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8	SUPERIOR COURT OF T	THE STATE OF CALIFORNIA
9	FOR THE COU	NTY OF SAN DIEGO
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11	CALIFORNIA VALLEY MIWOK TRIBE,	No: 37-2008-00075326-CU-CO-CTL
12 13	Plaintiff,	APPLICANT INTERVENORS' MEMORANDUM OF POINTS AND AUTHORITIES SUPPORTING MOTION
14	V.	TO INTERVENE
115 116 117 118 119 120 221	CALIFORNIA GAMBLING CONTROL COMMISSION, et al., Defendants,	Law and Motion Hearing Date: December 17, 2010 Hearing Time: 8:30 a.m. Hearing Place: C-62 Trial Trial Date: May 13, 2011 Trial Dept: C-62 Trial Judge: The Hon. Ronald L. Styn Filing Date First Amended Complaint: August 29, 2008
23 24 25 26 27 28	CALIFORNIA VALLEY MIWOK TRIBE, CALIFORNIA (a.k.a. SHEEP RANCH RANCHERIA OF ME-WUK INDIANS, CALIFORNIA), YAKIMA K. DIXIE, VELMA WHITEBEAR, ANTONIA LOPEZ, ANTONE AZEVEDO, MICHAEL MENDIBLES, AND EVELYN WILSON, Applicant Intervenors.	i

Intervenors' Memorandum of Points and Authorities In Support of Motion to Intervene CVMT v. CGCC San Diego County Superior Court Case No. 37-2008-00075326-CU-CO-CTL

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The Intervenors, Yakima K. Dixie, Velma WhiteBear, Antonia Lopez, Antone Azevedo, Michael Mendibles and Evelyn Wilson hereby submit the following Memorandum of Points and Authorities in support of their MOTION TO INTERVENE AS DEFENDANTS, pursuant to California Code of Civil Procedure §387.

I. STATEMENT OF FACTS

This matter concerns Plaintiff's, Silvia Burley's, attempt to compel the California Gambling Control Commission ("CGCC") to distribute millions of dollars from the Revenue Sharing Trust Fund ("RSTF") and the Special Distribution Fund (collectively with RSTF, the "Funds") to her.

The rightful beneficiaries of the Funds are the people of the California Valley Miwok Tribe, California, formerly known as the Sheep Ranch Rancheria of Me-Wuk Indians of California (the "Tribe").

Yakima K. Dixie, Velma WhiteBear, Antonia Lopez, Antone Azevedo, Michael Mendibles, and Evelyn Wilson (the "Intervenors") seek leave of Court to intervene to protect the pecuniary interest of the Tribe and its full membership in the Funds.

As discussed below, Mr. Dixie is a member, the Hereditary Chief, tribal chairman, and traditional authority of the Tribe.

In 1915, the federal government settled a small band of Miwok Indians on a small parcel of Calaveras County referred to as Sheep Ranch Rancheria. *See* Exhibit A, August 13, 1915 Letter to the Commissioner of Indian Affairs from the Special Indian Agent and Census of the Indians attached thereto. The Sheep Ranch Rancheria was held in trust for the Tribe until 1966, when the land was distributed to Mr. Dixie's mother, Mabel Louise Hodge Dixie, as the "head" of the "Indians of Sheep Ranch Rancheria" pursuant to the California Rancheria Termination

Act of 1958, as amended. California Rancheria Termination Act, Pub. L. No. 85-671, 72 Stat. 619 (1958), amended by Pub. L. No. 88-419, 78 Stat. 390 (1964); See also Exhibit B, Bureau of Indian Affairs ("BIA") documents from 1965 and 1966 (describing distribution of the Rancheria to Mrs. Dixie). That transfer was nullified and the federal government then held the Rancheria in trust for Mrs. Dixie. By Miwok tradition, Mr. Dixie inherited his mother's trust interest in the Rancheria and became Hereditary Chief of the Tribe. See Exhibit C, excerpt from the Handbook of California Indians (explaining the "well-defined and hereditary affair" of Miwok chieftainship); See also Declaration of Yakima Dixie, filed separately, in support of intervention (explaining the history and the Dixie family relationships).

All the Intervenors submitted genealogies in response to the BIA April 11, 2007 public notice discussed below to prove their tribal membership by descent from one or more persons whom the Bureau of Indian Affairs ("BIA") acknowledged as early member(s) of the Tribe by virtue of their identification in official United States government records as an Indian or Indians residing at the former Sheep Ranch Rancheria. *See* Declarations of Members/Intervenors Yakima K. Dixie, Velma Whitebear, Michael Mendibles, Evelyn Wilson, Antone Acevedo, and Antonia Lopez filed separately from this Memorandum of Points and Authorities in support of their motion to intervene. Accordingly, each Intervenor is a legitimate member of the Tribe. *Id.*

In 1996, Mr. Dixie provided assistance to Ms. Burley, and her children, allowing them into the Tribe so that they could obtain medical and education benefits. *See Mr. Dixie's separately filed declaration supporting intervention*. In 1999, without Mr. Dixie's permission, Ms. Burley began to represent herself to be the chairperson of the Tribe, relying on a document purportedly showing Mr. Dixie's resignation as tribal chairman. That document is a forgery. *See* Mr. Dixie's separately filed declaration. Ms. Burley also set up a purported tribal

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government, consisting of herself and her two daughters. Mr. Dixie and Ms. Burley have participated in extensive litigation and administrative actions regarding Ms. Burley's false claims to Tribe leadership. *See* **Exhibit E**, List of Litigation and Administrative Appeals. The BIA does not currently recognize, and has not recognized since 2005 anyone, including Ms. Burley, to be the leader of the Tribe:

"Your appeal of the BIA's recognition of Ms. Burley as tribal Chairman has been rendered moot by the BIA's decision of March 26, 2004, a copy of which is enclosed rejecting the Tribe's proposed constitution. In that letter, the BIA made clear that the Federal government did not recognize Ms. Burley as the tribal Chairman. Rather, the BIA would recognize her as "a person of authority within the California Valley Miwok Tribe." Until such time as the Tribe has organized, the Federal government can recognize no one, including yourself, as the tribal Chairman. I encourage you, either in conjunction with Ms. Burley, other tribal members, or potential tribal members, to continue your efforts to organize the Tribe along the lines outlined in the March 26, 2004, letter so that the Tribe can become organized and enjoy the full benefits of Federal recognition. The first step in organizing the Tribe is identifying putative tribal members. If you need guidance or assistance, Ray Fry, (916) 930-3794, of the Central California Agency of the BIA can advise you how to go about doing this." Exhibit F, February 11, 2005 Correspondence to Mr. Dixie from BIA Interior Department Assistant Secretary Michael D. Olsen.

From 1999 to 2005, while holding herself out to be the leader of the Tribe, Ms. Burley collected millions of dollars of the Tribe's RSTF funds from the CGCC. On information and belief, no legitimate member of the Tribe has received any of the RSTF funds paid to Ms. Burley, and Ms. Burley has yet to establish any program for the benefit of the members of the Tribe. See Mr. Dixie's, Ms. WhiteBear's, Ms. Lopez's, Mr. Azevedos, Mr. Mendibles, Ms. Wilson's, separately filed declarations supporting intervention. On information and belief, the

After this letter the BIA withdrew its characterization of Sylvia Burley as a person of authority for the Tribe.

only beneficiaries of these substantial RSTF funds have been Ms. Burley herself, her two daughters and their immediate family. See Id. On information and belief, Ms. Burley used RSTF monies she received, among other things, to purchase a house, on which she subsequently took out an approximately \$500,000 line of credit. See Mr. Dixie's separately filed declaration supporting intervention.

From 1999 to 2005, Ms. Burley simultaneously collected federal benefits meant for the Tribe under the Indian Self-Determination and Education Assistance Act (the "ISDEAA"). Pub.L. No. 93-638, § 2 (1975) 88 Stat. 2203. In 2004, the BIA admonished Ms. Burley that for "continued eligibility for certain grants and services from the United States," the Tribe would need to be "organized." Exhibit G, March 26, 2004 Correspondence to Ms. Burley from BIA Superintendent Dale Risling, Sr., ¶2. Ms. Burley submitted a "tribal constitution" to the BIA "in an attempt to demonstrate that it is an 'organized' tribe." Id. at ¶1. The BIA responded:

> "[The] BIA also has a responsibility to determine that the organizational efforts reflect the involvement of the whole tribal We have not seen evidence that such general community. involvement was attempted or has occurred with the purported organization of your tribe. For example, we have not been made aware of any efforts to reach out to the Indian communities in and around the Sheep Ranch Rancheria... To our knowledge, the only persons of Indian decent involved in the tribe's organization efforts were you and your two daughters." Id. at ¶¶1, 3. (Emphasis added).

In February 2005, the BIA stated that the BIA still regarded the Tribe as "not an organized tribe," namely one for which no tribal government, including that claimed by Ms. Burley, had been recognized and that "the first step in organizing the Tribe is identifying putative tribal members." **Exhibit F and G**. In July 2005, the BIA halted ISDEAA payments to Ms. Burley. In August 2005, the CGCC also stopped RSTF payments to Ms. Burley and instead began placing the Tribe's RSTF payments in trust, citing that the CGCC takes its

lead from the BIA in situations involving a tribal leadership dispute. Therefore, although the Tribe remains a federally recognized and meets the criteria of a "noncompact" tribe entitled to RSTF funds, no person may accept the funds on behalf of the Tribe until the Tribe's leadership is determined by a process that provides a means by which the majority of the Tribe's membership may express their wishes in accordance with Federal Indian law and policy.

In 2005, Ms. Burley brought an action challenging the BIA's refusal to accept her constitution in the U.S. District Court for the District of Columbia. *California Valley Miwok Tribe v. U.S. Department of the Interior*, 424 F.Supp.2d 197 (D.D.C. 2006). Her suit was dismissed for failure to state a claim, and the dismissal was affirmed *de novo* on appeal. *Id.*; *California Valley Miwok Tribe v. U.S. Department of the Interior*, 515 F.3d 1262 (D.C.Cir. 2008). In dismissing Ms. Burley's action, the U.S. District Court for the District of Columbia held that the BIA's refusal to accept Ms. Burley's constitution was lawful, stating that although the Tribe "has a potential membership of 250, only Burley and her small group of supporters had a hand in adopting her proposed constitution." *Id.* at 1267.

In September 2005, while the U.S. District Court litigation was pending, Ms. Burley and her two daughters, acting as the alleged "tribal council," purported to "disenroll" Mr. Dixie from the Tribe on the spurious ground that he had enrolled in another tribe, namely the Sheep Ranch Me-Wuk Indians of Sheep Ranch Rancheria, simply the Tribe's former name. *See* **Exhibit H**, Resolution of September 5, 2005.

In 2007, to assist the Tribe in its efforts to organize, the BIA identified 14 early members of the Tribe identified in official U.S. government records and issued a public notice requesting documentation from persons believing themselves to be lineal descendants of those

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members of the Tribe. **Exhibit I**, Ledger Dispatch dated April 11, 2007 by the BIA. Hundreds of persons asserting their claims to tribal membership, including Mr. Dixie, submitted their genealogies to the BIA in response to the public notice. Mr. Dixie's mother, Mable Hodge Dixie, was listed by the BIA as an early member of the Tribe and, therefore, Mr. Dixie is also a member. On information and belief, neither Ms. Burley nor her daughters claim to be lineal descendants of any of the members named in the April 11, 2007 public notice. On information and belief, Ms. Burley did not file her genealogy with the BIA in response to the April 11, 2007 public notice. More recently, the BIA has proceeded to assist the Tribe in drafting and adopting an organic charter. Ms. Burley has not cooperated in this effort, and has sought to preempt such through administrative appeals. See Exhibit E.

In the instant action, Ms. Burley, claiming to act on behalf of the Tribe, filed a Complaint in this Court on January 8, 2008. The action was transferred to Federal Court on May 6, 2008. Mr. Dixie filed a motion to intervene in the federal action. However, that action was subsequently remanded to this Court for lack of subject matter jurisdiction, rendering Mr. Dixie's motion to intervene in Federal Court moot.

On August 20, 2008, Ms. Burley claiming to act on behalf of the Tribe, filed a First Amended Complaint Combined with Petition for Writ of Mandate.

March 3, 2009, this Court dismissed Ms. Burley's action for lack of capacity or standing. The dismissal was reversed on appeal, and the action has once again been remanded to this Court. The CGCC filed its answer following remand on October 15, 2010. The trial date for this action following remand has been set for May 13, 2011.

II. ARGUMENT

Intervenors seek to intervene as defendants to protect their direct and immediate

pecuniary and tribal interests in the Funds as tribal members and, with respect to Mr. Dixie, as the Hereditary Chief, tribal chairman and traditional authority of the Tribe. Intervenors are indispensable parties if the Court determines that the CGCC must distribute the Funds to the Tribe and must make a proper determination as to whom the Funds should be distributed.

California Code of Civil Procedure §387 provides two grounds for intervention, permissive and mandatory. Intervention in this action is mandatory and, absent such mandate, intervention is permissive as Intervenors show ample good cause for intervention.

Code of Civil Procedure §387(a) governs permissive intervention and provides, in pertinent part:

Upon timely application, any person, who has an *interest in the matter in litigation, or in the success of either of the parties*, or an interest against both, *may intervene* in the action or proceeding. An intervention takes place when a third person is permitted to become a party to an action or proceeding between other persons, ... by uniting with the defendant in resisting the claims of the plaintiff, or by demanding anything adversely to both the plaintiff and the defendant...(Emphasis added.)

Code of Civil Procedure §387(b) governs mandatory intervention and provides, in pertinent part:

If ... the person seeking intervention claims an *interest* relating to the property to transaction which is the subject of the action and that person is so situated that the disposition of the action *may as a practical matter impair or impede that person's ability to protect that interest, unless that person's interest is adequately represented by existing parties, the court shall, upon timely application, permit that person to intervene. (Emphasis added.)*

Code of Civil Procedure §387 is to be liberally construed in favor of intervention. Simpson Redwood Co. v. State of Calif. (1987) 196 Cal. App. 3d 1192, 1200; Lindelli v. Town of San Anselmo (2006) 139 Cal. App. 4th 1499, 1505.

A. Intervenors' Motion is Timely

The threshold requirement under Code of Civil Procedure §387 is timeliness. The statute formerly limited intervention to "[a]t any time before trial," but was amended in 1977 to remove this limitation and instead to allow intervention "[u]pon timely application." *Mallick v. Sup.Ct. (County of Marin)* (1979) 89 Cal. App. 3d 434, 437. "Thus intervention is possible, if otherwise appropriate, at any time, even after judgment." *Id.* As discussed above, although filed in 2008, this matter before the Court is still in its early stages. The action was removed to Federal Court, remanded to this Court, dismissed, then appealed and remanded to this Court on April 16, 2010. Mr. Dixie petitioned to intervene in the federal action but, the remand rendered Mr. Dixie's federal motion to intervene moot. The CGCC filed its answer before the Court recently on October 15, 2010. Trial is set for May 13, 2011. Therefore, the motion to intervene is timely.

B. Intervention is Supported by the Legislative Intent of Preventing Multiplicity and Delay

The intent of Code of Civil Procedure §387 is to protect the interests of non-parties to an action, and to prevent multiplicity and delay. *People v. Superior Court (Good)* (1976) 17 Cal.3d 732, 736. Intervenors' intervention would protect their pecuniary and tribal interests and would prevent multiplicity and delay. Distribution of the Funds before the Tribe is organized would subject the CGCC to multiple and inconsistent claims for the Funds. Based on the response to the BIA's April 11, 2007 public notice, there may be hundreds of members of the Tribe, each of whom would have a claim to a portion of the Funds. By holding the Funds in trust until the Tribe is "organized" with election of tribal leaders through a process permitting participation by the Tribe's full membership, the CGCC acts within its fiduciary duty to ensure

that the Funds are properly dispersed for the benefit of the Tribe. Requiring the CGCC to disperse the Funds to an individual who is not a legitimate recognized leader of the Tribe and who represents only a tiny fraction of the Tribe's full membership would require the Commission to violate its fiduciary duty under California's class 3 gaming compacts with Indian tribes that provide for distribution of the RSTF funds.

C. Intervenors' Intervention is Mandatory

Intervenors' intervention is mandatory because "disposition of the action may as a practical matter impair or impede [Intervenors'] ability to protect [their] interest..." and their "interest is not adequately represented by existing parties..." Code Civ. Proc. §387(b).

1. Disposition of the Matter Will Impair and Impede Intervenors' Ability to Protect the Funds for the Tribe and its Members, Including Themselves

Intervenors must be allowed to intervene because their ability to protect their pecuniary and tribal interests in the Funds will not only be impaired or impeded if the Funds are distributed to Plaintiff via Ms. Burley but, lost to them and the other members of the Tribe. Should the Funds be released to Ms. Burley, Intervenors would have no way to even voice an opinion has to how the substantial Funds may be spent. The standard is not whether Intervenors' interest will be destroyed but, rather, whether disposition of the action will as a practical matter impair or impede Intervenors' ability to protect that interest. *Hodge v. Kirkpatrick Development, Inc.* (2005) 130 Cal. App. 4th 540, 554. Intervenors clearly meet this lesser standard.

2. Intervenors' Interests Are Not Adequately Represented by the Current Parties

Intervenors' interests are not adequately represented by the CGCC because should this

Court determine that the CGCC must distribute the Funds, the CGCC's interests in preserving the Funds ends, whereas Intervenors have a substantial interest in to whom the Funds are distributed. All members of the Tribe are the rightful and intended beneficiaries of the Funds. The plaintiff's First Amended Complaint alleges that Ms. Burley is a "spokesperson" of the Tribe and, therefore, RSTF money should be paid as "checks made out to the Tribe in care of Burley." First Amended Complaint Combined with Petition for Writ of Mandate ("FAC") ¶30 (Emphasis added). It should not be enough to deem oneself a "spokesperson" to receive the substantial Funds without a properly organized Tribe, as required by the BIA and CGCC. To support Ms. Burley's allegation that she is a "spokesperson," the FAC argues that "[u]nder the existing Tribal 'customs and traditions', Burley has been 'selected' to represent the Tribe." FAC ¶ 24. Ms. Burley's unfounded claims of authority for the Tribe do not involve any customs or traditions of the Miwok. In fact, as discussed above, under Miwok custom and tradition, Mr. Dixie is Hereditary Chief and, therefore, the only person to whom Funds may be distributed should this Court determine such Funds must be distributed at present and before the BIA declares the Tribe "organized" by its members. Moreover, the BIA recognizes the current leadership dispute within the Tribe and does not recognize Ms. Burley as a tribal leader or representative for any purpose.

Furthermore, the CGCC cannot adequately present tribal facts to the Court or represent the interests of the members of the Tribe. Neither current party to this action, Ms. Burley or the CGCC, could adequately represent Intervenors' interests.

In arguing that the other parties to the Tribe's leadership dispute are necessary parties to this action, the CGCC acknowledged that it "cannot protect the individual's interest because it has taken the position that the Tribe is not entitled to file suit to compel distribution of [the

Funds]." *See* Memorandum of Points and Authorities in Support of California Gambling Control CGCC's Demurrer to the First Amended Complaint Combined with Petition for Writ of Mandate, p. 16.

D. Absent Mandatory Intervention, Intervenors Still Meet the Requirements for Permissive Intervention

With permissive intervention, a person may intervene if the person has an interest in the matter in litigation, or in the success of either of the parties, or an interest against both. Code Civ. Proc. § 387(a).

Whether permissive intervention should be allowed in a particular case "is best determined by a consideration of the facts of that case" and that decision is ordinarily left to the sound discretion of the trial court. *Fireman's Fund Ins. Co. v. Gerlach* (1976) 56 Cal. App. 3d 299. A court may use its discretion to permit a non-party to intervene where: 1) the intervenor has a direct interest in the litigation; 2) intervention will not enlarge the issues raised by the original parties; and 3) the reasons for intervention outweigh any opposition by the existing parties. *Lindelli v. Town of San Anselmo* (2006) 139 Cal.App.4th 1499, 1504; *People ex rel. Rominger v. County of Trinity* (1983) 147 Cal. App. 3d 655, 660-61. Intervenors clearly meet each of these requirements.

1. Intervenors' Interests in the Funds are Direct and Immediate

Under the first prong, the interest must be direct and immediate, not merely consequential. *Truck Ins. Exch. v. Superior Court (Transco Syndicate #1)* (1997) 60 Cal. App. 4th 342. Courts have held that to qualify for intervention under Code of Civil Procedure §387, the intervenor's interest must be "...of such *direct and immediate* character that the intervener will either gain or lose by the direct legal operation and effect of the judgment..." Allen v.

California Water & Tel. Co. (1947) 31 Cal.2d 104, 109 (Emphasis added). Intervenors' pecuniary interests in the Funds are direct. The members of the Tribe, including Intervenors, are the proper and intended beneficiaries of the Funds, because Plaintiff and her purported tribal council represent only a tiny fraction of the Tribe's membership, as recognized in the previous litigation above-described. Mr. Dixie, as current Hereditary Chief, also has a direct interest and feels a particular fiduciary duty and tribal interest in preserving the Funds for the benefit of the Tribe and its full membership.

Intervenors' interests in the Funds are also immediate. They would lose the Funds for themselves and for the Tribe at large should the withheld Funds be distributed to Ms. Burley and should the payment of additional Funds be resumed as sought by the Plaintiff. On information and belief, when Ms. Burley received previous distributions of gaming revenue funds from the CGCC, Intervenors and the other rightful members of the Tribe did not receive any of that money or any benefit from that money. On information and belief, all such money benefited Mrs. Burley, her husband and her children.

Intervenors also have a direct and immediate interest in keeping the Court from determining the Tribal members who are entitled to receive the Funds. The BIA is currently working to help the Tribe organize around its membership. Once the Tribe is organized, the proper authority for the Tribe will be clear and the disbursements of Funds may resume.

2. Intervention Will Not Enlarge the Issues

Intervention will not enlarge the issues raised by the original parties because Intervenors seek to maintain the *status quo* and preserve the Funds under control of the CGCC until the Tribe is duly "organized." Despite Ms. Burley's allegations, Ms. Burley is not recognized by the BIA as a person of authority for the Tribe, does not act for the Tribe and, based on past

experience, if Funds are distributed to Ms. Burley the vast majority of the membership of the Tribe will never see any of the Funds or any benefit therefrom. No authority currently exists for the Tribe sufficient to accept the Funds and until the Tribe is organized and legitimate leadership selected, no Funds should be distributed. In fact, Intervenors' intervention would serve to clarify the issues before the Court, provide context and a complete picture of the consequences of distributing the Funds to Plaintiff, while not enlarging the underlying issues.

3. Intervention Outweighs any Opposition by the Existing Parties.

Intervenors' reasons for intervention outweigh any opposition by Plaintiff because Ms. Burley is not the authorized representative of the Tribe (in fact, there is none at present) and the Tribe is not yet organized, so there is no process to ensure the proper distribution of the Funds. Moreover, the "original parties" interest in litigating this case on their own terms does not outweigh the interests" of Intervenors in intervening. People ex rel. Rominger v. County of Trinity (1983) 147 Cal. App. 3d 655, 655. Intervenors as members of the Tribe, are proper beneficiaries of the Funds and, therefore, the outcome of this action will affect Intervenors' direct pecuniary interests. Ms. Burley alleges that plaintiff needs the Funds for "education, medical care and other basic survival needs of the Tribe." FAC ¶45. As discussed above, on information and belief, the previous RSTF monies were not spent on any such tribal needs, and the Funds presumably would not be spent on the Tribe either. Therefore, Intervenors' substantial interest in preserving the Funds under control of the CGCC for the benefit of the Tribe members until the Tribe is duly organized and ensuring proper distribution of the Funds outweighs the Plaintiff's interest in having the Funds distributed immediately in care of Ms. Burley.

III. **CONCLUSION**

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For the foregoing reasons, the Court must grant Intervenors' motion for leave to intervene as Defendants.

Respectfully submitted October 30, 2010.

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