REME COURT. U.S

No. 10, Original

FILED JUN 2 7 1956

Office - Supreme Court, U. S

STATES

SUPREME COURT OF THE UNITED 196 ROLD B. WILLEY, Clerk

OCTOBER TERM, 1956

STATE OF ARIZONA.

Complainant,

STATE OF CALIFORNIA, PALO VERDE IRRIGATION DISTRICT, IMPERIAL IRRIGATION DISTRICT, COACHELLA VALLEY COUNTY WATER DISTRICT, METROPOLITAN WATER DISTRICT OF SOUTHERN CALIFORNIA, CITY OF LOS ANGELES, CALIFORNIA, CITY OF SAN DIEGO, CALIFORNIA AND COUNTY OF SAN DIEGO, CALIFORNIA,

UNITED STATES OF AMERICA.

Defendants. Intervener

MOTION FOR LEAVE TO FILE REPRESENTATION OF INTEREST AND REPRESENTATION OF INTEREST BY THE COLORADO RIVER INDIAN TRIBES OF THE COLORADO RIVER INDIAN RESERVATION, ARIZONA AND CALIFORNIA; GILA RIVER PIMAMARICOPA INDIAN COMMUNITY, ARIZONA; HUALAPAI INDIAN TRIBE OF THE HUALAPAI RESERVATION, ARIZONA; NAVAJO TRIBE OF INDIANS OF THE NAVAJO RESERVATION, ARIZONA AND NEW MEXICO; SALT RIVER PIMA-MARICOPA INDIAN COMMUNITY OF THE SALT RIVER RESERVATION, ARIZONA; THE SAN CARLOS APACHE TRIBE, ARIZONA AND THE FORT MCDOWELL MOHAVE-APACHE INDIAN COMMUNITY OF THE FORT MCDOWELL RESERVATION, ARIZONA.

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Of Counsel:

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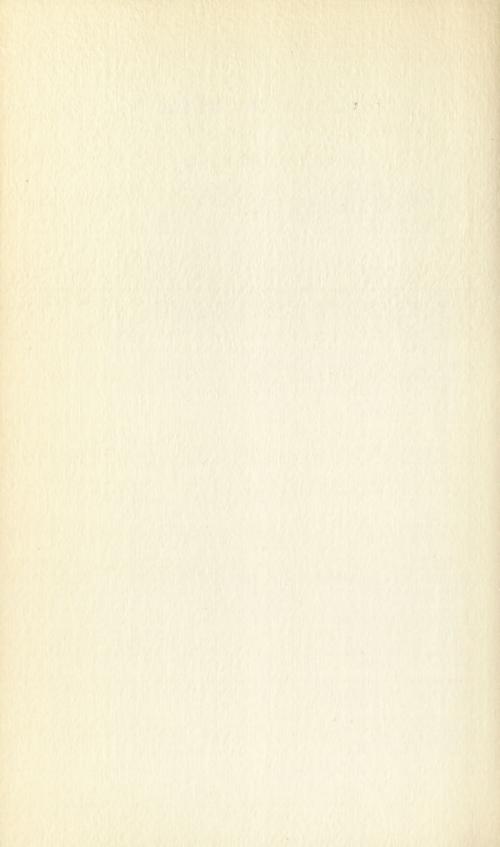
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of the Fort McDowell Reservation, Arizona.



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SUPREME COURT OF THE UNITED STATES OCTOBER TERM, 1956

STATE OF ARIZONA,

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STATE OF CALIFORNIA, PALO VERDE IRRIGATION DISTRICT, IMPERIAL IRRIGATION DISTRICT, COACHELLA VALLEY COUNTY WATER DISTRICT, METROPOLITAN WATER DISTRICT OF SOUTHERN CALIFORNIA, CITY OF LOS ANGELES, CALIFORNIA, CITY OF SAN DIEGO, CALIFORNIA AND COUNTY OF SAN DIEGO, CALIFORNIA,

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The petitioners herein move for leave to file the accompanying representation of interest. In support of this motion petitioners show as follows:

- 1. The petitioners are American Indian Tribes with a total population of about 85,000, each with a tribal organization recognized by the Secretary of the Interior as authorized to represent its Tribe.
- 2. Each of the Tribes resides within the lower Colorado River Basin and is the beneficial owner of lands and the

right to the use of water within the basin. The right to their respective shares of these waters is vital to the continued existence of the members of the Tribes and to the future development of a stable economy on their reservations.

- 3. This case presents for adjudication the relative rights of the parties-litigant and of petitioners and other Indian wards of the United States to divert waters from the lower Colorado River Basin.
- 4. Justice and fair play require that a determination be made as to whether the Attorney General of the United States is representing conflicting interests in this case, and if so, whether the interests of petitioners are adequately and properly represented.
- 5. There is doubt as to whether petitioners may file as amicus curiae since they are real parties in interest as beneficial owners of an undetermined portion of the water rights at stake.
- 6. There is doubt as to whether petitioners may intervene as separate parties since their interests are committed to adjudication by the intervention of the United States and in any event petitioners are without available funds or means for preparing and participating in this case.
- 7. Under Rule 9 of this Court, the Federal Rules of Civil Procedure are applicable as a guide in original actions. The procedure here followed by petitioners would be the

procedure utilized to apprise a district court of a comparable situation.

Respectfully submitted,

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Arizona.



Draft June 20, 1956

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SUPREME COURT OF THE UNITED STATES OCTOBER TERM, 1956

STATE OF ARIZONA.

Complainant,

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STATE OF CALIFORNIA, PALO VERDE IRRIGATION DISTRICT, IMPERIAL IRRIGATION DISTRICT, COACHELLA VALLEY COUNTY WATER DISTRICT, METROPOLITAN WATER DISTRICT OF SOUTHERN CALIFORNIA, CITY OF LOS ANGELES, CALIFORNIA, CITY OF SAN DIEGO, CALIFORNIA AND COUNTY OF SAN DIEGO, CALIFORNIA,

Defendants,

UNITED STATES OF AMERICA,

Intervener

REPRESENTATION OF INTEREST BY THE COLORADO RIVER INDIAN TRIBES OF THE COLORADO RIVER INDIAN RESERVATION, ARIZONA AND CALIFORNIA; GILA RIVER PIMAMARICOPA INDIAN COMMUNITY, ARIZONA; HUALAPAI INDIAN TRIBE OF THE HUALAPAI RESERVATION, ARIZONA; NAVAJO TRIBE OF INDIANS OF THE NAVAJO RESERVATION, ARIZONA AND NEW MEXICO; SALT RIVER PIMA-MARICOPA INDIAN COMMUNITY OF THE SALT RIVER RESERVATION, ARIZONA; THE SAN CARLOS APACHE TRIBE, ARIZONA AND THE FORT MCDOWELL MOHAVE-APACHE INDIAN COMMUNITY OF THE FORT MCDOWELL RESERVATION, ARIZONA.

- 1. The petitioners are American Indian Tribes with a total population of about 85,000, each with a tribal organization recognized by the Secretary of the Interior as authorized to represent its Tribe.
- 2. Each of the Tribes resides within the lower Colorado River Basin and is the beneficial owner of lands and the right to the use of water within the basin. The right to their respective shares of these waters is vital to the continued existence of the members of the Tribes and to the future development of a stable economy on their reservations.
 - 3. This case presents for adjudication the relative rights

of the parties-litigant and of petitioners and other Indian wards of the United States to divert waters from the lower Colorado River Basin. The Indian rights in the water stem from treaties with Indian tribes, executive action, the creation of Indian reservations and various Acts of Congress. Winters v. United States, 207 U. S. 564, 576-577; United States v. Walker River Irr. Dist., 104 F. 2d 334, 336 (C.A. 9, 1939); Cohen, Felix S., Handbook of Federal Indian Law, pp. 316-319 (1945).

- 4. The United States has intervened in this case and has placed the rights of petitioners in issue. As a result petitioners are precluded from asserting their rights in their own names and on their own behalf. They have no control over the course of the suit, no voice in its direction and no right or opportunity to participate in the formation or trial of the issues. The United States controls their interests in issue. It can waive or compromise their rights, fail to prosecute them in full or in part, allow them to go by default, or fail to assert essential contentions. Heckman v. United States, 224 U. S. 413, 445-446; Pueblo of Picuris in State of New Mexico v. Abeyta, 50 F. 2d 12, 13-14 (C.A. 10, 1931).
- 5. The petitioners present to the Court the question of whether their interests can be properly or adequately represented by the Attorney General of the United States if the interests of the United States, as a sovereign proprietor and contractor are in direct conflict with the interests of the petitioners. Thus the United States has numerous contractual obligations to deliver Colorado River water to various water and irrigation districts and projects, and to the States of Nevada and Arizona. It has contracted to sell electricity (Petition of Intervention, Pars. XII-XXIV). In addition it has an international treaty obligation to de-

liver annually 1,500,000 acre feet of Colorado River water to Mexico (*Ibid.*, Par. XIII).

The proprietary rights and contract commitments of the United States on the one hand and the beneficial rights of the Indians on the other are in competition with each other for the same water. Since there is not sufficient water to meet the demands of all parties, priorities and allocations will be adjudicated. The Attorney General has undertaken to represent both antagonistic interests of the United States and these petitioners, competitors for the same water, and his obligations force him to sit on both sides of the counsel table at the same time.

- 6. The dual and conflicting nature of the Attorney General's position in this case is emphasized by his obligation to defend the United States before the Indian Claims Commission and the Court of Claims in suits brought by Indian tribes seeking compensation for loss of water rights. The law established in this case may provide a clear basis for recovery or a complete defense in such claims cases of Indian tribes. Proper advocacy in this case would compel the Attorney General to vigorously prosecute the full rights of petitioners. But if he does so, the Attorney General may be providing the basis for recovery in Indian claims cases in which he is obliged to defend the United States. The conflict seems evident.
- 7. Petitioners' concern motivating this representation has not been lessened by the proceedings and actions in this case. The following is illustrative:
- (a) On December 31, 1952 the United States moved this Court for leave to intervene and in support of its motion advanced the interests of petitioners as a major ground for intervention. The United States referred to the Colorado River Compact, a document basic to the rights of the par-

ties and advised this Court as follows (Motion for leave to intervene, Par. XII):

* * * Thus there is excluded from the operation of the compact the rights of the United States to divert or to have diverted water from the Colorado River and its tributaries on behalf of the Indians. There is annually diverted for or by the Indians from the Colorado River and its tributaries in the Lower Basin in excess of 750,000 acre-feet and there are asserted, in the ultimate, claims to a greater amount.

In its brief in support of the motion for leave to intervene the United States stated (p. 32) "* * * large claims are asserted on behalf of the Indians whose rights are excluded from the operation of the Colorado River Compact; * * * "."

(b) On November 2, 1953 pursuant to the Court's order of January 19, 1953, the United States filed its petition of intervention with the Clerk of this Court. The petition in unmistakable terms asserted the "prior and superior" rights of the Indians. It declared (Par. XXVII, p. 23):

The United States of America asserts that the rights to the use of water claimed on behalf of the Indians and Indian Tribes as set forth in this Petition are prior and superior to the rights to the use of water claimed by the parties to this cause in the Colorado River and its tributaries in the Lower Basin of that stream.

Four days later, apparently following heated protests by parties-litigant opposing the Attorney General's assertion of the Indians' claims, the Attorney General, without order of this Court and by means unknown to us, physically withdrew the Government's petition of intervention from the Clerk's office. On December 8, 1953, without order of this Court authorizing amendment, the Attorney General substituted a revised petition of intervention as if it were the initial filing. This extraordinary procedural lapse supplied the means for omitting the critical language quoted above pleading the "prior and superior" rights of the Indians. It permitted the United States to make a radical shift in position without the embarrassment of setting forth the reasons for the change as part of an application for leave to amend. A copy of an article written by Luther A. Huston and published in the New York Times of November 16, 1953, describing this unusual procedure is printed in the Appendix, infra.

(c) At the pre-trial conference before the Special Master on April 10-13, 1956, almost two and one-half years after the Government's petition of intervention was filed, the United States declared that it still was not ready to define its position on Indian claims either from the standpoint of law or facts. (Transcript, pre-trial proceedings, April 10, 1956, pp. 18, 23-26, 34-35). The Government's attitude was akin to that of a passive bystander, with the clear inference that it desired an inactive role in this case. Thus the Assistant Attorney General in charge urged (*Ibid*, p. 39):

The United States would like to be last, and we will only ask the questions we feel the States have not covered, if that will be permitted.

It seems to petitioners that such an attitude cannot be reconciled with an intent to present and protect the Indians' full rights. An advocate for the Indians would have no difficulty in unequivocally asserting the prior and superior rights justified by law, set out in the petition of intervention initially filed with this Court and withdrawn and amended without permission. (See paragraph No. 7a, supra.)

- (e) The transcript of the pre-trial proceedings reveals a complete failure on the part of the United States to state affirmatively any intention to present and advocate the petitioners' full rights. The Master's efforts to ascertain the Government's position were met with avoidance and pleas of lack of understanding (e.g. passim, Tr. 173-204). The failure of the Attorney General to assert petitioners' full rights raises serious doubt as to whether those rights will be effectively prosecuted by the Attorney General.
- 8. Petitioners probably have no standing separately to sue and in any event are without available funds to prepare a project case of this magnitude. The United States has committed petitioners' rights to adjudication but all decisions concerning the prosecution or abandonment of their rights are made by the Attorney General without reference to or consultation with petitioners. The ultimate responsibility for rendering a just and correct decree rests with this Court. Justice and fair dealing require that petitioners' rights should not be subordinated to conflicting interests through lack of independent advocacy.

Wherefore, petitioners pray as follows:

- 1. That cognizance be taken of this representation in view of the helpless position in which these petitioners find themselves;
- 2. That the Attorney General be called upon to explain his unauthorized amendment of the petition of intervention;
 - 3. That the Special Master be instructed as follows:
 - a. To determine whether a conflict exists between the Indian interests and the interests of the United States apart from those of the Indians;

- b. To determine whether the Indian interests are, or can be adequately represented by the Attorney General of the United States; and
- c. To recommend whether the interests of justice and fair dealing require separate and independent counsel for the Indians.

Respectfully submitted,

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(9871-5)

WEST BESET AGAIN BY INDIAN TROUBLE

Colorado River Brief Putting Tribes' Water Rights First

By LUTHER A. HUSTON

Special to THE NEW YORK TIMES.

WASHINGTON, Nov. 15-Indian trouble has developed again in the West and this time it was not the Indians but the Great White Father who started it.

zona and California over the use of the waters of the Colorado River, a controversy that has been raging for more than three decrete three thr

or some Western states induced the department to withdraw a brief it had filed in the Supreme Court and the interests of that state in the interests of the state in the interest of the state in the sta day that pressures from Governors of some Western states induced the torney General of California, who The compact became effective the high court.

On Nov. 2 the Justice Departvenor in a suit brought by the given approval. State of Arizona against the State of California and other defendants. Quietly, late in the afternoon of Friday, Nov. 6, the brief was withdrawn

At that time, it is understood, it the Supreme Court Justices

States' Rights Held Subordinate

river among the states.

Justice Department's assertion of foot. the paramount claims of the Indi- Arizona also raised the question ans reached that region.

the Governors that the interests of ture. his state would be vitally affected The story of the fight over the

ernors to join in a protest to Wash-

Arizona and Colorado in litigation Gets Government to Withdraw Washington. Mr. Breitenstein conferred with J. Lee Rankin, Assistant Attorney General in charge of the executive adjudications division, and other high officials of the department. On the basis of the protests of the Western Governors as conveyed by Mr. Breitenstein, the brief was withdrawn.

Commitment Is Denied

Mr. Rankin has told attorneys It is a complicated situation that those of the states involved.

ades. The Department of Justice later conferences between Herbert equitable distribution of the avail-brought the Indians into it.

Brownell Jr., the Attorney General, able. water, the Colorado River that all of the 1,000,000 acre feet that all

had filed in the Supreme Court, a the interests of that state in the step rarely taken, and agree to re-examine an issue it had put for-ward of a missue it had put forward as a major ground for inter- ernment was doing was asserting vening in a suit now pending in a first mortgage on behalf of the Indians on water that already had been apportioned between the on Nov. 2 the Justice Depart-states under the Colorado River ment filed a brief with the clerk states under the Colorado River Compact to which Congress had

If the position taken by the Government should be maintained, and sustained by court decrees, Mr. Ely said, the interstate compact under which California had spent more than half a billion dollars to had not been distributed to any of the Supreme Court Justices busted."

Arizona filed its suit on Aug. 28 against California and seven mu-The controversial part of the nicipal or public corporations that brief asserted that the rights of have participated, under the laws the Indians and Indian tribes in of California, in the development the Colorado River basin to the of reclamation, electric power and use of the waters of the river and other projects undertaken under its tributaries "are prior and suther Colorado River Compact. In perior" to the rights of Avisons Substance, Avisons as the factor of the standard of the Substance of Avisons Substance Avisons as the factor of the standard of the Substance of Avisons Su perior" to the rights of Arizona, substance, Arizona asks the Su-California or the other states in the preme Court to declare it entitled basin. This was a position never to 3,280,000 acre feet of water and before taken, attorneys said, in all limit California to 4,400,000 acre the long history of the develop- feet. This would add 500,000 acre ment of the prevailing system of feet to what Arizona gets now and distribution of the waters of the take away 500,000 acre feet from California.

Eleven Governors of Western An acre foot is sufficient water states were in conference at Albu- to fill a prism the size of an querque, N. M., when news of the acre of land to a depth of one

of the validity of California's wa-Gov. Howard Pyle of Arizona, ter delivery contracts under laws according to officials here, told passed by the California Legisla-

the United States and Mexico.

Canyon Separates Lands

The lands to which water of the Utah-Arizona border.

courts. He asked his fellow Gov- is a long one. The river rises in although Arizona had not ratified America to Indian tribes." Colorado, near the crest of the it at the time. Although water was

The various Indian reservations

The various Indian reservations and Colin Indians to "prior and superior"

Continental Divide a control of the Indians to "prior and superior"

over water problems, was sent to taries, parts of the states of Arizona, California, Colorado, Nevada, basin 7,500,000 acre feet of water The Government asserted that this stipulation, as Arizona has pro-New Mexico, Utah and Wyoming. and to the states of the lower use ultimately will increase to posed in the conferences now the river traverses a semi-arid basin an equal amount. It was pro- 1,747,000 acre feet. region containing about 240,000 vided, however, that the lower square miles. It finds the sea in the Gulf of California, seventy-five beneficial consumptive use of first is whether the Indians have miles below the border between water by 1,000,000 acre feet an- a priority to take whatever water serts, because of its responsibility

Right t oWater Limited

When Congress passed the Boulrepresenting Arizona and Cali- river may be beneficially applied der Canyon Project Act, it re- to the lower basin or whether the essary to the operation of the fornia that the Justice Department are separated by nearly 1,000 quired California to adopt a state Indians can just take their share project. Pow-wows are under way in was under no commitment to miles of canyon, and the states law limiting its right to water some of Washington's most impressive wigwams in an effort to agreed, however, to re-examine the known as the upper basin; those number of acre feet specified in settle it and the pipe of peace eventually may be smoked in the Supreme Court.

Supreme Court.

It is a complicated situation that would clarify the extent of Indian rights as against twenty-three miles below the feet that constituted the basic al-

state in the lower basin, declares white citizens, in the total allot-

Compact that says:

Indians to "prior and superior"

As a result Jean Breitenstein, a

Denver lawyer who represents

Continental Divide, 9,000 feet allotted to Arizona under the comand projects in Arizona and Caliwater delivery rights. Mr. Ely said
that his state would like to have cording to the Justice Department the matter litigated before the Sumiles, draining, with its tribuThe compact appointed in perpebrief, 747,170 acre feet of water preme Court. He contends that The guestion cannot be settled by

they want whether they fell like to the Indians, its vast expendiit. The second is whether the tures in constructing Boulder Dam, water claimed by the Indians is to which impounds the waters allotted come out of the amounts allotted to the states, and other works necin as they want it and let Arizona

California Position Outlined

The position taken by the Justice Department in its brief is that the in asserting that the rights of the lottment made under the lower Indians have priority to take what involves the fight between Ari- A Justice Department spokes- More than fifty years ago it was basin compact and does not apply water they want when they want

this interpretation, Arizona, which Government's "annual abstract of Despite a disinclination on the part of the Justice Department to talk about it, officials revealed to-day, have more water to Indian some of the Government's "annual abstract of this interpretation, Arizona, which should be given to her.

The Indians come into the pichas more Indians and more reserband this interpretation, Arizona, which has more Indians and more reserband this interpretation, Arizona, which has more Indians and more reserband the Indian some of the Government's "annual abstract of this interpretation, Arizona, which has more Indians and more reserband to the Indian some of the Government's "annual abstract of the Indians come into the pichas more Indians and more reserband to the Indians and more reserband the Indian some of the Government's "annual abstract of the Indians and more reserband the Indians and more reserband the Indians and Indians and Indians India to give up more water to Indian year these pubs sold about nine

Department was upheld by the use of the Colorado River's water and by Presidential proclamation, ligations of the United States of does not join in the protest against

The Supreme Court was correct, and California divide what is left. Mr. Ely asserted, in allowing the Justice Department to intervene in the Arizona-California suit, but the Justice Department was wrong Indians were "prior and superior" to the water-delivery rights of other citizens under the Colorado compact.

Britain Has 82,000 Pubs

LONDON, Nov. 15 (A)-The