I am very pleased to be included in the workshop today because I believe that this is as important a seminar as any in the water community have ever held. As directors of water conservancy districts, we all hear the challenge of successful water resource management, development and the legacy of adequate water supplies with all of the ensuing benefits, not only for ourselves but for generations to come. Though our districts have enjoyed success by providing countless benefits to our respective areas through water projects, we need to pause and take a long hard look at ourselves and our direction in meeting the challenges of the future.

The title of this address, “WATER CONSERVANCY DISTRICTS—ARE THEY AT THE CROSSROADS?” presents an interesting question. Are we, indeed, at a crossroad? Yes, I believe we are.

The recent lawsuits, TAR vs Animus LaPlata, formally challenged the organization of this conservancy district by stating that certain taxpayers who may be opposed to the formation of a district are the victims of discrimination. Though the Conservancy Act was upheld by the legislature and a lower court, appeals based on that same concept of discrimination are in progress.

Mr. Farr, a prominent Weld County businessman, has been active in Colorado water, land and cattle affairs for over 40 years. He is currently President of the Municipal Subdistrict, Northern Colorado Water Conservancy District, having served on that District’s Board for 26 years. He is the Immediate Past Chairman of the Colorado Water Resources & Power Development Authority, Chairman of the City of Greeley Water Board and has served on The Governor’s Blue Ribbon Panel, studying capital development needs in the state.

by W.D. Farr

There is occasional talk of changing the Conservancy Act so that directors be elected rather than be court-appointed. In my judgment and experience one of the great strengths of the Conservancy Act is the court-appointed directors. Through the years I have served on many boards of large corporations, cattle associations, ditch boards, and the Northern Colorado Conservancy District. I can assure anyone that no individual or group can have any selfish interest in serving his area. It is possible for a director to become careless or lazy, but when the chips are down, directors who are court-appointed will not make such decisions.

Sadly, the situation exists where we are continually attacking each other. The incredible amount of litigation in the courts today which we have desired so much, with efforts at communication have been less than effective. Equally ineffective have been our efforts to communicate our story to the public.

The fact is that most districts have very little public involvement processes, and may have somehow become separated from the water user community they are supposed to represent. Many districts also lack a clear direction or clear policy for the future.

Our nation and our state have changed rapidly in the last decade. Inflation and...
## Convention Schedule

**Thursday, February 23**

<table>
<thead>
<tr>
<th>Time</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>7:45 a.m.</td>
<td>Registration Opens</td>
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<tr>
<td>8:00 a.m.</td>
<td>Resolutions Committee Meeting</td>
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<tr>
<td>9:00 a.m.</td>
<td>Board of Director's Meeting</td>
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<tr>
<td>10:30 a.m.</td>
<td>Keynote Address</td>
</tr>
<tr>
<td><strong>11:30 a.m.</strong></td>
<td>Report to the membership</td>
</tr>
<tr>
<td>2:00 p.m.</td>
<td>California—Friend, Foe or ?—Myron B. Holburt, Chief Engineer, Colorado Water Board of California, Los Angeles, California.</td>
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<tr>
<td>2:30 p.m.</td>
<td>An Update from EPA—John Welles, Regional Administrator, Region VIII, U.S. Environmental Protection Agency, Denver.</td>
</tr>
<tr>
<td>3:00 p.m.</td>
<td>Central Arizona Project: Myths &amp; Realities—Rich Johnson, Executive Director, Central Arizona Project Association, Phoenix, Arizona.</td>
</tr>
<tr>
<td>3:30 p.m.</td>
<td>Break</td>
</tr>
<tr>
<td>4:15 p.m.</td>
<td>Green Mountain Reservoir: Lock or Key?—Greg Hobbs, Davis, Graham &amp; Stubbins, Denver.</td>
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<tr>
<td>6:30 p.m.</td>
<td>Reception—Food, Snacks and Refreshments courtesy of Dillon, Read &amp; Co., Inc.</td>
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<tr>
<td>7:30 p.m.</td>
<td>Banquet—The guest speaker will be A. Alan G. Scania, Chairman, Council on Environmental Quality, Washington, D.C.</td>
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**Friday, February 24**

<table>
<thead>
<tr>
<th>Time</th>
<th>Event</th>
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<tbody>
<tr>
<td>7:00 a.m.</td>
<td>Legislative Breakfast—Addressing the delegates will be—Senator Wayne Allard of Loveland, Senator Tilman “Tillie” Bishop of Grand Junction, Representative Lewis H. Entz of Hooper, Representative Chris Paulson of Englewood, Senator Richard M. Soash of Steamboat Springs, Representative Ruth Wright of Boulder, and Representative Walt Younglund of New Raymer.</td>
</tr>
<tr>
<td>9:30 a.m.</td>
<td>Colorado Water Resources and Power Development Authority—Today and Tomorrow(?)—Anthony W. Williams, Vice Chairman, Colorado Water Resources and Power Development Authority, Grand Junction.</td>
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<tr>
<td>10:00 a.m.</td>
<td>“Water: the Farm-City Connection”—Commissioner Tim Schultz, Colorado Department of Agriculture.</td>
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<tr>
<td>10:30 a.m.</td>
<td>Break</td>
</tr>
<tr>
<td>10:45 a.m.</td>
<td>CRSP Power Revenues for Water Project Financing—David W. Robbins, Board Member, Colorado Water Conservation Board, Denver.</td>
</tr>
<tr>
<td>11:15 a.m.</td>
<td>A Message from Roy Romer, State Treasurer, State of Colorado.</td>
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<tr>
<td>12:30 p.m.</td>
<td>The Wayne N. Aspinall Memorial Luncheon—The guest speaker will be U.S. Senator William Armstrong. The fourth “Wayne N. Aspinall Water Leader of the Year Award” will be presented at this luncheon.</td>
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<tr>
<td>2:00 p.m.</td>
<td>Colorado Water Congress Business Meeting</td>
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<td></td>
<td>- Election of Board of Directors</td>
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<td>- President’s Report</td>
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<td>- NWRA Report</td>
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<td>- Treasurer’s Report</td>
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<td></td>
<td>- Consideration of 1984 Resolutions</td>
</tr>
<tr>
<td>3:00 p.m.</td>
<td>Board Meeting-1984-85 CWC Board of Directors</td>
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</table>

## Colorado Directory For Water Users

Mail To: COLORADO WATER CONGRESS
1390 Logan Street, Room 312
Denver, Colorado 80203

| Sales Tax | Denver residents and firms, please add 7.1% sales tax (3.5% state, 3.6% Denver and 0.6% RTD); residents and firms in RTD boundaries (other than Denver) please add 4.1% sales tax; and all others in Colorado please add 3.5% sales tax. |

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Date: __________ Name: __________
Organization: __________ Address: __________
City/State/Zip __________

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**RESOLUTIONS**

Water policy resolutions will be presented to the membership at approximately 2 p.m., Friday, February 24, 1984. In accordance with CWC policy, no resolution will be considered by the floor unless it has been first approved by the CWC Board of Directors, which will meet Thursday morning, February 23. Persons wishing to present proposed policy resolutions should contact Bob Fischer, CWC Resolutions Chairman, Denver Water Department, 1600 W. 12th Ave, Denver, Colorado 80524, phone: (303) 623-2500, ext. 252.

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**Colorado Water Rights**

Published by Colorado Water Congress
1390 Logan Street, Room 312
Denver, Colorado 80203
Phone (303) 623-0812
Member of National Water Resources Association and Water Resources Congress

Dick MacRae
Publisher
Greg Ilalet
Editor
Jeff Must
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Intermountain Color
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Jim Temple, Grand Junction
John Sayre, Denver
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Jack Ross, Denver
NERA Alternate
Robert W. Fischer, Denver
NWRA Resolutions Member
Greg Hobbs, Denver
NWRA Resolutions Alternate
This young man (31) is a partner in the Glenwood Springs law firm of Leavenworth, Patrick & Lockhead which specializes in water rights law, real estate law and land use law.

Lockhead was appointed by Gov. Lamm to the Water Development Task Group of the Metropolitan Roundtable and has served as a member of the Western Slope Water Advisory Council and the City of Glenwood Springs Parks & Recreation Commission.

He is affiliated with the American Bar Association and the Colorado Bar Association as well as the Ninth Judicial District Bar Association. He has been Admitted to practice before the Federal District Court, and the United States Tenth Circuit Court of Appeals.

**Personalities**

**James S. Lockhead**

In this edition of Water Rights we'd like to introduce James S. Lockhead who was recently appointed to the Colorado Water Conservation Board.

He is a native of Pasadena, California, who attended Willamette University in Salem, Oregon before receiving his B.A. from Colorado University in 1974. He also received his J.D. from C.U. in 1978.

**Calendar of COMING EVENTS**

- **February 11-12, 1984** - Club 20 Western Travel Show, Two Rivers Plaza, Grand Junction. For more information contact the Club 20 offices in Grand Junction: (303) 242-3266.

- **February 14-15, 1984** - Colorado Water Quality Control Commission, 4210 E. 11th Avenue, Denver. Future CWQCC meetings are scheduled for March 12-13, and April 9-10, 1984. For more information contact the CWQCC offices in Denver: (303) 220-3333 Ext. 3378.

- **February 20 (t), 1984** - Colorado Water Resources & Power Development Authority Board Meeting. Future Authority Board committee meetings are usually held on the third Monday of each month; however, readers are advised to check with Authority officials. For more information contact the Authority offices in Denver: (303) 830-1550.

- **February 23-24, 1984** - COLORADO WATER CONGRESS 1984 Annual Convention - Holiday Inn Denver Downtown, 15th & Gilpin Place, Denver. For more information contact the CWC office in Denver: (303) 837-0812.

- **February 24, 1984** - Colorado Ground Water Commission, Rm. 110, State Centennial Building, 1313 Sherman Street, Denver. Future Ground Water Commission meetings are scheduled for May 18, August 17, and November 16, 1984. For more information contact the Colorado Division of Water Resources in Denver: (303) 866-3581.

- **March 8-9, 1984** - COLORADO WATER CONSERVATION Board Meeting - Governor's Court Hotel, 1776 Grant Street, Denver - Rm. 110, State Centennial Building, 1313 Sherman Street, Denver. For more information contact the CWCB offices in Denver: (303) 866-3441.

- **May 28 - June 2, 1984** - 12th International Congress on Irrigation and Drainage - Colorado State University, Fort Collins. For more information contact Larry D. Stephens, Executive Secretary, U.S. Committee on Irrigation, Drainage and Flood Control, P.O. Box 15256, Denver, CO 80215 (or phone: 303-224-3006).

**CWC Liability Insurance Program Progress Report**

by John Bigham Chairman

CWC Liability Insurance Committee

The Colorado Water Congress Insurance Committee, at the request of the Colorado Water Congress Board of Directors, has proceeded in the developing of a group association liability insurance program for dam, reservoir, and canal companies. We are happy to report that this goal looks as if it can and will be achieved.

To reach this goal, a questionnaire was sent out to some Colorado Water users members in late 1983, requesting underwriting information and general interest in this type of insurance program. The results indicated that, indeed, there was sufficient interest to continue investigation for development of such an insurance program.

Seven insurance firms were interviewed and J.H. Silversmith, Inc., Insurance Consultants and Brokers of Denver was selected to help develop the package of liability and property coverage for Colorado Water Congress members in a group association program.

In order to obtain additional underwrit­ ing information and a broader sam­ ple of interest for this type of insurance program, a second questionnaire will be mailed to dam owners during December. The resulting insurance program will be to serve our present and future member's insurance needs.

The basic insurance program proposed will be a group association of Colorado Water Congress members receiving the group rated premiums, but each individual is considered separately and can custom design their insurance program to fit their specific underwriting constraints or both. The basic package possibilities could be composed of:

Primary policy covering property (building and contents) at replacement value, business interruption, flood and earthquake, comprehensive general liability, and automobile, excess (umbrella), inland marine, radio and computer equipment, equipment floaters (for all equipment except automobiles), workmen's compensa­tion, directors and officers, boiler and machinery, aviation (owned and non-owned), bonds and crime, and many others.

The Colorado Water Congress wants to provide the means of obtaining association group coverage which is a stable, fair market for responsible dam owning districts. Your interest and participation in this insurance company program hopefully will be of benefit to both you and Colorado Water Congress members as a whole. For more information on this liability insurance effort, please contact the Colorado Water Congress, 1309 Logan Street, Room 312, Denver, Colorado 80203 (or call (303) 837-0812).

Continued from page 1

energy costs are forcing every business entity to reassess all of their activities. Some businesses, are closing, others are changing their strategy or their products. I believe it is the duty and responsibility of every Conservancy Board to reassess their operation. Can your existence be justified?

We are entering an information age where the need for and the availability of information is exploding at an incredible rate. Our districts and the water community in general have been accused of providing too little information and very little education about ourselves to the public. In some ways the different consistencies which are questioning the need for districts are only responding to the fact that we spend vast resources talking to each other but not to the taxpayers and the water users who support us.

We need to challenge our thinking regarding our role in providing water by reviewing the policies by which we operate. We need to realize that we have entered a different era in the financing of water resource projects. As we look back at the Conservancy Act, it has given us the tools necessary to do the job that was envisioned for districts back in the late 1930's. The Act provided a court-appointed board of directors which minimized the political impact on districts from outside forces. It also allowed the employment of a competent professional staff and consultants. It allowed districts to appropriate water, construct, own and operate systems, and to deliver water to the public. Conservancy districts can continue to exercise eminent domain and own right-of-way. The Act allows the districts to organize subdistricts and to levy taxes and issue bonds. The Water Conservancy...
Act was a brilliant piece of legislation that has enabled us to build the water projects that were needed to develop the economy of our regions. In looking to the future, I would like to focus on the future management of our districts, as we see several directions, mainly: "to benefit the public and improve the use of water." The legislative intent that really should challenge us includes increasing taxable property valuation, providing adequate municipal and industrial water supplies, and benefiting the lands to be irrigated within the districts.

The time has come when we must truthfully ask ourselves, "Why do we have a conservancy district?" Have we mentioned or have we operated to perpetuate the problem of hundreds of water rights owners trying to be sure that no one gets a drop of their water? We are conservancy districts. We were formed to work together to develop and manage our water resources and we need to cooperate and work with each conservancy district to improve and to manage the water resources of Colorado in a better manner.

I am very confident that even though our activities will evolve and change, the Conservancy Act will provide the foundation for us to do an outstanding job as we enter this new era. Honestly believe that the conservancy districts in the State of Colorado are at the crossroads—the crossroads of a new beginning.

What one can be ranked about today is how we are going to develop our districts more responsive, more efficient, and less bureaucratic. Mostly, we must determine ways to become less dependent upon federal and state governments which are both facing grave budgetary problems for the foreseeable future.

We must be thinking about our response to a changing population mix which is changing expectations and raising demands on society's institutions. We must realize that skepticism about government's ability to solve problems and that instead of reacting negatively to that skepticism we must realize that this is a great opportunity to show just how good local government can be.

We must admit that we have and will come under increasing scrutiny by the public in general and by many special interest groups. All the more reason for us, collectively, to recognize that the economic rationality for big reclamation water projects has eroded. The traditional role of the Bureau of Reclamation projects reflected a national economic theory that developing public resources made sense for everyone's benefit. The growth of our western states proves that theory. However, there is a growing element of people who deny that this kind of growth takes place. We must remember that changing social consensus is resulting in a feeling nationwide that those who benefit from water resource development should repay the cost—simply a matter of equity. We must realize that nationwide there is a growing number of people thinking that many water projects are being justified for their recreational value. These people are saying that our water projects reflect a national economic theory that developed when Colorado Water Congress

Continued from page 3

Colorado Water Rights

I390 Logan Street, Room 312
Denver, Colorado 80203

I would like to close by asking you to use vision. Vision is what made water conservancy districts possible and successful. Try to be as close as possible to vision before you. Only then can you achieve the destiny for which so many people have worked so diligently, and that is to allow water conservancy districts to exist and to continue to provide innumerable benefits to your area and to the State of Colorado.