Wet Growth: Should Water Law Control Land Use?

Edited by

Craig Anthony (Tony) Arnold
Donley & Marjorie Bollinger Chair in Real Estate,
Land Use & Environmental Law
Chapman University School of Law
Orange, California

Environmental Law Institute Washington, D.C.

ELI publishes books that contribute to education of the profession and disseminate diverse points of view and opinion to stimulate a robust and creative exchange of ideas. These publications, which express opinions of the authors and not necessarily those of the Institute, its Board of Directors, or funding organizations, exemplify ELI's commitment to dialogue with all sectors. ELI welcomes suggestions for book topics and encourages the submission of draft manuscripts and book proposals.

Copyright © 2005 **Environmental Law Institute** 2000 L Street NW, Washington DC 20036

Published February 2005.

Printed in the United States of America ISBN 1-58576-089-7

Organizations and Sponsors Responsible for the Wet Growth Conference and Book

Organizers

- Center for Land Resources, Chapman University School of Law
- Environmental Law Institute

Silver Level Sponsors

- Jackson, DeMarco & Peckenpaugh
- Latham & Watkins
- Rutan & Tucker
- Unocal Corporation

Bronze Level Sponsors

- American Planning Association and its Planning and Law Division
- American Rivers
- California Association of Environmental Professionals, Orange County Chapter
- Chapman University Student Bar Association and Land Resources Society
- The Mono Lake Committee
- National Association of Environmental Law Societies
- The Surfrider Foundation

Wet Growth: Should Water Law Control Land Use?

Table of Contents

Biographical Information vii
Preface and Acknowledgments xiii
Chapter 1 Introduction: Integrating Water Controls and Land Use Controls: New Ideas and Old Obstacles
Chapter 2 We Are All Water Lawyers Now: Water Law's Potential But Limited Impact on Urban Growth Management
Chapter 3 Water Management and Land Use Planning: Is It Time for Closer Coordination?
Chapter 4 Dusting Off the Blueprint for a Dryland Democracy: Incorporating Watershed Integrity and Water Availability Into Land Use Decisions
Chapter 5 Environmental Justice in a Dryland Democracy: A Comment on Water Basin Institutions

Chapter 6 The Law at the Water's Edge: Limits to "Ownership" of Aquatic Ecosytems
Chapter 7 Crossing Boundaries: Commentary on "The Law at the Water's Edge"
Chapter 8 Private Rights in a Connected Land
Chapter 9 Balancing Water Values and Human Needs in an Enlightened Land Use Planning Regime
Chapter 10 Polycentric Wet Growth: Policy Diversity and Local Land Use Regulation in Integrating Land and Water
Appendices
Water Quality and Land Use
Comments: Connecting Water and Land—The Challenge of Implementation
Municipal NPDES Permits, Standard Urban Stormwater Mitigation Plans, and Land Use
Odd Man Out: California's Increasing Reliance on Agricultural Water Supplies for Municipal and Environmental Uses
Partial Bibliography of Law Journal Articles Addressing the Integration of Land and Water Resources

Biographical Information

Editor & Scholar-Author

Craig Anthony (Tony) Arnold is the Donley & Marjorie Bollinger Chair in Real Estate, Land Use, and Environmental Law, Professor of Law, and Director of the Center for Land Resources at Chapman University School of Law. He is coeditor of *Beyond Litigation: Case Studies in Water Rights Disputes*, and the author of a dozen law review articles on the environmental regulation of land use, water, and property. Professor Arnold served as a City Attorney in Texas and is a former Chairman of the Anaheim (California) Planning Commission.

Scholar-Authors

Robert W. Adler is the James I. Farr Professor of Law at the S.J. Quinney College of Law, University of Utah, where he is affiliated with the Wallace Stegner Center for Land, Resources, and the Environment. His scholarship includes *The Clean Water Act: Twenty Years Later* and *Toward Comprehensive Watershed-Based Restoration and Protection for Great Salt Lake*. Professor Adler was honored in 2002 with the Pfeifferhorn Conservation Leadership Award, given annually by a coalition of state environmental organizations, in recognition of his efforts to preserve Utah's natural resources.

J. David Breemer is a Staff Attorney at the Pacific Legal Foundation and is a graduate of the William S. Richardson School of Law, the University of Hawaii.

David Callies is the Benjamin A. Kudo Professor of Law at the William S. Richardson School of Law, the University of Hawaii. He has authored or coauthored *The Quiet Revolution in Land Use Control; The Taking Issue; Taking Land: Compulsory Purchase and Regulation in Asia-Pacific Countries; and Preserving Paradise: Why Regulation Won't Work.* Professor Callies is a past Chairman of the American Bar Association's Section on State and Local Government Law, and was

elected to the College of Fellows of the American Institute of Certified Planners of the American Planning Association.

Calvert Chipchase is a law clerk to the Hon. Alan C. Kay, Senior District Court Judge, U.S. District Court for the District of Hawaii. He is a *summa cum laude* graduate of the William S. Richardson School of Law, the University of Hawaii, and the author or coauthor of five law review articles on the constitutional issues in land use and environmental regulation.

Holly Doremus is Professor of Law at the University of California at Davis School of Law. She is coauthor of *Environmental Policy Law*, as well as numerous articles on environmental law, biodiversity, and the Endangered Species Act. Professor Doremus was a U.C. Davis Chancellor's Fellow and is part of an interdisciplinary team that received a Graduate Education and Research Traineeship Grant from the National Science Foundation on biological invasions.

Eric T. Freyfogle is the Max L. Rowe Professor of Law at the University of Illinois College of Law. He is the author of *The Land We Share:* Private Property and the Common Good; Justice and the Earth; Bounded People, Boundless Lands; For the Health of the Land; Wildlife Law; and The New Agrarianism: Land, Culture, and the Community of Life. Long active in various conservation causes, Professor Freyfogle is currently a Director of Prairie Rivers Network, and a member of the Illinois Environmental Council.

Eileen Gauna is Professor of Law at Southwestern University School of Law. She is coauthor of *Environmental Justice: Law, Policy & Regulation*, and author of many articles on environmental justice. Professor Gauna has served as a member of the Executive Committee of the Association of American Law Schools Environmental Law Section and is on the executive council of the U.S. Environmental Protection Agency's (EPA's) National Environmental Justice Advisory Council. She was on EPA's Title VI Implementation Advisory Subcommittee.

Janet C. Neuman is Professor of Law at Northwestern School of Law of Lewis & Clark College, where she is Co-Director of the Northwest Water Law and Policy Project. She is completing work on a state water rights treatise and has published water law articles on topics ranging from mediation of complex water disputes to "drought-proofing" water

law. Professor Neuman previously served as the Director of the Oregon Division of State Lands, is President of the Oregon Water Trust, and was appointed by President William J. Clinton to the Western Water Policy Review Advisory Commission.

A. Dan Tarlock is Distinguished Professor of Law and Director of the Program in Environmental and Energy Law at Chicago-Kent College of Law, Illinois Institute of Technology. He has published a treatise, *Law of Water Rights and Resources*, and is a coauthor of four casebooks, *Water Resource Management; Environmental Law; Land Use Controls*; and *Environmental Protection: Law and Policy*. From 1989 to 1992, Professor Tarlock was the Chair of a National Academy of Sciences/National Research Council committee to study water management in the western United States.

Barton H. Thompson Jr. is the Robert E. Paradise Professor of Natural Resources Law and Vice Dean at Stanford Law School. He is the coauthor of *Environmental Law & Policy: Concepts and Insights*, and *Legal Control of Water Resources*. Professor Thompson serves as Co-Director of the Stanford Institute for the Environment, Chair of the Board of Directors of the Natural Heritage Institute, and a member of EPA's Committee on Valuing the Protection of Ecological Systems and Services.

Panelists: Water Supply and Land Use

Joel Kuperberg, Esq., is a partner in the Public Law Section of Rutan & Tucker in Orange County, California. His practice encompasses the full spectrum of legal matters that arise in transactional and litigation settings, both in the representation of local government entities and in the representation of individuals and private entities in their relation with federal, state, and local government agencies, including issues related to land use regulation and planning, water and resource law, and environmental law. Mr. Kuperberg holds public office as the City Attorney for Irvine and La Palma, California, and as General Counsel for the Serrano Water District. He also was recently appointed General Counsel by the Orange County Water District.

Lora A. Lucero, AICP, Esq., is a planner and land use attorney from Albuquerque, New Mexico. Most recently she was Editor of *Land Use*

Law & Zoning Digest, a monthly legal publication of the American Planning Association. Ms. Lucero is a frequent commentator on emerging trends in land use planning and law and the author or coauthor of several articles, including "Connecting Land, Water, and Growth," 54 Land Use Law & Zoning Digest 2 (2002), with Prof. Dan Tarlock.

R. Clark Morrison, Esq., is a partner with Morrison & Foerster and practices in the firm's Walnut Creek and Sacramento (California) offices. His practice includes land use planning and development, water rights, wetlands and endangered species regulation, and environmental impact assessment law. Mr. Morrison's clients include a number of public agencies, environmental organizations, and the developers of California's largest master planned development projects. He currently serves on the advisory board of the *California Land Use Law & Policy Reporter*.

Frances Spivy-Weber is the Executive Director for Policy at the Mono Lake Committee, which is an organization devoted not only to the protection and restoration of Mono Lake but also to leadership on water policy in California. Ms. Spivy-Weber is or has been a member of the Governor's Advisory Drought Planning Panel, the Los Angeles Conservation Council, the Steering Committee of the California Urban Water Conservation Council, and the Board of Directors of the Water Education Foundation. She is Co-Chair of the Water Use Efficiency Subcommittee of the historic CALFED process, a multistakeholder planning process for California's Bay-Delta System.

Michele A. Staples, Esq., is a shareholder in the law firm of Jackson, DeMarco & Peckenpaugh in Irvine, California. Ms. Staples concentrates her practice in advising and representing landowners, agricultural businesses, developers, and private and public water suppliers in the areas of water rights, water supply, endangered species, California Environmental Quality Act, and land use planning, feasibility, and entitlements before courts, public agency boards, city councils, and boards of supervisors. She is on the editorial board of the *California Water Law & Policy Reporter*, and is affiliated with the Western Council of Arid States, the Riverside County Farm Bureau, and the Environmental Law Section of the Orange County Bar Association.

Alene M. Taber is an associate at Jackson, DeMarco & Peckenpaugh. She concentrates her practice in environmental law, land use, and wa-

ter rights. She is a former Senior Manager with the South Coast Air Quality Management District and land use planner for the Southern California Association of Governments and city of Carson. She has also taught land use planning classes at the University of California, Irvine.

Panelists: Water Quality and Land Use

Christopher J. Evans, Esq., is the Executive Director of the Surfrider Foundation. Surfrider Foundation is a U.S.-based international grassroots nonprofit environmental organization with 60 U.S. chapters and affiliates in Australia, Brazil, Europe, and Japan. Before coming to Surfrider, Mr. Evans spent 15 years as a prosecutor in the Orange County California District Attorney's Office.

Susan K. Hori, Esq., is a partner with the law firm of Manatt Phelps & Phillips L.L.P. in Costa Mesa, California, where she specializes in the areas of land use and environmental law. The majority of her practice involves the processing of entitlements for real estate development projects and the resolution of environmental issues affecting real property. Ms. Hori was a Contributing Editor to the CEB Land Use and Environmental Forum, and is an advisor to the State Bar Environmental Law Section Executive Committee and a member of its Legislation Committee. She teaches as an adjunct professor at Chapman University School of Law.

Richard Montevideo, Esq., is a partner with the Orange County, California, law firm of Rutan & Tucker and chairs the firm's Environmental Law Practice Group. His practice emphasizes stormwater runoff and national pollutant discharge elimination system (NPDES) issues and litigation under the Clean Water Act (CWA), Superfund, and cost-recovery litigation under the Comprehensive Environmental Response, Compensation, and Liability Act, the Resource Conservation and Recovery Act, the California Hazardous Substance Account Act, the Polanco Act, and related provisions and common-law theories of recovery, as well as environmental regulatory compliance matters and environmental issues in real estate transactions and eminent domain. Mr. Montevideo chairs the Environmental Law Section of the Orange County Bar Association and is an adjunct professor at Chapman University School of Law.

Paul N. Singarella, Esq., is a partner in the Orange County office of Latham & Watkins, where he practices primarily in environmental law. Mr. Singarella has a multifaceted environmental and water resources practice, including expertise in soil, water, and air quality regulation and litigation. His litigation practice has included complex state and federal Superfund actions. His compliance practice has included Emergency Planning and Community Right-To-Know Act reporting requirements, underground storage tank regulation, and NPDES permitting issues, and he has provided water law advice in a variety of contexts, including filing applications to appropriate with the State Water Board. Mr. Singarella is a registered Professional Engineer with over six years of experience as an environmental consultant.

Jill A. Tracy, Esq., is an attorney with Unocal Corporation, working in Unocal's Brea, California office. She is a specialist on the CWA.