

HJ26 REPORT

Abstract from background paper: Irrigation ditches have delivered water to Montana users since settlement. Ditch easements are commonly used to convey water to water rights holders. Montana law does not allow encroachment of easements without ditch owner permission. Conflicts between landowners and ditch owners may be increasing. Other states may provide guidance regarding such disputes.

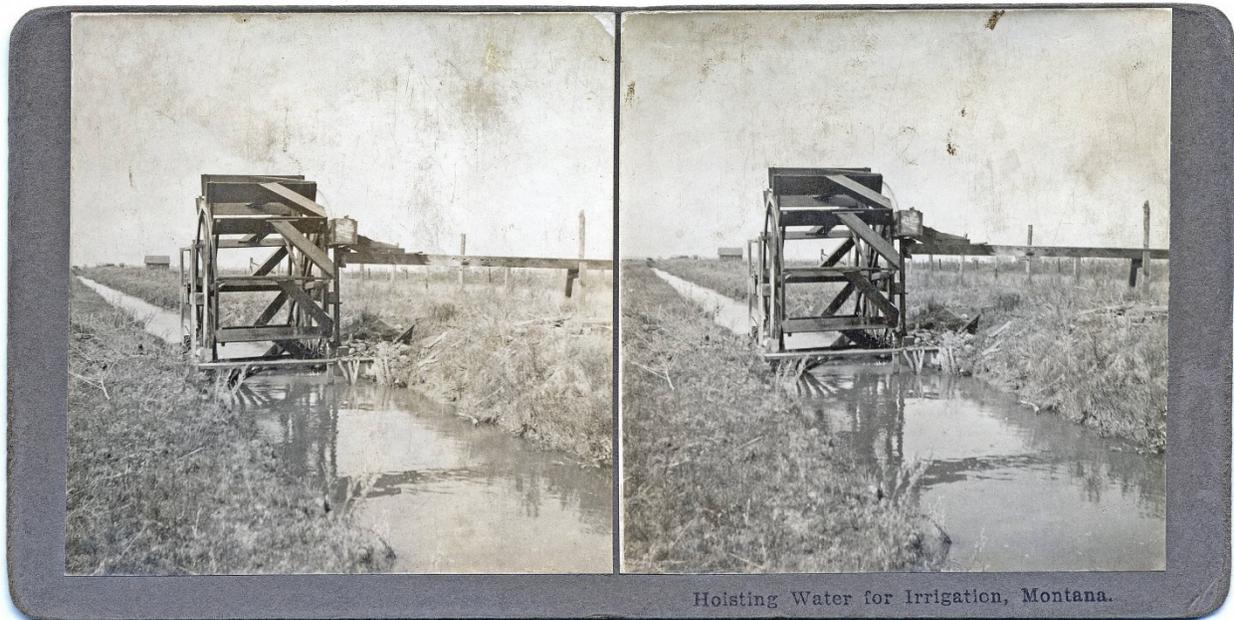
*Intersecting
interests of estate
owners and ditch
owners*

Water Policy Interim Committee members

Before the close of each legislative session, the House and Senate leadership appoint lawmakers to interim committees. The members of the WPIC, like more other interim committees, serve one, 20-month term. Members who are re-elected to the Legislature may serve again on an interim committee, if appointed and subject to overall term limits. This information is included to comply with 2-15-155, MCA.

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This report is a summary of the work of the Water Policy Interim Committee, specific to House Joint Resolution No. 26. Members received additional information and public testimony on the subject, and this report is an effort to highlight key information and the processes followed by the WPIC in reaching its conclusions. To review additional information, including written minutes, exhibits, and audio minutes, visit the WPIC website: www.leg.mt.gov/wpic.



Hoisting Water for Irrigation, Montana.

Montana Historical Society Photograph Archives

The logo for the Legislative Services Division of Montana. It features a black outline of the state of Montana on the left. To the right of the outline, the words "Legislative", "Services", and "Division" are stacked vertically in a large, bold, black serif font.

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Table of Contents

HJ26: An introduction..... 5
A Montana ditch 5
Ditches in Montana law 6
The Musselshell Ranch Co. decision..... 8
HB149 8
The Colorado judicial test, Idaho statute..... 9
Considerations for law?10

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HJ26: An introduction

Seeking to “examine the intersecting interests of estate owners and ditch owners and contemplate options to accommodate both estates,” the 2013 Legislature passed House Joint Resolution 26. This study topic presents a mix of property law, water law, and a healthy dose of history.

The legal underpinnings for irrigation as we know it in Montana began with the first Territorial Legislative Assembly. In 1865, the Territorial Legislature passed an act “to protect and regulate the irrigation of land in Montana territory.” If an appropriators land was far from the river or stream “he shall be entitled to a right of way through the farms or tracks of land which lie between him and said stream...”¹

Canals and ditches have since been integral to Montana agricultural economy.

Today, 2 million irrigated acres are fed by ditches and canals. Most of these irrigators receive “off-farm” water from some type of water supply organization, whether it be an irrigation system or some sort of users association. Others tap into private ditches and canals. A few develop and control their own groundwater sources for irrigation.²

Irrigated crops add economic value to in Montana agriculture. Eighteen percent of all harvested cropland is irrigated, and these crops represent a higher share of the total agricultural sector, due to increased productivity from irrigation. Seventy-two percent of all irrigation water goes onto hay and pastureland, usually for use by the livestock industry.

Disputes between landowners and ditch owners occasionally arise. Landowners may wish to place bridges over ditches, change a canal route, or make other alterations. The ditch owner must agree to any such action. Changing land use patterns – particularly the subdivision and development of larger agricultural parcels into smaller home sites – may accelerate these conflicts in some areas of Montana.

A Montana ditch

A water right or permit in Montana includes a source, a place of diversion and a place of use. Oftentimes, the place of use is some distance from the source and place of diversion. Therefore, canals or ditches are sometimes necessary.

“There need be no relationship between the source of water and the locus of use,” wrote A. Dan Tarlock of the Chicago Kent College of Law and author of a book on American water rights. “Los Angeles, for example, enjoys water appropriated on the Colorado and Owens rivers hundreds of miles from the city.”³

These ditches, canals or other waterways often had to pass over someone else’s land via an easement. An easement is a property right, often purchased. Canal easements include a

¹ Section 1, *An Act to protect and regulate the irrigation of land in Montana Territory*, Laws of 1864. This act passed Jan. 12, 1865.

² PBS&J, *Irrigation in Montana: A Preliminary Inventory of Infrastructure Condition* (2009)

³ A. Dan Tarlock, *Law of Water Rights and Resources*, § 5:24, Thomson Reuters/West (2012)

dominant estate – the ditch owner – and a servient estate – the landowner on whose land the ditch must pass.

“The first appropriations in the West were made by persons entering on the public lands without express authority,” wrote David H. Getches, former dean of the University of Colorado Law School and natural resources law expert, referring to water diversions made by miners from federal lands.⁴

While these early “trespassing” ditches and canals were validated by subsequent federal legislation, others had to “reckon with private landowners when their diversions required crossing private lands.”⁵

The adoption of the prior appropriation doctrine by Western courts and legislatures “solved the problem of the great distances that separated most productive uses from the streams.”⁶

“Requiring miners and irrigators to own land along streams before they could use water from a watercourse made no sense,” writes Donald D. MacIntyre, former chief legal counsel for the Montana Department of Natural Resources and Conservation. The prior appropriation doctrine also “provided the security necessary for development.”

“As the West populated, the irrigators needed to cooperate with one another to develop systems of ditches and canals that required capital investment.”⁷

A ditch owner had two separate rights: a water right and a ditch right. The ditch right can also be parsed into two parts: the ability to move water, and the right to access to maintain and repair a ditch.⁸

Ditches in Montana law

The 1889 Constitution – Montana’s first after gaining statehood – recognized the importance of irrigation ditches and canals to future settlement.

“The use of all water now appropriated, or that may hereafter be appropriated for sale, rental, distribution or other beneficial use and the right of way over the lands of others, for all dithes [sic], drains, flumes, canals and aqueducts [sic], necessarily used in connection therewith, as well as the sites for reservoirs necessary for collecting and storing the same, shall be held to be a public use.”⁹

This language – minus the misspellings – was later incorporated into the 1972 Constitution.

⁴ David H. Getches, *Water Law in a Nutshell*, 182, West Publishing Co. (1997)

⁵ I.b.i.d

⁶ Donald D. MacIntyre, “*The Prior Appropriation Doctrine in Montana*,” 55 Montana Law Review 303 (1994)

⁷ i.b.i.d.

⁸ Presentation by Michelle Bryan-Mudd, associate professor, University of Montana School of Law and director, Land Use Clinic to the WPIC, Sept. 10, 2013

⁹ Article III, sec. 15, 1889 Mont. Const.

A 1921 Montana Supreme Court case ended any confusion whether prior appropriation – and the subsequent irrigation schemes – was legal. Justice William L. Holloway wrote “...it is immaterial whether the lands to which the waters are applied are within or without the watershed of the stream from which the waters are taken.”¹⁰

In 1981, the legislature prohibited interference with canal or ditch easements. Subsection 70-17-112(2), MCA, states that “no person may encroach upon or otherwise impair any easement for a canal or ditch used for irrigation or any other lawful domestic or commercial purpose, including carrying return water.”¹¹

Encroachment or impairment appears to include any form of alteration, from placing a culvert and a bridge across the ditch or relocating the canal by digging a new route. Montana law does not allow any alteration unless “the holder of the canal or ditch easement consents in writing to the encroachment or impairment.”¹² The law also allows a ditch owner a secondary easement to access their canal for maintenance. This secondary easement has been the subject of lawsuits over the years. As a result, it appears a servient landowner appears to have little leverage against a recalcitrant ditch owner.

Two other statutes are helpful at understanding potential conflicts over irrigation ditches.

State subdivision law requires mapping of an easement – with room for maintenance – as part of a development project’s approval.¹³ And laws related to irrigation districts states that an irrigation district or ditch owner is not liable for injuries or damages related to an irrigation ditch unless they were “grossly negligent or engaged in willful or wanton misconduct.”¹⁴

When a landowner discovers and previously unknown ditch and easement on their property – these can often be hidden or overgrown – some seek to resolve the issue with a “quiet title” action. In this instance, a judge could declare an easement abandoned, thus relieving the servient landowner.

In extreme instances, a landowner may take matters into their own hands and relocate or otherwise alter a ditch. The ditch owner may be unaware of this alteration – and may be none the wiser – if the ditch owner’s water share continues to be delivered as in the past or if the ditch is not regularly maintained. But if the ditch owner’s water share has been diminished, or an encroachment or impairment is discovered during maintenance of the ditch, conflict – and lawsuits – may arise. A 2008 report on the state of Montana’s irrigation systems reported “the loss of irrigated acres in counties throughout the western region of Montana is likely also due to the transition from agricultural to recreation-based economies that these counties have experienced in recent years.”¹⁵ This transition has been at the root of many landowner-ditch owner conflicts.

¹⁰ *Mettler v. Ames Realty*, 61 Mont. 152, 201 P. 702 (1921)

¹¹ Section 70-17-112, MCA

¹² Section 70-17-112, MCA

¹³ Section 76-3-504(k) and (l), MCA

¹⁴ Section 85-7-2212, MCA

¹⁵ ECONorthwest, *Irrigation in Montana: A Program Overview and Economic Analysis* (2008)

Since statehood, about 100 cases related to “ditch easements” have reached the Montana Supreme Court. A majority of those cases were related to determining if an owner has an easement. Easements are sometimes difficult to discern, as they may be prescriptive or implied rights and not readily apparent. A minority of the 100 cases were related to interference with an easement.¹⁶

The Musselshell Ranch Co. decision

A recent Montana Supreme Court ruled clarified what was determined to be an encroachment – a culvert and a stone bridge – and maintenance access to the canal. In *Musselshell Ranch Co. v. Joukova*, the court also introduced the reasonableness standard for measuring an encroachment or impairment of a ditch easement:

“The balancing of rights...incorporates a standard of reasonableness: whether the servient owner’s use unreasonably interferes with the easement rights.”¹⁷

This “reasonableness” test is rooted in old legal treatises, and is reflected in the Montana Supreme Court case history. In some instances, the court allowed mild interferences with an easement, such as a pond or culverts. Encroachment involving a bulldozer was usually not deemed reasonable.¹⁸

Justice Nelson’s dissent on the *Musselshell Ranch Co. v. Joukova* case demonstrates he believes state law and the legislature have given no flexibility for encroachments.

“The statute is violated by virtue of the encroachment and impairment. End of story.”¹⁹

How this “reasonableness” test may be applied in the future remains to be seen.

HB149

A bill during the 2013 session proposed a solution for intractable disagreements between a landowner and a ditch owner. House Bill 149 defined an encroachment as a “relocation or alteration” that:

- Does not occur when the canal or ditch is being used to deliver water; and
- Does not create an impoundment of water or affect the delivery of the water, which include the volume and timing of the delivery.

After the “encroachment” was complete, the landowner would notify the ditch owner. The bill did not address the secondary easement right for repair and maintenance.

¹⁶ Bryan-Mudd presentation to WPIC, Sept. 10, 2013

¹⁷ *Musselshell Ranch Co. v. Joukova*, 2011 MT 217, 362 Mont. 1, 261 P.3d 570

¹⁸ Bryan-Mudd presentation to the WPIC, Sept. 10, 2013

¹⁹ *Musselshell Ranch Co. v. Joukova*, 2011 MT 217, 362 Mont. 1, 261 P.3d 570

During consideration in the House Committee on Agriculture, an amendment was drafted, which would have allowed a district court to declare the “relocation or alteration would not harm the canal or ditch owner or frustrate the purpose of the canal or ditch easement.”

Opponents to HB 149 said:

- Landowners aren’t often aware of ditch easements;
- Ditches are precisely engineered to move a certain amount of water, and any alteration could impair performance;
- Ditch owners may have to sue many times if landowners alter a canal through a newly subdivided property;
- Unclear future maintenance after a landowner alteration; and
- Unclear future liability after a landowner alteration.²⁰

The House Committee on Agriculture did not advance HB 149.

The Colorado judicial test, Idaho statute

Policy in two Western neighbor states – Colorado and Idaho – may help inform this study and future policy decisions.

A Colorado Supreme Court decision laid out a judicial test for resolving ditch easement disputes. The court concluded that “there are circumstances where ditch alterations cause no harm to the benefitted owner and greatly aid the burdened owner.”²¹ Justice Rebecca Love Kourlis of the Colorado Supreme Court wrote:

“...we find ourselves at the onset of the 21st century with competing land uses in Colorado proliferating and somewhat unclear common-law precedent as to the interlocking rights of estate benefitting from easement and those estates burdened by them...In other area of property law, the law in Colorado has begun to recognize that the competing uses between two interested owners should be accommodated, if possible, and that inflexible notions of dominant and servient estates do little to advance that accommodation.”²²

The court test allows “reasonable changes in the location of dimension of an easement” if the changes do not lessen the utility of the easement, increase burdens on the ditch easement, or frustrate the purpose of the easement.²³

Some states, the court noted, already had similar flexibility, such as New York, Maryland, and Missouri. The opinion also notes that the idea has been rejected in some Western states, including Arizona, California, Nevada and Washington.

²⁰ Minutes of the House Committee on Agriculture, Feb. 19, 2003

²¹ Scott C. Miller, *New Ditch Easement Law in Colorado*, American Bar Association Water Resources Committee Newsletter Archive, Vol. 5, No. 3, (2002)

²² *Roaring Fork Club, LP v. St. Jude’s Co.*, 36 P.3d 1229, Colo. Supreme Court (2001)

²³ Scott C. Miller, *New Ditch Easement Law in Colorado*, American Bar Association Water Resources Committee Newsletter Archive, Vol. 5, No. 3, Feb. 2002

And more than just resolving disputes, the judicial test would allow both property owners to “maximize the overall utility of the land.” A declaratory judgment by a court applying this judicial test – before an alteration is made – will discourage “self-help” actions, according to the Colorado court. This test may also help if multiple owners of a single ditch cannot agree to a project or improvement.

Like Montana, Idaho law requires written permission of a ditch owner before it is changed. And like many places, “self-help” actions by servient landowners regularly make their way into the courts. Judges in these cases have sometimes concluded that if the proper amount of water is being delivered, then damages to the ditch owner are minimal.

Idaho statute allows a landowner to “bury the ditch, canal, lateral or drain of another in pipe on the landowner’s property, provided that the pipe, installation and backfill reasonably meet standard specification for such materials and construction, as set forth in the Idaho standards for public works construction or other standards recognized by the city or county in which the burying is to be done.”²⁴ Furthermore, increased maintenance costs must be borne by the landowner. And, of course, written permission must be obtained.²⁵

Idaho law contains three concepts not mirrored in Montana law:

- Burying a ditch or canal is an option to resolve a conflict;
- The law sets an engineering standard to measure the quality of work if the canal is altered;
- The landowner is responsible for increased maintenance costs as a result of any alteration or improvements; and
- A ditch owner cannot relocate a canal without the landowner’s approval.

Considerations for law?

Could Montana law be altered to make ditch relocation more “accommodating,” while protecting the property rights of irrigators?

Most broadly, the Legislature could define a “reasonable” encroachment, as the term was raised by the Montana Supreme Court in the Musselshell Ranch Co. case.²⁶

If a “reasonable” encroachment is defined, other protection may need to be considered.

A ditch owner’s rights may need to be protected, such as the implied secondary right to inspect and repair a relocated canal. If a landowner decides on a measure of “self help” – altering a ditch without the consent of the ditch owner – the ditch owner may need the right to restore the ditch

²⁴ Sec. 42-1207, Idaho Code

²⁵ I.b.i.d

²⁶ Testimony of Abigail St. Lawrence, Hertha Lund to the WPIC, May 13, 2014

to its original condition.²⁷ Sometimes, ditch owners and landowners come to a settlement over ditch easement disputes. A law to enforce these settlements may also prove beneficial.²⁸

Aside from defining “reasonable,” the Legislature could take smaller steps.

One measure to possibly minimize landowner-ditch owner conflicts could be disclosure statements at the time of a parcel sale, similar to mold disclosure statements.²⁹

State subdivision law requires local governments to adopt provisions that require identification of ditch easements.³⁰ But it appears that different localities may present this information slightly differently – perhaps adding confusion. For example, the town of Manhattan used language verbatim from the Montana Code Annotated.³¹ But the documents available online for Lewis and Clark County refer only to “easements” in general; there is no reference to “ditch” anywhere in the 24-page procedures.³²

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²⁷ Testimony of St. Lawrence to the WPIC, May 13, 2014

²⁸ I.b.i.d

²⁹ Bryan-Mudd presentation to the WPIC, Sept. 10, 2013

³⁰ Section 76-3-504(k), MCA

³¹ 11-6-13, Manhattan Town Code

³² Procedures for Major Subdivisions, Lewis and Clark County subdivision regulations, Dec. 18, 2007