

City of Glendale Council Workshop Agenda October 15, 2013 – 1:30 p.m.

Welcome!

We are glad you have chosen to attend this meeting. We welcome your interest and encourage you to attend again.

Form of Government

The City of Glendale has a Council-Manager form of government. Policy is set by the elected Council and administered by the Council-appointed City Manager. The Council consists of a Mayor and six Councilmembers. The Mayor is elected every four years by voters city-wide. Councilmembers hold four-year terms with three seats decided every two years. Each of the six Councilmembers represent one of six electoral districts and are elected by the voters of their respective districts (see map on back).

Voting Meetings and Workshop Sessions

Voting meetings are held for Council to take official action. These meetings are held on the second and fourth Tuesday of each month at 6:00 p.m. in the Council Chambers of the Glendale Municipal Office Complex, 5850 West Glendale Avenue. **Workshop sessions** provide Council with an opportunity to hear presentations by staff on topics that may come before Council for official action. These meetings are generally held on the first and third Tuesday of each month at 1:30 p.m. in Room B3 of the Glendale Municipal Office complex.

Special voting meetings and workshop sessions are called for and held as needed.

Executive Sessions

Council may convene to an executive session to receive legal advice, discuss land acquisitions, personnel issues, and appointments to boards and commissions. Executive sessions will be held in Room B3 of the Council Chambers. As provided by state statute, executive sessions are closed to the public.

Regular City Council meetings are telecast live. Repeat broadcasts are telecast the second and fourth week of the month – Wednesday at 2:30 p.m., Thursday at 8:00 a.m., Friday at 8:00 a.m., Saturday at 2:00 p.m., Sunday at 9:00 a.m. and Monday at 1:30 p.m. on Glendale Channel 11.

If you have any questions about the agenda, please call the City Manager's Office at (623)930-2870. If you have a concern you would like to discuss with your District Councilmember, please call the City Council Office at (623)930-2249



For special accommodations or interpreter assistance, please contact the City Manager's Office at (623)930-2870 at least one business day prior to this meeting. TDD (623)930-2197.

Para acomodacion especial o traductor de español, por favor llame a la oficina del administrador del ayuntamiento de Glendale, al (623) 930-2870 un día hábil antes de la fecha de la junta.

Councilmembers

Cactus District – Ian Hugh
Cholla District – Manuel D. Martinez
Ocotillo District – Norma S. Alvarez
Sahuaro District – Gary D. Sherwood
Yucca District – Samuel U. Chavira



MAYOR JERRY P. WEIERS

Vice Mayor Yvonne J. Knaack – Barrel District

Appointed City Staff

Brenda S. Fischer – City Manager
Michael D. Bailey – City Attorney
Pamela Hanna – City Clerk
Elizabeth Finn – City Judge

Meeting Agendas

Generally, paper copies of Council agendas may be obtained after 4:00 p.m. on the Friday before a Council meeting from the City Clerk Department inside Glendale City Hall. Additionally, the agenda and all supporting documents are posted to the city's website, www.glendaleaz.com

Public Rules of Conduct

The presiding officer shall keep control of the meeting and require the speakers and audience to refrain from abusive or profane remarks, disruptive outbursts, applause, protests, or other conduct which disrupts or interferes with the orderly conduct of the business of the meeting. Personal attacks on Councilmembers, city staff, or members of the public are not allowed. It is inappropriate to utilize the public hearing or other agenda item for purposes of making political speeches, including threats of political action. Engaging in such conduct, and failing to cease such conduct upon request of the presiding officer will be grounds for ending a speaker's time at the podium or for removal of any disruptive person from the meeting room, at the direction of the presiding officer.

How to Participate

Voting Meeting - The Glendale City Council values citizen comments and input. If you wish to speak on a matter concerning Glendale city government that is not on the printed agenda, please fill out a blue Citizen Comments Card. Public hearings are also held on certain agenda items. If you wish to speak on a particular item listed on the agenda, please fill out a gold Public Hearing Speakers Card. Your name will be called when the Public Hearing on the item has been opened or Citizen Comments portion of the agenda is reached. **Workshop Sessions** - There is no Citizen Comments portion on the workshop agenda.

When speaking at the Podium, please state your name and the city in which you reside. If you reside in the City of Glendale, please state the Council District you live in and present your comments in five minutes or less.

Regular Workshop meetings are telecast live. Repeat broadcasts are telecast the first and third week of the month – Wednesday at 3:00 p.m., Thursday at 1:00 p.m., Friday at 8:30 a.m., Saturday at 2:00 p.m., Sunday at 9:00 a.m. and Monday at 2:00 p.m. on Glendale Channel 11.



Council District Boundaries





GLENDALE CITY COUNCIL WORKSHOP SESSION
Council Chambers – Room B3
5850 West Glendale Avenue
October 15, 2013
1:30 p.m.

One or more members of the City Council may be unable to attend the Workshop or Executive Session Meeting in person and may participate telephonically, pursuant to A.R.S. § 38-431(4).

CALL TO ORDER

WORKSHOP SESSION

1. COUNCIL ITEM OF SPECIAL INTEREST: DISCUSSION OF NEW PARK AMENITIES AT GLENDALE HEROES REGIONAL PARK
PRESENTED BY: Erik Strunk, Executive Director, Parks, Recreation and Library Services
2. COUNCIL ITEM OF SPECIAL INTEREST: SISTER CITIES
PRESENTED BY: Kristen Krey, Council Services Administrator
3. COUNCIL ITEM OF SPECIAL INTEREST: DISCUSSION REGARDING THE TOHONO O'ODHAM NATION
PRESENTED BY: Michael Bailey, City Attorney
4. GLENDALE LIGHT RAIL UPDATE
PRESENTED BY: Cathy Colbath, Executive Director, Transportation Services

CITY MANAGER'S REPORT

This report allows the City Manager to update the City Council. The City Council may only acknowledge the contents to this report and is prohibited by state law from discussing or acting on any of the items presented by the City Manager since they are not itemized on the Council Workshop Agenda.

COUNCIL ITEMS OF SPECIAL INTEREST

Councilmembers may indicate topic(s) they would like to have discussed by the Council at a future Workshop and the reason for their interest. The

Council does not discuss the new topics at the Workshop where they are introduced.

EXECUTIVE SESSION

1. LEGAL MATTERS

- A. The City Council will meet with the City Attorney for legal advice, discussion and consultation regarding the City's position in pending or contemplated litigation, including settlement discussions conducted in order to avoid or resolve litigation. (A.R.S. § 38-431.03(A)(3)(4))

- B. The City Council will meet with the City Attorney for legal advice, discussion and consultation regarding matters relating to the Independent Audit including the City's position in pending or contemplated litigation, settlement discussions conducted in order to avoid or resolve litigation and documents relating to such. (A.R.S. § 38-431.03(A)(2)(3)(4))

Upon a public majority vote of a quorum of the City Council, the Council may hold an executive session, which will not be open to the public, regarding any item listed on the agenda but only for the following purposes:

- (i) discussion or consideration of personnel matters (A.R.S. § 38-431.03(A)(1));
- (ii) discussion or consideration of records exempt by law from public inspection (A.R.S. § 38-431.03(A)(2));
- (iii) discussion or consultation for legal advice with the city's attorneys (A.R.S. § 38-431.03(A)(3));
- (iv) discussion or consultation with the city's attorneys regarding the city's position regarding contracts that are the subject of negotiations, in pending or contemplated litigation, or in settlement discussions conducted in order to avoid or resolve litigation (A.R.S. § 38-431.03(A)(4));
- (v) discussion or consultation with designated representatives of the city in order to consider its position and instruct its representatives regarding negotiations with employee organizations (A.R.S. § 38-431.03(A)(5)); or
- (vi) discussing or consulting with designated representatives of the city in order to consider its position and instruct its representatives regarding negotiations for the purchase, sale or lease of real property (A.R.S. § 38-431.03(A)(7)).

Confidentiality

Arizona statute precludes any person receiving executive session information from disclosing that information except as allowed by law. A.R.S. § 38-431.03(F). Each violation of this statute is subject to a civil penalty not to exceed \$500, plus court costs and attorneys' fees. This penalty is assessed against the person who violates this statute or who knowingly aids, agrees to aid or attempts to aid another person in violating this article. The city is precluded from expending any public monies to employ or retain legal counsel to provide legal services or representation to the public body or any of its officers in any legal action commenced for violation of the statute unless the City Council takes a legal action at a properly noticed open meeting to approve of such expenditure prior to incurring any such obligation or indebtedness. A.R.S. § 38-431.07(A)(B).

Items Respectfully Submitted,



Brenda S. Fischer, ICMA-CM
City Manager



WORKSHOP COUNCIL REPORT

Meeting Date: **10/15/2013**
Meeting Type: **Workshop**
Title: **COUNCIL ITEM OF SPECIAL INTEREST: DISCUSSION OF PARK AMENITIES AT GLENDALE HEROES REGIONAL PARK**
Staff Contact: **Erik Strunk, Executive Director, Parks, Recreation and Library Services**

Purpose and Policy Guidance

The purpose of this item is to provide Council with information related to the phased development of Glendale Heroes Regional Park and to initiate dialog on possible future development opportunities within the park. This item was requested at the August 20, 2013 City Council Workshop.

Background

It has been approximately 15 years since the City purchased the 86 acres of land for the construction of the Glendale Heroes Regional Park, which is located at 83rd Avenue and Bethany Home Road. The park was designed with extensive community input and since then, a little over \$18.7 million has been invested by the City to construct community amenities such as two lighted basketball courts; two playground areas; a 720 person ramada complex; a skate park along with a 1,600 square foot building; an internal road; restroom facilities and a splash pad. The development of the park also includes the site grading and installation of underground utilities on 20 acres planned for future park development. The remainder of the proposed park is undeveloped land. Additionally, the Gateway Public Safety Facility was constructed in 2003 as part of the initial land acquisition.

The build-out of the remaining portions of the park i.e. construction of an urban lake, a softball/baseball field complex, soccer fields, open green space, additional walking and riding paths, a recreation and aquatics center, and a western area branch library, have all been postponed indefinitely due to the economic slowdown. As a result, the build-out of the regional park will most likely not occur until the “out” years of the City’s Capital Improvement Budget (FY2018-2019 at the earliest), and is contingent upon the availability of ongoing operating funds.

Because of this delay, at the August 20, 2013 City Council Workshop meeting, Councilmember Samuel Chavira, Yucca District, requested consideration of potential interim uses in the park. Specifically, he requested: a) cost estimates for the possible construction of two soccer fields; b) a cost estimate for the “greening up” of the southwest portion of the park; and c) an analysis of whether it is possible, on an interim basis, to construct an archery range in the park.

Analysis

This item was discussed by the Parks and Recreation Advisory Commission at its September 9,



WORKSHOP COUNCIL REPORT

2013 regular meeting. Although it was not an action item, the Commission overwhelmingly indicated its preference to once again engage the community with respect to any future development of the park that may deviate from the approved development master plan of the Glendale Heroes Regional Park. The master plan for the park already includes the eventual construction of two lighted soccer fields and various landscape enhancements to its southwest portion (the portion along 83rd Avenue from West Berridge Lane to Bethany Home Road). However, the Commission did request that if Council desires to pursue the development of an archery range (an amenity that is not currently part of the park's master plan), it could do so only after conducting a public meeting to determine if there is support.

A preliminary analysis of the Council requests is as follows. In each case, there are estimated site planning, design, construction costs and annual operations and maintenance expenses. Should Council wish to pursue any of these, staff would make a formal submission for the FY2014-15 budget process.

- Soccer Fields – This would consist of a major capital improvement project and require careful, long-term planning. Although the potential location of the soccer fields would be adjacent to a flood irrigation system, it is currently inoperative. The site is also lacking the necessary infrastructure for lighting, traffic circulation, parking, and drainage, so major site planning will be necessary. At this time, there are two possible construction options: a) the estimated construction cost of two lighted fields (plus necessary infrastructure) would amount to approximately \$900,000 and cost approximately \$31,500 in annual maintenance costs; b) the estimated construction costs for two soccer fields without lighting would amount to approximately \$613,500 and cost approximately \$11,500 in annual maintenance costs.
- The Green Up – This project would specifically result in new landscaping enhancements along 83rd Avenue from approximately West Berridge Lane to the area of the park just north of the Grand Linear Canal. There are three possible options: a) the installation of a 20'-wide landscaped perimeter around this area would result in trees and shrubs, decorative granite and an irrigation system for approximately \$150,000 in construction costs and \$21,100 in annual maintenance costs (under this scenario, there would be no improvements to interior portion of the landscaped area); b) the installation of 23 acres of sod throughout the entire area will cost approximately \$2.5 million for irrigation and sod, with an ongoing annual maintenance cost of \$118,000; c) the installation of 23 acres of turf by seed throughout the entire area will cost approximately \$2.2 million for irrigation and seed, with ongoing annual maintenance costs of \$118,000. Either option includes any necessary design work, site preparation, appropriate landscaping costs, and related irrigation systems.
- The Archery Range – There are currently four public archery ranges in the Valley: Papago Park and El Oso parks in the City of Phoenix; Utery Mountain Range in southeast Maricopa County; and the Ben Avery Shooting Range operated by the Arizona Department of Game and Fish. A fifth location is nearing completion by the City of Chandler. A Glendale archery range would consist of a 46,875 square foot improved area that would be used for free-standing archery



WORKSHOP COUNCIL REPORT

practice only. This could be accomplished by utilizing a portion of the park that would ultimately be constructed as baseball facilities. It would consist of a 125 ft. by 375 ft. graded area on which decomposed granite would be placed. It could consist of 30 archery targets, with controlled ingress/egress in the form perimeter gate-fencing and would include a 5 foot by 125 feet earthen target backstop.

Construction of this could be accomplished “in-house” and materials would cost approximately \$50,000 (granite, fence installation, outdoor storage area, possible shade structure). It is estimated that the annual expense to maintain the site would be approximately \$5,000. Safety will be paramount at all times, access would be controlled at all times, and supervision would be critical to its success.

Should the Council express interest in pursuing the installation of archery range at the Glendale Heroes Regional Park, it is recommended that the Parks and Recreation Advisory Commission conduct more in-depth analyses with industry experts and the general public to determine the most appropriate course of action. A more thorough analysis of cost, operating hours, and possible partnering to ensure adequate supervision, would be necessary.

Previous Related Council Action

The master plan is approximately 15 years old and a total of approximately \$19 million in city funds and Heritage funds have been invested by the City for the phased development of the park. Council-approved construction phases occurred in August 2003; June 2005; September 2006; and September 2009.

Community Benefit/Public Involvement

Over the past 15 years, the master plan for the Glendale Heroes Regional Park has been extensively discussed via citizen input meetings, the Parks and Recreation Advisory Commission, and the Glendale City Council. Most recently, the Parks and Recreation Advisory Commission reviewed the status of the park and recommends additional public hearings be held for any proposed improvements not currently part of the build-out vision of Glendale Heroes Regional Park.

Attachments

Other

Glendale Heroes Regional Park

Update as of October 1, 2013

A. Overview

The City purchased what is referred to as the Western Area Regional Park (to be permanently named Glendale Heroes Regional Park) in December 1998. Two separate transactions were needed. On December 16th, 1998 the City purchased 86.353 acres of land and on December 18th, 1998 an additional 1.428 acres of land was acquired. The total land mass is 87.781 acres purchased for \$2,957,670.68. Seven acres were allocated to the public safety facility located adjacent to the property and the remaining 81 acres are designated as park land.

To date, the list of amenities constructed and/or designed at the Glendale Heroes Regional Park is as follows:

1. Gateway Public Safety Facility - The Public Safety facility was completed in August 2003 at a cost of \$5,690,000.
2. Initial Park Development - "Phase I" park development included the construction of two lighted basketball courts, public restrooms, 34 car parking lot, open turf area, a Splash Pad, shaded tot lot and playground area. These amenities were opened to the public in June 2005, at a cost of approximately \$1,867,000.
3. X-Court - The City Council approved the construction of the X-Court facility ("Phase II") on September 26, 2006 in the amount of approximately \$1,074,500. The facility opened to the public on October 5, 2007. It consists of a fenced and lighted bike/skateboard skating facility and a 1600 square foot free-standing building that is designed for retail and concession sales (it is currently vacant).
4. Infrastructure Development - "Phase III" consisted of the site grading of 20 acres, underground utilities, road paving, street lighting, the entry road connection to Bethany Home Road, a 275 car parking lot, electrical distribution facility and public restroom was completed in spring 2007 at a cost of approximately \$3,097,582.50.
5. Western Area Park Pavilion - Phase IV was opened in September, 2009. The total cost for the improvements was \$2,890,973.81. The features of the new Pavilion area include:
 - A link to the Grand Canal Linear Park and Trail. This trail link provides access under Bethany Home Road to and from the Grand Canal Linear Park and Trail and the Glendale Regional Heroes Park. Trail users have access to the entire corridor without crossing a major arterial.

- The seating capacity of the ramada complex is 720 people and can be expanded to nearly 1,100 with temporary seating. Every picnic ramada has a dedicated covered barbeque area, equipped with a stainless steel washbasin and two commercial-sizes barbeques and a 180-degree serving counter area. Every ramada serving counter is wheelchair accessible.
 - The ADA accessible restroom is designed to serve the large ramada complex and includes sinks, hand dryers and chilled drinking fountains.
 - The new playground provides to separate age-appropriate play areas. The playground area is completely accessible and with nearly 2,800 square feet shade in the playground area.
 - There are three lighted sand volleyball courts with covered seating areas, chilled drinking fountain, wash off posts for feet and legs, and sprinklers located in the volleyball posts to cool down the warm sand.
 - Approximately five acres of open space turf area provides opportunities for picnicking, casual gatherings, and informal games.
6. Design of Western Branch Library – As a part of the future build out of the regional park, a 33,500 square foot library was also planned for construction. In 2008, Council gave direction and approved a design contract in the amount of \$1,213,525 for architectural services. Although the facility has not been constructed due to the downturn of the economy, design costs should be factored in to the overall city investment in the park.

In summary:

Current Glendale Heroes Regional Park & Amenities		
Land Purchase	December 1998	\$2,957,670
Public Safety Facility	August 2003	\$5,690,000
Phase I Development	June 2005	\$1,867,000
Phase II Development	Spring 2007	\$3,097,000
X-Court	October 2007	\$1,074,500
Library Design	May 2008	\$1,213,525
Phase III Development	September 2009	\$2,890,974
Park Total		\$18,780,669

It is also important to note that during the March 2004 Council budget discussions, a portion of the park’s development was moved from FY 05-06 to FY08-09 in anticipation of the Super Bowl and hosting the “NFL Experience” at the site. In FY 06-07, Council then directed staff to install the Phase II infrastructure for the site at cost of \$3.8 million and delay the construction of the park facilities following the Super Bowl in 2008. At that time the park was still being considered as a potential

site for the NFL Experience (it was subsequently held near a portion of land at the University of Phoenix Stadium).

B. Remaining Park Elements

Due to the prolonged downturn in the economy and the significant impact it has had in decreasing property tax revenue, the future development of the remaining 51 acres within Glendale Heroes Regional Park has been deferred indefinitely. The remaining portions of the park development would include: four lighted ball fields, two multi-sport fields, a concession and restroom building, a seven-acre urban lake, irrigation system, dog park, aquatic facility, a multi-generation recreation center, parking, landscape and pathways estimated at a cost of \$61,655,000.

Additionally, the final development of the park includes the construction of a 33,500-square foot library planned for a seven-acre parcel on the site. The additional construction costs for the library facility would amount to an estimated \$27,000,000. In summary:

Deferred Glendale Heroes Regional Park Amenities		
Aquatics Facility	NA	\$11,200,000
Multi-Gen Center	NA	\$25,000,000
Final Park Build-Out	NA	\$19,850,000
Park Trail System	NA	\$5,875,000
Library Construction	NA	\$27,000,000
Park Total		\$88,655,000

Other than the completion of the ramada area in 2009, the remainder of the unconstructed park elements - as conceptually designed – have yet to be completed and have been studied and deferred by the City Council (indefinitely).

In addition to the current lack of capital funds needed to construct the final park elements, there will not be any General Fund capacity in the near future (within the next five years) to pay annual operating expenses of the park and its amenities. Using FY 2011-12 CIP estimates (the last year they appeared in the Capital Budget before being deleted), the estimated annual expenses are as follows:

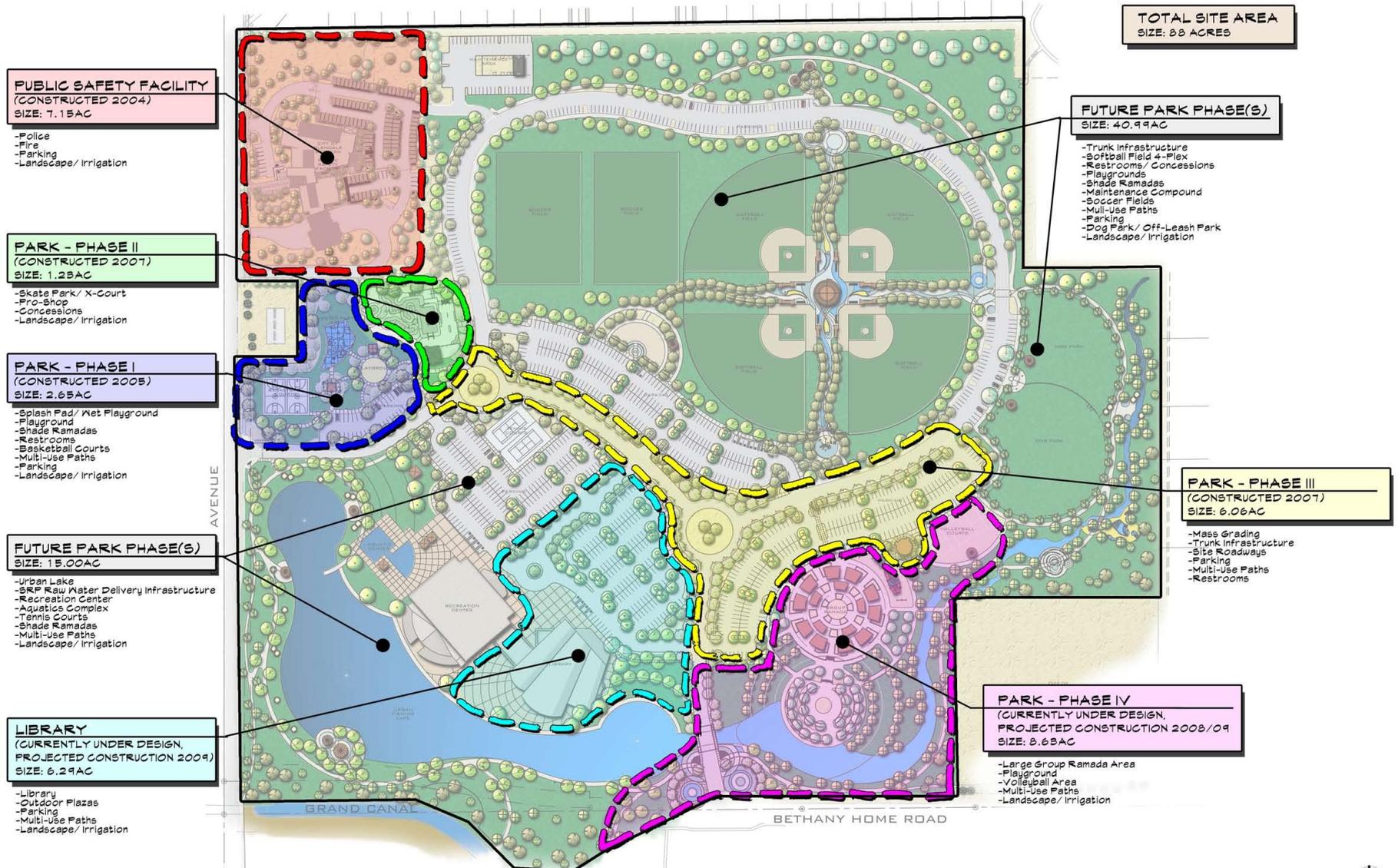
Estimated O&M Costs for Deferred Amenities		
Aquatics Facility	NA	\$1,465,000
Multi-Gen Center	NA	\$2,700,000
Final Park Build-Out	NA	\$3,100,000
Park Trail System	NA	NA
New Library	NA	\$9,023,000
Park Total		\$16,288,000

C. Current Status of the Park

The current staff recommendation in the CIP is to develop a new conceptual plan and architectural renderings be commissioned to redesign the various elements of the Glendale Heroes Regional Park. Specifically, over the next ten years of the City's current CIP plan, a total of \$1.2 million in CIP funds would be used to accomplish this. The intent will be to utilize public input from the 2012 Parks and Recreation Master Plan Update and establish a new, "leaner" building footprint for the estimated \$88.6 million in costs for the remainder of the park (i.e. – the proposed Aquatics Center, Multi-generational Recreation Center, the Western Branch Library, and related park amenities).

Contingent upon Council direction, a conceptual study would be commissioned via available Development Impact Fees and/or CIP capacity in the near future. More importantly, substantive changes to the current conceptual plan - ranging from capital construction funds to annual O&M funds - are needed to successfully complete a viable version of the Glendale Heroes Regional Park. If so directed, it will be prudent to secure a clear path regarding these substantive changes with the entire City Council and community.

Glendale Heroes Regional Park: Current Master Plan





WORKSHOP COUNCIL REPORT

Meeting Date: **10/15/2013**
Meeting Type: **Workshop**
Title: **COUNCIL ITEM OF INTEREST: SISTER CITIES**
Staff Contact: **Kristen Krey, Council Services Administrator**

Purpose and Policy Guidance

Staff is seeking guidance from City Council regarding pursuance of participation in a sister cities program.

Background

At the City Council Workshop on August 20, 2013, Councilmember Sherwood expressed an interest in exploring a sister city relationship with the Canadian cities that play hockey at Jobing.com arena. Mayor Weiers, Vice Mayor Knaack, and Councilmember Chavira supported this item.

The Canadian cities that play hockey at Jobing.com arena this year are listed below. Each of them has a number of current sister cities, both international and in the United States.

<u>City</u>	<u>Number of Sister Cities</u>	<u>US City</u>
Calgary	6	Phoenix
Edmonton	4	Nashville
Winnipeg	11	Minneapolis
Vancouver	6	Los Angeles
Montreal	22	None
Ottawa	2	None
Toronto	6	Chicago

The city has, in the past, been a member of Sister Cities International. This relationship terminated officially in 2005. Information originally provided to Council is attached that outlines the history and the relationship between the city and a former local community board established for the purpose of sister city partnership. That board was dissolved in August of 2003.



WORKSHOP COUNCIL REPORT

The following towns and cities in Arizona participate in sister cities programs through both the Arizona Sister Cities and the Sister Cities International organization: Chandler, Flagstaff, Fountain Hills, Gilbert, Mesa, Peoria, Phoenix, Prescott, Scottsdale, Sierra Vista, and Tempe.

As per the Arizona Sister Cities website, their mission is to advise, assist and mentor current Arizona Sister Cities' members; to expand current membership; and to work with all levels of Arizona government to promote the activities of our organization. All activities will be in accordance with the mission of Sister Cities International, "To promote peace through mutual respect, understanding and cooperation – one individual, one community at a time."

The history indicated on the Arizona Sister Cities website provides the following information: "A Sister City program is a volunteer group of ordinary citizens who, with the support of their local elected officials, form long-term relationships with people and organizations in a city abroad. Each Sister City program is independent and pursues the activities and thematic areas that are important to them and their community."

Sister Cities International was created at President Eisenhower's 1956 White House conference on citizen diplomacy. Eisenhower envisioned an organization that could be the hub of peace and prosperity by creating bonds between people from different cities around the world. By forming these relationships, President Eisenhower reasoned that people of different cultures could celebrate and appreciate their differences and build partnerships that would lessen the chance of new conflicts. – *From Sister Cities International, Mission and History*

Sister City programs promote peace through people-to-people relationships; with program offerings varying greatly from basic cultural exchange programs to shared research and development projects between cities with relationships. Sister City programs offer the flexibility to allow connections to form between communities that are mutually beneficial, and to take on issues that are relevant for the partners. "Arizona Sister Cities is an important resource in the negotiations of governments; letting the people themselves give expression of their common desire for friendship, goodwill, and cooperation... for a better world for all."

The annual cost to be a member of Arizona Sister Cities is \$50 and there are fiscal costs associated being a member of Sister Cities International, which is based upon the size of the city or town. This cost will be determined upon direction from the Council to proceed with this item. Provided below are specific examples of how three local cities manage their Sister City programs.

City of Mesa

The Mesa Sister City Association fosters international cooperation and understanding through community involvement and people-to-people relationships between Mesa citizens and those of other countries. Their belief is that through a variety of exchange programs developed with each Sister City, a bridge of international understanding can be built. The goal for the program is for



WORKSHOP COUNCIL REPORT

each community to learn more about each other, and to develop lasting and meaningful exchanges in many areas, including education, business, culture, technology and medicine. These exchange programs give people, organizations, and businesses the opportunity to enhance their quality of life as they share and build in their respective areas of interest. The Mesa Sister City Association is a private, non-profit organization that is a member of Sister Cities International.

City of Peoria

The City of Peoria and the Borough of Ards, Northern Ireland formalized sister city relations with the signing of a partnership agreement between the two cities. In 2003, both Ards and Peoria adopted a formal business plan that identified common goals, objectives, and tasks relating to maintaining appropriate sister city functions. The general focus of the business plan involves efforts to strengthen civic, cultural, and commercial ties. To date, several components of the program have excelled in moving toward the stated goals. The Young Ambassador Youth Exchange between Peoria and Ards has been mentioned by several other Arizona cities as an example of the positive outcomes of involving youth in cultural exchanges. Economic development is a key component of the sister city partnership. Both cities continue to identify economic development initiatives that will result in the creation of jobs, an increase in exports/imports, and additional private investment in both communities. The Peoria Sister City program arranges travel details for Peoria delegates of the Young Ambassador Program. With many Sister City programs, such as the Young Ambassador Exchange, delegates stay at the homes of host families abroad, and then in turn serve as a host for their counterpart's return visit.

City of Phoenix

At the heart of all Sister City programs is an agreement, signed by the mayors of each Sister City, confirming the commitment of each community to the Sister City program. Sister Cities agree to send and receive delegations of various types, including political and business leaders, arts and cultural representatives, educators, and technical experts because these exchanges promote cross-cultural understanding, municipal and technical cooperation, and business opportunities. Each Sister City is supported by a committee of volunteers who are committed to the goals and objectives of the program.

Phoenix Sister Cities exists to create people-to-people relationships between the residents of Phoenix and its sister cities through commercial, educational, cultural and artistic exchange programs and events that create and sustain global, long-term, international partnerships and business opportunities for the citizens of Phoenix. In addition to fulfilling its stated mission, Phoenix Sister Cities, through a public-private partnership, serves the City of Phoenix as the official Office of Protocol. In this capacity, it is the city's primary contact for individuals and delegations from around the world that represent trade, government and cultural organizations."

Analysis



WORKSHOP COUNCIL REPORT

As outlined above in the three examples provided, there are a number of different models for sister city programming. Should Council direct staff to proceed with researching the possible addition of Sister Cities as a program fully funded and staffed by the City of Glendale, considerable staff time and resources will need to be allocated primarily toward program development. If the City of Glendale were to adopt the operation of this program, the program would need to be brought to the standards of programs currently operating as outlined above. As with any new program, staff will be required to do a business plan that identifies the goals and objectives, performance measurements, budget allocations, revenue options, staffing requirements, operations and personnel costs and office location, and if directed to move in the direction of a non-profit relationship, determining the role of the program and recruitment of organization and board members.

Community Benefit/Public Involvement

There are current city initiatives that support relationships with Canadian travelers and further initiatives and events that are being developed associated with outreach to the Canadian markets and markets throughout the United States. The Communications Department participated in a media mission in Vancouver, along with other representatives from Convention and Visitors Bureaus in the Valley. The purpose of the trip was to begin promotion the area and the Phoenix Coyotes to an extremely strong visitor and hockey market. The goal is to establish new relationships with Canadian reporters and build a media database for this region that the city can target on a regular basis. This allows the city to continue outreach to Canadian residents and tourists to consider visiting Glendale, attending a hockey game, and experience all the tourist amenities the city has to offer.

The Glendale Convention & Visitors Bureau is also expanding its outreach to the Canadian market with additional advertising placements, including:

Air Canada Magazine - Air Canada is creating a special 20-page newspaper insert that will be placed in several newspapers, including the *Vancouver Sun* and *Vancouver Province*. This program will reach more than 12 million consumers.

The Arizona Republic's 2013 Winter Visitors Guide - This piece will be mailed inside a full-color, oversized welcome envelope to winter visitors' permanent address, including those residing in Canada, prior to arriving in Arizona for the winter. The visitors guide will welcome these "part-time" residents back to the Valley by providing them with new information on what to see and do, including new shopping and dining options, updated calendar of events, and sports schedules. In addition, the Glendale CVB will reach these same winter visitors after they arrive in the Valley through the *Arizona Republic's Winter Visitors Value Pak*, which will be mailed to their Arizona address.



WORKSHOP COUNCIL REPORT

Previous Related Council Action

At the City Council Workshop on August 20, 2013, Councilmember Sherwood expressed an interest in exploring a sister city relationship with one of the Canadian cities that plays hockey at Jobing.com arena. Attached information indicates the history of a dissolved non-profit Glendale Sister City board and the city's prior participation in the program.

Attachments

Council Packet History of Sister Cities with letters and memorandums dated 2003 - 2005



City Manager's Office Memorandum

DATE: 06-20-05
TO: Honorable Mayor and City Council
FROM: Ed Beasley, City Manager
SUBJECT: Sister Cities International Program

Based on a request from Councilman Lieberman under the topic of Council Items of Interest, I asked staff to research the resources that might be required for reinstating a Sister City relationship with Memmingen, Germany.

As Council may recall, the topic of the Glendale Sister Cities Program surfaced during Council Items of Interest discussion in 2003. Subsequent to those discussions, the Board of Directors of Glendale's previous Sister City Program moved to dissolve the community-based organization in August 2003. The background documents related to that decision are attached to this memorandum and actually include an assessment of resources necessary in 2003 for the city to take over the Sister Cities Program. Since the board dissolved the organization, the original assessment has been updated for Council consideration at the July 5, 2005 workshop.

The purpose of the Sister Cities International Program (SCIP) is to create a citizen diplomacy network and strengthen partnerships between U.S. and international communities. Citizen diplomacy is described in program literature as a concerted attempt to increase global cooperation through unofficial contacts. Sister Cities International asserts that its programs promote peace through mutual respect, understanding and cooperation - one individual, one community at a time (see attached document).

Should Council direct staff to proceed with the addition of a new Glendale Sister Cities International Program (GSCIP), fully funded and staffed by the City of Glendale, considerable staff time and financial resources will need to be allocated primarily toward program development.

Sister Cities International strongly recommends that any Sister City program become incorporated to allow for applying for tax-exempt status under the statute 501c3 of the IRS tax code. City Attorney Craig Tindall stated that the city meets this tax-exempt status and does not need to incur costs associated with creating a separate non-profit. If Council directs staff to proceed, it would be the recommendation to administer GSCIP as a city program. The City Manager will need to determine in which department this program should be placed.

Since Sister Cities International was notified of the dissolution of Glendale's community-based program in 2003, Memmingen, Germany has not been reassigned to another U.S. city as of June 17, 2005.

Since the dissolution of the Sister City Program in 2003, the City Manager's Office has not received any requests for reconsideration by citizens or community organizations. Community interest in Sister City relationships is imperative for their success, as noted in all of the documentation found on the Sister Cities International website. Since there seems to be little community interest in a program of this nature at this time, it would require city staff to formulate a comprehensive business plan that identifies goals and objectives, performance measurements, budget allocations, revenue options, staffing requirements, operations and personnel costs, as well as office location.

One of the most important and time-consuming tasks will be the effort to generate community participation and interest in the program.

Estimated Project Timeline: Four to eight months for program analysis, research and development, public meetings, membership recruitment and fundraising.

Estimated start-up cost of creating a new GSCP with full support from the city:

Reassigned Management Asst.	15hrs. /wk X 16 to 31 wks @ \$25 = \$6,000 to \$11,625
Supervising Manager	5hrs./wk. X 16 to 32 wks @ \$36 = \$2,880 to \$5,760
Sister City Annual Membership	\$ 800
Public outreach	\$ 10,000

Total Start-Up Cost Estimate: \$19,680 – \$28,185

On-going costs: Unknown until program is fully defined and developed.

ED BEASLEY
CITY MANAGER



September 17, 2003

Mr. Tim Honey
Executive Director
Sister Cities International
1301 Pennsylvania Ave., NW Suite 850
Washington, D.C. 20004

Dear Mr. Honey:

We are in receipt of your August 20, 2003 letter regarding the City of Glendale's Sister Cities International dues. Regrettably, the Board of Directors of our local Sister Cities non-profit organization informed the city on August 13, 2003 of its intent to dissolve.

Given this notification to the city by the local organization, and the board's expression that there is no longer substantial community interest in developing and nurturing Glendale's Sister City relationships, we ask that you take the necessary steps to update your records and remove the City of Glendale from your membership roster.

Sister Cities International has served our community well. Until such time as our residents and businesses express a renewed interest in further developing international relationships, it is in the best interests of the city to redirect our annual dues to other city priorities.

Sincerely,

Ed Beasley
City Manager

cc: Mayor Elaine M. Scruggs



Marketing/Communications
Memorandum

msgr

DATE: September 3, 2003
TO: Mayor Elaine Scruggs & Councilmembers
CC: Ed Beasley, Pam Kavanaugh, Bobbye Hamilton & Meaghan Ellsworth
FROM: Stacy Pearson, Tourism Manager, x2957 *Stacy Pearson*
SUBJECT: Sister Cities Program Dissolution

As follow-up to previous discussion regarding the Sister Cities Program, attached is a letter from the board announcing dissolution of the organization.

RECEIVED
CITY COUNCIL OFFICE
SEP 04 2003
CITY OF GLENDALE

August 13, 2003

Mr. Ed Beasley, City Manager
City of Glendale Municipal Complex
5850 W. Glendale Avenue
Glendale, AZ 85301-2599

Dear Mr. Beasley,

Thank you for your letter of July 31, 2003 to the members and board of the Glendale Sister Cities Program. We appreciate the Glendale City Council's attempts to find a way to keep the Sister City Program operating in Glendale.

However, we have decided to proceed with dissolution of the club. In a few weeks we are going to run a dissolution notice in the Glendale Star and take all other necessary legal steps to dissolve the club.

On behalf of all the citizens of Glendale who have worked with the Sister Cities Program over the years, we wish to express what a pleasure it has been to represent this city to our friends in other parts of the world.

Sincerely,

Glendale Sister Cities Program, Inc. Board Members

Melva Molina: Melva Molina

Hal Boggs: Hal Boggs

Helga Simpson: Helga Simpson

Daniel Molina: Daniel Molina

Marilyn Porter: Marilyn Porter

Madelin Page: Madelin Page

Ken Bus: Ken Bus

Cc: Pam Kavanagh, Assistant City Manager
Bobbye Hamilton, Acting Cultural & Services Director
Stacy Pearson, Tourism Manager
Meagan Ellsworth, Senior Management Assistant
Board Members
file

ED BEASLEY
CITY MANAGER

GLENDALE

July 31, 2003

Glendale Sister Cities Program, Inc.
Board of Directors
P.O. Box 6141
Glendale, AZ 85312-6141

To Whom It May Concern:

At the July 1, 2003 Council Workshop, the Glendale City Council was provided with preliminary staff research pertaining to the letter from the Glendale Sister Cities Program, Inc. Board Members. In your letter the Board Members requested City Council to determine the value of the Sister Cities Program and to provide the Board with support in the form of labor, promotion and marketing.

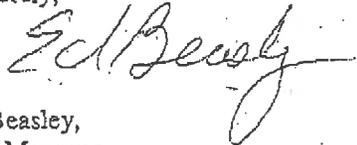
Council agreed that the Sister Cities Program is a program of value to the City of Glendale, however, it was opined that there were more appropriate organizations to solicit for the operation of this program.

At the direction of Council, I have asked for staff to guide the current Board Members in their endeavor to find a viable organization to adopt and operate the Sister Cities Program. I have directed our Tourism Manager, Ms. Stacy Pearson to be available to your board for help in locating and setting meetings with the following organization's directors. This list is by no means finite and Ms. Pearson will work with you to identify other groups if needed.

- Glendale Community College International Students Group
- Thunderbird International School of Management
- Civic Pride Ambassadors
- Glendale Chamber of Commerce

The Council would like to commend the Board Members of the Glendale Sister Cities Program, Inc. for their hard work and dedication over the years. Please feel free to contact Ms. Pearson at #623-930-2957 at your convenience.

Sincerely,



Ed Beasley,
City Manager

Cc: Pam Kavanaugh, Assistant City Manager
Bobbie Hamilton, Acting Cultural Events & Services Director
Stacy Pearson, Tourism Manager
Meaghan Ellsworth, Senior Management Assistant



City Manager's Office

Memorandum

DATE: May 6, 2003
TO: Honorable Mayor & City Council
FROM: Ed Beasley, City Manager
SUBJECT: Glendale Sister Cities program Update

Based on a request from Councilmember Martinez, I asked staff to review the request for dissolution of the Glendale Sister Cities Program (GSCP) received from the Glendale Sister Cities Program, Inc. Board members. Staff researched the fiscal activity of the Glendale Sister Cities Program over the last few years and found that the funds appropriated in the amount of \$7,500 each fiscal year through the Council Office to the GSCP have not been requested since FY 00-01. The non-departmental appropriation of \$5,000 each fiscal year was last requested in FY 01-02 and because of the lack of use by the GSCP, the appropriation was reduced to \$4,500 for FY 03-04.

Special Events involved the GSCP in the Fiesta Glendale event allowing the group to sell beverages as a fundraiser. Vern Bjaett of Special Events has been notified by the board members of the GSCP that they will not be involved in the Fiestas Glendale program for September 2003. GSCP also chose not to be involved in the World Music Festival held this past March.

The purpose of the Sister Cities Program is to bring together community members, municipalities and business organizations in creating opportunities to increase cross-cultural awareness through arts and education; business and economic development; and other efforts. The city department with the best "fit" for adopting the Sister Cities program would be Conventions, Events & Cultural Services. Special Events staff has also ascertained that certain entertainment groups that have come to Glendale in the past could be folded into other events held both by the Special Events Division and/or the Parks and Recreation Department.

Sister Cities International strongly recommends that any Sister City program become incorporated to allow for applying for tax-exempt status under the statute 501-(c)3 of the IRS tax code. The Glendale Sister Cities Program, Inc. is incorporated as a 501-(c)3 organization. The City of Glendale has no legal duty to help this organization dissolve its organization. Funding for Sister Cities programs vary from being funded through municipalities' budgets to relying on fundraising and membership campaigns.

A preliminary audit of Valley cities was conducted as to how, or if, they operate, fund or partner with Sister City programs. The City of Phoenix provides an annual grant to their non-profit Sister Cities Program. The employees of the non-profit Sister Cities Program are considered temporary employees of the City of Phoenix so they may receive health care benefits. No other benefits are given to the non-profit organization's employees. The non-profit organization's employees are recruited and hired by the board but approved by the City of Phoenix.

The City of Avondale Sister Cities Program was operated by a non-profit organization that has folded. Currently, the City of Avondale does not have a functioning Sister Cities Program and does not foresee a program in the near future. The City of Tempe has a non-profit volunteer organization, Tempe Sister Cities Program, which receives in-kind event services and some financial appropriations for their program from the City of Tempe. Tempe's Executive Assistant to the Mayor is the staff liaison to the non-profit organization and works with the program when visitors are in town. The Town of Gilbert also has a Sister Cities Program as a subcommittee of the Chamber of Commerce and it is a non-profit 501-(c)3 organization. The Mesa Sister Cities Program is operated as a non-profit under the auspices of the Mesa Chamber of Commerce.

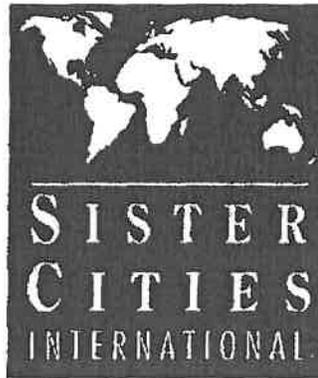
Should Council direct staff to proceed with researching the possible addition of Glendale Sister Cities as a program fully funded and staffed by the City of Glendale, considerable staff time and resources will need to be allocated primarily toward program development. As currently operated, the Glendale Sister Cities membership is not active in setting or achieving goals. If the City of Glendale were to adopt the operation of this program, the program would need to be brought up to the standards of programs already operating in the city. As with any new program, staff will be required to do a business plan that identifies the goals and objectives, performance measurements, budget allocations, revenue options, staffing requirements, operations and personnel costs, and office location.

Should Council direct staff to assist the Glendale Sister Cities Program, Inc. with re-building its membership and providing organizational development, again considerable staff time and resources will need to be allocated. The most time-consuming effort for staff will be determining the role of the program and recruitment of organization and board members because the current board has stated in its memo that it does not wish to continue in their roles as board members. Staff essentially will be undertaking the re-development of this program. This undertaking will mirror the tasks detailed earlier when addressing the development of a new program within the city.

Estimated Project Timeline: Four (4) to eight (8) months for program analysis, research & development; public meetings; membership recruitment; grant & fundraising research.

<u>Estimated Associated Costs:</u>	\$16,320 to \$22,640
Re-assigned Management Asst.	15 hrs./wk. x 16 to 32 wks. @ \$18 = \$4,320 to \$8,640
Tourism Director	5 hrs./wk. x 16 to 32 wks. @ \$25 = \$2,000 to \$4,000
Public Outreach Campaign	\$10,000

In summary, staff believes that there would need to be substantial time and resources applied to research the viability of reviving the Glendale Sister Cities Program. Until further Council direction is provided, a more comprehensive analysis of the costs associated with taking over control of the Glendale Sister Cities Program cannot be completed.



How To Build A Sister Cities Program In Your Community

What is a sister city?

Why have a sister city?

What to do first?

Everyone can participate

Projects you can do

SISTER CITIES INTERNATIONAL*

1301 Pennsylvania Avenue, NW, Suite 850
Washington, DC 20004 USA
Phone: (202) 347-8630 Fax: (202) 393-6524
info@sister-cities.org www.sister-cities.org

How To Build a Sister Cities Program In Your Community

What is a sister city?

When a community of any size or character joins with a community in another nation to learn more about the other and to develop friendly and meaningful exchanges, the two may propose a formal affiliation leading to official designation as "sister cities." The ideal affiliation involves a large number of citizens and organizations in both communities engaged in continuing projects of mutual interest.

This interchange helps to further international understanding at all levels of the community on a continuing long-term basis. Within the program, cities and their citizens exchange people, ideas and culture in a variety of educational, municipal, professional, technical and youth projects.

The sister city program was launched at a White House conference in 1956 when President Dwight D. Eisenhower called for massive exchanges between Americans and the peoples of other lands.

Hundreds of American cities responded to that call, and today are carrying out meaningful exchanges with their partners in 121 nations around the world.

Why have a sister city?

A sister city program enables the citizens of both communities become directly involved in international relations in unique and rewarding exchanges which benefit everyone. It enables all who participate to:

- Exchange ideas and develop friendship with their counterparts in another culture on a direct personal basis.
- Establish an identity as members of the global family involved in the constructive process of building world peace.
- Develop a way for the many and diverse elements of each community to come together to enjoy and profit from a cooperative program.
- Open new dialogues with the people of another culture to find unique solutions to improving the quality of life of all citizens.
- Participate in a program with a real partner in another country so all members of the community can feel they are contributing to international understanding in a direct personal way.
- Better understand their own community by interpreting their way of life to the people of another culture.

What to do first?

Hundreds of communities around the world of all sizes have discovered the rewards of participating in an international program where each and every member can realize deep personal satisfaction and benefits. Your community can join this growing movement, but you should first develop support for the idea in your own community.

This can be easy and fun. And, you will have a lot of help from Sister Cities International (SCI), the national membership association for sister city programs in the United States – as well as from hundreds of volunteer leaders across the country who are available to share their experiences with you based on their own participation in the program.

The sister city concept, like all good programs, must have broad support and understanding if it is to succeed. If your community understands the program, it can succeed and the rewards will be well worth the effort.

Once you've secured community-wide support for a sister cities program, begin your search for a partner. Nearly every member of your community, young or old, belongs to some kind of organization or another. Nearly everyone works in a business or industry, has a hobby, goes to school, belongs to a service or professional society, or volunteers his or her time in any number of local organizations which can be linked to counterparts in another country. Thus, the linking of skills, crafts and interests of people and organizations in both cities can enrich your newly formed sister city committee, open new avenues for program adventure, and secure the initial contacts you'll need to find an appropriate partner community.

No catalog could possibly list all the ways in which sister cities operate as the variety of exchanges possible are only limited by the imagination and resources of the two communities.

Two principal objectives to keep in mind when planning your activities are:

- You don't establish and maintain friendships by a single effort. It requires continuing activity.
- You do establish such continuity by a broad base of activity in which many people and organizations participate.

Everyone can participate

The concept is simple once two communities have taken the initial step of actually affiliating as sister cities. A catalog of organizations should be developed which will give you an idea of the potential areas of exchange possible. Don't forget to include your schools, hobby groups, business and professional organizations, scouting groups, service clubs, and so on. This list can then be sent to your partner to determine which organizations they have in their community to match yours. In some cases, a similar organization won't exist. Perhaps you can start one.

Sister city programs must always strive to ensure that each project undertaken by its members reflects the diversity of its network. Specifically, you should promote the inclusion of ethnic and racial minorities, people with disabilities, youth, women and people of diverse socio-economic status in all sister city activities.

Each project should be planned with the knowledge that each person will be able to individually become a part of a person-to-person ... organization-to-organization ... city-to-city approach to citizen diplomacy.

Above all, remember that the uniqueness of the sister city program is that it is two-way. The give and take is shared by both communities through planned and continuous contact.

Projects you can do

Sister City programs and projects are developed out of mutual desires and interest. There is no cut-and-dry pattern. Through visits and exchange of correspondence, cities discuss the types of projects they would like to carry out. When one or more projects are agreed upon, the program is developed and can take place.

As you start out, send promotional materials (e.g., photographs, brochures, videos) to offer a comprehensive introduction to your community. Remember, language barriers can be overcome very easily through simple visual presentations. Your new partner city may want to publish these in their local newspaper. You should ask

for photos and news of the city as well so your local newspaper can acquaint your own citizens with your sister city.

The following are some of the types of projects which have been carried out successfully by other communities. The projects you choose may be more comprehensive than this brief list, depending upon your resources and ingenuity.

- Exchanges of visitors, officials, prominent citizens, musicians, students, teachers, professionals, media, radio and TV, labor, etc.
- Organized tours, including hospitality and ceremonies for visiting groups.
- Club affiliations, such as the development of relations between such groups as Rotary, Lions, Boy and Girl Scouts, women's clubs, hobby clubs, and more with their counterparts in the sister city.
- School affiliations can be a stimulating activity if organized within your educational system. They can be a strong adjunct to your school's language, history, cultural and other programs. There is no end to the fascinating projects young people can engage in to enlarge their horizons of learning.
- Technical and professional exchanges can have benefits to both communities far in excess of the limited costs involved. Many communities have exchanged experts in transportation, housing, healthcare, the environment, public safety, and more.
- Radio contacts between sister cities can be made by amateur radio operators. Special broadcasts on records or tape can be made for use abroad.
- Art exhibits. Both school children and members of local art clubs exchange art work with their overseas counterparts. The material is often exhibited in public buildings and merchants' windows in both communities.
- Photo exhibits. Camera clubs exchange collections of stills, slides and documentary motion pictures.
- Sending of mementos, not on a charitable basis, but of mutual interest and respect. Gifts are generally modest ones.
- Exchange of music, recordings and plays.
- Publications and preparation of food recipes from the foreign country.



WORKSHOP COUNCIL REPORT

Meeting Date: **10/15/2013**
Meeting Type: **Workshop**
Title: **COUNCIL ITEM OF SPECIAL INTEREST: DISCUSSION REGARDING THE TOHONO O'ODHAM NATION**
Staff Contact: **Michael D. Bailey, City Attorney**

Purpose and Policy Guidance

Staff is providing an update and seeking guidance from Council regarding property located at approximately 91st and Northern Avenues and the Tohono O'odham Nation application for transfer of the land into trust for the benefit of the Tohono O'odham Nation.

Background

Staff will provide a brief update to Council regarding the status of the item and receive comment and direction from the council.

Previous Related Council Action

On April 7, 2009, the City Council adopted Resolution 4246 authorizing the City Attorney to take all reasonable, necessary and prudent actions to oppose the Tohono O'odham plan to create a reservation within Glendale for the purposes of gaming.

On June 3, 2009 the City of Glendale published an Initial Statement of Legal Position.

On June 23, 2009, the City Council adopted Ordinance 2688, an annexation of the land at issue into the City of Glendale.

Attachments

Resolution No. 4246

Statement of Legal Position

Ordinance No. 2688

RESOLUTION NO. 4246 NEW SERIES

A RESOLUTION OF THE COUNCIL OF THE CITY OF GLENDALE, MARICOPA COUNTY, ARIZONA, EXPRESSING THE CITY'S OPPOSITION TO THE CREATION OF AN INDIAN RESERVATION ON A PARCEL WITHIN THE GLENDALE MUNICIPAL PLANNING AREA.

WHEREAS, in 2003 the Tohono O'odham Nation, using an unassociated name and distant mailing address, purchased approximately 134 acres generally located at the southwest corner of 91st and Northern Avenues (the "Proposed Reservation Land");

WHEREAS, the Proposed Reservation Land is outside of the Tohono O'odham Nation's existing reservation and outside the Tohono O'odham Nation's aboriginal lands;

WHEREAS, the Proposed Reservation Land is surrounded by the City of Glendale and is therefore within the exterior boundaries of the City;

WHEREAS, the Tohono O'odham Nation has now submitted an application to the Bureau of Indian Affairs to have the Proposed Reservation Land taken into trust by the U.S. Government and held for the benefit of the Tohono O'odham Nation in order for the Nation to conduct gaming activity on the land;

WHEREAS, the Tohono O'odham Nation has asserted that the transfer of the Proposed Reservation Land into trust and the creation of an Indian Reservation at this location must be done by the Secretary of the Department of Interior without his exercising any discretion or consideration of the factors set forth in duly adopted federal regulations or Bureau of Indian Affairs rules and guidelines applicable to such requests;

WHEREAS, the Tohono O'odham Nation has asserted that the State of Arizona, the County of Maricopa, the City of Glendale, any other governmental authority and the community are precluded from participating in the Secretary of the Interior's consideration of its application for the creation of an Indian Reservation on the Proposed Reservation Land;

WHEREAS, the City believes that the Tohono O'odham Nation's assertions and the basis upon which it makes these assertions are incorrect, poor public policy, in violation of the governmental rights, privileges, and authority of the State of Arizona, the County of Maricopa, and the City of Glendale, and are contrary to the best interests of the Citizens of the State of Arizona, the County of Maricopa, and the City of Glendale; and

WHEREAS, the City of Glendale, consistent with the Indian tribes voicing opposition to the Tohono O'odham Nation's application, opposes off-reservation gaming, including this current effort by the Tohono O'odham Nation to establish gaming on the Proposed Reservation Land, as contrary to the terms of Proposition 202 as presented to the people of the State of Arizona in 2002 and supported by, among others, the Tohono O'odham Nation.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF GLENDALE as follows:

SECTION 1. That the Glendale City Council opposes the Tohono O'odham Nation's application filed with the Secretary of the Interior and the Bureau of Indian Affairs to have the Proposed Reservation Land taken into trust by the U.S. Government.

SECTION 2. That the Glendale City Council opposes the Tohono O'odham Nation's application filed with the Secretary of the Interior and the Bureau of Indian Affairs to have the Proposed Reservation Land approved as land available for gaming.

SECTION 3. That the Glendale City Council directs the City Manager and City Attorney to take all reasonable, necessary and prudent actions to oppose the Tohono O'odham Nation's application filed with the Secretary of the Interior and the Bureau of Indian Affairs in order to protect the City's rights and to assure that the best interests of the Citizens of the City of Glendale, the County of Maricopa, and the State of Arizona are fairly and fully addressed.

PASSED, ADOPTED AND APPROVED by the Mayor and Council of the City of Glendale, Maricopa County, Arizona, this 7th day of April, 2009.

Elaine M. Scruggs
M A Y O R

ATTEST:

Pamela Hanna
City Clerk (SEAL)

APPROVED AS TO FORM:

Craig Tindall
City Attorney

REVIEWED BY:

Ed Beasley
City Manager



**CITY OF GLENDALE
INITIAL STATEMENT OF LEGAL POSITION**

Regarding:

**Tohono O'odham Nation's Application for the
Department of Interior to Take into Trust 134.88 Acres of Land
Near 91st and Northern Avenues, Glendale, Arizona**

Craig D. Tindall
City Attorney
3 June 2009



3 June 2009

INITIAL STATEMENT OF LEGAL POSITION

Re: *Tohono O'odham Nation's Application for the Department of Interior to Take Into Trust
134.88 Acres of Land near 91st and Northern Avenues, Glendale, Arizona*

PREFACE

This position statement sets forth the City of Glendale's legal position with respect to the Tohono O'odham Nation's application (the "Trust Application") to the Department of Interior requesting that the Secretary take into trust approximately 135 acres of land within the City's municipal planning area (the "Application Land"). The Tohono O'odham Nation (the "Tribe") submitted the Trust Application for the purpose of the developing an Indian gaming facility on the Application Land.

While there are very significant policy issues faced by the State and the affected local governments, this position statement focuses solely on the legal issues raised by the Trust Application. This statement sets forth the City's preliminary assessment of the law relevant to the Trust Application. The City continues to investigate the facts and evaluate the law pertaining to the Trust Application, and nothing in this statement shall bind or estop, or operate as a waiver against, the City with respect to its legal arguments. The City's legal position may be altered at any time without the necessity of modifying of this position statement.

EXECUTIVE SUMMARY

In 1986, Congress enacted the Gila Bend Reservation Lands Replacement Act (the "Gila Bend Act" or the "Act"). Replacement lands were deemed appropriate by Congress because the Tribe had lost some of their existing reservation land due to flooding behind a dam constructed by the federal government. The land was properly flooded in accordance with an easement secured by the United States. Nevertheless, this Act provided the Tohono O'odham Nation with funds to purchase replacement lands. Under the terms of the Act, upon request of the Tribe the replacement land was to be taken into trust by the Secretary of the Interior for the Tribe's benefit, effectively creating a new Indian reservation.

The Act imposed several restrictions on the land that could be taken into trust as replacement land. Among other requirements, the replacement land had to be outside the boundaries of a city or town. It also could be composed of only three areas, one of which had to be contiguous to San Lucy Village. San Lucy

Village was created when a settlement of the Tribe was moved from privately-owned land under the terms of the federal easement secured by the United States for the flooding.

The Tribe's application fails to meet the requirements of the Act in two respects. First, the Application Land is within the corporate limits of the City of Glendale. While the Application Land is under county jurisdiction, it is completely surrounded by Glendale and is within the exterior boundaries of the city. Therefore, this land does not qualify as replacement land under the Act.

Additionally, the Application Land is not contiguous with San Lucy Village as required by the Act. The Tribe has filed two other applications for replacement lands, neither of which pertain to land contiguous to San Lucy Village. Therefore, this third application must pertain to land contiguous to that community. The Tribe relies on a purported waiver of this contiguity requirement issued by the Bureau of Indian Affairs ("BIA"). The Act did provide the Secretary of the Interior with authority to waive the contiguity requirement; however, that authority was limited and specific. The BIA, to which the Secretary delegated the waiver authority, granted the waiver contrary to the provision of the Act. Therefore, the waiver is illegal and the Application Land does not comply with the contiguity requirement of the Act.

Nevertheless, if the waiver were effective, it would make the Tribe's trust application a discretionary agency action. The Secretary must exercise his discretion in granting the waiver. Because the discretionary waiver is a necessary prerequisite for the Tribe's application to comply with the Act, the taking of the land into trust is, therefore, discretionary. Any discretionary agency action to secure federal land requires, among other things, an Environmental Impact Statement under the National Environmental Policy Act ("NEPA"). The Tribe's trust application fails to include an Environmental Impact Statement. Consequently, the Tribe's trust application is deficient and cannot be granted.

The Tribe's Trust Application for gaming purposes also must be denied because it fails to meet the requirements of the federal statute governing Indian gaming. A trust application for gaming purposes must comply with the Indian Gaming Regulatory Act ("IGRA"). Land taken into trust for gaming purposes after October 1988 ("after-acquired land") requires a determination that the use will not be detrimental to the local community. It also requires the consent of the Secretary and the governor of the affected state. The Tribe's Trust Application has a profound negative effect on the local governments. Additionally, the Governor of Arizona is statutorily precluded from consenting to gaming on after-acquired land.

To avoid this legal obstruction which is fatal to its Trust Application, the Tribe relies upon IGRA's exception for after-acquired land that is part of the settlement of a land claim. Contrary to law, the Tribe takes the position that the Gila Bend Act constituted the settlement of a land claim. Land claims, however, are claims as to disputed title or possession of the land. In this instance, there was no claim related to the title or possession of the former Gila Bend Reservation. That land was held in trust for the Tribe, a fact over which there was never a dispute. The United States properly condemned a flooding easement and had the necessary right to possession to the extent of the flooding—a fact that also was never in dispute. Title to or

possession of the land was never at issue and the Gila Bend Act was never intended to settle that type of dispute. Therefore, the settlement-of-a-land-claim exception to the provision of IGRA requiring consideration of the local community—something the Tribe desperately seeks to avoid—and the approval of the Arizona Governor—which cannot be granted—is inapplicable. The latter requirement, consent of the State, cannot be obtained and requires the Secretary to deny the Tribe’s application.

Lastly, Congress lacks the constitutional authority to remove land from the jurisdiction of the State of Arizona without the State’s consent. The only Constitutional authority granted to the federal government to take land from state jurisdiction is found in the Enclave Clause. Federalizing land under the Enclave Clause requires the consent of the State, which was not secured at the time of the Act and has never been secured with respect to the Tribe’s pending trust application. As a result, the provision of the Act authorizing the Secretary to take land into trust without the State’s consent is an unconstitutional violation of the Tenth Amendment, which reserves to the several States all powers which are not delegated to the United States. The lack of legal authority to grant the Tribe’s request requires that the Tribe’s trust application be denied.

Therefore, the Tribes most recent request for the Secretary to take land into to trust cannot be granted. The trust application fails to comply with the Gila Bend Act, IGRA, and NEPA, among other federal law. Moreover, the Tribe requests that the Secretary to remove land from the State without the State’s consent, an unconstitutional act. The Secretary cannot comply with that request. Therefore, the Tribe’s application must be denied.

TABLE OF CONTENTS

FACTUAL BACKGROUND	1
A. Gila Bend Reservation Land Replacement Act	1
B. Indian Gaming in Arizona	2
C. History of Tribe's Trust Application	5
1. Tribe's Purchase of Land	5
2. Tribe's Notice to the City	6
LEGAL ANALYSIS	8
A. The Trust Application Fails to Comply with the Gila Bend Act	9
1. The Application Land is Within the Boundaries of a City or Town	9
2. Land is Not Contiguous to San Lucy Village	12
a. Review of Agency Action	12
b. The Waiver is Inconsistent with Congress's Clear Intent	13
c. The Waiver Was Not Based on Permissible Statutory Construction	14
d. The Tribe's Trust Application Must be Denied	16
B. The Trust Application is a Discretionary Taking into Trust	17
C. Settlement of Land Claim Exception	19
1. "Land Claim" Defined	20
a. Congressional Use of the Term "Land Claim"	20
b. Department of Interior's Definition of the Term "Land Claim"	22
c. Judicial Interpretation of the Term "Land Claim"	26
2. Tribe's Trust Application Does Not Qualify for a § 20 Exception	27
D. Constitutionality of Taking Land Into Trust for the Benefit of an Indian Tribe	32
CONCLUSION	40

FACTUAL BACKGROUND

Indian law places a significant weight on history.¹ As a result, an understanding of the relevant history leading the Tribe's Trust Application is critical to the proper legal analysis of this situation.

A. Gila Bend Reservation Land Replacement Act

Consistent with the authority granted by Congress in the Flood Control Act of 1950² the Army Corps of Engineers constructed the Painted Rock Dam across the Gila River. The dam was completed in 1960.³ Prior to its completion, the United States repeatedly but unsuccessfully attempted to obtain from the Tribe a flowage easement over the land affected by the dam.⁴ As a result, the United States condemned title to some of the affected non-Indian lands and obtained a flowage easement for the remaining non-Indian and all Indian land intermittently flooded by the dam.

During the late 1970's and early 1980's, Arizona experienced unusually high rainfall, each time resulting in a large body of standing water behind the Painted Rock Dam.⁵ "[T]he floodwaters destroyed a 750-acre farm that had been developed at tribal expense and precluded any economic use of reservation lands" primarily because "deposits of salt cedar (tamarisk) seeds left by the floods produced thickets so dense that economic use of the land was not feasible."⁶ In 1981, because of the effect of flooding on the reservation land, the Tribe petitioned Congress "for a new reservation on lands in the public domain which would be suitable for agriculture."⁷ In response to the Tribe's requests, in 1982 Congress directed the Secretary of Interior to conduct a study to find "which lands, if any, within the Gila Bend Reservation have been rendered unsuitable for agriculture by reason of the operation of the Painted Rock Dam."⁸

¹ "[T]he intricacies and peculiarities of Indian law demand an appreciation of history." Felix Frankfurter, *Foreword to a Jurisprudential Symposium in Memory of Felix S. Cohen*, 9 RUTGERS L. REV. 355, 356 (1954).

² Pub. L. No. 81-516, 64 Stat. 170 (1950).

³ H.R. REP. NO. 851, 99th Cong., 2d Sess. 5 (1986) ("HOUSE REPORT") (Attachment 1).

⁴ *Id.*

⁵ *Id.*

⁶ *Id.* at 5-6.

⁷ *Id.* at 6 [emphasis added].

⁸ Pub. L. No. 97-293, § 308, 96 Stat. 1261 (1982) [emphasis added].

The Secretary's search for new, federally-owned land for replacement of the Gila Bend Reservation proved unsuccessful. Thus, in 1986, Congress enacted the Gila Bend Reservation Land Replacement Act (the "Gila Bend Act").⁹ The Gila Bend Act required the Tribe to assign "to the United States all right, title, and interest of the Tribe in nine thousand eight hundred and eighty acres of land within the Gila Bend Indian Reservation" for \$30,000,000 for purchase of replacement lands.¹⁰ Rather than arguing with the Tribe over damages to the reservation land, and regardless of the merits of the Tribe's position, Congress merely purchased all of the Gila Bend Reservation.¹¹

B. Indian Gaming in Arizona

The Tribe submitted the Trust Application for the purposes of developing an Indian gaming facility.¹² As a result, knowledge of the history of Indian gaming in Arizona is critical to the Secretary's consideration of this application.

There are 21 Indian tribes in Arizona. Some of these tribes are in areas that have no viable gaming opportunities. Others have lands that are close to metropolitan areas and have developed significant gaming interests. Tribes with gaming interests have worked closely with the state to formulate a balance of the public policy and legal issues surrounding gaming and the benefit it brings to the tribes.

The work toward that balance began on July 1, 1992 when the Arizona Governor signed the legislation that allowed Indian gaming facilities to operate within the State.¹³ On April 25, 1994, those statutes were amended to expressly state a well-recognized proposition concerning state sovereignty and provide unequivocal notice to the federal government of the State's intention to maintain jurisdictional control over its territory. That amendment stated:

Notwithstanding any other law, this state, through the governor, may enter into negotiations and execute tribal-state compacts with Indian tribes in this state pursuant to the Indian gaming regulatory act of 1988 (P.L. 100-497; 102 Stat. 2467; 25 United States Code §§ 2701 through 2721 and 18 United States Code §§ 1166 through 1168). *Notwithstanding the authority granted to the governor by this subsection, this state specifically reserves all of its rights, as attributes of its inherent sovereignty, recognized by the tenth and eleventh amendments to the United*

⁹ Gila Bend Reservation Land Replacement Act, Pub. L. No. 99-503, 100 Stat. 1798 (1986) ("Gila Bend Act").

¹⁰ *Id.* § 4(a).

¹¹ Congress subsequently appropriated a total of \$34,700,000 to the Tribe under the Gila Bend Act. *See* Pub. L. No. 100-202 101 Stat. 1329 (1987); Pub. L. No. 100-446 (102 Stat 1774)(1988); Pub. L. No. 101-121 (103 Stat 701)(1989).

¹² Tohono O'odham Nation Fee-to-Trust Application: 134.88 Acres of Land Near 91st and Northern Avenues, dated January 28, 2009 (hereinafter "Trust Application").

¹³ Act effective July 1, 1992, Ch. 286, § 2 (codified at A.R.S. § 5-601(A)).

States Constitution. The governor shall not execute a tribal-state compact which waives, abrogates or diminishes these rights.¹⁴

In that amendment, the Indian gaming statutes were further modified to specifically state that “[t]he governor shall not concur in any determination by the United States secretary of the interior that would permit gaming on lands acquired after October 17, 1988.”¹⁵ The date cited in the statute was the effective date of the federal Indian Gaming Regulatory Act (“IGRA”).¹⁶ As further discussed below, IGRA prohibited the Secretary from taking into trust land for gaming purposes after the October date, which is often referred to as “after-acquired land,” unless that land meets certain exceptions. One of those exceptions is the concurrence of the state’s governor. The purpose, therefore, of the April 25, 1994 amendment to the Arizona Indian gaming statutes was to clearly express that no Indian gaming would be conducted on after-acquired land.¹⁷

The Indian gaming statutes were, however, found lacking on some respects. Repeated attempts to reach a legislative solution to the statute’s deficiency came to naught. Therefore, the subject of gaming in Arizona was taken up by the Arizona electorate through the initiative process.

Three propositions modifying Arizona’s gaming laws were crafted, and sufficient signatures of the electorate were gathered to place these propositions on the November 2002 ballot. Proposition 200 was developed by limited interests and supported by a single tribe, the Colorado River Indian Community.¹⁸ Proposition 201 would have allowed gaming on existing horse and dog tracks in Arizona and was forwarded to the voters and supported during the campaign by the racetrack industry.¹⁹ Proposition 202 resulted from extensive negotiations among several interests, including the Arizona Governor and several Arizona tribes.²⁰ This proposition was publically supported by 17 of the Arizona tribes, including the Tohono O’odham Nation, and became known as the 17-Tribe Initiative.²¹

Moreover, Arizona law requires that the Secretary of State publish a publicity pamphlet for each ballot measure that is to be submitted to the voters.²² The publicity pamphlet must include

¹⁴ Act approved by Governor April 25, 1994, Ch. 285, § 2 (codified as amended at A.R.S. §§ 5-601(A), (B)).

¹⁵ *Id.*

¹⁶ 25 U.S.C. § 2701, *et seq.*

¹⁷ Indian gaming conducted on after-acquired land is commonly referred to as “off-reservation gaming.”

¹⁸ Publicity Pamphlet, 2002 Ballot Propositions, Proposition 200, p. 33 (Attachment 2)(“Prop 200 Pamphlet”).

¹⁹ Publicity Pamphlet, 2002 Ballot Propositions, Proposition 201, p. 58-64 (Attachment 3)(“Prop 201 Pamphlet”).

²⁰ Publicity Pamphlet, 2002 Ballot Propositions, Proposition 202, p. 96-7 (Attachment 4)(“Prop 202 Pamphlet”).

²¹ *Id.*

²² A.R.S. § 19-123.

arguments submitted “for” and “against” the proposition.²³ In the official publicity pamphlet for each of the propositions, Governor Jane Hull submitted a statement for each of the proposition’s publicity pamphlets in which she spoke “for” Proposition 202 and against the others, arguing:

Voting “yes” on Proposition 202 ensures that no new casinos will be built in the Phoenix metropolitan area and only one in the Tucson area for at least 23 years. *Proposition 202 keeps gaming on Indian Reservations and does not allow it to move into our neighborhoods.*²⁴

Janet Napolitano, former Arizona Attorney General, at the time a candidate and then elected Governor, and currently Secretary of Homeland Security, also submitted arguments favoring Proposition 202 and opposing Propositions 200, stating:

Most Arizonans believe casino gaming should be limited to reservations. I agree . . . *It [Proposition 202] also prevents the introduction of casino gaming, such as slot machines, by private operators into our neighborhoods . . .*²⁵

In addition, Arizona Senator John McCain, an original sponsor of the federal act upon which the Trust Application is based, also wrote in support of Proposition 202.²⁶

During the campaigns for these propositions, most of the Arizona Indian tribes, including the Tohono O’odham Nation, spoke very publicly against Propositions 200 and 201; advocating instead for the proposition they sponsored—Proposition 202. Many of the statements on behalf of the tribes urged support for the Indian gaming proposition on the basis that gaming would then exist only on existing Indian reservations, out of the cities and towns. In support of their initiative, the 17 tribes published their own media material. For example, one of tribes’ documents was entitled “*Yes on 202, The 17-Tribe Indian Self-Reliance Initiative, Answers to Common Question.*” The format of this document is question-and-answer and the question: “Does Prop 202 limit the number of tribal casinos in Arizona?” The answer states: “Yes. In fact, Prop 202 reduces the number of authorized gaming facilities on tribal land, and limits the number and proximity of facilities each tribe may operate. Under Prop 202, there will be no additional facilities authorized in Phoenix, and only one additional facility permitted in Tucson.”²⁷ In fact, at a Town Hall Meeting in Tucson held on September 25, 2002, Ned Norris, now Chairman of the Tribe, in speaking against Proposition 201,

²³ A.R.S. § 19-124.

²⁴ Prop 200 Pamphlet, p. 40; Prop 201 Pamphlet, p. 65; Prop 202 p. 97 [emphasis added].

²⁵ Prop. 202 Pamphlet, p. 97 [emphasis added].

²⁶ Prop. 202 Pamphlet, p. 98.

²⁷ *Yes on 202, The 17-Tribe Indian Self-Reliance Initiative, Answers to Common Question* (Attachment 5).

argued that 201 would open gaming into cities and that the citizens of Arizona have, repeatedly over the years, expressed their desire to keep gaming on the reservation.²⁸

On November 5, 2002, Arizona voters approved Proposition 202. Two of the most important bases for broad public support of Proposition 202 were the commitment that Indian gaming facilities would be limited to the then-existing reservation land. In return, Arizona Indian tribes were granted exclusivity over gaming in the State.

It is also interesting to note that during 2002, and while the campaigns for the three propositions were being publicly debated, the Arizona Department of Gaming was negotiating the State's current gaming compact with the Tribe. The statements of the State's and the Tribe's political leadership clearly set the context of this compact—that Indian gaming would remain on existing reservation land. The duty of good faith that each party owed to the other required that any intended variance from this context be part of the negotiations of the compact.²⁹ The Tribe, however, remained silent with respect to its intentions for the Gila Bend Act. Nonetheless, the Tribe's compact was signed on December 4, 2002. Under that compact the Tribe operates its three existing casinos, two Desert Diamond Casinos near Tucson and the Golden H:asan Casino in Why, Arizona.

C. History of Tribe's Trust Application

The relevant history leading to the Trust Application requires knowledge of the Tribe's acquisition of the Application Land. Also critical is an understanding of how the Tribe has interacted with the affected local community. Consideration of this interaction and its potential impact on the future development of federal Indian policy is imperative.

1. Tribe's Purchase of Land

On August 21, 2003, only a few months after the Tribe's very public support of Proposition 202 and the signing of its Compact, the Tribe concluded its purchase of 134.88 acres in the southwest quadrant of the intersection of 91st and Northern Avenues in the name of a corporate entity apparently formed to disguise the identity of the purchaser. The transaction was conducted using the name "Rainier Resources, Inc."³⁰ Rainier Resources was incorporated on March 12, 2003

²⁸ Arizona Department of Gaming Memorandum, from Henry Leyva to Rick Pyper, October 2, 2002, re: Town Hall Meetings (Attachment 6).

²⁹ See *Rawlings v. Apodaca*, 151 Ariz. 149, 153, (1986) ("The essence of th[e] duty [of good faith] is that neither party will act to impair the right of the other to receive the benefits which flow from their agreement or contractual relationship.")

³⁰ Trust Application, Tab 4, Memorandum dated January 28, 2009 from Samuel Daughety, Assistant Attorney General to George T. Skibine, Assistant Secretary of Indian Affairs, *et al.*, re: Tohono O'odham Nation Fee-to-Trust Application: 134.88 Acres of Land Near 91st and Northern Avenues (hereinafter "TO AG Memo").

and domiciled in the State of Delaware.³¹ Its mailing address was Seattle, Washington, the address of its president, Richard J. Busch.³²

The corporation purposefully had no obvious, direct connection to the Tribe. From its purchase of the Application Land in 2003 until January 2009, when title for the Application Land was finally transferred in name to the Tohono O'odham Nation,³³ the Tribe held this property with the intent to convert the Application Land to off-reservation trust lands in order to develop a casino. All during that time the Tribe said nothing of its plans. In the meantime, hundreds of millions of dollars were invested by private and public entities to develop the area surrounding the Application Land. The City of Glendale exercised land-use regulatory authority and taxing authority over the surrounding development. Moreover, the City and the State have invested significant amounts of public funds in the area, including building a \$450 million stadium, \$200 million arena, and \$90 million Major League Baseball spring training facility. All of these public and private investments were made without any expectation that an Indian reservation with a gaming facility would be created nearby. Neighborhoods were built nearby; a multi-family housing complex abutting the Application Land was completed; a public high school was opened across the street from the Application Land, all while the Tribe lay in wait with its intentions hidden.³⁴

2. Tribe's Notice to the City

Despite holding this property for six years with plans to develop it for gaming purposes, it was not until January 28, 2009 that the Tribe met with Mayor Elaine Scruggs of the City of Glendale. This was the first contact whatsoever with the City about this proposed development. No information about the purpose of the meeting was provided to the Mayor prior to the meeting. During that meeting, the Chairman of the Tribe, Ned Norris, the same Tribal leader that encouraged voters to support this Proposition in 2002 to keep gaming on existing reservations and out of the

³¹ Incorporation Certification of the Delaware Secretary of State (March 12, 2003)(Attachment 7).

³² TO AG Memo, Ex. G; Special Warranty Deed from 91st & Northern SWC, LLC to Rainier Resources, Inc., Official Records of Maricopa County Recorder, No. 20031156746 (Attachment 8).

³³ General Warranty Deed from Rainier Resources, Inc. to the Tohono O'odham Nation, Official Records of Maricopa County Recorder, No. 20090068776 (Attachment 9).

³⁴ Developing plans that severely impact local communities without any communication or coordination with local communities appears to be the mode of operation adopted by the Tohono O'odham Nation unlike other Arizona tribes with land near non-Indian communities. In May 2009, the Tribe informed the Town of Sahuarita, Arizona, a community of approximately 25,000 located about 15 miles south of Tucson, that it had long been planning to build a privately-owned, 1,500-bed federal maximum security prison on the Town's border and within 500 feet of a residential development. The Tribe's notice to the Town consisted of a mailed an Environmental Assessment with a letter asking the Town for comments within for two days. Obviously, the Tribe sought no meaningful input from the local community. On the contrary, the Tribe's leadership publicly stated that the local community had no input whatsoever into the proposal regardless of the plans affect on the local, non-Indian community. See Dennis Wagner, *Small Town Resisting Prison on Tribal Land*, THE ARIZONA REPUBLIC, May 21, 2009 (Attachment 10).

neighborhoods, informed the Mayor that the Tribe intended to create Indian trust lands for gaming purposes on the Application Land—off-reservation and right in the middle of the City’s neighborhoods. That same day, the Tribe filed its Trust Application with the Secretary. The next day, the Tribe held a press conference and announced its intentions to the public.

The Tribe’s announcement of its Trust Application came as a complete shock to the City and its citizens. Prior to the announcement, the City had no contact or relationship with the Tribe. The Tribe has no aboriginal lands anywhere close to the City. In fact, the Tribe’s closest land is approximately 60 miles and an hour and half from this City in Gila Bend, Arizona. The Tribe’s governmental seat is in Sells, Arizona, over 180 miles from the Application Land. Between the Application Land and Sells are lands held in trust for the Gila River, Fort McDowell, Salt River-Pima Maricopa, and Ak-Chin tribes. The Tribe’s current casino operations are over 100 miles away, near Tucson, Arizona. The City has no casinos, racetracks, or other gaming facilities. The Tribe has never engaged in any dialogue with the City, the school district, the county or the state regarding its plans, even though converting this urban land into a reservation raises very significant development issues; such as property access, street design and construction, water and sewer service, signage, building height (which is critical given the existence of the City’s municipal airport in the immediate area), public safety coordination, or any other matter of concern to the City or other governmental entities.

The City has given due consideration to the Tribe’s arguments and position as publicly presented and as reflected in its Trust Application. The City has also met with the Tribe and considered the very limited information that the Tribe has been willing to share with the City. In light of the severe legal and policy consequences of the creation of trust lands, particularly for gaming purposes, within the City’s Municipal Planning Area, the Glendale City Council adopted its Resolution opposing the Trust Application on April 7, 2009.³⁵

³⁵ Resolution of the City of Glendale, No. 4246 (April 7, 2009)(Attachment 11).

LEGAL ANALYSIS

The Tribe's Trust Application is premised on three arguments. First, the Tribe argues its Trust Application complies with the Gila Bend Act—it does not. Secondly, the Tribe contends that by its Trust Application the Secretary is mandated to take the Application Land in trust—the Secretary is not. Lastly, the Tribe asserts that the Gila Bend Act is a settlement of a land claim and, therefore, it need not seek approval of the Secretary, Arizona's Governor, or be subject to consideration of the impact on the local community before conducting gaming on the Application Land. The Tribe is incorrect; the Act did not settle a land claim.

In the first instance, it is axiomatic that for land to qualify as replacement land under the Gila Bend Act, it must comply with the several requirements of that law. Moreover, while a trust application under the Act could be mandatory if the subject land met the Act's requirement, in this instance the Tribe relies on a purported waiver of the Act's requirements in order to contend that the Trust Application falls within the Act. That waiver is inconsistent with the Act and is illegal. For that reason, the Application Land cannot be considered for taking into trust under the Act. Nevertheless, the granting of the waiver was a discretionary act by the Secretary. The Trust Application, which rests on the discretion waiver, is therefore itself discretionary.

A discretionary trust application requires consideration under Department of Interior regulations.³⁶ Trust applications for gaming purposes are further scrutinized under specific rules developed by the Department of Interior's Bureau of Indian Affairs to assure this purpose complies with the language and intent of the federal law governing Indian gaming. The Tribe demands that its Trust Application be approved without any reference to or consideration under these regulations and rules. However, the Tribe's desire to foreclose any consideration of the rights, interests, and effects upon the other governmental entities and their citizens is without legal basis. The State of Arizona, the County of Maricopa, the Peoria Unified School District, and the City of Glendale cannot legally or as a matter of good public policy be excluded from the process of creating an Indian trust land for a gaming establishment at this location.

³⁶ 25 C.F.R. Part 151.

A. The Trust Application Fails to Comply with the Gila Bend Act

The Gila Bend Act provided the Tribe with \$30 million “for land and water rights acquisition, economic and community development, and relocation costs.”³⁷ Under the Act, “the Tribe is authorized to acquire by purchase private lands in an amount not to exceed, in the aggregate [9,880] acres.”³⁸ The Act also states:

The Secretary, at the request of the Tribe, shall hold in trust for the benefit of the Tribe any land which the Tribe acquires pursuant to subsection (c) which meets the requirements of this subsection. Any land which the Secretary holds in trust shall be deemed to be a Federal Indian Reservation for all purposes. Land does not meet the requirements of this subsection if it is outside the counties of Maricopa, Pinal, and Pima, Arizona, or within the corporate limits of any city or town. Land meets the requirements of this subsection only if it constitutes not more than three separate areas consisting of contiguous tracts, at least one of which areas shall be contiguous to San Lucy Village. The Secretary may waive the requirements set forth in the preceding sentence if he determines that additional areas are appropriate.³⁹

As explained below, the Trust Application must be denied because the Application Land is within the corporate limits of a city, which is specifically prohibited by the Act. Additionally, the Trust Application is the Tribe’s third such application and none are contiguous to San Lucy Village. While the Tribe seeks to rely on the Secretary’s purported waiver of this requirement, that waiver is contrary to the statute and not valid. For that reason, the Tribe’s Trust Application must also be denied.

1. The Application Land is Within the Boundaries of a City or Town

The Gila Bend Act states:

The Secretary, at the request of the Tribe, shall hold in trust for the benefit of the Tribe any land which the Tribe acquires pursuant to subsection (c) which meets the requirements of this subsection [L]and does not meet the requirements of this subsection if it is . . . within the corporate limits of any city or town.⁴⁰

The clear intent of this requirement is to assure that the land taken into trust will not unduly affect local governments. It is inarguable that Congress sought to restrict the replacement land to rural areas, comparable to the type of land that the Tribe sold to the United States.

³⁷ Gila Bend Act, §§ 4(a), 6(a).

³⁸ *Id.* § 6(c).

³⁹ *Id.* § 6(d).

⁴⁰ *Id.* [emphasis added].

The Application Land, however, is not rural land and taking this land into trust for the Tribe's benefit will unduly affect a local government. The Application Land is "within" the exterior boundaries of the City of Glendale and does not meet the requirements of the Act. Despite that fact, the Trust Application states that the land at issue is located "near the City of Glendale."⁴¹ In reality, the land is completely encircled by land annexed by the City, thereby making it within the City's "corporate limits," as that term is used in the Act. Reading the phrase "land . . . within the corporate limits of any city or town" to exclude parcels which are completely encircled by a city or town but which have not been annexed ignores the plain meaning of the words. WEBSTER'S THIRD NEW INTERNATIONAL DICTIONARY defines "within" as "on the inside or on the inner side; inside the bounds of a place or region."⁴² As a result, the Trust Application is not consistent with the common meaning of the Act's language.

Additionally, creating Indian trust lands on the Application Land is contrary to the expressed intent of the Act. While remaining under the jurisdiction of Maricopa County, this land is surrounded by the City and is within the City's Municipal Planning Area.⁴³ It has been included in all of the regional water and wastewater plans that have been developed over decades.⁴⁴ Even though the land at issue constitutes an unincorporated county island, Arizona law recognizes it as inside the exterior boundary of the City of Glendale.⁴⁵ No other municipality has the statutory right to annex or provide water or wastewater services to the Application Land.

Congress plainly intended that the replacement land not affect a local government. This land, however, abuts a new residential multi-family housing development, is within one mile of hundreds of existing residential homes, and is across the street from a new high school.⁴⁶ The proposed development incorporates very large buildings.⁴⁷ It is designed to attract a significant number of visitors at all hours.⁴⁸ This development will require substantial municipality

⁴¹ TO AG Memo, p. 7.

⁴² WEBSTER'S NEW WORLD EDITION 962, 698-99 (Victoria Neufeldt, David B. Guralnik eds. 3rd ed 1991).

⁴³ City of Glendale General Plan, *Glendale 2025, The Next Step* (2002)(as amended) (Attachment 12 (relevant portions attached)).

⁴⁴ Maricopa Association of Government 208 Water Quality Management Plan - Final, Fig. 4.8 (October 2002)(Attachment 13 (relevant portions attached)).

⁴⁵ See *Flagstaff Vending Co. v. City of Flagstaff*, 118 Ariz. 556, 558 (1978)(holding that the City of Flagstaff's "corporate limits" as that term is used in statute means its "exterior boundary").

⁴⁶ See Aerial Map of Application Land (Attachment 14).

⁴⁷ Project Description, West Valley Resort at Northern Avenue, Tohono O'odham Nation (Attachment 15).

⁴⁸ *Id.*

infrastructure.⁴⁹ Taking the land into trust will preclude the City from addressing any of the issues these facts raise. The City will lose governmental jurisdiction over the land, leaving its ability to address any issues and collect for any costs at the Tribe's discretion. As a result, this proposal has an enormous affect on the City, which is completely inconsistent with the Act.

The fact is that the Act authorizes the Secretary of Interior to take up to 9,880 acres of replacement lands into trust. This large amount of land was to replace remote land in southern Arizona, only a small portion of which was even under agricultural cultivation. That acreage was limited to three parcels. Congress made clear that the property was to be rural in nature and not in urban areas. The Act was never intended to provide the Tribe an ability to create off-reservation trust lands on relatively small parcels of land within municipalities.

Had Congress intended for the Tribe to have relatively small urban parcels taken into trust, it could have provided that any "unincorporated area" within the listed counties qualify under the Act's requirements. Congress, in fact, has used the term "unincorporated" in similar pieces of legislation.⁵⁰ In this case, however, Congress deliberately and specifically excluded lands "within . . . corporate limits" from being taken into trust pursuant to the Gila Bend Act. Along those lines, had Congress contemplated the taking of lands in urban areas pursuant to the Act, it surely would have provided the local planning jurisdiction some viable role and means to have its interests and concerns addressed. For instance, in the Torres-Martinez Desert Cahuilla Indians Claims Settlement Act Congress authorized the Secretary to acquire trust lands of up to 640 acres within Riverside County, California.⁵¹ That statute states, however, that if these lands are located "within [the] incorporated boundaries" of a city and a majority of the city's governing body opposes the land acquisition, then the trust application must be denied.⁵²

In contrast the Torres-Martinez Act, the Gila Bend Act contains no comparable language. Clearly, Congress did not intend for the land to which the Gila Bend Act was applicable to be within the exterior boundary of a city. If it had, Congress would have imposed similar restrictions.

⁴⁹ Memorandum from Elliot Pollack, Elliot D. Pollack & Company, to Ed Beasley, City Manager, City of Glendale re: Economic Implications of the Proposed Tohono O'odham West Valley Resort and Casino (February 13, 2009)(Attachment 16).

⁵⁰ *See e.g.*, Maine Indian Claims Settlement Fund of 1980, 25 U.S.C. § 1724. (1980).

⁵¹ 25 U.S.C. § 1778d (2000).

⁵² *Id.*

2. Land is Not Contiguous to San Lucy Village

As mentioned above, the Gila Bend Act limits the number of parcels to three that can be taken into trust as replacement land. Additionally, it requires that at least one of the parcels be contiguous to San Lucy Village. The Act provides that:

Land meets the requirements of this subsection only if it constitutes *not more than three separate areas* consisting of contiguous tracts, at least *one of which areas shall be contiguous to San Lucy Village*.⁵³

On May 31, 2000, the Bureau of Indian Affairs, as the Secretary's designee,⁵⁴ issued a letter purporting to waive the three-area and San Lucy-contiguity requirements ("Waiver Letter").⁵⁵ This was ostensibly done under the authority granted by the Act which states: "The Secretary may waive the requirements set forth in the preceding sentence if he determines that additional areas are appropriate."⁵⁶ That waiver, however, was granted contrary to law and constituted an arbitrary and capricious act on the part of the Secretary.

The genesis of the Tribe's request for the above waivers was purportedly because of limitations on available land next to San Lucy Village.⁵⁷ The Tribe claimed that it had been unable to negotiate acceptable terms on a 1,181-acre parcel adjacent to San Lucy Village.⁵⁸ Based only on that information, the BIA Regional Director issued the Waiver Letter. That letter purportedly waived the statutory requirements of the Act such that the Secretary was then permitted to take into trust as replacement land up to five areas.⁵⁹ It also eliminated the San Lucy-contiguity requirement.⁶⁰

a. Review of Agency Action

The propriety of a grant or denial of a statutory waiver is a legal question that must be evaluated under the actual language of the statute and the intent of Congress.⁶¹ The U.S. Supreme

⁵³ Gila Bend Act, § 6(d).

⁵⁴ On April 4, 2000, the Assistant Secretary--Indian Affairs issued a memorandum to the Western Regional Director of the Bureau of Indian Affairs authorizing the Western Regional Director to conduct the determinations and issue waivers where appropriate. Memorandum from Kevin Gover, Assistant Secretary—Indian Affairs re: Gila Bend Reservation Lands Replacement Act (April 4, 2000)("Gover Memo")(Attachment 17).

⁵⁵ Letter from Barry W. Welch, Acting Regional Director, Western Regional Office, Bureau of Indian Affairs (May 31, 2000)("Welch Letter")(Attachment 18).

⁵⁶ *Id.*

⁵⁷ Gover Memo, *supra* n. 54.

⁵⁸ It should be noted that the Waiver Letter indicated that the 1,180 acres the Tribe was interested in had decreased to 400 acres because of pending sales to other interests. Welch Letter, *supra* n. 55, p. 6. Obviously, the property could be purchased, but no determination of the adequacy of the Tribe's actual attempts to purchase the property complying with the Gila Bend Act is reflected in the letter.

⁵⁹ Welch Letter, *supra* n. 55, p. 7-8.

⁶⁰ *Id.*

⁶¹ See generally, *Chevron U.S.A., Inc. v. Natural Resources Defense Council, Inc.*, 467 U.S. 837, 842-44 (1984).

Court has held that a federal agency's action is subject to a dual review.⁶² If an agency's action fails either level of review, it is invalid.

First, the agency's action must be consistent with Congressional intent. "[T]he question [is] whether Congress has directly spoken to the precise question at issue."⁶³ "If the intent of Congress is clear, that is the end of the matter; for the court, as well as the agency, must give effect to the unambiguously expressed intent of Congress."⁶⁴ Secondly, if Congressional intent is not clear, the agency's action must be permissible under the statute's language. "[I]f the statute is silent or ambiguous with respect to the specific issue, the question . . . is whether the agency's answer is based on a permissible construction of the statute."⁶⁵

b. The Waiver is Inconsistent with Congress's Clear Intent

With respect to Congressional intent, in this instance the language of the Gila Bend Act is clear and unambiguous. The Secretary, upon the request of the Tribe, could take land into trust only if it met the Act's specific requirements: is within specific counties, is not within the boundaries of a municipality, is among one of three parcels contiguous to San Lucy.⁶⁶ The Secretary could waive one of the Act's specific requirements under certain conditions.⁶⁷ As a result, the Secretary's authority to waive the contiguity requirement is exceedingly narrow and there is no logical way for this authority to be properly exercised unless it is applied to a particular parcel.

The Waiver Letter, however, was neither granted with respect to any specific parcel of land, nor any trust application, nor any anticipated acquisition. It was, instead, merely a non-specific prospective waiver, apparently applicable to any land the Tribe requested be taken into trust in the future. Such a waiver is contrary to the language and intent of the Act.

The legislative history of the Act defines the term "appropriate," stating:

The Committee intends that the term 'appropriate' include circumstances in which the tribe might purchase private lands that, while not entirely contiguous, are sufficiently close to be reasonably managed as a single economic or residential unit.⁶⁸

⁶² *Id.*

⁶³ *Id.* at 842.

⁶⁴ *Id.*, at 842-43.

⁶⁵ *Id.* at 843.

⁶⁶ Gila Bend Act, § 6(d).

⁶⁷ *Id.*

⁶⁸ HOUSE REPORT, at 11.

The BIA, however, made no determination of “appropriateness” when the non-specific waiver was granted. The “appropriate” requirement of the Act that is mandated in order for a waiver to be valid was completely ignored. As a result, the Waiver Letter is invalid.

It is impossible for the Secretary to determine whether a waiver is “appropriate” within the meaning of the Act without, at the very least, knowing the location of a parcel relative to San Lucy Village or other replacement lands acquired pursuant to the Act. In this instance, the Application Land is distant—more than 50 miles—from San Lucy Village. There is no reasonable argument that the Application Land can be managed with San Lucy Village or with other replacement lands as a single economic unit.

The Gila Bend Act granted no authority to the Secretary to issue a non-specific waiver of the Act’s requirements. Rather than complying with the Act’s clear directive and acting within the bounds of the authority granted the Secretary, the BIA attempted to rewrite the Act. As a result, the waiver issued by the BIA was inconsistent with the Act and contrary to law.

The Trust Application is grounded on the BIA’s illegal waiver, and therefore must be denied. The Tribe has submitted two other applications for the Secretary to take land into trust,⁶⁹ neither of which is contiguous to San Lucy Village. Contrary to the original language of the Gila Bend Act, this third application concerns land that is also non-contiguous to San Lucy Village and is far too distant to be appropriate for waiver of the contiguity requirement.

c. The Waiver Was Not Based on Permissible Statutory Construction

Because the Waiver Letter is inconsistent with the unambiguous language of the Gila Bend Act, it is unlawful. But even if the waiver provision was ambiguous, the Waiver Letter would still be unlawful as arbitrary and capricious and an abuse of discretion. If the language of a statute is ambiguous, the second step in the analysis of an agency’s action is to determine whether an agency’s interpretation of a statute is reasonable and subject to deference.⁷⁰ Courts consider the ambiguous language of a statute in light of the structure and purpose of the statute and judicial precedent.⁷¹ An agency’s action is arbitrary, capricious, an abuse of discretion, or otherwise not in accordance with the law, if the agency “relied on factors which Congress has not intended it to consider, entirely failed

⁶⁹ TO AG Memo, p. 8.

⁷⁰ See e.g., *AFL-CIO v. Chao*, 409 F.3d 377, 383, 391 (D.C. Cir. 2005) (holding that general trust reporting requirements exceeded the Secretary’s authority to require only reporting that is “necessary to prevent circumvention” or evasion of the [Labor-Management Reporting and Disclosure Act] Title II reporting requirements “in light of the provision’s “language, structure, and purpose.”).

⁷¹ *Id.*

to consider an important aspect of the problem, [or] offered an explanation for its decision that runs counter to the evidence before the agency”⁷²

Additionally, in statutory waiver cases, as is at issue here, a determination of “reasonableness” is based on whether the waiver is granted pursuant to an appropriate standard and whether the application of the waiver advances the purpose of the statute.⁷³ Waiver provisions “are not a device for repealing a general statutory directive”⁷⁴ and agencies may not act out of unbridled discretion or whim in granting waivers.⁷⁵

With respect to the Gila Bend Act, the waiver provision must be read in light of the structure of that section of the statute. The Act does not instruct the Secretary to hold all lands acquired with the Replacement Act funds in trust.⁷⁶ Rather, at the request of the Tribe, the Secretary is to hold in trust only those lands purchased by the Tribe that meet all the restrictions of the Act.⁷⁷ The Secretary can waive only certain requirements. Therefore, in order to grant a valid waiver, the Secretary must assure that the requested trust land meets the other requirements of the Act.

In this instance, the Tribe asked the BIA to waive statutory requirements for future unspecified trust applications. By granting the waiver without giving effect to or considering the full terms of the provision, namely compliance by a specific parcel with all of the requirements of the land, BIA “relied on factors which Congress has not intended it to consider” and “entirely failed to consider an important aspect of the problem.”⁷⁸ As a result, the BIA’s Waiver Letter was arbitrary and capricious. Further, by issuing a blanket, prospective waiver, BIA undercut its and the Secretary’s ability to evaluate whether future land-into-trust requests were consistent with the terms and the purpose of the Act.

Furthermore, the BIA’s waiver was given without adequately considering the purpose of the Act and, therefore, is invalid because it “entirely failed to consider an important aspect of the

⁷² *Motor Vehicles Mfrs. Ass’n v. State Farm Mutual Auto. Ins. Co.*, 463 U.S. 29, 43 (1983).

⁷³ See *American Trucking Ass’n, Inc. v. Federal Highway Admin.*, 51 F.3d 405, 411, 414 (4th Cir. 1995)(upholding the agency’s determination that they did not have discretion to waive “the entire universe of the intended objects of the particular statutory provision”); *WAT Radio v. F.C.C.*, 418 F.2d 1153, 1159 (D.C. Cir. 1969) (holding that the FCC must state the basis for its denial of waiver).

⁷⁴ *American Trucking Ass’n.*, 51 F.3d at 414.

⁷⁵ *WAT Radio*, 418 F.2d at 1159.

⁷⁶ See Gila Bend Act, § 6(d).

⁷⁷ *Id.*

⁷⁸ *State Farm*, 463 U.S. at 43. It should also be noted that in considering the waiver request, the BIA apparently did nothing more than accept the findings of a task force created by the Tribe for the purpose of gathering information in support of the Tribe’s request. Nothing in the Waiver Letter indicates the BIA conducted any independent investigation before amending Congress’ intent. The BIA merely reacted to what is clearly a self-serving request by the Tribe. See, Waiver Letter, *supra*, n. 55.

problem.”⁷⁹ The Gila Bend Act was intended to facilitate replacement of the Gila Bend Reservation lands with lands that were suitable for sustained economic use and to promote the economic self-sufficiency of the Tribe’s San Lucy District.⁸⁰ Congress clearly intended the replacement lands to provide economic and social development opportunities for tribal members residing at San Lucy Village, and in nearby communities, where 80% of the able-bodied work force was unemployed.⁸¹ The various requirements of the Act define how the Tribe was to develop a “land base” to provide economic and social development opportunities *for tribal members living in, and near, San Lucy Village*.⁸² That fact is outstandingly clear—Congress limited the Secretary’s authority to waive the San Lucy-contiguity requirement provided the land was still sufficiently close to San Lucy Village “to be reasonably managed as a single economic or residential unit.”⁸³

The only “reasonable” waiver of the contiguity requirement would be one that advances economic and social development of the San Lucy Village population. The Waiver Letter completely ignores that limitation on the Secretary’s authority and thereby eviscerated a primary intent of the Act.

d. The Tribe’s Trust Application Must be Denied

Whether the statute is considered ambiguous or unambiguous, the plain effect of the Waiver Letter was to rewrite the Gila Bend Act, eliminating entirely the intended requirement that it maintain the existence and assist with the livelihood of those members living in San Lucy Village. That effect can be no plainer than it is in the Trust Application, in which it refers to the Act’s requirements as permitting five areas for trust acquisitions, as if the provisions of BIA’s purported waiver were grafted into the Act as a Congressional action.⁸⁴ For all these reasons, the Waiver Letter was not a valid exercise of Secretary’s authority and therefore provides no support for the Trust Application.

⁷⁹ *State Farm*, 463 U.S. at 43.

⁸⁰ Gila Bend Act, § 2(4).

⁸¹ HOUSE REPORT, at 7.

⁸² *Id.* [emphasis added]. See also Gila Bend Act, § 4(a), 6(a).

⁸³ HOUSE REPORT, at 11.

⁸⁴ See Trust Application, p. 1 (citing to the Gila Bend Act and referencing the five-area limitations on acquisitions); see also TO AG Memorandum, p. 9.

B. The Trust Application is a Discretionary Taking into Trust

The Tribe asserts that the Secretary's taking the Application Land into trust is mandatory.⁸⁵ This assertion is based on the errant premise that the Application Land meets the requirement of the Gila Bend Act. Nevertheless, the Tribe's assertion that the taking of the Application Land is mandatory is incorrect.

Because the Trust Application is—as explained below—discretionary, it must be evaluated under the Department of Interior regulations for taking lands into trust.⁸⁶ These regulations require the Secretary to consider various factors before taking the land into trust or denying the Trust Application. The Tribe, however, desires to avoid analysis under these regulations because the Trust Application would have to be denied.

The language of the statute allowing for land to be taken into trust determines the discretionary nature of any trust application. The Gila Bend Act states that “[t]he Secretary, at the request of the tribe, shall hold in trust for the benefit of the tribe any land which the tribe acquires pursuant to subsection (c) which meets the requirements of this subsection”⁸⁷ Generally, statutes stating that the Secretary “shall” accept certain property into trust are treated as mandatory, provided the proposed acquisition meets any other requirements of the statute.⁸⁸ Therefore, if the Application Land met the original requirements of the Act, the Trust Application might be mandatory.

As detailed above, however, the Application Land does not meet the requirements of the Act. It is, for one, not contiguous to San Lucy Village as is required by the Act.⁸⁹ In order to avoid the San Lucy-contiguity requirement of the Act, the Tribe relies on the BIA's waiver of that requirement. As explained above, that reliance is misplaced because the waiver is illegal. Nevertheless, if the waiver were legal, it would change the nature of the Trust Application from mandatory to discretionary.

⁸⁵ See Trust Application, pp. 8-14.

⁸⁶ 25 C.F.R. Part 151.

⁸⁷ Gila Bend Act, § 6(d).

⁸⁸ See *Confederated Salish & Kootenai Tribes v. U.S. ex. rel. Norton*, 343 F.3d 1193, 1194-95 (9th Cir. 2003) (provision “authoriz[ing]” Secretary to take land into trust provided for discretionary, not mandatory, acquisitions); *Nevada v. U.S.*, 221 F.Supp.2d 1241, 1246-47 (D. Nev. 2002) (finding that statute which provided that lands purchased with certain funds “shall be taken into trust” was mandatory, and thus BIA was not required to follow the procedures set forth in 25 C.F.R. § 151.10 for discretionary acquisitions); *Churchill County v. U.S.*, 199 F.Supp.2d 1031, 1033 (D. Nev. 2001) (“Shall is a mandatory term, indicating the lack of discretion on the part of the Secretary.”); *Sault Ste. Marie Tribe of Lake Superior v. U.S.*, 78 F.Supp.2d 699, 702 (W.D. Mich. 1999).

⁸⁹ Gila Bend Act, § 6(d).

Setting aside the fact that the Application Land lies within the corporate limits of the City—which in itself disqualifies the Application Land as a mandatory acquisition under the Act—the Trust Application is premised on the Secretary’s exercise of discretion in granting the waiver.⁹⁰ Otherwise, the location of the land in violation of the San Lucy-contiguity requirement would preclude consideration of the Trust Application. The granting of that waiver, if it were properly done, would be discretionary. The Act states that the Secretary “may” waive the requirements if he determines a waiver is appropriate. The permissive language of the Act’s language after consideration of various factors⁹¹ is nothing but an exercise of discretion. Therefore, the Trust Application, which is based only on a discretionary waiver of the Act’s requirements, is discretionary and not a mandatory trust application as the Tribe would desire.

A discretionary trust application requires compliance with 25 C.F.R. Part 151. Part 151 establishes the policy and procedures governing the acquisition of land by the United States in trust status for individual Indians and tribes.⁹² These regulations require that the Secretary notify the state and local governments having jurisdiction over the land to be acquired. These affected government bodies then have merely thirty days to comment on the potential impacts of any application.⁹³

Under Part 151, the Secretary must consider the following factors when evaluating a request to take land into trust:

- (a) The existence of statutory authority for the acquisition and any limitations contained in such authority;
- (b) The need of the individual Indian or tribe for additional land;
- (c) The purpose for which the land will be used;
- (d) If the land to be acquired is in unrestricted fee status, the impact on the State and its political subdivisions resulting from the removal of the land from tax rolls;
- (e) Jurisdictional problems and potential conflicts of land use which may arise;
- (f) If the land to be acquired is in fee status, whether the BIA is equipped to discharge the additional responsibilities resulting from the acquisition of the land in trust status;

⁹⁰ See *Confederated Salish & Kootenai Tribes*, 343 F.3d at 1196 (statutory provision that “authorized” Secretary to make trust acquisitions was discretionary, not mandatory; Congress’s use of “shall” in one section and “authorized” in other section made Congressional intent plain).

⁹¹ The Act was intended to facilitate replacement of the San Lucy reservation lands with lands suitable for sustained economic use and to promote the economic self-sufficiency of that community. Gila Bend Act, § 2(4). Congress required that the Secretary take lands into trust on behalf of the Tribe so that the Tribe might develop a “land base” to provide economic and social development opportunities for tribal members living in, and near, San Lucy Village. HOUSE REPORT, at 7. When the Tribe sought to alter a Congressional directive by its waiver, the Secretary must have completed a thorough review of the Trust Application to determine that the Application Land acquisition fulfilled Congress’ intent. Unless that review was completed, granting a waiver of the Act’s would, in addition to other reasons, be invalid.

⁹² See 25 C.F.R. § 151.1.

⁹³ See 25 C.F.R. §§ 151.10, 151.11.

- (g) Compliance with the National Environmental Policy Act (“NEPA”) and other environmental requirements;
- (h) The location of the land relative to state boundaries, and its distance from the boundaries of the tribe’s reservation; and
- (i) Where the land is being acquired for business purposes, the anticipated economic benefits associated with the proposed use.⁹⁴

The Tribe seeks to avoid consideration of its Trust Application under these regulatory requirements by asserting its application is mandatory. This is because its Trust Application would unquestionably fail under the regulations to qualify for taking into trust. This would be true even if the Application Land met the other requirements of the Act.

The Tribe’s desire to avoid regulatory scrutiny and consideration of its Trust Application and the affect it has on state and local interests is without any legal basis. This Trust Application, if not found invalid for the other reasons stated herein, is discretionary and must comply with Part 151 regulations. Moreover, the Trust Application fails to address important provisions of the required Part 151 factors. It must, therefore, be denied.

C. Settlement of Land Claim Exception

Congress enacted the Indian Gaming Regulatory Act (“IGRA”) in October 1988.⁹⁵ IGRA prohibits the Department of Interior from taking land into trust for gaming purposes after the date it was enacted.⁹⁶ IGRA does, however, provide certain exceptions to that prohibition (“§ 20 Exceptions”).⁹⁷ One of the § 20 Exceptions allows “lands taken into trust as part of the settlement of a land claim” after October 1988 to be taken into trust.⁹⁸ The Tribe’s Trust Application is grounded on this particular § 20 Exception.

The Tribe asserts that lands acquired under the Gila Bend Act are “lands taken into trust as part of the settlement of a land claim.”⁹⁹ The characterization of the Act as a settlement of land claims is incorrect. Statutory history, Department of Interior Regulations, and the applicable case law fail to support the Tribe’s assertion that the Act is a “settlement of a land claim under IGRA.”

⁹⁴ See 25 C.F.R. §§ 151.10 and 151.11.

⁹⁵ 25 U.S.C. § 2701.

⁹⁶ 25 U.S.C. § 2719(a).

⁹⁷ 25 U.S.C. § 2719(b).

⁹⁸ 25 U.S.C. § 2719(b)(1)(B)(i).

⁹⁹ Trust Application, p. 2; TO AG Memo, pp. 14-21.

1. “Land Claim” Defined

a. Congressional Use of the Term “Land Claim”

Congress did not specifically define the term “land claim” as it is used in IGRA. Indian land claims were, however, well known at the time of IGRA’s enactment. Congress had substantial experience with Indian land claims and knowledge of the particularities of these types of claims. That knowledge and experience is incorporated into IGRA’s provisions.¹⁰⁰

When IGRA was enacted, the term “land claim” referred to the resolution of matters involving the illegal taking of Indian land. By the late 1970’s, several tribes had filed litigation based on Indian land cessions that were negotiated by the states in violation of the Federal Indian Trade and Intercourse Act.¹⁰¹ Congress resolved these land claims by passing several acts during the late 1970’s through the 1980’s.¹⁰² Congress’ use of the term “land claim” in IGRA at the same time it was resolving actual Indian land claims clearly establishes the meaning of that term.

It is also notable that the Gila Bend Act is absent from the section of the United States Code entitled “Indian land claim settlements.”¹⁰³ While the intent of legislation cannot always be derived from the placement in the organizational structure of the published Code, Congress’ decision not to include the Gila Bend Act in the “Indian Land claim settlements” chapter is indicative of the purpose of the Gila Bend Act. That fact is solidified by the history that gave rise to the legislation, the Congressional record of the legislation, and the actual language of the Gila Bend Act, as explained below.

Furthermore, a review of the laws codified as “Indian land claim settlements” highlights the fundamental differences between those laws and the Gila Bend Act. The laws codified as “Indian land claim settlements” expressly acknowledge asserted claims that allege an illegal dispossession of title or taking of possession of their land without any legitimate right.¹⁰⁴ Those laws also require

¹⁰⁰ See *Beck v. Prupis*, 529 U.S. 494, 500-01 (2000)(when Congress uses a word or phrase with a settled meaning at common law, it is presumed to know and adopt that meaning unless the statute indicates otherwise);. See also *Neder v. U.S.*, 527 U.S. 1, 21 (1999).

¹⁰¹ 25 U.S.C. § 177, 23 Stat. 729 (1834)(and subsequent amendment thereto). See Reynold Nebel, JR., Comment, *Resolution of Eastern Indian Land Claims: A Proposal for Negotiated Settlements*, 27 AM. U.L. REV. 695, 699, 727 (1978).

¹⁰² See e.g., 25 U.S.C. §§ 1701(a) (Rhode Island); 1721(a)(1) (Maine); 1741(1) (Florida (Miccosukee); § 1751(a) (Connecticut); 1771(1) (Massachusetts); 1772(1) (Florida (Seminole); 1773(2) (Washington); 1775(a)(5) (Connecticut (Mohegan); 1776(b) (Crow); 1777(a)(1) (Santo Domingo Pueblo); 1778(a) (Torres-Martinez); 1779(8), (12), (14)-(15) (Cherokee, Choctaw and Chickasaw).

¹⁰³ 25 U.S.C., chap. 19.

¹⁰⁴ See 25 U.S.C. §§:

- 1701(a) (Rhode Island - two consolidated actions involving claims to land in the town of Charlestown);
- 1721(a)(1) (Maine - claims asserted by tribe for possession of lands allegedly transferred in violation of Nonintercourse Act);

Congress to affirmatively ratify and confirm the transfers that caused each tribe to be wrongly dispossessed of its land and require that the tribe waive any further claim of title to lands.¹⁰⁵

The Gila Bend Act, on the other hand, makes no recognition of dispossession of title or possession of land without a legitimate right. Nor does the Act require the Tribe waive a title claim to the land. It merely required that the Tribe waive potential claims related to “injuries to land.”

There was, in fact, never any disputed ownership or possession of the Tribe’s reservation land,¹⁰⁶ as is necessary to have constituted a “land claim.” Instead, the Tribe’s only potential claim, if any, was that its land had been injured. This is not a “land claim” and, therefore, the Gila Bend Act is not a settlement of a land claim. As a result, the § 20 Exceptions asserted by the Tribe is

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- 1741(1) (Florida (Miccosukee) - lawsuit pending concerning possessory claim to certain lands); § 1751(a) (Connecticut - tribe had civil action pending in which it claimed possession of lands within the town of Ledyard);
 - 1771(1) (Massachusetts - pending lawsuit claiming possession of certain lands within the town of Gay Head);
 - 1772(1) (Florida (Seminole) - pending lawsuit and other claims asserted but not yet filed involving possessory claims to lands);
 - 1773(2) (Washington - tribe claimed right to ownership of specific tracts of land and rights-of-way, and disputed intended reservation boundaries);
 - 1775(a)(5) (Connecticut (Mohegan) - pending lawsuit by tribe relating to ownership of land);
 - 1776(b) (Crow Boundary - settling a dispute over the tribe’s unfavorable reservation boundary resulting from an erroneous survey by the federal government);
 - 1777(a)(1) (Santo Domingo Pueblo) (pending claims by tribe to lands within its aboriginal use area);
 - 1778(a) (Torres-Martinez - lawsuits brought by U.S. on behalf of tribe, and by tribe directly, claiming trespass by water districts on reservation land);
 - 1779(8), (12), (14)-(15) (Cherokee, Choctaw and Chickasaw - tribes filed lawsuits against United States challenging the settlement and use of tribal trust land by non-Indians due to federal government’s mistaken belief that land belonged to the state; settlement required that tribes forever disclaim all right, title to and interest in certain lands).

¹⁰⁵ For example, each of the statutes listed in the previous footnote contains (i) language extinguishing Indian title to the land wrongfully alienated and (ii) retroactive ratification of the unlawful transfers that caused the tribe to lose possession of the land. See 25 U.S.C. §§:

- 1705(a) (ratification of allegedly invalid land transfers, extinguishment of aboriginal title);
- 1723 (“Approval of prior transfers and extinguishment of Indian title and claims of Indians within State of Maine”);
- 1744(1) (“Approval of prior transfers and extinguishment of claims and aboriginal title involving Florida Indians”);
- 1772c (same (Florida Seminole));
- 1753(a) (“Extinguishment of aboriginal titles and Indian claims; approval and ratification of prior transfers”);
- 1771b (“Approval of prior transfers and extinguishment of aboriginal title and claims of Gay Head Indians”);
- 1773a (“Resolution of Puyallup tribal land claims”);
- 1775b(d)(2) (“Approval by the United States; extinguishment of claims”);
- 1776c (Crow Boundary - same);
- 1777c (Santo Domingo Pueblo – confirmation of reservation boundary, extinguishment of claims to title);
- 1778f (conveyance of permanent easement);
- 1779c (confirmation of riverbed title, release of all tribal claims to title to and interest in riverbed lands).

¹⁰⁶ That portion of the land at issue was actually held in trust for the Papago Tribe of Arizona, the former name of the Tohono O’odham Nation. See *U.S. v. 7,743 Acres of Land, more or less, Complaint in Condemnation*, Case No. CIV. 3504-PHX. (“Reservation Condemnation Case”)(Attachment 19)(The Tribe errantly cites to and includes in its Trust Application a companion case, *U.S. v. 18,866.50 Acres of Land, et al.*, Case No. CIV. 3586-PHX, filed to condemn nearby land of which the Tribe had no interest.)

inapplicable. The Tribe must comply with § 20 of IGRA, which requires consideration of the effect of the gaming proposal on the local community and the approval of both the Secretary and the Governor of Arizona.¹⁰⁷

b. Department of Interior's Definition of the Term "Land Claim"

Although Congress has not specifically defined the term "land claim," the Department of Interior has defined that term in duly-adopted regulations. In 2008, the Department adopted regulations pertaining to its statutory authority to take tribally-owned land into trust for gaming purposes.¹⁰⁸ These regulations state:

Land claim means any claim by a tribe concerning the impairment of title or other real property interest or loss of possession that:

- (1) Arises under the United States Constitution, Federal common law, Federal statute or treaty;
- (2) Is in conflict with the right, or title or other real property interest claimed by an individual or entity (private, public, or governmental); and
- (3) Either accrued on or before October 17, 1988, or involves lands held in trust or restricted fee for the tribe prior to October 17, 1988.¹⁰⁹

By definition, a "land claim" for purposes of IGRA § 20 Exceptions is a claim that relates only to the title of land or loss of possession of land. The term does not incorporate every type of claim related to land. It does not include such claims as trespass or, most importantly, injury to the land.

Under the regulations, for the Gila Bend Act to qualify as a § 20 Exception for settlement of a land claim, the Act must have sought to redress the United States' claim to the land that were in conflict with the Tribe's title or possession. At the outset, it should be noted that the Tribe did not have fee title to any of the land that was the subject of the Gila Bend Act. The Trust Application cites Congress' remedial actions related to two areas. As explained below, some members of the Tribe were tenants at sufferance from land held by private interests. The second area was the Gila River Reservation. That reservation was, however, held in trust by the United States for the Tribe's benefit.

In any event, it was never the case that the Tribe asserted the loss of title or possession to land as is required for a "land claim." Furthermore, there was never any legitimate claim that the

¹⁰⁷ The Governor of Arizona is statutorily prohibited from approving any gaming proposals on after-acquired land submitted under § 20 of IGRA. *See* A.R.S. § 6-501(c).

¹⁰⁸ *See* 73 Fed. Reg. 35,579 (June 24, 2008)(codified at 25 C.F.R. Part. 292).

¹⁰⁹ 25 C.F.R. § 292.2 [emphasis added].

United States did not have the right to use the land as a reservoir for the dam. If the Tribe had any viable legal claim at all, which it did not, it could only have been with respect to the amount of compensation paid for the flowage easement—an issue addressed below—or for an asserted injury to the land.¹¹⁰

In fact, when settling matters by the Gila Bend Act, the United States only required that the Tribe waive potential claims related to injury to the land.¹¹¹ These were the only types of potential claims that Congress recognized. Thus, this Act was not a settlement of an asserted impairment of title, property interest, or loss of possession—it was not, in fact, ever a land claim.

The Tribe attempts to support its application of a § 20 Exception for a settlement of a land claim by stating:

“[t]he Department of the Interior plainly was aware that such legal claims against upstream parties existed, since on June 16, 1986, the Department testified before Congress that it had ‘filed notice of claims against third parties upstream of the reservation which it intends to pursue on behalf of the tribe within three to five years.’”¹¹²

These “claims,” however, were against upstream-water users who were allegedly injuring the Tribe’s water rights through excessive pumping of groundwater.¹¹³ The Tribe’s attempt to support its Trust Application with these specific claims, which themselves were never “land claims,” is improper.

The Tribe also argues that “[r]elief accorded under the settlement of a land claim may be broad” and that “a land claim need not request the return of land at issue.”¹¹⁴ While the relief granted for a settlement of a land claim may be broad, an underlying basis for the land claim must be consistent with the regulatory and common law definition of that term. It must, in other words, be an assertion of a claim upon title.

The Tribe’s desired definition of a “land claim” is exceedingly and unjustifiably broad and would include any claim that even remotely relates to land whether viably or not. If the Tribe’s definition is accepted, the intended exception for “land claims” would completely swallow any rule to which it is applied. Under the Tribe’s definition, a land claim would encompass any circumstance,

¹¹⁰ The Tribe argues that its Application falls within the § 20 Exception for land claim settlements because the legislative history of the Gila Bend Act demonstrates that the tribe “possessed claims with regard to payment of unjust compensation under th[e] condemnation action,” and that it “could have litigated claims related to both the condemnation action and for damages to these lands resulting from the construction of the Painted Rock and other dams.” Trust Application, p. 19. According to the Application, the “Tribe suffered an impairment of its real property interests both through a condemnation action by the United States in 1964 (which created the flowage easement) and by virtue of its the loss of use of 9,880 acres of land due to major flooding in the late 1970s and early 1980s.” Trust Application, p. 6 (internal citations omitted).

¹¹¹ See Gila Bend Act, § 9(a) (1986)(requiring waivers by the Tribe of claims for injury to land, not for any land title claims).

¹¹² TO AG Memo, p. 6.

¹¹³ See House Hearing (June 16, 1986).

¹¹⁴ Trust Application, p. 19.

including Congressional recognition of its moral obligation and trust duty for Indian welfare. The regulatory definition, however, is clear that such claims only encompasses a loss of right, title or possession that is in conflict with the asserted rights of a third party. The regulations do not incorporate any other circumstances; certainly not the circumstances surrounding the Gila Bend Act. The Act at most addresses the use of the land the Tribe lost as a result of flooding. That loss, however, had previously been fully compensated and the Tribe had no actual legal claim.

Because the regulations do not support the Tribe's assertion of a § 20 Exception, it argues that its Trust Application is "grandfathered" such that regulations do not apply. The so-called "Grandfather Clause" of the new regulations states:

These regulations apply to all requests pursuant to 25 U.S.C. 2719, except:

- (a) These regulations do not alter *final agency decisions* made pursuant to 25 U.S.C. 2719 before the date of enactment of these regulations.
- (b) These regulations apply to final agency action taken after the effective date of these regulations except that these regulations shall not apply to applicable agency actions when, before the effective date of these regulations, the Department or the National Indian Gaming Commission (NIGC) issued a written opinion regarding the applicability of 25 U.S.C. 2719 for land to be used for *a particular gaming establishment*, provided that the Department or the NIGC retains full discretion to qualify, withdraw, or modify such opinions 25 C.F.R. § 292.26 of the new regulations.¹¹⁵

To support their argument, the Tribe first points to a series of memoranda and other informal correspondence that ultimately resulted in a 1992 Field Solicitor memorandum. In late 1991, the BIA's local Realty Office had requested confirmation from the Field Solicitor—but not, importantly, the Central Office of the Office of the Solicitor or the Department of Interior—that land the Tribe acquired pursuant to the Gila Bend Act would not be subject to IGRA's prohibition against gaming on land acquired after 1988.¹¹⁶

In a memorandum dated January 24, 1992, the local Realty Officer wrote to the Field Solicitor offering an opinion that land acquired under the Gila Bend Act was a settlement of a land claim.¹¹⁷ The basis for that opinion was that the lands would "replace the Gila Bend Indian Reservation lands that were destroyed due to the construction and operation of the Painted Rock

¹¹⁵ 25 C.F.R. § 292.26 (a)-(b) [emphasis added].

¹¹⁶ TO AG Memo, Ex. R.

¹¹⁷ TO AG Memo, Ex. S.

Dam.”¹¹⁸ That memorandum also mentions that the Act provides land acquired with the Act’s proceeds would be “treated as an Indian reservation ‘for all purposes.’”¹¹⁹ Although neither of these facts create a viable land claim, on February 10, 1992, the Field Solicitor responded with a single paragraph “concur[ing] in the conclusion reached by the Branch of Real Estate Services.”¹²⁰ The Field Solicitor clearly never conducted the appropriate and required legal analysis, and at best the correspondence is nothing more than an ineffective opinion of an employee unauthorized to render binding decisions of the Secretary concerning § 20.

Regardless of the impropriety of the opinion, the Field Solicitor’s memorandum is not a “final agency action” as is required by the Grandfather Clause.¹²¹ Therefore, the regulations are applicable to the Tribe’s Trust Application. Perhaps in recognition of this fact, the Trust Application only asserts paragraph (b) of the Grandfather Clause as a basis for exemption from the regulation; claiming that it acted in reliance upon the Field Solicitor’s memos.¹²²

Paragraph (b), however, specifically states that it is only applicable to agency opinions previously issued “for a *particular* gaming establishment.”¹²³ The Field Solicitor’s memo, however, was written for land that the Tribe never actually purchased.¹²⁴ As a result, paragraph (b) cannot grandfather the Trust Application; the documents that the Tribe relies upon do not apply to Application Land.

Moreover, the Department’s regulations also provide that the Department or the National Indian Gaming Commission retains full discretion to qualify, withdraw, or modify any opinions that are deemed to fall within the Grandfather Clause.¹²⁵ Given the very significant effect of the Tribe’s Trust Application to the State of Arizona, the County of Maricopa, and the City of Glendale, even if the Grandfather Clause was deemed applicable, the Department would be acting arbitrarily and capriciously and abusing its discretion if it were not to review the Tribe’s Trust Application under its current regulations.¹²⁶

¹¹⁸ *Id.* Certainly the lands were never “destroyed” and remained useful to the Tribe’s interests. The Act granted the Tribe hunting, fishing, and gathering rights on the land. Gila Bend Act, § 4(b).

¹¹⁹ *Id.*

¹²⁰ TO AG Memo, Ex. T.

¹²¹ 25 C.F.R. § 292.26(a).

¹²² *Id.*

¹²³ 25 C.F.R. § 292.26(b) [emphasis added].

¹²⁴ TO AG Memo, p. 16.

¹²⁵ *See* 25 C.F.R. § 292.26(b).

¹²⁶ *Chevron*, 467 U.S. at 842-44.

c. Judicial Interpretation of the Term “Land Claim”

Two federal decisions have addressed the settlement of a land claim under § 20 of IGRA.¹²⁷ In these cases, the key determination regarding whether there was a “land claim” was whether by distributing funds, Congress settled a claim to infringement of a title because the Indian tribe had been unlawfully deprived of title to or dispossessed of its land.

In *Wyandotte Tribe v. National Indian Gaming Commission*,¹²⁸ the court made clear that while a “‘land claim’ does not limit such claim to one for the return of land,” it must, nevertheless, “include[] an assertion of an existing right to the land.”¹²⁹ In this lawsuit, the Wyandotte Tribe brought an action against the United States for cessations to tribal land located in Kansas City, Kansas. The Indian Claims Commission (“ICC”) concluded that the tribe did have recognized title to an undivided one-fifth interest in the land and the tribe had been unlawfully deprived of that title interest.¹³⁰ The tribe presented title claims that were in conflict with the title claimed by the United States, which claimed that the tribe had no title to the land. The ICC awarded the tribe compensation for the lands that were ceded.

Despite this ICC’s conclusion, the National Indian Gaming Commission (“NIGC”) decided that the § 20 Exception for settlement of a land claim did not apply because there was no “land claim.” The tribe appealed and the District Court reversed the NIGC agency decision. The District Court made clear that while a “land claim” could include a monetary remedy and not just the return of land, there must be “an assertion of an existing right to the land.”¹³¹

In *Citizens against Casino Gaming in Erie County (“CACGEC”) v. Hogen*,¹³² the Western District Court of New York confirmed the holding of *Wyandotte*.¹³³ In *CACGEC*, the Seneca Nation purchased a nine-acre parcel of land within the City of Buffalo, New York with funds that had been allocated by Congress to assist in resolving past inequities.¹³⁴ NIGC approved the Seneca’s application to allow gaming under the § 20 Exception for settlement of a land claim and the Tribe started construction on a casino.¹³⁵

¹²⁷ *Wyandotte Tribe v. National Indian Gaming Commission*, 437 F.Supp.2d 1193, 1208 (D. Kan. 2006); *Citizens against Casino Gaming in Erie County (CACGEC) v. Hogen*, 2008 WL 2746566 (W.D.N.Y. July 8, 2008).

¹²⁸ 437 F.Supp.2d 1193, 1208 (D. Kan. 2006)

¹²⁹ *Id.* [emphasis added].

¹³⁰ *Id.* at 1198.

¹³¹ *Id.*

¹³² 2008 WL 2746566 (W.D.N.Y. July 8, 2008)

¹³³ *Id.* at *12.

¹³⁴ *Id.*

¹³⁵ *Id.* at *16-17. The Seneca tribe actually began gaming in a temporary facility. Construction on the permanent casino building was halted during the lawsuit.

CACGEC, a citizens' group of concerned citizens and business owners near the proposed casino, appealed. The District Court reversed the NIGC's decision. The court held that the settlement of a "land claim" exception was not satisfied because the tribe had no enforceable claim to the land; rather "[t]he most that can be said is that the agreement, as effectuated by the [Seneca Nation Settlement Act of 1990], remedied the acknowledged unfairness."¹³⁶ The court held that the United States had not infringed upon the Seneca's title because the Tribe had no such enforceable rights. Therefore, it had not been unlawfully deprived of title to or dispossessed of its land.

2. Tribe's Trust Application Does Not Qualify for a § 20 Exception

As stated above, the Gila Bend Act was never intended to settle a dispute claim as to land title. The Tribe's requested damages are only for injury to its trust land.¹³⁷ The Tribe was never unlawfully dispossessed of title or possession of any land. The United States constructed a flood control project pursuant to Congressional authority and lawfully acquired a flowage easement over portions of the Gila Bend Reservation. While the Tribe may have lost some use of the trust land, unlike the facts of the *Wyandotte* case, the Tribe had no claim to title that was in conflict with the right of the United States to utilize its properly-acquired flowage easement. Moreover, the Tribe, as in the *CACGEC* case, had no viable land claims. Congress' decision to remedy some perceived "unfairness," as it chose to do in *CACGEC* case, is within its prerogative but that decision does not amount to a land claim.

In this instant matter, the United States had Congressional authority to construct the Painted Rock Dam and had lawfully acquired a flowage easement over portions of the Gila Bend Reservation. The United States paid the Tribe just compensation and, therefore, there was no possessory claim to the lands addressed by the Gila Bend Act.

In fact, Congress expressly removed any findings from the drafts of the legislation that might have implied some type of settlement. The original bill reflecting the Act included in the findings language that reflected a "need to settle prospective O'odham legal claims against the United States as well as provide alternative lands for the tribe."¹³⁸ The potential claims asserted by the Tribe at that time included disputing the amount judicially awarded 20 years prior in the condemnation action, improper taking by the United States of the flowage easement 20 years prior, damages to land resulting from the Painted Rock Dam, and a breach of trust for failing to prosecute third parties for

¹³⁶ *Id.* at *16.

¹³⁷ Trust Application, p. 19.

¹³⁸ HOUSE REPORT, at 9.

damages to the land and water resources.¹³⁹ The Corps of Engineers and the Department of Interior disputed the viability of these claims and, in fact, opposed the Act in the House Committee for that reason.¹⁴⁰

Regardless, none of these potential claims presents a land claim to be settled by the Act. The final House Report completely rejected findings that might have suggested any such thing. The Report states:

These findings replace those in the original bill which stressed the need to settle prospective O’odham legal claims against the United States as well as to provide alternative lands for the tribe. As such, they did not adequately reflect the principal purpose of the legislation—to provide suitable alternative lands and economic opportunity for the tribe.¹⁴¹

Thus, clearly the Act was never intended as a settlement of any type of land claim. To the contrary, the language of the Act required the Tribe waive only claims related to “injuries to land.”¹⁴² The Act, in fact, has no requirement that the Tribe waive any title claims, which would have necessarily have been present had this Act been a settlement of a land claim.

All of the Tribe’s claims, as the Corps of Engineers and the Department of Interior recognized, were specious. The Tribe, for example, asserts that lands greater than that over which the flowage easement was taken were flooded thereby creating a right to additional compensation. The Tribe premises their Trust Application on an assertion that this claim is a “land claim” qualifying its Trust Application for a § 20 Exception for settlement of a land claim.¹⁴³ That is a baseless assertion. As explained above, claims for additional compensation are not a “land claim” as defined by the Department of Interior regulations.

Moreover, the Tribe did not have any viable claim for any such compensation. During Senate consideration of the Gila Bend Act, the Corps of Engineers specifically objected to this assertion—in addition to objecting to the Act as a whole—on the ground that the Tribe “ha[d] already been compensated for the flowage easement in this land in the same manner as all other landowners in the reservoir.”¹⁴⁴ The Corps testified that contrary to the representation that the

¹³⁹ *Id.* at 7.

¹⁴⁰ *Id.* at 8.

¹⁴¹ *Id.* at 9.

¹⁴² Gila Bend Act, § 9(a). The Tribe was also required to waive any claims related to water rights. This provision is not unexpected; efforts to settle water rights issues with the Arizona tribes had been going on for decades.

¹⁴³ Trust Application, p. 3; TO AG Memo, pp. 2, 14-21. *See* 25 U.S.C. § 2719.

¹⁴⁴ Hearing Before the Senate Select Committee on Indian Affairs, S. Hrg. 99-935 (July 23, 1986)(Statement of Lieutenant Colonel Norman I. Jackson, Deputy Commander, Los Angeles District)(“SENATE HEARING”).

flooding on the Reservation was greater than anticipated, it was actually less than authorized. As a result, the Tribe was compensated in full and due no further amount.¹⁴⁵

Therefore there is no justification for the Tribe's assertion of a settlement of a land claim based on the Painted Rock Dam caused flooding to occur over an area larger than that taken by the easement. The fact is that the flowage easement that was secured through the condemnation action included approximately 7,700 acres of the Gila Bend Reservation;¹⁴⁶ for which the United States paid the Tribe \$130,000.¹⁴⁷ Although some of the non-Indian landowners complained that the affected area was actually larger than the flowage easement, the Corps of Engineer's estimate of the affected

¹⁴⁵ Statement of Lieutenant Colonel Norman I. Jackson, Deputy Commander, Los Angeles District:

The Department of the Army opposes the enactment of S. 2105 for the reason that the Papago Tribe of Arizona has been compensated for the acquisition of the flowage easement and *any damages* which result from the operation of Painted Rock Dam.

For Painted Rock Dam, Congress authorized construction of the dam "substantially in accordance with the recommendations of the Chief of Engineers" in the House Document which states that it shall be "generally in accordance with the plan of the district engineer" and with "such modifications thereof as in the discretion of the Chief of engineers may be advisable." The dam, as finally designed and constructed, has been operated in furtherance of the congressionally mandated project purpose. The Reservoir Regulation Manual for the project sets for the three methods for operating the dam. Two of these methods involve fixed operation schedules for the dam, one of which is substantially similar to that in the House Document for the project. However, these schedules are designed for controlling the standard project flood – that is to say, the largest flood anticipated given poor ground conditions. *The manual specifically states that the Corps may operate the dam on a prediction basis during floods that are smaller than the standard project flood in order to maximize flood control benefits.*

Operation on a prediction basis establishes the rate of release of floodwaters from the dam based on upstream and downstream conditions including prior and forecasted rainfall and runoff, ground conditions, current reservoir storage, conditions at upstream dams, the status of dams on the Colorado River, and the relationship between reservoir releases and downstream damages. Unlike a fixed operation schedule which provides a fixed rate of release for specific water elevations in the reservoir, the prediction basis provides greater flood control benefits for floods that are smaller than the standard project flood.

All the floods that have occurred at the project since its construction have been smaller than the standard project flood and the Corps of engineers has operated the dam on a prediction basis pursuant to the manual.

The issue of whether the Corps of Engineers may properly operate Painted Rock Dam on a prediction method rather than in accordance with the fixed schedule method set forth in the House Document for the project is the subject of two cases currently pending with non-Indian owners of other lands in the reservoir. One case is pending in the U.S. District Court in Arizona. The other case is before the U.S. Claims Court. The Department of Justice believes that these cases will be resolved in favor of the United States and will confirm the right of the Corps of Engineers to operate the dam on the prediction method *without the payment of additional compensation to the owners of land within the flowage easement area of the reservoir.*

In summary, the Department of the Army opposes S. 2105 because the Papago Tribe has already been compensated for the flowage easement in its land in the same manner as all other landowners in the reservoir. The Corps of Engineers has operated the dam within the scope of its flowage easement and applicable law. No further compensation is due the Papago Tribe because of the construction and operation of Painted Rock Dam.

SENATE HEARING. [emphasis added].

¹⁴⁶ HOUSE REPORT, at 5.

¹⁴⁷ *See Id.* ("Having failed to reach agreement on either an easement or acquisition of relocation lands, the United States on January 3, 1961, initiated an eminent domain proceeding in federal district court to obtain a flowage easement. In November, 1964, the court granted an easement giving the United States the perpetual right to occasionally overflow, flood and submerge 7,723.82 acres of the reservation (75 percent of the total acreage) and all structures on the land, as well as to prohibit the use of the land for human habitation. (Lands at lower elevations that would be inundated at least once every five years were acquired in fee.) Compensation in the amount of \$130,000 was paid to the Bureau of Indian Affairs on behalf of the [Tribe]").

land, which was used to establish the extent of the flowage easement, was subsequently upheld by the Ninth Circuit and compensation paid according to that estimate was deemed legally appropriate.¹⁴⁸

The Corps of Engineer's position was later found by the courts to be exactly correct. In *Pierce v. United States*,¹⁴⁹ non-Indian landowners sued the United States asserting that the Painted Rock Dam "caused the flood waters to back up and effectively submerge large parts of [their] land" and "that the easement did not permit the type of flooding that occurred here."¹⁵⁰ They claimed entitlement to further damages because the government "deviate[d] from the recommended water discharge schedule" and thus "not with the scope of the [Flood Control Act]."¹⁵¹ The Ninth Circuit Court of Appeals rejected that claim, holding instead that "the Government's decision to deviate from the discharge schedule was for the purpose of enhancing its capacity to control flood waters [and] therefore, were integrally related to the flood control purpose of the statute authorizing the dam."¹⁵²

Therefore, the United States was never liable for further damages or the payment of compensation as a result of the flooding notwithstanding the assertion of the Tribe in its Trust Application. Still, even if the Tribe had such a claim, that type of claim is not a "land claim" for purposes of a § 20 Exception to IGRA prohibition on gaming on after-acquired land.

Lastly, a portion of the flowage easement prohibited human habitation.¹⁵³ One of the Tribe's settlements, Sil Murk Village, was located within the uninhabitable area. Sil Murk Village was not part of the trust land held by the United States for the Gila Bend Indian Reservation. It was not, therefore, part of the land that was addressed by the Gila Bend Act and was never part of the replacement land.¹⁵⁴ It is therefore, irrelevant to the Trust Application.

¹⁴⁸ In *Pierce v. U.S.*, 650 F.2d 202 (9th Cir. 1981), non-Indian landowners brought suit against the government claiming that operation of the Painted Rock Dam "caused the flood waters to back up and effectively submerge large parts of [their] land" and although the government acquired a flowage easement, the appellants contended "that the easement did not permit the type of flooding that occurred here." *Id.* at 203. They claimed entitlement to further damages because the government "deviate[d] from the recommended water discharge schedule" and thus "not with the scope of the [Flood Control Act]." *Id.* at 204. The Ninth Circuit rejected this claim and held that "the Government's decision to deviate from the discharge schedule was for the purpose of enhancing its capacity to control flood waters [and] therefore, were integrally related to the flood control purpose of the statute authorizing the dam." *Id.* at 205. Therefore, the government was not liable for further damages or the payment of compensation because the operation of the dam was within the authorization of the Flood Control Act.

¹⁴⁹ 650 F.2d 202 (9th Cir. 1981).

¹⁵⁰ *Id.* at 203.

¹⁵¹ *Id.* at 204.

¹⁵² *Id.* at 205.

¹⁵³ Declaration of Taking, Reservation Condemnation Case, *supra*. n. 106 ("Declaration")(Attachment 19).

¹⁵⁴ Gila Bend Act, § 2(1) ("Section 308 of Public Law 97-293 '96 Stat. 1282' authorizes the Secretary of the Interior to exchange certain agricultural lands of the *Gila Bend Indian Reservation . . .*"), § 4(a) ("If the tribe assigns to the United States all right, title, and interest of the Tribe in nine thousand eight hundred and eighty acres of land within the *Gila Bend Indian*

In any event, the disposition of Sil Murk Village provides no basis for a § 20 Exception for settlement of a land claim. In 1964, Congress authorized the Secretary of Interior to receive and hold in trust for the Tribe \$269,500 to be paid by the Corps of Engineers for relocation of Sil Murk Village (the “Sil Murk Village Act”).¹⁵⁵ The legislative history of the Sil Murk Village Act explains its necessity:

By Executive Order 1090 dated June 17, 1909, the boundaries of the Indian reservation were realigned [sic] and certain lands returned to the public domain, including the lands underlying Sil Murk Village. Thereafter these lands were acquired by private interests and were considered a portion of the Gila Ranch Corps. land holdings. While the inhabitants of the village were never forced to vacate these lands by the owners, their occupancy was considered to have been merely that of tenants-at-sufferance. On March 23, 1961, the United States filed a ‘declaration of taking’ in condemnation proceedings for acquisition of a comprehensive flowage easement over the lands of the Gila River Ranch Corps., which encompassed the lands of Sil Murk Village. Thereafter, on March 27, 1961, the Gila River Ranch Corps., by two deeds, quitclaimed to the Papago Tribe the lands underlying Sil Murk Village and the tribal cemetery; these conveyances are subject to the rights of the United States previously acquired by the aforesaid condemnation proceedings.¹⁵⁶

This legislation is clear that the land upon which Sil Murk Village was located was not part of the Gila Bend Reservation. The Village was located on land owned by the Gila Ranch Corp, a private entity. Unlike the Gila Reservation land, it was not held in trust for the benefit of the Tribe. As the Act states, the Village inhabitants were merely tenants at sufferance¹⁵⁷ on this land. With the filing of the Declaration of Taking, title immediately vested with the United States.¹⁵⁸ Therefore, while the land was in private ownership, the United States took the flowage easement that precluded habitation of the Village. After the Declaration was filed, the private landowner transferred its title to the Tribe. The Tribe took this title subject to the United States’ easement, which precluded

Reservation . . .”), § 9(a) (“The Secretary shall be required to carry out the obligations of this Act only if within one year after the enactment of this Act the Tribe executes a waiver and release in a manner satisfactory to the Secretary of any and all claims of water rights or injuries to land or water rights (including rights to both surface and ground water) with respect to the lands of the Gila Bend Indian Reservation from time immemorial to the date of the execution by the Tribe of such a waiver.)

¹⁵⁵ Pub. L. No. 88-462 (1964).

¹⁵⁶ H.R. REP. NO. 1352, 88th Cong. 2d Sess. 4-5 (1964).

¹⁵⁷ “Since a tenant at sufferance is a wrongdoer, and in possession as a result of the landowner’s laches or neglect, the tenant has no term, and no estate or title, but only a naked possession without right, and wrongfully held. A tenant at sufferance acquires no permanent rights because the landowner neglects to disturb his or her possession, and the landowner is entitled to resume possession, and the tenant is entitled to quit, at any time without notice. Additionally, a tenant at sufferance has no estate that can be granted by him or her to a third person, and one who enters on land pursuant to a lease or assignment from such tenant is a disseisor, and is liable in trespass, at the option of the landowner.” 52 C.J.S. *Landlord & Tenant* § 282 (2009).

¹⁵⁸ 40 U.S.C. § 1314(b).

habitation by the Tribe's tenants at sufferance.¹⁵⁹ In other words, the Tribe took the land without the right of the Village to continue at its location.

In light of the easement, the Tribe and its inhabitants had no legal claim to continued use of the Sil Murk Village land for habitation. The Sil Murk Village Act could not, therefore, be a settlement of a land claim because there was no legitimate legal claim.

Accordingly, the Gila Bend Act was never a settlement of land claim. Thus, the Trust Application does not qualify as a § 20 Exception for a land claim settlement. In order to conduct gaming on the Application Land, the Tribe would have to satisfy one of the other § 20 Exceptions, which it cannot do. Facts justifying one of the other § 20 Exceptions for an initial reservation of a newly recognized tribe or for restoration lands are not present.¹⁶⁰

Therefore, the Tribe could only look to the general exception for after-acquired land—assuming that the Application Land met the requirements of the Act. That exception would require that the Tribe satisfy the two requirements: (1) A determination by the Secretary that the gaming facility would not be detriment to the local community; and (2) the consent of the Governor of Arizona.¹⁶¹ Arizona's Governor, however, is statutorily required to deny any concurrence with off-reservation gaming on after-acquired land.¹⁶² Because any consideration of the effect of the Trust Application on the local community will demonstrate a clear detriment and because the Governor cannot by law approve of the § 20 Exception for after-acquired land, the Trust Application must be denied.

D. Constitutionality of Taking Land Into Trust for the Benefit of an Indian Tribe

The federal government's taking of land into trust for Indian tribes and removing it from state and local control creates several issues. Land taken into trust becomes "Indian country" and is not subject to state and local taxation. Clear congressional authorization can provide for state and local taxation, but generally the land is removed from the local property tax rolls decreasing state and local revenues.¹⁶³ Nevertheless, the local government is most often left with providing services to the trust land or as a result of activity on that land. Federal regulations also attempt to exempt trust

¹⁵⁹ Declaration, *supra* n. 153.

¹⁶⁰ See 25 USC § 2719(b)(1)(B).

¹⁶¹ 25 U.S.C. § 2719(b)(1).

¹⁶² A.R.S. § 5-601(C).

¹⁶³ E.g., *Cass County v. Leech Lake Band of Chippewa Indians*, 524 U.S. 103, 110 (1998); *County of Yakima v. Confederated Tribes and Bands of Yakima Indian Nation*, 502 U.S. 251, 258 (1992).

land from state and local land use regulation.¹⁶⁴ In addition to lost revenue and diminished control over land use, the state's civil and criminal jurisdiction may be significantly compromised where tribal land or members are involved.¹⁶⁵ And, under certain conditions, tribes may conduct gaming on trust land under IGRA, an activity that creates several significant associated issues.¹⁶⁶ The proliferation of Indian gaming since IGRA was enacted has resulted in substantially increased burdens on states and local communities.

It must be recognized that there are over 562 federally-recognized Indian tribes.¹⁶⁷ Several tribal acknowledgment petitions are pending at the BIA.¹⁶⁸ The number of tribes seeking to secure trust land for whatever purpose makes the issue of creating new Indian reservation or trust lands a growing and highly-controversial issue. Currently, the federal government is improperly seeking to increase tribal land at the expense of the states' territorial boundaries. Without the states' consent, this is unconstitutional.

1. Congressional Authority to Create a Federal Enclave is Limited

The Constitution provides the federal government only limited ability to reduce the land under control of the states. Under the Enclave Clause,¹⁶⁹ congressional power is limited to establishing a federal "enclave," land over which the federal government exercises "exclusive jurisdiction," to that needed for "the erection of forts, magazines, arsenals, dock-yards, and other needful Buildings . . ."¹⁷⁰ Even then, the land cannot be taken into federal jurisdiction without first obtaining the affected State's consent.¹⁷¹ No other provision of the Constitution provides the federal government the authority to take land from state jurisdiction.¹⁷²

Various courts, including the Supreme Court, have described "Indian country" and Indian

¹⁶⁴ 25 C.F.R. § 1.4 (2003).

¹⁶⁵ Compare *U.S. v. Stands*, 105 F.3d 1565 (8th Cir. 1997) with *U.S. v. Roberts*, 185 F.3d 1125, 1131-32 (10th Cir. 1999).

¹⁶⁶ 25 U.S.C. § 2703(4).

¹⁶⁷ Indian Entities Recognized and Eligible To Receive Services From the United States Bureau of Indian Affairs; Notice, 73 F.R. 18,553 (2008).

¹⁶⁸ Department of Interior, Bureau of Indian Affairs Report, *Status Summary of Acknowledgement Cases* (September 22, 2008), <www.doi.gov/bia/docs/ofa/admin_docs/Status_Summary_092208.pdf> [Last visited May 30, 2009](Attachment 21).

¹⁶⁹ U.S. Const. art. I, § 8 ("To exercise exclusive legislation in all cases whatsoever, over such District (not exceeding ten miles square) as may, by cession of particular states, and the acceptance of Congress, become the seat of the government of the United States, and to exercise like authority over all places purchased by the consent of the legislature of the state in which the same shall be, for the erection of forts, magazines, arsenals, dockyards, and other needful buildings . . .")

¹⁷⁰ *Id.*

¹⁷¹ *Id.*

¹⁷² See also U.S. Const. art. IV, § 3 (expressly prohibiting the "involuntary reduction" of the State's sovereign territory in the creation of the new state.)

reservations as federal enclaves.¹⁷³ The creation of these enclaves requires the consent of the affected state. Our federal system was created upon the premise of the dual state and federal sovereignty. The lack of Constitutional authority to reduce state jurisdiction reflects the founders' respect for the territorial jurisdiction and integrity of the states as a fundamental aspect of their sovereignty. As the annals of the Constitutional convention reflect, delegates proposed and eventually adopted the Enclave Clause in the interest of safeguarding our nation's then-unique system of federalism.¹⁷⁴ To this end, the Enclave Clause grants Congress the right of exclusive legislative power over federal enclaves as prophylactic against undue state interference with the affairs of the federal government.¹⁷⁵ Yet, ever sensitive to the risk of granting the federal government unchecked power, the founders limited and balanced this grant of power by requiring state consent to the federal acquisition of land for an enclave.¹⁷⁶

The federal government lacks Constitutional authority to take land from the states without the state's consent. This would include taking land into trust for Indian tribes outside an original Indian reservation created prior to statehood without the consent of the state. Such acquisitions transform the land into "Indian country" under federal law and thereby divest the states of their rightful sovereignty over the land.¹⁷⁷

¹⁷³ See *U.S. v. Antelope*, 430 U.S. 641, 648 n.9 (1977); *U.S. v. Goodface*, 835 F.2d 1233, 1237, n. 5 (8th Cir. 1987) (stating that the phrase "within the exclusive jurisdiction of the United States" in 18 U.S.C. 1153 refers to the law in force in federal enclaves, including Indian country."); *U.S. v. Marcyes*, 557 F.2d 1361, 1364 (9th Cir. 1997); *U.S. v. Sloan*, 939 F.2d 499, 501 (7th Cir. 1991), *cert. denied*, 502 U.S. 1060 (1992) (tax code imposes taxes upon U.S. citizens through the nation not just in federal enclaves "such as ... Indian reservations"). Notwithstanding this fact, the First Circuit rejected an argument that taking trust lands for Indian tribes violates the Enclave Clause. *Carrieri v. Kempthorne*, 497 F.3d 15, 40 (1st Cir. 2007), *rev. on other grounds*, *Carrieri v. Salazar*, ___ U.S. ___, 129 S.Ct. 1058 (2009). That Court found that the Enclave Clause is inapplicable because the taking of land into trust by the federal government for the benefit of an Indian tribe is not one of the Clauses's enumerated permissible actions. The court also dismissed the assertion that taking land into trust by the federal government is an Enclave Clause violation because there is some sharing of jurisdictional authority between state and federal governments. *Id.* citing *Surplus Trading Co. v. Cook*, 281 U.S. 647, 651 (1930) ("[Th]e Supreme Court offered an Indian reservation as a "typical illustration" of federally owned land that is not a federal enclave because state civil and criminal laws may still have partial application thereon."). The First Circuit reliance on *Surplus Trading* is a gross error. That case was decided well before the Indian Reorganization Act of 1934, which created the notion of Indian trust lands, and presented other facts rendering the court's premises unsupportable. And, the fact that States retain some jurisdiction over some matters in "Indian country" does eliminate the protection that the Enclave Clause provides to the territorial integrity of the states.

¹⁷⁴ *Commonwealth of Va. v. Reno*, 955 F.Supp. 571, 577 (E.D. Va. 1997) *vacated on other grounds*, *Commonwealth of Va. v. Reno*, 122 F.3d 1060 (4th Cir. 1997).

¹⁷⁵ *Id.*

¹⁷⁶ As James Madison noted, many delegates expressed concern that Congress' exclusive legislation over federal enclaves would provide it with the means to "enslave any particular state by buying up its territory, and that the strongholds proposed would be a means of awing the State into an undue obedience to the [national] government." James Madison, 2 Debates in the Federal Convention, 513 (quoting Elbridge Gerry of Massachusetts). Ultimately, the delegates' apprehension about excessive federal power was allayed by requiring the national government to obtain the states' express consent to acquire and employ state property for federal purposes. *Id.*

¹⁷⁷ *U.S. v. Roberts*, 185 F.3d 1125, 1131 *cert. denied*, 529 U.S. 1108 (2000) (Tenth Cir. 1999); *U.S. v. John*, 437 U.S. 634, 648-649 (1978); *Oklahoma Tax Comm'n v. Citizen Band of Potawatomi Indian Tribe*, 498 U.S. 505, 511 (1991). Federal property acquired under the powers found in the Constitution's Property Clause, U.S. Const. art. IV, §. 3, are generally subject to state laws

2. Congress Lacks Constitutional Authority Without State Consent

The Constitution created a federal government with only specifically enumerated powers.¹⁷⁸

Under the Tenth Amendment:

The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people.¹⁷⁹

The powers delegated to the federal government and those reserved to the states are mutually exclusive.¹⁸⁰ Therefore, all federal statutes must be grounded upon a power enumerated in Article I of the Constitution.¹⁸¹ If the Congressional act lacks Article I authority, then the federal government has invaded the province of the states' reserved powers.¹⁸²

James Madison wrote during the process by which the various states ratified the Constitution, that "[t]he powers delegated by the proposed Constitution to the federal government are few and defined. Those which are to remain in the state governments are numerous and indefinite."¹⁸³ The United States Supreme Court has also stated:

Just as the separation and independence of the coordinate branches of the federal Government serves to prevent the accumulation of excessive power in any one branch, a healthy balance of power between the States and the Federal

except to the extent they are contrary to federal law. See, e.g., *Kleppe v. New Mexico*, 426 U.S. 529 (1976). When acquisitions are made by taking land into trust for Indian tribes, thereby creating "Indian country," the federal government's position is that state jurisdiction is preempted. This is based on the notion of "semi-independent position" of Indian tribes [which gives] rise to two independent but related barriers to the assertion of state regulatory authority over tribal reservations and members." *White Mountain Apache Tribe v. Bracker*, 448 U.S. 136, 142-143 (1980). In *White Mountain Apache*, the Supreme Court explained the two barriers are that such authority may be pre-empted by federal law and such authority may infringe upon the "right of reservation Indians to make their own laws and be ruled by them." *Id.* While the court was referring to Indian reservations and not trust land, the federal government would expand that to all Indian Country such that the preemption is a profound displacement of state authority. The application of this federal preemption¹⁷⁸ and related barriers to state regulation on any newly-acquired land for Indians has significant and immediate ramifications for a state's authority over that land. One of the earliest Supreme Court cases stated that "the laws of [a state] can have no force" within reservation boundaries. *Worcester v. Georgia*, 31 U.S. (6 Pet.) 515 (1832); See also *Williams v. Lee*, 358 U.S. 217, 219 (1959). Recent Supreme Court cases continue to presume that state jurisdiction over Indian country is automatically diminished. *Alaska v. Native Village of Venetie Tribal Government*, 522 U.S. 520 ("Generally speaking, primary jurisdiction over land that is Indian country rests with the Federal Government and the Indian tribe inhabiting it, and not with the States"); *McClanahan v. Arizona State Tax Commission*, 411 U.S. 164, 172 (1973). Generally, absent the tribe's consent or an express congressional authorization, a state cannot exercise certain criminal or civil jurisdiction in Indian country. See 25 U.S.C. §§ 1321, 1322; *McClanahan*, 411 U.S. at 171-72, (1973). As to regulatory matters, the federal courts apply a complex balancing test to determine if the state's interests in regulating a matter outweigh the federal government's interest in tribal self-government. *White Mountain Apache Tribe v. Bracker*, 448 U.S. at 144-5; *Mescalero Apache Tribe v. Jones*, 411 U.S. 145, 148 (1973).

¹⁷⁸ U.S. Const., art. I, § 8.

¹⁷⁹ U.S. Const., amend. X.

¹⁸⁰ See *New York v. U.S.*, 505 U.S. 144 (1992) ("If a power is delegated to Congress in the Constitution, the Tenth Amendment expressly disclaims any reservation of that power to the States. . . .")

¹⁸¹ *Id.* at 155.

¹⁸² *Id.*

¹⁸³ THE FEDERALIST NO. 45, pp. 292 - 293 (J. Madison)(C. Rossiter, ed. 1961).

*Government will reduce the risk of tyranny and abuse from either front.*¹⁸⁴

With the exception of the Enclave Clause, the federal government lacks any Constitutional authority to impinge upon state sovereignty by removing land from a state's jurisdiction. Any removal, therefore, is a violation of the Tenth Amendment, which limits the powers of the federal government to those specifically enumerated in the Constitution. Consequently, any law that ostensibly allows the federal government to remove land from a state is unconstitutional.

a. Section 6(d) of the Gila Bend Act is Unconstitutional

In this matter, the Trust Application relies upon § 6(d) of the Gila Bend Act, which states:

The Secretary, at the request of the Tribe, shall hold in trust for the benefit of the Tribe any land which the Tribe acquires pursuant to subsection (c) which meets the requirements of this subsection. Any land which the Secretary holds in trust shall be deemed to be a Federal Indian Reservation for all purposes.¹⁸⁵

This section of the Act, however, diminishes and infringes on the inherent sovereign rights of the states because it provides the federal government with authority that is not granted to Congress by the Constitution. The Act's trust provision impermissibly expands the federal government's Constitutional powers. Nowhere in the Constitution is found authority for Congress to take land into trust at the expense of state sovereignty. Consequently, Congress cannot delegate any such authority to the Secretary.

It is axiomatic that Congress cannot unilaterally expand its authority, or the authority of any other branch of the federal government, with respect to the states. As the Supreme Court noted, "[s]tates are not mere political subdivisions of the United States The Constitution instead leaves to the several States a residuary and inviolable sovereignty, reserved explicitly to the States by the Tenth Amendment."¹⁸⁶ Congress cannot infringe upon the rights retained by the states under the Tenth Amendment.

The Gila Bend Act impinges upon state sovereignty because it constitutes a limitless

¹⁸⁴ U.S. v. *Lopez*, 514 U.S. 549, 552 (1995), quoting *Gregory v. Ashcroft*, 501 U.S. 452, 458 (1991)[emphasis added].

¹⁸⁵ Gila Bend Act, § 5(d).

¹⁸⁶ *New York*, 505 U.S. at 156-57 ("The Tenth Amendment likewise restrains the power of Congress, but this limit is not derived from the text of the Tenth Amendment itself, which, as we have discussed, is essentially a tautology. Instead, the Tenth Amendment confirms that the power of the Federal Government is subject to limits that may, in a given instance, reserve power to the States. The Tenth Amendment thus directs us to determine, as in this case, whether an incident of state sovereignty is protected by a limitation on an Article I power. The benefits of this federal structure have been extensively cataloged elsewhere, but they need not concern us here. Our task would be the same even if one could prove that federalism secured no advantages to anyone. It consists not of devising our preferred system of government, but of understanding and applying the framework set forth in the Constitution. "The question is not what power the Federal Government ought to have but what powers in fact have been given by the people." [citations omitted].)

authorization by Congress to effect a major adjustment of the balance of power between a state and the federal government. The conversion of vast tracts of land outside designated reservation boundaries negatively affects the ability and authority of the State of Arizona to discharge its responsibilities to all of its citizens, both non-Indian and Indian alike. The Supreme Court has said that “there is a significant geographical component to tribal sovereignty.”¹⁸⁷

That geographical component, with the exception of properly created federal enclaves, belongs exclusively to the states. Congress has no authority to diminish that component. The Trust Application, which relies on the Secretary’s ability to take the land into trust, is premised entirely on an unconstitutional provision of the Gila Bend Act. The Trust Application, therefore, cannot be acted upon because the Secretary does not have the legal authority to take the action requested.

b. Limitations of the Indian Commerce Clause

The Indian Commerce Clause¹⁸⁸ is often cited as the authority for Congressional actions with respect to Indian tribes.¹⁸⁹ Federal courts deciding Tenth Amendment challenges have often based their opinions on the false assumption that Article I provides Congress with plenary authority over all matters involving Indians, no matter how remote, indirect, or tenuous the facts of the case related to the notion of “commerce,” which is the only Constitution authority actually granted the federal government.¹⁹⁰ Although lower courts have interpreted the Indian Commerce Clause to give Congress “plenary power . . . to deal with the special problems of Indians,” the Supreme Court has limited this assertion of plenary power.¹⁹¹

That limitation is appropriate. The language of the Constitution does not support the assertion of plenary authority under the Indian Commerce Clause. That clause grants the federal government authority “to regulate commerce with . . . the Indian tribes.”¹⁹² In the legal and constitutional context, however, “commerce” means only mercantile trade.¹⁹³ The phrase “to regulate commerce” has long meant to administer the *lex mercatoria* (law merchant) governing

¹⁸⁷ *White Mountain Apache v. Bracker*, 448 U.S. at 151.

¹⁸⁸ U.S. Const. art I, § 8, cl. 3. “The Congress shall have the power . . . to regulate commerce with foreign nations, and among the several states, and with the Indian tribes.”

¹⁸⁹ See e.g., *Cotton Petroleum Corp. v. New Mexico*, 490 U.S. 163, 191-92 (1989); *Morton v. Mancari*, 417 U.S. 535, 551-552 (1974).

¹⁹⁰ See e.g., Robert G. Natelson, *The Original Understanding of the Indian Commerce Clause*, 85 DENVER UNI. L. REV. 201, 217 (2007) (“Natelson”) (“When eighteenth-century English speakers wished to describe interaction with the Indians of all kinds, they referred not to Indian commerce but to Indian ‘affairs.’”).

¹⁹¹ *Seminole Tribe of Florida v. Florida*, 517 U.S. 44, 45 (1996).

¹⁹² U.S. Const. art I, § 8, cl. 3.

¹⁹³ Natelson, *supra* n. 189, at 214.

purchase and sale of goods, navigation, marine insurance, commercial paper, money, and banking.¹⁹⁴ Further study reveals that the common use of the phrase “to regulate commerce,” and similar phrases, at the time of the Constitutional Convention “almost invariably meant ‘trade with the Indians’ and nothing more It was generally understood that such phrases referred to legal structures by which lawmakers governed the conduct of the merchants engaged in the Indian trade, the nature of the goods they sold, the prices charged, and similar matters.”¹⁹⁵

The ability to distinguish a reference to “commercial activities” and references to all other activities was common in the vernacular of the time.

“When eighteenth-century English speakers wished to describe interaction with the Indians of all kinds, they referred not to Indian commerce but to Indian ‘affairs.’¹⁹⁶

Federal documents treated “affairs” as a much broader term than “trade” or “commerce.”¹⁹⁷ An academic article studying of the Indian Commerce Clause states:

A 1786 congressional committee report proposed reorganization of the Department of Indian Affairs Their report showed the department's responsibilities as including military measures, diplomacy, and other aspects of foreign relations, as well as trade. The congressional instructions to Superintendents of Indian Affairs . . . clearly distinguished ‘commerce with the Indians’ from other, sometimes overlapping, responsibilities. Another 1787 congressional committee report listed within the category of Indian affairs: ‘making war and peace, purchasing certain tracts of their lands, fixing the boundaries between them and our people, and preventing the latter settling on lands left in possession of the former.’¹⁹⁸

There is, therefore, no basis to argue that the language of the Constitution grants plenary authority over any matter that concerns Indian affairs. The text of that Constitutional provision provides only authority over Indian commerce.

Congress’ lack of authority over any Indian matters beyond those related to commerce, coupled with the lack of any authority to remove land from a state without the consent of the state,

¹⁹⁴ *Id.* (“Thus, ‘commerce’ did not include manufacturing, agriculture, hunting, fishing, other land use, property ownership, religion, education, or domestic family life. This conclusion can be a surprise to no one who has read the representations of the Constitution's advocates during the ratification debates. They explicitly maintained that all of the latter activities would be outside the sphere of federal control.”)

¹⁹⁵ *Id.* at 215-16.

¹⁹⁶ *Id.* at 216-17 (“Contemporaneous dictionaries show how different were the meanings of ‘commerce’ and ‘affairs.’ The first definition of ‘commerce’ in Francis Allen's 1765 dictionary was ‘the exchange of commodities.’ The first definition of “affair” was “[s]omething done or to be done.” Samuel Johnson's dictionary defined “commerce” merely as “[e]xchange of one thing for another; trade; traffick.’ It described ‘affair’ as “[b]usiness; something to be managed or transacted.’ The 1783 edition of Nathan Bailey's dictionary defined “commerce” as “trade or traffic; also converse, correspondence, but it defined ‘affair’ as ‘business, concern, matter, thing.’”)[citations omitted.]

¹⁹⁷ *Id.*

¹⁹⁸ *Id.* at 217-18.

leads to the conclusion that § 5 of the Gila Bend Act is unconstitutional. Because the Trust Application rests solely on the Secretary's exercise of unconstitutional authority, the Secretary cannot take the land into trust as requested by the Tribe.

CONCLUSION

The Trust Application is deficient in several respects. The Application Land does not comply with Gila Bend Act's several restrictions on characteristics of replacement land. The Application Land is within the boundaries of a city or town. It is also not contiguous with San Lucy Village as required by the Act. The Tribe's reliance on a BIA waiver of this contiguity requirement is misplaced. The BIA, to which the Secretary delegated his authority to grant such a waiver, did so in contravention of the provision of the Act. Therefore, that waiver is illegal and the Application Land fails to comply with the requirements of the Act. As a result, the Trust Application must be denied as a matter of law.

Even assuming the contiguity waiver was effective (and, for purposes of argument, setting aside the fact that the Application Land is within the boundaries of a city), the Trust Application is fatally deficient. The granting of the contiguity waiver is a discretionary agency action. The discretionary waiver is a necessary prerequisite for the Tribe's Trust Application to comply with the Act. Therefore, the taking of the Application Land into trust is a discretionary act. Any discretionary agency action to secure federal land requires, among other things, a NEPA Environmental Impact Statement. The Trust Application includes no Environmental Impact Statement. This deficient request precludes the granting of the Trust Application.

Lastly, all trust applications for gaming purposes must comply with IGRA. The Tribe seeks to avoid addressing the detriment its Trust Application has on the local communities. It also attempts to forego obtaining the approval of the Secretary and consent of the Governor of Arizona, which cannot legally be obtained in any event. The Tribe erroneously relies on the settlement-of-a-land-claim exception. The Gila Bend Act, however, was not a settlement of a land claim. There was never any claim as to the title or possession of the former reservation land. There was never a dispute that the reservation land was held in trust for the Tribe. The United States properly condemned a flooding easement and had the necessary right to possess the Application Land as a result of flooding from the Dam. That fact was also never in dispute. The language of the Act makes no reference to the settlement claims related to title or possession. On the contrary, the legislative history of the Act shows that modifications of the language in the original bill were made to avoid any confusion with respect to the purpose of the Act. Therefore, the settlement-of-a-land-claim exception does not apply. The Tribe must secure the approval of the Secretary, who must consider the impact of the Trust Application on the local communities. It must also obtain the consent of Arizona's Governor, which it cannot because the Governor is statutorily prohibited from

consenting to the Trust Application. While a determination of the detrimental impact to the local communities would cause the Trust Application to fail, the inability of the Tribe to obtain the State's consent is fatal to the Trust Application.

Finally, Congress lacks the constitutional authority to remove land from the jurisdiction of the State of Arizona without the State's consent. The federal government only has the constitutional authority to take land from state jurisdiction under the Enclave Clause. Invoking the Enclave Clause requires the consent of the State. Arizona never consented to the Gila Bend Act. As a result, the provision of the Act authorizing the Secretary to take land into trust without the State's consent is unconstitutional. The federal government's lack of legal authority to grant the Tribe's request requires that the Trust Application be denied.

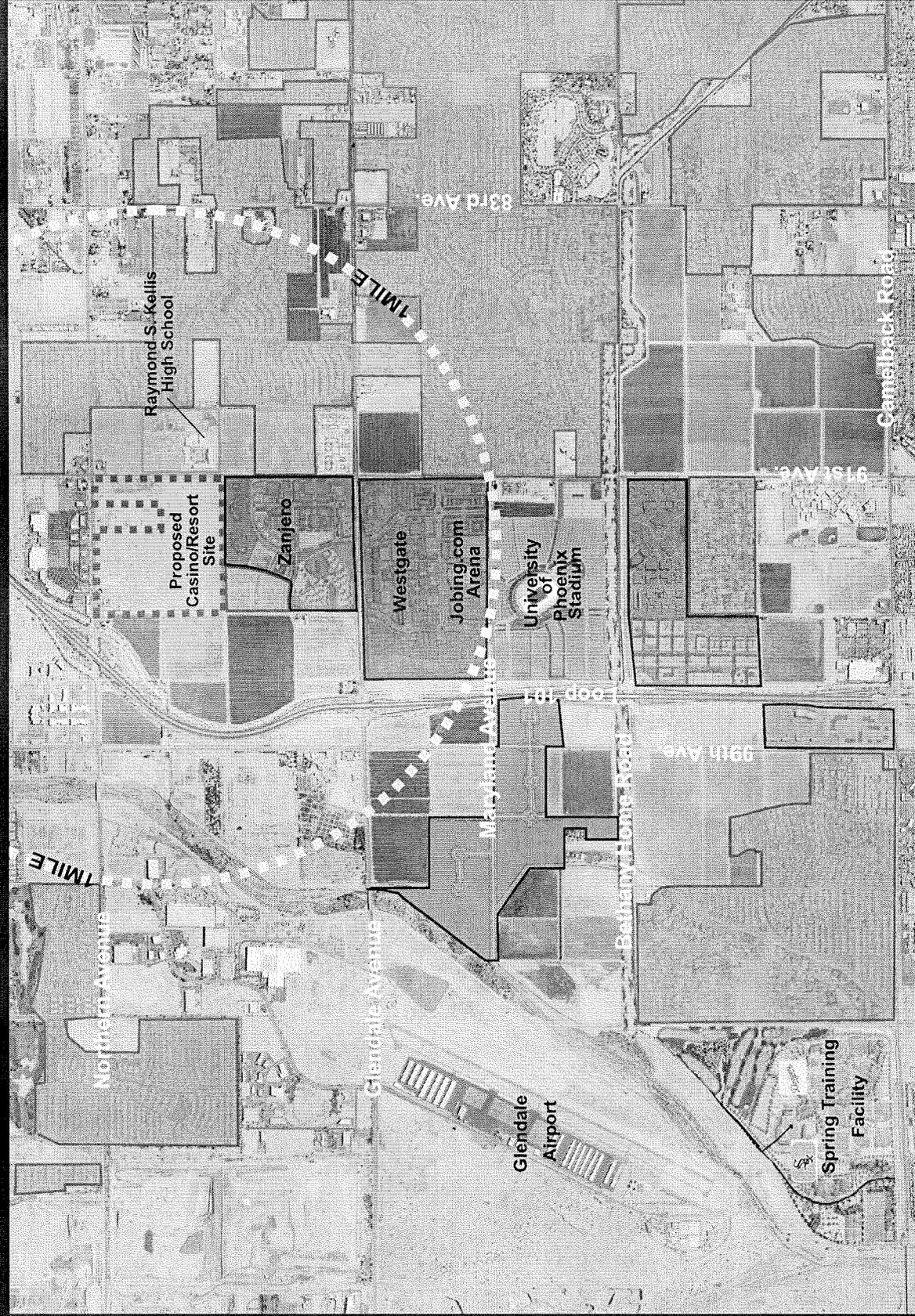
The City of Glendale's opposition to the Tribe's request for the Secretary to take the Application Land into trust is supported by law. The Trust Application fails to comply with the Gila Bend Act, IGRA, and NEPA. Moreover, the Tribe requests the Secretary to perform an unconstitutional act. The Secretary cannot comply with that request. Therefore, the Tribe's Trust Application must be denied. In doing so, the Secretary will honor and preserve the social, political and financial status created by considerable effort of the State and the local communities. The Secretary will preserve the delicate balance with respect to Indian gaming that the Indian tribes and State worked diligent to achieve over many years.

For all the reasons set forth herein, it is the legal position of the City of Glendale that the Secretary of the Interior must deny the Tohono O'odham's most recent Trust Application to take land into trust.

ATTACHMENTS

1. H.R. Rep. No. 851, 99th Cong., 2d Sess. (1986)
2. Publicity Pamphlet, 2002 Ballot Propositions, Proposition 200
3. Publicity Pamphlet, 2002 Ballot Propositions, Proposition 201
4. Publicity Pamphlet, 2002 Ballot Propositions, Proposition 202
5. *Yes on 202, The 17-Tribe Indian Self-Reliance Initiative, Answers to Common Question*
6. Arizona Department of Gaming Memorandum from Henry Leyva to Rick Pyper, October 2, 2002, re: Town Hall Meetings
7. Incorporation Certification of the Delaware Secretary of State (March 12, 2003)
8. Special Warranty Deed from 91st & Northern SWC, LLC to Rainier Resources, Inc., Official Records of Maricopa County Recorder, Document No. 20031156746
9. General Warranty Deed from Rainier Resources, Inc. to the Tohono O'odham Nation, Official Records of Maricopa County Recorder, Document No. 20090068776
10. Dennis Wagner, *Small Town Resisting Prison on Tribal Land*, THE ARIZONA REPUBLIC, May 21, 2009
11. Resolution of the City of Glendale, No. 4246 NS (April 7, 2009)
12. City of Glendale General Plan, *Glendale 2025, The Next Step* (2002)
13. Maricopa Association of Government 208 Water Quality Management Plan - Final, Fig. 4.8 (October 2002)
14. Aerial Map of Application Land
15. Project Description, West Valley Resort at Northern Avenue, Tohono O'odham Nation
16. Memorandum from Elliot Pollack, Elliot D. Pollack & Company, to Ed Beasley, City Manager, City of Glendale re: Economic Implications of the Proposed Tohono O'odham West Valley Resort and Casino (February 13, 2009)
17. Memorandum from Kevin Gover, Assistant Secretary—Indian Affairs re: Gila Bend Reservation Lands Replacement Act (April 4, 2000)
18. Letter from Barry W. Welch, Acting Regional Director, Western Regional Office, Bureau of Indian Affairs (May 31, 2000)
19. U.S. v. 7,743.82 Acres of Land, more or less, Complaint in Condemnation, Case No CIV. 3504-PHX
20. Declaration of Taking, U.S. v. 7,743.82 Acres of Land, more or less, Case No CIV. 3504-PHX
21. Department of Interior, Bureau of Indian Affairs Report, *Status Summary of Acknowledgement Cases* (September 22, 2008)
www.doi.gov/bia/docs/ofa/admin_docs/Status_Summary_092208.pdf [Last visited May 30, 2009]

Glendale's Western Area



Legend

- Residential
- Planned Mixed Use (Commercial, Retail & Residential)
- Existing Mixed Use (Commercial, Retail & Residential)



TABLE OF AUTHORITIES

United States Constitution

U.S. Const. art I
U.S. Const. art. IV
U.S. Const., Amend. X

Federal Statutes

18 U.S.C. § 1151
25 U.S.C. § 1321
25 U.S.C. § 1322
25 U.S.C. § 1701
25 U.S.C. § 1724
25 U.S.C. § 1741
25 U.S.C. § 1771
25 U.S.C. § 1772
25 U.S.C. § 1773
25 U.S.C. § 1775
25 U.S.C. § 1776
25 U.S.C. § 1777
25 U.S.C. § 1778
25 U.S.C. § 1778d
25 U.S.C. § 1779
25 U.S.C. § 2703
25 U.S.C. § 2719

Public Laws

Flood Control Act of 1950, Pub. L. No. 81-516 (64 Stat. 170)(1950)
Pub. L. No. 88-462 (78 Stat. 539)(1964)
Gila Bend Act, Pub. L. No. 99-503 (100 Stat. 1798)(1986)
Pub. L. No. 100-202 (101 Stat. 1329)(1987)
Pub. L. No. 100-446 (102 Stat 1774)(1988)
Pub. L. No. 101-121 (103 Stat. 701)(1989)

Federal Code of Regulations

25 C.F.R. § 1.4
25 C.F.R. § 151.10
25 C.F.R. § 151.11
25 C.F.R. § 292.2
25 C.F.R. § 292.26

Arizona Statutes

A.R.S. § 5-601 *et seq.*

A.R.S. § 19-123

A.R.S. § 19-124

Case Law

AFL-CIO v. Chao, 409 F.3d 377 (D.C. Cir. 2005)

Alaska v. Native Village of Venetie Tribal Government, 522 U.S. 520 (1998)

American Trucking Ass'n, Inc. v. Federal Highway Admin., 51 F.3d 405 (4th Cir. 1995)

Beck v. Prupis, 529 U.S. 495 (2000)

Carcieri v. Kempthorne, 497 F.3d 15 (1st Cir. 2007), *rev. on other grounds*, Carcieri v. Salazar, ___ U.S. ___, 129 S.Ct. 1058 (2009)

Cass County v. Leech Lake Bank of Chippewa Indians, 524 U.S. 103 (1998)

Chevron U.S.A., Inc. v. Natural Resources Defense Council, Inc., 467 U.S. 837 (1984)

Churchill County v. U.S., 199 F.Supp.2d 1031 (D. Nev. 2001)

Citizens against Casino Gaming in Erie County (CACGEC) v. Hogen, 2008 WL 2746566 (W.D.N.Y. July 8, 2008)

Commonwealth of Va. v. Reno, 955 F.Supp. 571 (E.D. Va. 1997)

Commonwealth of Va. v. Reno, 122 F.3d 1060 (4th Cir. 1997)

Confederated Salish & Kootenai Tribes v. U.S. ex. rel. Norton, 343 F.3d 1193 (9th Cir. 2003)

Cotton Petroleum Corp. v. New Mexico, 490 U.S. 163 (1989)

County of Yakima v. Conf'd Tribes and Bands of Yakima Indian Nation, 502 U.S. 251 (1992)

Flagstaff Vending Co. v. City of Flagstaff, 578 P.2d 985 (Ariz. 1978)

Kleppe v. New Mexico, 426 U.S. 529 (1976)

Mascalero Apache Tribe v. Jones, 411 U.S. 145 (1973)

McClanahan v. Arizona State Tax Commission, 411 U.S. 164 (1973)

Morton v. Mancari, 417 U.S. 535 (1974)

Motor Vehicles Mfrs. Ass'n v. State Farm Mutual Auto. Ins. Co, 463 U.S. 29 (1983)

Neder v. U.S., 527 U.S. 1 (1999)

Nevada v. U.S., 221 F.Supp.2d 1241 (D. Nev. 2002)

New York v. U.S., 505 U.S. 144 (1992)

Okla. Tax Comm'n v. Citizen Band of Potawatomi Indian Tribe, 498 U.S. 505 (1991)

Pierce v. U.S., 650 F.2d 202 (9th Cir. 1981)

Rawlings v. Apodaca, 151 Ariz. 149 (1986)

Sault Ste. Marie Tribe of Lake Superior v. U.S., 78 F.Supp.2d 699 (W.D. Mich. 1999)

Surplus Trading Co. v. Cook, 281 U.S. 647 (1930)

Seminole Tribe of Fla. v. Fla., 517 U.S. 44 (1996)

U.S. v. Antelope, 430 U.S. 641 (1977)

U.S. v. Goodface, 835 F.2d 1233 (8th Cir. 1987)

U.S. v. John, 437 U.S. 634 (1978)

U.S. v. Lopez, 514 U.S. 549 (1995), *quoting* Gregory v. Ashcroft, 501 U.S. 452 (1991)

U.S. v. Marcyes, 557 F.2d 1361 (9th Cir. 1997).

U.S. v. Roberts, 185 F.3d 1125 *cert. denied* 529 U.S. 1108 (2000)(10th Cir. 1999)
U.S. v. Sloan, 939 F.2d 499 (7th Cir. 1991) *cert denied*, 502 U.S. 1060 (1992)
U.S. v. Stands, 105 F.3d. 1565 (8th Cir. 1997)
WAIT Radio v. F.C.C., 418 F.2d 1153 (D.C. Cir. 1969)
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Worcester v. Ga., 31 U.S. (6 Pet.) 515 (1832)
Wyandotte Tribe v. Nat'l Indian Gaming Comm'n, 437 F.Supp.2d 1193 (D. Kan. 2006)

Secondary Sources

Felix Frankfurter, *Foreword to A Jurisprudential Symposium in Memory of Felix S. Cohen*, 9 RUTGERS L. REV. 355, 356 (1954)
Reynold Nebel, Jr., Comment, *Resolution of Eastern Indian Land Claims: A Proposal for Negotiated Settlements*, 27 AM. U. L. REV. 695, 699, 727 (1978)
Robert G. Natelson, *The Original Understanding of the Indian Commerce Clause*, 85 DENVER UNI. L. REV. 201, 217 (2007)
THE FEDERALIST NO. 45, pp. 292 - 293 (J. Madison)(C. Rossiter ed. 1961)

ORDINANCE NO. 2688 NEW SERIES

AN ORDINANCE OF THE COUNCIL OF THE CITY OF GLENDALE, MARICOPA COUNTY, ARIZONA, ACKNOWLEDGING THE INVALIDITY OF THE CITY OF GLENDALE'S ATTEMPT TO ABANDON THE ANNEXATION OF ANNEXATION AREA NO. 137 LOCATED BETWEEN NORTHERN AND GLENDALE AVENUES, BOUNDED BY 95TH AVENUE ON THE WEST AND THE 87TH ALIGNMENT ON THE EAST; AND DECLARING AN EMERGENCY.

WHEREAS, on November 27, 2001, the City Council adopted and approved Ordinance No. 2229, New Series, annexing territory located within the exterior boundaries of the City of Glendale in the vicinity of 91st and Northern Avenues, which was described in the ordinance and known as Annexation Area No. 137;

WHEREAS, said annexation of Annexation Area No. 137 was in accordance with Arizona Revised Statutes Section 9-471, et seq.;

WHEREAS, on May 28, 2002, the City Council adopted and approved Ordinance No. 2258, New Series, ostensibly seeking to repeal Ordinance No. 2229, New Series and abandon its attempt to annex Annexation Area No. 137;

WHEREAS, the City's authority to annex and deannex areas is solely derived from state statute and no authority is granted by statute to abandon an annexation; and

WHEREAS, the attempted action by the City Council to invalidate the annexation of Annexation Area No. 137 was not authorized by statute.

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF GLENDALE as follows:

SECTION 1. That the City of Glendale's attempt to abandon its annexation with the adoption of Ordinance No. 2258, New Series was ineffective and a nullity; but, to the extent necessary, that Ordinance No. 2258, New Series, is hereby repealed in its entirety.

SECTION 2. That the City of Glendale, Maricopa County, Arizona, declares its interior boundary to have been extended and increased inclusive of the territory described as Annexation Area No. 137 as of December 27, 2001.

SECTION 3. Whereas the immediate operation of the provisions of this Ordinance is necessary for the preservation of the public peace, health, and safety of the City of Glendale, an emergency is hereby declared to exist, and this Ordinance shall be in full force and effect from and after its passage, adoption, and approval by the Mayor and Council of the City of Glendale, and it is hereby exempt from the referendum provisions of the Constitution and laws of the State of Arizona.

PASSED, ADOPTED AND APPROVED by the Mayor and Council of the City of Glendale, Maricopa County, Arizona, this 23rd day of June, 2009.

Elaine Scruggs
M A Y O R

ATTEST:

Pamela Hanna
City Clerk (SEAL)

APPROVED AS TO FORM:

Craig Tindall
City Attorney

REVIEWED BY:

Pam Kavanaugh for
City Manager



WORKSHOP COUNCIL REPORT

Meeting Date: **10/15/2013**
Meeting Type: **Workshop**
Title: **GLENDALE LIGHT RAIL UPDATE**
Staff Contact: **Cathy Colbath, Executive Director, Transportation Services**

Purpose and Policy Guidance

The purpose of this discussion is to update the City Council on the current high-capacity transit study (West Phoenix/Central Glendale Alternatives Analysis) with preliminary corridor findings. Valley Metro staff will be present to outline the benefits and impacts of light rail and the steps the city can take to make this a successful project.

Background

In 2001, the voters of Glendale approved matching funds for a Light Rail Corridor from 43rd Avenue to downtown Glendale. In 2005, regional voters approved funding for a Glendale Light Rail/High Capacity Corridor extending from 19th Avenue to downtown Glendale.

In February 2013, Valley Metro began a high-capacity transit study to evaluate the most effective and competitive corridor to serve downtown Glendale. The study analyzes high-capacity transit improvements in the area bounded by 19th Avenue, Loop 101, Northern Avenue and Camelback Road. Multiple alignment alternatives within this corridor are currently being evaluated. Although the study area extends west to Loop 101, the Alternatives Analysis will result in a corridor alignment to downtown Glendale with an evaluation of a possible extension up to Loop 101. The study is expected to conclude by early 2015, with a final corridor recommendation made by Council. Valley Metro will submit the final corridor recommendation to the federal government requesting federal funding for the project.

Analysis

To date, the transit study has determined that the study area has a relatively high population density, demonstrates existing transit use and includes economic development opportunities that would support a light rail investment. The population characteristics of the study area suggest a propensity to use transit in some areas, and the project study area currently includes six of the 10 most productive local transit (bus) routes in the region.

Previous Related Council Action

In the Council workshop session of October 30, 2012, Transportation Services and Valley Metro staff presented findings from a previous light rail study that stated that the first priority for



WORKSHOP COUNCIL REPORT

Glendale light rail should include a corridor to downtown Glendale. City Council directed staff to proceed with the next step in the process, which was to complete an Alternatives Analysis to develop a Locally Preferred Alternative (LPA) that identifies a high-capacity transit system best suited for the corridor.

Community Benefit/Public Involvement

Light rail provides a variety of community benefits. It attracts new travelers who would otherwise drive or may not feel comfortable taking the bus. As seen in the region, light rail can be a catalyst for economic redevelopment along a corridor, which in turn supports the tax base of the city through transit-oriented development (TOD). Light rail also adds destinations where people want to be, not just pass through. Environmental benefits to the community include lower levels of pollution due to reduced automobile use. Light rail may well save money for many Glendale commuters, as automobile operating and parking costs are avoided.

The goal of the public involvement process of the Alternatives Analysis will be to support the selection and implementation of an LPA through participation of well-informed and involved citizens, the city, businesses and community leaders. The community involvement process outlined by the federal government is designed to ensure that community concerns and issues are identified early and addressed in the planning, engineering, environmental, economic and financial efforts of the project.

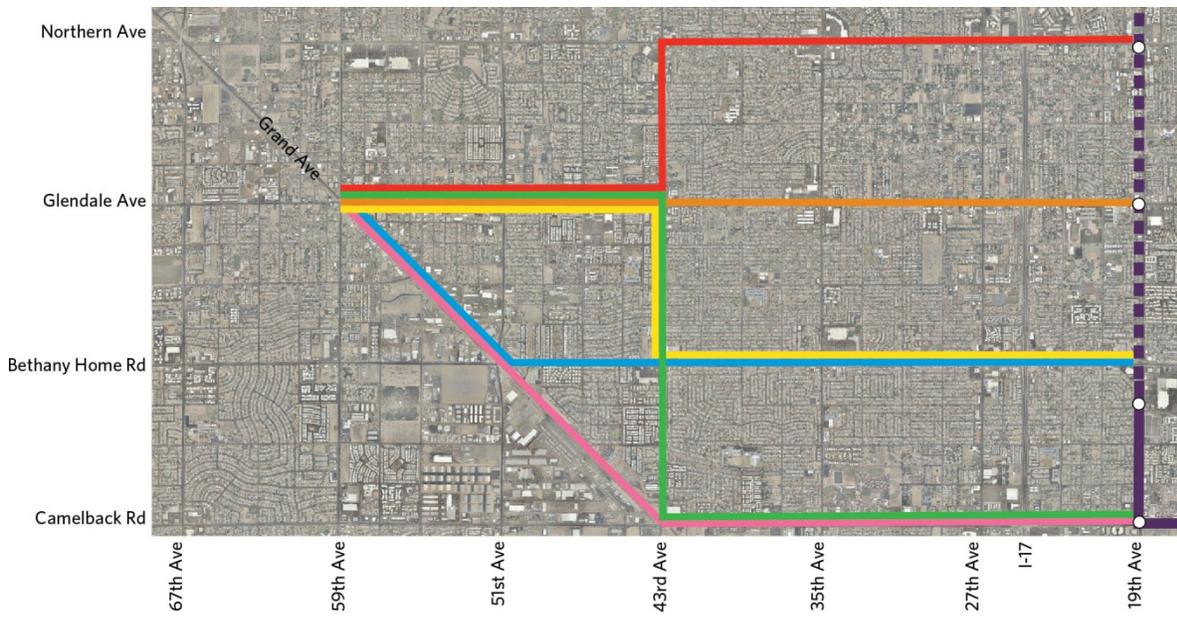
The study process so far has included many opportunities for public input from stakeholders, including citizens and businesses. Valley Metro held initial public meetings in both Glendale and Phoenix, with additional meetings to be scheduled throughout the process. As of September 17, 2013, a variety of comments and questions from 10 public outreach efforts in Glendale have been received. The next scheduled public meeting is to be held in Glendale on October 28, 2013.

Budget and Financial Impacts

The Alternatives Analysis is paid for with federal and regional funds. There is no cost to the city.

Attachments

Map



LEGEND

Valley Metro Light Rail / Stations
 Northwest Extension Phase I (2016)

Level 1 Alignments

 Bethany Home Rd / 43rd Ave	 Camelback Rd / 43rd Ave	 Glendale Ave
 Bethany Home Rd / Grand Ave	 Camelback Rd / Grand Ave	 Northern / 43rd Ave