

**FISCAL NOTE**  
**Requested by Legislative Council**  
**01/14/2015**

Bill/Resolution No.: HB 1269

- 1 A. **State fiscal effect:** *Identify the state fiscal effect and the fiscal effect on agency appropriations compared to funding levels and appropriations anticipated under current law.*

	2013-2015 Biennium		2015-2017 Biennium		2017-2019 Biennium	
	General Fund	Other Funds	General Fund	Other Funds	General Fund	Other Funds
Revenues						
Expenditures						
Appropriations						

- 1 B. **County, city, school district and township fiscal effect:** *Identify the fiscal effect on the appropriate political subdivision.*

	2013-2015 Biennium	2015-2017 Biennium	2017-2019 Biennium
Counties			
Cities			
School Districts			
Townships			

- 2 A. **Bill and fiscal impact summary:** *Provide a brief summary of the measure, including description of the provisions having fiscal impact (limited to 300 characters).*

This bill requires the Water Commission to adopt rules listing the bodies of water and waterways that are navigable. The Commission would use existing staff to comply with the requirements of this bill. This bill and has no notable fiscal impact.

- B. **Fiscal impact sections:** *Identify and provide a brief description of the sections of the measure which have fiscal impact. Include any assumptions and comments relevant to the analysis.*

3. **State fiscal effect detail:** *For information shown under state fiscal effect in 1A, please:*

- A. **Revenues:** *Explain the revenue amounts. Provide detail, when appropriate, for each revenue type and fund affected and any amounts included in the executive budget.*
- B. **Expenditures:** *Explain the expenditure amounts. Provide detail, when appropriate, for each agency, line item, and fund affected and the number of FTE positions affected.*
- C. **Appropriations:** *Explain the appropriation amounts. Provide detail, when appropriate, for each agency and fund affected. Explain the relationship between the amounts shown for expenditures and appropriations. Indicate whether the appropriation or a part of the appropriation is included in the executive budget or relates to a continuing appropriation.*

**Name:** David Laschkewitsch

**Agency:** ND State Water Commission

**Telephone:** (701) 328-2750

**Date Prepared:** 01/15/2015

**2015 HOUSE ENERGY AND NATURAL RESOURCES**

**HB 1269**

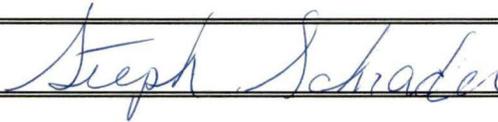
# 2015 HOUSE STANDING COMMITTEE MINUTES

## Energy and Natural Resources Committee Pioneer Room, State Capitol

HB1269  
1/30/2015  
Job # 22910

- Subcommittee  
 Conference Committee

Committee Clerk Signature



### Explanation or reason for introduction of bill/resolution:

A BILL for an Act to provide for rules on navigable waters by the state water commission and certain enforcement.

### Minutes:

Attachments 2

**Vice Chairman Damschen** opens hearing.

### Representative Marvin Nelson:

Written testimony #1A, 1B

### OPPOSTION:

#### **John Paczkowski, Chief-Regulatory Section Office of the State Engineer**

Written testimony #2

**Rep. George Keiser:** I'm trying to understand what the problem is, as of statehood navigable waters where defined?

**Paczkowski:** That is the date that we look to as far as determination of navigability. There was no list added at the time of statehood.

**Rep. George Keiser:** So, given that that was a long time ago, over the time that you have identified those areas and determined that they are navigable?

**Paczkowski:** We have not made a total list of those water bodies. There have been numerous efforts on that behalf. We do have a document we have put together that shows the navigability determinations that have been made by the federal court systems, through section 10 of the harbors act, and the state engineer has make a number of determinations. In addition to those, with the oil development in the northwest part of the state, we have an extensive list of water bodies we have been asked to review. We have determined most of those not to be navigable. There has been a lot of effort put towards that, but by no means

have we looked at all water bodies in the state. A history, the State Engineers office took over sovereign lands in 1989, management of that was turned over from the land department, preceding that the Bank of North Dakota oversaw the navigable waters of the state. The Garrison Conservancy District also has a role in this.

**Rep. George Keiser:** If we gave you all the FTEs you needed to complete this project in one year, what would be your estimate of additional navigable waters that would come onto the list?

**Paczkowski:** I'm going to guess less than a dozen, and considerably so.

**Rep. Curt Hofstad:** Even if you did, complete this list, I can still go to court to have them make a final determined whether or not that was really a navigable body, could I not?

**Paczkowski:** Yes.

**Rep. George Keiser:** If all of this accomplishes no more than maybe add 12 bodies of water, that could be identified through the court system, why do we want to do this?

**Paczkowski:** That's why our agency has been dealing with this on a case by case basis.

**Chairman Porter:** The examples that were given by Representative Nelson talked about the Turtle Mountains, talked about fines, talked about fire rings, talked about all sorts of incidences that are happening out there. You're coming up and saying that we don't have anything really going on. Is there something going on in the Turtle Mountains that spurred this legislation?

**Paczkowski:** I'm not aware of any large scale problems. Perhaps Mr. Nelson does, I don't know.

Vice Chairman Damschen closes hearing.

# 2015 HOUSE STANDING COMMITTEE MINUTES

Energy and Natural Resources Committee  
Pioneer Room, State Capitol

1269  
2/5/2015  
Job # 23314

- Subcommittee  
 Conference Committee

Committee Clerk Signature	
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**Explanation or reason for introduction of bill/resolution:**

To provide for rules on navigable waters by the state water commission and certain enforcement.

**Minutes:**

Attachments 0
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Chairman Porter opens hearing.

Vice Chairman Damschen moves a Do Not Pass.  
Rep. Dick Anderson: Second.

Vote: Yes 12, No 0, Absent 1.

Carrier: Rep. Naomi Muscha

Chairman Porter closes hearing.

Date: 2/5/15  
 Roll Call Vote #: 1

**2015 HOUSE STANDING COMMITTEE  
 ROLL CALL VOTES  
 BILL/RESOLUTION NO. HB 1269**

House Energy and Natural Resources Committee

Subcommittee

Amendment LC# or Description: \_\_\_\_\_

Recommendation:  Adopt Amendment  
 Do Pass  Do Not Pass  Without Committee Recommendation  
 As Amended  Rerefer to Appropriations  
 Place on Consent Calendar  
 Other Actions:  Reconsider  \_\_\_\_\_

Motion Made By Rep Damschen Seconded By Rep Anderson

Representatives	Yes	No	Representatives	Yes	No
Chairman Porter	✓		Rep Hunskor	✓	
Vice Chairman Damschen	✓		Rep Mock	A	
Rep D Anderson	✓		Rep Muscha	✓	
Rep Brabandt	✓				
Rep Devlin	✓				
Rep Froseth	✓				
Rep Hofstad	✓				
Rep Keiser	✓				
Rep Lefor	✓				
Rep Nathe	✓				

Total (Yes) 12 No 0

Absent 1

Floor Assignment Rep Muscha

If the vote is on an amendment, briefly indicate intent:

**REPORT OF STANDING COMMITTEE**

**HB 1269: Energy and Natural Resources Committee (Rep. Porter, Chairman)**  
recommends **DO NOT PASS** (12 YEAS, 0 NAYS, 1 ABSENT AND NOT VOTING).  
HB 1269 was placed on the Eleventh order on the calendar.

**2015 TESTIMONY**

**HB 1269**

# 1A

1264  
1/30/15

## HB1269 Navigable waters in Administrative Rules

Good morning Chairman Porter and members of the House Energy and Natural Resources Committee.

HB1269 is a public notification bill.

Over the last few years the State Water Commission has removed the mention of any waters by name as being navigable. There are some reasons for this, such as misunderstanding that if it isn't listed it isn't navigable. Courts had determined the Missouri and James Rivers and Devils, Painted Woods and Sweetwater Lakes to be navigable under the Equal Footings doctrine and the Section 10 of the Rivers and Harbors Appropriation Act of 1899 navigable waters are the Missouri River, the James River from the North Dakota/South Dakota border to the railroad bridge in Jamestown, the Yellowstone River, the Red River from the confluence of the Bois De Sioux and Ottertail Rivers in Wahpeton to the Canadian border, the Bois De Sioux River from the North Dakota/South Dakota border to its confluence with the Ottertail River in Wahpeton, and the Upper Des Lacs Lake were determined to be Section 10 waterways, and thus navigable.

However, not appearing on either list does not mean a water is not navigable.

There are restrictions on building structures when a water is navigable because when the water is navigable, the land to the high water mark is the sovereign land of the State of North Dakota. Plus there is of course the concerns of public access and use of the navigable water. Riparian rights come into play on navigable but not on nonnavigable waters.

NDAC 89-10-01

We get the applicable definition of navigable water "Navigable waters" means any waters that were in fact navigable at the time of statehood, that is, were used or were susceptible of being used in their ordinary condition as highways for commerce over which trade and travel were or may have been conducted in the customary modes of trade on water.

**89-10-01-10.1. Boat docks and water intakes.** Boat docks and water intakes not meeting the criteria in section 89-10-01-10 require a permit from the state engineer. Any person who violates this section is guilty of a noncriminal offense and must pay a two hundred fifty dollar fee per day. The dock will be subject to removal at the dock owner's expense. Note that if the dock was in the water all year that is over \$90,000, if like most people they just do it from Memorial to Labor Day, figure about \$25,000 in a fine they must pay.

**89-10-01-10.2. Boat dock registration.** Boat docks that do not require a permit under this chapter and that are located on the Missouri River between the Oliver and Morton County line (river mile 1328.28) and Lake Oahe wildlife management area (river mile 1303.5) must be registered with the state engineer before placement of any such dock. The state engineer must provide registration forms. Any person who violates this section is guilty of a noncriminal offense and must pay a two hundred fifty dollar fee per occurrence. The dock will be subject to removal at the dock owner's expense.

**89-10-01-13. Vehicular access.** The use of motorized vehicles on sovereign lands is prohibited, except:

Parties of over 25 people are prohibited without a permit, pets cannot run free lots of differences between navigable and nonnavigable waters.

However, the public is not told anywhere what is navigable, nonnavigable or nondetermined. I have requested, the list in whatever condition it may be in several times, and waited for months. No list has been forthcoming.

Since the penalties apply on the navigable waters. I thought it a reasonable thing to require the list of the waters the state is asserting are navigable would be published in the NDAC and that there would be a moratorium of enforcement on noncommercial structures. Commercial structures are things like pipelines and I would not want to limit that and often they involve projects that are before the Public Service Commission and such so there are opportunities there to notify the businesses that they need a sovereign land permit. Plus, I don't want to create the situation where a pipeline is put in and then we say now we have the list published and now you are in violation. Such a situation already exists in many, many noncommercial situations.

One may argue the list doesn't really belong in code since navigability is a fact, not a matter of law. However, if we don't do it there, then there needs to be some sort of notification of the public so that they can reasonably comply. I could think of no means of sure and certain legal notification that would not result in more work and costs for the State Water Commission than publishing in the Administrative Code.

**ARTICLE 89-10**

**SOVEREIGN LANDS**

Chapter  
89-10-01 Sovereign Lands

**CHAPTER 89-10-01  
SOVEREIGN LANDS**

Section	
89-10-01-01	Authority
89-10-01-02	Prohibition on Permanent Relinquishment
89-10-01-03	Definitions
89-10-01-04	Authorization
89-10-01-05	Application for Permit, Easement, Lease, or Management Agreement
89-10-01-06	Application Review
89-10-01-06.1	Record - Official Notice
89-10-01-07	Public Meeting
89-10-01-08	General Permit Standards
89-10-01-09	Specific Project Requirements [Repealed]
89-10-01-10	Projects Not Requiring a Permit
89-10-01-10.1	Boat Docks and Water Intakes
89-10-01-10.2	Boat Dock Registration
89-10-01-11	Structures
89-10-01-12	Public Recreational Use
89-10-01-13	Vehicular Access
89-10-01-14	Cancellation by the State Engineer
89-10-01-15	Termination by Applicant
89-10-01-16	Assignments
89-10-01-17	Inspections
89-10-01-18	Reclamation
89-10-01-19	Maintenance and Repair
89-10-01-20	Areas of Special Interest
89-10-01-21	Organized Group Activities
89-10-01-22	Pets
89-10-01-23	Camping
89-10-01-24	Hunting, Fishing, and Trapping
89-10-01-25	Unattended Watercraft
89-10-01-26	Removal of Public Property
89-10-01-27	Cultural or Historical Resources
89-10-01-28	Disposal of Waste
89-10-01-29	Glass Containers
89-10-01-30	Abandoned Property
89-10-01-31	Firearms
89-10-01-32	Tree Stands
89-10-01-33	Baiting
89-10-01-34	Dredging or Filling

**89-10-01-01. Authority.** These rules are adopted and promulgated by the state engineer under North Dakota Century Code chapter 61-33 to provide consistency in the administration and management of sovereign lands. These rules do not apply to the state of North Dakota's interests in oil, gas, and related hydrocarbons on sovereign lands.

**History:** Effective November 1, 1989; amended effective April 1, 2008; April 1, 2009; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-02. Prohibition on permanent relinquishment.** Sovereign lands may not be permanently relinquished, but must be held in perpetual trust for the benefit of the citizens of the state of North Dakota. All structures permitted or otherwise allowed for private use on sovereign lands are subordinate to public use and values.

**History:** Effective November 1, 1989; amended effective April 1, 2009; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-03. Definitions.** The following definitions apply to this article:

1. "Authorization" means a permit, easement, lease, or management agreement approved and granted by the state engineer after application; and the authority granted in sections 89-10-01-10 and 89-10-01-19.
2. "Boardwalk" means a walk constructed of planking.
3. "Domestic use" means the use of water as defined by subsection 4 of North Dakota Century Code section 61-04-01.1.
4. "Grantee" means the person, including that person's assigns, successors, and agents who has authorization.
5. "Livestock" means bison, cattle, horses, mules, goats, sheep, and swine.
6. "Navigable waters" means any waters that were in fact navigable at the time of statehood, that is, were used or were susceptible of being used in their ordinary condition as highways for commerce over which trade and travel were or may have been conducted in the customary modes of trade on water.
7. "Ordinary high watermark" means that line below which the action of the water is frequent enough either to prevent the growth of vegetation or to restrict its growth to predominantly wetland species. Islands

in navigable waters are considered to be below the ordinary high watermark in their entirety.

8. "Project" means any activity that occurs either partially or wholly on sovereign lands.
9. "Riparian owner" means a person who owns land adjacent to navigable waters or the person's authorized agent.
10. "Snagging and clearing" means the removal and disposal of fallen trees and associated debris encountered within and along the channel.
11. "Structure" means something that is formed from parts, including equipment, boat docks, boat ramps, and water intakes.
12. "Watercraft" means any device capable of being used as a means of transportation on waters.

**History:** Effective November 1, 1989; amended effective August 1, 1994; April 1, 2008; April 1, 2009; April 1, 2010; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-04. Authorization.** Each project requires an authorization from the state engineer before construction or operation, except as otherwise provided by these rules.

**History:** Effective November 1, 1989; amended effective August 1, 1994; April 1, 2008; April 1, 2009; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-05. Application for permit, easement, lease, or management agreement.** Applications for authorization must be on forms prescribed by the state engineer and contain the information required by the state engineer. Applications must be submitted to the North Dakota State Engineer, State Office Building, 900 East Boulevard, Bismarck, North Dakota 58505-0850.

**History:** Effective November 1, 1989; amended effective July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-06. Application review.** Upon receipt of a completed application, the state engineer must initiate a review as follows:

1. Comments must be requested from the following entities:
  - a. The state game and fish department;

- b. The state department of health;
  - c. The state historical society;
  - d. The state department of trust lands;
  - e. The state parks and recreation department;
  - f. The United States fish and wildlife service;
  - g. The park district and planning commission of any city or county where the proposed project will be located;
  - h. Any water resource district where the proposed project will be located; and
  - i. Other agencies, private entities, or landowner associations as appropriate or required by law.
2. Each entity must submit all comments in writing to the state engineer. The state engineer is not bound by any comment submitted. The state engineer must receive comments within thirty days of the date requests for comments were mailed.
  3. Upon completion of the review and any public meeting held under section 89-10-01-07, the state engineer may grant, deny, or condition the application.

**History:** Effective November 1, 1989; amended effective August 1, 1994; April 1, 2008; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-06.1. Record - Official notice.** Unless specifically excluded by the state engineer or the hearing officer, the record in each sovereign land permit application proceeding or adjudicative proceeding under North Dakota Century Code chapter 28-32 includes the following:

1. United States department of agriculture natural resources conservation service reports, including the North Dakota hydrology manual, North Dakota irrigation guide, and county soil survey reports.
2. United States geological survey and state water commission streamflow records.
3. National oceanic and atmospheric administration climatological data.
4. Topographic maps.

5. State engineer sovereign land permit files.
6. Information in state engineer and state water commission files, records, and other published reports.
7. North Dakota sovereign land management plan.
8. Ordinary high watermark delineation guidelines.
9. Aerial photos.

**History:** Effective July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-07. Public meeting.** An information-gathering public meeting may be held by the state engineer before final action on a project. The procedure for notice and meeting must be as follows:

1. The state engineer must publish a notice of meeting in the official newspaper for each county where the project is located. The notice must be published once each week for two consecutive weeks.
2. The meeting date must be at least twenty days after the date of last publication.
3. The meeting must be conducted by the state engineer and the meeting may be held in Bismarck.
4. The meeting is not an adjudicative proceeding hearing under North Dakota Century Code chapter 28-32.

**History:** Effective November 1, 1989; amended effective August 1, 1994; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-08. General permit standards.** The state engineer may approve, modify, or deny any permit application. In deciding what action to take on a permit application, the state engineer must consider the potential effects of the proposed project on the following:

1. Riparian owner's rights;
2. Recreation;
3. Navigation;
4. Aesthetics;

5. Environment;
6. Erosion;
7. Maintenance of existing water flows;
8. Fish and wildlife;
9. Water quality;
10. Cultural and historical resources; and
11. Alternative uses.

**History:** Effective November 1, 1989; amended effective April 1, 2008; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-09. Specific project requirements.** Repealed effective July 1, 2014.

**89-10-01-10. Projects not requiring a permit.** The following projects do not require a permit:

1. Boat docks, if all of the following conditions are satisfied:
  - a. They are constructed, operated, and maintained by the riparian owner for personal use;
  - b. The dock is used only for embarkation, debarkation, moorage of watercraft, water intakes, or recreation;
  - c. Only clean, nonpolluting materials are used;
  - d. The total length of the dock over the surface of the water does not exceed twenty-five feet [7.6 meters] on a river or fifty feet [15.24 meters] on a lake, and there is no unreasonable interference with navigation or access to an adjacent riparian owner's property;
  - e. The dock is connected to a point above the ordinary high watermark by a boardwalk that does not exceed twenty-five feet [7.6 meters] in length and is removed from below the ordinary high watermark each fall; and
  - f. Upon abandonment, the grantee restores the bank as closely as practicable to its original condition.
2. Water intakes if all of the following conditions are satisfied:

- a. They are constructed, operated, and maintained by the riparian owner for domestic use; and
  - b. The intake is removed from below the ordinary high watermark each fall.
3. Watercraft that are temporarily moored.
  4. Snagging and clearing, when performed by a federal or state entity or political subdivision.

**History:** Effective November 1, 1989; amended effective August 1, 1994; April 1, 2009; April 1, 2010; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-10.1. Boat docks and water intakes.** Boat docks and water intakes not meeting the criteria in section 89-10-01-10 require a permit from the state engineer. Any person who violates this section is guilty of a noncriminal offense and must pay a two hundred fifty dollar fee per day. The dock will be subject to removal at the dock owner's expense.

**History:** Effective April 1, 2009; amended effective April 1, 2010; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-10.2. Boat dock registration.** Boat docks that do not require a permit under this chapter and that are located on the Missouri River between the Oliver and Morton County line (river mile 1328.28) and Lake Oahe wildlife management area (river mile 1303.5) must be registered with the state engineer before placement of any such dock. The state engineer must provide registration forms. Any person who violates this section is guilty of a noncriminal offense and must pay a two hundred fifty dollar fee per occurrence. The dock will be subject to removal at the dock owner's expense.

**History:** Effective April 1, 2010; amended effective July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-11. Structures.** Except as otherwise provided in this chapter, the construction or moorage of a structure is prohibited on sovereign lands. If a structure is prohibited, the state engineer must:

1. Issue an order to the structure owner identifying the action required to modify or remove the structure and a date by which the ordered action must be taken. Unless an emergency exists, the date by which the ordered action must be taken must be at least twenty days after the order is issued.

2. If the ordered action is not taken by the date specified in the order, the state engineer may modify or remove the structure at the structure owner's expense.
3. The state engineer may commence a civil proceeding to enforce an order of the state engineer, or, if the state engineer modifies or removes the structure, the state engineer may assess the costs of such action against any property of the structure's owner or may commence a civil proceeding to recover the costs incurred in such action. If the state engineer chooses to recover costs by assessing the costs against property of the structure's owner and the property is insufficient to pay for the costs incurred, the state engineer may commence a civil proceeding to recover any costs not recovered through the assessment process. Any assessment levied under this section must be collected in the same manner as other real estate taxes are collected and paid.
4. A person who receives an order from the state engineer under this section may send a written request to the state engineer for a hearing. The state engineer must receive the request within ten days of the date the order issued. The request for a hearing must state with particularity the issues, facts, and points of law to be presented at the hearing. If the state engineer determines the issues, facts, and points of law to be presented are well-founded and not frivolous and the request for a hearing was not made merely to interpose delay, the state engineer must set a hearing date without undue delay.
5. Any person aggrieved by the action of the state engineer may appeal the decision to the district court of the county where the sovereign lands at issue are located under North Dakota Century Code chapter 28-32. A request for a hearing as provided in subsection 4 is a prerequisite to any appeal to the district court.

**History:** Effective November 1, 1989; amended effective August 1, 1994; April 1, 2008; April 1, 2009; April 1, 2010; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-03-21.3, 61-03-22, 61-33

**89-10-01-12. Public recreational use.** The public may use sovereign lands for recreational purposes except as otherwise provided by these rules or by signage posted by the state engineer.

**History:** Effective November 1, 1989; amended effective April 1, 2008; April 1, 2009.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-13. Vehicular access.** The use of motorized vehicles on sovereign lands is prohibited, except:

1. When on government-established trails that have been permitted by the state engineer;
2. When on sovereign lands immediately adjacent to the Kimball Bottoms off-road riding area located in the south half of sections 23 and 24 and the north half of sections 25 and 26, all in township 137 north, range 80 west, Burleigh County;
3. When on state-designated off-road use areas, provided the area is managed and supervised by a government entity, the government entity has developed a management plan for the off-road area that has been submitted to the state engineer, and the managing government entity has obtained a sovereign lands permit for off-road use in the designated area;
4. To cross a stream by use of a ford, bridge, culvert, or similar structure provided the crossing is in the most direct manner possible;
5. To launch or load watercraft in the most direct manner possible;
6. To access and operate on the frozen surfaces of any navigable water, provided the crossing of sovereign lands is in the most direct manner possible;
7. To access private land that has no other reasonable access point, provided that access across sovereign lands is in the most direct manner possible;
8. By disabled people who possess a mobility-impaired parking permit under North Dakota Century Code section 39-01-15 or shoot from a stationary motor vehicle permit under subsection 10 of North Dakota Century Code section 20.1-02-05;
9. When operation is necessary as part of a permitted activity or project;
10. By the riparian owner on sovereign lands that are adjacent to the riparian owner's property when moving or tending to livestock; installing or maintaining a livestock fence; installing, maintaining, or moving an authorized agricultural irrigation structure; or when engaged in other ordinary agricultural practices, provided the listed activities do not negatively affect public use or values; or
11. When being used by government personnel in the performance of their duties.

Any person who violates this section is guilty of a noncriminal offense and must pay a one hundred dollar fee per occurrence.

**History:** Effective November 1, 1989; amended effective August 1, 1994; April 1, 2008; April 1, 2009; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-14. Cancellation by the state engineer.** The state engineer may cancel any authorization granted under these rules. Cancellation does not release the grantee from any liability. If an applicant is named in an active enforcement action ordered by the state engineer, the state engineer may hold any application submitted by the applicant in abeyance until the order has been satisfied.

**History:** Effective November 1, 1989; amended effective August 1, 1994; April 1, 2008; April 1, 2009; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-15. Termination by applicant.** The grantee may terminate any authorization by notifying the state engineer in writing, paying all fees or other money owed to the state, and reclaiming the site under section 89-10-01-18.

**History:** Effective November 1, 1989; amended effective July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-16. Assignments.** Any authorization granted under these regulations may only be assigned with the written consent of the state engineer.

**History:** Effective November 1, 1989; amended effective July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-17. Inspections.** The state engineer may inspect all projects on sovereign lands and enter upon a grantee's land during normal working hours to carry out the inspection.

**History:** Effective November 1, 1989; amended effective August 1, 1994; April 1, 2009.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-18. Reclamation.** After cancellation, termination, abandonment, or expiration of an authorization, grantee must reclaim the project location within one hundred twenty days. If the permit is for mining, reclamation must be within sixty days after the lease expires or the mining is complete. Upon written request, the state engineer may extend the time period if good cause is shown. If grantee fails to reclaim the site to the specifications in the authorization within the required

timeframe, the state engineer may enter and restore the project location. The grantee is liable for all reclamation costs.

**History:** Effective November 1, 1989; amended effective July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-19. Maintenance and repair.** Maintenance or repair of authorized projects does not require additional authorization provided the work is in conformance with the original authorization, standards, and specifications provided in this article and the work does not alter the use or size of the project.

**History:** Effective November 1, 1989; amended effective August 1, 1994; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-20. Areas of special interest.** The state engineer may enter agreements for management of areas of high public value. Examples include parks, beaches, public access points, nondevelopment areas, and wildlife management areas.

**History:** Effective November 1, 1989; amended effective July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-21. Organized group activities.** Organized group activities that are publicly advertised or are attended by more than twenty-five people are prohibited on sovereign lands without a permit. Any person who violates this section is guilty of a noncriminal offense and must pay a two hundred fifty dollar fee per occurrence.

**History:** Effective April 1, 2008; amended effective April 1, 2009; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-22. Pets.** Pets are not allowed to run unattended on sovereign lands. Any person who violates this section is guilty of a noncriminal offense and must pay a fifty dollar fee per occurrence.

**History:** Effective April 1, 2008; amended effective April 1, 2009; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-23. Camping.** Camping for longer than ten consecutive days within a thirty-day period in the same vicinity or leaving a campsite unattended for more than twenty-four hours is prohibited on sovereign lands. Any person who

violates this section is guilty of a noncriminal offense and must pay a one hundred dollar fee per occurrence.

**History:** Effective April 1, 2008; amended effective April 1, 2009; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-24. Hunting, fishing, and trapping.** All sovereign lands are open for public hunting, fishing, and trapping, except as provided in other rules, regulations, or laws or as posted at public entry points. Posting sovereign lands with signage by anyone other than the state engineer is prohibited without a sovereign lands permit. Any person who violates this section is guilty of a noncriminal offense and must pay a one hundred dollar fee per occurrence.

**History:** Effective April 1, 2008; amended effective April 1, 2009; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-25. Unattended watercraft.** Watercraft may not be left unattended on or moored to sovereign lands for more than twenty-four hours except:

1. When moored to authorized docks; or
2. When moored to private property above the ordinary high watermark with a restraint that does not cause unreasonable interference with navigation or the public's use of land below the ordinary high watermark.

Any person who violates this section is guilty of a noncriminal offense and must pay a fifty dollar fee per day.

**History:** Effective April 1, 2008; amended effective April 1, 2009; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-26. Removal of public property.** Public property, including trees, shrubs, vines, plants, soil, gravel, fill, rocks, fossils, sod, firewood, posts, or poles, may not be removed from sovereign lands without a permit. Firewood may be removed under certain stated conditions from designated firewood cutting plots. Commercial cutting of firewood is prohibited on sovereign lands. Gathering of downed wood for campfires is allowed. A riparian owner may hay or graze sovereign lands adjacent to the riparian owner's property, unless prohibited in writing by the state engineer. Berries and fruit may be picked for noncommercial use, unless prohibited by posted notice. Property may not be destroyed or

defaced. Any person who violates this section is guilty of a noncriminal offense and must pay a two hundred fifty dollar fee per occurrence.

**History:** Effective April 1, 2008; amended effective April 1, 2009; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-27. Cultural or historical resources.** Artifacts or any other cultural or historical resources found on sovereign lands may not be disturbed or destroyed without formal written approval from the state historical society and a permit from the state engineer.

**History:** Effective April 1, 2008; amended effective April 1, 2009; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-28. Disposal of waste.** The disposal of refuse, rubbish, bottles, cans, or other waste materials is prohibited on sovereign lands except in garbage containers where provided. Holding tanks of campers or watercraft may not be dumped on sovereign lands. Any person who violates this section is guilty of a noncriminal offense and must pay a two hundred fifty dollar fee per occurrence.

**History:** Effective April 1, 2008; amended effective April 1, 2009; July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-29. Glass containers.** Glass containers are prohibited on sovereign lands. Any person who violates this section is guilty of a noncriminal offense and must pay a one hundred dollar fee per occurrence.

**History:** Effective April 1, 2009; amended effective July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-30. Abandoned property.** Abandonment of vehicles or other personal property is prohibited on sovereign lands.

**History:** Effective April 1, 2009.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-31. Firearms.** Use of firearms on sovereign lands is allowed except in a reckless and indiscriminate manner or as otherwise posted at public entry points. Any person who violates this section is guilty of a noncriminal offense and must pay a one hundred dollar fee per occurrence.

**History:** Effective April 1, 2009; amended effective July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-32. Tree stands.** Construction of a permanent tree stand or permanent steps to a tree stand is prohibited on sovereign lands. Portable tree stands, portable steps, screw-in steps, and natural tree stands may be used. Portable tree stands and portable steps are defined as those that are held to the tree with ropes, straps, cables, chains, or bars. Screw-in steps are those that are screwed into the tree by hand without the aid of tools. Ladder-type stands that lean against the tree are portable stands. Natural stands are those crotches, trunks, down trees, etc., where no platform is used. Tree stands do not preempt hunting rights of others in the vicinity of the tree stand. Tree stands and steps may not be put up before August twentieth and must be removed within three days of the close of the archery deer season. Stands and steps not removed within three days of the close of the archery deer season are considered abandoned property and are subject to removal and confiscation by the state engineer. Any person who violates this section is guilty of a noncriminal offense and must pay a one hundred dollar fee per tree stand.

**History:** Effective April 1, 2009; amended effective July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-33. Baiting.** Except as otherwise provided in this chapter, placing or using bait to attract, lure, feed, or habituate wildlife to a bait location for any purpose is prohibited on sovereign lands. Bait includes grains, minerals, salt, fruits, vegetables, hay, or any other natural or manufactured feeds. Bait does not include the use of lures, scents, or liquid attractants for hunting or management activities conducted by the state engineer. Bait may be used to lure and take furbearers when engaged in lawful trapping activities. Any person who violates this section is guilty of a noncriminal offense and must pay a one hundred dollar fee per occurrence.

**History:** Effective April 1, 2009; amended effective July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-33

**89-10-01-34. Dredging or filling.** Unless permitted by the state engineer, dredging or filling on sovereign lands is prohibited. If prohibited dredging or filling occurs, the state engineer must:

1. Issue an order to the violator identifying the action required to restore the sovereign lands and a date by which the ordered action must be taken. Unless an emergency exists, the date by which the ordered action must be taken must be at least twenty days after the order is issued.
2. If the ordered action is not taken by the date specified in the order, the state engineer may take any action to restore the sovereign lands at the violator's expense.
3. The state engineer may commence a civil proceeding to enforce an order of the state engineer, or, if the state engineer takes action to restore sovereign lands, the state engineer may assess the costs of

such action against the riparian owner's property where the dredging or filling occurred or may commence a civil proceeding to recover the costs incurred in such action. If the state engineer chooses to recover costs by assessing the costs against the riparian owner's property where the dredging or filling occurred and the property is insufficient to pay for the costs incurred, or if the riparian owner was not the party responsible for the dredging or filling, the state engineer may commence a civil proceeding to recover any costs not recovered through the assessment process. Any assessment levied under this section must be collected in the same manner as other real estate taxes are collected and paid.

4. A person who receives an order from the state engineer under this section may send a written request to the state engineer for a hearing. The state engineer must receive the request within ten days of the date the order is issued. The request for a hearing must state with particularity the issues, facts, and points of law to be presented at the hearing. If the state engineer determines the issues, facts, and points of law to be presented are well-founded and not frivolous and the request for a hearing was not made merely to interpose delay, the state engineer must set a hearing date without undue delay.
5. Any person aggrieved by the action of the state engineer may appeal the decision to the district court of the county where the sovereign lands at issue are located under North Dakota Century Code chapter 28-32. A request for a hearing as provided in subsection 4 is a prerequisite to any appeal to the district court.

**History:** Effective April 1, 2010; amended effective July 1, 2014.

**General Authority:** NDCC 28-32-02, 61-03-13

**Law Implemented:** NDCC 61-03-21.3, 61-03-22, 61-33

1269  
1/30/15

#2

**TESTIMONY ON HOUSE BILL NO. 1269**

**House Energy and Natural Resources Committee**

**John Paczkowski, Chief – Regulatory Section  
Office of the State Engineer**

**January 30, 2015**

Mr. Chairman and members of the Energy and Natural Resources Committee, my name is John Paczkowski. I am the Chief of the Regulatory Section for the Office of the State Engineer. On behalf of the State Engineer, Todd Sando, I am here in opposition of House Bill No. 1269, which seeks to require the state water commission to adopt rules listing the state's navigable waterbodies and to restrict the water commission from enforcing laws against "...existing or historically used noncommercial dock[s] or structure[s]..." unless they are located on a "navigable water listed by the commission in rule."

First of all, it must be noted that the state engineer, not the state water commission, is the agency responsible for the administration of the state's sovereign lands.

That being said, what is the definition of navigable waters? Navigable waters means "any waters that were in fact navigable at the time of statehood, that is, were used or were susceptible of being used in their ordinary condition as highways of commerce over which trade and travel were or may have been conducted in the customary modes of trade on water." This test comes from the U.S. Supreme Court, and was most recently affirmed in 2012 (*PPL Montana, LLC v. Montana*). Additionally, with the EPA and Corps' recent rulemaking efforts this past year to define "waters of the US" (WOTUS), there has been substantial confusion between the term "navigable waters" as it is used in the WOTUS efforts and "navigable waters" as it is used in the realm of sovereign lands. The state makes determinations of navigability for the purposes of title under the Equal Footing Doctrine, while the federal government makes navigability determinations for the purposes of regulatory authority. While water bodies that are navigable for sovereign lands purposes are a subset of WOTUS waters, the opposite is not true. So, the potential expansion of "navigable waters" due to the federal rulemaking does not expand the area that the state claims as sovereign land.

Returning to the proposed statute, several items should be noted. First, not all waterbodies have been researched in the depth necessary to determine navigability. Because the test requires examining the waterbody's characteristics at statehood, the effort is labor intensive. Much like researching ancestral history, it can involve long hours of visiting county recorders offices and courthouses to review historical records. Due to the time and costs involved, the state engineer's office conducts research on waterbodies as various issues arise. Typically this happens when a citizen calls to inquire about permitting requirements or when oil exploration commences in an area.

Second, a partial list of navigable waterbodies was previously in the administrative code and was removed this past summer. The reason for the list's removal was because it was confusing to citizens who didn't understand that the list was not exhaustive. By policy, the state engineer's office still maintains and works on a list of waterbodies that have been determined navigable by courts, as well as waterbodies that the state engineer has researched and claims as navigable but have not been adjudicated. A list is also kept of those waterbodies that have been researched but no evidence of navigability has been found.

Third, the fiscal note we submitted covers the cost of addressing the list in its current form in administrative code. However, for the state engineer's office develop an exhaustive list of navigable waterbodies, the fiscal note would need to be amended. Though we are unsure the total number of waterbodies that would need to be researched, this work would need to be completed by consultants because the state engineer's office only has one FTE dedicated to sovereign lands work, which includes numerous other responsibilities besides making determinations of navigability (permitting, enforcement, education and outreach, preparation for litigation in enforcement actions, working with Department of Trust Lands on mineral ownership issues, etc.).

Regarding the portion of this bill that allows for the enforcement of law only on waterbodies found on the list developed by rule, existing law N.D.C.C. ch. 61-33 gives the state engineer administration over ALL sovereign lands of the state, not just those listed in a rule. Failing to enforce sovereign lands-related laws simply because a waterbody has not gone through the administrative rules process necessary to modify the list, something that takes 6 to 9 months to complete, is unacceptable.

It should be noted that the office of the state engineer has addressed issues with docks on navigable waterbodies, but has not had to issue any fines.

Below are two examples where the state engineer has ordered the removal of several structures placed on sovereign lands without a permit. It should be noted that in neither situation was a fine issued to the individual in violation. Instead, the individuals were contacted, the violation explained, and a plan of action necessary to correct the violation was agreed upon by the parties involved. One example of this is when a person from out-of-state decided to set up a permanent campground on a sandbar along the Missouri River south of Bismarck consisting of several tents and a bathroom made of sticks and logs. Another example is when a landowner adjacent to the Missouri River in Bismarck built a gazebo on a sandbar next to their property without a permit. My intent in giving you these examples is to show that although the state engineer has the ability to impose fines in these types of cases, it is rarely used.

Lastly, if an individual wishes to place a dock or other structure below the ordinary high water mark on a navigable waterbody, they need to complete an application form, which can be obtained either by calling the office of the state engineer

or by printing the form off of the state water commission's website. Once completed the application packet is sent to the state engineer's office where it will be reviewed for completeness, entered into our database, and then sent out to members of the sovereign lands advisory board for a 30-day comment period. After the comment period has expired the application and comments will be further reviewed and a recommendation memo drafted to the state engineer to aid in making a decision regarding the permit application.

Thank you for the opportunity to comment on this matter. I will be happy to answer any questions you might have.