

**SUPREME COURT OF COLORADO**

101 West Colfax Avenue, Suite 800  
Denver, CO 80202

ORIGINAL PROCEEDING PURSUANT TO  
§ 1-40-107(2), C.R.S. (2010)

IN THE MATTER OF THE TITLE, BALLOT  
TITLE AND SUBMISSION CLAUSE FOR 2009-  
2010 #90

**Petitioner:**

JOHN GREGORY LEEDE, Objector

vs.

**Respondents:**

ROBERT HAMEL and JAY P.K. KENNEY,  
Proponents

and

**Title Board:**

WILLIAM A. HOBBS, DANIEL L. CARTIN, and  
DANIEL DOMENICO

**Attorneys for Petitioner:**

Douglas J. Friednash, #18128  
Cuneyt A. Akay, #39085  
1200 17th Street, Suite 2400  
Denver, Colorado 80202  
Tel: (303) 572-6500  
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E-mail: FriednashD@gtlaw.com  
AkayC@gtlaw.com

FILED IN THE  
SUPREME COURT

MAY - 7 2010

OF THE STATE OF COLORADO  
SUSAN J. FESTAG, CLERK

▲ COURT USE ONLY ▲

Case Number:

10SA1334

**PETITION FOR REVIEW OF FINAL ACTION OF  
BALLOT TITLE SETTING BOARD CONCERNING  
PROPOSED INITIATIVE 2009-2010 #90**

**\$ PAID**

Petitioner, John Gregory Leede (the "Petitioner"), a registered elector of the State of Colorado, through his counsel, Greenberg Traurig, LLP, pursuant to Colo. Rev. Stat. § 1-40-107(2), respectfully submits this petition for review to appeal the decision of the Title Board in setting the title for Proposed Initiative 2009-2010 #90.

### **ACTIONS OF THE TITLE BOARD**

Robert Hamel and Jay P.K. Kenney (the "Proponents") proposed Initiative 2009-2010 #90 (the "Initiative"). On April 6, 2010, the directors of the Colorado Legislative Council and the Office of Legislative Legal Services submitted a Memorandum to the Proponents in compliance with Colo. Rev. Stat. § 1-40-105(1). On April 9, 2010, a review and comment hearing on the Initiative was held before designated representatives of the Offices of Legislative Council and Legislative Legal Services to address technical and substantive comments and questions concerning the Initiative.

On April 9, 2010, the Proponents submitted a final version of the Initiative to the Secretary of State.

On April 21, 2010, the Title Board held a public hearing in order to establish the Initiative's single subject and set title.

On April 28, 2010, Petitioner filed a Motion for Rehearing alleging that: (1) the Initiative violated the single subject requirement of Colo. Const. art. V, § 1(5.5)

and the Colo. Rev. Stat. § 1-40-106.5; (2) the title set failed to express the Initiative's true intent and meaning; and (3) the title set contained an impermissible catch-phrase.

The Motion for Rehearing was heard at the next meeting of the Title Board on April 30, 2010. In response to the Motion for Rehearing and oral argument, the Title Board revised the ballot title. The Motion for Rehearing was otherwise denied by a vote of two to one.

This timely appeal followed.

### **ADVISORY LIST OF ISSUES PRESENTED**

The Initiative, a proposed amendment to the Colorado Constitution, violates the single subject requirement. Further, the title set by the Title Board is misleading, fails to correctly and fairly express the true meaning of the Initiative, and will certainly lead to voter confusion.

1. Whether the Initiative violates the single subject requirement of the Colo. Const. art. V, § 1(5.5) and the Colo. Rev. Stat. § 1-40-106.5.
2. Whether the Initiative's title, ballot title, and submission clause are misleading, confusing, unclear, and fail to accurately and fairly reflect the Initiative's true meaning and intent. The title fails to omit the central feature of the Initiative: that the measure grants the public the right to use the water of every natural stream within the state of Colorado without regard to the landowner's

consent. In addition, despite fundamental differences between this Initiative and Proposed Initiative 2009-2010 #89, the titles set for both initiatives are identical.

### **SUPPORTING DOCUMENTATION**

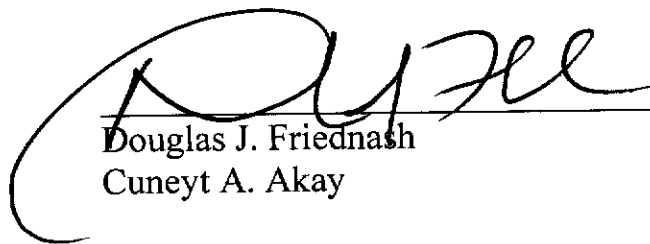
As required by Colo. Rev. Stat. § 1-40-107(2), a certified copy of the Initiative, a certified copy of the Motion for Rehearing, and a certified copy of the title set are submitted with this Petition. *See Exhibit A.* Petitioner has also attached the April, 6, 2010 Legislative Council and the Office of Legislative Legal Services Memorandum. *See Exhibit B.* Petitioner has also included the transcript from the Title Board hearing on April 21, 2010, *see Exhibit C*, and the transcript from the Motion for Rehearing on April 30, 2010, *see Exhibit D.*

### **RELIEF REQUESTED**

Petitioner respectfully requests that, after consideration of the parties' briefs, this Court reverse the actions of the Title Board with directions to decline to set a title and return the Initiative to the Proponents for failure to comply with single subject requirements or, in the alternative, that the title be corrected to accurately reflect the true intent and meaning of the Initiative.

Respectfully submitted this 7<sup>th</sup> day of May, 2010.

GREENBERG TRAURIG, LLP



Douglas J. Friednash  
Cuneyt A. Akay

Petitioner's Address:  
2100 Plaza Tower One  
6400 South Fiddler's Green Circle  
Greenwood Village, Colorado 80111

## CERTIFICATE OF SERVICE


I hereby certify that on the 7<sup>th</sup> day of May, 2010, a true and correct copy of the foregoing **PETITION FOR REVIEW OF FINAL ACTION OF BALLOT TITLE SETTING BOARD CONCERNING PROPOSED INITIATIVE 2009-2010 #90** was placed in the United States mail, postage prepaid, to the following:

Robert Hamel  
P.O. Box 337  
Cotopaxi, Colorado 81223

Jay P.K. Kenney  
910 Gaylord Street  
Denver, Colorado 80206

Mark G. Grueskin  
Isaacson Rosenbaum P.C.  
1001 17th Street  
Suite 1800  
Denver, Colorado 80202

Maurice G. Knaizer  
Deputy Attorney General  
Colorado Department of Law  
1525 Sherman Street, 6th Floor  
Denver, Colorado 80203

  
\_\_\_\_\_  
Karen Brock

# Exhibit A



# STATE OF COLORADO

DEPARTMENT OF  
STATE

## CERTIFICATE

I, **BERNIE BUESCHER**, Secretary of State of the State of Colorado, do hereby certify that:

the attached are true and exact copies of the text, motion for rehearing, titles, and the rulings thereon of the Title Board on Proposed Initiative "2009-2010 #90".....

..... IN TESTIMONY WHEREOF I have unto set my hand .....  
and affixed the Great Seal of the State of Colorado, at the  
City of Denver this 5<sup>th</sup> day of May, 2010.

*Bernie Buescher*

SECRETARY OF STATE



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APR 09 2010

Colorado Secretary of State

U: 13am  
CS  
MK

Be it Enacted by the People of the State of Colorado:

Article XVI of the Constitution of the State of Colorado is amended BY THE ADDITION OF A NEW SECTION to read:

**SECTION 9. RIGHTS OF USE – NATURAL STREAMS.**

(1) **Purposes and findings.** REASONABLE ACCESS TO COLORADO'S NATURAL STREAMS AND THE LANDS IMMEDIATELY ADJACENT TO THE NATURAL STREAMS IS AN IMPORTANT ELEMENT OF SAFE USE OF STATE WATERS. THE PEOPLE OF COLORADO CONFIRM AND CLARIFY THAT SPECIFIC RIGHTS ARE ASSOCIATED WITH THIS ACCESS AND FURTHER ACKNOWLEDGE THAT THE PUBLIC'S EXERCISE OF SUCH RIGHTS DOES NOT ADVERSELY AFFECT PROPERTY INTERESTS OF LANDOWNERS WHOSE PROPERTIES ARE ADJACENT TO NATURAL STREAMS.

(2) **Rights of use.** THE RIGHT TO USE THE WATER OF EVERY NATURAL STREAM WITHIN THE STATE OF COLORADO INCLUDES:

(a) THE RIGHT TO FLOAT ANY CRAFT UPON ANY NATURAL STREAM THAT IS CAPABLE OF SUCH USE; AND

(b) THE RIGHT, AS A NECESSARY INCIDENT TO THAT USE, TO MAKE SUCH CONTACT WITH THE BED OR BANKS OF THE NATURAL STREAM BELOW THE HIGH WATER MARK THAT IS THE MINIMUM POSSIBLE FOR THE FULL AND SAFE ENJOYMENT OF THE PUBLIC'S EASEMENT TO FLOAT.

(3) **Limitations on rights of use.** NOTHING IN THIS SECTION SHALL BE CONSTRUED TO:

(a) ALLOW ACCESS TO A NATURAL STREAM BY CROSSING PRIVATE LAND WITHOUT PERMISSION;

(b) ALLOW THE DROPPING OR DRAGGING OF AN ANCHOR OR THE INTENTIONAL BROACHING OF A CRAFT;

(c) CREATE A WATER RIGHT, AFFECT ANY EXISTING WATER RIGHT, OR IMPAIR THE RIGHT TO APPROPRIATE WATER; OR

(d) AFFECT TITLE TO THE BED OR BANKS OF ANY NATURAL STREAM.

(4) **Definition.** "HIGH WATER MARK" OF A NATURAL STREAM MEANS MEANS THE VISIBLE CHANNEL OF A NATURAL WATERCOURSE WITHIN WHICH WATER FLOWS WITH SUFFICIENT FREQUENCY SO AS TO PRECLUDE THE ERECTION OR MAINTENANCE OF MAN-MADE IMPROVEMENTS

WITHOUT SPECIAL PROVISION FOR PROTECTION AGAINST FLOWS OF WATER IN SUCH CHANNEL OR  
THE CHANNEL DEFINED BY THE MEAN ANNUAL FLOOD, WHICHEVER IS GREATER.

April 9, 2010

Ms. Cesiah Gomez  
Office of the Colorado Secretary of State  
1700 Broadway, Suite 200  
Denver, CO 80202

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Colorado Secretary of State

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9:13am  
MH

Re: Initiative 2009-2010 #90

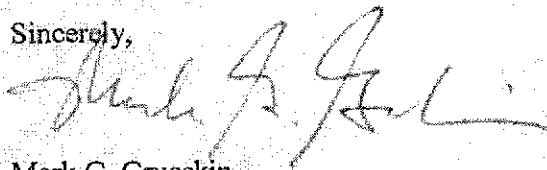
Dear Ms. Gomez:

Attached please find the original, amended, and final versions of Initiative 2009-2010 #90 for consideration by the Title Setting Board, submitted on behalf of the proponents by their counsel:

Robert Hamel  
P.O. Box 337  
Cotopaxi, CO 81223

Jay P.K. Kenney  
910 Gaylord St  
Denver, CO 80206

Sincerely,



Mark G. Grueskin

MGG/aak

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APR 28 2010

3:25

ELECTIONS  
SECRETARY OF STATE

COLORADO TITLE SETTING BOARD

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In re Proposed Initiative 2009-2010 # 90 ("Use of Colorado Water Streams"<sup>1</sup>)

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**MOTION FOR REHEARING**

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On behalf of John Gregory Leede, a registered elector of the State of Colorado, the undersigned hereby files this Motion for Rehearing in connection with the Proposed Initiative 2009-2010 #90 ("Use of Colorado Water Streams," hereinafter described as the "Initiative") which the Title Board ("Board") heard on April 21, 2010. This Motion for Rehearing presents three issues: (1) whether the Initiative violates the single subject requirement of the Colorado Constitution; (2) whether the ballot title is misleading because it fails to express the true intent and meaning of the Initiative; and (3) whether the title contains an impermissible catch phrase.

A. The Initiative violates the Single Subject Requirement.

A proposed ballot initiative must be limited to a single subject and a single, distinct purpose. See Colo. Const. art. V, § 1(5.5) & Colo. Rev. Stat. § 1-40-106.5. The purpose of the single-subject requirement for ballot initiatives is two-fold: to forbid the treatment of incongruous subjects in order to gather support by enlisting the help of advocates of each of an initiative's numerous measures and "to prevent surprise and fraud from being practiced upon voters." See C.R.S. § 1-40-106.5(e)(I, II). It is not proper to simply broaden the subject of a title to give the appearance of a single subject. *In re Title, Ballot Title & Submission Clause &*

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<sup>1</sup> Unofficially captioned "Use of Colorado Water Streams" by legislative staff for tracking purposes. Such caption is not part of the titles set by the Board.

*Summary for 2007-2008 #17*, 172 P.3d 871, 873-74 (Colo. 2007) (“multiple subjects may be improperly offered as a single subject by stating the subject in broad terms”).

However, this Initiative embodies an instance where the title has been improperly broadened to hide, among other things, the multiple subjects of the Initiative. Here, the ballot title and submission clause describes the single subject of the Initiative as “the right to use the water of every natural stream within the state.” The proponents have characterized this Initiative under a overarching and general theme in order to combine different proposals in the hopes of getting unrelated subjects passed by enlisting support from various advocates of the subjects (e.g., commercial rafters, fisherman, and other outdoor recreational users)--thereby securing the enactment of subjects that could not be enacted on their merits alone. *See In re Proposed Initiative on “Public Rights in Water II”*, 898 P.2d 1076, 1080 (Colo. 1995) (holding that “[t]he common characteristic that the paragraphs all involve ‘water’ is too general and too broad to constitute a single subject.”).

Moreover, this Initiative contains distinct and separate purposes.

1. The Initiative seeks to grant the public “the right to use the water of every natural stream.” In doing so, it would to reverse longstanding common law which provides that the public has no right to the use of waters overlying private lands for recreational purposes without the consent of the owner. *People v. Emmert*, 198 Colo. 137, 597 P.2d 1075, 1030 (Colo. 1979).

2. The Initiative grants the public the right to trespass onto private property. The Initiative gives the public “[t]he right . . . to make such contact with the bed or banks of the natural stream below the high water mark that is the minimum possible for the full and safe enjoyment of the public’s easement to float.”

B. The Initiative Fails to Express the Initiative's True Intent and Meaning.

In addition to the separate, distinct, and unrelated subjects and purposes within the Initiative, the Initiative's title fails to fully express its true intent and meaning. Colo. Rev. Stat. §1-40-102(10) provides that the title should be a "brief statement that fairly and accurately represents the true meaning and intent of the proposed text of the initiative." Further, in setting a title, the Board "shall consider the public confusion that might be caused by misleading titles and shall, whenever practicable, avoid titles for which the general understanding of the effect of a 'yes' or 'no' vote will be unclear. The title for the proposed law or constitutional amendment, which shall correctly and fairly express the true intent and meaning thereof . . ." *In re Proposed Initiative on Sch. Pilot Program*, 874 P.2d 1066, 1069 (Colo. 1994).

This title misleads voters as to the Initiative's true intent and meaning. The title would mistakenly lead the voter to conclude that the rights currently exist; it does not fairly and accurately inform the voter that the measure would drastically change the law in Colorado. The true intent of this Initiative is to give the public the right to use waters of every natural stream regardless of private property rights. This right has never existed in Colorado. Moreover, this Initiative itself attempts to deceive the voter by asserting that the public already has the right to use the water of every natural stream within the State of Colorado and that this right includes (1) the right to float and (2) the right to make contact with the bed and banks, including the nebulous reference to the public's "easement to float." However, the Colorado Supreme Court has held that "the public has no right to the use of waters overlying private lands for recreational purposes without the consent of the owner." *People v. Emmert*, 597 P.2d 1025, 1030 (Colo. 1979). Therefore, the true intent and meaning of this proposed Initiative is to grant new rights to the

public and drastically change existing Colorado law and the ballot title fails to inform the public of this true intent and meaning.

The Initiative sets forth two distinct rights under this broad umbrella, but a voter reading the ballot title cannot ascertain whether the Initiative grants rights beyond the two enumerated subjects or whether the public's right to use the water of every natural stream contains any restrictions or limitations. Thus, the Title does not enable the voter, whether familiar or unfamiliar with the subject matter of this proposal, to determine intelligently whether to support or oppose this proposal.

C. The Title of The Initiative Contains An Impermissible Catch Phrase.

The ballot title of this Initiative contains the phrase "the right to float" to describe a portion of the purported public right to use every natural stream. This is an impermissible catch-phrase. "It is well established that the use of catch phrases or slogans in the title, ballot title and submission clause, and summary should be carefully avoided by the Board." *In re Title, Ballot Title and Submission Clause, and Summary for 1999-2000 #258(A)*, 4 P.3d 1094, 1100 (Colo. 2000) (citations and internal quotations omitted). "Catch phrases' are words that work to a proposal's favor without contributing to voter understanding. By drawing attention to themselves and triggering a favorable response, catch phrases generate support for a proposal that hinges not on the content of the proposal itself, but merely on the wording of the catch phrase." *Id.* In addition, "[s]logans are catch phrases tailored for political campaigns-brief striking phrases for use in advertising or promotion. They encourage prejudice in favor of the issue and, thereby, distract voters from consideration of the proposal's merits." *Id.*

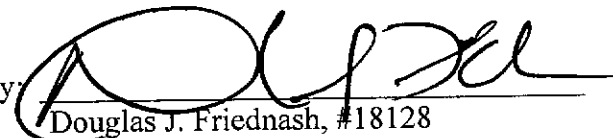
The catch-phrase "right to float" has been extensively in newspaper articles and press releases over the past months. Furthermore, this phrase masks the policy question regarding whether the public shall be allowed to access and use waters overlying private property. By including this phrase in the ballot title, the Board is tipping the substantive debate surrounding the issue of access and use of waters overlying private property to be submitted to the electorate.

Please set a rehearing in this matter for the next Title Board Meeting.

Respectfully submitted this 28<sup>th</sup> day of April 2010.

GREENBERG TRAURIG, LLP

By:



Douglas J. Friednash, #18128

Cuneyt A. Akay, #39085

Wm. Alex Furman, #38257

Petitioner's Address:

2100 Plaza Tower One  
6400 South Fiddler's Green Circle  
Greenwood Village, Colorado 80111




**CERTIFICATE OF SERVICE**

I hereby certify that on this 28th day of April, 2010, a true and correct copy of the foregoing **MOTION FOR REHEARING** was sent U.S. Mail as follows to:

Robert Hamel  
P.O. Box 337  
Cotopaxi, CO 81223

Jay P.K. Kenney  
910 Gaylord Street  
Denver, CO 80206

  
Karen Brock

**Ballot Title Setting Board**

**Proposed Initiative 2009-2010 #90<sup>1</sup>**

The title as designated and fixed by the Board is as follows:

An amendment to the Colorado constitution concerning public use of the water of every natural stream within the state, and, in connection therewith, declaring that the public may float any craft upon any natural stream that is capable of such use and make contact with the bed or banks of the natural stream below the high water mark, and stating that the measure shall not be construed to allow access to a natural stream by crossing private land without permission, allow the dropping or dragging of an anchor or the intentional broaching of a craft, create a water right, affect any existing water right, or impair the right to appropriate water, or affect title to the bed or banks of any natural stream.

The ballot title and submission clause as designated and fixed by the Board is as follows:

Shall there be an amendment to the Colorado constitution concerning public use of the water of every natural stream within the state, and, in connection therewith, declaring that the public may float any craft upon any natural stream that is capable of such use and make contact with the bed or banks of the natural stream below the high water mark, and stating that the measure shall not be construed to allow access to a natural stream by crossing private land without permission, allow the dropping or dragging of an anchor or the intentional broaching of a craft, create a water right, affect any existing water right, or impair the right to appropriate water, or affect title to the bed or banks of any natural stream?

*Hearing April 21, 2010:*

*Single subject approved; staff draft amended; titles set.*

*Hearing adjourned 6:35 p.m.*

*Hearing April 30, 2010:*

*Motion for Rehearing granted in part to the extent Board amended titles; denied in all other respects.*

*Hearing adjourned 3:07 p.m.*

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<sup>1</sup> Unofficially captioned "Use of Colorado Water Streams" by legislative staff for tracking purposes. Such caption is not part of the titles set by the Board.