wapato Heritage, LLC (“Wapato Heritage”). The life estate is measured  
2  
3 by the last surviving great-grandchild of Evans.

4 138. Evans’ grandsons are currently members of Wapato Heritage.

5  
6 139. Wapato Heritage possesses a life estate in Evans’ MA-8 allotment  
7 interest, which currently consists of an approximately twenty three percent undivided  
8 interest in MA-8.

9  
10 140. Beginning in 2005, Wapato Heritage began negotiating a Replacement  
11 Lease with the MA-8 Allottees.

12  
13 141. Upon information and belief, these negotiations included meetings  
14 arranged by the BIA in order for Wapato Heritage to provide information about the  
15 suggested Replacement Lease.  
16

17 142. Upon information and belief, these meetings and other communications  
18 regarding the Replacement Lease included statements that the Master Lease had been  
19 renewed until 2034.  
20

21 143. Upon information and belief, as a result of these negotiations and other  
22 previous documentation provided to the Allottees, all of the Allottees received actual  
23 notice that the Master Lease had been renewed prior to January 2007.  
24  
25

1           144. By June 2006, a majority of the Allottees had approved the Replacement  
2 Lease.  
3

4           145. Wapato Heritage submitted the Replacement Lease for approval in June  
5 2006 but the BIA failed to respond to this request and did not approve or deny the  
6 Replacement Lease.  
7

8           146. In a letter dated July 17, 2006, Marlene Marcellay, an MA-8 Allottee sent  
9 a letter to Superintendent Raymond Fry voicing her concerns about the new lease  
10 proposal and requesting the BIA to provide information and take action on the issues  
11 to an attached document.  
12

13           147. Ms. Marcellay's letter questioned whether the BIA had fully acted within  
14 the Allottees best interests and requested proof that the lease had been validly entered  
15 into and the BIA appropriately supervised Lease compliance.  
16

17           148. On October 26, 2007, the Chairman of the Colville Tribes sent a letter to  
18 BIA's council requesting the "current legal status of the 25-year extension."  
19

20           149. Despite the BIA's repeated acknowledgements in documentation and even  
21 under oath that the Master Lease expired in 2034, on November 30, 2007,  
22 Superintendent Fry, on behalf of the BIA, informed Wapato Heritage of the BIA's  
23  
24  
25

1 position that Evans had not validly exercised the option to renew the Master Lease.  
2  
3 This letter failed to provide any explanation as to why the renewal was invalid or how  
4 Wapato Heritage could cure this alleged deficiency.

5  
6 150. On December 18, 2007, Wapato Heritage responded to the letter stating  
7 that the option to renew had been exercised and the BIA had repeatedly and  
8 consistently acknowledged the renewal as valid.

9  
10 151. The BIA failed to provide reasons explaining why the option to renew had  
11 not been validly exercised. The BIA further failed to provide information as to how  
12 this could be remedied in order to properly renew the Master Lease prior to the  
13 necessary date of February 2, 2008.

14  
15 152. Prior to February 2, 2008, the BIA never provided Plaintiffs with notice  
16 that the Master Lease would expire in 2009.

17  
18 153. The Business Council of the Colville Tribes passed a resolution  
19 supporting the United States position that the Master Lease had not been effectively  
20 renewed and that the Colville Tribes was seeking to be the new Master Lease holder  
21 upon expiration of the current lease.

22  
23  
24 154. The BIA issued another decision on the Master Lease renewal on August  
25

1 7, 2008 which Wapato Heritage, as Lessees under the Master Lease, appealed to the  
2 BIA Northwest Regional Director in Portland, Oregon.  
3

4 155. The Northwest Regional Director affirmed the BIA's position on October  
5 31, 2008.  
6

7 156. On June 6, 2008, Wapato Heritage filed suit in the United States District  
8 Court for the Eastern District of Washington seeking injunctive relief and declaratory  
9 judgment.  
10

11 157. A hearing was held for that case, *Wapato Heritage, LLC v. United States*  
12 *of America, et al.*, on November 17, 2008 regarding Wapato Heritage's motions for  
13 partial summary judgment for claims for injunctive relief, deprivation of property in  
14 violation of Fifth Amendment Due Process Clause, arbitrary and capricious agency  
15 action, and declaratory judgment that the option to renew was validly exercised.  
16  
17

18 158. Subsequently, the Court denied Wapato Heritage partial summary  
19 judgment regarding all issues and dismissed the claim for declaratory judgment.  
20

21 159. The *Wapato Heritage, LLC* case is currently pending appeal.  
22

23 160. Paragraph 8 of the Master Lease, titled "Status of Subleases on  
24 Conclusion of Lease" states:  
25



1 Termination of thie [sic] Lease, by cancellation or otherwise,  
2 shall not serve to cancel subleases or subtenancies, but shall  
3 operate as an assignment to Lessor of any and all such  
4 subleases or subtenancies and shall continue to honor those  
5 obligations of Lessee under the terms of any sublease  
6 agreement that do no [sic] require any new or additional  
7 performance not already provided or previously performed  
8 by Lessee...

9 161. Upon discovering the BIA's position regarding the Master Lease renewal,  
10 the Association sent a letter to the Superintendent of the Colville Agency and the  
11 Regional Solicitor's Officer for the Pacific Northwest Region of the DOI asserting that  
12 Paragraph 8 allows the Association, as subtenants, to use and occupy the land until  
13 2034, in accordance with the Membership Agreements and the Settlement Agreement.  
14

15 162. While expiration of the Master Lease may serve to terminate the Master  
16 Lease, it does not cancel the subtenancies expressly approved by the Secretary.  
17

18 163. The United States attorney at the Regional Solicitor's Portland Office and  
19 the Superintendent of the Colville Agency responded to these letters asserting that the  
20 BIA's position is that the Association's tenancy expires when the Master Lease  
21 allegedly expires on February 2, 2009.  
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## CLAIMS FOR RELIEF

### Estoppel

164. Plaintiffs reallege the preceding paragraphs and incorporate herein by reference.

165. The BIA was authorized to bind the Allottees to the Master Lease and any modification or plans related to that lease.

166. The BIA was authorized to bind the United States in regards to the leasing of MA-8 as land owned by the United States in trust for the benefit of the Allottees.

167. The BIA agents who negotiated, executed, modified, and otherwise managed the Master Lease acted within the scope of their authority when they acknowledged the validity of renewal and modified the terms of the Master Lease through their subsequent actions and omissions.

168. The BIA was the sole signatory and supervisor of the Master Lease for over 20 years, never seeking the MA-8 Allottees' input regarding the management of MA-8 and at all times representing to third parties, including the State of Washington and Plaintiffs, that the BIA was the Lessor for all purposes under the Master Lease.

169. The BIA repeatedly acknowledged that the Master Lease and Plaintiffs'

1 tenancy extended until 2034.

2  
3 170. Plaintiffs relied on these statements, actions and omissions by investing in  
4 camping memberships, rents, improvements to the property, and in entering into the  
5 Settlement Agreement with Chief Evans, Inc.  
6

7 171. The BIA now claims the Master Lease and Plaintiff's tenancy expires on  
8 February 2, 2009, contradicting its statements and actions for the past 20 years.  
9

10 172. Permitting the BIA to repudiate its actions and statements of the last 20  
11 years will cause actual and serious injury to Plaintiffs.  
12

### 13 **Waiver and Acquiescence**

14 173. Plaintiffs reallege the preceding paragraphs and incorporate herein by  
15 reference.  
16

17 174. The BIA had authority and did execute the Master Lease signing as  
18 "Lessor."  
19

20 175. The BIA, as Trustee to the Allottees, had the duty to enforce the  
21 Allottees' contractual and legal rights.  
22

23 176. By consistently asserting the option to renew had been validly exercised  
24 and signing documents affirming the extended term, the BIA waived any objections to  
25

1 the validity of the notice to exercise the option to renew the Master Lease.

2  
3 177. By approving the Extended Membership Agreements and by failing to  
4 object to the Settlement Agreement both of which extended the Association's right to  
5 use a portion of MA-8 until 2034, the BIA waived any objections to extending the term  
6 of the camping memberships.  
7

8  
9 178. The same BIA agents with authority to execute and modify the Master  
10 Lease had authority to approve use of MA-8 as Trustee for the Allottees and did  
11 approve such use by acquiescing to or waiving any objections to the Settlement  
12 Agreement allowing the Association continued use of the RV Resort until 2034.  
13

14  
15 179. The BIA and Allottees accepted the increased payments as scheduled  
16 under the Settlement Agreement, further acquiescing to Judge Bridges' order regarding  
17 the Association's tenancy of MA-8 until 2034.  
18

19  
20 180. The BIA cannot now claim defect in performance without first providing  
21 notice of the defect, the nature of the defect and allowing the right to cure the defect.  
22

### 23 Modification

24  
25 181. Plaintiffs reallege the preceding paragraphs and incorporate herein by  
26 reference.



1 few Allottees and has not sought input from the majority of Allottees regarding the  
2 status of the notice to renew or their desire to find the renewal invalid.  
3

4 189. Further, upon information and belief, the Colville Tribes are the Allottee  
5 whose interests the BIA has based its decisions upon and consulted with regarding the  
6 current leasing of MA-8.  
7

8 190. Upon information and belief, the Colville Tribes is currently attempting to  
9 become the Lessee of a new Master Lease.  
10

11 191. Upon information and belief, the purpose of invalidating the Master Lease  
12 was to provide the Colville Tribes with more control over the leased property and  
13 allow for the Colville Tribes to receive a greater financial benefit.  
14

15 192. While the BIA has a fiduciary duty to the Colville Tribes, it has an equal  
16 duty to the other MA-8 Allottees and must consider their interests and desires prior to  
17 any actions on the leased land.  
18

19 193. There is an inherent conflict of interest between the Colville Tribes as an  
20 Allottee and as a potential Lessee.  
21

22 194. In order to represent the interests of all MA-8 Allottees, the BIA must  
23 take all Allottees interests into consideration and not rely on the requests and position  
24  
25

1 of Allottees who represent less than a majority of the MA-8 allotment interest.

2  
3 195. Upon information and belief, the BIA's actions are an attempt to enable  
4 the Colville Tribes to obtain additional money from land upon which a valid lease  
5 already exists.

6  
7 196. The BIA has consistently taken the position that it executes, controls and  
8 manages leasing, subleasing, and use of MA-8.

9  
10 197. The BIA's current position that it did not have authority to accept notice  
11 on behalf of the Allottees, modify the terms of the Master Lease, modify terms of any  
12 Subleases to MA-8, or otherwise burden and encumber the Allottees' rights to MA-8  
13 constitutes arbitrary and capricious agency action, is an abuse of discretion and  
14 otherwise not in accordance with the law.

15  
16  
17 198. These actions have caused injury to the Plaintiffs.

18  
19 **Violation of the Fifth Amendment to the Constitution of the United States**

20 199. Plaintiffs reallege the preceding paragraphs and incorporate herein by  
21 reference.

22  
23 200. Plaintiffs have an exclusive right to use and occupy the portion of MA-8  
24 known as the Mill Bay Resort.

1           201. Such an exclusive use to use and occupy land is a valid property right.

2           202. The BIA represents the United States as Trustee for Indian lands,  
3  
4 negotiated the terms of the Master Lease as well as being the sole signatory for the  
5 Lessor, and acted as the approving authority for all plans and improvements of MA-8,  
6  
7 thus, the BIA is an interested party to the Master Lease.

8           203. As an interested party, the BIA's determination cannot be a binding  
9 adjudication as to the validity of the renewal or termination of the Master Lease,  
10 subleases and other usage rights to MA-8 without violating Plaintiffs' Due Process  
11  
12 rights.

13           204. The BIA is an interested party to the lease transactions as it is  
14 representing the Allottees in a fiduciary capacity as well as signing documents as  
15  
16 "Lessor."

17           205. The Defendants' determination that the Plaintiffs' tenancy of MA-8  
18 expires on February 2, 2009 deprives Plaintiffs of their property rights without due  
19  
20 process of the law and in violation of the Fifth Amendment to the Constitution of the  
21  
22 United States of America.

23           206. No adequate compensatory remedy exists that could provide Plaintiffs  
24  
25



1 with just compensation for the loss of their rights to use and occupy a portion of MA-8  
2 through 2034.  
3

### 4 **Declaratory Judgment**

5 207. Plaintiffs reallege the preceding paragraphs and incorporate herein by  
6 reference.  
7

8 208. An actual controversy exists between Plaintiff and the Defendants  
9 regarding the term of the Master Lease expiring on February 2, 2034.  
10

11 209. Pursuant to consent of the United States given by the act of August 15,  
12 1953 (Public Law 280, 83rd Congress, First Session) and RCW 37.12.010, compliance  
13 with provisions of the Master Lease should be interpreted according to Washington  
14 State law.  
15  
16

17 210. Further, the Secretary approved application of Washington State law to  
18 the Mill Bay Membership Agreements and enforcement of those terms.  
19

20 211. The MA-8 Allottees all received actual written notice that the option to  
21 renew had been exercised prior to the required date of February 1, 2008.  
22

23 212. Under Washington State law, the option to renew the Master Lease has  
24 been validly exercised.  
25

1           213. Even if this court finds that the option to renew was not validly exercised  
2  
3 pursuant to the terms of the original Master Lease, the BIA had actual authority to sign  
4 on behalf of the Allottees and subsequently modify the terms of the lease, thus the  
5 BIA's actions and inactions constituted modification of this provision and/or waiver of  
6 perfect performance of this provision.  
7

8           214. Similarly, the BIA had actual authority to extend the Association's  
9 tenancy of MA-8 until the end of 2034.  
10

11           215. The rejection of the option to renew is effectively a termination of the  
12 Master Lease.  
13

14           216. The Master Lease provides that any termination of the Master Lease shall  
15 not serve to cancel any subtenancies, therefore, expiration of the Master Lease does not  
16 terminate the Association's tenancy and rights to use Mill Bay Resort.  
17

18           217. Even if Washington State law is not applied to interpret the terms of the  
19 lease and the court finds the BIA lacked authority to modify the terms of the lease  
20 and/or accept less than perfect performance, the majority of the Allottees have not  
21 rejected notice of the Master Lease renewal, thus if the BIA lacks authority to act on  
22 behalf of the Allottees, it cannot now reject the Master Lease renewal if the majority of  
23  
24  
25

1 the Allottees have not rejected the renewal.

2  
3 218. The BIA, as Trustee for the Allottees, had the opportunity to object to the  
4 Settlement Agreement allowing the Association's continued use of the RV Resort until  
5 2034, and subsequently had the opportunity to be heard regarding this issue which was  
6 determined as settled by a court of law in November 2004.  
7

8 219. That Settlement Agreement is binding upon all parties with interest in the  
9 portion of MA-8 known as Mill Bay Resort, including the Allottees.  
10

11 **PRAYER FOR RELIEF**

12  
13 WHEREFORE, the Plaintiff prays for relief against the Defendants as follows:

14 1. For a stay to maintain the status quo regarding the Associations' use and  
15 rights to the Mill Bay Resort pending this litigation and the appeal of Wapato Heritage,  
16 *LLC v. United States*;

17  
18 2. For a declaratory judgment, pursuant to 28 U.S.C. § 2201, that Defendants  
19 are equitably, collaterally, or otherwise estopped from denying the Plaintiffs their  
20 rights to use the Mill Bay Resort until February 2, 2034;

21  
22 3. For a declaratory judgment, pursuant to 28 U.S.C. § 2201, that the  
23 Plaintiffs have a right to use and occupy the land known as the Mill Bay Resort until  
24  
25

1 February 2, 2034;

2  
3 4. For a declaratory judgment that the Master Lease has been effectively  
4 renewed until February 2, 2034;

5  
6 5. For a declaratory judgment that the BIA's actions invalidating the renewal  
7 of the Master Lease constitutes termination of the Master Lease;

8  
9 6. For an order holding unlawful and setting aside the Defendants'  
10 determinations that the Master Lease was not properly renewed, pursuant to 5 U.S.C.  
11 §706;

12  
13 7. For injunctive relief permanently enjoining Defendants from denying the  
14 validity of the renewal of the Master Lease;

15  
16 8. For injunctive relief permanently enjoining Defendants from denying the  
17 Plaintiffs rights to use and occupy the land known as Mill Bay Resort until  
18 February 2, 2034;

19  
20 9. For costs and reasonable attorneys' fees allowed by law, including, but  
21 not limited, to those provided by 28 U.S.C. § 2412, the Master Lease, and the  
22 Settlement Agreement approved by the Chelan County Superior Court on  
23 November 23, 2004;

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10. For any other relief as the Court deems just and proper.

DATED this 21<sup>st</sup> day of January, 2009.

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