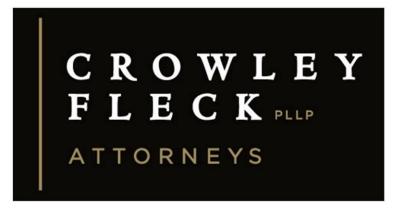
# ENERGY LAW SYMPOSIUM

Sponsored by:





#### **UND ENERGY LAW SYMPOSIUM**

#### **Status of Missouri Riverbed Mineral Issues**

**April 11, 2019** 

Craig C. Smith Crowley Fleck, PLLP Bismarck, ND 58501 www.crowleyfleck.com



#### **TOPICS COVERED**

- Equal Footing Doctrine—historical background
- Issues created by river movement
- State surveys and Corps survey
- Senate Bill No. 2134 (NDCC Chapter 61-33.1)
- Wenck Study
- Senate Bill No. 2211 (acreage calculations)
- Status of Litigation

## Historical Background-Equal Footing Doctrine

- Original 13 colonies owned title underlying navigable tidal waters.
- 1842 U.S. Supreme Court held States retained title to bed of navigable rivers and water bodies.
- 1845 U.S. Supreme Court recognized "Equal Footing Doctrine" whereby as States entered the Union they acquired title to the beds of all navigable waters "upon equal footing, in all respects whatever..." with the original states to the Ordinary High Water Mark."



## **Equal Footing Doctrine**

- After joining the Union, States could elect to own up to the low or high water mark.
- At statehood, North Dakota had a statute providing the upland owner takes to the low water mark. In 2013, the North Dakota Supreme Court held the statute violated the anti-gift clause. Reep v. State.
- The Reep decision establishes North Dakota as a "high water mark" state.
- What is the impact of low verus high water mark??



## Low versus High Water Mark

- For some water bodies very little difference, example, many Minnesota lakes vary in elevation only a few inches throughout the year, or year to year.
- For large river systems, such as the Missouri River, the difference can be very significant.
- Example: Bismarck elevation gauge:
  - Low water at 15,000 cfs = 4.1 feet elevation
  - High water at 80,000 cfs = 15.2 feet elevation
  - Elevation level difference of 6-12 feet typical throughout the Missouri River basin between low and high water mark.



## Ordinary High Water Mark

- High water mark is to be considered the mark of the bed which the water occupies sufficiently long and continuously to wrest it from vegetation, and destroy its value for agricultural purposes.
- In low and flat lying areas, the line of demarcation may be more difficult to determine.
- "In such cases the effect of water upon vegetation must be the principal test in determining the location of highwater mark. It is the point up to which the presence and action of the water is so continuous as to destroy the value of the land for agricultural purposes by preventing the growth of what may be termed an ordinary agricultural crop.
  CROWLEY | FLEC

## River Movement--Doctrines of Accretion, Erosion and Avulsion

- Accretions: gradual deposit and addition of soil along the bank of a river caused by gradual shift of river away from bank. Riparian owner takes title to additional land.
- <u>Erosion:</u> gradual loss of soil along a bank of a river caused by encroachment of water into eroding bank <u>Riparian owner loses title by erosion</u>.
- <u>Avulsion:</u> A sudden change in the river channel, typically where an oxbow is cut off and abandoned and a new channel formed. States take contrary positions on ownership rights affected by avulsion.

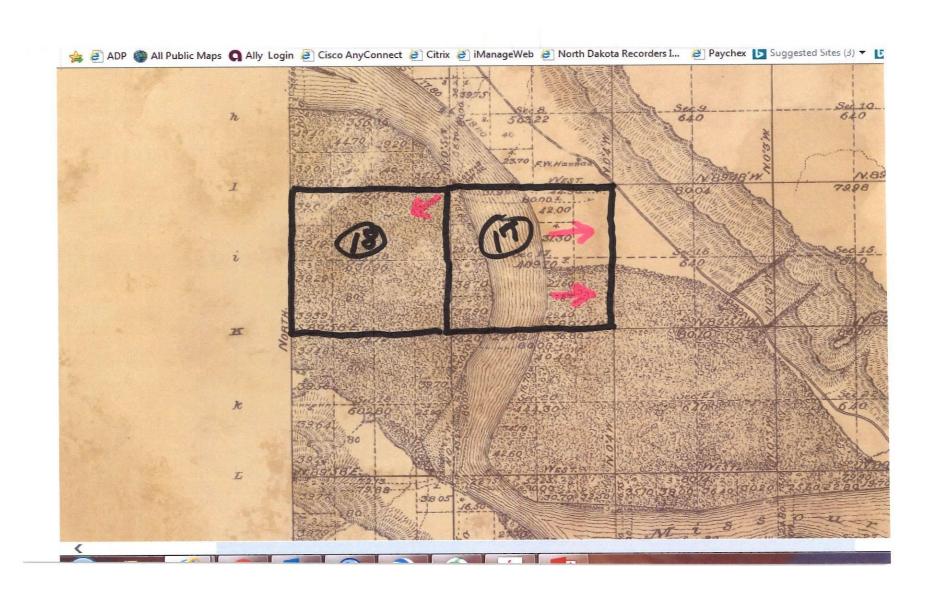
## River Movement--Doctrines of Accretion, Erosion and Avulsion

 State law controls the determination of all subsequent river movement caused by accretion, erosion and avulsion.

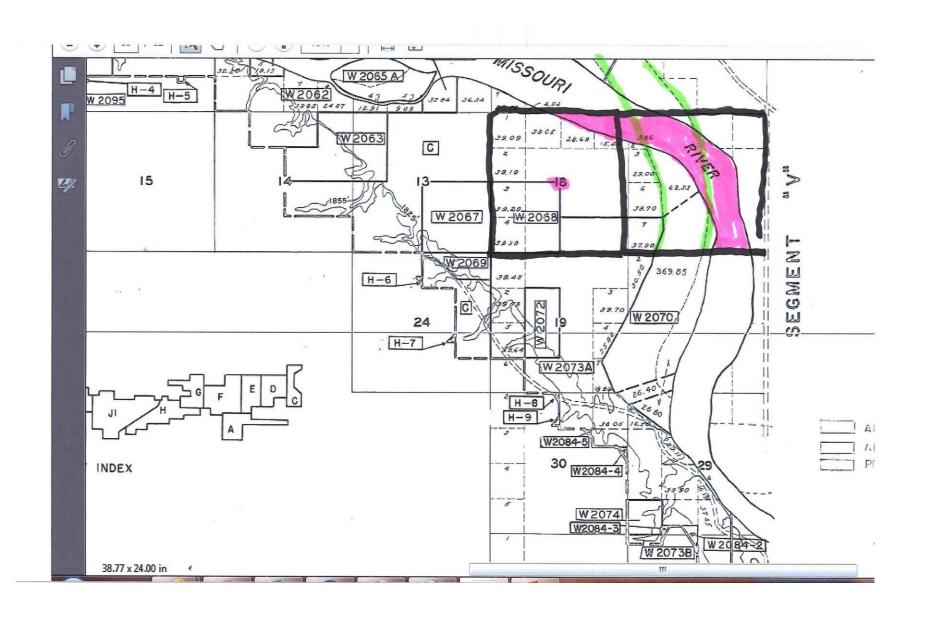
#### • ISLANDS

- If existed before statehood, owned by the USA.
- If formed after statehood, owned by the State.

#### Location of River—original government survey 1896



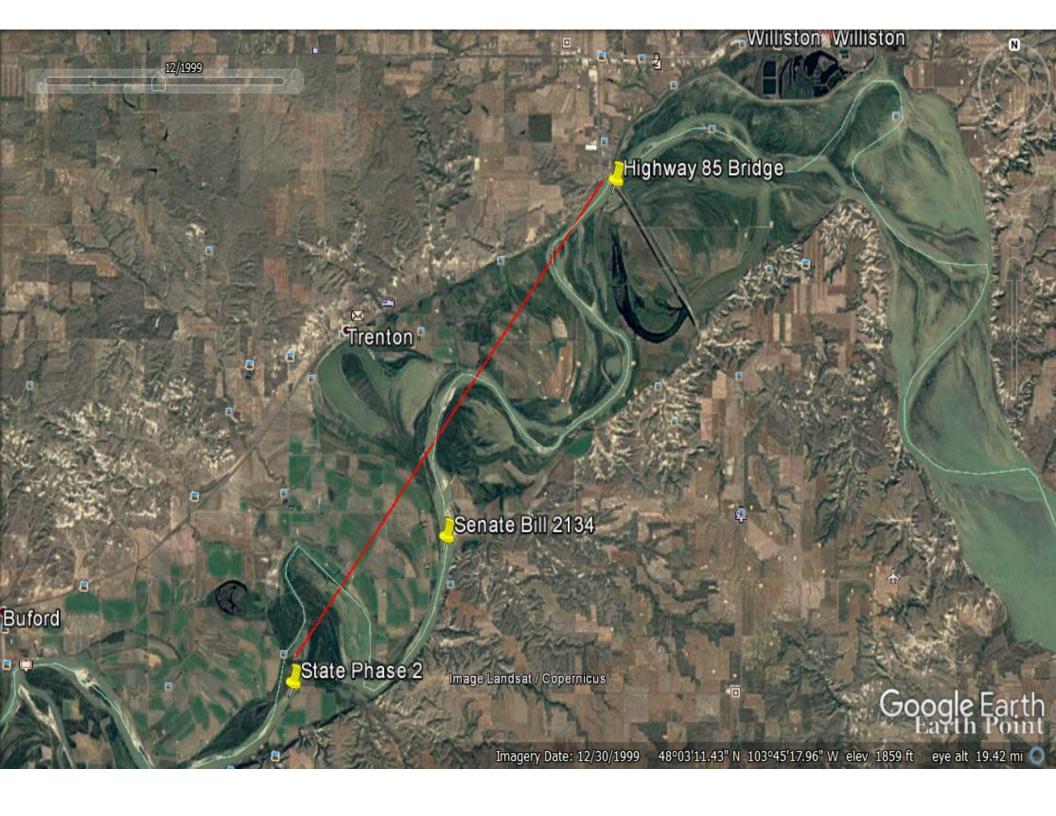
#### Location of River --- Corps Survey -- 1950



### State OHWM Surveys

- State Land Board elected to conduct its own surveys for leasing purposes as a result of the Bakken play.
- Phase 1: Montana state line to Highway 85 bridge based on current river conditions.
- Phase 2: Furlong Loop (near Trenton) to northern boundary of Fort Berthold Indian Reservation based on "historical river channel" prior to Garrison Dam.
- The surveys overlap between Furlong Loop and Highway 85 bridge. State selected Highway 85 bridge as the boundary for distinguishing current river channel vs. Lake Sakakawea.





#### Wilkinson v. State

- Wilkinson v. State, 903 N.W.2d 51 (ND 2017)
- Wilkinson was the initial case involving the conflicting OHWM surveys, and the only case to date to be heard by the Supreme Court concerning the surveys.
- Wilkinson plaintiffs own minerals directly west of Highway 85 Bridge. Wilkinson's argued the OHWM of the "historical Missouri Riverbed channel" applies.
- State argued current river conditions and its Phase 1 survey should apply west of Bridge.
- Subsequent slides show Wilkinsons would own no interest under Phase 1 survey, but would retain all interests if OHWM of historical riverbed applies



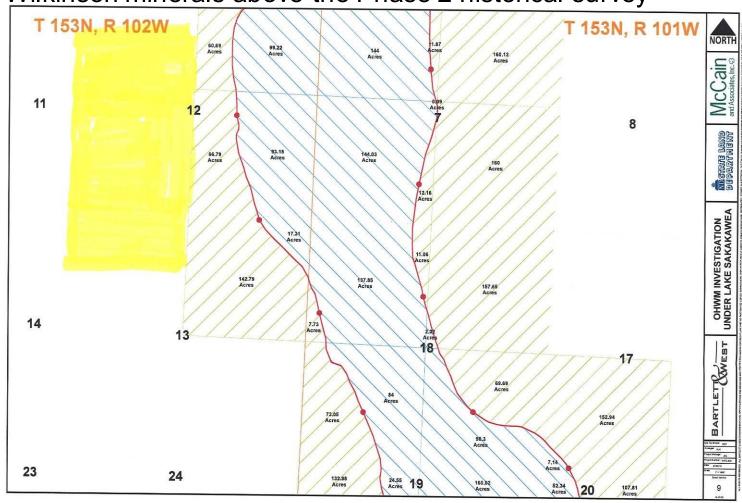
#### Wilkinson minerals within OHWM of Phase 1 survey (Red line OHWM)— page 1--



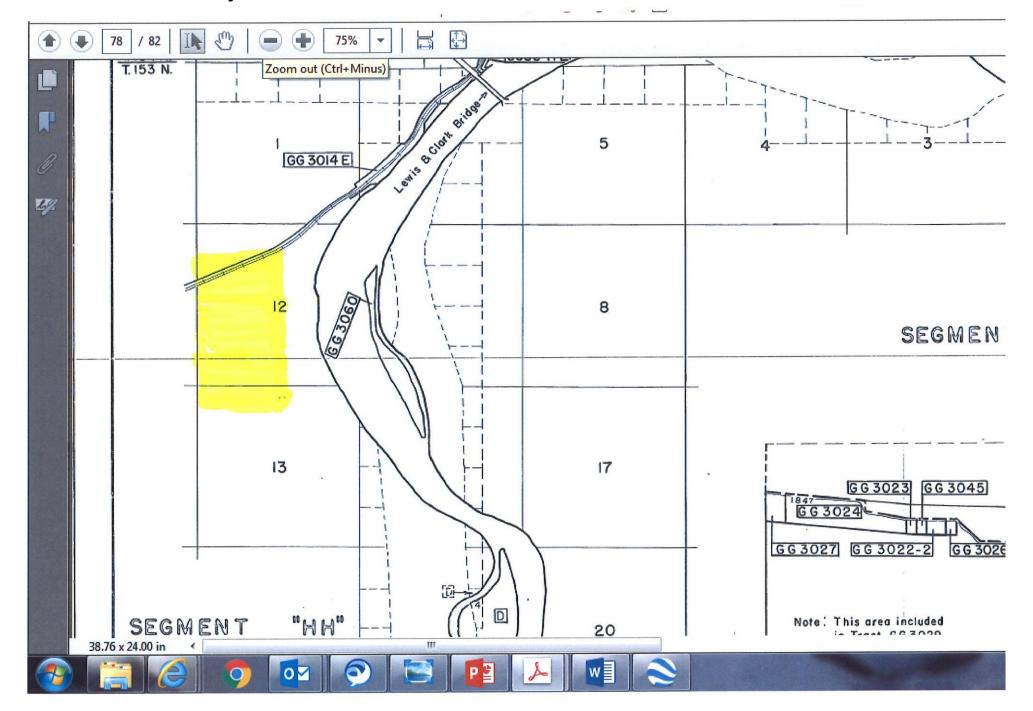
#### Wilkinson minerals within OHWM of Phase 1 survey – Page 2

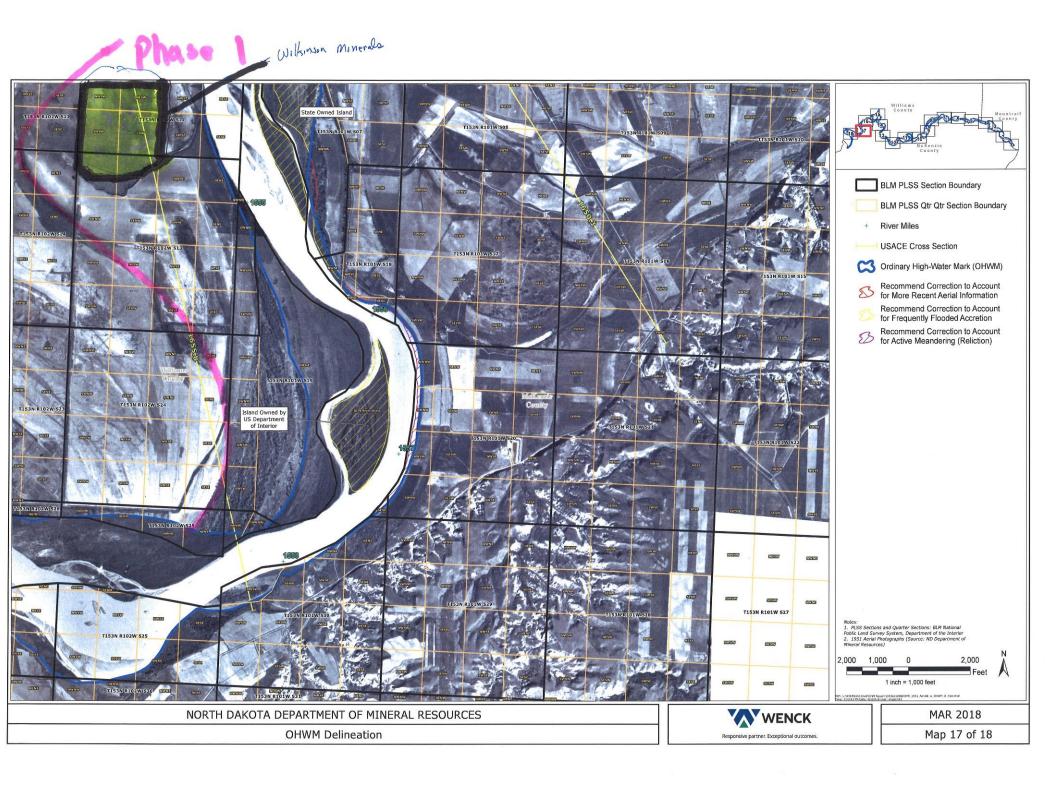


Wilkinson minerals – State Phase 2 (historical) survey— Wilkinson minerals above the Phase 2 historical survey



## Wilkinson minerals --- Corps survey – Wilkinson minerals above OHWM survey

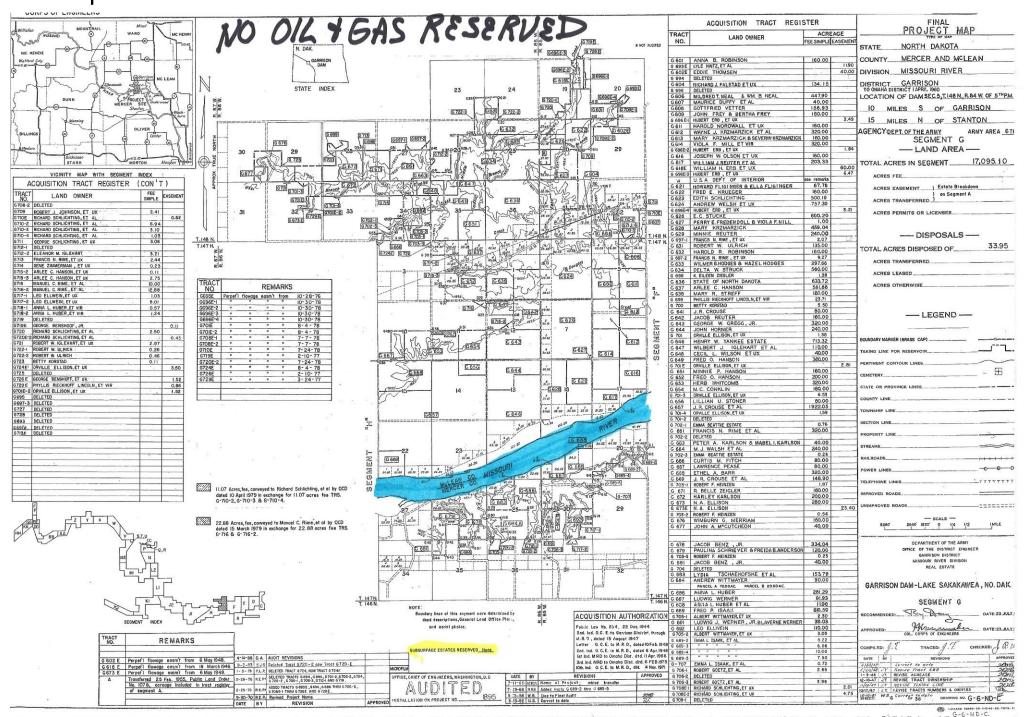




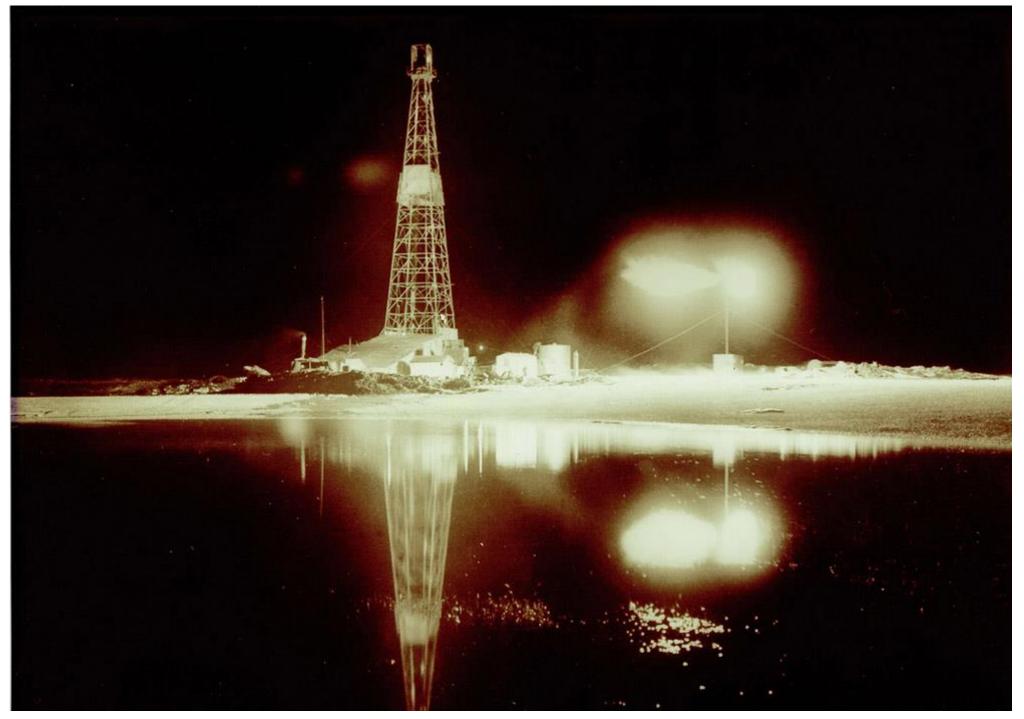
## Corps Survey

- Because of river movement since original government survey, a new survey was necessary to determine landowner acreages for land acquisitions necessary for lake impoundment and Garrison Dam project.
- Survey relied primarily on aerial photography, but also included on the ground work, surface inspections for land use and appraisal purposes for lands taken or purchased.

## 1947 Corps Segment Map – Eastern end—All surface/minerals acquired by Corps



Clarence Iverson discovery well---April 4, 1951



Sanish Sentinel 15 Nov 1951

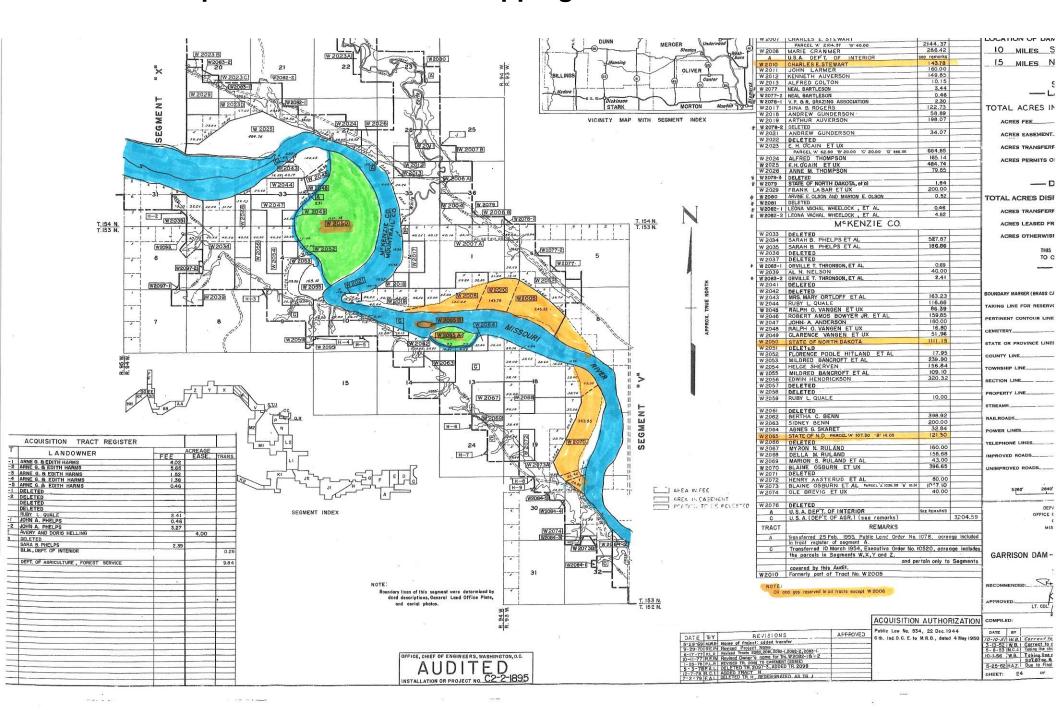
## Army Engineers Explain Land Policy

At a meeting last Thursday in the Sanish school the Real Estate Division of the Corps of Army Engineers thru its representatives explained to the landowners present the policy that will be followed in the purchase of the remaining portion of the valley.

Also explained was the new ruling concerning retention of mineral rights, gas and oil only, which was recently handed down from the Chief of Army Enineers at Washington.

Here for the Real Estate Division were: G. E. Longstreth, attorney, Victor Lundeen, chief of the appraisal division, and Mr. Wright, chief of the land acquisition branch.

#### Disputed Accretions-overlapping state/fee leases--Islands



## SB 2134—How did we get here?

- Three main driving factors leading to legislative action:
  - 1. Uncertainty with pending litigation cases. Also, Operators inability to file quiet title actions and resolve title disputes due to state and federal sovereign immunity.
  - 2. The "Lake" claim. In November 2015, attorneys for the State suggested it may own title to the entirety of Lake Sakakawea, not merely historical river channel.
  - 3. Mineral owner royalty payment frustration and subsequent support for legislative action.

#### Senate Bill 2134- Initial version

☐ The initial version of SB 2134 adopted the Corps survey
as the "conclusive" survey of the OHWM of the historical
riverbed channel underlying Lake Sakakawea.

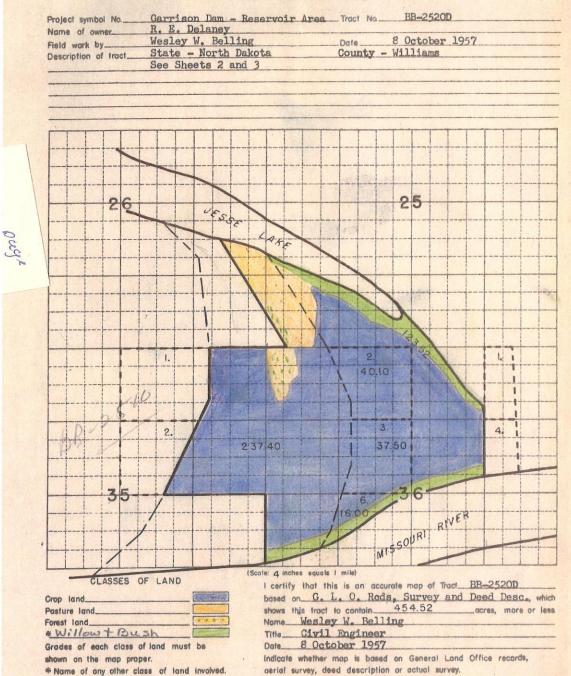
☐ Concerns were raised whether there was sufficient information available as to the parameters of the survey, methodology and whether it was an OHWM survey under North Dakota law.

### Review of Corps archival records

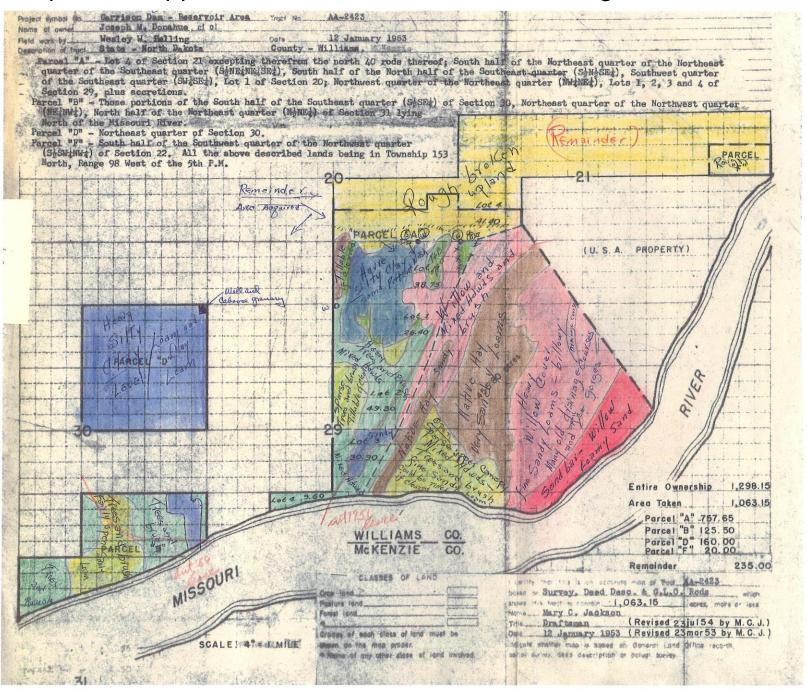
- During 2017 session, conducted review of Corps archival records including land appraisals.
- Appraisals provided evidence state survey was claiming agricultural cropland as within OHWM.
- However, archival review also found inconclusive determinations of OHWM for Corps survey tracts sufficient to warrant further review to confirm the most accurate and fair determination of the historical OHWM for the entire Missouri river channel.



#### TRACT MAP (WITH GRID)



#### Corps Land Appraisal—accretions--Red area "no agricultural value"



## Senate Bill 2134- Key provisions

- (18 separate legislative committee and sub-committee hearings, 699 page record).
- The State's ownership under Lake Sakakawea is limited to the OHWM of the historical Missouri riverbed as it existed prior to closure of the Dam in April 1953.
- Extends the "historical riverbed channel" from FBIR to 12 river miles west of Highway 85 bridge.
- Adopts Corps survey as "presumptive determination" of the historical OHWM.
- Designates NDIC to oversee review process and retain a professional engineering and surveying firm.



## Senate Bill 2134- Key provisions

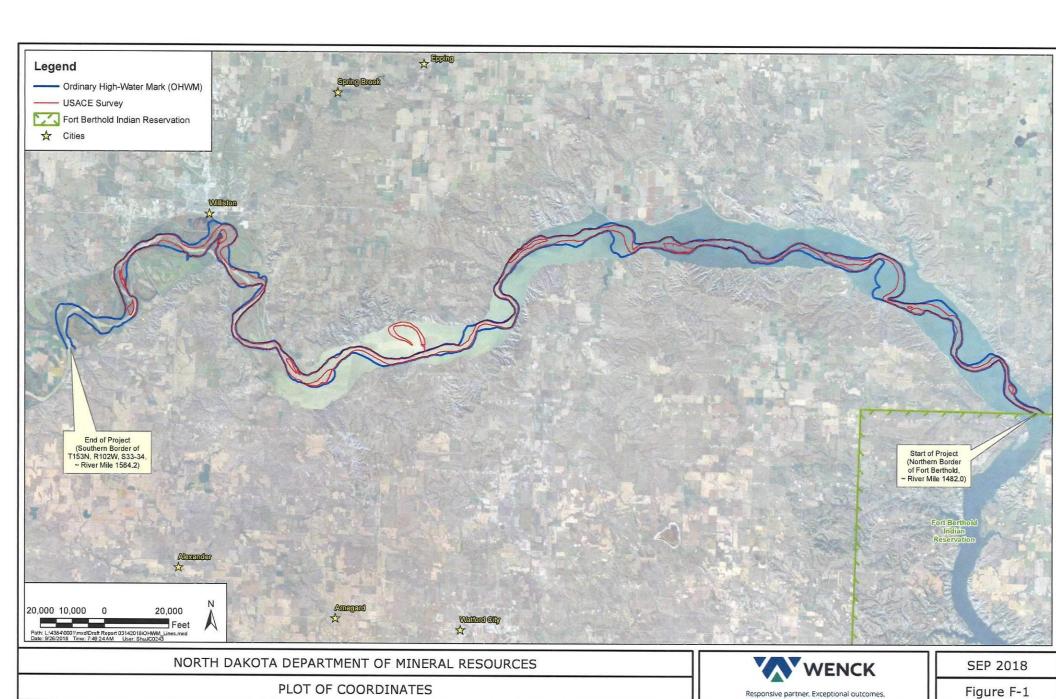
- Requires the surveying firm to review the Corps survey to correct/modify survey segments if clear and convincing evidence shows adjustments are necessary under state law.
  - Factors include review of aerial photography, USGS flow data, USACE historical records, state law test (...destroy its value for agricultural purposes.
- Due Process -- Public hearing and 60 day comment period.
- Two year implementation period after review is adopted for State and Operators to make royalty payment adjustments and/or refunds.



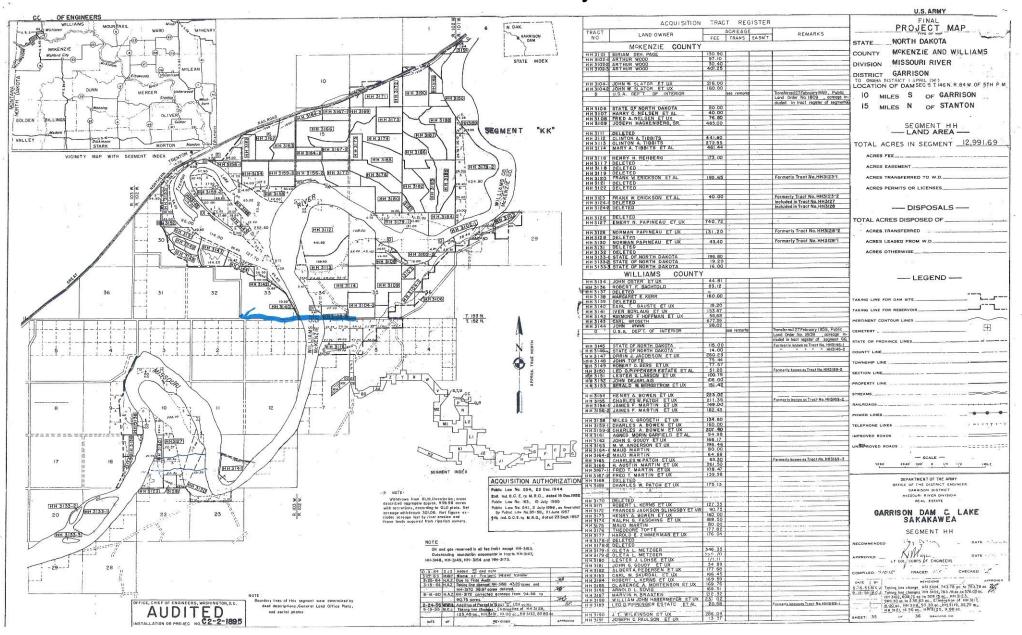
#### SB 2134—Area of Review

- Area of review covers 83 river miles and 12 Corps' survey segment maps from the northern boundary of Fort Berthold Reservation to 12 river miles west of Highway 85 bridge (see following slides).
- Fort Berthold Indian Reservation is not included.
- Approximately 39 river miles of the Missouri and Yellowstone located between the Montana State line and SB 2134 western boundary are not subject to this legislation or review process, and the OHWM is determined based on current river conditions.





#### SB 2134 Western boundary of historical river channel



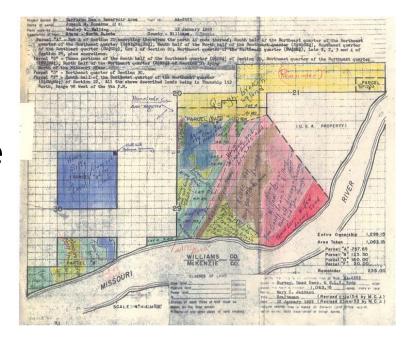
#### WENCK OHWM STUDY

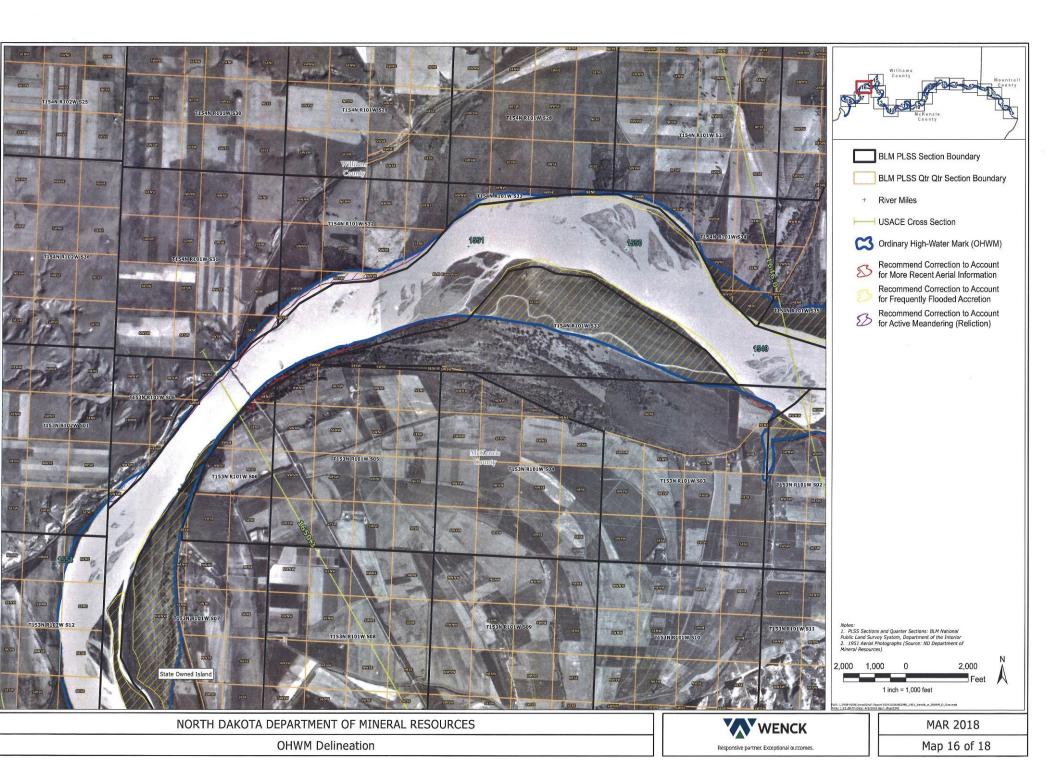
- OHWM analysis of the ordinary high water mark of the historic Missouri River bed under what is now Lake Sakakawea.
- Preliminary report completed April 17, 2018
- Public comment period April-June 2018
- After public hearing, the Final Report, with adjustments after public comment period, was adopted by NDIC on September 27, 2018.

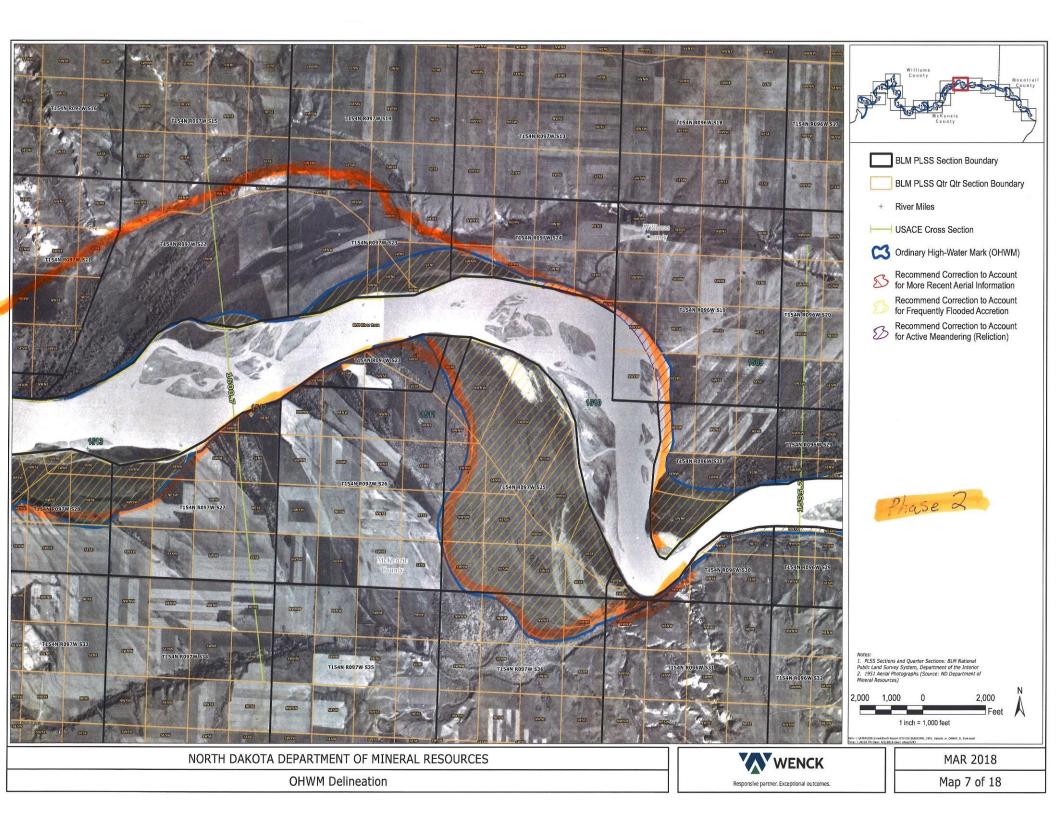
#### DATA COMPILATION/ANALYSIS

#### (Wenck)

- State provided data digital copies of aerial photography, USACE survey, and topography.
- USACE historical records (appraisal documentspreviously confidential) at Riverdale office, cross sections and details from Omaha office.
- USGS flow records.
- Note: Appraisal documents and cross-sections were new data not considered in State Survey.







#### FINAL OHWM ACREAGES

- The Wenck study delineates 9,507 additional acres above the Corps survey as being within the OHWM under State law.
- The Wenck study delineates approximately 15,493 acres <u>less</u> than the State Phase 2 survey as being within the OHWM under State law.
- Thus, of the approximate 25,000 acres difference between the Corps survey and State Phase 2 survey, Wenck allocates 9,507 to the State, and 15,493 acres to upland owners.



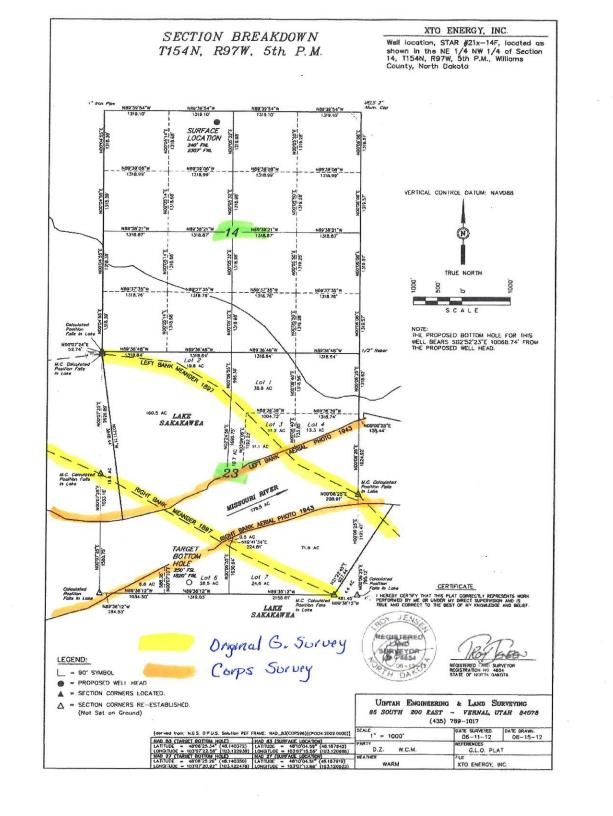
#### Wenck Study Summary

- The Wenck study for the NDIC <u>set the boundary</u> <u>line</u> of where the ordinary high water mark is located along the 83 mile historical Missouri River Channel.
- The study did <u>not</u> calculate the acreages on a per section basis, quarter-quarter basis, or calculate the acreages lying above and below the ordinary high water mark for each individual oil well spacing unit. Examples to follow....
- Additional acreage calculations must be completed by professionally licensed land surveyors in order to implement the adjustment provisions in SB 2134.



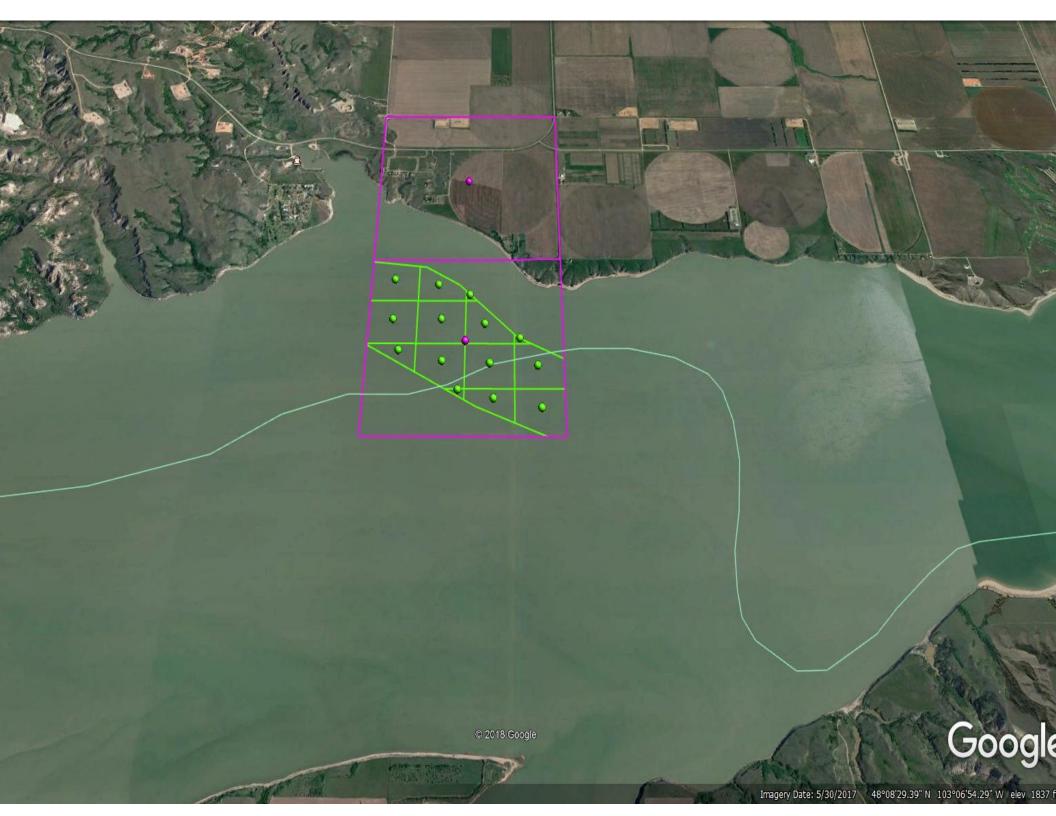


WENCK
Responsive partner. Exceptional outcomes



#### **EXAMPLE OF OHWM DATA USE**





#### Senate Bill No. 2211 (pending-"acreage calculations")

- Would authorize the Land Board to retain a licensed professional surveying firm to analyze and determine the necessary acreage calculations to implement to payment adjustment provisions.
- Extends the implementation period from six months or two years from the date of completion of the acreage calculations (not two years from Sept. 27, 2018).
- This is <u>not</u> a new survey or study of the OHWM.
- Land Board has already issued RFP for surveying firm.
  CROWLEY | F

### Status of Litigation—pending OHWM State cases

- Wilkinson v. State, 903 N.W.2d 51 (ND 2017)
- Wilkinson was the initial case involving the conflicting OHWM surveys, and the only case to date to be heard by the Supreme Court.
- Wilkinson plaintiffs own minerals directly west of Highway 85 Bridge. Wilkinson's argued the OHWM of the "historical Missouri Riverbed channel" applies and the State's Phase 1 survey an unconstitutional taking.
- State argued current river conditions and its Phase 1 survey should apply west of Bridge.
- If State Phase 1 survey prevails, Wilkinsons lose all mineral interests. If historical riverbed channel survey applies, Wilkinsons retain minerals.

#### Status of Litigation—pending OHWM State cases

- Wilkinson v. State, 903 N.W.2d 51 (ND 2017)
- District court granted summary judgment in favor of the State, and also held the OHWM of the Missouri River and Lake Sakakawea are "indistinguishable."
- On appeal the Supreme Court reversed and remanded:
  - The District Court must consider newly enacted SB 2134
  - The Supreme Court reinstated the Plaintiffs' Takings claim, holding that if the district court determines Garrison Dam resulted in the State acquiring Plaintiffs minerals, the plaintiffs must be compensated for the taking.
- On remand, the case is pending in District Court.



### Status of Litigation—pending OHWM State cases

- The State District Courts have "stayed" all other OHWM Missouri River cases pending completion of the new survey as required by SB 2134.
- □ January 10, 2018-- new State case Sorum v. State of North Dakota, Civ. No. 09-2018-CV-00089.

- Sorum involves a "citizens complaint" seeking a declaratory judgment that Chapter 61-33.1 (Senate Bill 2134) is an unconstitutional "giveaway" by transferring \$1.96 billion dollars of State-owned sovereign lands to private citizens, and \$205 million in accrued bonus and royalty proceeds.
- The main premise of the lawsuit is based upon the legal assumption that the State not only owns the historical Missouri riverbed underlying Lake Sakakawea, but owns all of Lake Sakakawea up to the high water mark of the Lake.

- The Plaintiffs assert under the "Equal Footing Doctrine" that as Lake Sakakawea was formed by the damming of the Missouri River, the State's title to the bed of the Lake, including minerals, became immediately vested in the State as the waters rose and formed the Lake.
- The plaintiffs, therefore, allege that SB 2134 which recognizes the State only owns title to the historical Missouri riverbed channel under the Equal Footing Doctrine, violates the State's 'anti-gift" clause of the ND Constitution by "giving away" the lakebed.

- On February 27, 2019, the Cass County District Court issued "Order on Cross-motions for Summary Judgment"
  - Part 1: Held SB 2134 is constitutional on its face. "Lake Sakakawea did not exist at statehood. Thus, the equal-footing doctrine does not vest the State with title to Lake Sakakawea outside the ordinary high water mark of its natural channel."
  - "Any interpretation of State law that would divest the title of the federal government in lands that the federal government acquired would appear to run afoul of the Supremacy Clause of the United States Constitution."

- Part 2 Retroactive Refunds-unconstitutional
  - District Court held that the provisions requiring retroactive refunds "to newly adjudicated mineral owners, ...is a direct violation of Article X, Sec. 18 of the North Dakota Constitution which prohibits the State from giving away state assets without receiving like value in return." (i.e. violates the Anti-gift clause).
  - Appeal issues: (1) the State never owned the minerals for which disputed proceeds were received and (2) State expressly contracted in its leases to refund payments.

- Current Status:
- District Court ordered the parties to submit a final "Judgment" pursuant to the Court's Order for Judgment. Parties could not agree on the provisions to be included in the final judgment and have submitted briefs for the court's consideration. The District Court has not issued a final judgment as of this date and a deadline to file an appeal to the Supreme Court has not been set.

#### Status of Federal Litigation

- Continental Resources v. North Dakota Board of University and School Lands and the United States of America, Civ. No. 1:17-cv-00014-DLH, United States District Court, District of North Dakota.
- Interpleader Action. Continental seeks to interplead disputed oil and gas royalties relating to acreages claimed and leased by both the State and United States along the Missouri River.
- United States filed a motion to dismiss asserting SB 2134 resolved that federal law determines the OHWM boundary of public domain tracts.

### Status of Federal Litigation Continental v. ND and USA

- State of North Dakota filed response opposing USA motion to dismiss, and asserted the District Court has jurisdiction to address the adverse claims between the State and United States under the Federal Quiet Title Act.
- United States sought dismissal based on sovereign immunity.
- District Court denied USA motion to dismiss.
- Case does not affect Wenck study insofar as it concerns the OHWM delineation between state sovereign lands and privately owned uplands.

#### Summary

- Final implementation of Wenck OHWM Study "On hold" pending:
  - Acreage calculations legislation and completion of acreage study.
  - Final outcome of judicial decisions in Sorum, Wilkinson and Continental cases.



# ENERGY LAW SYMPOSIUM

Sponsored by:

