# STATE OF CALIFORNIA STATE HATER RESOURCES CONTROL BOARD

In the Matter of Licensed Application 19749

NEVIS INDUSTRIES, ET AL.,

**Order: WR** 79- **34** 

Li censee

Source: Poodle Creek and

License

Unnaned Stream

DAVID E. NALL, ET AL.,

**County: Sutter** 

**Protestants** 

ORDER AMENDING AND AFFIRMING, AS AMENDED, ORDER NO. WR 73-22

### BY THE BOARD VICE CHAIRMAN MILLER:

A petition for reconsideration of Order No. WR 79-22, which approved a petition to change points of diversion of License 8012, having been filed; the Board having granted said petition by adopting Order No. WR 79-30 on October 4, 1979; the administrative record in the above entitled matter having been duly reviewed and considered; the Board finds as follows:

1. Protestant David E. Nall, Protestant Ross D. Madden, Protestant
Donal Meyer, and Protestant Edward E. Nall filed a consolidated petition for
reconsideration. The petition did not request a hearing and the administrative
record is adequate to consider the present petition. The petition presents
several arguments why the addition of a point of diversion on the East Borrow
Pit should not be allowed. In the alternative, the petition requests modification
of the order if the Board does not delete the point of diversion on the
East Borrow Pit. The factual situation in this case is unusual.
Reference is made to Order No. WR 79-22 for a general discussion of
hydrology of Poodle Creek and of East Borrow Pit.

After careful consideration, the Board concludes that its decision to add the point of diversion on East Borrow Pit is correct but that our previous order should be clarified in several respects.

- 2. The petition presents the following issues relating to the appropriateness of adding the point of diversion on the East Borrow Pit.
  - a. Do Poodle Creek and East Borrow Pit constitute a common supply under the conditions specified in Board Order No. MR 79-22?
  - b. Assuming Poodle Creek and East Borrow Pit are a common supply, was the Board's decision to approve the addition of a point of diversion on the East Borrow Pit an abuse of discretion?
  - c. Did the Board correctly define the type of injury contemplated by Water Code Section 1702?
- 3. The Board addressed the first issue in paragraphs 3, 13, and 14 of the original order. In those paragraphs, the Board concluded that the East Borrow Pit and Poodle Creek constitute a common supply under certain conditions. The protestants argue that this conclusion is incorrect because the Board failed to conclude: (1) that the water levels in the East Borrow Pit and at the petitioner's existing point of diversion on Poodle Creek would be the same when the petitioner is diverting water, and (2) that the petitioner's ability to divert water at the existing point of diversion will not be impaired by problems of grade and of shallow channel on Poodle Creek. The protestants' argument is that, unless the Board can make these findings, the East Borrow Pit and Poodle Creek do not have the physical characteristics of a lake. The facts do not support the protestants.
- 4. The evidence at the hearing established that presently the two inlet pipes connecting Poodle Creek and East Borrow Pit were 20 inch and

18 inches in diameter and that following the modifications proposed by the Department of Water Resources, the inlet structures will be two square 4' x 4' openings. (RT 118-119) Protestant Donal Meyer estimated that there will be hardly any head loss between Poodle Creek and East Borrow Pit when this modification takes place. (RT 119) The engineer for the protestants estimated the increase of capacity to be between six and eight times. (RT 129) The licensees' engineer estimated that there would be no problem in the diversion of water by the licensees if the capacity of the inlet pipes were doubled. (RT 43.) This uncontroverted evidence supports our conclusion that the East Borrow Pit and Poodle Creek will be the hydraulic equivalent of a lake when the proposed modification in the inlet pipes takes place and when the inlet pipes are open.

- abused its discretion by approving the addition of the point of diversion on East Borrow Pit because the decision is not reasonable or logical, authorizes a change not needed, shifts unreasonably the burden of policing the water diversions from petitioner to protestant, and is premature. A specific response to such vague characterizations of our order is probably not too help-ful in establishing that we did not abuse our discretion in this matter; however, a brief explanation of the reasons behind our decision should suffice to establish that our decision constitutes a reasonable exercise of our discretion.
- 6. On August 3, 1961, a field investigation on Application
  19749. Was conducted. It determined that the source of water in Poodle
  Creek during the irrigation season was water backed up from the East
  Borrow Pit. The Board verified this fact during a field investigation in
  1966 prior to issuing a license. The 1966 field investigation established

that permittees had used 5 cfs during the season of maximum use and License 8012 was issued in 1966 confirming such use. At the time of issuance of the license, the capacity of the two inlet pipes evidently was not a limiting factor. Since that time, several factors have changed the situation. Evidently, the channel of Poodle Creek has become clogged with silt reducing the flow of water to the licensees' point of diversion. In addition, diversion of water from Poodle Creek between the licensees' point of diversion and Pump Station 3 have increased. These diversions have caused the capacity of the two inlet pipes connecting Poodle Creek and East Borrow Pit to be a limiting factor in the availability of water to the licensees. The Board recognizes that the enforcement of the relative priorities on Poodle Creek may solve the licensees' problems concerning the availability of water. tiowever, the only assured way of enforcing these priorities is to have the diversions regulated by a water-master under the provisions of Part 4, Division 2 of the Water Code, commencing with Section 4,000. Basically, the licensees have pursued a physical solution rather than this alternate administrative remedy...

7. The protestants failed to convince us that we should deny the licensees request because other possible solutions exist. Even if the licensees pursued the creation of a watermaster service area on Poodle Creek or if the proposed modifications in Pump Station 3 solved the immediate problem the licensees would be required to continue to maintain the hydraulic capacity of Poodle Creek between the licensees' point of diversion and Pump Station 3. While the licensees will have to maintain the channel of Poodle Creek between its point of diversion on East Borrow Pit and on Poodle Creek, the length of channel to maintain is substantially less than under the previous situation. This savings alone justifies the approval of the point of diversion on East Borrow Pit.

- The possibility of seepage damage to adjacent landowners presents a substantial concern to the Board and in other circumstances such a claim may convince us to deny a change of point of diversion or take other action in a related proceeding before the Board. However, the -evidence at the hearing concerning seepage damage to the protestants is sketchy. The protestants allege such damage but they presented no evidence of it. (RT 66, 67, 80, 84, 87, 102, 103, 120, 125, 132) The licensees' engineer estimated that the water level in Poodle Creek would be raised a matter of inches if the licensees are allowed to use the point of diversion on East Borrow Pit. (RT 54) In the alternative, the licensees' engineer prepared a plan to dredge the channel of Poodle Creek to reduce the elevation of the channel sufficient to prevent any seepage problem (RT 32, 48, 49) While the protestants dispute the licensees right to dredge this portion of the channel of Poodle Creek, they also assert that we have no jurisdiction to determine the relative rights of the licensees and protestants regarding the use of Poodle Creek. The Board agrees and leaves it to the parties to resolve that issue. Assuming the licensees prevail, the Board is not convinced that any seepage damage would occur under the licensees However, a conservative approach is to approve the proposed operation. licensees' request, if otherwise allowable, subject to the possibility of termination if a seepage problem occurs.
- 9. The protestants allege that the Board incorrectly interpreted Water Code Section 1702. Order No. WR 79-22 adequately discussed this issue. The protestants in their petition have not convinced us that our previous analysis is incorrect.
- 10. As earlier stated, the protestants requested that Order No. WR 79-22 be clarified in several respects as follows:

- (a) The phrase "substantially equal" in paragraph 5(b) of
  the order should be defined as a difference in elevation
  of less than 6 inches between the new diversion point
  and the old diversion point, when petitioners are
  diverting at a rate of 5 cfs at the old point;
- (b) Paragraph 6 should be amended to provide that the three year period should commence from the time the petitioners first use the new point of diversion;
- (c) The order should require the licensees to establish a right of access across the protestants' lands; and
- (d) The order should be amended to require that if the licensees fail to divert water within three years from the date of opening the modified conduits at Pump Station 3 that the approval of the change in point of diversion to the East Borrow Pit shall terminate.
- 11. The Board's response to these requests is as follows:
- (a) The purpose behind the requirement that the water level in

  Poodle Creek and East Borrow Pit be substantially equal

  was to assure that the licensee was only diverting water

  when Poodle Creek and East Borrow Pit are the hydraulic equivalent

  of a lake. The protestants' request to define "substantially equal" as

  a difference of six inches or less is a good one. However,

  the point of measurement should be the new point of diversion

  on East Borrow Pit and the point of rediversion at the confluence of the unnamed stream and Poodle Creek;
- (b) The Board agrees. A new 1 icense term needs to be added to require the licensee to report to the Board when its first use of the new point of diversion occurs;

- (c) The licensees allege that they have the right to convey water in Poodle Creek from the new point of diversion on East Borrow Pit to a point of rediversion on Poodle Creek because Poodle Creek is a natural watercourse within the meaning of Water Code Section 7075. The protestants allege that that portion of the channel where the water would be conveyed is not a natural watercourse. We do not have the jurisdiction to determine this issue. Accordingly, it is inappropriate for us to include the requested provision in our order; and
- (d) The Board agrees.

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### **ORDER**

### IT IS **HEREBY ORDERED that:**

- 1. Paragraph 5 of Order No. WR 79-22 is amended to read as follows:
  "Water shall not be diverted from the East Borrow Pit of Sutter Bypass
  until the capacity of the conduit connecting Poodle Creek and East
  Borrow Pit has been increased in accordance with the plans of the

  Department of Water Resources, and water shall not be diverted from the
  East Borrow Pit of Sutter Bypass except: (a) when the conduits between
  East Borrow Pit and Poodle Creek are open; and (b) when the difference in
  the water levels in Poodle Creek and East Borrow Pit is equal to or less
  than six inches. The water level in Poodle Creek and East Borrow Pit
  shall be measured at the points of diversion authorized by paragraph
  3(a) and by paragraph 3(b).
- 2. Paragraph 6 of Order No. WR 79-22 is amended to read as follows:
  "The point of diversion authorized by paragraph 3(b) shall be deleted
  if the licensee fails to commence diverting water at said point within
  three years from the date the capacity of the conduits linking East
  Borrow Pit with Poodle Creek has been increased in accordance with the

plans of the Department of Water Resources or if, upon motion of any landowner adjacent to Poodle Creek or, upon the Board's own motion the Board finds after notice to all affected parties and hearing unless waived, that the conveyance of water in Poodle Creek by the licensee injures landowners adjacent to Poodle Creek by seepage or otherwise. The authority of the Board to delete said point of diversion shall terminate upon expiration of a period of three years from the date the licensee commenced diverting water at the point of diversion authorized in paragraph 3(b), unless sooner terminated, or extended upon a finding of good cause by the Board."

3. A new paragraph 7 is added to Order No. WR 79-22 as follows:

"Licensee shall file with the Board a statement that they have commenced diverting water at the point authorized in paragraph 3(b) within 30 days of said commencement."

4. The petition for reconsideration of Order No. WR 79-22 is denied except as Order No. WR 79-22 is modified above..

Dated: December 20, 1979

WE CONCUR:

/S/ WILLIAM J. MILLER
William J. Miller, Vice-Chairman

/S/ CARLA M BARD Carla M Bard, Chairwonan

/S/ L. L. Mitchell L. L. Mitchell, Menber

# ORIGINAL

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SEP 1 U 1979 LEGAL DIVISION

Attorneys for All of Protestants

IN THE STATE OF CALIFORNIA
STATE WATER RESOURCES CONTROL BOARD
SACRAMENTO. CALIFORNIA

In The Matter of License No. 3012
Issued on Application 19749 of PETITION FOR
NEVIS INDUSTRIES, INC., ET AL,
Licensec and Yetitioner, DAVID
E. NALL, ET AL, Protestants,
Order WR 79-22
Approving Petition to Change
Points of Diversion

TO: State Water Resources Control Board

PROTESTANTS: David E. Nall; Ross D. Madden; Donal Meyer; Edward E. Nall.

Protestants in the above captioned matter hereby petition for reconsideration of Order WR 79-22 of the State Water Resources Control Board (Board) entered on August 16, 1979, pursuant to Water Code § 1357 and § 737.1 of Title 23 Cal. Adm. Code, Article 14.5.

In support-of their petition, Protestants hereby submit the following:

1. The names and addresses of Protestants arc as follows:
DAVID E. NALL, 1154 Richland Road, Yuba City, California,
95391;

ROSS D. MADDEN, 1330 Franklin Road, Yuba City, California, 95991:

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**DONAL** MEYER, 11870 South Butte Road, Sutter, California, 95982;

EDWARD E. NALL, **1154 Richland** Road, Yuba City, California, 95991.

- 2. The specific action of the Board, of which Protestants request reconsideration, is amendment of Petitioner's License No. 8012 to include a new point of diversion for direct diversion from the East Borrow Pit of Sutter Bypass \$10°28'47" W5363.23 feet from the Northeast Corner of Section 14, T15N, R1E, MDB&M, being within. the Southcast quarter of the Southeast quarter of Section 14, T15N, R1E, MDB&M.
- The date on which the Order was made by the Board:
  August 16, 1979.
- 4 . The reasons the action of the Board was inappropriate or improper are as follows:
- 'A. The determination that Poodle Creek and East Borrow Pit will constitute a common supply, "the hydraulic equivalent of a lake," when the Department. of Water Resources completes modifications at its Pumping Plant 3 and when the conduit between Poodle Creek and East Borrow Pit is open is not supported by substintial evidence in that there has been no finding that:
- (i) Water levels at the East Borrow Pit and the Petitioner's existing point of diversion on Poodle Creek will be the same when the Petitioner is diverting at its maximum rate of 5 cubic feet per second at its existing point of diversion. (Indeed, evidence based on current conditions as elicited at the

hearing is clearly to the contrary);

(ii) Petitioner's ability to divert water at its existing point of diversion will not be impaired by the current problems of the grade and shallowness of the channel of Poodle Creek downstream from the existing diversion point. Petitioners have stated that their engineer determined that "the problem of the grade and dimension of Poodle Creek was a serious one no matter how large the pump station entrance..." (Petitioner-Licensee's Reply Brief, at Page 6).

Unless both of these findings can be made, it cannot be concluded that the Petitioner will be diverting from a lake or common supply oven with the enlargement of the opening. Water levels at any two points of diversion on a lake are the same and not just "substantially" equal. The water level of a lake does not change appreciably in the area of one diversion. If a diverter from a "lake" cannot divert because 'enough water doesn't reach his diversion point, even though other diverters on the "lake" are able to divert, then it must be true that the diverter is not really diverting from a lake at all. Petitioner's own engineer testified that Poodle Creek and the East Borrow Pit would not operate like a lake and this was its reason for requesting the change.

If there is not a common supply or lake in this case, then the new point of diversion on the East Borrow Pit proposed by the Petitioner would initiate a new water right. The Board discussed this issue and suggested that so long as the conduits at Pumping Plant 3 are not opened, the East Borrow Pit and Poodle Creek are not a common supply. A change in point of di-

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version from the area of limited inflow of water to one of relatively unlimited inflow greatly increases the reliability of the right, and, as such, would initiate a new right.

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Even when the conduit opening is enlarged, so that flow is not restricted, the Petitioner's new point of diversion would greatly increase the reliability of its right. If the Petitioner's engineer correctly evaluated the grade and dimension problems of Poodle Creek, sufficient water would still not reach the old diversion point, In that event, the East Borrow Pit and Poodle Creek will not function as a common supply even with the Pumping Plant 3 changes, and the Petitioner's new point of diversion at a more reliable source should be treated as an initiation of a new right.

- B. Even if the Board's determination that Poodle Creek and the East Borrow Pit will constitute a lake or common supply were supported by substantial evidence, the Board's decision to approve Petitioner's new point of diversion is not reasonable or logical, authorizes a change Petitioner has not been required to show is needed, unreasonably shifts the burden of policing water diversions and water levels from Petitioner to Protestants, is precipitant in a matter which is not urgent, and thereby constitutes an abuse of discretion in that:
- (i) The Board approved Petitioner's new point ofdiversion only when the East Borrow Pit and Poodle Creek function
  together as a lake. Until Pumping Plant 3 changes are completed
  and the conduit between the water sources is open and the
  water levels are "substantially equal", so that there is a lake,
  Petitioners are not allowed to divert from the new point of di-

version. In effect, Petitioners are allowed to divert at the new point of diversion only when they logically would have no reason to. They are not allowed to use the new diversion point when they would most need it, when there is not alake and water does not reach their old point of diversion, because such a change would initiate a new right.

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cretion to approve a change in point of diversion if Petitioner shows and it finds that other water users won't be injured. The Board in this matter approached the change petition as if Protestants have a burden of showing why a'change should not be approved. The Board should, however, be looking to the Petitione who seeks the change to show why it needs the change and why the change should be approved in preference to requiring Petitioner-Appropriator to pursue its usual remedy of policing junior appropriators and illegal diverters to protect its existing diversion.

(iii) Petitioners are not left in any better position as a result of the Board's Order than they were in before. Conversely, however, Protestants are left in a much worse position. A new burden is placed on Protestants to monitor water levels to determine when levels are not "substantially equal" in the alleged lake, and to'detect and measure seepage or other damage to their property since Protestants will be required to show that there is not a lake and/or there is seepage or other damage.

At the same time, an existing burden is removed from Petitioners: No longer does the Board insist that the Petitioner-Appropriator police junior appropriators and illegal diverters to

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protectits senior right. The **Board** avoids this issue **of** a **senior** appropriator's **usual** remedy by determining that there is a lake instead of a stream. The Board should require Petitioner to rely on its usual and historical remedy against junior and illegal diverters to protect its existing diversion, and not burden Protestants with Petitioner's problem.

(iv) The Board has acted precipitantly in approving Pctitioncr's new diversion point, and should wait for certain factual and legal questions to be determined before approving' Petitioner's change.

The Board approved Petitioner's new diversion point, on four conditions that may or may not ever be met:

- 1. The Pumping Station 3 modifications must be completed.
- 2. The conduits must be open.
- 3. Water levels in Poodle Creek and the East Borrow Pit must be "substantially equal".
- 4. The Board must not find that Protestants are injured by seepage or otherwise.

Since there is a substantial question as to whether the water sources will function as a lake (and no evidence that it will), Petitioner's new diversion point should not be approved until that question is resolved.

Since there is also a controversy concerning Petitioner's access to the drainage ditch that it needs to transport water across Protestants' land, the **Petitioner should** have the burden of showing it has **the** ability to 'secure'the necessary right of access rather than forcing Protestants to file suit in the matter when and if Petitioners begin diverting at the new **point**.

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- (i) Contrary to the legal finding of the Board, injury to a legal user of water, such as seepage damage, is included in the scope of the Board's protection. The Board should also recognize that seepage damage must lead to impaired use of land -- and hence of water -- by Protestants, and so injure Protestants' water right as well.
- (ii) Contrary to the legal finding of the Board,
  Water Code § 1702 protects water users from changes in points
  of diversion which will injure them. There is no requirement
  of substantial injury.
- 5. The Protestants request to have the following specific actions taken by the Board: Order WR 79-22 should be modified to effect the following changes:
- A. The Board should not approve Petitioner's new point of diversion from the East Borrow Pit. Protestants are advised by the Department of Water Resources, and will show on reconsideration of this matter, that the new pump facilities at Pumping Plant 3 are not yet operational and that the openings of the old conduits that allow flow through to Poodle Creek will probably not be increased in size until next Spring Or Summer.

Petitioners could be allowed to re-apply if, after Pumping
Plant 3 is modified and the conduits open, the East Borrow Pit
and Poodle Creek at Petitioner's present point of diversion can
be shown to function as a lake so that water levels on East Bor-

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row Pit and on Poodle Creek at Petitioner's present point of diversion arc the same when Petitioner is diverting at a rate of 5 cubic feet per second. Petitioners should at that time be required to show a right of access to the drainage ditch on Protestants' property. Petitioner's right to divert should be conditioned on there being no seepage damage or other injury to Protestant, and the Board should retain authority over this question.

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- **B.** If the Board's Order is allowed to stand, the Board should modify the Order'as follows:
- (i) Paragraph 5(b) must be clarified. Water levels in the East Borrow Pit and Poodle. Creek are required to be "substantially equal". '"Substantially equal" should be defined as a difference in elevation of less than 6 inches between the new diversion point and the old diversion point, when Petitioners 'arc diverting at a rate of 5 cubic feet per second at the old point. The change in elevation of a lake would certainly not exceed 6 inches.
- testants shall have three years from the time the Petitioners. use the new diversion point to show that the conveyance of Petitioner's water in the drainage ditch on Protestants' land causes seepage damage or other injury to Protestants. Such a use may not even occur during a three yearperiod from the date of the present Order.
- . (iii) The Order should be amended to require Petitione to show it has the ability to secure the **necessary right** of access to the drainage ditch on Protestants' lands.

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(iv) The Order should be amended to provide that if Petitioners do not divert'water at the new point of diversion within three years of the opening of the conduits at Pumping Plant 3, approval of the change in diversion point will terminate. This Order should not be allowed to hang indefinitely over the heads of Protestants.

6. Copies of this Petition and the attached Statement of Points and Authorities in support of legal issues raised in this Petition have been sent to all interested parties.

DATED:, 1979.

Respectfully submitted,

DOWNEY, BRAND, SEYMOUR & ROHWER

GEORGE BASYE, ESQ.

ANNE J. SCHNEIDER, ESQ.

### PROOF OF SERVICE BY MAIL

### I declare that:

I am employed in the County of Sacramento, California
I am over the age of eighteen years and not a party of the
within entitled cause; my business address is 555 Capitol
Mall, Suite 1050, Sacramento, California. On September 13,
1979 ;I served the attached PETITION  (Date)  FOR PECONSIDERATION

by placing a true copy thereof enclosed in a sealed envelope with postage thereon fully prepaid, in the United States mail

at Sacramento, County of Sacramento, California addressed as

follows:

Paul R. Minasian, Esq.
MINASIAN, MINASIAN, MINASIAN,
SPRUANCE & BABER
Attorneys at Law
P. 0. Box 1679
Oroville, CA 95965

is true and correct, and that this declaration was executed on

September 13, 1979 at Sacramento, California.

SUZANNE S. SYNNESTVEDT

Files,

D. H. Kite

Permit and License Unit

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October 3, 1979

### POOTLE CREEK LINESTIGATION

In December of 1973 a public hearing was held on the petition of Mayis Industries to change points of diversion ender License 2012 (Application 19749). During, the hearing, testimony was given that there were nine diversions with no rights to divert water from Peodle Creek existing between the licensee's point of diversion and Pumping Station 3 and that four diversions with no rights were fluenting water from "tributaries" to Peodle Creek. The location of these diversions were shown on a map prepared by the engineering firm of St. Charlee-delakemp-Masser dated May 28, 1975. As a result of this testimony, the Board requested that an investigation be made.

Buring September 1979, I made a reconnaissance survey of Poodle Creek from Paying Station 3 to the Nevis preperty in the NEW of SEM, Section 13, 118M, 2018. I also interviewed the owner and/or lessee of most of the land in this reach. I was told that in the spring, during initial flooding of the rice fields, it is a common practice to bring in portable pumps to expedite this initial filling of the checks.

At the time of my inspection there were no portable pumps in Popule Greek. All of the pumps in the crack were serving lands covered by permit or license. In sens cases, the pumps in use at the time of license inspection have been replaced or supplemented by now pumps.

The four pumps referred to as being in "tributaries" are still in place. Actually those "tributaries" are ditches that receive runoff from the irrigated fields and return the water to Foodle Creek. Three of these pumps are picking up tailwater from licensed places of use and reapplying it to the fields. One pump is irrigating approximately 129 acres of rice on land not covered by permit or license.

Conclusions:

There is no problem of the magnitude suggested by the testimony presented at the hearing. With the one exception noted, all of the lands trrigated by under from Peodle Grack are covered by permit or license. The amount of water applied to the land when it is planted with rice probably exceeds the licensed amount, however, as much of this is recirculated tailwater it is difficult to determine if more than the licensed amount is consumptively used. In the

springtime, when the fields are being fleeded, water may be diverted at a rate greater than allowed by the "rotation term". If this causes problems, it is a matter that should be resolved by the six parties involved and not be a concern of this office unless a specific complaint is received. In two instances License 10576 (Application 22959) and Permit 17700 (Application 24533) water has been used on a portion of the places of use outside of allowable season (i.e. during July and August).

## Action Required:

 Solicit application for one unpermitted parcel.
 Follow up on exchange contracts or other method of obtaining sugger water for the two parcels covered by Applications 22000 and 26630.

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