LEGAL CONTROL OF WATER RESOURCES

CASES AND MATERIALS
Fourth Edition

Joseph L. Sax
Barton H. Thompson, Jr.
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American Casebook Series®



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OF

WATER RESOURCES

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Fourth Edition

 $\mathbf{B}\mathbf{v}$

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To the Memory of

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Preface

Beginning with the first edition of this case book, the distinctive and fascinating character of water as property that is both public and private, individual and common, has provided a unifying theme. While much has changed in the water field since the first edition was published in 1986, these unique characteristics of water law have not.

In American law, property almost always means private property. Water law is (among other things) a branch of property law, but the first rule of water law is that water is not private property in the usual sense. Neither, however, is it public property. Water is different, and in that difference lies the charm, the interest, the fascination, and the complexity of water law as an area of study.

Because water has always been thought special, and specially precious, a central tenet of water law has been that no one can own water in the way that property is usually owned. The public retains an interest in practically every water right, and water rights are usually defined in terms of the public interest. The right one obtains is a right of use, and that use must be "reasonable" or "beneficial," which usually means that the water must be put to some use that benefits the community as a whole, rather than just the owner. Water law, moreover, discourages "wasteful" use. As Michael Meyer has noted, "[A] man might allow his crops to rot in the field while his neighbor went hungry and contravene no principle of property law, but he could not waste his water if his neighbor's fields were dry." Water law also prohibits speculation: water may not be held unused as an investment with the hope that its value will rise in the future. Under western appropriation doctrine, water that is not put to a beneficial use is forfeited and goes back to the public. Some public rights are so strong that all private claims remain subservient to them: among these are the right of free public navigation and fishing, and (more recently) certain public claims to protection of natural ecosystems in water.

Water is also a shared property. Rights to sell or lease surface water, for example, are conditioned on the protection of the uses of others who have previously relied on a supply flowing down to them. The recreational interests of homeowners on a lake are defined in terms of the mutual interests of others on the lake.

In the pages that follow, you will see these and other rules about public rights in water, beneficiality, and sharing spelled out in great detail. While trying to illuminate the doctrines that you need to know as practic-

^{1.} Michael Meyer, Water in the Hispanic Southwest 108 (1984).

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ing lawyers, we have tried also to stimulate you to ask, again and again in different contexts, why water rights have evolved so differently from other property rights. Is it because water is physically distinctive, flowing from place to place, and reused many times? Is it because it is especially scarce? Because it is a fundamental necessity?

Or is water simply a setting in which the interests of the public were recognized earlier, and treated as more central, than in other areas of property law? Is water law at the leading edge of a new conception of property that is elsewhere only beginning to be recognized?

One useful way of bringing such broad inquiries down to earth is to ask, as to each case and doctrine you study, what the legal result would have been if the property in question was not water, but a sack of potatoes. Or, alternatively, to ask whether water should be considered as just another raw material for a business, like fertilizer or steel. By making these inquiries, you ultimately may be able to answer the following key questions: Is water really different from everything else? Does water law provide legal answers different from those given when other commodities or resources are in controversy? What interests and values are legislatures, executive branch officials, and judges trying to advance in formulating rules to govern the use of water? What sort of water policy is appropriate to a society that seeks to be prosperous, just, and protective of its natural endowment?

This edition is fully revised to include discussions of the most recent cases and issues in water law. Growing environmental concerns have increased the importance to water law of modern environmental statutes such as the Endangered Species Act and the Clean Water Act. New demands and worries have led to changes in the law of groundwater, water marketing, and other doctrines. As the law has evolved, water right holders in recent years have increasingly brought takings challenges, arguing that the changes in their rights are unconstitutional absent the payment of compensation. This edition delves in depth into such cutting edge issues.

We are grateful to many people who have helped us in the preparation of this edition and take this opportunity to acknowledge their special contribution. We particularly thank our student assistants: Heather Barnett (Boalt School of Law, University of California at Berkeley), who not only provided invaluable research assistance but checked all of the citations in this book for form; Chris Giovinazzo (Harvard Law School); Doug Obegi (U.C. Hastings School of Law); and Hobie Thompson (Occidental College). We also appreciate the comments and suggestions that we have received from faculty who used earlier editions of this book, and from consulting hydrologist Dan Luecke of Boulder, Colorado.

Special thanks are due to Professor Darin Jensen, of the Geography Department at the University of California at Berkeley, who designed and greatly improved many of the illustrations in this book. Legal texts are not traditionally known for the quality of their illustrations, and Darin has brought this book into the 21st century.

In editing excerpted materials we have in most cases retained without notation any errors in the original. The omission of text from excerpts is marked by ellipses, but the omission of footnotes and citations is typically not indicated. In some cases, we have also provided fuller citations in cases for clarity. Formatting sometimes has been changed.

We also have created a website for users of this book at www.lcwr4.org. At this site, you will find major updates and a selection of supplementary materials.

We continue to find that water law poses fascinating questions that never lose their importance and vitality. We hope that this book reflects the underlying excitement of the issues.

> Joseph L. Sax Barton H. Thompson, Jr. John D. Leshy Robert H. Abrams

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