

# SUPREME COURT OF THE UNITED STATES

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IN THE SUPREME COURT OF THE UNITED STATES

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UPPER SKAGIT INDIAN TRIBE,                                )  
  Petitioner,                                )  
  v.   ) No. 17-387  
SHARLINE LUNDGREN, ET VIR.,                             )  
  Respondents.                             )  
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Pages: 1 through 61

Place: Washington, D.C.

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UPPER SKAGIT INDIAN TRIBE, )

Petitioner, )

v. ) No. 17-387

SHARLINE LUNDGREN, ET VIR., )

Respondents. )

- - - - -

Washington, D.C.

Wednesday, March 21, 2018

The above-entitled matter came on for oral argument before the Supreme Court of the United States at 10:11 a.m.

APPEARANCES:

DAVID S. HAWKINS, ESQ., Sedro-Woolley, Washington; on behalf of the Petitioner.

ANN O'CONNELL, Assistant to the Solicitor General, Department of Justice, Washington, D.C.; on behalf of the United States, as amicus curiae, in support of the Petitioner.

ERIC D. MILLER, ESQ., Seattle, Washington; on behalf of the Respondents.

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1 P R O C E E D I N G S

2 (10:11 a.m.)

3 CHIEF JUSTICE ROBERTS: We'll hear  
4 argument this morning in Case 17-387, the Upper  
5 Skagit Indian Tribe versus Lundgren.

6 Mr. Hawkins.

7 ORAL ARGUMENT OF DAVID S. HAWKINS

8 ON BEHALF OF THE PETITIONER

9 MR. HAWKINS: Mr. Chief Justice, and  
10 may it please the Court:

11 The Respondents sued the tribe to  
12 challenge the tribe's title of record to the  
13 property at issue. This Court has consistently  
14 held that sovereign immunity bars suits against  
15 tribal governments. Respondents' own prayer  
16 for relief establishes that their suit is an  
17 attack on the tribe's interests in the  
18 property, confirming that sovereign immunity  
19 bars their claim.

20 JUSTICE GINSBURG: Is it -- is it not  
21 --

22 CHIEF JUSTICE ROBERTS: What are the  
23 -- go ahead.

24 JUSTICE GINSBURG: Is it not the case  
25 that no other political entity would be immune

1 from such a -- from such a quiet-title suit,  
2 not the United States, not a state of the  
3 United States, not a foreign government? So  
4 you're claiming a kind of super-sovereign  
5 immunity for the tribe that no -- no one else  
6 gets.

7 MR. HAWKINS: Justice Ginsburg, that,  
8 in fact, is not the case. The United States  
9 would not be subject to a claim along the same  
10 factual lines as this. The quiet title action  
11 --

12 JUSTICE GINSBURG: Because of the  
13 adverse possession?

14 MR. HAWKINS: Correct.

15 CHIEF JUSTICE ROBERTS: What -- what  
16 are the Lundgrens supposed to do in this  
17 situation if they can't bring legal action  
18 affecting the tribe?

19 MR. HAWKINS: Your Honor, the  
20 Lundgrens are in a situation where -- similar  
21 to other states that have been confronted with  
22 sovereign immunity, for example, in the  
23 Pottawatomie case where they were unable to  
24 enforce their taxing authority and the tribe --  
25 the Court recognized that sometimes sovereign

1 immunity will lead to results that preclude  
2 individuals from being able to sue for relief.

3 That being said, in this instance, it  
4 would be helpful for all of the parties to  
5 understand their legal standing before they  
6 engage in negotiations.

7 It's our anticipation that once this  
8 case is removed or resolved -- I beg your  
9 pardon -- that we would hopefully be able to  
10 engage in a negotiation with the Lundgrens.

11 CHIEF JUSTICE ROBERTS: You -- well,  
12 you would be in a better position when that  
13 negotiation started, wouldn't you, if we have a  
14 ruling saying that you can't be sued?

15 MR. HAWKINS: Either way, both parties  
16 would be more informed as to what their legal  
17 positions were during the negotiations, Your  
18 Honor.

19 JUSTICE BREYER: What happens  
20 generally if a tribe buys land or -- or thinks  
21 it owns land in downtown Tulsa or New York City  
22 or any other place off the reservation and they  
23 -- they send members of the tribe there and  
24 somehow they're in possession of at least part  
25 of it. How is that dispute resolved?

1 MR. HAWKINS: I -- I don't understand  
2 the question.

3 JUSTICE BREYER: Well, what worries me  
4 is if there is sovereign immunity --

5 MR. HAWKINS: Uh-huh.

6 JUSTICE BREYER: -- and if members of  
7 the tribe acting for the tribe obtain property,  
8 they -- they -- they have a building or an  
9 empty lot or somewhere, and they're -- they're  
10 there and there's another person who believes  
11 he owns the property or the lot, the building,  
12 and so there are two different people, the  
13 tribe and another group, both of which thinks  
14 they own a lot in New York City or Tulsa.

15 How is that dispute resolved?  
16 Normally, we resolve it in a court. But how,  
17 in your opinion, will the dispute -- how has it  
18 been resolved? What I'm thinking of is I  
19 joined a case saying there was broad sovereign  
20 immunity.

21 MR. HAWKINS: Yes.

22 JUSTICE BREYER: I thought Congress  
23 would act, but it hasn't. And tribes have  
24 business interests all over the country, all  
25 over the place. And how are they resolved?

1           MR. HAWKINS: So I understand the  
2           Kiowa decision, Your Honor, and, obviously,  
3           that -- Congress did not act after that  
4           decision, and --

5           JUSTICE BREYER: No. So that's why I  
6           asked my question. Property disputes are  
7           fairly common, and you could get into really a  
8           bad situation where the only resolution is  
9           force. That's why we have courts.

10          And I want to know how are they  
11          resolved, how should they be resolved, if you  
12          can't sue the tribe?

13          MR. HAWKINS: So the precedent that  
14          this Court has recognized in both U.S. v.  
15          Alabama and the Minnesota case is that  
16          sometimes that will be the reality of sovereign  
17          immunity.

18          That being said, by way of example,  
19          the fact that states can enforce taxes against  
20          tribes have not precluded --

21          JUSTICE BREYER: I'm not talking about  
22          facts.

23          JUSTICE KENNEDY: What -- just for  
24          Justice Breyer's question, suppose the tribe  
25          owns property outside the reservation in Tulsa



1 or New York. The state wants to condemn the  
2 land. Is there sovereign immunity or not?

3 MR. HAWKINS: Sovereign immunity  
4 applies in that situation because the action is  
5 against the -- the tribal government's  
6 interests, and your holdings in Bay Mills  
7 specifically provides that an action against  
8 the tribe is barred. It's Congress's --

9 CHIEF JUSTICE ROBERTS: All right.  
10 With respect to --

11 JUSTICE BREYER: Well, there's  
12 sovereign immunity -- look, Joe Smith owns an  
13 empty lot next door to his house. One morning,  
14 because of some tribal legacy or something, he  
15 wakes up and finds members of the tribe there  
16 next to him on the lot.

17 He says: I own the lot next to my  
18 house. I have my swimming pool there. He's  
19 quite wealthy. The tribe members say: No,  
20 this is ours.

21 Now how is that dispute -- since that  
22 decision that I joined, how is that dispute,  
23 kind of dispute which could arise all over the  
24 place, how has it been resolved? I can't  
25 believe there is no such thing in some form.

1           MR. HAWKINS: So -- so, again, that is  
2 a dispute that would be resolved out of the  
3 judicial process. Your case in the -- the  
4 Philippines case establishes that if there is a  
5 dispute, the court simply looks to the merits  
6 of the claim as it pertains to the interests  
7 that the pride -- the tribe has. If the action  
8 is against the tribe's interests, and it is in  
9 this instance, it's a registered title here,  
10 you're not confronted with a non-frivolous  
11 claim on the part of the tribe.

12           In the instances that you're  
13 describing, it sounds as though the tribe's  
14 claims probably are going to be somewhat  
15 frivolous.

16           JUSTICE BREYER: Oh, no, I don't know  
17 if they're frivolous. But suppose they are.  
18 Suppose they are.

19           MR. HAWKINS: So -- so if --

20           JUSTICE BREYER: Why doesn't the tribe  
21 -- how do you get around sovereign immunity if  
22 they are frivolous?

23           MR. HAWKINS: The -- the threshold  
24 issue is whether or not the action is directed  
25 against the tribe. The tribe has to establish

1 a prima facie basis that it has an interest.

2 Once that interest is established, as  
3 in this instance, where we have registered  
4 title, the -- the -- the court would therefore  
5 immediately lose its jurisdiction and the case  
6 should be dismissed.

7 JUSTICE ALITO: What would happen in  
8 -- in this situation? Let's say a state or the  
9 federal government wants to construct a highway  
10 or maybe it's a pipeline, and there's  
11 opposition to this project, so the people who  
12 are opposed to the project enlist an Indian  
13 tribe to buy a little parcel of land along the  
14 route of this highway or this pipeline.

15 That would be the end of the project,  
16 would it not?

17 MR. HAWKINS: That potentially would  
18 be the end of the project, yes. However, there  
19 would be remedies available that the U.S.  
20 Government could invoke, and it's important to  
21 keep in mind that what Bay Mills stands for,  
22 the prop -- specifically affords Congress the  
23 ability to step in and act in this situation.

24 JUSTICE GINSBURG: What about the --

25 CHIEF JUSTICE ROBERTS: You mentioned

1 Bay Mills a couple of times. What about  
2 Footnote 8 in Bay Mills? There, it says we  
3 have never specifically addressed whether  
4 immunity should apply in the ordinary way if a  
5 tort victim or other plaintiff who has not  
6 chosen to deal with the tribe has no  
7 alternative way to obtain relief.

8 Doesn't that distinguish your reliance  
9 on Bay Mills?

10 MR. HAWKINS: I -- in Lewis v. Clarke,  
11 you address Footnote 8 in terms of if an action  
12 is directed against a tribe, then you made the  
13 decision that that action was barred by  
14 sovereign immunity. Subsequent to Bay Mills  
15 and Lewis v. Clarke, you clarified that an  
16 individual action against a tribal employee  
17 would potentially give relief to an innocent  
18 victim.

19 CHIEF JUSTICE ROBERTS: Well, how does  
20 that work? Yes, an individual action, I  
21 remember that from Lewis and Clarke, but how  
22 does that work here? Are the Lundgrens  
23 supposed to sue anybody from the tribe who goes  
24 on to the area that they claim to have adverse  
25 possession of?

1           MR. HAWKINS:  If they were able to  
2    frame the -- the claim properly, Lewis v.  
3    Clarke may provide them relief in that  
4    instance, yes.

5           CHIEF JUSTICE ROBERTS:  So every time  
6    somebody from the tribe goes over the barbed  
7    wire fence that they say for -- since time  
8    immemorial has defined their property, they  
9    should sue them?  Just have a lawyer there  
10   walking down -- along the line every time  
11   somebody goes, serve him with process?

12          MR. HAWKINS:  I understand --

13          CHIEF JUSTICE ROBERTS:  Is that a  
14   valid -- a viable alternative remedy to a  
15   quiet-title action?

16          MR. HAWKINS:  It is not.  But, again,  
17   I get back to the point that this Court has  
18   continually affirmed as relates to the  
19   significance of sovereign immunity.

20          This Court --

21          JUSTICE KAGAN:  Well, Mr. Hawkins --

22          JUSTICE GINSBURG:  Does it make any  
23   difference that the -- that the Lundgrens had  
24   no notice when they bought the property that  
25   there was any tribe in the picture?  I could

1 see if the Lundgrens bought the property and a  
2 tribe is already there.

3 But why shouldn't the tribe, when it's  
4 taking from someone who doesn't have any  
5 immunity, step into the shoes of that person  
6 and be disabled from asserting sovereign  
7 immunity against someone who had no reason to  
8 believe that there was an Indian tribe in the  
9 picture?

10 MR. HAWKINS: Justice Ginsburg, in --  
11 in -- in the instance where a case had already  
12 been started, the tribe would step into  
13 litigation and its immunity would not apply  
14 because the jurisdiction of the court would  
15 have already been asserted over the  
16 proceedings.

17 JUSTICE GINSBURG: No, I -- I mean  
18 there are no proceedings in court.

19 MR. HAWKINS: But -- but -- but -- but  
20 if there is no proceedings that are at issue  
21 and the tribe purchases a property, the -- the  
22 tribe is exercising the rights that it has to  
23 defend its claim against the Lundgrens.

24 Keep in mind the Lundgrens assert that  
25 they've had this property for over 40 years,

1 never paying property taxes on it, never taking  
2 any action for that period of time to legally  
3 establish their claims.

4 And now, all of a sudden, when the  
5 tribe comes in to title, they assert that they  
6 have a right.

7 CHIEF JUSTICE ROBERTS: Well --

8 JUSTICE GORSUCH: Counsel --

9 CHIEF JUSTICE ROBERTS: -- they --  
10 there -- the trial judge in the state said he  
11 had never seen a case of adverse possession  
12 clearer than this one. It seems to me you're  
13 arguing the merits of their adverse possession  
14 claim and they would love to have you do that  
15 in court.

16 MR. HAWKINS: I don't mean to get into  
17 the merits of the state case, Your Honor. This  
18 is -- sovereign immunity is a federal issue  
19 that preempts the state law and the merits of  
20 the underlying decision as it pertains to that.

21 JUSTICE KAGAN: Mr. Hawkins, I mean, I  
22 guess the question is, what is sovereign  
23 immunity and what does it entail? Even beyond  
24 the footnote in Bay Mills that the Chief  
25 Justice referenced, I think when you look at

1 language of the kind that appears in Bay Mills  
2 and in other cases, what -- which says that,  
3 you know, if Congress wants to change it, it's  
4 up to Congress to change it, but the question  
5 is what is the "it"?

6 In other words, what's up to Congress  
7 to change is deviations from the general law of  
8 sovereign immunity. And I think what the  
9 Lundgrens are saying here is that this is not  
10 part of the general law of sovereign immunity.  
11 And this goes back to Justice Ginsburg's  
12 question, that sovereign immunity typically by  
13 common law and historically includes this  
14 exception for immovable property.

15 And so that's the baseline. It's,  
16 well, sovereign immunity, as it historically  
17 exists, except as it historically exists, it  
18 just didn't include immunity from suits that  
19 related to immovable property.

20 MR. HAWKINS: So, if you look at the  
21 judicial history of the immovable property  
22 issue and the -- in particular, as it pertains  
23 to the cases involving foreign nations, the  
24 court took action at the guidance of the State  
25 Department.



1           And the court has consistently  
2 deferred to the State Department, the political  
3 branches as to whether or not it will exercise  
4 jurisdiction or it's prudent to exercise  
5 jurisdiction over those foreign sovereigns.

6           So the -- the court has consistently  
7 recognized that immunity is in the hands of the  
8 political branches. Now you ask how does this  
9 relate to Indian tribes and the significance  
10 and what is "it". For a landless tribe like  
11 the Upper Skagit, sovereign immunity has  
12 enabled it to purchase lands, take them into  
13 trust, and establish their reservation  
14 providing services for their members without  
15 being subject to third-party claims.

16           That's essential where we are, because  
17 if you allow third parties to bring frivolous  
18 or meritorious claims against a tribe, the  
19 purse of the tribe is going to be spent on  
20 things --

21           JUSTICE GORSUCH: Counsel -- counsel,  
22 along those lines, do you think you'd have a  
23 stronger case if the land had been taken into  
24 trust? And the land is purchased, as I  
25 understand it, in 2013. I'm curious why it

1 hasn't been taken into trust.

2 MR. HAWKINS: We were in the process  
3 of getting everything ready for taking it into  
4 trust, but, first of all, I'm sorry, to answer  
5 your question, no, we don't think that it would  
6 -- that's not a distinction that makes a  
7 difference.

8 JUSTICE GORSUCH: Go ahead. Why --  
9 why doesn't -- why doesn't it make a difference  
10 whether the land is held in trust or not?

11 MR. HAWKINS: Whether the land is in  
12 trust or whether it's in fee, immunity travels  
13 both on and off reservation. And in commercial  
14 contexts, in Kiowa, you have a case where you  
15 have a note that the tribe determines that  
16 they're not going to comply with all the terms  
17 of, commercial transaction, you say off  
18 reservation, immunity bars relief from -- from  
19 the other --

20 JUSTICE KENNEDY: Of course, there the  
21 parties consented to deal with the tribe. They  
22 knew they were dealing with a tribe.

23 MR. HAWKINS: That is correct, Your  
24 Honor.

25 JUSTICE KENNEDY: And they -- and they

1 could have put in the note if they wanted a  
2 waiver of sovereign immunity or not. So this  
3 is different.

4 JUSTICE GORSUCH: I guess I'd like an  
5 answer to my question, though.

6 MR. HAWKINS: Yes.

7 JUSTICE GORSUCH: Why -- why should it  
8 make a difference whether it's in trust or not?

9 MR. HAWKINS: It does not make a  
10 difference as to whether it's in trust or not.  
11 The tribe is the party that the action is being  
12 brought against. Immunity, therefore, is  
13 appropriate and should be applied here.

14 JUSTICE GORSUCH: But if -- if it were  
15 in trust, then we would treat it as the land of  
16 the separate sovereign, right? It would be --

17 MR. HAWKINS: So --

18 JUSTICE GORSUCH: -- the tribe's land,  
19 just as it might be France, now it's -- it's --  
20 it's titled under the state's laws and is still  
21 part of the state. Does that -- does that  
22 resonate with you at all? And if that doesn't  
23 make sense, tell me why not.

24 MR. HAWKINS: No, I -- I -- I think I  
25 understand the question, Your Honor. And the

1 -- and the Minnesota case is a situation where  
2 you have the land taken into trust and  
3 Minnesota then sues the U.S., and the court  
4 finds that it's barred by sovereign immunity  
5 because the land -- the land is held in trust  
6 on the -- for the benefit of the tribe.

7           But the reality is that the immunity  
8 isn't subject to what the particular  
9 transaction is. Your case law has been clear  
10 that immunity applies regardless of what the --  
11 the -- the action is. It applies if the relief  
12 is being sought against the tribe because of  
13 the significance of it. Were the tribe not  
14 able to preclude suits from it, it could be  
15 subject to countless claims taking away the  
16 ability to provide for its membership.

17           JUSTICE SOTOMAYOR: Counsel, can I  
18 just ask a question about the immovable  
19 property argument which was just raised in the  
20 merits brief here.

21           If you had more time, what more would  
22 you argue to us? What more could you show us  
23 to prove that you were right that this is not a  
24 part of the common law?

25           Your suit, you made an argument in

1 saying it's a matter of -- of practice, not  
2 common law, but what else could you show us if  
3 we gave you more time?

4 MR. HAWKINS: That is difficult to  
5 answer, not being -- not having had the time to  
6 go back and look at what the law provides and  
7 all of the cases that would be applicable here.  
8 But what I would assert is that when you delve  
9 into the application of that proposed exception  
10 here, it is inherently in conflict with the  
11 underlying request that they have made in their  
12 original complaint.

13 And their --

14 JUSTICE SOTOMAYOR: Counsel, I -- I  
15 fully accept that they only raise this in their  
16 merits brief. I'm asking you a very directed  
17 question. What other research would you do  
18 that could help you prove your argument?

19 MR. HAWKINS: We would like -- we  
20 would take the time to look at the application  
21 as it relates to other tribes specifically, but  
22 also how the state has -- the political  
23 branches have been involved in that process and  
24 how the U.S. has addressed it.

25 And the -- the reality is that giving

1 context to an exception to sovereign immunity  
2 is a very complex matter, and how that applies  
3 to tribes is a very complex matter. And it's  
4 not something that we, in a very short period  
5 of time, were fully able to respond to.

6 CHIEF JUSTICE ROBERTS: You had -- you  
7 had a month since they filed their brief.

8 MR. HAWKINS: That is correct, Your  
9 Honor.

10 JUSTICE BREYER: Suppose you just  
11 said: Well, the tribe, being of the dignity of  
12 a sovereign, has the same kind of immunity as a  
13 sovereign nation would have?

14 MR. HAWKINS: That is -- that is our  
15 position.

16 JUSTICE BREYER: Well, I don't know.  
17 A sovereign nation, I think since about 1750,  
18 there's been an exception for a sovereign  
19 nation for immovable property. And, therefore,  
20 if the nation of Canada comes and -- and has a  
21 piece of land in North Dakota and the person  
22 who lives there says, I'm sorry, this belongs  
23 to me, not to Canada, and Canada says no, my  
24 understanding was there has been a  
25 long-standing exception to sovereign immunity.

1 MR. HAWKINS: But that exception has  
2 been at the direction of the political  
3 branches. And that is exactly what we are  
4 asserting should occur here, should an  
5 exception be considered by this Court.

6 If there are no further questions, I'd  
7 like to reserve time for rebuttal.

8 CHIEF JUSTICE ROBERTS: Thank you,  
9 counsel.

10 Ms. O'Connell.

11 ORAL ARGUMENT OF ANN O'CONNELL

12 ON BEHALF OF THE UNITED STATES, AS AMICUS CURIAE,

13 IN SUPPORT OF THE PETITIONER

14 MS. O'CONNELL: Mr. Chief Justice, and  
15 may it please the Court:

16 I'd like to start with Justice Kagan's  
17 question about what is the baseline here about  
18 what sovereign immunity entails. The baseline  
19 is sovereign immunity from suit.

20 This is the Alexander Hamilton quote  
21 from the Federalist Papers. It is inherent in  
22 the nature of sovereignty not to be amenable to  
23 suit without consent.

24 The immovable property exception is an  
25 exception that applies to other sovereigns, but

1 that's because an exception to that general  
2 rule has been made.

3 In the United States, the political  
4 branches control whether there are exceptions  
5 to that general rule of sovereign immunity from  
6 suit for the United States, for foreign states,  
7 and for Indian tribes.

8 JUSTICE BREYER: Well, you say it's  
9 been made --

10 JUSTICE KENNEDY: Well, of course,  
11 this Court said in the Permanent Mission of  
12 India case that the Foreign Sovereign  
13 Immunities Act was meant to codify the  
14 preexisting real property exception to  
15 sovereign immunity recognized by international  
16 practice.

17 MS. O'CONNELL: Correct. It was  
18 recognized by international practice as a  
19 matter of what the executive branch recognized  
20 when it was asserting immunity.

21 JUSTICE KENNEDY: And so why doesn't  
22 that same principle allow the Court to  
23 recognize that there's a limit to sovereign  
24 immunity here under the very same principle?

25 MS. O'CONNELL: Well, I -- I think



1 that's because it is -- it is up to Congress --  
2 this Court has consistently said it's up to  
3 Congress to control and make exceptions to the  
4 immunity from suit of Indian tribes.

5 JUSTICE KAGAN: But I thought that we  
6 explained in *Kiowa* that foreign sovereign  
7 immunity actually started as a judicial  
8 doctrine. It was only later that it was taken  
9 over by the political branches.

10 MS. O'CONNELL: Well, I think what the  
11 Court said there, and I think that that quote  
12 was in -- well, I can't remember if it's  
13 initially in *Verlinden B.V.* or *Kiowa*, but that  
14 the -- the initial judicial doctrine was from  
15 -- the *Schooner Exchange* versus *McFaddon*, was  
16 that it's general immunity from suit. That's  
17 the general rule, that it's --

18 JUSTICE BREYER: But it doesn't say in  
19 the -- in the -- I mean, my law clerk has the  
20 -- I guess he got out of the briefs -- I don't  
21 know, we have *Vattel*, *Cornelius Van Bynkershoek*  
22 in 1744, as well as *Lauterpacht*, who's  
23 certainly big authority. They don't talk about  
24 exceptions. They just say a prince -- that's  
25 *Bynkershoek* -- he says -- he says -- or maybe

1 it's the other one -- he says in sovereign --  
2 several sovereigns have fiefs and other  
3 possessions in the territory of another prince.  
4 In such case -- cases, they hold them in the  
5 manner of private individuals.

6 And then we have Vattel and all these  
7 others, and they say the same thing really.  
8 They don't talk about exceptions or not  
9 exceptions. So, if you were to have a quiz,  
10 what was the law of sovereign immunity in 1760,  
11 you know, I guess you'd have to say the law is  
12 that the prince buys a department store in  
13 Iowa, I'm sorry, he's just like another Iowan.

14 MS. O'CONNELL: I'm not -- I'm not  
15 sure that any of those sources are talking  
16 about sovereign immunity from suit. I mean,  
17 those quotes could equally apply to whether the  
18 prince has to pay property taxes, whether the  
19 land is subject to the regulatory jurisdiction  
20 of the state, as opposed to you could sue the  
21 foreign nation in court.

22 JUSTICE KAGAN: But if you look at two  
23 cases, Ms. O'Connell, one is Schooner Exchange,  
24 which talks about foreign states, and then the  
25 other is this Georgia v. Chattanooga, which is

1 individual states in another state's  
2 jurisdiction, I mean, both of those seem to be  
3 indicating that there's this long-standing rule  
4 that when the prince goes someplace else and  
5 buys land there, he's just going to be treated  
6 like anybody else.

7 MS. O'CONNELL: I --

8 JUSTICE KAGAN: And it doesn't have  
9 much to do with any kind of executive action.  
10 It doesn't have much to do with the states all  
11 agreeing about something at the Constitutional  
12 Convention.

13 It's just a sort of rule that when the  
14 prince pops up in some other jurisdiction and  
15 buys a piece of land, he's no longer the  
16 prince.

17 MS. O'CONNELL: That, Justice Kagan, I  
18 think is an exception to the general rule of  
19 immunity from suit. This Court called it an  
20 exception in Permanent Mission of India.  
21 Congress certainly called it an exception in  
22 the Foreign Sovereign Immunities Act, where it  
23 lays out that the baseline rule is that  
24 sovereigns are completely immune from suit  
25 unless an exception applies.

1           JUSTICE KAGAN: I guess what my point  
2 is is not whether it should be denominated an  
3 exception or not an exception but whether this  
4 is the kind of historic, traditional,  
5 long-standing rule that we -- we shouldn't  
6 expect Congress to have to put in, that it just  
7 sort of goes into the doctrine because that is  
8 part of the doctrine from long, long ago, which  
9 is a very different thing from saying, look,  
10 it's up to Congress to really -- to -- to  
11 treat -- you know, to -- to -- to start  
12 modifying terms of the doctrine that have  
13 existed for a long time.

14           MS. O'CONNELL: To the contrary, I  
15 think that Congress's ability to create a  
16 comprehensive exception or solution here and  
17 weigh the policy interests on both sides is  
18 what should counsel this Court not to begin  
19 recognizing judicial exceptions to sovereign  
20 immunity from suit in court.

21           JUSTICE KENNEDY: Well, of course, you  
22 call it, again, as Justice Kagan's indicated,  
23 you call it an exception. Others may call it  
24 just a limit to the general rule.

25           MS. O'CONNELL: Right. But I think

1 the -- the point I --

2 JUSTICE KENNEDY: So that's just  
3 playing with words.

4 MS. O'CONNELL: The point I want to  
5 make is that, you know, when Congress passed  
6 the Quiet Title Act to deal with this exception  
7 from immunity from suit for suits against the  
8 United States, it made various policy  
9 judgments; the suits could only be brought in  
10 federal court, it imposed a statute of  
11 limitations, it made exceptions for adverse  
12 possession claims, for water rights.

13 JUSTICE KENNEDY: Under your view of  
14 this case, suppose the tribe, on land that it  
15 owns in a state but outside the reservation,  
16 puts up a high-rise building in violation of  
17 the zoning law. They're -- they're exempt?  
18 They can -- they can develop anywhere without  
19 reference to zoning laws?

20 MS. O'CONNELL: They're not exempt  
21 from the regulatory jurisdiction of the state,  
22 if it's just fee land, but the -- the immunity  
23 from suit would still attach.

24 JUSTICE GORSUCH: Ms. O'Connell, I --  
25 I have been hoping to hear from you about what

1 the baseline rule was versus the exceptions.  
2 And I'm still hopeful we might get an answer to  
3 that question.

4 Why do you -- what's your best  
5 authority for the proposition that the baseline  
6 rule of common law was total immunity,  
7 including in rem actions?

8 MS. O'CONNELL: I -- I think it's the  
9 Federalist Papers, the Hamilton quote from the  
10 Federalist Papers. Also, Schooner Exchange  
11 versus McFaddon lays that out as a general rule  
12 for foreign states at least.

13 But, again, I think that one important  
14 point that I want to get out here is that if  
15 Congress were to look at this and -- and decide  
16 whether to create a judicial -- or a statutory  
17 exception for tribal sovereign immunity, it may  
18 very well make decisions like it made with  
19 respect to the United States about a statute of  
20 limitations or exceptions for adverse  
21 possession claims or things that Congress is in  
22 a position to weigh and create a comprehensive  
23 solution. I think there would be --

24 CHIEF JUSTICE ROBERTS: Ms. O'Connell,  
25 what -- there was one sentence in your brief

1 that really leapt off the page for me anyway.  
2 It's the one between pages 23 and 24 where you  
3 say the Respondents, the Lundgrens, you're  
4 asking, well, what alternatives do they have?  
5 And you say the Lundgrens could, for example,  
6 log trees on the disputed strip, commence  
7 building a structure, or take other similar  
8 actions that would induce Petitioner to file  
9 suit.

10 Is that really what you want them to  
11 do? There's a dispute about this piece of  
12 property and you say, well, go pick a fight.  
13 Go cut down some trees.

14 MS. O'CONNELL: I think that --

15 CHIEF JUSTICE ROBERTS: That's a  
16 surprising position for -- for the government  
17 to take.

18 MS. O'CONNELL: That -- that  
19 alternative way of resolving the dispute is  
20 laid out in this Court's decision in Block  
21 versus North Dakota. In that case, the Court  
22 said, even though the state's claim against the  
23 United States to quiet-title to land was barred  
24 by the statute of limitations, that didn't mean  
25 the title dispute was resolved. The state

1 could continue to assert its right to the  
2 property and force the sovereign to sue you.  
3 So --

4 CHIEF JUSTICE ROBERTS: So -- so if --  
5 and -- and the tribe, I gather, said they're  
6 going to build their own fence right on the  
7 line and you're saying the Lundgrens should  
8 jump over the fence with a chain saw and start  
9 cutting down trees, and when the tribe comes up  
10 to them, they're supposed to say: Oh, Ms.  
11 O'Connell said I should do this.

12 MS. O'CONNELL: I think the -- well,  
13 they probably shouldn't say that.

14 (Laughter.)

15 MS. O'CONNELL: The -- the point that  
16 we're trying to make here is that when a suit  
17 is dismissed because the sovereign has immunity  
18 when a quiet-title suit is dismissed in those  
19 circumstances, it doesn't mean that the tribe  
20 now owns the land. It means title is still not  
21 settled.

22 And so the -- the Lundgrens could  
23 continue to assert their -- their ownership of  
24 the property and force the tribe to  
25 quiet-title. And I think one other thing I'd



1 like to point out there is that the -- the land  
2 into trust process is another way that this  
3 dispute could still be resolved in this  
4 particular case. The tribe brought this land  
5 with the intention of asking the United States  
6 to take the land into trust for the Indian  
7 tribe. In that process, the tribe has to  
8 present the -- the Secretary of the Interior  
9 with its deed and with title insurance and then  
10 the Secretary conducts an investigation to see  
11 if there are any infirmities to the title.

12 And so, in this case, obviously, there  
13 is another claim to the land and the Secretary  
14 would require the tribe to get that settled,  
15 either through a negotiation or through its own  
16 quiet-title action before that strip could be  
17 taken.

18 JUSTICE GORSUCH: What difference --  
19 what difference would that make? Let's say the  
20 land were in title. How should that affect our  
21 analysis, if at all?

22 MS. O'CONNELL: If the --

23 JUSTICE GORSUCH: If the land were --

24 MS. O'CONNELL: If the Secretary took  
25 the land into trust?

1 JUSTICE GORSUCH: Yeah. Let's say --  
2 let's say the land -- this land were in -- were  
3 in trust. Then what? Why should that make any  
4 difference?

5 MS. O'CONNELL: Well, then the United  
6 States would have title to the land and the  
7 Lundgrens' claim would have to come under the  
8 federal Quiet Title Act against the United  
9 States. There would be an adverse possession  
10 exception in those circumstances.

11 JUSTICE BREYER: So -- so what -- what  
12 -- I mean, Kiowa was 20 years ago. I did  
13 really think Congress would do something. It's  
14 done nothing, all right?

15 So in the meantime tribes, is not  
16 necessarily this one, but many tribes have  
17 business interests all over the country. And  
18 -- and so how -- how do these in practice, how  
19 are they getting resolved, if there is  
20 sovereign immunity all over the place? What  
21 happens?

22 MS. O'CONNELL: Congress does step in  
23 from time to time. So there are certain  
24 statutes where Congress has abrogated tribal  
25 sovereign immunity with respect to a specific

1 water settlement agreements or required the  
2 tribe to waive its immunity in order to  
3 exercise statutory jurisdiction under various  
4 statutes, but, you know, the -- I think the  
5 Footnote -- the Footnote 8 problem in Bay Mills  
6 doesn't come up here because, unlike a tort  
7 plaintiff that's just out of luck if it can't  
8 sue the tribe because of immunity, title is not  
9 settled here.

10 There are other options for resolving  
11 who owns the property than suing the tribe.  
12 Thank you.

13 CHIEF JUSTICE ROBERTS: Thank you,  
14 counsel.

15 Mr. Miller.

16 ORAL ARGUMENT ON BEHALF OF ERIC D. MILLER  
17 ON BEHALF OF THE RESPONDENTS

18 MR. MILLER: Mr. Chief Justice and may  
19 it please the Court:

20 The core attribute of sovereignty is  
21 the authority to adjudicate disputes over the  
22 ownership of real property within the  
23 sovereign's territory.

24 That authority is not displaced simply  
25 because another sovereign claims an interest in

1 the property.

2 JUSTICE GINSBURG: Mr. Miller, this  
3 was -- is an argument that you have pressed  
4 vigorously here but it has nothing to do with  
5 the decision of the Washington Supreme Court.  
6 There was nothing about immovable property  
7 exception.

8 So are you defending -- are you  
9 presenting an alternative while at the same  
10 time defending what the Washington Supreme  
11 Court decided? Or are you saying, never mind  
12 what they've decided, this immovable property  
13 exemption takes care of it?

14 MR. MILLER: We -- we are defending  
15 the holding of the court below, set out at  
16 pages 7A to 11A of the petition appendix under  
17 the heading "in rem jurisdiction" and what the  
18 Court below said is that the courts of  
19 Washington have in rem jurisdiction to resolve  
20 disputes over real property within the state of  
21 Washington.

22 And I think -- to -- to understand  
23 what that means you have to look in this  
24 Court's decision in Shaffer against Heitner and  
25 that explains that the difference between an in

1 rem and an in personam action it's not about  
2 pleading or who the defendant is or how you  
3 write the caption, there is a substantive  
4 difference and it turns on the source of the  
5 Court's authority --

6 JUSTICE GORSUCH: But counsel, Justice  
7 Ginsburg's question, I -- I really would  
8 appreciate an answer to that because it  
9 troubles me too. The state of Washington  
10 relied on this Court's decision in Yakima and  
11 said that there was no impediment to suit.

12 But Yakima, of course, was just an  
13 interpretation of the General Allotment Act and  
14 had nothing to do with in rem authority, writ  
15 large, and I didn't see anything in your brief  
16 defending the reasoning of the Washington  
17 Supreme Court and its analysis of Yakima.

18 So can we just put that aside and  
19 agree that that was wrong and then move on to  
20 the arguments you've really pressed in your  
21 brief?

22 MR. MILLER: Well, we -- we agree  
23 that, you know, Yakima was a -- a statutory  
24 case. Its holding is not controlling here.

25 JUSTICE GORSUCH: Okay, all right.

1 That's -- that -- I appreciate that concession.

2 MR. MILLER: I -- I -- I would say,  
3 however, that Yakima reflects an understanding  
4 that there is a difference between control over  
5 property and --

6 JUSTICE GORSUCH: But -- fine. You  
7 agree that Yakima doesn't control?

8 MR. MILLER: Yes, yes.

9 JUSTICE GORSUCH: Okay. All right.  
10 In that case why isn't it enough for the day  
11 for this Court to resolve a split of authority  
12 over whether Yakima controls in cases like this  
13 and return it to the Washington Supreme Court  
14 where you can present all these wonderful  
15 arguments you've raised here for the first  
16 time?

17 MR. MILLER: Well a couple reasons,  
18 Your Honor.

19 First of all, the -- the argument that  
20 we are presenting is a response to the argument  
21 that Petitioner has presented. So Petitioner's  
22 argument in their opening brief, it's very  
23 clear and straightforward and it has two parts  
24 --

25 JUSTICE GORSUCH: I understand that.

1 I spot you all of that. My question, though,  
2 remains, you've raised a new ground for  
3 defending the result below and abandoned the  
4 ground that was actually asserted.

5 This Court doesn't normally resolve  
6 questions like that in the first instance.  
7 Normally is a question of review, not first  
8 view. Why shouldn't we exercise discretion  
9 here and wait?

10 MR. MILLER: Well, again, you know, a  
11 couple additional reasons. First, although the  
12 Court did not use the language of the immovable  
13 property rule, its references to in rem  
14 jurisdiction, its emphasis on, you know, its  
15 authority over land within the State of  
16 Washington, necessarily encompasses the same --

17 JUSTICE KAGAN: I don't think that --

18 MR. MILLER: -- concepts that --

19 JUSTICE KAGAN: -- that's quite true,  
20 Mr. Miller, unless -- I mean, tell me if I am  
21 wrong, but I made a little Venn diagram for  
22 myself. And it turns out that immovable  
23 property and in rem jurisdiction, there's a  
24 long sphere of overlap, but there are  
25 definitely places where the two do not overlap.

1           So, you know, you have your in rem  
2 about land, that's this sphere of overlap, but  
3 you can have immovable property that the action  
4 is about land and have an in personam suit,  
5 that would be a particular trespass, something  
6 like that.

7           And then on the other side you could  
8 have an in rem suit that's about movable  
9 property or you could have an in rem suit  
10 that's about land within the jurisdiction. And  
11 that would not fall within the sphere -- excuse  
12 me, within the reservation itself, within the  
13 Indian reservation, and that would not fall  
14 within the sphere of overlap.

15           So I think there are real differences  
16 in the scope of the immovable property  
17 exception on the one hand and an in rem  
18 exception on the other hand. And -- and  
19 clearly the Washington court talked about the  
20 in rem exception. Now you're coming in and you  
21 have an extremely strong argument about this  
22 immovable property rule, but it's not the same  
23 argument that the court in Washington made.

24           It's not the same theory as Justice  
25 Gorsuch pointed out. It's also just not the



1 same categorization.

2 MR. MILLER: With -- with respect,  
3 Your Honor, I think it is the same  
4 categorization and I -- I want to explain why.  
5 So to take the second part of the Venn diagram,  
6 it is true in the abstract that in rem  
7 jurisdiction can be more than immovable  
8 property.

9 You know, admiralty and bankruptcy and  
10 so forth, but if you read the decision below,  
11 there are 34 references to land. There is  
12 nothing about boats.

13 The first sentence of the substantive  
14 part of the analysis begins with the statement  
15 that the Superior Court has the jurisdiction  
16 and actions -- in rem jurisdictions and actions  
17 involving real property. So the fairest  
18 reading of the decision below is --

19 JUSTICE KAGAN: Even if it's land --

20 MR. MILLER: -- focused --

21 JUSTICE KAGAN: -- there is still a  
22 question of where is the land, is the land on  
23 the reservation or is the land outside the  
24 reservation? If the land is on the  
25 reservation, I took you to agree with the point

1 that that's the prince's land, and so the  
2 prince would be immune from suit.

3 MR. MILLER: Well two points on that,  
4 Your Honor. First, in the brief in opposition,  
5 in our formulation of the question presented,  
6 we emphasized that the case involved  
7 off-reservation land. So we -- we raised that  
8 clarification at that stage.

9 On reservation land, the analysis  
10 would be somewhat different. If it is fee  
11 land, and the Court doesn't need to resolve  
12 that, but if it is fee land on the reservation,  
13 we read Plains Commerce bank to say that that  
14 is land that is not subject to tribal  
15 jurisdiction, because --

16 JUSTICE KAGAN: I guess what I'm  
17 saying is it becomes much -- a -- a different  
18 question, a more complicated question if you  
19 ask about a broad in rem exception or, you  
20 know, in some ways the in rem exception is  
21 broader, in some ways it's narrower.

22 It just becomes a different question  
23 if you ask about in rem exception, one which  
24 does take you into this question of: What  
25 happens if the land is on the reservation?

1 Then if you say: Look under the immovable  
2 property rule, if one sovereign owns land in  
3 another sovereign's territory, that sovereign  
4 is subject to suit there.

5 That's not -- that's not a general in  
6 rem question. It's a question about the  
7 immovable property rule.

8 MR. MILLER: But -- but, you know,  
9 given -- going back to what I said earlier  
10 under Shaffer, what in rem jurisdiction is, it  
11 reflects an exercise of the power of the  
12 foreign state over the property. And when  
13 you're talking about off-reservation land, in  
14 rem jurisdiction is an exercise of the  
15 sovereign's power over --

16 JUSTICE GINSBURG: Mr. Miller, it's  
17 odd that you bring up Shaffer against Heitner  
18 because the whole effort in that case was to  
19 say, yeah, there's a historical understanding  
20 of why we divided things into in personam and  
21 in rem, but this Court said we wanted to make  
22 it clear that the notion that things have any  
23 rights is fanciful, anything is a claim  
24 involving a person, that is people have rights  
25 in things.

1           So Shaffer said in the old style in  
2     rem proceedings, you will have to meet -- you  
3     will have to show the same kinds of connections  
4     to the lawsuit that you would have to show for  
5     in personam.

6           So the whole message of Shaffer  
7     against Heitner is to break down that  
8     distinction and say that we recognize that  
9     litigation is against contending humans or  
10    entities and we should not have different  
11    connections for in rem versus in personam.

12           MR. MILLER: We -- we agree with that.  
13    But nonetheless what that case teaches is there  
14    can be different sources of the Court's power.  
15    And the Court addressed -- obviously that case  
16    was about the quasi-in rem jurisdiction where  
17    you're just using the property as a hook to  
18    regulate some other activity of the -- of the  
19    defendant.

20           But the Court had an extended  
21    discussion of the traditional in rem case that  
22    we're talking about and said that, in -- in a  
23    case where, you know, the dispute is about  
24    property within the foreign state, the -- the  
25    con -- minimum contacts test of International

1 Shoe is pretty much automatically going to be  
2 qualified because of -- be satisfied because of  
3 the state's strong interest in assuring the  
4 marketability of property within its borders  
5 and in providing a procedure for peaceful  
6 resolution of disputes about the possession of  
7 that property.

8 JUSTICE ALITO: I thought that Justice  
9 Ginsburg's question which started off this line  
10 of questioning was essentially this: Suppose  
11 there were no such thing as the immovable  
12 property exception, just doesn't exist or  
13 doesn't apply in this situation.

14 Would the decision of the Washington  
15 Supreme Court be correct based on the in rem  
16 theory?

17 MR. MILLER: If -- if there were -- I  
18 mean, no, it would not.

19 JUSTICE ALITO: Okay.

20 MR. MILLER: But as I've been  
21 explaining, the in rem theory ultimately refers  
22 to the same underlying concepts about the  
23 foreign's power. And -- and we made this point  
24 in the brief.

25 JUSTICE KAGAN: But Mr. -- this is the

1 way I sort of see what's happened in this case,  
2 and again, you can tell me if I am wrong. You  
3 took over this case and you read this opinion  
4 and you said this is not a very good theory.

5 (Laughter.)

6 JUSTICE KAGAN: There is a really good  
7 theory here. And I'm going to make that. And  
8 that's what good lawyers do. I'm not at all  
9 criticizing you.

10 It's just it's a new theory, and a new  
11 -- it's not just even a new argument. It's  
12 just a new -- it's a completely new way to win  
13 this case.

14 MR. MILLER: Well, all right. We took  
15 over the case and read the other side's brief  
16 and Petitioner's brief says: Tribes should be  
17 treated like other sovereigns and other  
18 sovereigns would be immune in this kind of  
19 case. And we're saying: No, they wouldn't.  
20 And --

21 JUSTICE GORSUCH: Well but you --  
22 that's not quite right, though, because we know  
23 the United States would be immune from this  
24 suit, right?

25 MR. MILLER: No, Your Honor, because

1 --

2 JUSTICE GORSUCH: Well, adverse  
3 possession, I think we -- everyone acknowledges  
4 that the United States would not be subject to  
5 a suit like that. Maybe you can tell me why  
6 that's wrong in response to Justice Ginsburg's  
7 line of inquiry. But assuming it could be  
8 immune, here if the land were in trust, it  
9 would be the same as the United States' land.  
10 And so it is possible that a sovereign could be  
11 immune from this kind of suit, right?

12 MR. MILLER: If -- if the land were in  
13 trust, the sovereign immunity of the United  
14 States would bar the suit. But the reason I  
15 say the United States would not be immune from  
16 this kind of suit is this is a suit challenging  
17 title to property owned by one sovereign within  
18 the territory of another.

19 JUSTICE GORSUCH: I -- I understand.

20 MR. MILLER: But --

21 JUSTICE GORSUCH: But if this were in  
22 trust and, therefore, property of the United  
23 States, you'd agree sovereign immunity would  
24 bar this suit?

25 MR. MILLER: Yes, the -- the Quiet

1 Title Act exception for trust or restricted  
2 Indian lands would -- would bar it.

3 CHIEF JUSTICE ROBERTS: I -- as  
4 Justice Kagan suggested, you know, you're --  
5 you're a good lawyer, but you're not the one  
6 who came up with this the first time in this  
7 litigation, were you? I mean, the government  
8 raised the immovable property argument in its  
9 brief.

10 MR. MILLER: That's -- that's  
11 absolutely right, Your Honor, they did --

12 JUSTICE KAGAN: Did that happen  
13 because you had a conversation with the  
14 solicitor general --

15 (Laughter.)

16 JUSTICE KAGAN: -- in which the  
17 solicitor general knew which sort of arguments  
18 you were going to make?

19 MR. MILLER: We had a conversation  
20 with the solicitor general.

21 (Laughter.)

22 JUSTICE BREYER: Look, sending it  
23 back, sending it back, I think it is a -- we  
24 could try to decide it or we could say:  
25 Review, not first view, all right? So one of



1 the things -- ways in my mind is this, that  
2 reading the words "immunity from suit" broadly,  
3 extending where not even Canada would dare to  
4 go, all right, there's a lot of language in  
5 cases that does say that. So I'm pretty  
6 curious, whether anyone else is, but I'm pretty  
7 curious, for the last 20 years, how have things  
8 gone?

9 I mean, Congress hasn't acted. Tribes  
10 are in business across the country. There must  
11 have been controversies. What's actually  
12 happened? And -- and one argument for leaving  
13 things alone is we have all survived. And an  
14 argument the other way is it's very anomalous,  
15 could give the tribes more immunity than  
16 foreign countries would have. All right.

17 So why shouldn't we send it back and  
18 get all this out on the table and, you know, we  
19 -- we have the views of other courts and we  
20 also have a more extensive set of arguments?

21 MR. MILLER: Well, because what --  
22 what has happened is that there is a conflict  
23 in the lower courts. And these issues have  
24 been fully ventilated in -- in the lower  
25 courts.

1           So the -- the other state high court  
2 decision on the same side as Washington.

3           JUSTICE SOTOMAYOR: I'm sorry, I'm  
4 actually quite interested in that because I  
5 went to look. There is a split on Yakima and  
6 what Yakima means or doesn't mean. But I don't  
7 know that the courts below have been looking at  
8 this immovable property theory.

9           MR. MILLER: Well, the -- the other  
10 state high court decision on the same side as  
11 Washington is the North Dakota decision in Cass  
12 County and Joint Water Resources District and  
13 that has a several-paragraph discussion of  
14 Georgia against Chattanooga. So, the -- the  
15 concept is there in the -- in the decisions  
16 below.

17           On the other side of the split the  
18 leading case is the Second Circuit's decision  
19 in Oneida against Madison County. This Court  
20 granted cert in that case back in 2010 and it  
21 was mooted after the tribe waived immunity --

22           JUSTICE SOTOMAYOR: So, the -- if --

23           MR. MILLER: -- but --

24           JUSTICE SOTOMAYOR: -- if we let it go  
25 back, it's going to get aired fully and we'll

1 have a split --

2 MR. MILLER: Well, you --

3 JUSTICE SOTOMAYOR: -- according to  
4 you. Might or might not have a split. That  
5 would require us to take the case again on this  
6 theory, but it still doesn't explain why we  
7 shouldn't follow our normal practice and just  
8 say relying on Yakima is wrong, and there might  
9 be something else, but, you know, you'll take  
10 care of it --

11 MR. MILLER: Well, I mean because --

12 JUSTICE SOTOMAYOR: -- in that first  
13 instance.

14 MR. MILLER: -- because you already  
15 have -- you already have a split in which these  
16 issues have been ventilated in the lower  
17 courts. You have an issue here that, you know,  
18 the lower court's decision wasn't just county  
19 of Yakima. You know, it was also about the  
20 state's authority over land within the state.

21 And then we made that point in the  
22 brief in opposition at -- at page 6.

23 We said that a state's jurisdiction to  
24 control the ownership and disposition of real  
25 property within its territory is a core

1 sovereign prerogative. That's exactly the same  
2 idea, just less memorably phrased, as -- as  
3 then Justice Scalia's observation in  
4 Reclamantes about territorial sovereign's  
5 primeval interest in controlling real property  
6 within -- in its domain.

7 CHIEF JUSTICE ROBERTS: What -- what  
8 would be -- what's your objection, the -- the  
9 tribe has suggested that you wait until the  
10 trust proceedings, at which time you'll have an  
11 opportunity to object to the government's  
12 taking the property in trust because you would  
13 say part of it is ours. What -- what's wrong  
14 with that?

15 MR. MILLER: Well, we would object,  
16 and under the land and trust regulations, this  
17 existence of this, you know, the existence of  
18 this encumbrance on the title should preclude  
19 taking the land into trust, but if we -- if we  
20 succeed, we convince the secretary not to take  
21 the land into trust, that doesn't actually get  
22 us anything.

23 We still have the tribe asserting an  
24 interest in land that under state law belongs  
25 to us. And that is a -- that's a cloud on the

1 title. It makes the title non-marketable. And  
2 that is a -- a real immediate and concrete  
3 injury for which Washington law, like law of  
4 pretty much every state, provides a remedy.

5 Because it -- you know, all -- all  
6 this -- the discussion of sort of sovereignty  
7 can be a little bit abstract, but there's a  
8 real -- real practical reality underlying it  
9 and that's that, you know, every government and  
10 really every organized society has an interest  
11 in having some mechanism for determining who  
12 owns what pieces of land.

13 And the tribe's position would create  
14 situations, you know, like -- like this one  
15 where that's impossible. The -- the tribe's  
16 position would also undermine the ability of  
17 the state to acquire land that's needed for  
18 public use. And -- and Justice Alito, you  
19 asked a hypothetical about blocking  
20 condemnation that's -- that's not hypothetical  
21 at all.

22 The North Dakota case I mentioned  
23 earlier was a case where they were going to  
24 build a dam and they had plotted out the area  
25 that was going to be flooded by the dam. And

1 then the tribe purchased one and a half acres  
2 in the middle of that area. And then attempted  
3 to assert its immunity to block the entire  
4 project.

5 So that's -- and North Dakota went the  
6 same way as Washington and rejected that  
7 assertion of immunity, but that's the sort of  
8 thing that one would expect to happen under the  
9 rule.

10 JUSTICE ALITO: Does the record show  
11 -- this parcel of land is about an acre; is  
12 that correct?

13 MR. MILLER: That's correct, Your  
14 Honor.

15 JUSTICE ALITO: Does the record show  
16 what it is worth?

17 MR. MILLER: No, I don't -- I don't  
18 believe there's anything in the record on that.

19 The -- as I said earlier, you know,  
20 this argument has been presented in response  
21 to, you know, the argument that Petitioner made  
22 that they should be treated like other  
23 sovereigns. And, you know, it's not just what  
24 they said, it's what this Court has said.

25 As Justice Kagan, you mentioned

1 earlier that, you know, under Bay Mills and  
2 under Santa Clara Pueblo, what tribal sovereign  
3 immunity is, is the common law immunity from  
4 suit traditionally enjoyed by sovereign powers.

5 So, you know, if the Court is going to  
6 consider, you know, what cases fall within the  
7 scope of sovereign immunity, it -- it has to do  
8 that by reference to, you know, what the  
9 traditional rules are for other sovereigns.  
10 And --

11 JUSTICE KAGAN: Yeah, I mean, as I  
12 said, I think you have a -- a pretty strong,  
13 not -- you know, it looks pretty good to me  
14 right now.

15 (Laughter.)

16 JUSTICE KAGAN: I -- I -- I am a  
17 little bit worried about what Justice Sotomayor  
18 said, which is, you know -- you know, if we  
19 really looked harder, maybe there would be  
20 something else that would cut against this  
21 theory.

22 I'm a little bit worried that there  
23 aren't amici who knew about this theory. The  
24 only one who did is really the solicitor  
25 general, because the solicitor general

1 generally talks to parties as the litigation  
2 goes forward.

3           And I think it would be, I have to  
4 say, just a bad way of dealing on our part if  
5 we allowed parties to come in, even with the  
6 best of faith, and said I have a new theory for  
7 you that -- that really the only people who got  
8 a chance to reply are the Petitioners in a  
9 20-page yellow brief.

10           MR. MILLER: Well, I mean, I think the  
11 -- the issue was out there. Anyone who read  
12 the cases cited in the petition for writ of  
13 certiorari would have been aware of, you know,  
14 these concepts. They're -- they're expressed  
15 in the North Dakota opinion. They were  
16 expressed by Petitioners in the Madison County  
17 case when -- when this Court -- from the Second  
18 Circuit, when this Court granted cert, you  
19 know, seven years ago.

20           So anybody who is looking at the legal  
21 landscape of what the circuit conflict was  
22 would have been aware of these issues. Anybody  
23 who read the decision below and looked at the  
24 Court's references to in rem jurisdiction and  
25 asked themselves, you know, what does it mean



1 to say that a state has, you know, in rem  
2 jurisdiction to exercise power over the land  
3 within its sovereign domain would have been  
4 aware of the issue.

5 And anyone who read this Court's  
6 decision in City of Sherrill, which, you know,  
7 doesn't address this precise question presented  
8 but goes a long way toward saying that when you  
9 have land that's within a state, the fact that  
10 a tribe has come along and purchased it on the  
11 open market does not divest the state of  
12 sovereignty. It's still subject to state  
13 sovereignty, not tribal sovereignty.

14 You know, all of those things that  
15 were out there, you know, should have put  
16 parties on notice, you know, as -- and, in  
17 addition, the -- you know, the foundational  
18 principle that, as I said earlier, you know,  
19 the scope of sovereign immunity under this  
20 Court's precedents is determined by reference  
21 to the law that governs other sovereigns.

22 I mean, just last year in Lewis, you  
23 know, the Court applied that understanding of  
24 how sovereign immunity works. That was a case  
25 where the tribe came in and asserted that its

1 sovereign immunity barred the suit.

2 JUSTICE BREYER: That might be fair.  
3 I mean, I see in terms of fairness between the  
4 parties, but we have, you know, a dozen tribes  
5 and the National Congress of -- of American  
6 Indians and so forth, they all have an interest  
7 in this.

8 And they'd have to say squarely why  
9 should tribes have more immunity than Canada,  
10 Mexico, whatever, and -- and I don't know that  
11 they've addressed that squarely. Now they --  
12 and that's -- that's -- that's what's sort of  
13 moving me, to tell you the truth.

14 MR. MILLER: I mean, they -- they --  
15 several -- certainly, Petitioners in their  
16 opening brief, as well as several of the  
17 non-governmental amici did address that  
18 question, and said that tribes should have the  
19 same immunity as other sovereigns. So, you  
20 know, they have addressed that.

21 JUSTICE BREYER: That's on your side.  
22 But you think there are also people on their  
23 side.

24 MR. MILLER: Well, no, I'm -- I'm  
25 referring to the people on their side. You

1 know --

2 JUSTICE BREYER: They got those  
3 squarely in these three amici -- in the three,  
4 you know, light green amicus briefs which I did  
5 look at, but I haven't looked it with that  
6 directly in mind.

7 MR. MILLER: I don't know that they  
8 all did, but we -- we -- we cited a number of  
9 them in -- I think it would be early in -- in  
10 Section D of -- of our brief, we -- we cite --

11 JUSTICE SOTOMAYOR: Mr. Miller, I -- I  
12 -- you argue forcefully and you argue  
13 intelligently, but I don't know why if it was  
14 so obvious to everyone, and you didn't author  
15 the brief in opposition to certiorari, but if  
16 it was so obvious that this was the case, why  
17 doesn't the brief mention the immovable  
18 property exception?

19 MR. MILLER: Well, I --

20 JUSTICE SOTOMAYOR: It -- you know,  
21 you say it's obvious, but it obviously isn't  
22 obvious --

23 MR. MILLER: It doesn't mention it --

24 JUSTICE SOTOMAYOR: -- because neither  
25 did the court below.

1           MR. MILLER: Yeah, it doesn't mention  
2 it in terms -- I've -- I've cited to you the --  
3 you know, the qualification of the question  
4 presented in the -- in the brief in opposition  
5 that refers to off-reservation land.

6           The passage on page 6 that refers to  
7 the -- the sovereign prerogative of the state,  
8 which is just a -- I mean, it is not explicit,  
9 but it is another way of getting at that  
10 concept.

11           I mean, if the Court has no further  
12 questions, we ask that the judgment be  
13 affirmed.

14           CHIEF JUSTICE ROBERTS: Thank you,  
15 counsel.

16           Mr. Hawkins, you have a minute left.

17           REBUTTAL ARGUMENT ON DAVID S. HAWKINS

18           ON BEHALF OF THE PETITIONERS

19           MR. HAWKINS: It is fundamentally  
20 Congress's job, not ours, to determine whether  
21 or how to limit tribal sovereign immunity.  
22 That comes from Bay Mills, 2037.

23           Justice Breyer, you asked how have  
24 things gone over 20 years and how are these  
25 issues addressed? These issues are addressed

1 every day in contracts and in land transactions  
2 by the tribe either agreeing to waive  
3 voluntarily or negotiating how disputes will be  
4 resolved.

5 So there is a mechanism, and that's  
6 between the parties who understand their place.  
7 Even in this situation, had the Lundgrens  
8 offered an opportunity to negotiate in  
9 recognition of the tribe's immunity from suit,  
10 we would have not -- we would have engaged in  
11 that same process here.

12 JUSTICE SOTOMAYOR: I'm sorry, there  
13 was a negotiation, and I thought the  
14 negotiation resulted in the tribe saying: No,  
15 we want the land, we won't take money for it.  
16 We won't exchange parcels for it. The  
17 Lundgrens wanted to pay you money or exchange  
18 parcels, and the tribe said no.

19 MR. HAWKINS: Justice Sotomayor --

20 JUSTICE SOTOMAYOR: So what were they  
21 supposed to do next?

22 MR. HAWKINS: There was an -- there --  
23 there -- what I said was if the Lundgrens  
24 understood our immunity from suit, then the  
25 negotiations would be different.

1 JUSTICE SOTOMAYOR: How? When you  
2 said no.

3 MR. HAWKINS: Because they would not  
4 have -- they would not have the opportunity to  
5 seek the legal relief that they have sought  
6 here. We respectfully ask that the judgment  
7 below be reversed.

8 CHIEF JUSTICE ROBERTS: Thank you,  
9 counsel. The case is submitted.

10 (Whereupon, at 11:07 a.m., the case  
11 was adjourned.)

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