BEFORE THE

ARIZONA NAVIGABLE STREAM ADJUDICATION COMMISSION

IN THE MATTER OF THE
NAVIGABILITY OF SMALL AND
MINOR WATERCOURSES IN
MARICOPA COUNTY, ARIZONA,
EXCLUDING THE GILA RIVER,
SALT RIVER, VERDE RIVER,
HASSAYAMPA RIVER, AND
AGUA FRIA RIVER

No.: 05-014-NAV

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REGARDING THE NAVIGABILITY OF SMALL AND
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Pursuant to Title 37, Chapter 7, Arizona Revised Statutes, the Arizona Navigable Stream Adjudication Commission ("Commission") has undertaken to receive, compile, review and consider relevant historical and scientific data and information, documents and other evidence regarding the issue of whether any small and minor watercourse in Maricopa County, Arizona, excluding the Gila River, Salt River, Verde River, Hassayampa River and Agua Fria River, was navigable or nonnavigable for title purposes as of February 14, 1912. Proper and legal public notice was given in accordance with law and a hearing was held at which all parties were afforded the opportunity to present evidence, as well as their views, on this issue. The Commission,

having considered all of the historical and scientific data and information, documents and other evidence, including the oral and written presentations made by persons appearing at the public hearing and being fully advised in the premises, hereby submits its report, findings and determination.

There are 2,495 documented small and minor watercourses in Maricopa County, of which 2,356 are unnamed. All of these watercourses, both named and unnamed, are the subject of and included in this report. Excluded from this report are the Gila, Salt, Verde, Hassayampa and Agua Fria Rivers which are deemed to be major watercourses and are the subjects of separate reports. Attached hereto as Exhibit "A" is a list of all of the small and minor watercourses in Maricopa County, Arizona, both named and unnamed, covered by this report.

I. Procedure

On September 1, 2005, the Commission gave proper prior notice of its intent to consider the issue of whether small and minor watercourses in Maricopa County, Arizona, were navigable or nonnavigable for title purposes as of February 14, 1912, in accordance with A.R.S. § 37-1123B. A copy of the Notice of Intent to Study and Receive, Review and Consider Evidence on the issue of navigability of small and minor watercourses in Maricopa County is attached hereto as Exhibit "B."

After collecting and documenting all reasonably available evidence received pursuant to the Notice of Intent to Study and to Receive, Review and Consider

Evidence, the Commission scheduled a public hearing to receive additional evidence and testimony regarding the navigability or nonnavigability of small and minor watercourses located in Maricopa County, Arizona. Public notice of this hearing was given by legal advertising on October 6, 2005, as required by law pursuant to A.R.S. §37-1126 and, in addition, by mail to all those requesting individual notice and by means of the ANSAC website (azstreambeds.com). This hearing was held on November 16 and 17, 2005, in the City of Phoenix, the county seat of Maricopa County, since the law requires that such hearing be held in the county in which the watercourses being studied are located. Attached hereto as Exhibit"C" is a copy of the notice of the public hearing.

All parties were advised that anyone who desired to appear and give testimony at the public hearing could do so and, in making its findings and determination as to navigability and nonnavigability, the Commission would consider all matters presented to it at the hearing, as well as other historical and scientific data, information, documents and evidence that had been submitted to the Commission at any time prior to the date of the hearing, including all data, information, documents, and evidence previously submitted to the Commission.

Following the public hearing held on November 16 and 17, 2005, all parties were advised that they could file post-hearing memoranda pursuant to the Rules adopted by the Commission. Post-hearing memoranda were filed by Salt River Project Agricultural

Improvement and Power District and Salt River Valley Water Users Association. On April 11, 2006, at a public hearing in Phoenix, Arizona, after considering all of the evidence and testimony submitted, and the post-hearing memorandum filed with the Commission, and the comments and oral argument presented by the parties, and being fully advised in the premises, the Commission, with a unanimous vote, found and determined in accordance with A.R.S. § 37-1128 that all small and minor watercourses in Maricopa County, Arizona, were nonnavigable as of February 14, 1912. Attached as Exhibit "E" are minutes of this hearing (April 11, 2006) as well as the earlier hearings which were continued to this date and hearings at which evidence was presented.

II. Maricopa County, Arizona

Maricopa County, Arizona, is located in the central portion of the state and is approximately 9,222 square miles in land area, with a population of 2,991,250 as of the last census on July 1, 2000. In 2005 it had a population of approximately 3,635,528. Maricopa County is quite urbanized with 1441 square miles of its area located within the incorporated limits of cities and towns notwithstanding recent annexations, and the remaining 7785 square miles are unincorporated. It borders the counties of Yavapai to the north, Gila to the northeast, La Paz and Yuma to the west, Pima to the south, and Pinal to the east and south. Maricopa County lies within the following latitude and longitude ranges: 32°30'20" North to 34°03'00" North and 111°02'00" West to 113°20'00" West.

Arizona Revised Statutes § 11-109 describes the boundaries of Maricopa County

as follows:

Maricopa county, the county seat of which is Phoenix, is bounded as follows:

Commencing at a point where the meridian line one hundred thirteen degrees twenty minutes west longitude, as defined by the Atwood Survey of 1918, intersects the second standard parallel south, being the northwest corner of Pima county; thence north on such survey line and along the east boundaries of Yuma and La Paz counties to the point where the meridian line one hundred thirteen degrees twenty minutes west longitude, as surveyed, intersects the thirty-fourth parallel north latitude, as defined by the Thompson Survey of 1924; thence east on the thirty-fourth parallel north latitude, as defined, and along the southern boundary of Yavapai county to the point where the Hassayampa river intersects such parallel; thence southeast in a direct line following the Thompson Survey of 1924 to a point in the Agua Fria river two miles southerly and below the mouth of Humbug creek; thence northerly up the Agua Fria river to a point two miles southerly and below the place where the residence of J. W. Swilling stood on January 31, 1877: thence easterly in a direct line following the Thompson Survey of 1924 to the point where the thirty-fourth parallel north latitude, as defined by such survey, intersects the Verde river; thence east on such parallel to the point where the parallel as surveyed intersects the summit of the Mazatzal range of mountains; thence southerly along the summit of the Mazatzal range of mountains to the point where such range of mountains intersects the centerline of the Salt river; thence easterly up the Salt river to the mouth of Tonto creek; thence southerly in a direct line toward a mountain known as the "Water Shed," and along the western boundary of Gila county to the point where such line and boundary intersects the north line of township one north; thence west on the north line of township one north and along the northern boundary of Pinal county to the point where such line intersects the eastern line of range seven east; thence south on the eastern line of range seven east to the point where such line intersects the southern line of township two south; thence west on such line to the point where such line intersects the Gila river; thence northerly and westerly down the Gila river to the point where the river intersects the eastern line of range one east, being the northwest corner of Pinal county; thence south on such line to the point where such line intersects the second standard parallel south, being the southwest corner of Pinal county; thence west on such parallel to the point where it intersects the meridian line one hundred thirteen degrees twenty minutes west longitude, as defined by the Atwood Survey of 1918, being the place of beginning.

Maricopa County was established on February 14, 1871 and is the most populous county in the state. It lies in the basin and range area of central Arizona. The plains and valleys are Sonoran desert, but in the northeast portion are mountains containing evergreen, coniferous, and other mountain foliage. The highest point in the county is 7,657 feet above sea level at Four Peaks in the Four Peaks Wilderness located near the border with Gila County (33°41'00"N latitude and 111°19'00"W longitude). The lowest point in the county is in the Gila River at the border with Yuma County at approximately 500 feet above sea level (113°20'00"W longitude and 32°57'00"N latitude).

The major population centers of Maricopa County are the cities of Wickenburg, Gila Bend, Buckeye, Goodyear, Avondale, Litchfield Park, Sun City, Glendale, Paradise Valley, Scottsdale, Tempe, Mesa, Chandler, and Phoenix which is the county seat and the capital of the State of Arizona. Phoenix is now the fifth largest city in the United States. Smaller towns or settlements located in Maricopa County are Morristown,

Surprise, Tonopah, New River, Cave Creek, Fountain Hills, Gilbert, Wintersburg, Arlington, and Sentinel. The major commercial industries of Maricopa County are farming, ranching, mining and tourism. The manufacturing industry is also becoming more and more important. Education, government and construction are also important employers. Interstate Highways 8 and 10 and Highway 60 are the main east-west corridors of transportation, and Interstate Highways 10 and 17 and Highways 85 and 87 are the principal corridors running north and south. The main line of the Union Pacific/Southern Pacific Railroad, generally running parallel to Interstate Highways 10 and 8, also traverses the county in an east-west direction.

Major areas of interest in Maricopa County are Lake Pleasant on the Agua Fria River, Horseshoe and Bartlett Lakes on the Verde River, and Saguaro, Canyon and Apache Lakes on the Salt River, Painted Rock State Park, Pioneer Arizona Museum, McDowell Mountain Park, Phoenix South Mountain Park, Four Peaks Wilderness area, Luke Air Force Base, the Desert Botanical Gardens and Phoenix Zoo located in Papago Park, and the Arizona State Capital complex. Also located in the Phoenix metropolitan area are the Phoenix Civic Center and numerous sports complexes, museums, and theaters. Arizona State University with four campuses in Maricopa County is headquartered in the City of Tempe. A number of Indian Reservations which have established casinos are located in Maricopa County.

III. Background and Historical Perspectives

A. Public Trust Doctrine and Equal Footing Doctrine

The reason for the legislative mandated study of navigability of watercourses within the state is to determine who holds title to the beds and banks of such rivers and watercourses. Under the public trust doctrine, as developed by common law over many years, the tidal lands and beds of navigable rivers and watercourses, as well as the banks up to the high water mark, are held by the sovereign in a special title for the benefit of all the people. In quoting the U.S. Supreme Court, the Arizona Court of Appeals described the public trust doctrine in its decision in *The Center for Law v. Hassell*, 172 Ariz. 356, 837 P.2d 158 (App.1991), review denied October 6, 1992.

An ancient doctrine of common law restricts the sovereign's ability to dispose of resources held in public trust. This doctrine, integral to watercourse sovereignty, was explained by the Supreme Court in *Illinois Cent. R.R. v. Illinois*, 146 U.S. 387, 13 S.Ct. 110, 36 L.Ed. 1018 (1892). A state's title to lands under navigable waters

is a title different in character from that which the State holds in lands intended for sale... It is a title held in trust for the people of the State that they may enjoy the navigation of the waters, carry on commerce over them, and have liberty of fishing therein freed from the obstruction or interference of private parties.

Id. at 452, 13 S.Ct. at 118; see also Martin v. Waddell, 41 U.S. (16 Pet.) at 413 (describing watercourse sovereignty as "a public trust for the benefit of the whole community, to be freely used by all for navigation and fishery, as well for shellfish as floating fish").

Id., 172 Ariz. at 364, 837 P.2d at 166.

This doctrine is quite ancient and was first formally codified in the Code of the Roman Emperor Justinian between 529 and 534 A.D.¹ The provisions of this Code, however, were based, often verbatim, upon much earlier institutes and journals of Roman and Greek law. Some historians believe that the doctrine has even earlier progenitors in the rules of travel on rivers and waterways in ancient Egypt and Mesopotamia. This rule evolved through common law in England which established that the king as sovereign owned the beds of commercially navigable waterways in order to protect their accessibility for commerce, fishing and navigation for his subjects. In England the beds of nonnavigable waterways where transportation for commerce was not an issue were owned by the adjacent landowners.

This principle was well established by English common law long before the American Revolution and was a part of the law of the American colonies at the time of the Revolution. Following the American Revolution, the rights, duties and responsibilities of the crown passed to the thirteen new independent states, thus making them the owners of the beds of commercially navigable streams, lakes and other waterways within their boundaries by virtue of their newly established sovereignty. The ownership of trust lands by the thirteen original states was never ceded to the federal government. However, in exchange for the national government's agreeing to pay the debts of the thirteen original states incurred in financing the Revolutionary War, the states ceded to the national government their undeveloped

Putting the Public Trust Doctrine to Work, David C. Slade, Esq. (Nov. 1990), pp. xvii and 4.

western lands. In the Northwest Ordinance of 1787, adopted just prior to the ratification of the U. S. Constitution and subsequently re-enacted by Congress on August 7, 1789, it was provided that new states could be carved out of this western territory and allowed to join the Union and that they "shall be admitted . . . on an equal footing with the original states, in all respects whatsoever." (Ordinance of 1787: The Northwest Territorial Government, § 14, Art. V, 1 stat. 50. See also U. S. Constitution, Art. IV, Section 3). This has been interpreted by the courts to mean that on admission to the Union, the sovereign power of ownership of the beds of navigable streams passes from the federal government to the new state. *Pollard's Lessee v. Hagan, et al.*, 44 U.S. (3 How.) 212 (1845), and *Utah Division of State Lands v. United States*, 482 U.S. 193 (1987).

In discussing the equal footing doctrine as it applies to the State's claim to title of beds and banks of navigable streams, the Court of Appeals stated in *Hassell*:

The state's claims originated in a common-law doctrine, dating back at least as far as Magna Charta, vesting title in the sovereign to lands affected by the ebb and flow of tides. See *Martin v. Waddell*, 41 U.S. (16 Pet.) 367, 412-13, 10 L.Ed. 997 (1842). The sovereign did not hold these lands for private usage, but as a "high prerogative trust . . . , a public trust for the benefit of the whole community." *Id.* at 413. In the American Revolution, "when the people . . . took into their own hands the powers of sovereignty, the prerogatives and regalities which before belong either to the crown or the Parliament, became immediately and rightfully vested in the state." *Id.* at 416.

Although watercourse sovereignty ran with the tidewaters in England, an island country, in America the doctrine was extended to navigate inland watercourses as well. See *Barney v. Keokuk*, 94 U.S. 324, 24 L.Ed. 224 (1877); *Illinois Cent. R.R. v. Illinois*, 146 U.S. 387, 434, 13 S.Ct. 110, 111, 36 L.Ed. 1018 (1892). Moreover, by the "equal footing" doctrine, announced

in *Pollard's Lessee v. Hagan*, 44 U.S. (3 How.) 212, 11 L.Ed. 565 (1845), the Supreme Court attributed watercourse sovereignty to future, as well as then-existent, states. The Court reasoned that the United States government held lands under territorial navigable waters in trust for future states, which would accede to sovereignty on an "equal footing" with established states upon admission to the Union. *Id.* at 222-23, 229; accord Montana v. United States, 450 U.S. 544, 101 S.Ct. 1245, 67 L.Ed.2d 493 (1981); Land Department v. O'Toole, 154 Ariz. 43, 44, 739 P.2d 1360, 1361 (App. 1987).

The Supreme Court has grounded the states' watercourse sovereignty in the Constitution, observing that "[t]he shores of navigable waters, and the soils under them, were not granted by the Constitution to the United States, but were reserved to the states respectively." *Pollard's Lessee*, 44 U.S. (3 How.) at 230; see also *Oregon ex rel. State Land Board v. Corvallis Sand & Gravel Co.*, 429 U.S. 363, 374, 97 S.Ct. 582, 589, 50 L.Ed.2d 550 (1977) (states' "title to lands underlying navigable waters within [their] boundaries is conferred . . . by the [United States] constitution itself").

Id., 172 Ariz. 359-60, 837 P.2d at 161-162.

In the case of Arizona, the "equal footing" doctrine means that if any stream or watercourse within the State of Arizona was navigable on February 14, 1912, the date Arizona was admitted to the Union, the title to its bed is held by the State of Arizona in a special title under the public trust doctrine. If the stream was not navigable on that date, ownership of the streambed remained in such ownership as it was prior to statehood—the United States if federal land, or some private party if it had previously been patented or disposed of by the federal government—and could later be sold or disposed of in the manner of other land since it had not been in a special or trust title under the public trust doctrine. Thus, in order to determine title to the beds of rivers,

streams, and other watercourses within the State of Arizona, it must be determined whether or not they were navigable or nonnavigable as of the date of statehood.

B. Legal Precedent to Current State Statutes

Until 1985, most Arizona residents assumed that all rivers and watercourses in Arizona, except for the Colorado River, were nonnavigable and accordingly there was no problem with the title to the beds and banks of any rivers, streams or other watercourses. However, in 1985 Arizona officials upset this long-standing assumption and took action to claim title to the bed of the Verde River. Land Department v. O'Toole, 154 Ariz. 43, 739 P.2d 1360 (App. 1987). Subsequently, various State officials alleged that the State might hold title to certain lands in or near other watercourses as well. Id., 154 Ariz. at 44, 739 P.2d at 1361. In order to resolve the title questions to the beds of Arizona rivers and streams, the Legislature enacted a law in 1987 substantially relinquishing the state's interest in any such lands.2 With regard to the Gila, Verde and Salt Rivers, this statute provided that any record title holder of lands in or near the beds of those rivers could obtain a quitclaim deed from the State Land Commissioner for all of the interest the state might have in such lands by the payment of a quitclaim fee of \$25.00 per acre. The Arizona Center for Law in the Public Interest filed suit against Milo J. Hassell in his capacity as State Land Commissioner, claiming that the statute

² Prior to the enactment of the 1987 statute, the Legislature made an attempt to pass such a law, but the same was vetoed by the Governor. The 1987 enactment was signed by the Governor and became law. 1987 Arizona Sessions Law, Chapter 127.

was unconstitutional under the public trust doctrine and gift clause of the Arizona Constitution as no determination had been made of what interest the state had in such lands and what was the reasonable value thereof so that it could be determined that the state was getting full value for the interests it was conveying. The Superior Court entered judgment in favor of the defendants and an appeal was taken. In its decision in Hassell, the Court of Appeals held that this statute violated the public trust doctrine and the Arizona Constitution and further set forth guidelines under which the state could set up a procedure for determining the navigability of rivers and watercourses in Arizona. In response to this decision, the Legislature established the Arizona Navigable Stream Adjudication Commission and enacted the statutes pertaining to its operation. 1992 Arizona Session Laws, Chapter 297 (1992 Act). The charge given to the Commission by the 1992 Act was to conduct full evidentiary public hearings across the state and to adjudicate the State's claims to ownership of lands in the beds of watercourses. See generally former A.R.S. §§ 37-1122 to 37-1128.

The 1992 Act provided that the Commission would make findings of navigability or nonnavigability for each watercourse. See former A.R.S. § 37-1128(A). Those findings were based upon the "federal test" of navigability in former A.R.S. § 37-1101(6). The Commission would examine the "public trust values" associated with a

particular watercourse only if and when it determined that the watercourse was navigable. See former A.R.S. §§ 37-1123(A)(3), 37-1128(A).

The Commission began to take evidence on certain watercourses during the fall of 1993 and spring of 1994. In light of perceived difficulties with the 1992 Act, the Legislature revisited this issue during the 1994 session and amended the underlying legislation. See 1994 Arizona Session Laws, ch. 178 ("1994 Act"). Among other things, the 1994 Act provided that the Commission would make a recommendation to the Legislature, which would then hold additional hearings and make a final determination of navigability by passing a statute with respect to each watercourse. The 1994 Act also established certain presumptions of nonnavigability and exclusions of some types of evidence.

Based upon the 1994 Act, the Commission went forth with its job of compiling evidence and making a determination of whether each watercourse in the state was navigable as of February 14, 1912. The Arizona State Land Department issued technical reports on each watercourse, and numerous private parties and public agencies submitted additional evidence in favor of or opposed to navigability for particular watercourses. See, *Defenders of Wildlife v. Hull*, 199 Ariz. 411, 416, 18 P.3d 722, 727 (App. 2001). The Commission reviewed the evidence and issued reports on each watercourse which were transmitted to the Legislature. The Legislature then enacted legislation relating to the navigability of each specific watercourse. The Court of Appeals struck

down that legislation in its *Hull* decision, finding that the Legislature had not applied the proper standards of navigability. *Id.* 199 Ariz. at 427-28, 18 P.2d at 738-39.

In 2001, the Legislature again amended the underlying statute in another attempt to comply with the Court's pronouncements in *Hassell* and *Hull*. See, 2001 Arizona Session Laws, ch. 166, § 1. The 2001 legislation now governs the Commission in making its findings with respect to the small and minor watercourses in Maricopa County.

IV. Issues Presented

The applicable Arizona statutes state that the Commission has jurisdiction to determine which, if any, Arizona watercourses were "navigable" on February 14, 1912 and for any watercourses determined to be navigable, to identify the public trust values. A.R.S. § 37-1123. A.R.S. § 37-1123A provides as follows:

- A. The commission shall receive, review and consider all relevant historical and other evidence presented to the commission by the state land department and by other persons regarding the navigability or nonnavigability of watercourses in this state as of February 14, 1912, together with associated public trust values, except for evidence with respect to the Colorado River and, after public hearings conducted pursuant to section 37-1126:
- 1. Based only on evidence of navigability or nonnavigability, determine what watercourses were not navigable as of February 14, 1912.
- 2. Based only on evidence of navigability or nonnavigability, determine whether watercourses were navigable as of February 14, 1912.
- 3. In a separate, subsequent proceeding pursuant to section 37-1128, subsection B, consider evidence of public trust values and then identify and make a public report of any public trust values that are now associated with the navigable watercourses.

A.R.S. §§ 37-1128A and B provide as follows:

- A. After the commission completes the public hearing with respect to a watercourse, the commission shall again review all available evidence and render its determination as to whether the particular watercourse was navigable as of February 14, 1912. If the preponderance of the evidence establishes that the watercourse was navigable, the commission shall issue its determination confirming the watercourse was navigable. If the preponderance of the evidence fails to establish that the watercourse was navigable, the commission shall issue its determination confirming that the watercourse was nonnavigable.
- B. With respect to those watercourses that the commission determines were navigable, the commission shall, in a separate, subsequent proceeding, identify and make a pubic report of any public trust values associated with the navigable watercourse.

Thus, in compliance with the statutes, the Commission is required to collect evidence, hold hearings, and determine which watercourses in existence on February 14, 1912, were navigable or nonnavigable. This report pertains to all of the small and minor watercourses in Maricopa County, Arizona, and excludes the Gila River, Salt River, Verde River, Hassayampa River and Agua Fria River. In the hearings to which this report pertains, the Commission considered all of the available historical and scientific data and information, documents and other evidence relating to the issue of navigability of the small and minor watercourses in Maricopa County, Arizona, as of February 14, 1912.

Public trust values were not considered in these hearings but will be considered in separate, subsequent proceedings, if required. A.R.S. §§ 37-1123A3 and 37-1128B. In discussing the use of an administrative body such as the Commission on issues of

navigability and public trust values, the Arizona Court of Appeals in its decision in Hassell found that the State must undertake a "particularized assessment" of its "public trust" claims but expressly recognized that such assessment need not take place in a "full blown judicial" proceeding.

We do not suggest that a full-blown judicial determination of historical navigability and present value must precede the relinquishment of any state claims to a particular parcel of riverbed land. An administrative process might reasonably permit the systematic investigation and evaluation of each of the state's claims. Under the present act, however, we cannot find that the gift clause requirement of equitable and reasonable consideration has been met.

Id., 172 Ariz. at 370, 837 P.2d at 172.

The 2001 *Hull* court, although finding certain defects in specific aspects of the statute then applicable, expressly recognized that a determination of "navigability" was essential to the State having any "public trust" ownership claims to lands in the bed of a particular watercourse:

The concept of navigability is "essentially intertwined" with public trust discussions and "[t]he navigability question often resolves whether any public trust interest exists in the resource at all." Tracy Dickman Zobenica, The Public Trust Doctrine in Arizona's Streambeds, 38 Ariz.L.Rev. 1053, 1058 (1996). In practical terms, this means that before a state has a recognized public trust interest in its watercourse bedlands, it first must be determined whether the land was acquired through the equal footing doctrine. However, for bedlands to pass to a state on equal footing grounds, the watercourse overlying the land must have been "navigable" on the day that the state entered the union.

199 Ariz. at 418, 18 P.3d at 729 (also citing O'Toole, 154 Ariz. at 45, 739 P.2d at 1362 (emphasis added).

The Legislature and the Court of Appeals in *Hull* have recognized that, unless the watercourse was "navigable" at statehood, the State has no "public trust" ownership claim to lands along that watercourse. Using the language of *Hassell*, if the watercourse was not "navigable," the "validity of the equal footing claims that [the State] relinquishes" is **zero**. *Hassell*, 172 Ariz. at 371, 837 P.2d at 173. Thus, if there is no claim to relinquish, there is no reason to waste public resources determining (1) the value of any lands the State **might** own **if** it had a claim to ownership, (2) "equitable and reasonable considerations" relating to claims it might relinquish without compromising the "public trust," or (3) any conditions the State might want to impose on transfers of its ownership interest. See *id*.

V. Burden of Proof

The Commission in making its findings and determinations utilized the standard of the preponderance of the evidence as the burden of proof as to whether or not a stream was navigable or nonnavigable. A.R.S. § 37-1128A provides as follows:

After the commission completes the public hearing with respect to a watercourse, the commission shall again review all available evidence and render its determination as to whether the particular watercourse was navigable as of February 14, 1912. If the preponderance of the evidence establishes that the watercourse was navigable, the commission shall issue its determination confirming that the watercourse was navigable. If the preponderance of the evidence fails to establish that the watercourse was navigable, the commission shall issue its determination confirming that the watercourse was nonnavigable.

This statute is consistent with the decision of the Arizona courts that have considered the matter. *Hull*, 199 Ariz. at 420, 18 P.3d at 731 ("... a 'preponderance' of the evidence appears to be the standard used by the courts. See, *e.g.*, *North Dakota v. United States*, 972 F.2d 235-38 (8th Cir. 1992)"); *Hassell*, 172 Ariz. at 363, n. 10, 837 P.2d at 165, n. 10 (The question of whether a watercourse is navigable is one of fact. The burden of proof rests on the party asserting navigability ..."); *O'Toole*, 154 Ariz. at 46, n. 2, 739 P.2d at 1363, n. 2.

The most commonly used legal dictionary contains the following definition of "preponderance of the evidence":

Evidence which is of greater weight or more convincing than the evidence which is offered in opposition to it; that is, evidence which as a whole shows that the fact sought to be proven is more probable than not. *Braud v. Kinchen*, La.App., 310 So.2d 657, 659. With respect to burden of proof in civil actions, means greater weight of evidence, or evidence which is more credible and convincing to the mind. That which best accords with reason and probability. The word "preponderance" means something more than "weight"; it denotes a superiority of weight, or outweighing. The words are not synonymous, but substantially different. There is generally a "weight" of evidence on each side in case of contested facts. But juries cannot properly act upon the weight of evidence, in favor of the one having the onus, unless it overbears, in some degree, the weight upon the other side.

Black's Law Dictionary, 1064 (5th ed. 1979).

The "preponderance of the evidence" standard is sometimes referred to as requiring "fifty percent plus one" in favor of the party with the burden of proof. One could imagine a set of scales. If the evidence on each side weighs exactly evenly, the

party without the burden of proof must prevail. In order for the party with the burden to prevail, sufficient evidence must exist in order to tip the scales (even slightly) in its favor. See, generally, *United States v. Fatico*, 458 U.S. 388, 403-06 (E.D. N.Y. 1978), *aff'd* 603 F.2d 1053 (2nd Cir. 1979), *cert. denied* 444 U.S. 1073 (1980); *United States v. Schipani*, 289 F.Supp. 43, 56 (E.D. N.Y. 1968), aff'd, 414 F.2d 1262 (2nd Cir. 1969). ³

VI. Standard for Determining Navigability

The statute defines a navigable watercourse as follows:

"Navigable" or "navigable watercourse" means a watercourse that was in existence on February 14, 1912, and at that time was used or was susceptible to being used, in its ordinary and natural condition, as a highway for commerce, over which trade and travel were or could have been conducted in the customary modes of trade and travel on water.

A.R.S. § 37-1101(5).

³ In a recent Memorandum Decision of the Arizona Court of Appeals, the Defenders of Wildlife and others through their representative, Arizona Center for Law in the Public Interest, attacked the constitutionality of the burden of proof for navigability determination by the Commission specified in A.R.S. § 37-1128(A). In that case, the Defenders claimed that the burden of proof specified in the statute conflicts with federal law and should be declared invalid because it is contrary to a presumption favoring sovereign ownership of bedlands. In discussing and rejecting Defenders position the Court stated: "... In support of this argument, Defenders cite to our decision in Defenders, see 199 Ariz. At 426, ¶ 54, 18 P.3d at 737, and to United States v. Oregon, 295 U.S. 1, 14 (1935). But neither of these decisions held that the burden of proof in a navigability determination must be placed on the party opposing navigability. Moreover, this court has twice stated that the burden of proof rests on the party asserting navigability. Hassell, 172 Ariz. At 363 n. 10, 837 P.2d at 165 n. 10; O'Toole, 154 Ariz. At 46 n. 2, 739 P.2d at 1363 n. 2. We have also recognized that a 'preponderance' of the evidence appears to be the standard used by the courts" as the burden of proof. Defenders, 199 Ariz. At 420, ¶ 23, 18 P.3d at 731 (citing North Dakota v. United States, 972 F.2d 235, 237-38 (8th Cir. 1992)). Defenders have not cited any persuasive authority suggesting that these provisions in § 37-1128(A) are unconstitutional or contrary to federal law. We agree with this court's prior statements and conclude that neither placing the burden of proof on the proponents of navigability nor specifying the burden as a preponderance of the evidence violates the State or Federal Constitutions or conflicts with federal law." State of Arizona v. Honorable Edward O. Burke 1 CA-SA 02-0268 and 1 CA-SA 02-0269 (Consolidated); Arizona Court of Appeals, Division One, (Memorandum Decision filed December 23, 2004).

The foregoing statutory definition is taken almost verbatim from the U.S. Supreme Court decision in *The Daniel Ball*, 77 U.S. (10 Wall) 557, 19 L.Ed. 999 (I870), which is considered by most authorities as the best statement of navigability for title purposes. In its decision, the Supreme Court stated:

Those rivers must be regarded as public navigable rivers in law which are navigable in fact. And they are navigable in fact when they are used, or are susceptible of being used, in their ordinary condition, as highways for commerce, over which trade and travel are or may be conducted in the customary modes of trade and travel on water.

77 U.S. at 563.

In a later opinion in *U. S. v. Holt Bank*, 270 U.S. 46 (1926), the Supreme Court stated:

[Waters] which are navigable in fact must be regarded as navigable in law; that they are navigable in fact when they are used, or are susceptible of being used, in their natural and ordinary condition, as highways for commerce, over which trade and travel are or may be conducted in the customary modes of trade and ravel on water; and further that navigability does not depend on the particular mode in which such use is or may be had—whether by steamboats, sailing vessels or flatboats—nor on an absence of occasional difficulties in navigation, but on the fact, if it be a fact, that the [water] in its natural and ordinary condition affords a channel for useful commerce.

270 U.S. at 55-56.

The Commission also considered the following definitions contained in A.R.S. § 37-1101 to assist it in determining whether small and minor watercourses in Maricopa County were navigable at statehood.

- 11. "Watercourse" means the main body or a portion or reach of any lake, river, creek, stream, wash, arroyo, channel or other body of water. Watercourse does not include a man-made water conveyance system described in paragraph 4 of this section, except to the extent that the system encompasses lands that were part of a natural watercourse as of February 14, 1912.
- 3. "Highway for commerce" means a corridor or conduit within which the exchange of goods, commodities or property or the transportation of persons may be conducted.
 - 4. "Man-made water conveyance system" means:
 - (a) An irrigation or drainage canal, lateral canal, ditch or flume.
- (b) A municipal, industrial, domestic, irrigation or drainage water system, including dams, reservoirs and diversion facilities.
- (c) A channel or dike that is designed, dedicated and constructed solely for flood control purposes.
 - (d) A hydropower inlet and discharge facility.
- (e) A canal, lateral canal, ditch or channel for transporting central Arizona project water.
- 2. "Bed" means the land lying between the ordinary high watermarks of a watercourse.
- 6. "Ordinary high watermark" means the line on the banks of a watercourse established by fluctuations of water and indicated by physical characteristics, such as a clear natural line impressed on the bank, shelving, changes in the character of the soil, destruction of terrestrial vegetation or the presence of litter and debris, or by other appropriate means that consider the characteristics of the surrounding areas. Ordinary high watermark does not mean the line reached by unusual floods.
- 8. "Public trust land" means the portion of the bed of a watercourse that is located in this state and that is determined to have been a navigable watercourse as of February 14, 1912. Public trust land does not include land held by this state pursuant to any other trust.

Thus, the State of Arizona in its current statutes follows the federal test for determining navigability.

VII. Evidence Received and Considered by the Commission

Pursuant to A.R.S. § 37-1123, and other provisions of Title 37, Chapter 7, Arizona Revised Statutes, the Commission received, compiled, and reviewed evidence and records regarding the navigability and nonnavigability of small and minor watercourses located in Maricopa County, Arizona. Twelve major filings of documents relating to Maricopa County were considered by the Commission, including evidence consisting of studies, written documents, newspapers and other historical accounts, pictures and testimony. A comprehensive study entitled "Final Report - Small & Minor Watercourses Analysis for Maricopa County, Arizona" prepared by Stantec Consulting Inc., in association with JE Fuller/Hydrology & Geomorphology, Inc., under supervision of the Arizona State Land Department, dated December, 2000, was submitted. The Commission also considered documents, studies, and reports submitted mainly in conjunction with the studies on the Verde River, Salt River and Gila River. The list of evidence and records, together with a summarization is attached as Exhibit "D". The Commission also heard testimony and received and considered evidence at the public hearing by powerpoint presentation on rivers and watercourses located in Maricopa County, Arizona.

A. Small & Minor Watercourses Analysis for Maricopa County, Arizona

1. Analysis Methods

Due to the large number of small and minor watercourses located in Maricopa County, Arizona (2,495 watercourses, of which 2,356 are unnamed – see Exhibit "A"), it is impractical and unnecessary to consider each watercourse with the same detail that the Commission considered major watercourses. The study of small and minor watercourses developed by Stantec Consulting Inc. and its associates provided for an evaluation using a three-level process which contained criteria that would be necessarily present for a stream to be considered navigable. A master database listing all small and minor watercourses was developed from the Arizona Land Resource Information System (ALRIS) with input from the U.S. Geological Survey, the U.S. Environmental Protection Agency and other agencies and sources. The final version of the master database called "Streams" includes a hydrological unit code (HUC), segment number, mileage, watercourse type and watercourse name, if available. Thus there is a hydrological unit code for each of the segments of the 2,495 small and minor watercourses in Maricopa County, Arizona. The database also locates each segment by section, township, and range. Some of the satellite databases discussed below also locate certain significant reference points by latitude and longitude.

Using the master database, the contractor also set up six satellite databases, each relating to a specific stream characteristic or criterion that would normally be found in a

watercourse considered to be navigable or susceptible of navigability. These stream criteria are as follows:

- 1. Perennial stream flow;
- Dam located on stream;
- 3. Fish found in stream;
- 4. Historical record of boating;
- 5. Record of modern boating; and
- 6. Special status (other water related characteristics, including in-stream flow application and/or permit, unique waters, wild and scenic, riparian, and preserve).

All watercourses were evaluated at level one which is a binary (yes or no) sorting process as to whether or not these characteristics are present. For a stream or watercourse not to be rejected at level one, it must be shown that at least one of these characteristics is present. If none of these characteristics are present, the stream or watercourse is determined to require no further study and is rejected at level one as having no characteristics of navigability.

All streams and watercourses surviving the level one sorting (i.e., determined to have one or more of the above characteristics) are evaluated at level two. The level two analysis is more qualitative than level one and its assessment requires a more in-depth analysis to verify and interpret the reasons that caused a particular stream to advance from level one. Each of the above characteristics on which there was an affirmative

answer at level one is analyzed individually at level two to determine whether the stream is potentially susceptible to navigation or not susceptible to navigation; for example, a watercourse that at first appears to be perennial in flow but upon further analysis is determined to have only a small flow from a spring for a short distance and therefore cannot be considered perennial for any substantial portion of the watercourse.

In addition, the level two analysis utilizes a refinement with value engineering techniques analyzing watercourses with more than one affirmative response at level one and assigned values to each of the six categories mentioned above. Clearly, perennial flow, historical boating, and modern boating are more important to the issue of navigability than the categories of dam impacted, special status, or fish. Thus, for the purpose of the value engineering study, the following rough values were assigned to each of the six categories: historical boating-10, modern boating-8, perennial stream-7, dam impacted-4, fish-4, and special status-2. This system is a recognized tool used in value engineering studies, and seven qualified engineers from the state Land Department and consulting staff of the contractor participated in determining the values used for each category. This system establishes that a value in excess of 13 is required for a stream to survive the level two evaluation and pass to level three for consideration.4 Thus, a stream having both perennial flow and historical boating (sum

⁴ When this procedure was first developed, a cut off value of eleven (11) was established for a stream to survive level two and pass to level three for evaluation. As the present procedure was refined, the cut off value of thirteen (13) was substituted for eleven (11) as it was felt to be more accurate.

value of 17), or a combination of the values set for other criteria equaling more than 13, would require that the stream pass to evaluation at level three. If a stream does not have a sum value greater than 13, it is determined to require no further study and is rejected at level two as having insufficient characteristics of navigability.

If a stream survives the evaluation at level two, it goes on to level three which uses quantitative hydrologic and hydraulic analysis procedures including any stream gauge data available, as well as engineering estimates of depth, width and velocity of any water flow in the subject watercourse and comparing the same to minimum standards required for different types of vessels. Also considered is the configuration of the channel and whether it contains rapids, boulders or other obstacles. If a stream or watercourse is not rejected or eliminated at level three, it is removed from this process and subjected to a separate detailed study similar to that performed on a major watercourse, and a separate report will be issued on that stream or watercourse.

2. Application of Analysis Methods to Small and Minor Watercourses in Maricopa County

The application of the level one analysis to the 2,495 small and minor watercourses located in Maricopa County resulted in 2,435 watercourses or 97.6% being determined as not having any of the six characteristics listed above, and these 2,435 were therefore rejected or eliminated and did not proceed to a further evaluation at level two. Attached as Exhibit "F" is a list of the watercourses in Maricopa County

which were determined to have no characteristics of navigability or characteristics indicating susceptibility of navigability at level one.

Only 60 watercourses, approximately 2.4%, received an affirmative response to the above characteristics or criteria and were evaluated at level two. Attached as Exhibit "G" is a list of the 60 watercourses that received a positive response to one or more of the characteristics listed above. Fifty-two of these watercourses received only one affirmative response at level one and, after further analysis, were rejected and determined not to have the characteristics of navigability requiring further study. Eight of these watercourses tested affirmatively to more than one of the characteristics listed above. Of these eight, only one had a sum value of more than thirteen when analyzed under the value engineering techniques and was therefore considered or evaluated at level three. It was accordingly determined that 59 of the streams analyzed at level two could not be considered as susceptible of navigability and were therefore rejected at level two. The one stream that survived the value engineering analysis at level two and was considered at level three is Indian Bend Wash, which had a sum value of 15.5.

3. Level Three Analysis for Indian Bend Wash

Indian Bend Wash is located in the east central portion of Maricopa County. It received three affirmative responses in the level one analysis, including perennial flow, historic boating, and fish in stream.

Indian Bend Wash is a highly urbanized flood-control channel located within the limits of the cities of Scottsdale, Paradise Valley, and Tempe in Maricopa County. It is 23.3 miles in length and its total drainage area historically is 197 square miles. It drains the western slopes of the McDowell Mountains and flows into the north side of the Salt River in the City of Tempe. The development of the Central Arizona Project Canal has resulted in a significant reduction of the amount of storm runoff that can reach the main channel of Indian Bend Wash. The elevation in its watershed ranges from 4034 feet at McDowell Peak to 1165 feet at the confluence of Indian Bend Wash with the Salt River. Vegetation within the watershed outside the urban areas is mostly upper Sonoran desert species such as palo verde, mesquite and saguaro cactus. Vegetation in and along Indian Bend Wash is most often grass and non-native trees planted in the many golf courses and parks that dominate over 90% of the stream's length.

Almost all of Indian Bend Wash has been channelized and altered by urban development. In some places the main stream channel is not visible due to its conversion to golf courses, fairways and parks. Historically, Indian Bend Wash was probably a wide braided ephemeral stream which bore little resemblance to the urbanized flood-control channel it has become today. Where the main channel is visible along the urbanized portions, it is a single channel containing coarse sands and cobbles. The less developed portion of Indian Bend Wash is braided, consisting of poorly developed sand and gravel bars. The main channel width varies from 25 to 60 feet with

bank heights of no more than two feet. Various concrete culverts and channels are located along the wash are only designed to convey low flow events and runoff from the many ponds located in the wash. Indian Bend Wash is ephemeral except in the numerous artificial ponds built for recreational and aesthetic purposes. The annual mean flow is 2.5 cubic feet per second (cfs). Stream gauges have recorded a flow which is classified as a 100-year flood of 16,800 cfs. The stream flow, except during periods of flood runoff, is at most a few inches and during normal flow will not support canoes or kayaks, much less any commercial boats. In its construction as a flood-control channel, a number of lakes and ponds have been constructed which allow for recreational paddle-boating and the Game and Fish Departments stocks fish in some of the ponds to support its urban fishing program.

In view of the foregoing, Indian Bend Wash was considered as not being susceptible of navigability during its ordinary flow and was therefore rejected at level three.

4. Summary of Results of Small and Minor Watercourses Analysis for Maricopa County, Arizona

All of the 2,495 small and minor watercourses in Maricopa County were analyzed in the three-level process developed by the State Land Department and its contractors Stantec and J.E Fuller Hydrology. At level one, 2,435 watercourses or 93.6% were determined as not having an affirmative response to any of the six characteristics utilized at level one and were therefore rejected and eliminated at level one. Sixty

watercourses, approximately 2.4%, received an affirmative response to one or more of the characteristics or criteria and were evaluated at level two. Fifty-two of these watercourses received only one affirmative response at level one, and further analysis disclosed that they should be rejected as not having the characteristics of navigability requiring further study. Eight of the watercourses received more than one affirmative response at level one and were analyzed under the value engineering system described above. In this analysis seven of the watercourses had a sum value of less than 13 and were determined as not having the characteristics of navigability requiring further study. Only one stream, Indian Bend Wash, had a sum value of more than 13 and was determined to require further study at level three. It was considered at Level three and as noted above was determined to be not navigable.

Testimony presented at the hearing for all small and minor watercourses in Maricopa County established that the present climate and weather conditions in Maricopa County are the same or very similar to that which existed in 1912 when Arizona became a state.

B. Prehistoric and Historic Considerations Affecting Small and Minor Watercourses in Maricopa County, Arizona

In addition to the Small and Minor Watercourses Analysis and other evidence described above, the Commission also considered evidence of the prehistoric conditions and the historic development of Maricopa County as disclosed in the Stantec Consulting Inc. – JE Fuller/Hydrology & Geomorphology, Inc. Report of December 2000

and in part in the studies submitted in connection with hearings on navigability of the Gila River, Salt River, and Verde River.

1. Prehistoric or Pre-Columbian

The archaeological evidence indicates the presence of paleoindians in Maricopa County as early as 11,500 years ago.⁵ At that time, the weather was much more humid due to the end of the last ice age, and the valleys of Maricopa County resembled a savanna in which megafauna such as mammoth, giant bison, and giant sloth lived and were hunted by the paleoindians as food. The paleoindian peoples are defined by the Clovis projectile point which is a large lithic spear tip fluted so as to be easily attached to the end of the spear. These Clovis projectile points have been found embedded in remains, particularly bones, of mammoth which lived in the area 12,000 to 8,000 years ago.

Some archaeologists believe there were paleoindian people in Arizona prior to the Clovis People, although most pre-Clovis sites that have been identified are in other parts of the southwest and other states. In Arizona, the archaeologists who propose this have named this culture the Malapai People and claim to have found sites, particularly along the lower Gila River and in southern California, evidenced by stone choppers,

⁵ The paleo indian period is generally considered to be between 9500 B.C. or 11,500 B.P. (Before Present) to approximately 6000 B.C. or 8000 B.P. It was followed by the archaic period which lasted until approximately 300 B.C. The archaic period or archaic culture is sometimes called the Cochise or Desert culture.

scrapers and other stone tools. While difficult to date, these archaeologists feel that the Malapai people lived in this area 18,000 to 22,000 years ago.

Following the paleoindian period, the archaic period or Cochise culture evolved, which was a hunting and gathering culture that looked primarily to smaller animals for food. The prime characteristic of the archaic culture is the Folsom projectile point which is much smaller than the Clovis, although fluted to be affixed to the end of short spears launched from an atl-atl or primitive spear thrower. Also the Folsom points were later found to be attached to the ends of arrows once bows and arrows were developed. The archaic culture was a hunting and gathering culture that did not build permanent buildings and many of their sites which were near the rivers have probably been obscured by flooding and later occupations. These archaic sites, as well as the earlier paleoindian and Malapai sites, are characterized by large dense scatters of diverse lithic materials used for hunting, caring for, and processing meat and other food. They probably represent base camps or work areas. These archaic people have been characterized by various archaeologists as a desert culture and, more particularly in southern Arizona, as the Cochise culture. Folsom projectile points were used by the archaic peoples in hunting the great bison and smaller game, and such projectile points have been found at some of these archaic sites. Between 300 B.C. and 100 A.D. the early or pre-classic Hohokam culture began to develop in the southern part of Maricopa County along the Gila and Salt Rivers and their tributaries.

The development from the archaic (Desert or Cochise culture) to the proto Hohokam culture is not well understood, but a recent excavation known as the Eagle River site located near Roosevelt Lake on the Salt River has been determined to be the earliest documented ceramic or pottery site in the area. It provides definitive evidence for an indigenous pre-Hohokam population which used the site between 300 B.C. and 100 A.D. It contains evidence of maize (corn agriculture), wild plant gathering and hunting, and shows similarities to the later developed Hohokam, Mogollon, and Anasazi culture groups suggesting that there was an early Pan Southwestern culture at the same time the regional differentiation of the traditional cultures such as the Hohokam was emerging. This may be evidence of the transition from the archaic to the better understood and defined pre-classical Hohokam culture.

On the lower Salt River in Maricopa County and the middle Gila River in the northern part of Pinal County, the archaeological evidence indicates that approximately 2000 years ago a sedentary proto agricultural society arose which has been denominated the Hohokam culture. Some archaeologists believe the Hohokam developed from the indigenous Desert or Cochise culture which had existed for hundreds of years as a primarily hunting and gathering culture. Others believe the catalyst for change or development into the Hohokam farming and irrigation culture was an infusion of immigrants from Mexico or Mesoamerica. Although some archaeologists dispute the early date, the foremost expert on Hohokam culture, Emil

Haury, postulates that a group of people came from Mexico or Mesoamerica as early as 300 B.C. and began constructing canals and using the techniques they brought with them for irrigation agriculture. (See Emil W. Haury's Prehistory of the American Southwest, J. Jefferson Reid and David E. Doyel (Eds.), The University of Arizona Press, Tucson, 1986. They probably merged with or absorbed the local indigenous Cochise or desert culture inhabitants, although there is evidence of separate Cochise-type settlements as late as the end of the first century A.D. No doubt there were subsequent infusions of groups from Mesoamerica into the Hohokam area, but they were apparently absorbed peacefully. During the pioneer and colonial period (600-950 A.D.), the Hohokam expanded and evidence of their tradition and culture is found in the Tucson Basin, Verde Valley (where they mixed with other peoples, probably Anasazi, to form the Sinagua tradition), and the upper Gila River in the Safford valley (where they mixed with the Mogollon peoples).

Although there is significant evidence of prehistoric irrigation, particularly along the Salt River in the Phoenix basin and along the Gila River in northern Pinal County, which were the most densely populated areas in the southwest with an estimated population of between 20,000 and 80,000 at their peak, there is no evidence whatsoever of the use of any of the rivers, including small and minor watercourses, by prehistoric cultures for boating or travel on the water. No doubt these early indigenous people followed the watercourses to assure themselves of a source of water when they

traveled, but they did so by foot and not by boat. Likewise, there is no evidence of any attempted floating of logs for use in construction of pueblos, although logs that floated down during floods were probably utilized. In prehistoric times all travel was exclusively by foot. There were no pack or draft animals until the Spaniards brought horses into North America in the 1500 and 1600s A.D. At their peak (approximately 1100-1200 A.D.), the Hohokam irrigated an estimated 140,000 acres in the Phoenix basin, with an irrigation system of canals exceeding 315 miles in length. In the latter part of the Classic period, i.e. after 1200 A.D., a new culture or tradition known as the Salado has been identified, which is evidenced by much finer pottery, platform mounds, ball courts and a higher grade of masonry construction. The best example of this culture is the ruin at Casa Grande National Monument near Florence in northern Pinal County. Some archaeologists feel that this was a new people who came into the area, probably from Mesoamerica, but most are of the opinion that the Salado tradition was a revitalization primarily of the Hohokam culture with some influence from other cultures or traditions.

After approximately A.D. 1450 the Hohokam and Salado cultures declined and many of the major occupation sites were abandoned. The cause for this decline and abandonment of major occupation sites is unknown, although explanations for the collapse of the Hohokam culture include population decimation by disease, environmental degradation, drought, soil alkalization, and overstressing of a complex

and probably fragile social system. Tree ring studies have shown that the average flow of the rivers and presumably rainfall from A.D. 740 to 1370 was somewhat less than the modern average flows. There is also evidence of significant droughts during the late 1300's and early 1400's. The present Papago or Tohono O'Odham and Pima Indians are thought to be the descendants of the Hohokam and Salado in the Maricopa County area.

Some time around A. D. 1500 the earlier Hohokam and Salado cultures were replaced by the Yavapai culture which had moved from the Colorado River area, but the area remained very sparsely populated. In the late 1600's and early 1700's the Athabascan speaking western Apaches migrated into the area, but stayed primarily in the mountainous eastern portion of Maricopa County and the mountains to the east. To an extent the Apache displaced the Yavapai, although there was intermarriage between the two peoples. Both the Yavapai and Apache were relatively nomadic, living by hunting and gathering and occupying temporary sites consisting of brush wickiups and overhanging rocks. The Apaches exist today living on the Ft. Apache and San Carlos Indian Reservations to the north of the upper Gila River. The Yavapais are also an identified tribe living on reservations to the east of Phoenix and are somewhat intermixed with the Apache.

2. Historical Development of Maricopa County

Other than the passage of Spanish explorers and missionaries, the earliest record of the Salt River Valley is contained in the writings of American trappers who explored the west while trapping for furs, primarily beaver, in the 1820's through 1840's. These trappers traveled exclusively by foot, horseback or mule. Following the war with Mexico in 1848, the United States annexed all of the Mexican territory north of the Gila River by the Treaty of Guadalupe Hidalgo. Due to the Gadsden Purchase in 1853, the United States acquired the land south of the Gila River to the present national boundaries.

During the 1850's, the Army conducted a number of reconnaissance surveys of Maricopa County and other areas acquired from Mexico. In 1865, Camp McDowell was established on the Verde River eight miles above its confluence with the Salt River, and some land was cleared and irrigated by the soldiers. In 1867, a former Confederate soldier, Jack Swilling, and others formed the Swilling Irrigation and Canal Company and cleared out an old Hohokam canal for carrying water to irrigated fields. Thus began modern irrigation and farming in the Salt River Valley.

In the latter part of the 1800s, a number of small communities were established as farming communities, and a number of diversion structures and canals were constructed to irrigate the rich farm land of the Salt River Valley. The population increased substantially through the turn of the century, and the numerous diversion

dams greatly altered the flow of the Salt River and its tributaries and utilized the waters for irrigation. Since water is so important to the de3velopment of Maricopa County, evidence relating to the Salt, Verde and Gila Rivers insofar as they flow through Maricopa County was considered by the Commission since the Small and Minor Watercourses generally discharge their flow into these major rivers.

Numerous descriptions by early settlers indicate that the Salt River was an abraded river having anywhere from two to four flow channels and that in normal times the water was two or three feet deep. During flood times and areas of rain in the mountains on the watershed, the flow of the river became substantially greater. Due to the diversion of water for irrigation, most of the water during the normal flow was taken out of the river by 1900. Historian James H. McClintock in describing the Salt River in 1901 stated that "for the greater part of the year, the Salt River is a river only in name. Yet it is one of the most considerable of the flood streams in the nation."

During the period 1867-1900, a number of newspaper articles described fish in the Salt River as well as commercial fishing primarily by native Americans. It is most likely that this fishing occurred form the banks and that there was little, if any, use of boats for fishing. A review of the literature relating to the historical use of the river during this period of time shows that the primary use of the Salt River was for irrigation and two flour mills which were powered by water. There is also some evidence of recreational and commercial fishing. There was no historical evidence of

recreational or commercial fishing on the small and minor watercourses in Maricopa County. There are also reports of hydroelectric plants which were either operated by the water or under construction on canals at Chandler, Tempe and Phoenix. Clearly, during this time the primary use of the water in the Salt River was for irrigation. A map derived from the 1900 census data shows that virtually the entire valley was irrigated or was mapped for irrigation. As pointed out above, there is some evidence and reports of fishing for recreation and even commercial fishing on the river which supplied fish to some restaurants; however, as also pointed out above, the fishing was most likely conducted from the banks of the river, and boats were not used in this fishing enterprise.

There is no evidence of any commercial transportation using the Salt River or any of the other rivers and watercourses in Maricopa County. Transportation in the Salt River Valley was carried out by horseback, stage coach and wagon. Wells Fargo operated a stage coach route along the north side of the Salt River and, while passengers and freight frequently had to cross the river, if the river was high enough to require it, a ferry was used. The Maricopa and Phoenix Railroad was completed to Phoenix in 1887, resulting in the construction of railroad bridges across the Salt River.

The only historical accounts of boating on the Salt River or Verde River refer to downstream boating, and this was only on occasions when the flow allowed it. There is no documentation of any boating on the small and minor watercourses in Maricopa

County. There is documentation of attempts, but mostly unsuccessful, to boat or transport goods down the Salt River and some recreational boating on the Verde River. The boats that were used were shallow draft row boats and rafts. There is some documentation of the floating of logs or sawn timber down the river but not on a regular or commercial basis. There is no documentation of any attempts, successful or unsuccessful, to commercially transport goods upriver. In fact, there was one account reported in 1884 in which boats were wanted upstream on the Salt River and had to be hauled up by wagon. There is no documentation of commercial boating or transporting of goods on any of the small and minor watercourses in Maricopa County.

Due to the flooding of the Salt River, at least a half dozen ferries operated at various times between 1860-1915. While ferries were required during some months of the year due to heavy flow, at other times horses could cross the river pulling the stage coaches or freight wagons. The construction of highway bridges across the river in the 1900's eliminated the need for ferries, although at least one continued to operate as late as 1898. At about the turn of the century, with the majority of the normal flow of the river being diverted for irrigation, ferries became unnecessary. This was especially true after the construction of Roosevelt Dam which further controlled the flow of the river such that it only flowed during periods of large precipitation or when the waters were released from the reservoirs contained by the upstream dams. There is no record of the use of ferries on any of the small and minor watercourses in Maricopa County, although

during severe floods, streets and roads crossing these minor watercourses may be closed for a few hours or a day or two. See Report of 100 Year Flood at 16800 cubic ft/sec on Indian Bend Wash. VII A.3, supra.

Man has never in prehistoric or historic or historic times attempted to utilize the major or minor rivers and watercourses in Maricopa County for commercial trade and travel. For over 2000 years, the residents of the Salt River Valley have utilized the waters flowing in the Salt River, Verde River and Gila River, and their tributaries for irrigation purposes and, in fact, have diverted the water out of the river channels with the use of diversion dams and canals in order to irrigate crops throughout the river Due to the diversion of waters for irrigation purposes as well as the construction of upstream dams, primarily Roosevelt Dam, the Salt River in Maricopa County was an ephemeral stream by statehood in 1912 and one which flowed only during times of heavy precipitation. The Kent Decree indicates that in all classes of land there were approximately 242,000 acres of land within the Salt River Project area eligible to receive water, which is more than the normal flow of the river would support.

Today, the river channel of the major and minor rivers and watercourses are dry during most of the year provided there is no high precipitation or major releases from upstream dams, and the beds are used primarily for sand and gravel mining. Modern development in the flood plain includes soil cement and riprap bank stabilization to

prevent flood waters from flowing outside a designated channel, landfills used by the local municipalities and Indian tribes, sand and gravel mining and some agricultural use. The Indian Bend wash is a prime example of development for recreational use. Portions of the Phoenix Sky Harbor Airport and other commercial and industrial developments are located in the floodplain of the Salt River. The seven dams constructed on the upper Salt River and its tributary, the Verde River, have a capacity to store over two million acre feet of water. In recent years, land formerly irrigated has been taken out of agricultural production to be developed as home sites, and some of the water has been used for home consumption.

XII. Findings and Determination

The Commission conducted a particularized assessment of equal footing claims the State of Arizona might have to the beds and banks of the 2.495 small and minor watercourses in Maricopa County, Arizona and, based on all of the historical and scientific data and information, documents, and other evidence produced, finds that none of the said small and minor watercourses, including Indian Bend Wash, on which a separate detailed study was conducted, were used or were susceptible to being used, in their ordinary and natural condition, as a highway for commerce, over which trade and travel were or could have been conducted in the customary modes of trade and travel on water as of February 14, 1912.

The Commission also finds that none of the small and minor watercourses in Maricopa County, Arizona, are or were truly perennial throughout their length and that as of February 14, 1912 and currently, they flow/flowed only in direct response to precipitation and are or were dry at all other times.

The Commission also finds that there is no evidence of any historical or modern commercial boating having occurred on any of the small and minor watercourses in Maricopa County, Arizona.

The Commission also finds that there is no evidence of any fishing, except limited recreational fishing, having occurred on the small and minor watercourses in Maricopa County, Arizona.

The Commission further finds that all notices of these hearings and proceedings were properly and timely given.

In view of the foregoing, the Commission, pursuant to A.R.S. § 37-1128A, finds and determines that the small and minor watercourses in Maricopa County, Arizona, were not navigable as of February 14, 1912.

RESPECTFULLY SUBMITTED this 18 day of Detober 2006.

Earl Eisenhower, Chair

Dolly Echeverria, Vice Chair

Jay Brashear, Member

Cecil Miller, Member

James Henness, Member

STAFF MEMBERS:

George Mehnert

Executive Director

Curtis A. Jennings

Legal Counsel to the Commission

EXHIBIT A

Table A-1A Watercourses in Maricopa County Rejected at Level 1

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Table A-1A Watercourses in Maricopa County Rejected at Level 1

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39206 Produce County 4	38140 38202 38219 38219 3821 38219 3828 3828 3828 3828	Wash		Maricoparyuma	22.28	T5.0S,R10.0W,S17	ź	2	2 4	2 :	2	£	0
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38206 Processes	38206 3821 3821 3821 3821 3828 3828 3820 38301	-	- ,	Mancopa	8.687	T6.DN.R4.0W.S10	2	2	2 4	2 :	€ :	2	0
38219 Prine Creek 1 - Maritogea 15	38210 38221 38271 38271 3826 38296 38296 383918	100	2 1	Maricopa	12.266	TI DAY RE OW SED	3	2 2	2 :	2	2	£	•
38221 Prior Creak 2 - Maricopa 13 Maricopa 11820 130NR110E.515 No No No No No No No N	36277 36283 36283 36200 36301 36301	de 1 . Administra	- ;	Maricopa	9.000	14.0N.PB.0E.S02	3	2 4	2 :	2	2	ş	•
38273 Powerfine West)	36271 36283 36286 36286 36301	2 Mariena	2 '	Maricopa	11.920	73.0N.R11.0E.S15	ş	? ;	2 :	2 :	₽	2	•
34283 Purry Manu Vaan 2 Maricopa 23.220 T6.04/R6.0W.530 No No No No No No No N	34266 34266 34266 34266 36301	Which	2	Maricopa	956	16.0N R8.0E.S23	ş	2 5	2 :	2	2	ź	•
38206 Guai Spring Wash - Maricopa 13 GN/FB GW/SOR No No No No No No No N	38286 38296 36301 36318		~	Maricopa	23.220	TS. DIV. PIS DIV. S.33	2 2	2 :	2 :	 2		2	0
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12 Maricopa 12 Maricopa 13.872 17.05,R4.0W,S07 No No No No No No No N	38318	1	,,	Maricopa	17.608	TS 05 R5 0W S27	2 4	2 :	2	₽	£	£	•
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16	38369	M Maincopa	-	Maricopa	2.130	TS OM BO DE CO.	2 1	2 :	2	2	£	2	
1,000	28172		-	Maricoga	7	TA ON DO OF SA	2 :	ž	£	₽	ž	2	
NOTES: The column headings are defined as follows: W_DC UNITES: Country, Name of the westercourse in neighbor wastercourse. W_DC COUNTES: Country, Name of the westercourse in neighbor wastercourse. W_DC COUNTES: Country, Name of the westercourse in neighbor wastercourse. W_DC COUNTES: Country, Name of the westercourse in neighbor wastercourse. W_DMAP: Manual	3	5	7	Maricopa	9	TROM DA DE COO	2 :	2	£	£	2	ź	
NOTES: The column headings are defined as follows: W_DC: Unique D number given in the watercourse. W_MANIE: Name of the watercourse is located. W_MANIE: Name of the watercourse is located. W_MANIE: Inquiry of the watercourse in mater. W_MANIE: Inquiry of the watercourse in the watercourse. W_MANIE: Inquiry of the watercourse in the watercour	3842	ngo wash	4 0	Mancopa/Yavapai	14.818	To Only De One Coo	2 :	ž	£	Ž	2	2	
ma headings are defined as follows: W. PER: Stream classification-perential or not. W. MBDAT: With modern braing or not. W. MBDAT: With the world braing or not. W. MBDAT: With the training or not. W. MBDAT: With special status designations or not.	30464	k Wash	g	Maricona	31 203	TE OF THE OWNER	2	£	2	£	Ž.	2	•
W. PER: Stream classification perennial or not.					21.283	15.05.45.0W.S15	2	£	No.	ž	2	2 2	
Uhique ID number given to the watercourse W. Mail Name of the watercourse. W. Mail Name of segments marged together to comprise the watercourse. W. Countyless where the watercourse is located. W. Length of the watercourse in males.		¥	OTES: The colum	A headings are defined as	Participane .							2	,
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Length of the watercounte in nates. W_SSTA Township, Range and Section of the mouth of the watercounts.				Cumhylies) where the weterco	urse is located.	960000000000000000000000000000000000000		MIN RISH OF INC.					
Township, Range and Section of the mouth of the waternause.				angth of the watercourse in n	iles.		A CALLED IN	med to be dam	Of ROL				
				ownship, Range and Section	of the month of the			THE SPECIAL STREET	s designations	or not			

Table A-1A Watercourses in Maricopa County Rejected at Level 1

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3	30464	Sauceda Wash	•	Maricopa	40 730	TK OF DE OWN 640					(31)	Ē	₹
18		SCHOOLOUGE Wash	•	Gila/Maricona	7 183	01 Crate 200 Cra	2	2	2	2	Š	ş	ļ
3 3		Sentinel Wash	_	Marinona		14.12N,R13.0E,530	£	£	£	2	5	9	
£ .	30473	Sheep Creek	5	The state of the s	D/10	16.05,R10.0M,S06	£	£	ž	4	? 2	2 :	•
8	38645	Sols Wash	? \$	Mark Coper Y avapa	14.263	T7.0N,R7.0E,S20	2	£	? 4	2 4	2 :	2	•
8	38672	South Fort Sheen	، 3	Maricopa/Yavapa	10.715	17.0N,R5.0W,S01	2	? 4	2 4	2 ;	2	ž	0
5	30613	Star West	. ;	Maricopa	11.547	T7.0N.R7.0E.S22	2 2	2 4	2 :	2	₽	£	0
8	786		=	Martcopa	10.015	TA DA DE DAY 623	2 :	2	₽	ž	2	2	٥
8 8	3000	Syndicate Water	-	Mericopa	1 070	TO THE DE CHAIRCON	₹ :	2	ž	ž	2	ž	
ş	00000	Mr. Wash - Maricopa	_	Maricona	43.05.5	TO CHARLES ON THE	2	ž	ž	ž	ž	ź	•
3 3	7	Tennake Wash	3	Marionardima	46.000	IS MAN CHANGE	2	ž	£	2	-	9	•
5 5	3870	Tiger Wash - Maricopa	28	Marione	20.362	111.0S.P.5.0W,S20	2	ş	£	2	2	2 5	٠.
70	38730	Tortilla Craek	\$	and the second second		12.DN.R10.0W,S23	2	£	2	Ş	2	3 5	٠ ،
ş	38731	Tournament Creek	· -		16.349	72.0N,R9.0E,S10	2	2	2	2	? 2	2 :	-
₫	38756	Tub Spring Wash	- "	Maricopa	2.747	T7.0N,R8.0E,S20	2	£	ş	1	2 :	ĝ:	•
\$	38785	Turtheback West	۱ ۵	Maricopa/Yavapai	4.666	17. DN. RA. DW. S24	2	2	2 :	2 :	€ :	ž	•
\$	38600	Velod Month	~ ;	Mericopa	5.675	T7 ON RA OW, S18	2	2 4	2	2 :	₽	ž	0
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Table A-1B Watercourses in Maricopa County Not Rejected at Lavel 1

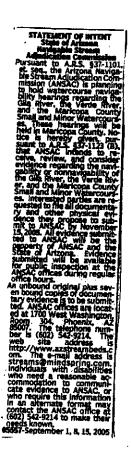
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Table A-18 Watercounes in Maricopa County Not Rejected at Level 1

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S	38076	North Camon Creak	2 ^	MARTINGON VANDOR	27.88	T10.0N,R5.0W,S24	£	2	2 :	£ :	2	ž	-	
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							į		runner or antiquers has based on the six attribute data	a statement	2		_	

EXHIBIT B

THE ARIZONA REPUBLIC



STATE OF ARIZONA
COUNTY OF MARICOPA
SS

Diana Chavez, being first duly sworn, upon oath deposes and says: That she is a legal advertising representative of the Arizona Business Gazette, a newspaper of general circulation in the county of Maricopa, State of Arizona, published at Phoenix, Arizona, by Phoenix Newspapers Inc., which also publishes The Arizona Republic, and that the copy hereto attached is a true copy of the advertisement published in the said paper on the dates as indicated.

The Arizona Republic

September 1, 8, 15, 2005

Sworn to before me this 15TH day of September A.D. 2005



May Young Public

EXHIBIT C

THE ARIZONA REPUBLIC

STATE OF ARIZONA
COUNTY OF MARICOPA
SS.

Diana Chavez, being first duly sworn, upon oath deposes and says: That she is a legal advertising representative of the Arizona Business Gazette, a newspaper of general circulation in the county of Maricopa, State of Arizona, published at Phoenix, Arizona, by Phoenix Newspapers Inc., which also publishes The Arizona Republic, and that the copy hereto attached is a true copy of the advertisement published in the said paper on the dates as indicated.

The Arizona Republic

October 6, 2005

Sworn to before me this 6TH day of October A.D. 2005



Manly Gelnullat
Notary Public



STATE OF ARIZONA NAVIGABLE STREAM ADJUDICATION COMMISSION

1700 West Washington, Room 304, Phoenix, Arizona 85007 Phone (602) 542-9214 FAX (602) 542-9220

E-mail: streams@mindspring.com Web Page: http://www.azstreambeds.com

GEORGE MEHNERT Executive Director

AGENDA AND NOTICE OF A PUBLIC HEARING TO BE HELD November 16, 2005 at 9:30 a.m. in Phoenix, Arizona (2nd Amended Agenda)

Pursuant to A.R.S. §38-431.02, notice is hereby given that the Navigable Stream Adjudication Commission will hold a meeting open to the public at 9:30 a.m. on November 16, 2005 at the La Quinta Inn located at 2510 West Greenway Road, Phoenix, Arizona (Northeast corner of I-17 and West Greenway Road).

Pursuant to A.R.S. §38-431.03(A)(3), the Navigable Stream Adjudication Commission may vote to go into Executive Session for purposes of obtaining legal advice from the Commission's attorney on any matter listed on the agenda, or pursuant to A.R.S. §38-431.03(A) for discussion of records exempt by law from public inspection on any matter listed on the agenda, or for personnel matters listed on the agenda.

Title 2 of the Americans with Disabilities Act (ADA) prohibits the Commission from discriminating on the basis of disability in its public meetings. Individuals with disabilities who need a reasonable accommodation to attend or communicate at the Commission's meeting, or who require this information in alternate format, may contact George Mehnert at (602) 542-9214 to make their needs known. Requests should be made as soon as possible so the Commission will have sufficient time to respond. For those individuals who have a hearing impairment, this Commission can be reached through the Arizona Relay Service at 1-800-367-8939 (TTY) or 1-800-842-4681 (Voice). The agenda for the meeting is as follows:

- CALL TO ORDER.
- 2. Roll Call.
- 3. Approval of Minutes (discussion and action). Minutes of October 20, 2005, Maricopa County.
- 4. All motions and responses to "SALT RIVER PROJECT'S MOTION FOR FINDING OF LACK OF STATUTORY SUBJECT MATTER JURISDICTION TO DETERMINE NAVIGABILILTY OF ROOSEVELT LAKE" in both 04-008-NAV and 04-010-NAV (discussion and action).
- Adoption of the Commission report regarding the Pima County Small & Minor Watercourses (discussion and action).
- 6. Hearing regarding the navigability of the Gila River 03-007-NAV.
- 7. Hearing regarding the navigability of the Verde River 04-009-NAV.
- 8. Hearing regarding the navigability of the small and minor watercourses in Maricopa County, 05-014-NAV.
- Determination of the navigability of the Coconino County Small and Minor Watercourses 05-010-NAV (discussion and action).
- 10. Call for Public Comment (comment sheets).
 - (Pursuant to Attorney General Opinion No. 199-006 [R99-002]. Public Comment: Consideration and discussion of comments and complaints from the public. Those wishing to address the Commission need not request permission in advance. Action taken as a result of public comment will be limited to directing staff to study the matter or rescheduling the matter for further consideration and decision at a later date.)
- 11. Future agenda items and establishment of future hearings and other meetings.
- 12. Commission budget and continuation.
- 13. Legal advice regarding laws and terms relating to navigability.
- 14. ADJOURNMENT.

The chair reserves the right to alter the order of the agenda.

Stug Mohr

Dated this 8thth day of November, 2005, George Mehnert, Director, Navigable Stream Adjudication Commission

EXHIBIT D

Evidence Log

Hearing No. 05-014

Page No.

Arizona Navigable Stream Adjudication Commission

Maricopa County Small and Minor Watercourses November 16, 2005

Item Number	Received Date	Source to ANSAC	Description	Entry By
1	02/18/97	Evidence on Hand at AN-SAC	Letter from David Baron dated February 18, 1997.	George Mehnert
2	9/?/98	Evidence on hand at AN- SAC	Small and Minor Watercourse Criteria Final Report.	George Mehnert
3	9/?/99	Evidence on hand at AN- SAC	Final Report, 3 County Pilot Study.	George Mehnert
4	10/?/00	Evidence on Hand at AN- SAC	Draft final report small & minor watercourses analysis for Maricopa County, Jon Fuller	George Mehnert
5	12/?/00	Evidence on Hand at AN- SAC	Final report small & minor watercourses analysis for Maricopa County, Jon Fuller	George Mehnert
6	4/7/03	State Land Department	Lower Salt River Update Report submitted at Lower Salt River Hearing.	George Mehnert
7	2/2/04	State Land Department	Gila River Draft Final Report.	George Mehnert
8	7/20/04	Coby Muckelroy	One page letter Re: Sycamore Creek	George Mehnert
9	10/26/04	State Land Department	Upper Salt River Draft Final Report.	George Mehnert
10	3/3/05	State Land Department	Verde River Report.	George Mehnert
11	11/16/05	Jon Fuller	PowerPoint Presentation, Gila River, used at hearing.	George Mehnert
12	1/18/06	Jon Fuller	PowerPoint Presentation, Verde River, used at hearing.	George Mehnert

EXHIBIT E



STATE OF ARIZONA NAVIGABLE STREAM ADJUDICATION COMMISSION

1700 West Washington, Room 304, Phoenix, Arizona 85007 Phone (602) 542-9214 FAX (602) 542-9220

E-mail: streams@mindspring.com Web Page: http://www.azstreambeds.com

GEORGE MEHNERT Executive Director

CONSOLIDATED MEETING MINUTES

Meeting was continued and included 3 separate dates, November 16, 2005, November 17, 2005, and January 18, 2006. Phoenix, Arizona

November 16, 2005

COMMISSION MEMBERS PRESENT

Jay Brashear, Dolly Echeverria, Earl Eisenhower, Jim Henness & Cecil Miller.

COMMISSION MEMBERS ABSENT

None, Jay arrived about 10 minutes after meeting was called to order.

STAFF PRESENT

George Mehnert, Dir and Curtis Jennings, Attorney who arrived about 10 minutes after meeting was called to order.

- 1. CALL TO ORDER.
 - Chair Eisenhower called the meeting to order at approximately 9:36 A.M.
- 2. ROLL CALL.

See Above.

- 3. APPROVAL OF MINUTES (discussion and action).
 - A. October 20, 2005 Maricopa County

Motion by:

Dolly Echeverria

Second by:

Cecil Miller

Motion:

To accept minutes as submitted.

Vote: All aye.

- 4. All motions and responses to "SALT RIVER PROJECT'S MOTION FOR FINDING OF LACK OF STATUTORY SUBJECT MATTER JURISDICTION TO DETERMINE NAVIGABILILTY OF ROOSEVELT LAKE" in both 04-008-NAV and 04-010-NAV (discussion and action). Two people spoke on the subject, Mark McGinnis, John Helm.
- 5. Adoption of the Commission report regarding the Pima County Small & Minor Watercourses (discussion and action).

Motion by:

Cecil Miller

Second by:

Jim Henness

Motion:

To adopt the Commission Report as Written. Vote: All aye.

6. Hearing regarding the navigability of the Gila River 03-007-NAV.

Witnesses included: Laurie Hachtel. Jon Fuller, Dennis Gilpin, Gary Huckleberry, Douglas Littlefield, Jack August, David Weedman, Alan Gookin, and John Hestand.

- 7. Hearing regarding the navigability of the Verde River 04-009-NAV.

 David Weedman testified because he cannot appear at a later date, and the balance of this hearing was completed on January 18, 2006.
- Hearing regarding the navigability of the small and minor watercourses in Maricopa County, 05-014-NAV.
 Matter was continued to November 17, 2005.
- 9. Determination of the navigability of the Coconino County Small and Minor Watercourses 05-010-NAV (discussion and action).
- 10. Call for Public Comment (comment sheets).

 (Pursuant to Attorney General Opinion No. 199-006 [R99-002]. Public Comment: Consideration and discussion of comments and complaints from the public. Those wishing to address the Commission need not request permission in advance. Action taken as a result of public comment will be limited to directing staff to study the matter or rescheduling the matter for further consideration and decision at a later date.) None.
- 11. Future agenda items and establishment of future hearings and other meetings.
- 12. Commission budget and continuation. Continued to future date.
- 13. Legal advice regarding laws and terms relating to navigability. Continued to future date.
- 14. ADJOURNMENT. Meeting was not adjourned. At approximately 4:40 P.M. the Chair continued the meeting to November 17, 2005 at 9:00 A.M.

November 17, 2005 Meeting Continued from November 16, 2005

COMMISSION MEMBERS PRESENT

Dolly Echeverria, Earl Eisenhower, & Jim Henness.

COMMISSION MEMBERS ABSENT

Jay Brashear, Cecil Miller.

STAFF PRESENT

George Mehnert, Dir and Curtis Jennings.

1. CALL TO ORDER.

Chair Eisenhower called the meeting to order at approximately 9:11 A.M.

2. ROLL CALL.

See Above.

APPROVAL OF MINUTES (discussion and action).
 None.

- 4. All motions and responses to "SALT RIVER PROJECT'S MOTION FOR FINDING OF LACK OF STATUTORY SUBJECT MATTER JURISDICTION TO DETERMINE NAVIGABILILTY OF ROOSEVELT LAKE" in both 04-008-NAV and 04-010-NAV (discussion and action). No discussion.
- 5. Adoption of the Commission report regarding the Pima County Small & Minor Watercourses (discussion and action).

 Completed on November 16, 2005.
- 6. Hearing regarding the navigability of the Gila River 03-007-NAV.

 Witnesses included: Stanley Schumm, Douglas Littlefield, D.C. Jackson, Hjalmar Hjalmarson, and Jon Colby. The Chair closed the hearing for the taking of evidence and indicated that the deadline date for filing post hearing opening memorandums will be determined in relation to the Commission's receipt of the court reporter's transcript of the proceedings.
- 7. Hearing regarding the navigability of the Verde River 04-009-NAV. Hearing continued to January 18, 2006.
- 8. Hearing regarding the navigability of the small and minor watercourses in Maricopa County, 05-014-NAV.

Witness was Jon Fuller. Chair closed this matter for taking of evidence.

9. Determination of the navigability of the Coconino County Small and Minor Watercourses 05-010-NAV (discussion and action).

Motion by:

Jim Henness

Second by:

Dolly Echeverria

Motion:

Not navigable as of statehood.

Vote: All aye.

10. Call for Public Comment (comment sheets).

(Pursuant to Attorney General Opinion No. 199-006 [R99-002]. Public Comment: Consideration and discussion of comments and complaints from the public. Those wishing to address the Commission need not request permission in advance. Action taken as a result of public comment will be limited to directing staff to study the matter or rescheduling the matter for further consideration and decision at a later date.) None.

11. Future agenda items and establishment of future hearings and other meetings.

- 12. Commission budget and continuation. Continued to future date.
- 13. Legal advice regarding laws and terms relating to navigability. Continued to future date.
- 14. ADJOURNMENT. Meeting was not adjourned. At approximately 8:42 P.M. the Chair continued the meeting to January 18, 2006 at 10:00 A.M.

January 18, 2006 Meeting Continued from November 18, 2005

COMMISSION MEMBERS PRESENT

Jay Brashear, Dolly Echeverria, Earl Eisenhower, & Jim Henness.

COMMISSION MEMBERS ABSENT

Cecil Miller.

STAFF PRESENT

George Mehnert, Dir and Curtis Jennings.

1. CALL TO ORDER.

Chair Eisenhower called the meeting to order at approximately 10:06 A.M.

2. ROLL CALL.

See Above.

Motion by: Dolly Echevereria

Second by: Jim Henness

Motion:

To go into executive session. Vote: All aye.

Meeting went into Executive Session beginning at approximately 10:04 A.M. regarding agenda items 4, 12, and 13, and the Executive Session ended at approximately 10:38 A.M.

- APPROVAL OF MINUTES (discussion and action).
 None.
- 4. All motions and responses to "SALT RIVER PROJECT'S MOTION FOR FINDING OF LACK OF STATUTORY SUBJECT MATTER JURISDICTION TO DETERMINE NAVIGABILILTY OF ROOSEVELT LAKE" in both 04-008-NAV and 04-010-NAV (discussion and action). The Chair stated that the Commission will accept jurisdiction regarding the navigability of Roosevelt Lake.
- Adoption of the Commission report regarding the Pima County Small & Minor Watercourses (discussion and action).
 Completed on November 16, 2005.
- 6. Hearing regarding the navigability of the Gila River 03-007-NAV.

Completed on November 17, 2005.

7.

David Weedman was permitted to testify regarding this matter on November 16, 2005 and did not appear on January 18, 2006; however, the Chair stated that his the transcript of his testimony on November 16, 2005 will be appear as Appendix a to the Verde River hearing transcript. Appearing as witnesses were: Jon Fuller, Philip Pearthree, Jon Colby, Douglas Littlefield, and Jim Slingluff. AAG Laurie Hachtel said she will write a letter to the Commission regarding the status of an appeal regarding Indian Nations and the State Land Department. Following

Hearing regarding the navigability of the Verde River 04-009-NAV.

appeal regarding Indian Nations and the State Land Department. Following completion of the testimony, the Chair closed the hearing for taking evidence and indicated that a date will be established for the deadline to receive post hearing legal memorandums based on the date the Commission receives the court reporter's transcript of the hearing. Attorney Joy Herr-Cardillo will mail to the Commission a copy of the CD containing the PowerPoint photographic slides presented by witness Jim Slingluff.

8. Hearing regarding the navigability of the small and minor watercourses in Maricopa County, 05-014-NAV.

Completed on November 17, 2005.

 Determination of the navigability of the Coconino County Small and Minor Watercourses 05-010-NAV (discussion and action).
 Completed on November 17, 2005

10. Call for Public Comment (comment sheets).

(Pursuant to Attorney General Opinion No. 199-006 [R99-002]. Public Comment: Consideration and discussion of comments and complaints from the public. Those wishing to address the Commission need not request permission in advance. Action taken as a result of public comment will be limited to directing staff to study the matter or rescheduling the matter for further consideration and decision at a later date.) None.

- 11. Future agenda items and establishment of future hearings and other meetings.
- 12. Commission budget and continuation. Continued to future date.
- 13. Legal advice regarding laws and terms relating to navigability. Continued to future date.
- 14. ADJOURNMENT. Meeting was not adjourned. At approximately 8:42 P.M. the Chair continued the meeting to January 18, 2006 at 10:00 A.M.

Motion by:

Jay Brashear

Second by: Jim Henness

Motion:

To go into executive session. Vote: All aye.

Meeting adjourned at approximately 3:30 P.M.

Respectfully submitted,

George Mehnert, Director

January 19, 2006



STATE OF ARIZONA NAVIGABLE STREAM ADJUDICATION COMMISSION

1700 West Washington, Room 304, Phoenix, Arizona 85007 Phone (602) 542-9214 FAX (602) 542-9220

E-mail: streams@mindspring.com Web Page: http://www.azstreambeds.com

GEORGE MEHNERT Executive Director

MEETING MINUTES Phoenix, Arizona, April 11, 2006

COMMISSION MEMBERS PRESENT

Cecil Miller, Earl Eisenhower, Jim Henness.

COMMISSION MEMBERS ABSENT

Jay Brashear, Dolly Echeverria.

STAFF PRESENT

Curtis Jennings, George Mehnert.

- 1. CALL TO ORDER.
 - Chairman Eisenhower called the meeting to order at approximately 2:00 P.M.
- 2. Roll Call.

See above.

3. Approval of Minutes (discussion and action). Minutes of November 16, 2005, November 17, 2005, and January 18, 2006 as combined minutes.

Motion by:

Jim Henness

Second by:

Cecil Miller

Motion: To accept minutes as submitted.

Vote: All aye.

4. Determination of the navigability of the small and minor watercourses in Maricopa County, 05-014-NAV (discussion and action).

Motion by: Jim Henness

Second by: Cecil Miller

Motion: That the small and minor watercourses in Maricopa County were not

navigable. Vote: All aye.

5. Determination of the navigability of the Agua Fria River 05-002-NAV (discussion and action).

Motion by: Cecil Miller

Second by: Jim Henness

Motion:

That the Agua Fria River was not navigable.

Vote: All aye.

6. Determination of the navigability of the Hassayampa River 05-004-NAV (discussion and action).

Motion by: Jim Henness

Second by: Cecil Miller

Motion: That the Hassayampa River was not navigable.

Vote: All aye.

7. Call for Public Comment (comment sheets).

(Pursuant to Attorney General Opinion No. 199-006 [R99-002]. Public Comment: Consideration and discussion of comments and complaints from the

public. Those wishing to address the Commission need not request permission in advance. Action taken as a result of public comment will be limited to directing staff to study the matter or rescheduling the matter for further consideration and decision at a later date.)

- 8. Future agenda items and establishment of future hearings and other meetings.
- 9. ADJOURNMENT.

Motion by:

Cecil Miller

Second by:

Jim Henness

Motion:

To adjourn.

Vote: All aye.

Meeting adjourned at approximately 2:40 P.M.

Respectfully submitted,

George Mehnert, Director

April 12, 2006

Story Miles

EXHIBIT F

Table A-1A Watercourses in Maricopa County Rejected at Level 1

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Table A-1A Watercourses in Maricopa County Rejected at Level 1

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38322 Read Cheek Cheek Book Markington 2.711 T8.04,Ret.Owy.SSS	_		d Witeh - Maricona	٠. د	Maricopa	13.072	T3.05, PM, OW, SO7	1	2 ;	₽:	£	£	ž	•
28357 Rock - Creek - Namicopa 1 Marktopa 2.130 T2.0N,R10.E.506 No No No No No No No N			100	- 0	Marketpa	2711	TO ON PROW SOK	? 4	2 ;	2	£	ž	2	٥
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384376 Rowe Wesh 2 Maricopa 7.794 TE.04,FE3.0E.516 No	R I	_	1		Mancopa	2.130	TS ON PROCE SZ1	! 1	2 3	2 :	2	₽	2	0
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Table A-1A Wetercourses in Maricopa County Rejected at Level 1

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EXHIBIT G

Table A-18 Welencourses in Maricopa County Not Rejected at Level 1

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Table A-18 Watercourses in Maricopa County Not Rejected at Level 1

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