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# UNITED STATES DISTRICT COURT WHENEVER ASSESSMENT ON

1	THE PARTY OF TAXABLE CANADA
1	STAN PITKIN United States Attorney SEP 1 1972
2	1 13/2
3	Assistant United States Attorney  EDGAR SCOFFELD, CIERK  By  Deputy
4	1012 United States Courthouse
5	Seattle, Washington 98104
6	(206) 442-7970
7	UNITED STATES DISTRICT COURT
8	WESTERN_DISTRICT OF WASHINGTON AT SEATTLE
9	UNITED STATES OF AMERICA,
10	Plaintiff, CIVIL NO.
11	QUINAULT TRIBE OF INDIANS on its own behalf )
12	and on behalf of the QUEETS BAND OF INDIANS; ) MAKAH INDIAN TRIBE; LUMMI INDIAN TRIBE; HOH )
13	TRIBE OF INDIANS; MUCKLESHOOT INDIAN TRIBE; ) SQUAXIN ISLAND TRIBE OF INDIANS; SAUK-
14	SUIATTLE INDIAN TRIBE; SKOKOMISH INDIAN ) TRIBE; CONSOLIDATED TRIBES AND BANDS OF THE )
15	YAKIMA INDIAN NATION; UPPER SKAGIT RIVER
16	TRIBE; STILLAGUAMISH TRIBE OF INDIANS; and ) QUILEUTE INDIAN TRIBE;
17	Intervenor-Plaintiffs,
18	v. ) PLAINTIFFS'
	STATE OF WASHINGTON, ) REPORT TO
19	Defendant, ) THE COURT
20	THOR C. TOLLEFSON, Director, Washington )
21	State Department of Fisheries; CARL CROUSE, ) Director, Washington Department of Game;
22	WASHINGTON STATE GAME COMMISSION, and
23	WASHINGTON REEF NET OWNERS ASSOCIATION, )
24	Intervenor-Defendants.
25	
26	COME NOW the plaintiffs herein, through plaintiffs'
27	liaison counsel, Stuart F. Pierson, and, pursuant to the
28	orders of June 22 and August 8, 1972, make this report on the
29	status of plaintiffs' preparation for trial.
30	
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32	Page 1 - PLAINTIFFS' STATUS REPORT

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### ISSUES

After extensive consultation, the plaintiffs submit the following outline as including a general recitation of the issues which we expect to raise and to face at trial. We note, however, that the defendants may raise additional issues and that, in accordance with Rule 15(b) of the Federal Rules of Civil Procedure, the relief requested at the conclusion of trial may extend beyond that specified below:

PRELIMINARY OUTLINE OF ISSUES IN UNITED STATES v. WASHINGTON

- I. BASIC EVIDENTIARY FACTS AND INFERENCES.
- A. Topography of Puget Sound and Olympic Peninsula and
  Each of Their Drainage Systems.
- B. Relationship between Plaintiff Tribes and the Tribes,
  Bands, or Groups, Who Were Parties to the Treaties.
- C. General Location of Fishing Places of Respective Treaty
  Tribes at the Time of the Treaty.
- D. Factors Relevant at Time of the Treaties to

  Utilization and Protection of Each Major Species of

  Anadromous Fish Caught by Indians in the Puget Sound-Olympic

  Peninsula Areas.
- E. Factors Currently Relevant to Utilization and
  Protection of Each Major Species of Anadromous Fish Caught
  by Treaty Indians in the Puget Sound-Olympic Peninsula Areas.
- F. Importance of Fish and Fishing to the Indians.

. | G . Meaning of Treaty Terms at Treaty Time. 2 Current Use of Fishing Methods Used by Treating Indians. H. 3 I. Amount and Extent of Current Resource Compared With 4 5 Amount and Extent at Treaty Time. 6 J. History of Fisheries Department Regulation, Management, 7 and Propagation. 8 9 K. History of Game Department Regulation, Management and Propagation. 10 11 L. History of Action by the United States Government 12 Regarding Indian Treaty Fishing Rights in Western Washington. 13 14 II. APPLICATION OF CONTROLLING LAW TO BASIC FACTS AND 15 INFERENCES. 16 A. Significance of Each Basic Fact or Inference in Light 17 18 of The Controlling Law. - EXAMPLES: 19 1. What factors support a statement that a currently 20 existing Indian group is successor to a treating Indian 21 group? 22 2. Is it significant that Indians currently can obtain a 23 greater number of fish in less time than their treating 24 predecessors? 253. Is it significant that Indians currently can obtain 26 fewer fish in the same time period than did their treating 27 predecessors? 28 4. How significant are the importance and function of fish and fishing in Indian Culture? 29 30 a. At Treaty time. 31 b. Now. 32 Page 3 - PLAINTIFFS' STATUS REPORT

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How significant are the amount and extent of current **5.** 1 resources? 2 б. How significant are state management, regulation and 3 propagation activities? 4 7. How significant is it simply to state that steelhead 5 has been designated a game fish? 6 How significant is the identity of the source of revenues 7 supporting the regulatory scheme? 8 9. How significant is the fisherman's use made after \_\_\_\_\_ taking? 10 By Indians. 11 a. 12 b. By non-Indians. 13 10. How significant is the increase in non-Indian fishermen, 14 since Treaty times? 15 Interpretation of Controlling Law in View of the 16 В. Significant Basic Facts and Inferences in This Case. 17 18 Meaning of "reasonable and necessary". 19 As to places. a. 20 b. As to methods. c. As to species. 21 22 đ. As to shares. 23 As to purposes for taking. e. 24 Meaning of "appropriate standards". 25 Meaning of "must not discriminate against the Indians". 3. 26 Meaning of "equal protection implicit in the phrase in 27 common with". Supremacy of Indian Treaties. 28 5. 29 6. Meaning of "the Right . . . is Secured"...... 30 31 Page 4 - PLAINTIFFS' STATUS REPORT 32

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3 Determination of Indian Treaty Fishing Rights and The 4 Lawfulness of Current State Statutes, Regulations, and 5 Practices. 6 7 III. RELIEF. 8 Are the plaintiffs entitled to the following relief: 9 An order, adjudging and decreeing that: 10 (a) Each of the plaintiff tribes owns, and it may 11 authorize its members to exercise, a right derived from the 12 laws and treaties of the United States to take fish at its 13 usual and accustomed places, which right is distinct from any 14 15 right or privilege of individuals to take fish derived from 16 common law or state authority, and the exercise of which is 17 subject to state control only through such statutes or regulations as have been established to be necessary for the 18 conservation of the fishery and which do not discriminate 19 20 against the exercise of such right; 21 (b) Before defendants may regulate the taking and 22 disposition of fish by members of said tribes at usual and 23 accustomed fishing places pursuant to treaties between said 24 tribes and the United States: 25 (i) They must establish by hearings 26 preliminary to regulation that the specific proposed regu-27 lation is both reasonable and necessary for the conservation 28 of the fish resource. In order to be necessary, such regu-\_\_ 29 lations must be the least restrictive which can be imposed 30 consistent with assuring the necessary escapement of fish

7. Meaning of "In Common With . . . ".

Meaning of "Conservation".

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for conservation purposes; the burden of establishing such facts is on the state.

(ii) Their regulatory agencies must deal with the matter of the Indians' treaty fishing as a subject separate and distinct from that of fishing by others. As one method of accomplishing conservation objectives, defendants may lawfully restrict or prohibit non-Indians fishing at the Indians' usual and accustomed fishing places without imposing similar restrictions on treaty Indians.

(iii) They must so regulate the taking of fish that, except for unforeseeable circumstances beyond defendants' control, the treaty tribes and their members will be accorded an opportunity to attempt to take, at their usual and accustomed fishing places, by reasonable means feasible to them, a fair and equitable share of all fish which defendants permit to be taken from any given run.

- (c) RCW 75.12.060, RCW 75.12.070, RCW 77.08.020, RCW 77.12.130, RCW 77.16.040, 77.16.060, WAC 220-20-010, WAC 220-20-015(2) and WAC 220-47-020 are null and void insofar as they deny or restrict the right of members of the plaintiff tribes, acting under tribal authorization, to take fish for subsistence and commercial purposes at their tribe's usual and accustomed fishing places or to possess or dispose of fish so taken.
- (d) The defendants, their officers, agents and employees may not apply the provisions of RCW 75.08.260, RCW 77.12.100, 77.16.020, and 77.16.030 in such a manner as to prevent or restrict members of the plaintiff tribes from taking fish for subsistence and commercial purposes at their tribe's usual and accustomed fishing places or to possess or

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dispose of fish so taken without previously having established that the imposition of such specific restriction is necessary for the conservation of fish and does not discriminate against the taking of fish pursuant to such treaty rights.

- (e) The defendants, their officers, agents and employees be enjoined from enforcing the provisions of RCW 75.12.060, RCW 75.12.070, RCW 77.08.020, RCW 77.12.130, RCW 77.16.040, RCW 77.16.060, WAC 220-20-010, WAC 220-20-015(2) and WAC 220-47-020 in such manner as to prevent or restrict members of the plaintiff tribes from taking fish at their usual and accustomed places in accordance with tribal authorization and pursuant to the treaties between those tribes and the United States.
- employees be enjoined from enforcing the provisions of state laws or regulations in such manner as to prevent or restrict members of plaintiff tribes from taking fish at their usual and accustomed places in accordance with tribal authorization pursuant to the treaties between said tribes and the United States without previously having established that the imposition of state regulation is necessary for the conservation of fish and does not discriminate against the taking of fish pursuant to such treaty right.
- (g) The plaintiffs Quileute Indian Tribe,

  Lummi Indian Tribe and Makah Indian Tribe own, and each may

  authorize its members to exercise, a right derived from the

  laws and treaties of the United States to take fish at all

  usual and accustomed places, which right is distinct from

  any right or privilege of non-Indians and non-members of

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2 privilege of non-members of the Tribe to take fish which may 3 be derived from common law, State authority or any other 4 source. 5 (h) The defendants may not interfere with the 6 Quileute Indian Tribe's, the Makah Indian Tribe's or the 7 Lummi Indian Tribe's exercise of its fishing rights derived . 8 from treaty unless such interference is necessary to insure Q the maintenance of the species of fish in the specific 10 waters where each Tribe's fishery is conducted, and where 11 such preservation cannot be achieved by strict regulation or 12 prohibition of fishing by non-Indians and where such preser-13 vation will not be achieved by Tribal regulation. 14 (i) All of the following provisions of the 15 Washington State Fisheries and Game Code and regulations 16 promulgated thereunder are inapplicable and null and void 17 as to members of the Quileute Indian Tribe, the Makah Indian 18 Tribe and the Lummi Indian Tribe, when fishing in usual and 19 accustomed fishing places of the Tribe: 20 RCW 77.12.080: (arrest without warrant for violation of law, rule or regulation pertaining to game) 21 RCW 77.12.090: (search of vehicles for game fish 22 without warrant) 23 RCW 77.12.100: (seizure and forfeiture of game fish and gear) 24 RCW 77.12.120: (seizure of contraband game) 25 RCW 77.12.130: (authorizing seizure and abatement of 26 nets for game fish) 27 RCW 77.16.030: (unlawful to have possession of game fish during closed season) 28 RCW 77.16.040: (unlawful to sell game fish) 29 RCW 77.16.060: (unlawful to use nets to take game 30 fish) 31 Page 8 - PLAINTIFFS! STATUS REPORT 32

each Tribe; that such right is distinct from any right or

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1	RCW 77.16.240: (general penaltymisdemeanor90 days)
2	RCW 75.08.160: (right of entry on any lands or waters no trespass)
3	RCW 75.08.170: (right to search without warrant)
4	RCW 75.08.180: (search warrants)
5	RCW 75.08.190: (arrest without warrant)
6	RCW 75.08.210: (duty to make required reports)
7	RCW 75.08.260: (gross misdemeanor to violate fisheries
8	code)
9	RCW 75.12.060: (outlawing nets and weirs)
10	RCW 75.12.070: (prohibiting taking of fish by gaff hook)
11	RCW 75.12.160: (fishing with reef nets)
12	RCW 75.12.210: (outlawing net salmon fishing on the
13	Pacific Ocean within State jurisdictional boundaries)
14	RCW 75.12.220: (outlawing net salmon fishing within international waters in the Pacific)
15	
16	RCW 75.12.230: (outlawing transportation of salmon caught in prohibited waters or by prohibited gear)
17	RCW 75.12.280: (outlawing monofilament gill nets)
18	RCW 75.16: (outlawing taking of fish for propagation or scientific purposes)
20	RCW 75.18.040: (outlawing possession or transportation of silvers in District No. 1 during winter months)
21	RCW 75.18.050: (outlawing possession or transportation
22	of Chinooks during winter months)
23	RCW 75.18.060: (outlawing canning or processing or commercial transactions involving silvers caught during
24	winter months)
25	RCW 75.18.070: (outlawing canning or processing or commercial transactions involving Chinooks caught
26	during winter months)
27	RCW 75.18.080: (requiring State permit and fee for commercial Chinook or salmon fishing)
28	RCW 75.36.010: (authorizing seizure without warrant of
29	fish, gear and boats)
30	RCW 75.36.020: (forfeiture of seized articles)
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32	Page 9 - PLAINTIFFS' STATUS REPORT

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WAC 220-20-210, (1) - (16): (requiring all fishing 1 practices to be in conformity to state regulation and prohibiting certain fishing techniques and practices) WAC 220-20-015, (1) = (9): (setting requirements for 3 fishing for salmon) WAC 220-20-020, (1) - (6): (prohibiting certain fishing practices with respect to food fish other than salmon) 5 WAC 220-20-025: (prohibiting certain practices with ß respect to clams, crabs and shellfish) 7 (purporting to specifically restrict WAC 220-20-030: 8 Indian fishing) WAC 220-24-010: (making it unlawful for any person to 9 possess or transport through the waters of District 1, for commercial purposes, any Chinook or Silver Salmon during certain times of the year) 10 11 WAC 220-24-020: (permitting trolling for Chinook and Silver Salmon only at certain times of the year) 12 WAC 220-28-010: (establishing emergency closed periods) 14 WAC 220-44-020: (allowing fishing in the Ozette River. and coastal fishing areas only at certain times and by use of certain types of gear) 15 16 WAC 220-47-020: (prohibiting fishing in certain salmon preserves) 17 WAC 220-47-030: (prohibiting use of certain gear for 18 catching of salmon on Puget Sound) 19 WAC 220-47-040: (establishing seasons and dates for use of purse seine fishing techniques for salmon in 20 Puget Sound) 21 WAC 220-47-060: (establishing closures for gill net salmon fishing in Puget Sound) 22 WAC 220-47-070: (allowing salmon troll fishing generally only at certain times) 23 24 WAC 220-47-105: (restricting Makah troll fishing to certain times and places) 25 WAC 220-48-070: (establishing bottom fishing areas) 26 WAC 220-48-080: (establishing limitations on gear use 27 for bottom fishing) 28 WAC 220-48-090: (establishing certain closed waters for bottom fishing) 29 WAC 220-48-100: (establishing seasons for bottom 30 fishing with gear other than ofter trawl) 31 WAC 220-48-120: (establishing restrictions on use of gear for herring and candlefish fishing) 32 Page 10 - PLAINTIFFS' STATUS REPORT

WAC 220-48-130: (prohibiting herring or candlefish 1 fishing except with gear authorized by regulation) 2 WAC 220-48-140: (establishing seasons for herring and 3 candlefish) WAC 220-48-150: (establishing restrictions on perch fishing) 5 WAC 220-48-170, 180, 190, 200: (establishing restrictions on anchovy and pilchard fishing) 6 7 WAC 220-48-210, 220, 230, 240: (establishing restrictions on smelt fishing) 8 WAC 220-56-020: (established restrictions on fishing 9 for personal use) 10 WAC 220-56-023: (prohibiting salmon fishing for personal use without possession of a required card) WAC 220-56-030: (establishing possession limits for 12 food fish) 13 WAC 220-56-050: (establishing general regulations for handling of food fish) WAC 220-56-066: (limiting and restricting the right to fish for personal and subsistence use except at certain WAC 220-56-066: 15 times and places) Further, that the defendants be forever restrained from 18 enforcing their criminal penalties against members of the Quileute Indian Tribe, the Makah Indian Tribe and the Lummi Indian Tribe, including fines, jail, seizure, confiscation and forfeiture of gear, vessels and fish, when the Tribe or its members are fishing at usual and accustomed grounds and stations. (j) Defendants be confined to civil remedies in

any case where they seek to interfere with the Quileute, Makah and Lummi Indian Tribes' fishing rights and in any such case, the burden should be upon the defendants to show that any interference proposed by them is the least restrictive consistent with the necessary escapement for preservation of the species.

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(k) Defendants have a duty to regulate fishing which is under their jurisdiction so as to prevent interference with it by others who are not members of the Quileute Indian Tribe, the Makah Indian Tribe or the Lummi Indian Tribe. (1)The right of the Quileute Indian Tribe, the Makah Indian Tribe and the Lummi Indian Tribe to promulgate and enforce their own Tribal fishing regulations which should be applicable to their members with respect to exercise of their treaty rights is affirmed. (m) The defendants are restrained and prohibited from issuing licenses purporting to authorize non-members of the Lummi Indian Tribe to engage in reef net fishing at places which are usual and accustomed grounds and stations of the Tribe. (n) Plaintiff tribes are entitled to sufficient fish from the waters passing by their usual and accustomed fishing stations in order for such tribes and their members to sustain their livelihood and continue their way of life, culture, and religion now and in the future. (o) Members of plaintiff tribes have a right to fish at usual and accustomed grounds and stations outside their reservations as reserved in their treaties with the United States, subject to no qualification or limitation by the State of Washington; and the State may regulate their fishing only in the extreme circumstances when the regulation is shown by the State to the satisfaction of a federal court to be necessary for conservation of fish which conservation cannot be achieved by restriction, regulation, or prohibition Page 12 - PLAINTIFFS' STATUS REPORT

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of fishing by non-Indians and will not be achieved by tribal regulation.

- (p) The scheme of the State of Washington to regulate fishing, including RCW chapters 75 and 77 and WAC chapter 220, and the acts of defendants in enforcing the scheme, is invalid and unconstitutional insofar as it discriminates against Indian fishermen by inhibiting or preventing the full exercise of Indian treaty fishing rights and impairs the ability of plaintiffs to maintain a livelihood and to exercise their traditional culture and religion, which is dependent upon their treaty fishing rights.
- (q) Defendants have a duty to exercise the police power of the State of Washington to regulate fishing by non-Indians, which is under their jurisdiction, to refrain from and prevent pollution, damming and interference with water-ways traditionally depended upon by plaintiffs for fishing, and to institute programs of conservation and propagation, so as to insure that plaintiffs' treaty rights are protected and that there is available to plaintiffs sufficient fish for the maintenance of a livelihood and the exercise of their traditional culture and religion.
- (r) Defendants' continued trespasses, seizures, harassment, intimidation, threats, and other interferences with the lawful exercise by plaintiffs of their rights under their treaties with the United States violates the civil rights of tribal members.
- (s) Defendants be enjoined from considering, developing, drafting, enacting, or promulgating statutes, regulations, or orders intended to regulate fishing by non-Indians under defendants' jurisdiction without including

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2 and boards. An order granting the United States and plaintiff 3 2. 4 tribes such further and additional relief as they may be 5 entitled to. 6 3. An order awarding each plaintiff the costs of this 7 action. 8 An order retaining jurisdiction of this case for 9 the purpose of enforcing or supplementing the judgment of 10 this Court. 11 12 II 13 DISCOVERY 14 Plaintiffs have undertaken extensive informal 15 discovery with the defendant Tollefson and the Department 16 of Fisheries. A proposed, comprehensive joint biological 17 statement has been exchanged. Plaintiffs have forwarded to 18 defendants' liason counsel a summary of our anticipated 19 anthropological summary. 20 B. On August 18 and 25, 1972, plaintiffs propounded 21 the first and second set of interrogatories to defendants 22Carl Crouse and the Department of Game. 23 Discovery is currently scheduled to close on 24December 1, 1972. 25 Plaintiffs' expert testimony on biological, 26 anthropological and economic issues is in the final stages 27 of preparation and the witnesses should be available for 28 disposition by November 1, 1972. 29 30 31 32 Page 14 - PLAINTIFFS' STATUS REPORT

members of plaintiffs' tribes upon decision making bodies

Plaintiffs are currently organizing their E. 1 deposition schedule and anticipate sending the appropriate 2 notices shortly. 3 4 III 5 TRIAL DATE 6 In view of the current and anticipated progress of. 7 plaintiffs' pretrial preparation, plaintiffs respectfully 8 request the Court to set trial of this case during the 9 months of April and May, 1973. We anticipate that the 10 maximum trial time will be two weeks. If current prospects 11 for stipulation bare fruit, the trial time could be reduced 12 by at least one half. 13 DATED this 3/st day of Que , 1972. 14 15 United States Attorney 16 17 18 Assistant U.S. Attorney 19 CERTIFICATE OF SERVICE **2**0 I certify that in accordance with Local Rule 5, 21 a copy of the foregoing document was delivered 22 to Judge Hooduin by mail 23 UNITED STATES ATTORNEY 24 25 CERTIFICATE OF MAILING 26 I certify that I mailed a copy of the foregoing 27 document to which this certificate is attached, to the attorneys of record of plainliffs, defendants & amici 28 29 UNITED STATES ATTOMAL 30 31

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UNITED STATES ATTORNEY AND BEFFER TO INITIALS AND NUMBERS SFP:bwm

United States Bepartment of Justice

4296

UNITED STATES ATTORNEY

Western District of Washington UNITED STATES COURT HOUSE SEATTLE, WASHINGTON 98104

August 31, 1972

RECEIVED

1972 SEP 1

Office of Clerk IL S. District Court Pacoma, Washington

Ms. Rosemary Freeney U. S. District Court Clerk's Office U. S. Post Office and Courthouse 11th and A Streets Tacoma, Washington 98402

Committee to Save Our Fish v. United States, W. D. Wash. U.S.D.C. No. 4296 RE:

Dear Ms. Freeney:

The captioned case has been held in abeyance following the defendants' motions to dismiss pending rollowing the derendants motions to dismiss pending the outcome of the Court's determination on Committee to Save Our Fish's petition for intervention in the case of United States v. State of Washington, case No. 9213. In view of the Court's determination on May 25, 1972, at the first pretrial conference in United States v. State of Washington, we respectfully request a new setting for hearing on our motion to dismiss dismiss.

Sincerely,

STAN PITKIN

United States Attorney

STUART F.

Assistant U. S. Attorney

cc: Mr. Richard F. DeJean

Mr. Edward B. Mackie

UNITED STATES ATTORNEY AND MEFER TO INITIALS AND NUMBERS SFP:bwm

## United States Bepartment of Justice

9213

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### UNITED STATES ATTORNEY

WESTERN DISTRICT OF WASHINGTON United States Court House SEATTLE, WASHINGTON 98104

August 31, 1972

DEVELOED.

SEP 1 1972

Office of Clerk II. S. District Court Pacoma, Washington

Ms. Rosemary Freeney U. S. District Court Clerk's Office U. S. Courthouse & Post Office 11th and A Streets Tacoma, Washington 98402

United States v. State of Washington W. D. Wash. U.S.D.C. Civil No. 9213

Dear Ms. Freeney:

Enclosed please find the original and one copy of plaintiffs' status report to the Court pursuant to the orders of June 22 and August 8, 1972.

I would appreciate your calling to the attention of the Court plaintiffs' request at page 15 for a trial setting during April and May 1973.

Sincerely,

STAN PITKIN

United States Attorney

STUART F PIERSON

Assistant U. S. Attorney

Enclosures

cc: All counsel of record

Dr. Barbara Lane Mr. James L. Heckman