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Attorneys for Rangen, Inc.

DISTRICT COURT OF THE FIFTH JUDICIAL DISTRICT OF

THE STATE OF IDAHO, IN AND FOR THE COUNTY OF TWIN FALLS

RANGEN, INC.,

Petitioner,

vs.

THE IDAHO DEPARTMENT OF WATER RESOURCES and GARY SPACKMAN, in his capacity as Director of the Idaho Department of Water Resources,

Respondents.

IDAHO GROUND WATER APPROPRIATORS, INC., A&B IRRIGATION DISTRICT, BURLEY IRRIGATION DISTRICT, MILNER IRRIGATION DISTRICT, NORTH SIDE CANAL COMPANY, TWIN FALLS CANAL COMPANY, AMERICAN FALLS RESERVOIR DISTRICT #2, MINIDOKA IRRIGATION DISTRICT,

Case No. CV-2014-2446

RANGEN, INC.'S MOTION TO AUGMENT THE AGENCY RECORD AND REQUEST FOR THE COURT TO TAKE JUDICIAL NOTICE

FREMONT MADISON IRRIGATION DISTRICT, and MADISON GROUND WATER DISTRICT,

Intervenors.

COMES NOW Rangen, Inc. ("Rangen"), through its attorneys, and respectfully moves this Court pursuant to Idaho Rule of Evidence 201 for an Order augmenting the agency record, and requests for the Court to take judicial notice of the documents, in the above-captioned case to include the following documents and Order issued in the underlying Administrative case:

1. *Rangen, Inc.'s Motion to Determine Morris Exchange Water Credit and Enforce Curtailment,* dated October 31, 2014, IDWR Docket Nos. CM-DC-2011-004, CM-MP-2014-001, and CM-MP-2014-006, attached hereto as Appendix A ("Motion to Determine").
2. *Affidavit of J. Justin May in Support of Rangen, Inc.'s Motion to Determine Morris Exchange Water Credit and Enforce Curtailment and Enforce Curtailment*, dated October 31, 2014, IDWR Docket Nos. CM-DC-2011-004, CM-MP-2014-001, and CM-MP-2014-006, attached hereto as Appendix B ("May Affidavit").
3. *Order Granting Rangen's Motion to Determine Morris Exchange Water Credit; Second Amended Curtailment Order*, dated November 21, 2014, IDWR Docket Nos. CM-DC-2011-004, CM-MP-2014-001, and CM-MP-2014-006, without its attachments, attached hereto as Appendix C ("Order Granting Motion to Determine").

GROUNDS FOR MOTION

Pursuant to I.R.E. 201(d), if a party makes a written request that the Court "take judicial notice of records, exhibits or transcripts for the court file in the same or a separate case, the party

shall identify the specific documents or items for which the judicial notice is requested or shall proffer to the court and serve on all the parties copies of such documents or items. **A court shall take judicial notice if requested by a party and supplied with the necessary information.**" I.R.E. 201(d) emphasis added. "Judicial notice may be taken at any stage of the proceeding." I.R.E. 201(f).

On January 29, 2014, the Director issued the *Final Order Regarding Rangen, Inc.'s Petition for Delivery Call; Curtailing Ground Water Rights Junior to July 13, 1962* ("Curtailment Order"). The Director concluded that Rangen is being materially injured by junior-priority water pumping. The Curtailment Order allowed for the holders of junior-priority ground water rights to participate in a mitigation plan which provides 9.1 cfs direct water flows to Rangen in order to avoid curtailment.

IGWA filed its first mitigation Plan in CM-MP-2014-001, which was subsequently approved by the Director. *See Amended Order Approving in Part and Rejecting in Part IGWA's Mitigation Plan; Order Lifting Stay Issued February 21, 2014; Amended Curtailment Order* ("First Mitigation Plan Order").

On October 31, 2014, Rangen submitted *Rangen, Inc.'s Motion to Determine Morris Exchange Water Credit and Enforce Curtailment* in IDWR Docket Nos. CM-DC-2011-004, CM-MP-2014-001, and CM-MP-2014-006. The Director had previously determined that the Morris Exchange Agreement provided mitigation credit to IGWA through January 19, 2015 based on predicted Martin-Curren Tunnel flows. Once the actual Martin-Curren Tunnel measurements became available and showed that the actual average flow was less than predicted, the Director reconsidered the mitigation credit and agreed with Rangen's recalculations which determined that the Morris Exchange Agreement would provide the required mitigation for only 184 days instead of 293 days.

The Director "concurs with Rangen's calculations that the Morris Exchange Agreement credit has expired and that the Director must order curtailment to address the shortfall." Order Granting Motion to Determine, p.4. However, the Director further concluded that "[i]t is not reasonable to order curtailment that would immediately eliminate what is likely the sole source of drinking water for livestock." Order Granting Motion to Determine, p.4. Thus, despite "granting" Rangen's Motion to Determine, the Director once again allowed out-of-priority pumping to continue.

Rangen is therefore requesting that the record in this case be augmented to include the attached documents and Order issued in the underlying Administrative case and that the Court take judicial notice of those documents and Order Granting Motion to Determine.

DATED this 2nd day of December, 2014.

MAY, BROWNING & MAY, PLLC

By _____
J. Justin May

CERTIFICATE OF SERVICE

The undersigned, a resident attorney of the State of Idaho, hereby certifies that on the 2nd day of December, 2014 he caused a true and correct copy of the foregoing document to be served by the method indicated upon the following:

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for J. Justin May

APPENDIX A

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Attorneys for Rangen, Inc.

BEFORE THE DEPARTMENT OF WATER RESOURCES
OF THE STATE OF IDAHO

IN THE MATTER OF DISTRIBUTION OF WATER TO WATER RIGHT NOS. 36-02551 & 36-07694 (RANGEN, INC.) IN THE MATTER OF THE MITIGATION PLAN FILED BY THE IDAHO GROUND WATER APPROPRIATORS FOR THE DISTRIBUTION OF WATER TO WATER RIGHT NOS. 36-02551 & 36-07694 IN THE NAME OF RANGEN, INC.	**CM-DC-2011-004** **CM-MP-2014-001** **RANGEN, INC.'S MOTION TO DETERMINE MORRIS EXCHANGE WATER CREDIT AND ENFORCE CURTAILMENT**

COMES NOW, Rangen, Inc. ("Rangen"), by and through its attorneys, and hereby moves the Director to 1) Determine 2014-2015 Morris Exchange Water Credit utilizing 2014 Martin

Curren Tunnel measurements1, and 2) Enforce the January 29, 2014 Curtailment Order. This Motion is based upon the following:

1. On January 29, 2014, Director Spackman entered an order finding that Rangen's use of Water Right Nos. 36-02251 and 36-07694 is being materially injured by junior-priority ground water pumping. *Final Order re: Rangen, Inc.'s Petition for Delivery Call; Curtailing Ground Water Rights Junior to July 13, 1962*, p. 36 at ¶ 36 ("*Curtailment Order*"). Director Spackman ordered that ground water pumping junior to July 13, 1962 be curtailed west of the Great Rift and within the area of common ground water supply as defined by CM Rule 50. *Id.* at p. 42.

2. Director Spackman also ordered that holders of ground water rights affected by the *Curtailment Order* had the right to file a mitigation plan in order to continue to use their rights out of priority. Director Spackman ordered:

> *IT IS FURTHER ORDERED that holders of ground water rights affected by this Order may participate in a mitigation plan through a Ground Water District or Irrigation District if a plan is proposed by a Ground Water District or Irrigation District.* ***The mitigation plan must provide simulated steady state benefits of 9.1 cfs to Curren Tunnel or direct flow of 9.1 cfs to Rangen. If mitigation is provided by direct flow to Rangen, the mitigation may be phased-in over not more than a five-year period pursuant to CM Rule 40 as follows: 3.4 cfs the first year, 5.2 cfs the second year, 6.0 cfs the third year, 6.6 cfs the fourth year, and 9.1 cfs the fifth year.*** *Holders of ground water rights that are not members of a ground water district may be deemed a nonmember participant for mitigation purposes pursuant to H.B. No. 737 (Act Relating to the Administration of Ground Water Rights within the Eastern Snake Plain, ch. 356, 2006 Idaho Sess. Laws 1089) and Idaho Code § 42-5259. If a mitigation plan is approved and the holder of such a junior priority ground water right elects not to join a ground water district, the Director will require curtailment*

Curtailment Order, p. 42 (emphasis added).

---

1 Rangen has petitioned for judicial review of the various orders approving credit for Morris Exchange Water. Rangen does not waive any issues related to the approval of Morris Exchange Water Credit or the methodology for calculating any such credit. This motion simply points out that even utilizing the Department's flawed methodology, the Morris Exchange Water is insufficient.

3. IGWA subsequently filed a series of "mitigation plans." The Director found after a hearing that IGWA's First Mitigation Plan did *not* satisfy either the 9.1 cfs steady state mitigation obligation or the 3.4 cfs direct flow mitigation obligation for the first year. *See Amended Order Approving in Part and Rejecting in Part IGWA's Mitigation Plan; Order Lifting Stay Issued on February 21, 2014; Amended Curtailment Order ("First Mitigation Plan Amended Final Order")* entered on May 16, 2014. The Director gave mitigation credit for "aquifer enhancement activities" and "Morris exchange water," which were two of the nine components of IGWA's First Mitigation Plan. *Id.*

4. The Director approved 1.2 cfs of annual mitigation credit for April 1, 2014 through March 31, 2015 as a result of the "aquifer enhancement activities." 2

5. The Morris Exchange Water Credit was estimated based upon anticipated flows in the Curren Tunnel. The Director determined the Morris Exchange Water credit using historical average Curren Tunnel flows from April 15 through October 15 during the years 2002 through 2013 in order to estimate the anticipated flows for that same time period in 2014. The Department utilized the historical average flows because flow data was not yet available for the 2014 irrigation season.

6. Using the historical average Curren Tunnel flows of 3.7 cfs for the 184 day period between April 15 and October 15, the Director approved 1.8 cfs of annual Morris Exchange Water mitigation credit for April 1, 2014 through March 31, 2015.

---

2 For the purpose of this motion, Rangen has used the 1.2 cfs estimate for "aquifer enhancement activities" determined by the Director in the *First Mitigation Plan Amended Final Order*. Like the Morris Exchange Water credit, this "aquifer enhancement activities" credit was based upon estimates from anticipated activities in 2014. Rangen expects that when the data is available to perform a similar analysis on the activities actually undertaken in 2014, there will be a similar reduction in the actual credit related to "aquifer enhancement activities."

7. The combination of 1.2 cfs credit for "aquifer enhancement activities" and 1.8 cfs Morris Exchange Water Credit resulted in total mitigation credit for the First Mitigation Plan of 3.0 cfs for April 1, 2014 through March 31, 2015. This is 0.4 cfs short of the first year direct flow obligation from the Curtailment Order. *First Mitigation Plan Amended Final Order*, p. 21.

8. IGWA filed its Second Mitigation Plan on March 10, 2014. It involved the acquisition of Tucker Springs water rights in order to divert up to 9.1 cfs of that water and pipe it over a mile to the Research Hatchery. The water was to be delivered over the canyon rim to Rangen's raceways.

9. Rangen told the Director that IGWA had no intention of ever building the Tucker Springs pipeline to deliver water to Rangen:

> MR. HAEMMERLE: Director, I think I'm glad that Mr. Budge took this opportunity to vent his frustrations with this entire process because, frankly, we have frustrations as well.
>
> Our biggest frustration, I guess, Director, is that we keep coming before you in all these administrative processes for the approval of plans that are never going to be built.
>
> Now, what IGWA is here to do, Director, is they're here to have a mitigation plan approved and say "There, Director, see, we can have a plan approved." "What do you think, Rangen?"
>
> What we think is that IGWA has gone around with respect to the Tucker Springs plan and advised the whole world that they have no intent of developing this plan. None. If there's no intent to develop this plan and get Rangen any actual water, then this whole process is frankly a farce. That's what it is.
>
> That's our frustration, Director, is that we keep slopping things up against the wall. IGWA keeps doing that. And the reason they're doing that is they want you to issue stay after stay after stay without the delivery of one drop of water that satisfies your call -- that satisfies the order on our call.

(Haemmerle, Hrg. Tr. CM-MP-2014-003, Vol. I, 6/4/2014, *Affidavit of J. Justin May*, Exh. A, Tr., p.56, L.1-25).

10. Despite Rangen's admonition and the fact that IGWA admitted that no water could be delivered until January 2015 at the earliest, the Director conditionally approved the Second Mitigation Plan on June 20, 2014. *See Order Approving IGWA's Second Mitigation Plan; Order Lifting Stay Issued April 28, 2014; Second Amended Curtailment Order* ("*Order Approving Tucker Springs Mitigation Plan*"). Since the Second Mitigation Plan did nothing about the 0.4 cfs shortage for 2014, the Director creatively "reaveraged" the Morris Exchange Water credit in order to avoid enforcement of the Curtailment Order.

11. Starting with the historical average Curren Tunnel flow of 3.7 cfs utilized in the *First Mitigation Plan Amended Final Order*, the Director reaveraged that flow to provide 2.2 cfs of mitigation credit for 293 days rather than 1.8 cfs of mitigation credit for 365 days. As a result of this reaveraging, the Director determined that the first year mitigation obligation of 3.4 cfs was satisfied until January 18, 2015 and there would be a 2.2 cfs deficit from January 19, 2015 until March 31, 2015.

12. The Director justified the reaveraging of the Morris Exchange Water credit based upon an expection that the Second Mitigation Plan would deliver water:

> 3. Because there is an expectation of additional water being delivered to Rangen by the Second Mitigation Plan, (a) recalculate the period of time the Morris exchange water is recognized as mitigation to equal the number of days that the water will provide full mitigation to Rangen, and (b) require curtailment or additional mitigation from IGWA under the Second Mitigation Plan after the time full mitigation under the First Mitigation Plan expires.

Order Approving Tucker Springs Mitigation Plan, p. 6.

13. Just as Rangen predicted, IGWA has taken no steps to build the Tucker Springs pipeline since the Director approved the Plan. In fact Bob Hardgrove, the engineer that designed the Tucker Springs pipeline for IGWA, testified during the hearing on IGWA's Fourth Mitigation

Plan on October 8, 2014 that IGWA had stopped implementation of the Second Mitigation Plan before it was even approved. (Hardgrove, Hrg. Tr. CM-MP-2014-006, 10/8/2014, *Affidavit of J. Justin May*, Exh. B, Tr., p.189, L. 15 – p.191, L.2). Lynn Carlquist, the Chairman of the Board of the North Snake Ground Water District and a board member of IGWA, testified at the hearing on IGWA's Fourth Mitigation Plan that IGWA has no intention of going forward with the Tucker Springs Plan. (Carlquist, Hrg. Tr. CM-MP-2014-006, 10/8/2014, *Affidavit of J. Justin May*, Exh. B, Tr., p.74 – 78).

14. IGWA formally withdrew the Second Mitigation Plan on October 30, 2014.

15. With the withdrawal of the Second Mitigation Plan, there is no approved mitigation plan that even proposes to provide sufficient water to meet the Curtailment Order's first year obligation of 3.4 cfs. The CM Rules provide that the Director may not allow out-of-priority ground water pumping without an approved mitigation plan. *In the Matter of Distribution of Water to Various Water Rights*, 155 Idaho 640, 315 P.3d 828 (2013).

16. The Martin Curren Tunnel measurements for April 15, 2014 through October 15, 2014 are now available. *See* Memorandum from Dave Colvin, P.G. of Leonard Rice Engineers, Inc., dated October 31, 2014 (*"Leonard Rice Engineers, Inc. Memorandum"*) *(Affidavit of J. Justin May*, Exh. C).

17. As expected, the actual average Curren Tunnel flow from April 15, 2014 through October 15, 2014 was substantially less than the historical average of 3.7 cfs. The actual average daily Curren Tunnel during the period from April 15, 2014 through October 15, 2014 was 2.4 cfs rather than the historical average of 3.7 cfs. (*"Leonard Rice Engineers, Inc. Memorandum"*) *(Affidavit of J. Justin May*, Exh. C).

18. Conjunctive Management Rule 43.03k provides that a mitigation plan should provide for " . . . monitoring and adjustment as necessary to protect senior-priority water rights from material injury." IDAPA 37.03.11.43.03k. [In the *First Mitigation Plan Amended Final Order*, the Director stated that the credits could be recalculated prior to the next irrigation season.] *First Mitigation Plan Amended Final Order*, p.6. The Director acknowledged during the October 8, 2014 hearing that he feels a "heightened obligation to protect the senior water rights holder when they're not receiving their water" based on recent court decisions. (*Affidavit of J. Justin May*, Exh. A, Tr., p. 133, lines 21-23). "The Department monitors activities conducted pursuant to approved mitigation plans in order to ensure compliance with mitigation requirements and if IGWA fails to comply with those requirements junior ground water right holders will be curtailed." (*Affidavit of J. Justin May*, Exh. D, *Idaho Department of Water Resources' Brief in Response to Rangen, Inc.'s Opening Brief*, CV-2013-2446, p. 13). The monitoring and adjustment of any credits must be made in a timely fashion in order to protect the senior water user. (*Affidavit of J. Justin May*, Exh. E, *Memorandum Decision and Order on Petitions for Judicial Review*, CV-2010-382, p. 38). To protect Rangen's senior rights, the Director must recalculate the mitigation credit that he gave junior-priority ground water users for the Morris Exchange Water based on actual Martin-Curren Tunnel flows.

19. At Rangen's request, Leonard Rice Engineers has calculated what the Morris Exchange Water credit would be utilizing the methodology employed by the Director in evaluating IGWA's first and second mitigation plans and substituting the actual average daily flow of 2.4 cfs for the historical average daily flow of 3.7 cfs. *See Leonard Rice Engineers, Inc. Memorandum, (Affidavit of J. Justin May*, Exh. C) The result of these calculations is set forth in the *Leonard Rice Engineers, Inc. Memorandum (Affidavit of J. Justin May*, Exh. C). The annual average is 1.1 cfs

rather than 1.8 cfs. This 1.1 cfs provides 2.2 cfs for only 184 days rather than 293. This means that utilizing the Department's own methodology together with actual Curren Tunnel flows, the Morris Exchange Water Credit was fully utilized on October 2, 2014 rather than January 18, 2015 as predicted in the Second Mitigation Plan Order. *Id.*

Rangen respectfully requests that the Director calculate the Morris Exchange Water Credit for 2014 utilizing the actual Martin-Curren Tunnel flows and curtail out-of-priority ground water pumping as necessary to address the material injury acknowledged in the January 29, 2014 Curtailment Order.

DATED this 31st day of October, 2014.

MAY, BROWNING & MAY

By _____
J. Justin May

CERTIFICATE OF SERVICE

The undersigned, a resident attorney of the State of Idaho, hereby certifies that on the 31st day of October, 2014 he caused a true and correct copy of the foregoing document to be served by email and first class U.S. Mail, postage prepaid upon the following:

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APPENDIX B

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Attorneys for Rangen, Inc.

BEFORE THE DEPARTMENT OF WATER RESOURCES

OF THE STATE OF IDAHO

IN THE MATTER OF DISTRIBUTION OF WATER TO WATER RIGHT NOS. 36-02551 & 36-07694 (RANGEN, INC.) IN THE MATTER OF THE MITIGATION PLAN FILED BY THE IDAHO GROUND WATER APPROPRIATORS FOR THE DISTRIBUTION OF WATER TO WATER RIGHT NOS. 36-02551 & 36-07694 IN THE NAME OF RANGEN, INC.	**CM-DC-2011-004** **CM-MP-2014-001** **AFFIDAVIT OF J. JUSTIN MAY IN SUPPORT OF RANGEN, INC.'S MOTION TO DETERMINE MORRIS EXCHANGE WATER CREDIT AND ENFORCE CURTAILMENT**

STATE OF IDAHO)
)
County of Ada)

J. Justin May, being sworn upon oath deposes and says:

1. My name is J. Justin May. I am an attorney licensed to practice law in the State of Idaho. I represent Rangen, Inc. in the above-captioned matter. The matters contained in this Affidavit are based on my personal knowledge.

2. Attached hereto as Exhibit A is a true and correct copy of portions of the hearing transcript in *In the Matter of the Second Mitigation Plan Filed by the Idaho Ground Water Appropriators for the Distribution of Water to Water Right Nos. 36-02551 and 36-07694 (In the Name of Rangen, Inc.) "Tucker Springs"*, IDWR Docket No. CM-MP-2014-003, June 4, 2014, Volume I.

3. Attached hereto as Exhibit B is a true and correct copy of portions of the hearing transcript in *In the Matter of the Fourth Mitigation Plan Filed by the Idaho Ground Water Appropriators for the Distribution of Water to Water Right Nos. 36-02551 and 36-07694 (In the Name of Rangen, Inc.) "Magic Springs Project"*, IDWR Docket No. CM-MP-2014-006, October 8, 2014.

4. Attached hereto as Exhibit C is a true and correct copy of a Memorandum from Dave Colvin, P.G. of Leonard Rice Engineers, Inc., dated October 31, 2014 (*"Leonard Rice Engineers, Inc. Memorandum"*).

5. Attached hereto as Exhibit D is a true and correct copy of a portion of *Idaho Department of Water Resources' Brief in Response to Rangen, Inc.'s Opening Brief*, Twin Falls County Case No. CV-2014-2446, dated October 8, 2014.

6. Attached hereto as Exhibit E is a true and correct copy of Judge Wildman's *Memorandum Decision and Order on Petitions for Judicial Review*, Gooding County Case No. CV-2010-382, dated September 26, 2014.

DATED this 31st day of October, 2014.

J. Justin May

SUBSCRIBED AND SWORN to before me this 31st day of October, 2014

Notary Public for the State of Idaho
Residing at: Boise, Idaho
My Commission Expires: 6/26/2020

CERTIFICATE OF SERVICE

The undersigned, a resident attorney of the State of Idaho, hereby certifies that on the 31st day of October, 2014 he caused a true and correct copy of the foregoing document to be served by email and first class U.S. Mail, postage prepaid upon the following:

Original: Director Gary Spackman IDAHO DEPARTMENT OF WATER RESOURCES P.O. Box 83720 Boise, ID 83720-0098 deborah.gibson@idwr.idaho.gov	Hand Delivery ☑ U.S. Mail ☐ Facsimile ☐ Federal Express ☐ E-Mail ☑
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	John K. Simpson Travis L. Thompson Paul L. Arrington BARKER ROSHOLT & SIMPSON, L.L.P. 195 River Vista Place, Suite 204 Twin Falls, ID 83301-3029 Facsimile: (208) 735-2444 tlt@idahowaters.com jks@idahowaters.com pla@idahowaters.com	Hand Delivery ☐ U.S. Mail ☐ Facsimile ☐ Federal Express ☐ E-Mail ☑
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	Jerry R. Rigby Hyrum Erickson Robert H. Wood RIGBY, ANDRUS & RIGBY, CHARTERED 25 North Second East Rexburg, ID 83440 jrigby@rex-law.com herickson@rex-law.com rwood@rex-law.com	Hand Delivery ☐ U.S. Mail ☐ Facsimile ☐ Federal Express ☐ E-Mail ☑
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	Almer Huntley Jr. BIG BEND IRRIGATION & MINING CO.	Hand Delivery ☐ U.S. Mail ☐

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Timothy J. Stover WORST FIETZGERALD & STOVER P.O. Box 1428 Twin Falls, ID 83303 tjs@magicvalleylaw.com	Hand Delivery ☐ U.S. Mail ☐ Facsimile ☐ Federal Express ☐ E-Mail ☑
Leo E. Ray BIG BEND TROUT, INC. P.O. Box 479 Hagerman, ID 83330	Hand Delivery ☐ U.S. Mail ☑ Facsimile ☐ Federal Express ☐ E-Mail ☐

J. Justin May

EXHIBIT A

BEFORE THE DEPARTMENT OF WATER RESOURCES

OF THE STATE OF IDAHO

IN THE MATTER OF THE SECOND MITIGATION PLAN FILED BY THE IDAHO GROUND WATER APPROPRIATORS FOR THE DISTRIBUTION OF WATER TO WATER RIGHT NOS. 36-02551 AND 36-07694 IN THE NAME OF RANGEN, INC.	Docket No. CM-MP-2014-003
"TUCKER SPRINGS"	VOLUME I (Pages 1-263)

BEFORE

HEARING OFFICER: GARY SPACKMAN

Date: June 4, 2014 - 9:12 a.m.

Location: Idaho Department of Water Resources
322 East Front Street
Boise, Idaho

REPORTED BY:

JEFF LaMAR, C.S.R. No. 640

Notary Public

Page 54

problem.
I can assure you we will never see that from Rangen. Rangen will never accept any plan that's offered. Rangen is going to obstruct everything all the way.
So it's going to be up to this Director to show the same guidance and leadership you did in Snake River Farms' case, and basically the heritage is going to be the long-term solution, because we're committed to doing that.
THE HEARING OFFICER: But when you referred to the Thousand Springs settlement framework and some term sheet, you're talking about some plan that's been, I guess, proposed, and I don't -- maybe there's some implementation that's happened.
But for addressing larger water concerns in the Hagerman Valley; is that correct?
MR. RANDY BUDGE: Correct, yeah.
THE HEARING OFFICER: Okay.
MR. RANDY BUDGE: And that is an exhibit in this case, and you'll hear testimony about it. That is the Thousand Springs settlement framework that was developed at the request of the governor and at the request of the legislators, Speaker Bedke. Rangen was in the room on some of those meetings, as were we, that

Page 55

they gave direction to come up with the Thousand Springs settlement framework.
So the Department -- and I think that's why they called the Department witnesses. They want Mat Weaver and they want Tim Luke, who has no part of it, but Brian Patton did. Mat Weaver had a part of it, and that's why they've listed them as witnesses. They developed a settlement framework that was taken back to Speaker Bedke. Clive Strong had a hand in the writing of it, I understand from the depositions.
They presented a framework to Rangen, to us, to all the water users in the Hagerman Valley. The State did their part, appropriated the money to do the managed recharge. We are doing our part by fixing issues below the rim.
Rangen is doing their usual part, and that is obstructing and trying to undermine all of those efforts. That's what I was referring to.
THE HEARING OFFICER: And I was just unfamiliar with the title. I knew there was something happening in the background, but I just didn't know what it was you were referring to. And I'm sorry that I maybe prompted a discussion of a lot of detail that maybe was not necessary. I just didn't know what it was.
Okay. Mr. Haemmerle.

Page 56

MR. HAEMMERLE: Director, I think I'm glad that Mr. Budge took this opportunity to vent his frustrations with this entire process because, frankly, we have frustrations as well.
Our biggest frustration, I guess, Director, is that we keep coming before you in all these administrative processes for the approval of plans that are never going to be built.
Now, what IGWA is here to do, Director, is they're here to have a mitigation plan approved and say "There, Director, see, we can have a plan approved."
"What do you think, Rangen?"
What we think is that IGWA has gone around with respect to the Tucker Springs plan and advised the whole world that they have no intent of developing this plan. None. If there's no intent to develop this plan and get Rangen any actual water, then this whole process is frankly a farce. That's what it is.
That's our frustration, Director, is that we keep slopping things up against the wall. IGWA keeps doing that. And the reason they're doing that is they want you to issue stay after stay after stay without the delivery of one drop of water that satisfies your call -- that satisfies the order on our call.

Page 57

I'll go back and explain to you how the Tucker Springs plan was developed. Now, Mr. Budge says that there was a Thousand Springs settlement term sheet, and indeed there was, and that how Rangen is undermining that whole term sheet.
Well, really, Director, here's what happened. There's parties in the State of Idaho that are invited to events, and there's parties who aren't. IGWA always gets the invitation to the important parties and the inside track to what the State of Idaho is up to, what they're doing, what they're involved with.
And guess what? Rangen doesn't get the same invitations. These protestants don't get the same invitations. What happened was after you issued your order on our water call, what happened was that there was frustration with the powers to be in the State of Idaho. The attorney general, namely Clive Strong, the State legislature, namely Speaker Bedke, the governor's office, and your own people, Director, your Assistant Director, Mr. Weaver, and others developed what's called the Thousand Springs settlement term sheet.
We weren't a party to that term sheet. The protestants weren't a party to that term sheet. Water users in Hagerman weren't a party to the development of

going to take?
MR. TJ BUDGE: Direct? 20 minutes.
MR. HAEMMERLE: What's that?
MR. TJ BUDGE: 20 minutes, 30 minutes on direct. Not very long. 45. I don't know.
MR. HAEMMERLE: Oh, yeah, Doug Ramsey. We got Doug Ramsey too.
MR. MAY: We got Doug Ramsey too.
THE HEARING OFFICER: Let's start at 8:30 and be optimistic about finishing tomorrow.
Agreeable with everybody?
MR. TJ BUDGE: That would be fine.
THE HEARING OFFICER: Okay. We'll see you at 8:30 tomorrow. Thank you.
(Hearing adjourned at 4:31 p.m.)
-oOo-

REPORTER'S CERTIFICATE

I, JEFF LaMAR, CSR No. 640, Certified Shorthand Reporter, certify:

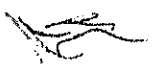
That the foregoing proceedings were taken before me at the time and place therein set forth, at which time the witness was put under oath by me.

That the testimony and all objections made were recorded stenographically by me and transcribed by me or under my direction.

That the foregoing is a true and correct record of all testimony given, to the best of my ability.

I further certify that I am not a relative or employee of any attorney or party, nor am I financially interested in the action.

IN WITNESS WHEREOF, I set my hand and seal this 11th day of June, 2014.



JEFF LaMAR, CSR NO. 640
Notary Public
Eagle, Idaho 83616
My commission expires December 30, 2017

EXHIBIT B

BEFORE THE DEPARTMENT OF WATER RESOURCES

OF THE STATE OF IDAHO

IN THE MATTER OF THE FOURTH MITIGATION PLAN FILED BY THE IDAHO GROUND WATER APPROPRIATORS FOR THE DISTRIBUTION OF WATER TO WATER RIGHT NOS. 36-02551 AND 36-07694 IN THE NAME OF RANGEN, INC. "MAGIC SPRINGS PROJECT"	Docket No. CM-MP-2014-006

BEFORE

HEARING OFFICER: GARY SPACKMAN

Date: October 8, 2014 - 9:10 a.m.

Location: Idaho Department of Water Resources
322 East Front Street
Boise, Idaho

REPORTED BY:

JEFF LaMAR, C.S.R. No. 640

Notary Public

Page 74

Q. And I think those are set for full publication to expire I think the second or third week of October 2014?
A. I know they've been advertised. I'm not sure when it was.
Q. Okay. You did have a transfer application before the Department with respect to the Second Mitigation Plan, Tucker Springs, didn't you?
A. I believe we did.
Q. Okay. Despite the fact that you had that transfer pending, you have not taken any action to move that transfer application forward; correct?
A. No.
Q. Now, I'd like to kind of move through these a little bit, Lynn.
The Second Mitigation Plan, which I've referred to as the Tucker Springs plan, was approved in June of 2014; correct?
A. Yes.
Q. And you and the other groundwater districts, I take it, made a conscious decision not to move forward with that plan even though you had a January 19th delivery date of water; correct?
A. Yes.
Q. And I think when you and I had a chance to

Page 75

talk about this last week, I think you testified that you didn't go forward with that plan because of possible potential injury of taking water out of the Tucker Springs; correct?
A. There were a number of protests filed on that particular transfer, and we felt like there was some better options available to us.
Q. Okay. Now, one of those options -- so do you know when the decision was made not to proceed with the Second Mitigation Plan?
A. No, I don't know exactly. It's still on the table if we had to do it. But we -- we think this will be, by far, a better plan. We looked next at pumping from Aqua Life directly to Rangen.
Q. Yeah, we're going to talk about that in a second, Lynn.
But do you know when the decision was made not to proceed with the Tucker Springs plan?
A. No.
Q. Okay.
A. I don't know a date.
Q. All right.
A. We -- we're proceeding forward with this plan, so...
Q. Right. So it's fair to say you pretty much

Page 76

shelved the Tucker Springs plan, pending kind of a review of the Third and Fourth Mitigation Plan?
A. I would say it's put on hold.
Q. All right. And you know you did it at your risk because the Director had set a January 19th, 2015 delivery date?
A. That's correct. But even with that Second Mitigation Plan, I don't know we could have made that date.
Q. To be sure, though, you didn't go out and seek any contracts with anyone to lay the pipe or even obtain the pipe, so you really don't know, do you?
A. I don't know for sure, no.
Q. Okay. And the person that would know that for sure is Mr. Hardgrove, I take it?
A. Well, he would have a better idea of the scheduling.
Q. Okay. Lynn, you then -- or the districts then moved forward with the Third Mitigation Plan, which we also refer to as the Aqua Life project?
A. Yes.
Q. And do you know when you filed that?
A. I don't remember the date.
Q. Okay. Could it have been June? I truly don't remember.

Page 77

A. I don't remember.
Q. A long time ago? Several months ago?
A. Well, it was after the Second Mitigation Plan, yes. It would have been probably late summer.
Q. Okay. Now, that plan, it's fair to say, has been sort of off and on in front of the Department; correct? It's been noticed for hearing and then vacated; right?
A. Yes.
Q. Okay. And I see that IGWA just filed a notice yesterday of intent to proceed with that plan as well?
A. No. Just a portion of that plan.
Q. Okay. What portion of that plan?
A. The portion of the plan that includes putting measurement devices on the Sandy Pond properties for being able to measure how much comes in in recharge and how much goes down into the Curren Ditch.
Q. Okay. So you shelved the pipe from Aqua Life up to Rangen?
A. Yes. Yes.
Q. Okay. Do you know why that decision was made to shelve that project?
A. Because the Magic Springs project had less

Page 130

A. Yes.
Q. And it's my understanding that after completion of the pipeline you could deliver in excess of the second year obligation of 5.2 cfs?
A. That would be what we would propose to do to make up the shortfall, that we would deliver them the amount required under the order in that second or third or fourth year. We could deliver the full amount required in the fifth year. And to us, that would be fine.
Q. And do you recall what the net obligation of IGWA is after credit given for conversions, CREP, and for recharge activities is?
A. For the first year, I believe it was about 3 cfs, and we were short the .4 cfs. And I believe what you did is you recalculated that over -- instead of the whole year, you saw how much that would make us short by being short the .4 cfs. And that's why we lost that three months.
Q. Okay. So do you recall what the obligation -- or what the credit given to IGWA was for the conversions, the CREP, and the recharge activities?
A. I thought it was almost 3 cfs.
Q. If I represented to you that it was in the neighborhood of 1.2 cfs, would that be -- it's

Page 131

difficult.
Let me just talk for a minute, rather than asking additional questions of Mr. Carlquist because I think it's important for the parties to understand, given the short time frames that we have, what my inclinations are, because I think if I wait there will be a lot of wasted effort.
And so let me just for the record in front of everybody here -- and this is unusual in a contested case hearing, but I think I need to at least follow up on my previous statements before we started the evidentiary hearing.
My understanding is that there are 1.2 cfs of credit that was recognized or there is that much credit recognized for the on-the-plain activities, I'll call them, or enhancement activities. That's the term that was used. And a 3.4 cfs obligation in the first year.
That means that once the credit for the Morris water expires January 19th, there is a 2.2 cfs obligation. And at least my understanding in what's been proposed, that from January 19th until April 1st, if in fact the pipeline can be completed by that time, there will be at least a -- well, 2.2 minus .5 is still 1.8 cfs. So there will be a deficiency at that point

Page 132

in the obligation and if the .5 cfs is approved, and there could be a 2.2 cfs deficiency. So there will be a required curtailment at that point if only .5 cfs is delivered or if the .5 cfs is not recognized as mitigation.
So then the question arises, how does the Director determine who is curtailed. And in my opinion, I can think of at least three different methods for determining curtailment. One would be -- and I'll go from one extreme to the other. One would be to say that the Director has an obligation to deliver as much of that as is possible, and he curtails all of the water rights back to the earliest priority of the water rights that are being materially injured.
The middle ground would be that the Director goes in and assigns whatever credit is given through this mitigation plan during that period of time, and then I establish a curtailment date, and I curtail all water rights junior to that curtailment date, regardless of their use, whether they're irrigation or whether they're for municipal use, industrial use, or commercial use.
And the last alternative is the one that I think is being proposed here, and that is that I simply say, well, there's enough water that's being offered

Page 133

during this period of time to cover those people who are diverting during that period of time. And frankly, I think that's absolutely inconsistent with the obligations that I have to go out and curtail if there's a deficiency.
And so I don't see, at least right now, that the proposal, whether it's recognized or not, to deliver half a cfs will satisfy the obligation. And at least from my perspective in the curtailment -- and I'm demonstrating, I guess, my isolation from any of the discussions that have gone on, other than from some marginal acquaintance with what I hear through the grapevine, if there has been any Department approval or discussion about what the Department thinks will or will not satisfy the obligation, I don't see what's being proposed as excusing those folks who have junior water rights from being curtailed if the obligation is not satisfied.
So there it is. And somebody needs to convince me otherwise. And given the -- given recent decisions of the courts, I feel a heightened obligation to protect the senior water right holders when they're not receiving their water.
So I want everybody to know that as we're going through this. And I don't want people to spin

Page 186

order to get an easement for the location of the pipeline on their property; correct?
A. Yes.
Q. When we had your deposition, it seems like it's about a week ago now, we were discussing the Haagsmas.
Was their permission only necessary for the alternative pipeline location?
A. Correct.
Q. So once it leaves the Mitchell property, at least on the alignment that you're looking at now, it's not necessary to go over the Haagsmas' property?
A. Correct.
Q. Okay. So once it leaves the Mitchells' property, it enters where? The Hagerman Highway District?
A. Yes.
Q. Okay. And from the Hagerman Highway District property, it goes directly onto Butch Morris' property?
A. Yes.
Q. And we've already had some discussions about Mr. Morris' property.
From there the alignment you've chosen goes over property that is owned by the Candys; correct?

Page 187

A. Once it crosses all of Butch's property, which is quite an extensive length, then it would ultimately hit Walter Candy's property.
Q. And crossing over the Candys' property is necessary in order for you to place this pipeline to get water from Magic Springs to the Rangen facility?
A. On this alignment it needs to cross Walter Candy's property.
Q. And I understand that you have not had any communications with the Candys?
A. I have not talked to Walter Candy.
Q. I understand from your deposition that you first learned of the Magic Springs project when you received a call directly from Clive Strong; correct?
A. Yes. Yes.
Q. You were here earlier for Mr. Carlquist's testimony where he was discussing some pipe that had been ordered and delivered, approximately 800 feet?
A. Yes.
Q. That pipe, is that -- to the extent that you know, is that pipe going to be used in the permanent pipeline, or is that for the temporary pipeline?
A. That's permanent pipeline.
Q. So in terms of the temporary pipeline,

Page 188

there has been no pipe either ordered or delivered for the temporary pipeline; correct?
A. Correct.
Q. You were involved, as we'll all recall, with the design and mitigation plan hearing for Tucker Springs; correct?
A. Yes.
Q. During the Tucker Springs hearing you indicated that that pipe could be built by January 2015.
Do you recall that?
A. I think I worded that maybe not that concisely. I think I said it could be done by April 1st, but we could speed it up and potentially get it done in February or January. I don't think I ever used the 19th as the terminology, but I'd have to look.
Q. And if I suggested that the 19th came from you, I didn't mean to suggest that. As I recall, your testimony was something to the effect that it could possibly be done in January.
A. At that point in time, yeah, I may have stated that, yes.
Q. Okay. And today Mr. Carlquist, as he was testifying, Lynn indicated that you had told him that it couldn't be done by January. So I'm wondering when

Page 189

you told him that.
A. For Tucker Springs or for --
Q. For Tucker Springs.
A. I don't know that -- I didn't hear Lynn say that. I thought when he said the January thing, he was referring to Magic Springs.
Q. Okay. So you don't -- if Mr. Carlquist did testify about that, are you saying you don't recall telling him that it can be done by January?
A. That Tucker Springs --
Q. Tucker Springs.
A. -- couldn't be done?
I don't recall having a conversation about Tucker Springs specifically.
Q. Okay. Do you recall when the decision was made not to complete the Tucker Springs project?
A. I don't know if it was a decision as much as when. We transitioned from Tucker Springs to Aqua Life in that -- I don't know exactly -- June/July time frame, somewhere in there.
Q. Shortly after the Tucker Springs plan was approved?
A. It may have been after the plan was approved. It may have been before. I don't remember where that decision came and played out.

Page 190

Q. And in that time frame, maybe even before the Tucker Springs plan was approved, you switched gears and started working on the Aqua Life project?
A. Yeah. And probably worked on both of them parallel for a short period of time, yeah.
Q. Once the Tucker Springs project was approved, you didn't do anything more in an effort to get that project built; correct?
A. Correct.
Q. You didn't put out any bids or complete any additional plans?
A. Correct.
Q. And you didn't order any pipe or obviously begin construction on it; correct?
A. Well, the pipe that's been ordered could be used for either plan.
Q. Your intention when you ordered it and your understanding is that it would be used for Magic Springs; correct?
A. It would be used to deliver water. If it's installed in a certain portion, it could be for either project. There is some shared alignment.
Q. To this point of the plans or of the pipelines that you've designed for the purpose of mitigation plans, none of those pipelines have been

Page 191

built; correct?
A. Correct.
Q. We have -- you were discussing with Mr. Budge the report that came in from AMEC with regard to temperature in the pipeline, which I believe has now been put into the record as Appendix C to Exhibit 1009.
Do you recall that?
A. Yes.
Q. I have not, as you know, had a good opportunity to look through it.
However, you testified that if the pipeline was not insulated that the temperature between the Magic Springs facility and the Rangen facility of that water could rise, and I believe you said 8 degrees?
A. That's what it says, yes.
Q. Okay. And from my quick glance at it while we were sitting here, I saw a number that could have been as high as almost 11.
A. That was from the ABC point of diversion. It's a longer, above-grade pipeline.
Q. So if you were to choose the I&J Diversion location, you'd be looking at an increase of approximately 8 degrees?
A. Uh-huh.
Q. And if you were to choose the ABC flume

Page 192

diversion, you would be looking at as much as 11 degrees; correct?
A. That's what it states, yes.
Q. And that's 11 degrees Fahrenheit?
A. Yes.
Q. Are you aware that an increase of 8 to 11 degrees with regard to the temperature of the water would be a significant increase for a fish facility and probably catastrophic?
A. I'm aware it's too much. That's why I state we'll be insulating the pipe to avoid that.
Q. And if the pipe is insulated, you testified that it might be as little as .1 degree Fahrenheit increase?
A. Less than .1 is what the analysis shows, yes.
Q. Okay. What does it mean to say it's insulated? In other words, what type of insulation are we talking about? Where -- what does that involve?
A. It's a -- physically there's pipe insulation. It wraps around the pipe. It's made for that size of pipe. It comes in certain lengths. There's different types, different brands, so to speak. They've assumed the 2-inch pipe insulation on this, which is pretty standard. And then we put a metallic,

Page 193

probably aluminum-type shell on it to protect it from the elements. But it is a permanent insulation used -- it's used in all sorts of industrial applications.
In my experience -- I have quite a bit of experience with that at Micron. We did a lot of aboveground, in-air truss mounted pipelines where a lot of them had to be insulated. So it's a pretty standard deal and very reliable. It does its job, so to speak.
Q. We looked at your cost estimates.
Is that something that is built into the cost estimates that we looked at in the tables a little bit earlier?
A. The pipe insulation is not in that cost estimate currently.
Q. What kind of a cost are we talking about for pipe insulation?
A. I'm thinking it might be a hundred thousand dollars.
Q. $100,000 initially to put it in; correct?
A. Yes, to first supply it and install it.
Q. I'm assuming that there's some kind of maintenance that needs to be done with regard to that?
A. Not really. It probably has a life, so it would be like everything else. It could be added to that table and may have to be repaired or replaced at

way they've proceeded.

And I think they've proceeded definitely at their own risk. So, you know, they have a better idea that they think is contrary to your orders, then, you know, all's I have to say to them is too bad for them. They should have been contemplating the order and believing that it was real instead of coming up with things that they think are better.

THE HEARING OFFICER: Well, I won't characterize their efforts as being deficient in some way or not, Mr. Haemmerle.

But, Mr. Budge, in response to your suggestion that there's some parallel reasoning that I should apply to this latest proposal, I guess I would turn around and say I view it as just more of the same.

And I'm not perhaps being as disparaging about it as Mr. Haemmerle is, but what I guess my problem is that I'm not certain with an April 1 deadline that Rangen will -- or that IGWA will have the pipeline half built or a third built or that any of it will be built at all.

And so what I've done is I've allowed the seniors to be injured without assurance that something absolutely will be in place. And I -- I can't do that. I don't see how I could do that. I think I need to

address the material injury that's occurring in the time of injury. And that's what I see coming down in Court decisions, and I need to adhere to it and protect the seniors.

So I guess I want to emphasize again, I view the January 19th as a drop-dead deadline, and April 1 as a drop-dead deadline. And the subsequent benchmarks as well.

Okay. We'll close the record. Thanks for coming.

(Hearing concluded at 4:58 p.m.)

-oOo-

REPORTER'S CERTIFICATE

I, JEFF LaMAR, CSR No. 640, Certified Shorthand Reporter, certify:

That the foregoing proceedings were taken before me at the time and place therein set forth, at which time the witness was put under oath by me.

That the testimony and all objections made were recorded stenographically by me and transcribed by me or under my direction.

That the foregoing is a true and correct record of all testimony given, to the best of my ability.

I further certify that I am not a relative or employee of any attorney or party, nor am I financially interested in the action.

IN WITNESS WHEREOF, I set my hand and seal this 14th day of October, 2014.

JEFF LaMAR, CSR NO. 640
Notary Public
Eagle, Idaho 83616
My commission expires December 30, 2017

EXHIBIT C

Memorandum

To:	Justin May
From:	Dave Colvin, P.G.
Reviewed by:	Dan DeLaughter
Date:	October 31, 2014
Project:	Rangen Delivery Call - Docket No. CM-DC-2011-004
Subject:	Morris Exchange Water Credit

Leonard Rice Engineers, Inc. (LRE) has calculated the 2014/2015 Morris Exchange Water Credit that the Idaho Ground Water Appropriators, Inc. (IGWA) would be credited utilizing actual 2014 Curren Tunnel flows and the methodology set out in the Idaho Department of Water Resources (IDWR) orders related to curtailment and mitigation proposals for the Rangen, Inc. (Rangen) 2011 delivery call (Docket No. CM-DC-2011-004).

The intent of this memo is to explain the sources of data and methodology we used for calculation of mitigation credits. In each of the orders, the hearing officer (IDWR Director, Gary Spackman) ordered that IGWA was responsible for providing Rangen with 3.4 cubic feet per second (CFS) of water in the first year of mitigation requirements (April 1,2014 through March 31, 2015).

Calculation of Morris Exchange Water Credit

In his Amended Curtailment Order[1] issued on May 16, 2014, the Director presents IDWR calculations for the Morris Exchange Water Credit. Morris is only entitled to use water during the irrigation season. Consequently, the Department based its calculations on Curren Tunnel flows during the period from April 15 to October 15. The Director calculated the amount of Curren Tunnel Available Flow for use as mitigation by using the following formula for flows during this irrigation season:

Total Curren Tunnel Flow (CT_{Tot}) –Rangen water right (R) – Candy water right(C)

Or

Curren Tunnel Available Flow = $CT_{Tot} - R - C$ [Equation 1]

The Director further explains the calculation of Total Curren Tunnel Flows as follows:

> *"The Curren Tunnel discharge is the sum of the average monthly flow measured at the mouth of the tunnel by IDWR (Exhibit 2045) and the average monthly flow diverted into Rangen's 6-inch PVC pipe (Exhibit 3000)."*

Or

Total Curren Tunnel Flow = IDWR Tunnel Mouth Flow + Rangen Pipe Flow [Equation 2]

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[1] Amended Order Approving in Part and Rejecting in Part IGWA's Mitigation Plan; Order Lifting Stay Issued February 21, 2014; Amended Curtailment Order & Attachment A - May 16, 2014 (Link)

Using 2002-2013 daily average Total Curren Tunnel Flows, IDWR has calculated an irrigation season average of 3.7 CFS. Using this Total Curren Tunnel Flow, the Director calculated Total Curren Tunnel Available Flow to be approximately 3.5 CFS using the following formula:

$$Curren\ Tunnel\ Available\ Flow = CT_{Tot} - R - C\ [Equation\ 1]$$

Or

$$Curren\ Tunnel\ Available\ Flow = 3.7\ CFS\ (CT_{Tot}) - 0.14\ CFS\ (R) - 0.04\ CFS\ (C) = 3.5\ CFS\ (approximately)$$

The Director used the following formula to calculate the Average Annual Benefit of the irrigation season Curren Tunnel Available Flow:

$$Average\ Annual\ Benefit = \frac{Days\ of\ Flow}{Days\ in\ a\ Year} x\ Curren\ Tunnel\ Available\ Flow \quad [Equation\ 3]$$

Or

$$Average\ Annual\ Benefit = \frac{184\ days}{365\ day} x\ 3.5\ CFS = 1.8\ CFS$$

In his Order Approving IGWA's Second Mitigation Plan[2], the Director reaveraged the Average Annual Benefit to determine the number of days this 1.8 CFS Average Annual Benefit would provide 2.2 CFS with the following formula:

$$\frac{Flow\ Rate\ x\ Days\ of\ Flow}{Mitigation\ Flow\ Requirement} = Days\ meeting\ Mitigation\ Flow\ Requirement \quad [Equation\ 4]$$

Or

$$\frac{3.5\ CFS\ x184\ days}{2.2\ CFS} = 293\ days$$

Using these equities and historical Average Flows, the Director determined that the Morris Exchange Water would provide 2.2 CFS of mitigation credit for the 293 day period April 1, 2014 through January 19, 2015.

[2] Order Approving IGWA's Second Mitigation Plan; Order Lifting Stay Issued April 28, 2014; Second Amended Curtailment Order - June 20, 2014 (Link)

2014 Curren Tunnel Flow

IDWR has recently provided updated flow measurement data for the mouth of the Curren Tunnel. The updated data for the period April 15, 2014 through October 15, 2014 are attached as Exhibit "A". LRE downloaded additional data from the IDWR water rights accounting webpage[3] for the Rangen Pipe (IDWR SiteID 360410041). Rangen also provided additional data for the Rangen Pipe 2014 measurements. The Curren Tunnel flows available as credit under the Morris irrigation exchange are calculated as the IDWR Curren Tunnel flow measurements plus the Rangen Pipe flows, minus the other senior water rights.

Using the data and estimates above, and Equation 2 above, the 2014 Curren Tunnel average daily flows were approximately 2.4 CFS from April15, 2014 - October 15, 2014 (184 days). Using 2014 total Curren Tunnel flows and the Director's method for calculating IGWA mitigation credit results in 2.2 CFS of mitigation credit available.

$$IGWA\ Mitigation\ Credit\ Available = CT_{Tot} - R - C\ [Equation\ 1]$$

Or

$$IGWA\ Mitigation\ Credit\ Available = 2.4\ CFS\ (CT_{Tot})\ -\ 0.14\ CFS\ (R) - 0.04\ CFS\ (C) = 2.2\ CFS\ (approximately)$$

This results in an average annual benefit of 1.1 CFS, calculated as:

$$Average\ Annual\ Benefit = \frac{Days\ of\ Flow}{Days\ in\ a\ Year} x Flow\ Rate \quad [Equation\ 3]$$

Or

$$Average\ Annual\ Benefit = \frac{184\ days}{365\ day} x 2.2\ CFS = 1.1\ CFS$$

Prorating this 2014 IGWA Mitigation Credit Available utilizing the Department methodology in a total of 184 days with the following calculation:

$$\frac{Flow\ Rate\ x\ Days\ of\ Flow}{Mitigation\ Flow\ Requirement} = Days\ meeting\ Mitigation\ Flow\ Requirement \quad [Equation\ 4]$$

Or

$$\frac{2.2\ CFS\ x 184\ days}{2.2\ CFS} = 184\ days$$

[3] http://maps.idwr.idaho.gov/qWRAccounting/WRA_Select.aspx

Table 1 provides a comparison of the Director's predicted mitigation credit and the mitigation credit based on 2014 flow measurements.

Table 1 - Morris Irrigation Credits

Data Source	Average Irrigation Season Flow (CFS)	Annual Average Flow (CFS)	Number of Days Prorated at 2.2 CFS	Last Date of 2.2 CFS Available for Morris Credit
Average Annual Curren Tunnel Flows Predicted by IDWR Orders	3.5	1.8	293	1/19/15
Measured 2014 Curren Tunnel Flows	2.2	1.1	184	10/2/14

Exhibit A

2014 Curren Tunnel Flow Data

Date	Flow (cfs)	Rangen Pipe	Tunnel + Pipe
1/1/2014	2.56	0.46	3.02
1/2/2014	2.71	0.46	3.17
1/3/2014	2.71	0.46	3.17
1/4/2014	2.71	0.46	3.17
1/5/2014	2.71	0.46	3.17
1/6/2014	2.56	0.46	3.02
1/7/2014	2.56	0.46	3.02
1/8/2014	2.56	0.47	3.03
1/9/2014	2.71	0.47	3.18
1/10/2014	2.56	0.48	3.04
1/11/2014	2.56	0.48	3.04
1/12/2014	2.71	0.48	3.20
1/13/2014	2.71	0.49	3.20
1/14/2014	2.56	0.49	3.05
1/15/2014	2.56	0.50	3.06
1/16/2014	2.56	0.50	3.06
1/17/2014	2.41	0.50	2.92
1/18/2014	2.56	0.51	3.07
1/19/2014	2.27	0.51	2.78
1/20/2014	2.32	0.52	2.84
1/21/2014	2.20	0.52	2.72
1/22/2014	2.36	0.52	2.88
1/23/2014	2.38	0.56	2.93
1/24/2014	2.40	0.59	2.99
1/25/2014	2.56	0.63	3.19
1/26/2014	2.44	0.66	3.10
1/27/2014	2.31	0.70	3.01
1/28/2014	2.19	0.61	2.79
1/29/2014	2.20	0.51	2.72
1/30/2014	2.22	0.42	2.64
1/31/2014	2.24	0.33	2.57
2/1/2014	2.26	0.24	2.49
2/2/2014	2.14	0.14	2.28
2/3/2014	2.15	0.05	2.20
2/4/2014	2.03	0.05	2.08
2/5/2014	2.05	0.05	2.10
2/6/2014	2.07	0.05	2.12
2/7/2014	2.22	0.05	2.27
2/8/2014	2.10	0.05	2.15
2/9/2014	2.12	0.05	2.17
2/10/2014	2.14	0.05	2.19
2/11/2014	2.16	0.05	2.21
2/12/2014	2.17	0.05	2.22
2/13/2014	2.19	0.05	2.24
2/14/2014	2.35	0.05	2.40
2/15/2014	2.37	0.05	2.42

Date	Flow (cfs)	Rangen Pipe	Tunnel + Pipe
2/16/2014	2.39	0.05	2.44
2/17/2014	2.41	0.05	2.46
2/18/2014	2.43	0.05	2.48
2/19/2014	2.45	0.05	2.50
2/20/2014	2.46	0.05	2.51
2/21/2014	2.48	0.05	2.53
2/22/2014	2.50	0.05	2.55
2/23/2014	2.55	0.05	2.60
2/24/2014	2.60	0.05	2.65
2/25/2014	2.65	0.05	2.70
2/26/2014	2.69	0.05	2.74
2/27/2014	2.74	0.05	2.79
2/28/2014	2.79	0.05	2.84
3/1/2014	2.84	0.05	2.89
3/2/2014	2.89	0.05	2.94
3/3/2014	2.67	0.05	2.72
3/4/2014	2.46	0.05	2.51
3/5/2014	2.22	0.05	2.27
3/6/2014	2.40	0.05	2.45
3/7/2014	2.07	0.05	2.12
3/8/2014	2.05	0.05	2.10
3/9/2014	2.00	0.05	2.05
3/10/2014	1.97	0.05	2.02
3/11/2014	2.00	0.05	2.05
3/12/2014	1.98	0.05	2.03
3/13/2014	1.95	0.05	2.00
3/14/2014	1.92	0.05	1.97
3/15/2014	2.14	0.05	2.19
3/16/2014	2.28	0.05	2.33
3/17/2014	2.21	0.05	2.26
3/18/2014	2.30	0.05	2.35
3/19/2014	2.24	0.05	2.29
3/20/2014	2.21	0.05	2.26
3/21/2014	2.04	0.05	2.09
3/22/2014	2.00	0.05	2.05
3/23/2014	2.01	0.05	2.06
3/24/2014	1.96	0.05	2.01
3/25/2014	1.96	0.09	2.05
3/26/2014	1.93	0.12	2.05
3/27/2014	1.97	0.16	2.13
3/28/2014	1.97	0.20	2.17
3/29/2014	1.91	0.24	2.14
3/30/2014	1.91	0.27	2.18
3/31/2014	1.91	0.31	2.22
4/1/2014	1.66	0.35	2.01
4/2/2014	1.58	0.39	1.97

Date	Flow (cfs)	Rangen Pipe	Tunnel + Pipe
4/3/2014	1.55	0.43	1.98
4/4/2014	1.57	0.45	2.02
4/5/2014	1.56	0.47	2.03
4/6/2014	1.56	0.48	2.04
4/7/2014	1.52	0.50	2.03
4/8/2014	1.45	0.52	1.97
4/9/2014	1.38	0.54	1.92
4/10/2014	1.24	0.56	1.80
4/11/2014	1.12	0.58	1.70
4/12/2014	1.23	0.59	1.82
4/13/2014	1.35	0.61	1.96
4/14/2014	1.31	0.63	1.94
4/15/2014	1.20	0.64	1.84
4/16/2014	1.11	0.64	1.75
4/17/2014	1.05	0.65	1.70
4/18/2014	0.98	0.66	1.64
4/19/2014	0.98	0.67	1.64
4/20/2014	0.83	0.67	1.51
4/21/2014	0.85	0.68	1.53
4/22/2014	0.74	0.68	1.42
4/23/2014	0.75	0.68	1.43
4/24/2014	0.71	0.68	1.39
4/25/2014	0.69	0.68	1.37
4/26/2014	0.71	0.68	1.39
4/27/2014	0.72	0.68	1.40
4/28/2014	0.77	0.68	1.45
4/29/2014	0.83	0.68	1.51
4/30/2014	0.81	0.68	1.49
5/1/2014	0.73	0.68	1.41
5/2/2014	0.73	0.68	1.41
5/3/2014	0.70	0.68	1.38
5/4/2014	0.68	0.68	1.36
5/5/2014	0.66	0.68	1.34
5/6/2014	0.62	0.68	1.30
5/7/2014	0.57	0.68	1.25
5/8/2014	0.55	0.68	1.23
5/9/2014	0.56	0.68	1.24
5/10/2014	0.63	0.68	1.31
5/11/2014	0.67	0.68	1.35
5/12/2014	0.71	0.68	1.39
5/13/2014	0.76	0.59	1.35
5/14/2014	0.69	0.50	1.19
5/15/2014	0.67	0.41	1.08
5/16/2014	0.67	0.32	0.99
5/17/2014	1.09	0.23	1.32
5/18/2014	1.55	0.14	1.69

Date	Flow (cfs)	Rangen Pipe	Tunnel + Pipe
5/19/2014	1.58	0.05	1.63
5/20/2014	1.61	0.05	1.66
5/21/2014	1.62	0.05	1.67
5/22/2014	1.66	0.05	1.71
5/23/2014	1.74	0.05	1.79
5/24/2014	1.56	0.05	1.61
5/25/2014	1.47	0.05	1.52
5/26/2014	1.49	0.05	1.54
5/27/2014	1.57	0.05	1.62
5/28/2014	1.55	0.05	1.60
5/29/2014	1.51	0.05	1.56
5/30/2014	1.39	0.05	1.44
5/31/2014	1.32	0.05	1.37
6/1/2014	1.34	0.05	1.39
6/2/2014	1.40	0.05	1.45
6/3/2014	1.42	0.05	1.47
6/4/2014	1.41	0.05	1.46
6/5/2014	1.23	0.05	1.28
6/6/2014	1.10	0.05	1.15
6/7/2014	1.02	0.05	1.07
6/8/2014	0.97	0.05	1.02
6/9/2014	0.87	0.05	0.92
6/10/2014	0.83	0.05	0.88
6/11/2014	0.79	0.05	0.84
6/12/2014	1.07	0.05	1.12
6/13/2014	1.36	0.05	1.41
6/14/2014	1.30	0.05	1.35
6/15/2014	1.24	0.05	1.29
6/16/2014	1.27	0.05	1.32
6/17/2014	1.26	0.05	1.31
6/18/2014	1.37	0.05	1.42
6/19/2014	1.55	0.05	1.60
6/20/2014	1.65	0.05	1.70
6/21/2014	1.69	0.05	1.74
6/22/2014	1.67	0.05	1.72
6/23/2014	1.55	0.05	1.60
6/24/2014	1.54	0.05	1.59
6/25/2014	1.53	0.05	1.58
6/26/2014	1.55	0.05	1.60
6/27/2014	1.54	0.05	1.59
6/28/2014	1.63	0.05	1.68
6/29/2014	1.67	0.05	1.72
6/30/2014	1.65	0.05	1.70
7/1/2014	1.49	0.05	1.54
7/2/2014	1.34	0.05	1.39
7/3/2014	1.34	0.05	1.39

Date	Flow (cfs)	Rangen Pipe	Tunnel + Pipe
7/4/2014	1.23	0.05	1.28
7/5/2014	1.24	0.05	1.29
7/6/2014	1.07	0.05	1.12
7/7/2014	1.04	0.05	1.09
7/8/2014	1.00	0.05	1.05
7/9/2014	1.01	0.05	1.06
7/10/2014	0.94	0.05	0.99
7/11/2014	0.94	0.05	0.99
7/12/2014	0.87	0.05	0.92
7/13/2014	0.83	0.05	0.88
7/14/2014	0.82	0.05	0.87
7/15/2014	0.92	0.05	0.97
7/16/2014	0.73	0.05	0.78
7/17/2014	0.76	0.05	0.81
7/18/2014	0.73	0.05	0.78
7/19/2014	0.77	0.05	0.82
7/20/2014	0.67	0.05	0.72
7/21/2014	0.67	0.05	0.72
7/22/2014	0.60	0.05	0.65
7/23/2014	0.71	0.05	0.76
7/24/2014	0.78	0.05	0.83
7/25/2014	0.77	0.05	0.82
7/26/2014	0.67	0.05	0.72
7/27/2014	0.72	0.05	0.77
7/28/2014	0.83	0.05	0.88
7/29/2014	0.81	0.05	0.86
7/30/2014	0.82	0.05	0.87
7/31/2014	0.84	0.05	0.89
8/1/2014	1.25	0.05	1.30
8/2/2014	1.22	0.05	1.27
8/3/2014	1.30	0.05	1.35
8/4/2014	1.42	0.05	1.47
8/5/2014	1.46	0.05	1.51
8/6/2014	1.53	0.05	1.58
8/7/2014	1.65	0.05	1.70
8/8/2014	1.95	0.05	2.00
8/9/2014	2.25	0.05	2.30
8/10/2014	2.41	0.05	2.46
8/11/2014	2.50	0.05	2.55
8/12/2014	2.53	0.24	2.77
8/13/2014	2.21	0.43	2.64
8/14/2014	2.03	0.43	2.46
8/15/2014	2.01	0.43	2.44
8/16/2014	1.99	0.43	2.42
8/17/2014	1.96	0.43	2.39
8/18/2014	2.02	0.43	2.45

Date	Flow (cfs)	Rangen Pipe	Tunnel + Pipe
8/19/2014	2.03	0.43	2.46
8/20/2014	2.02	0.43	2.45
8/21/2014	2.02	0.43	2.45
8/22/2014	2.01	0.43	2.44
8/23/2014	2.14	0.43	2.57
8/24/2014	2.28	0.43	2.71
8/25/2014	2.44	0.43	2.87
8/26/2014	2.56	0.43	2.99
8/27/2014	2.65	0.43	3.08
8/28/2014	2.63	0.43	3.06
8/29/2014	2.72	0.43	3.15
8/30/2014	2.89	0.43	3.32
8/31/2014	3.03	0.43	3.46
9/1/2014	3.19	0.43	3.62
9/2/2014	3.31	0.47	3.77
9/3/2014	3.32	0.51	3.82
9/4/2014	3.26	0.54	3.80
9/5/2014	3.01	0.58	3.59
9/6/2014	2.93	0.58	3.51
9/7/2014	3.09	0.58	3.67
9/8/2014	3.29	0.58	3.87
9/9/2014	3.49	0.58	4.07
9/10/2014	3.55	0.58	4.13
9/11/2014	3.60	0.58	4.18
9/12/2014	3.61	0.58	4.19
9/13/2014	3.68	0.58	4.26
9/14/2014	3.80	0.58	4.38
9/15/2014	3.90	0.58	4.48
9/16/2014	3.90	0.59	4.49
9/17/2014	3.88	0.60	4.48
9/18/2014	4.03	0.61	4.64
9/19/2014	4.09	0.62	4.71
9/20/2014	4.21	0.63	4.84
9/21/2014	4.32	0.64	4.96
9/22/2014	4.51	0.65	5.16
9/23/2014	4.70	0.65	5.35
9/24/2014	4.84	0.65	5.49
9/25/2014	4.98	0.65	5.63
9/26/2014	4.89	0.65	5.54
9/27/2014	4.87	0.65	5.52
9/28/2014	4.85	0.65	5.50
9/29/2014	4.93	0.65	5.58
9/30/2014	5.09	0.65	5.74
10/1/2014	5.20	0.65	5.85
10/2/2014	5.28	0.65	5.93
10/3/2014	5.39	0.65	6.04

Date	Flow (cfs)	Rangen Pipe	Tunnel + Pipe
10/4/2014	5.46	0.65	6.11
10/5/2014	5.60	0.65	6.25
10/6/2014	5.65	0.65	6.30
10/7/2014	5.81	0.66	6.47
10/8/2014	5.91	0.67	6.57
10/9/2014	5.94	0.68	6.61
10/10/2014	6.11	0.68	6.79
10/11/2014	6.24	0.69	6.94
10/12/2014	6.25	0.70	6.95
10/13/2014	5.99	0.71	6.70
10/14/2014	5.75	0.62	6.37
10/15/2014	5.70	0.52	6.22
10/16/2014	5.65	0.43	6.08
10/17/2014	5.94	0.33	6.27
10/18/2014	6.35	0.24	6.59
10/19/2014	6.27	0.14	6.42
10/20/2014	6.28	0.05	6.33

Notes:
Curren Tunnel flow data provided by IDWR.
2014 Rangen Pipe data provided by Rangen.

EXHIBIT D

IN THE DISTRICT COURT OF THE FIFTH JUDICIAL DISTRICT OF THE

STATE OF IDAHO, IN AND FOR THE COUNTY OF TWIN FALLS

RANGEN, INC.,

Petitioner,

vs.

THE IDAHO DEPARTMENT OF WATER RESOURCES and GARY SPACKMAN, in his capacity as Director of the Idaho Department of Water Resources,

Respondents,

and

IDAHO GROUND WATER APPROPRIATORS, INC., A&B IRRIGATION DISTRICT, BURLEY IRRIGATION DISTRICT, MILNER IRRIGATION DISTRICT, AMERICAN FALLS RESERVOIR DISTRICT #2, MINIDOKA IRRIGATION DISTRICT, NORTH SIDE CANAL COMPANY, and TWIN FALLS CANAL COMPANY,

Intervenors.

Case No. CV-2014-2446

IDAHO DEPARTMENT OF WATER RESOURCES' BRIEF IN RESPONSE TO RANGEN, INC.'S OPENING BRIEF

Judicial Review from the Idaho Department of Water Resources

Honorable Eric J. Wildman, District Judge, Presiding

credit is earned, credit must be calculated in advance to determine whether it will satisfy the required mitigation obligation.

Approval of mitigation plans based upon future activities does not place an undue risk on Rangen that those activities might not occur. The Department monitors activities conducted pursuant to approved mitigation plans in order to ensure compliance with mitigation requirements and if IGWA fails to comply with those requirements junior ground water right holders will be curtailed. *See Order Curtailing Ground Water Rights in Water District Nos. 130 & 140 Junior to January 8, 1981*, In the Matter of Distribution of Water to Water Rights Nos. 36-04013A, 36-04013B, and 36-07148 (Snake River Farm)(July 22, 2009)[8]; *see also* Tr. Vol I, pp. 231, 234-36, 240, 242, 244-45, 257-58.

Contrary to Rangen's assertion, the Director has not failed to identify contingency provisions if future aquifer enhancement activities for which IGWA received mitigation credit do not occur. As the Director stated in the Amended Mitigation Plan Order: "If the proposed mitigation falls short of the annual mitigation requirement, the deficiency can be calculated at the beginning of the irrigation season. Diversion of water by junior water right holders will be curtailed to address the deficiency." *Amended Mitigation Plan Order* at 6 (R. p. 602).

Rangen also asserts the Director failed to identify in the Amended Mitigation Plan Order "the converted acres or other future activities for which IGWA has already been given mitigation credit." *Opening Brief* at 9. Rangen's assertion is misplaced. The record is replete with

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[8] A copy of this decision is attached hereto as Appendix A. This decision was the subject of a *Motion for Stay* field by North Snake Ground Water District and Magic Valley Ground Water District in Gooding County Case No. CV 2009-431 and was included in the record of that case as Exhibit 14 to the Affidavit of Randal C. Budge (Aug. 11, 2009). The Court may take judicial notice of this decision pursuant to IRE 201(d). If a party moves the Court to "take judicial notice of records, exhibits or transcripts from the court file in the same or a separate case, the party shall identify the specific documents or items for which the judicial notice is requested or shall proffer to the court and serve on all the parties copies of such documents or items. A court shall take judicial notice if requested by a party and supplied with the necessary information." IRE 201(d) emphasis added. "Judicial notice may be taken at any stage of the proceeding." IRE 201(f).

EXHIBIT E

IN THE DISTRICT COURT OF THE FIFTH JUDICIAL DISTRICT OF THE STATE OF IDAHO, IN AND FOR THE COUNTY OF GOODING

IDAHO GROUND WATER APPROPRIATORS, INC.,	Case No.: CV-2010-382
Petitioner,	(consolidated Gooding County Cases CV-2010-382, CV-2010-383, CV-2010-384, CV-2010-387, CV-2010-388, Twin Falls County Cases CV-2010-3403, CV-2010-5520, CV-2010-5946, CV-2012-2096, CV-2013-2305, CV-2013-4417 and Lincoln County Case CV-2013-155)
vs.	
CITY OF POCATELLO,	
Petitioner,	
vs.	
TWIN FALLS CANAL COMPANY, NORTH SIDE CANAL COMPANY, A&B IRRIGATION DISTRICT, AMERICAN FALLS RESERVOIR DISTRICT #2, BURLEY IRRIGATION DISTRICT, MILNER IRRIGATION DISTRICT, and MINIDOKA IRRIGATION DISTRICT,	**MEMORANDUM DECISION AND ORDER ON PETITIONS FOR JUDICIAL REVIEW**
Petitioners,	
vs.	
GARY SPACKMAN, in his capacity as Director of the Idaho Department of Water Resources, and THE DEPARTMENT OF WATER RESOURCES,	
Respondents.	
IN THE MATTER OF DISTRIBUTION OF WATER TO VARIOUS WATER RIGHTS HELD BY OR FOR THE BENEFIT OF	

A&B IRRIGATION DISTRICT, AMERICAN FALLS RESERVOIR DISTRICT #2, BURLEY IRRIGATION DISTRICT, MILNER IRRIGATION DISTRICT, MINIDOKA IRRIGATION DISTRICT, NORTH SIDE CANAL COMPANY AND TWIN FALLS CANAL COMPANY

Appearances:

Travis Thompson of Barker Rosholt & Simpson, LLP, Twin Falls, Idaho, attorneys for A&B Irrigation District, Burley Irrigation District, Milner Irrigation District, North Side Canal Company, and Twin Falls Canal Company.

W. Kent Fletcher of Fletcher Law Office, Burley, Idaho, attorney for American Falls Reservoir District #2 and Minidoka Irrigation District.

Randall Budge of Racine Olson Nye Budge & Bailey, Chartered, Pocatello, Idaho, attorneys for the Idaho Ground Water Appropriators, Inc.

Mitra Pemberton of White & Jankowski, LLP, Denver, Colorado, attorneys for the City of Pocatello.

Michael Orr and Garrick Baxter, Deputy Attorneys General of the State of Idaho, Idaho Department of Water Resources, Boise, Idaho, attorneys for the Idaho Department of Water Resources and Gary Spackman.

I.

STATEMENT OF THE CASE

A. Nature of the Case.

This matter involves a dispute between senior surface water users and junior ground water users over the conjunctive administration of water in the Snake River Basin. The dispute arises in the context of a delivery call initiated by the A&B Irrigation District, American Falls Reservoir District No. 2, Burley Irrigation District, Milner Irrigation District, Minidoka Irrigation District, North Side Canal Company and Twin Falls Canal Company (collectively, "Coalition" or "SWC") against certain junior ground water rights located in the Eastern Snake Plain Aquifer ("ESPA"). At issue is the methodology utilized by the Director of the Idaho Department of Water Resources ("Department") for determining material injury to reasonable in-

season demand and reasonable carryover to Coalition members, and his subsequent application of that methodology. The Coalition, Idaho Ground Water Appropriators, Inc. ("IGWA") and the City of Pocatello seek judicial review of the Director's methodology and his application of that methodology. Those parties ask this Court to set aside and remand various aspects of the Director's final orders.

B. Course of proceedings and statement of facts.[1]

1. This judicial review proceeding involves a number of *Petitions for Judicial Review*. They seek review of a series of final orders issued by the Director in relation to the Coalition's delivery call. What follows is a recitation of those final orders, the resulting *Petitions for Judicial Review*, and the subsequent proceedings on those *Petitions* before this Court.

2. On June 23, 2010, the Director issued his *Second Amended Final Order Regarding Methodology for Determining Material Injury to Reasonable In-Season Demand and Reasonable Carryover* ("*Methodology Order*"). 382 R., pp.564-604. *Petitions* seeking judicial review of the *Methodology Order* were filed by the Coalition in Gooding County Case No. CV-2010-384, IGWA in Gooding County Case No. CV-2010-383, and the City of Pocatello in Gooding County Case No. CV-2010-388.

3. On June 24, 2010, the Director issued his *Final Order Regarding April 2010 Forecast Supply (Methodology Steps 3 & 4); Order on Reconsideration* ("*As-Applied Order*"). 382 R., pp.605-625. *Petitions* seeking judicial review of the *As-Applied Order* were filed by the Coalition in Twin Falls County Case No. CV-2010-3403, IGWA in Gooding County Case No. CV-2010-382, and the City of Pocatello in Gooding County Case No. CV-2010-387.

4. The six *Petitions for Judicial Review* previously mentioned were reassigned to this Court.[2]

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[1] **Footnote Re: Citations to Agency Record.** The agency record in this proceeding consists of two subparts: (1) the previously-compiled record for the judicial review proceeding under Gooding County Case No. CV-2008-551, and (2) the more recently compiled record for the judicial review petitions consolidated under Gooding County Case No. CV-2010-382. For clarity and convenience, citations of the former record will use form "551 R., p.___," while citations to the latter record will use the form "382 R., p.___."

[2] The reassignments were made pursuant to the Idaho Supreme Court's *Administrative Order* dated December 9, 2009, issued *In the Matter of the Appointment of the SBRA District Court to Hear All Petitions for Judicial Review from the Department of Water Resources Involving Administration of Water Rights.*

5. On July 29, 2010, pursuant to the unopposed request of the parties, the Court entered an *Order* consolidating the six *Petitions for Judicial Review* into Gooding County Case No. CV-2010-382 ("Consolidated 382 Case").

6. On September 17, 2010, the Director issued his *Final Order Revising April 2010 Forecast Supply (Methodology Step 7)*. 382 R., pp.636-645. A *Petition* seeking judicial review of that *Final Order* was filed by the Coalition in Twin Falls County Case No. CV-2010-5520. The *Petition* was reassigned to this Court.

7. On November 30, 2010, the Director issued his *Final Order Establishing 2010 Reasonable Carryover (Methodology Step 9)*. 382 R., pp.684-692. A *Petition* seeking judicial review of that *Final Order* was filed by the Coalition in Twin Falls County Case No. CV-2010-5946. The *Petition* was reassigned to this Court.

8. On December 13, 2010, the Court issued an *Order* staying proceedings in the Consolidated 382 Case pending the Idaho Supreme Court's issuance of its written decision in Idaho Supreme Court Docket No. 38193-2010. The stay was entered pursuant to the request and agreement of the parties.

9. On January 3, 2011, pursuant to the unopposed request of the parties, the Court entered an *Order* consolidating the Coalition's *Petitions* in Twin Falls County Case Nos. CV-2010-5520 and 2010-5946 into consolidated the Consolidated 382 Case.

10. On April 13, 2012, the Director issued his *Final Order Regarding April 2012 Forecast Supply (Methodology Steps 1-8)*. 382 R., pp.728-742. On May 9, 2012, the Director issued his *Order Denying Petition for Reconsideration; Denying Motion to Authorize Discovery; Denying Request for Hearing (Methodology Steps 1-8)*. 382 R., pp.753-757. A *Petition* seeking judicial review of that *Final Order* and *Order Denying Petition for Reconsideration* was filed by the Coalition in Twin Falls County Case No. CV-2012-2096. The *Petition* was reassigned to this Court.

11. On April 17, 2013, the Director issued his *Final Order Regarding April 2013 Forecast Supply (Methodology 1-4)*. 382 R., pp.829-846. On May 22, 2013, the Director issued his *Order Denying Petition for Reconsideration; Denying Request for Hearing; Denying Motion to Authorize Discovery (Methodology Steps 1-4)*. 382 R., pp.888-893. A *Petition* seeking judicial review of that *Final Order* and *Order Denying Petition for Reconsideration* was filed by

the Coalition in Twin Falls County Case No. CV-2013-2305. The *Petition* was reassigned to this Court.

12. On June 17, 2013, the Director issued his *Order Releasing IGWA from 2012 Reasonable Carryover Shortfall Obligation (Methodology Step 5)*. 382 R., pp.922-928. On July 18, 2013, the Director issued his *Order Denying AFRD2's Petition for Reconsideration of Order Releasing IGWA from 2012 Reasonable Carryover Shortfall Obligation (Methodology Step 5)*. 382 R., pp.937-943. A *Petition* seeking judicial review of that *Order* and *Order Denying Petition for Reconsideration* was filed by American Falls Reservoir District #2 in Lincoln County Case No. CV-2013-155. The *Petition* was reassigned to this Court.

13. On August 27, 2013, the Director issued his *Order Revising April 2013 Forecast Supply (Methodology 6-8)*. 382 R., pp.948-957. On September 27, 2013, the Director issued his *Order Denying Petition for Reconsideration; Denying Motion to Authorize Discovery; Denying Request for Hearing (Methodology Steps 6-8)*. 382 R., pp.1037-1044. A *Petition* seeking judicial review of that *Order* and *Order Denying Petition for Reconsideration* was filed by the Coalition in Twin Falls County Case No. CV-2013-4417. The *Petition* was reassigned to this Court.

14. On November 12, 2013, pursuant to the unopposed request of the parties, the Court entered an *Order* consolidating the Coalition's *Petitions* in Twin Falls County Case Nos., CV-2012-2096, CV-2013-2305, 2013-4417 and Lincoln County Case No. CV-2013-155 into the Consolidated 382 Case.

15. On December 17, 2013, the Idaho Supreme Court issued its written decision in Idaho Supreme Court Docket No. 38193-2010. Thereafter, the Court lifted the stay in the Consolidated 382 Case. The parties subsequently briefed the issues, and a hearing on the *Petitions* was held before this Court on August 13, 2014.

II.

MATTER DEEMED FULLY SUBMITTED FOR DECISION

Oral argument before the Court in this matter was held on August 13, 2014. The parties did not request the opportunity to submit additional briefing nor does the Court require any. Therefore, this matter is deemed fully submitted for decision on the next business day or August 14, 2014.

III.

STANDARD OF REVIEW

Judicial review of a final decision of the director of IDWR is governed by the Idaho Administrative Procedure Act, Chapter 52, Title 67, Idaho Code § 42-1701A(4). Under IDAPA, the Court reviews an appeal from an agency decision based upon the record created before the agency. Idaho Code § 67-5277; *Dovel v. Dobson,* 122 Idaho 59, 61, 831 P.2d 527, 529 (1992). The Court shall not substitute its judgment for that of the agency as to the weight of the evidence on questions of fact. Idaho Code § 67-5279(1); *Castaneda v. Brighton Corp.*, 130 Idaho 923, 926, 950 P.2d 1262, 1265 (1998). The Court shall affirm the agency decision unless the court finds that the agency's findings, inferences, conclusions, or decisions are:

(a) in violation of constitutional or statutory provisions;

(b) in excess of the statutory authority of the agency;

(c) made upon unlawful procedure;

(d) not supported by substantial evidence on the record as a whole; or,

(e) arbitrary, capricious, or an abuse of discretion.

Idaho Code § 67-5279(3); *Castaneda,* 130 Idaho at 926, 950 P.2d at 1265. The petitioner must show that the agency erred in a manner specified in Idaho Code § 67-5279(3), and that a substantial right of the party has been prejudiced. I.C. § 67-5279(4). Even if the evidence in the record is conflicting, the Court shall not overturn an agency's decision that is based on substantial competent evidence in the record.[3] *Barron v. IDWR,* 135 Idaho 414, 417, 18 P.3d 219, 222 (2001). The Petitioner also bears the burden of documenting and proving that there was not substantial evidence in the record to support the agency's decision. *Payette River Property Owners Assn. v. Board of Comm'rs.*, 132 Idaho 552, 976 P.2d 477 (1999).

IV.

HISTORY AND PRIOR DETERMINATIONS

The *Petitions for Judicial Review* filed in this case arise in the context of an ongoing delivery call. Before the Court is the methodology established by the Director for determining

[3] Substantial does not mean that the evidence was uncontradicted. All that is required is that the evidence be of such sufficient quantity and probative value that reasonable minds *could* conclude that the finding – whether it be by a jury, trial judge, special master, or hearing officer – was proper. It is not necessary that the evidence be of such quantity or quality that reasonable minds *must* conclude, only that they *could* conclude. Therefore, a hearing officer's findings of fact are properly rejected only if the evidence is so weak that reasonable minds could not come to the same conclusions the hearing officer reached. *See eg, Mann v. Safeway Stores, Inc.* 95 Idaho 732, 518 P.2d 1194 (1974); *see also Evans v. Hara's Inc.*, 125 Idaho 473, 478, 849 P.2d 934, 939 (1993).

material injury to the Coalition's reasonable in-season demand and reasonable carryover caused by junior ground water rights, and his subsequent application of that methodology. Consideration of the issues requires a review of the prior administrative and judicial proceedings undertaken in relation to this call.

A. 2005 Delivery call.

The delivery call at issue here was filed by the Coalition in 2005. 551 R., pp.1-52. On May 2, 2005, the Director issued an *Amended Order* finding that junior ground water diversions from the ESPA were materially injuring the Coalition's natural flow and storage rights. 551 R., pp.1359-1424. The Director's *Amended Order* utilized a "minimum full supply" methodology in determining material injury. 551 R., pp.1382-1385. That methodology relied upon a baseline analysis to determine material injury based upon shortfalls to a chosen baseline quantum of the Coalition's in-season irrigation and reasonable carryover needs. *Id.*

Various parties sought an administrative hearing before the Department on the *Amended Order*. *See e.g.*, 551 R., pp.1642-1657; 551 R., pp.1704-1724. However, that was put on hold while members of the Coalition filed a declaratory judgment action challenging the constitutionality of the Conjunctive Management Rules ("CM Rules").[4] The declaratory judgment action culminated in the Idaho Supreme Court's written decision in *American Falls Reservoir Dist. No. 2 v. Idaho Dep't of Water Res.*, 143 Idaho 862, 154 P.3d 433 (2007) ("*AFRD#2*"), which upheld the CM Rules as facially constitutional. Thereafter, the Department proceeded with an administrative hearing on the *Amended Order*. The Director appointed the Honorable Gerald F. Schroeder as the presiding hearing officer ("Hearing Officer").

B. Director's *2008 Final Order.*

The Hearing Officer issued his *Opinion Constituting Findings of Fact, Conclusions of Law and Recommendation* on April 29, 2008. 551 R., pp.7048-7118. The Hearing Officer's *Recommendation* analyzed the Director's use of a minimum full supply methodology in determining material injury to the Coalition. 551 R., pp.7086-7095. The Hearing Officer generally approved the Director's use of a minimum full supply methodology, including his use

[4] The term "Conjunctive Management Rules" or "CM Rules" refers to the *Rules for Conjunctive Management of Surface and Ground Water Resources*, IDAPA 37.03.11.

of a baseline as a starting point for the consideration of the call and in determining material injury. *Id.* But, the Hearing Officer noted that "[t]here have been applications of the concept of a minimum full supply that should be modified if the use of the protocol is to be retained," and that "there must be adjustments as conditions develop if any baseline supply concept is to be used." 551 R., pp.7091 & 7093. Exceptions to the Hearing Officer's *Recommendation* were subsequently filed with the Director by various parties. *See e.g.*, 551 R., pp.7126-7134; 551 R., pp.7141-7197.

On September 5, 2008, the Director issued his *Final Order Regarding the Surface Water Coalition Delivery Call* ("*2008 Final Order*"). 551 R., pp.7381-7395. The *2008 Final Order* adopted the findings of fact and conclusions of law of the Hearing Officer's *Recommendation* except as specifically modified therein, including his recommendation that certain refinements be made to the minimum full supply methodology for determining material injury. 551 R., p.7387. Of significance to the instant proceeding, the Director abandoned the "minimum full supply" methodology in his *2008 Final Order* in favor of a "reasonable in-season demand" methodology. 551 R., p.7386. Although the Director adopted the Hearing Officer's recommendation that refinements be made, he did not address those refinements or the details of his new "reasonable in-season demand" methodology in his *2008 Final Order*, stating:

> Because of the need for ongoing administration, the Director will issue a separate final order . . . detailing his approach for predicting material injury to reasonable in-season demand and reasonable carryover for the 2009 irrigation season.

551 R., p.7386. *Petitions* seeking judicial review of the Director's *2008 Final Order* were subsequently filed in Gooding County Case No. CV-2008-551.

C. District court decision in Gooding County Case No. CV-2008-551 and Director's orders on remand.

The district court entered its *Order on Petition for Judicial Review* in Gooding County Case No. CV-2008-551 on July 24, 2009. 551 R., pp.10075-10108. The district court upheld the Director's adoption of a baseline methodology for determining material injury. It held that "[t]he Director did not abuse discretion or act outside his authority in utilizing a 'minimum full supply' or 'reasonable in-season demand' baseline for determining material injury." 551 R., p.10099. However, the court did find that the Director abused his discretion by waiting to issue a separate

final order detailing his approach for determining material injury to reasonable in-season demand and reasonable carryover. The case was therefore remanded to the Director. 551 R., pp.10106-10107. On remand, the Director complied with the district court's instruction. On June 23, 2010, the Director issued his *Methodology Order*, which by its terms provides the Director's methodology for determining material injury to reasonable in-season demand and reasonable carryover. 382 R., pp.564-604. Additionally, on June 24, 2010, the Director issued his *As-Applied Order*, wherein he applied his methodology to determine material injury to members of the Coalition in 2010. 382 R., pp.605-625. Both *Orders* are presently before the Court in this proceeding.

D. Idaho Supreme Court's decision in *In the Matter of Distribution of Water to Various Water Rights Held by or for the Benefit of A&B Irr. Dist.*

Meanwhile, the Coalition appealed the District Court's *Order on Petition for Judicial Review* in Gooding County Case No. CV-2008-551. On December 17, 2013, the Idaho Supreme Court issued its written decision in *In the Matter of Distribution of Waters to Various Water Rights Held by or for the Benefit of A&B Irr., Dist.*, 155 Idaho 640, 315 P.3d 828 (2013) ("*2013 SWC Case*"). In that decision, the Court held that the Director may employ a baseline methodology for management of water resources, and as a starting point in administration proceedings for considering material injury. *2013 SWC* Case, 155 Idaho at 650, 315 P.3d at 838. Although the Director's *Methodology Order* had been issued prior to the Supreme Court's consideration of the *2013 SWC Case*, the Court in its opinion made clear that "since the district court did not review this final methodology order, the findings of fact that shape that methodology and any modifications to the methodology are not properly before this Court." *2013 SWC Case*, 155 Idaho at 649, 315 P.3d at 837.

V.

METHODOLOGY ORDER ANALYSIS

The stated purpose of the Director's *Methodology Order* "is to provide the methodology by which the Director will determine material injury to [reasonable in-season demand] and reasonable carryover to members of the SWC." 382 R., p.591. Section II of the *Methodology Order* details the Director's approach for determining material injury to reasonable in-season

demand. 382 R., pp.565-585. Section III of the *Methodology Order* details the Director's approach for determining material injury to reasonable carryover. 382 R., pp.585-590. The *Methodology Order* then sets forth a ten step process to be undertaken annually for purposes of determining material injury. 382 R., pp.597-601. The Coalition, IGWA and the City of Pocatello seek judicial review of various aspects of the Director's methodology.

A. The *Methodology Order* fails to provide a proper remedy for material injury to reasonable in-season demand when taking into account changing conditions.

The Coalition argues that the signature flaw of the *Methodology Order* is its failure to properly remedy material injury to reasonable in-season demand based on changing conditions during the irrigation season. It asserts that if material injury to its reasonable in-season demand is greater than originally determined by the Director, the *Methodology Order's* failure to remedy that injury through either curtailment or the requirement of a mitigation plan is contrary to Idaho law. For the reasons set forth below, this Court agrees.

i. Overview of the Director's methodology for determining material injury to reasonable in-season demand.

Reasonable in-season demand is defined under the *Methodology Order* as "the projected annual diversion volume for each SWC entity during the year of evaluation that is attributable to the beneficial use of growing crops within the service area of the entity." 382 R., p.575. Under steps 1 and 2 of the *Methodology Order*, the Director calculates the crop water needs of the Coalition for that year.[5] However, the Director's initial determination of reasonable in-season demand is not based on those calculations, but rather is based on a historic demand baseline analysis. The *Methodology Order* makes this clear, providing that reasonable in-season demand is initially "equal to the historic demands associated with a baseline year or years ("BLY") as selected by the Director, but will be corrected during the season to account for variations in the climate and water supply between the BLY and actual conditions." 382 R., p.568. The *Methodology Order* uses the values of 2006 and 2008 to arrive at an average baseline year for purposes of the initial reasonable in-season demand determination. 382 R., p.574.

[5] The term "crop water need" is defined in the *Methodology Order* as "the project wide volume of irrigation water required for crop growth, such that crop development is not limited by water availability, for all crops supplied with surface water by the surface water provider." 382 R., p.579.

Under step 3, the Director makes his initial determination of water supply. Step 3 occurs after the United States Bureau of Reclamation ("USBOR") and the United States Corps of Engineers ("USACE") issue their Joint Forecast predicting unregulated inflow volume at the Heise Gage. 382 R., p.598. The Joint Forecast is typically released within the first two weeks of April. *Id.* Thereafter, the Director issues an April Forecast Supply for the water year. *Id.* The Director also determines in step 3 whether a demand shortfall to any member of the Coalition will occur in the coming season. *Id.* Demand shortfall is the difference between reasonable in-season demand and the April Forecast Supply. *Id.* If reasonable in-season demand is greater that the April Forecast Supply, a demand shortfall exists. *Id.*

Under step 4, if the demand shortfall is greater than the reasonable carryover shortfall from the previous year,[6] material injury exists or will exist, and junior users are required to establish their ability to mitigate that injury to avoid curtailment. 382 R., pp.598-599. To mitigate, junior users only need establish their ability to secure mitigation water to be provided to the Coalition at a later date, which the Director refers to as the "Time of Need." The Director then makes adjustments to his calculations throughout the irrigation season as conditions develop. These adjustments are provided for in steps 6 and 7 of the *Methodology Order*, which provide that at various times throughout the irrigation season, the Director will recalculate reasonable in-season demand and adjust demand shortfall for each member of the Coalition. 382 R., pp.599-600. The Director's recalculations are based on actual crop water need up to that point and a revised Forecast Supply, among other things. *Id.*

Step 8 addresses the obligations of junior water users after the Director makes his in-season recalculations and adjustments. These obligations generally trigger when Coalition members have exhausted their storage water rights to where all that remains in the reservoirs is an amount of water equal to their reasonable carryover. The Director refers to this as the "Time of Need."[7] Step 8 provides:

> Step 8: At the Time of Need, junior ground water users are required to provide the lesser of the two volumes from Step 4 (May 1 secured water) and the

[6] Junior water users will have previously mitigated for any reasonable carryover shortfall from the previous year under step 9 of the *Methodology Order*. 382 R., pp.600-601.

[7] The *Methodology Order* provides that "[t]he calendar day determined to be the Time of Need is established by predicting the day in which the remaining storage allocation will be equal to reasonable carryover, or the difference between the 06/08 average demand and the 02/04 supply. The Time of Need will not be earlier than the Day of Allocation." 382 R., p.584 fn.9.

[reasonable in-season demand] volume calculated at the Time of Need. **If the calculations from steps 6 or 7 indicate that a volume of water necessary to meet in-season projected demand shortfalls is greater than the volume from Step 4, no additional water is required.**

382 R., p.600. While junior user's original mitigation obligation for material injury to reasonable in-season demand may be adjusted downward under the plain language of step 8, it may not be adjusted upward.

ii. Idaho law requires that out-of-priority diversions can only be permitted pursuant to a properly enacted mitigation plan.

The Coalition takes issue with step 8 of the *Methodology Order*. They assert that it unlawfully permits out-of-priority water use to occur without remedy of curtailment or a properly enacted mitigation plan. This Court agrees. In the *2013 SWC Case*, the Idaho Supreme Court held that the CM Rules "require that out-of-priority diversions only be permitted pursuant to a properly enacted mitigation plan." *2013 SWC Case*, 155 Idaho at 653, 315 P.3d at 841. Further, that when the Director responds to a delivery call "the Director shall either regulate and curtail the diversions causing injury or approve a mitigation plan that permits out-of-priority diversion." *Id.* at 654, 315 P.3d at 842. The Court's holding in this respect was based on the plain language of Rule 40 of the CM Rules, which provides that once the Director makes a determination of material injury, the Director shall:

> a. Regulate the diversion and use of water in accordance with the priorities of rights of the various surface or ground water users whose rights are included within the district . . .; or
>
> b. Allow out-of-priority diversion of water by junior-priority ground water users pursuant to a mitigation plan that has been approved by the Director.

IDAPA 37.03.11.040.01.a, b.

This Court finds that step 8 of the *Methodology Order* is inconsistent with Rule 40 of the CM Rules and the precedent established in the *2013 SWC Case*. Step 8 effectively caps junior users' mitigation obligations for material injury to reasonable in-season demand to that amount determined in step 4. This determination is made in or around April. The cap remains in place even if changing conditions during the irrigation season establish that material injury to reasonable in-season demand is greater than originally determined. When that scenario arises,

step 8 provides that junior users are required to deliver to the Coalition the water they previously secured as mitigation under step 4. Even though that amount of water will be insufficient to remedy the full extent of material injury, the plain language of step 8 provides that "no additional water is required." The result is that material injury to reasonable in-season demand is realized by the Coalition, out-of-priority junior water use occurs, and no remedy of curtailment or the requirement of a mitigation plan exists to address that injury. The endorsement of such unmitigated out-of-priority water use is contrary to Idaho's doctrine of prior appropriation.

The Director justifies his decision as follows. First, he states that "the purpose of predicting need is to project an upper limit of material injury at the start of the season." 382 R., p.569. He then provides:

> Just as members of the SWC should have certainty at the start of the irrigation season that junior ground water users will be curtailed, in whole or in part, unless they provide the required volume of mitigation water, in whole or in part, junior ground water users should also have certainty entering the irrigation season that the predicted injury determination will not be greater than it is ultimately determined at the Time of Need . . . . **If it is determined at the time of need that the Director under-predicted the demand shortfall, the Director will not require that junior ground water users make up the difference, either through mitigation or curtailment. This determination is based upon the Director's discretion and his balancing of the principle of priority of right with the principles of optimum utilization and full economic development of the State's water resources. Idaho Const. Art XV, § 3; Idaho Const. Art. XV, § 7; Idaho Code § 42-106; Idaho Code § 42-226.**

382 R., p.594 (emphasis added).

The justifications relied upon by the Director do not permit out-of-priority water use in contravention of CM Rule 40 and the *2013 SWC Case*. Neither Article XV, Section 3, nor Article XV, Section 7 of the Idaho Constitution permits such water use to occur under the circumstances presented. The Idaho Supreme Court has held that nothing in Article XV, § 7 "grants the legislature or the Idaho Water Resource Board the authority to modify that portion of Article XV, §3, which states, 'Priority of appropriation shall give the better right as between those using the water [of any natural stream].'" *Clear Springs Foods, Inc. v. Spackman*, 150 Idaho 790, 807, 252 P.3d 71, 88 (2011). With respect to Idaho Code § 42-226, the Idaho Supreme Court has directed that it, and its reference to "full economic development," has no application in delivery calls between senior surface water users and junior ground water users, such as the one at issue here. *A&B Irr. Dist. v. Idaho Dept. of Water Res.*, 153 Idaho 500, 509,

284 P.3d 225, 234 (2012). The Court therefore finds that the legal justifications expressly relied upon by the Director do not support his determination to refrain from requiring further mitigation or curtailment from junior users if material injury to reasonable in-season demand is greater than originally determined in step 4 due to changing conditions.

iii. The Director's "total water supply" argument does not justify out-of-priority diversions without a properly enacted mitigation plan.

In briefing and at oral argument, counsel for the Department asserts another justification for step 8 of the *Methodology Order*. Counsel argues that under a "total water supply" theory, "the Director is not required to determine material injury to in-season demand and 'reasonable carryover' separately, nor is he required to order separate mitigation for each."[8] Counsel suggests that if material injury to reasonable in-season demand is greater than originally determined under step 4, the Department need not curtail or require a mitigation plan to make up the difference. Rather, it can require Coalition members to exhaust their reasonable carryover to cure the material injury. Then, at a point later in the year, make a subsequent determination as to material injury to reasonable carryover and mitigation at that time. In so arguing, counsel refers to steps 9 and 10 of the *Methodology Order*, wherein the Director in or around November 30th determines material injury to reasonable carryover and establishes the mitigation obligations of the juniors. This Court rejects this argument.

As an initial matter, counsel's total water supply argument appears contrary to the plain language of the Director's *Methodology Order*. The *Methodology Order* itself contains separate and unique methodologies for determining material injury to reasonable in-season demand (Section II) and reasonable carryover (Section III).[9] 382 R., pp.565 & 585. The methodologies described in Sections II and III of the *Methodology Order* establish that a determination of material injury will be conducted for both reasonable in-season demand and for reasonable carryover, and that such determinations will be conducted and mitigated separately. *Id.* For

[8] The Court notes that this justification was not set forth by the Director in his *Methodology Order*. Notwithstanding, the Court will address the argument.

[9] Section II of the *Methodology Order* is entitled "Methodology for Determining Material Injury to Reasonable In-Season Demand." 382 R, p.565. Section III of the *Methodology Order* is entitled "Methodology for Determining Material Injury to Reasonable Carryover." 382 R., p.585.

example, when detailing his methodology for determining material injury to reasonable in-season demand in Section II, the Director sets forth his calculation of demand shortfall and directs:

> The amount calculated represents the volume that junior ground water users will be required to have available for delivery to members of the SWC found to be materially injured by the Director. The amounts will be calculated in April, **and if necessary, at the middle of the seasons and at the time of need.**

382 R., p.585 (emphasis added). The argument is also contrary to steps 3 and 4 of the *Methodology Order*, wherein the Director mitigates for material injury to reasonable in-season demand by requiring junior users to establish their ability to secure mitigation water or face curtailment. 382 R., pp.598-599.

More importantly, the total water supply argument is contrary to law. The concept of a "total water supply" arises out of Rule 42 of the CM Rules. The Rule permits the Director to consider the Coalition's natural flow and storage rights in conjunction with one another when determining material injury. IDAPA 37.03.011.042.g. Indeed, the Director does so in his *Methodology Order* when determining material injury to reasonable in-season demand as well as in determining the Coalition's "Time of Need." However, problems arise when the Coalition is required to deplete its reasonable carryover, *in addition to its other storage water*, to address its material injury to reasonable in-season demand. Under Idaho law the holder of a surface water storage right is entitled to maintain a reasonable amount of carryover-over storage to assure water supplies for future dry years. IDAPA 37.03.011.042.g; *AFRD#2*, 143 Idaho at 880, 154 P.3d at 451. Counsel's argument fails to address what happens if the Coalition's reasonable carryover is insufficient to address the full extent of material injury to reasonable in-season demand. Additionally, while the Coalition will have been required to deplete its reasonable carryover under counsel's argument, out-of-priority water use will have occurred without curtailment or the enactment of a mitigation plan. If junior users are unable to secure all or part of their mitigation obligation in November due to cost, scarcity or unwillingness, the remedy of curtailment is lost, as the out-of-priority water use will have already occurred. In that scenario, there is no contingency to protect senior rights as required by the *2013 SWC Case*. Such a result is not contemplated by the CM Rules, and is in contravention of the plain language of CM Rule 40 and the Idaho Supreme Court's precedent in the *2013 SWC Case*.

iv. The Director may require use of reasonable carryover pursuant to a properly enacted mitigation plan that contains appropriate contingency provisions to protect senior rights.

In conjunction with step 8, if the Director determines a greater volume of water is necessary than the previously determined to address material injury to reasonable in-season demand, the ability of junior users to secure additional in-season water during what is typically the most water intensive stage of the irrigation season is problematic. Further problematic is that curtailment at that stage would not only have a devastating impact on junior users but may not timely provide sufficient water to the Coalition. Accordingly, curtailment may still not prevent the Coalition from relying on its reasonable carryover to help get through the remainder of the irrigation season. Nonetheless, a viable mitigation plan is still possible.

In conjunction with a properly enacted and approved mitigation plan, the Director could require the Coalition to rely on its reasonable carryover provided that: 1) existing carryover storage allocations meet or exceed the additional shortfall to the revised reasonable in-season demand; and 2) junior users secure a commitment at that time for a volume of water equal to the shortfall to the revised reasonable in-season demand to be provided the following season if necessary. This could be accomplished through an option or lease to provide water. The water would provide mitigation for any shortfalls to reasonable carryover determined to exist at the end of the season. If no shortfall is determined to exist due to changing conditions, then the option or lease need not be exercised. If a shortfall is determined to exist, then the option or lease is in place to be exercised in whole or in part as required to mitigate for any shortfall. The water would be secured but not have to be provided until such time as it can be determined whether or not the storage allocations will fill next season. This process eliminates the risk of the Director not being able to compel junior users to secure water at the end of the season in lieu of curtailment the following season. And, curtailment the following season may not provide sufficient water in storage to remedy the injury to storage, particularly if curtailment will also be required as a result of a demand shortfall to reasonable in-season demand the following season.

The process is consistent with the requirement set forth in the *2013 SWC Case* "that out-of-priority diversions only be permitted pursuant to a properly enacted mitigation plan." *2013 SWC Case*, 155 Idaho at 653, 315 P.3d at 841. It also eliminates the problem of securing water that will not be put to beneficial use because the water is being secured for the next season and

the amount secured can be adjusted down at the end of the instant season thereby leaving plenty of time for the unneeded water to be used elsewhere. Following any adjustment at the end of the instant season the amount of water that ultimately be secured would be the same as is currently required under Step 9.

B. The *Methodology Order's* use of the values of 2006 and 2008 to arrive at an average baseline year for purposes of the initial reasonable in-season demand determination is supported by substantial evidence.

The Coalition argues that the Director's use of the values of 2006 and 2008 to arrive at an average baseline year for purposes of the initial reasonable in-season demand determination is not supported by substantial evidence and must be set aside. 382 R., p.574. The Idaho Supreme Court has already approved the Director's employment of a baseline methodology as a starting point in administration proceedings and for determining material injury. *2013 SWC Case*, 155 Idaho at 648-653, 315 P.3d at 836-841. The Court finds that the Director's use of the values of 2006 and 2008 to arrive at an average baseline year is supported by substantial evidence.

The *Methodology Order* explains that a baseline year is selected by analyzing three factors: (1) climate; (2) available water supply; and (3) irrigation practices. 382 R., p. 569. To capture current irrigation practices, the *Methodology Order* limits the identification of a baseline year to 1999 and beyond. *Id.* Additionally, the *Methodology Order* instructs as follows:

> [A] BLY should represent a year(s) of above average diversions, and should avoid years of below average diversions. An above average diversion year(s) selected as the BLY should also represent a year(s) of above average temperatures and ET, and below average precipitation to ensure that increased diversions were a function of crop water need and not other factors. In addition, actual supply (Heise natural flow and storage) should be analyzed to assure that the BLY is not a year of limited supply.

382 R., p.570. The Director found that "using the values of 2006 and 2008 (06/08) to arrive at an average BLY fits the selection criteria for all members of the Coalition."[10] 382 R., p.574. In so holding, the Director made findings that the 06/08 average has below average precipitation, near average ET, above average growing degree days, and represents years in which diversions were not limited by availability of water supply. *Id.* These findings are supported by the record.

[10] The Director determined that using values from a single year would not fit the selection criteria for all members of the Coalition. 382 R., p.574.

See 551 R., Ex. 8000, Vol. IV, Appdx. AS-1-8. Therefore, the Court finds that the Director's decision in this respect was reached through an exercise of reason, is within the limits of his discretion and must be affirmed.

Furthermore, the Court's holding regarding step 8 of the *Methodology Order* should alleviate the concerns raised by the Coalition on this issue. The baseline year should only be used as a starting point. As set forth above, it cannot result in the implementation of a cap on junior users' mitigation obligations. If changing conditions establish that material injury is greater than originally determined pursuant to the baseline analysis, then adjustments to the mitigation obligations of the juniors must be made when the Director undertakes his mid-season recalculations. The Coalition's concerns should be addressed since the mid-season adjustments include recalculating reasonable in-season demand for each member of the Coalition based on, among other things, actual crop water need to that point. 382 R., p.599.

C. The *Methodology Order's* provision for the consideration of supplemental ground water does not violate Idaho law. However, the Director's finding regarding ground water fractions is not supported by substantial evidence and must be remanded.

Step 1 of the *Methodology Order* provides in part that "[i]n determining the total irrigated acreage [of Coalition members], the Department will account for supplemental ground water use." 382 R., p.597. The Coalition argues that the *Methodology Order's* consideration of supplemental ground water use violates Idaho law and has no relevance to the administration of the Coalition's senior rights. This Court disagrees. The Idaho Supreme Court has directed that in responding to a delivery call, the Director has the authority "to consider circumstances when the water user is not irrigating the full number of acres decreed under the water right." *AFRD#2*, 143 Idaho at 876, 154 P.3d at 447. If it is established that acreage accounted for under the Coalition's senior surface water rights is being irrigated from a supplemental ground water source, that is a factor the Director has the authority to consider in the context of a delivery call. If the supplemental ground water rights being used are themselves subject to curtailment under the senior call, (as suggested may be the case here by the Hearing Officer[11]), that factor should also be accounted for by the Director. However, the *Methodology Order's* instruction that the Department will consider supplemental ground water use when determining the total irrigated

[11] 551 R., p.7507

acreage of Coalition members does not violate Idaho law. The Director's decision to include that instruction in the *Methodology Order* is affirmed.

That said, the Court finds that the Director's assignment of an entity wide split for each member of the Coalition of the ground water fraction to the surface water fraction is not supported by substantial evidence in the record. In the *Methodology Order*, the Director makes the following finding:

> All acres identified as receiving supplemental ground water within the boundaries of a single SWC entity will initially be evaluated by assigning an entity wide split of the ground water fraction to the surface water fraction as utilized in the development of the ESPA Model. *See Ex. 8000 Vol. II, Bibliography at II,* referencing *Final ESPA Model, IWRRI Technical Report 06-002 & Design Document DDW-017.* For each entity the ground water fraction to the surface water fraction is as follows: A&B 95:5; AFRD2 30:70; BID 30:70; Milner 50:50; Minidoka 30:70; NSCC 30:70; & TFCC 30:70. If these ratios change with a subsequent version of the ESPA Model, the Department will use the values assigned by the current version of the ESPA Model.

382 R., p.576 fn.6. The Coalition argues that there is no factual support in the record justifying these ground water fractions, and that the Director's finding is arbitrary and capricious. The Department, IGWA and the City of Pocatello do not respond to the Coalition's argument in this respect.

A review of the record supports the Coalition's position. The record does not contain evidence that acres accounted for under the Coalition's senior surface water rights are being irrigated from a supplemental ground water source. Or that the ground water fractions utilized by the *Methodology Order* reflect such supplemental ground water use. If the Director is going to administer to less than the full amount of acres set forth on the face of the Coalition's *Partial Decrees*, such a determination must be supported by clear and convincing evidence. *See, e.g., A&B Irr. Dist., v. Idaho Dept. of Water Res.*, 153 Idaho 500, 524, 284 P.3d 225, 249 (holding, "Once a decree is presented to an administrating agency or court, all changes to that decree, permanent or temporary, must be supported by clear and convincing evidence"). Here, the parties fail to cite the Court to anything submitted before the Department in either written form or via oral testimony establishing the use of supplemental ground water by individual irrigators within the Coalition. That such was the case is illustrated by the Hearing Officer's limited findings on the issue. He found only that "an undetermined number of individual irrigators within SWC *may hold supplemental ground water rights*. . . ." and that "[i]t would seem that any

such ground water rights would be junior to the surface irrigations rights and subject to curtailment." 551 R., p.7507 (emphasis added). The Director did not address the Hearing Officer's findings in his *Methodology Order*, or include any further analysis on his findings. Rather, to support his ground water fraction finding, the Director cites to a document entitled *Final ESPA Model, IWRRI Technical Report 06-002 & Design Document DDW-017*, which is not in the record. Therefore, the Court finds the Director's finding is not supported by substantial evidence in the record. The Director's ground water fractions as set forth in the *Methodology Order* are hereby set aside and remanded for further proceedings as necessary.

D. The *Methodology Order's* reliance upon the Joint Forecast, and its use of the Heise Gage, to determine the available water supply for the Twin Falls Canal Company is set aside and remanded for further proceedings as necessary.

The Coalition argues that the Director's reliance upon the Joint Forecast, and its focus on the Heise Gage, to predict the available water supply for the Twin Falls Canal Company is arbitrary and capricious and not supported by substantial evidence. In response to this argument, the Department concedes the following in its briefing:

> The Department recognizes that while the Joint Forecast is a "good indicator" for predicting the supplies of most Coalition members, it is "not the best evidence" for purposes of predicting TFCC's supply. *SWC Methodology Brief* at 36. The Director has "previously expressed to TFCC that the Department is willing to work with the TFCC to improve the predictors for TFCC for future application in the Methodology Order and Department staff have even met with TFCC consultants on this issue."

Corrected Br. of Respondents, p.37 fn.30 (July 30, 2014). As a result, the Coalition's argument on this issue is unopposed. Therefore, the Director's decision in this respect is set aside and remanded for further proceedings as necessary.

E. The Director in his discretion may use the U.S. Department of Agriculture's National Agriculture Statistics Service data as a factor in determining crop water need, but should also take in account available data reflecting current cropping patterns.

Under steps 1 and 2 of the *Methodology Order*, the Director calculates the crop water needs of the Coalition for that year. In determining crop water need, the *Methodology Order* instructs that among other things the Director "will utilize crop distributions based on

distributions from the United States Department of Agriculture's National Agricultural Statistics Service ("NASS")." 382 R., p.580. The *Methodology Order* goes onto provide:

> NASS reports annual acres of planted and harvested crops by county. NASS also categorizes harvested crops by irrigation practice, i.e., irrigated, non irrigated, non irrigated following summer fallow, etc. *Crop distribution acreage will be obtained from NASS by averaging the "harvested" area for "irrigated" crops from 1990-2008.* Years in which harvested values were not reported will not be included in the average. In the future, the NASS data may not be the most accurate source of data. The Department prefers to rely on data from the current season if and when it becomes usable.

Id. (emphasis added). The Coalition argues that the *Methodology Order's* designation of NASS data for 1990-2008 average crop distribution fails to capture current cropping patterns, resulting in under-determined crop water need. Specifically, that changes in cropping patterns have resulted in the planting of more water intensive crops such as corn and alfalfa in recent years which is not reflected in the 1990-2008 data.

The Court finds that the Director's decision to use NASS data as a factor in determining the Coalition's crop water need is a matter within his discretion. That said, while the Director may use historic cropping data as a starting point in determining crop water need, he should also take into account available data reflecting current cropping patterns. The *Methodology Order* provides that "the Department prefers to rely on data from the current season if and when it becomes usable." 382 R., p.580. Likewise, the Hearing Officer in addressing the issue of crop water need made the following recommendation which was adopted by the Director:

> **If there have been significant cropping changes resulting in either greater or less need for water, those factors should be factored.** This is an area of caution. Cropping decisions are matter for the irrigators acting within their water rights. Those decisions should be driven by the market. The fact that a particular crop may take less water does not dictate that it be planted.

551 R., p.7099. Taking in account available data reflecting current cropping patterns also addresses the Coalition's concerns regarding the Director's decision to factor in only "harvested" area when considering historic NASS data. Since the *Methodology Order* already provides that the Director prefers to use data from the current seasons if and when it becomes usable, no remand is necessary on this issue.

F. The *Methodology Order's* timing for initial determinations of water supply and material injury to reasonable in-season demand do not run afoul of Idaho law.

The Coalition takes issue with the timing of the Director's initial determinations of water supply and material injury to reasonable in-season demand under the *Methodology Order*. Under step 3 of the *Methodology Order*, the Director makes his initial determination of water supply through the issuance of his April Forecast Supply. 382 R., p.598. This occurs after the USBOR and USACE issue their Joint Forecast, which is typically released within the first two weeks of April. Then, the Director first determines whether a demand shortfall will occur for any member of the Coalition for the coming season. *Id.* If material injury exists or will exist, step 4 of the *Methodology Order* provides the juniors another fourteen days or until May 1st, whichever is later, to establish their ability to mitigate that material injury or face curtailment. *Id.* The Coalition asks this Court to set aside steps 3 and 4 of the *Methodology Order* and remand with instructions that the Director's initial determinations of water supply and material injury to reasonable in-season demand be made prior to the irrigation season (i.e., prior to March 15th).

The Coalition relies on the *2013 SWC Case* for the proposition that these initial determinations must occur prior to the irrigation season. In that case, the Court distinguished the two ways the Director may utilize a baseline methodology. *2013 SWC Case*, 155 Idaho at 650, 315 P.3d at 838. First, the Court directed that such a methodology may be used in a management context in preparing a pre-season management plan for the allocation of water resources. *Id.* Second, the Court directed that the Director may also use such a methodology in an administrative context "in determining material injury in the context of a water call." *Id.* The Court instructed that if the Director chooses to utilize a baseline methodology to "develop and implement a pre-season management plan for allocation of water resources," it must "be made available in advance of the applicable irrigation season . . . ." *Id.* at 653, 315 P.3d at 841. The irrigation season delineated on the Coalition's senior surface water rights begins March 15th.

The parties dispute whether the *Methodology Order* could be considered a pre-season management plan as contemplated in the *2013 SWC Case*. However, it is plain that the baseline methodology set forth in the *Methodology Order* is utilized by the Director in an administrative context in this case. Specifically, it is used a starting point for consideration of the Coalition's call for administration, and as a starting point in determining the issue of material injury. The

procedural background of the *Methodology Order* makes clear that it was issued in response to the Coalition's 2005 call. In his 2008 *Final Order*, the Director explained he would be issuing a separate final order because of the need for ongoing administration. 551 R., p.7386. The stated purpose of the *Methodology Order* is "to set forth the Director's methodology for determining material injury to RISD and reasonable carryover to members of the SWC." 382 R., p.565. Therefore, the Court finds that the *Methodology Order's* baseline methodology is used in an administrative context "in determining material injury in the context of a water call." *2013 SWC Case*, 155 Idaho at 650, 315 P.3d at 838.

The Idaho Supreme Court has directed that "[w]hile there must be a timely response to a delivery call, neither the Constitution nor statutes place any specific timeframes on this process," and that it is "vastly more important that the Director have the necessary and pertinent information and the time to make a reasoned decision based on the available facts." *AFRD#2*, 143 Idaho at 875, 154 P.3d at 446. In this case, the Director found that it is necessary to wait until the Joint Forecast is issued to make the initial determinations at issue here. 382 R., p.572. He held that "given current forecasting techniques, the earliest the Director can predict material injury to RISD 'with reasonable certainty' is soon after the Joint Forecast is issued." 382 R., p.582. In so finding, the Director held that the Joint Forecast "is generally as accurate a forecast as is possible using current data gathering and forecasting techniques." 382 R., p.572. And, that it is "a good indicator of the total available irrigation water supply for a season." *Id.* The Director's holding is supported by the record. *See. e.g.*, 551 R., p.1379. Therefore, the Court finds that the Director's decision in this respect was reached through an exercise of reason, is within the limits of his discretion and must be affirmed.

G. The Director's use of the ESPA Model boundary to determine a curtailment priority date in steps 4 and 10 of the *Methodology Order* is set aside and remanded.

The Coalition argues that steps 4 and 10 of the *Methodology Order* unlawfully and arbitrarily reduce junior ground water acres subject to administration in the event of curtailment. Step 4 provides in part as follows:

> If junior ground water users fail or refuse to provide this information by May 1, or within fourteen (14) days from issuance of the values set forth in Step 3, whichever is later in time, the Director will issue an order curtailing junior ground water users. Modeled curtailment shall be consistent with previous Department

> efforts. The ESPA Model will be run to determine the priority date necessary to produce the necessary volume within the model boundary of the ESPA. However, because the Director can only curtail junior ground water rights within the area of common ground water supply, CM Rule 50.01, junior ground water users will be required to meet the volumetric obligation within the area of common ground water supply, not the full model boundary.

382 R., p.598-599.

The plain language of step 4 directs that the Director will use the ESPA Model to determine the curtailment priority date necessary to remedy material injury "within the model boundary of the ESPA." *Id.* Step 4 then notes that under the CM Rules, the Director "can only curtail junior ground water rights within the area of common ground water supply." *Id.* Thus, step 4 recognizes a conflict between the model boundary of the ESPA and the area of common ground water supply. The conflict arises from the fact that the ESPA Model boundary and the boundary of the area of common ground water supply – as it is defined by the CM Rules – are not consistent with one another. The ESPA Model boundary is larger, and contains ground water rights that are not within the area of common ground water supply. This fact is undisputed by the parties. It is the Coalition's position that the *Methodology Order* wrongly uses the ESPA Model boundary, instead of the boundary of the area of common water supply, to determine a curtailment priority date. And, that the Director's practice in this respect results in unmitigated material injury contrary to law. This Court agrees.

When a senior water user seeks the conjunctive administration of ground water rights under the CM Rules, the senior user is seeking administration within the area of common ground water supply. The plain language of CM Rules make this clear. The Rules prescribe the procedures for responding to a delivery call made "in an area having a common ground water supply."[12] IDAPA 37.03.11.001. Likewise, the Rules provide for administration when a delivery call is made by the holder of a senior-priority water right "alleging that by reason of diversion of water by the holders of one (1) or more junior-priority ground water rights ... from

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[12] An "area having a common ground water supply" is defined as:

> A ground water source within which the diversion and use of ground water or changes in in ground water recharge affect the flow of water in a surface water source or within which the diversion and use of water by a holder of a ground water right affects the ground water supply available to the holders of other ground water rights.

IDAPA 37.03.11.010.01

an area having a common water supply in an organized water district the petitioner is suffering material injury." IDAPA 37.03.11.040.01 (emphasis added). As a result, the *Methodology Order's* use of the ESPA Model to determine the curtailment priority date necessary to remedy material injury to the Coalition's water rights "within the model boundary of the ESPA" is problematic. Absent further analysis, which the *Methodology Order* does not provide for, it will result in unmitigated material injury and out-of-priority water use to the detriment of the Coalition in the event of curtailment.

The Director's application of step 4 in 2010 is illustrative. Under steps 3 and 4 of the *Methodology Order*, the Director determined a demand shortfall to reasonable in-season demand of 84,300 acre-feet to various Coalition members. 382 R., p.186. As permitted in step 4, the Director gave the junior users 14 days to mitigate by establishing their ability to secure 84,300 acre-feet of water. 382 R., p.188. In the event the juniors could not, the Director utilized the ESPA Model boundary to determine the curtailment priority date necessary to increase appropriate reach gains in the Snake River by 84,300 acre-feet. 382 R., p.187. This exercise resulted in a curtailment priority date of April 5, 1982. *Id.* However, the Director then provided that "[c]urtailing only those ground water rights located within the area of common ground water supply [junior to April 5, 1982] , IDAPA 37.03.11.050.01, will increase reach gains . . . by 77,985 acre-feet." *Id.* The amount of 77,985 acre-feet would not have fully mitigated the material injury. Notwithstanding, the *Methodology Order* does not provide further analysis or a mechanism to adjust the curtailment priority date upward within the boundary of the area of common water supply to provide enough water to fully mitigate the injury.

Therefore, the Court finds that the *Methodology Order's* use of the ESPA Model boundary to determine a curtailment priority date is arbitrary and contrary to the CM Rules. It includes ground water rights in the modeling that are not subject to curtailment under the plain language of the CM Rules to the detriment of the Coalition. The Court further finds that the use of the ESPA Model boundary results in out-of-priority water use contrary to law. The Director should either (1) use the boundary of the area of common water supply to determine a curtailment priority date, or (2) add further analysis to the *Methodology Order* to convert the curtailment priority date arrived at by using the ESPA Model boundary to a priority date which will provide the required amount of water to the Coalition when applied to the boundary of the

area of common water supply. The Director's decision in this respect is set aside and remanded for further proceedings as necessary.

H. The Coalition's argument that mitigation water for material injury to reasonable carryover must be provided up front has previously been addressed and will not be revisited.

With respect to the issue of mitigation of material injury to reasonable carryover, the Coalition argues that the *Methodology Order* is contrary to Idaho law in that it does not require the transfer of actual mitigation water to the Coalition's storage space up front to "carryover" for use in future years. This Coalition's argument in this respect has previously been addressed and rejected. In Gooding County Case No. CV-2008-551, the district court held that as long as assurances are in place, such as an option for water, that mitigation water could be acquired and transferred the following irrigation season, then junior users need not transfer that mitigation water up front to be carried over:

> In this regard, although the Director adopted a "wait and see" approach, the Director did not require any protection to assure senior right holders that junior ground water users could secure replacement. ... *This does not mean that juniors must transfer replacement water in the season of injury,* however, the CMR require that assurances be in place such that replacement water can be acquired and will be transferred in the event of a shortage. An option for water would be such an example. Seniors can therefore plan for the future the same as if they have the water in their respective accounts and juniors may avoid the threat of curtailment.

Order on Petition for Judicial Review, Gooding County Case No. CV-2008-551, p.19 (July 24, 2009) (emphasis added). Given that the decision of the district court in this respect was not overturned by the Idaho Supreme Court in the *2013 SWC Case*, this Court sees no reason to revisit the issue. The Director's decision in this respect is affirmed.

I. The *Methodology Order's* process for determining reasonable carryover does not violate the CM Rules.

The CM Rules provide that in determining reasonable carryover, "the Director shall consider the average annual rate of fill of storage reservoirs and the average annual carry-over for prior comparable water conditions and the projected water supply for the system." IDAPA 37.03.11.042.g. The Coalition argues that the Director's *Methodology Order* fails to consider

these factors in its process for determining reasonable carryover, and asks this Court to set aside and remand the same. Section III of the *Methodology Order* sets forth the Director's methodology for determining material injury to reasonable carryover. 382 R., pp.585-590. A review of Section III reveals that the Director does consider and analyze, consistent with CM Rule 42.g, the projected water supply, average annual rate of fill and average annual carryover of the Coalition members. The *Methodology Order* first considers the projected water supply. 382 R., pp.585-586. It uses the values of Heise Gage natural flow data for the years 2002 and 2004 to establish a projected typical dry year supply as the projected water supply. 382 R., p.585. In so doing, the Director notes that "[t]he Heise natural flow, for the years 2002 and 2004, were well below the long term average . . . ." *Id.* The *Methodology Order* then considers and sets forth the annual percent fill of storage volume by Coalition members from 1995 to 2008. 382 R., pp.586-587. Last, the *Methodology Order* considers and sets forth actual average carryover of Coalition members from 1995-2008. 382 R., pp.587-588.

The CM Rules do not limit the Director's determination of reasonable carryover to consideration of the factors enumerated in CM Rule 42.g, but only require that the Director consider those enumerated factors. The Court finds based on a review of the *Methodology Order* that the Director's process for determination reasonable carryover does consider the enumerated factors. Therefore, the Court finds that the Director's process was reached through an exercise of reason, is within the limits of his discretion and must be affirmed.

J. Step 10 of the *Methodology Order* is set aside and remanded for further proceedings.

The Coalition argues that the transient modeling provision of step 10 of the *Methodology Order* is contrary to law. Step 10 provides in part as follows:

> As an alternative to providing the full volume of reasonable carryover shortfall established in Step 9, junior ground water users can request that the Department model the transient impacts of the proposed curtailment based on the Department's water rights data base and the ESPA Model. The modeling effort will determine total annual reach gain accruals due to curtailment over the period of the model exercise. In the year of injury, junior ground water users would then be obligated to provide the accrued volume of water associated with the first year of the model run. In each subsequent year, junior ground water users would be required to provide the respective volume of water associated with reach gain accruals for that respective year, until such time as the reservoir storage space held by members of the SWC fills, or the entire volume of water from Step 9 less any previous accrual payments is provided.

382 R., p.601 (internal citations omitted). The Director justifies his determination in this respect as follows:

> Because of the uncertainty associated with this prediction, and in the interest of balance priority of right with optimum utilization and full economic development of the State's water resources, Idaho Const. Art. XV, § 3; Idaho Const. Art. XV, § 7; Idaho Code § 42-106; Idaho Code § 42-226, the Director will use the ESPA Model to simulate transient curtailment of the projected reasonable carryover shortage.

382 R., pp.596-597. For reasons stated elsewhere in this decision (see Section V.A.ii above), the Court finds that the articles and code sections relied upon by the Director do not justify his decision. The Department acknowledges as much in its briefing, providing that "the Director did not have the benefit of the guidance in *Clear Springs* and the 2012 and 2013 *A&B* decisions when the *Methodology Order* was issued."[13] *Corrected Brief of Respondents*, p.68. The Department thus suggests that "a remand to the Director with instructions to apply the Idaho Supreme Court's guidance is the appropriate remedy if this Court determines that the *Methodology Order* does not provide an adequate explanation of the basis for the transient modeling provision of Step 10." *Id.*

This Court agrees that the transient modeling provision of step 10 must be set aside and remanded for further proceedings. Counsel for the Department argues that the provision is supported by the CM Rules' provisions for phased-in curtailment. However, this justification was not contemplated or detailed by the Director in the *Methodology Order*. Rather, it is being raised for the first time on judicial review. The Court does question the viability of phased curtailment as a justification for the practice outlined in step 10. Reasonable carryover is surface water "which is retained or stored for future use in years of drought or low-water." *AFRD#2*, 143 Idaho at 878, 154 P.3d at 449. As the *Methodology Order* is currently constituted, the out-of-priority use resulting in the material injury to the Coalition's reasonable carryover will have already occurred by the time the Director reaches step 10 of the *Methodology Order*. It is questionable whether after-the-fact phased curtailment, as contemplated by the CM Rules, would be consistent with Idaho law or satisfies the purpose of reasonable carryover. For the reasons set

[13] Counsel refers to the Idaho Supreme Court's decisions in *Clear Springs Foods, Inc. v. Spackman*, 150 Idaho 790, 252 P.3d 71 (2011), *A&B Irr. Dist. v. Idaho Dept. of Water Resources*, 153 Idaho 500, 284 P.3d 225 (2012), and *In the Matter of Distribution of Waters to Various Water Rights Held by or for the Benefit of A&B Irr., Dist.*, 155 Idaho 640, 315 P.3d 828 (2013), respectively.

forth in this section, the transient modeling provision of step 10 will be set aside and remanded for further proceedings as necessary.

K. The *Methodology Order's* procedures for determining Coalition members' reasonable in-season demand are consistent with Idaho law.

The City of Pocatello and IGWA both argue that the Director's methodology for determining the Coalition's reasonable in-season demand, as set forth in the *Methodology Order*, are contrary to law. They assert several arguments in support of their position. Each will be addressed in turn.

i. The Director did not act contrary to law or abuse his discretion in considering the Coalition's historic use in determining reasonable in-season demand.

The primary argument asserted by IGWA and the City of Pocatello is that the *Methodology Order* unlawfully considers the Coalition's historic use in initially determining reasonable in-season demand. As discussed above, the Director uses a historic demand baseline analysis that utilizes the values of 2006 and 2008 to arrive at an average baseline year for purposes of the initial reasonable in-season demand determination. 382 R., p.574. However, the *Methodology Order* also provides that the initial reasonable in-season demand determination "will be corrected during the season to account for variations in climate and water supply between the BLY and actual conditions." 382 R., p.568. Further, that "[g]iven the climate and system operations for the year being evaluated will likely be different from the BLY, the BLY must be adjusted for those differences." 382 R., p.575. The Director's consideration of the Coalition's historic use in this context is not contrary to law. The Idaho Supreme Court has already affirmed "the Director's use of *a predicted baseline of a senior water right holders' needs* as a starting point in considering the material injury issue in a water call." *2013 SWC Case*, 155 Idaho at 656, 315 P.3d at 844 (emphasis added). Therefore, the Court finds that the *Methodology Order's* use of a baseline analysis as the starting point in determining the Coalition's reasonable in-season demand is not contrary to law.

In conjunction with their argument, the City of Pocatello and IGWA assert that the *Methodology Order's* process for determining reasonable in-season demand fails to consider

various contemporary factors. IGWA argues that it fails to consider acres that are no longer irrigated, crop needs, water diverted by the Coalition for use by others, and water leased by the Coalition to other water users. IGWA and the City of Pocatello additionally argue that it fails to consider certain factors listed in CMR Rule 42, including the rate of diversion compared to the acreage of land served, the annual volume of water diverted, the system diversion and conveyance efficiency, and the method of irrigation water application. This Court disagrees.

A review of the *Methodology Order* reveals that the Director's calculation of reasonable in-season demand provides for the consideration of all the factors raised by IGWA and the City of Pocatello. For instance, the Director's consideration of project efficiency and crop water need includes the following:

> Monthly irrigation entity diversion ("Q_D") will be obtained from Water District 01's diversion records. Ex. 8000, Vol. II, at 8-4, 8-5. *Raw monthly diversion values will then be adjusted to remove any water diversions that can be identified to not directly support the beneficial use of crop development within the irrigation entity.* Examples of adjustments include the removal of diversions associated with in-season recharge *and diversion of irrigation water on the behalf of another irrigation entity.* Adjustments, as they become known to the Department, will be applied during the mid-season updates and in the reasonable carryover shortfall calculation. Examples of adjustments that can only be accounted for later in the season include SWC deliveries for flow augmentation, SWC Water placed in the rental pool, and SWC private leases. *Adjustments are unique to each irrigation season and will be evaluated each year. Any natural flow or storage water deliveries to entities other than the SWC for purposes unrelated to the original right will be adjusted so that the water is not included as a part of the SWC water supply or carryover volume.* Water that is purchased or leased by a SWC member may become part of IGWA's shortfall obligation; to the extent that member has been found to have been materially injured. . . . *Conversely, adjustments will be made to assure that water supplied to private leases or to the rental pool will not increase the shortfall obligation.*

382 R., p.578 (emphasis added). Therefore, the Court finds that the *Methodology Order* takes into consideration acres that are no longer irrigated, crop needs, water diverted by the Coalition for use by others, and water leased by the Coalition to other water users. Furthermore, both the Hearing Officer and the Director found, in considering the Rule 42 factors, that the Coalition members operate reasonable and efficient irrigation projects. The Director found that "as found by the hearing officer in his recommended order, members of the SWC operate reasonably and without waste," and that he will not "impose greater project efficiencies upon members of the SWC than have been historically realized." 382 R., p.551; 551 R., pp.7102-7104.

In conjunction with IGWA's and the City of Pocatello's argument in this respect, it is necessary to reiterate the presumptions and evidentiary standards that apply to a delivery call. *See e.g., 2013 SCW Case*, 155 Idaho at 650, 315 P.3d at 838 (providing, "when utilizing the baseline in the administration context, the Director must abide by established evidentiary standards, presumptions, and burdens of proof"). First, when a call is made "the presumption under Idaho law is that the senior is entitled to his decreed water right." *AFRD#2*, 143 Idaho at 878, 154 P.3d at 449. Then, "[o]nce a decree is presented to an administrating agency or court, all changes to that decree, permanent or temporary, must be supported by clear and convincing evidence." *A&B Irr., Dist.*, 153 Idaho at 524, 284 P.3d at 249. Finally, "[o]nce the initial determination is made that material injury is occurring *or will occur*, the junior then bears the burden of proving that the call would be futile or to challenge, in some other constitutionally permissible way, the senior's call." *AFRD#2*, 143 Idaho at 878, 154 P.3d at 449 (emphasis added).

These presumptions and evidentiary standards are instructive on this issue. The *Methodology Order* provides for the Director's consideration of the factors with which IGWA and the City of Pocatello are concerned. However, if the junior users believe for some reasons that the seniors will receive water they cannot beneficially use, it is their burden under the established evidentiary standards and burdens of proof to prove that fact by clear and convincing evidence. For example, the juniors may assert that the Director in their opinion is considering some, but not *all* acres that are no longer irrigated by the seniors. Or it may be their opinion that the Director is considering some, but not *the full extent* of water diverted by the seniors for use by others. In that scenario, it is then their burden under the established evidentiary standards and burdens of proof get evidence supporting their position before the Director in an appropriate fashion.

ii. The Director did not abuse his discretion or act contrary to law in declining to adopt a water budget methodology to determine the Coalition's water needs.

IGWA and the City of Pocatello argue that the Director's *Methodology Order* should have adopted a water budget methodology to determine the water needs of the Coalition. At the hearing before the Hearing Officer, the parties each proposed a water budget methodology for

determining the water needs of the Coalition. The Director declined to adopt any such methodology, favoring instead the use of a baseline demand analysis as the starting point in determining reasonable in-season demand. 382 R., pp.575-577. The Director's decision in this respect is supported by law, the record, and is within his discretion.

The Idaho Supreme Court has already affirmed "the Director's use of a predicted baseline of a senior water right holders' needs as a starting point in considering the material injury issue in a water call." *2013 SWC Case*, 155 Idaho at 656, 315 P.3d at 844. Furthermore, the Director's reasoning for declining to adopt a water budget method is supported by the record. The record establishes that both the Hearing Officer and the Director questioned the validity of using a water budget methodology under the facts and circumstances presented, recognizing the wildly differing results reached by the surface water and ground water experts under such an approach. In addressing the issue, the Hearing Officer stated:

> The irony in this case is that surface water and ground water expert testimony used much of the same information and in some respects the same approaches and came up with a difference of 869,000 acre-feet for an average diversion budget analysis of SWC districts for the period from 1990 through 2006. . . . The total under the SWC analysis is 3,274,948 acre-feet as compared to the Pocatello analysis of . . . 2,405,861[acre-feet].

551 R., p.7096. The Hearing Officer concluded that such results do "not promote much faith in the science of the water budget analysis," and declined to adopt any of the presented water budget approaches. 551 R., pp.7096-7097. The Director echoed these sentiments in his *Methodology Order* when making the determination to utilize a baseline methodology. 382 R., pp.576-577. As set forth in detail above, the Court finds that the Director's use of the values of 2006 and 2008 to arrive at an average baseline year for purposes of the initial reasonable in-season demand determination is supported by substantial evidence. In reviewing the Director's assessment and rejection of the water budget methodology, this Court finds that the Director's decision was reached through an exercise of reason, is within the limits of his discretion and must be affirmed.

iii. The *Methodology Order's* use of the values of 2006 and 2008 to arrive at an average baseline year for purposes of the initial reasonable in-season demand determination is not contrary to law.

The City of Pocatello and IGWA allege that the *Methodology Order* impermissibly overestimates the reasonable in-season demand of the Coalition. They point to the Director's use of the values of 2006 and 2008 to arrive at an average baseline year for purposes of a reasonable in-season demand determination. They assert that the Director's use of those values results in the selection of a baseline year of above average temperatures and evapotranspiration and below average precipitation, which in turn impermissibly results in overestimated reasonable in-season demand. It is their position that the Director must determine the needs of the Coalition based on historic use data associated with a year with average temperatures, evapotranspiration and precipitation. This Court disagrees.

The Director's adoption of a baseline year intentionally utilizes above average temperatures and evapotranspiration and below average precipitation. In selecting a baseline year, Director notes that "demand for irrigation water typically increases in years of higher temperature, higher evapotranspiration ("ET"), and lower precipitation." 382 R., p.569. He then explains that it is necessary to select a baseline year of above average temperatures and evapotranspiration and below average precipitation in order to protect senior rights:

> Equality in sharing the risk will not adequately protect the senior priority surface water right holder from injury. The incurrence of actual demand shortfalls by a senior surface water right holder resulting from pre-irrigation season predictions based on average data *unreasonably shifts the risk of shortage to the senior surface water right holder*. Therefore, a BLY should represent a year(s) of above average diversions, and should avoid years of below average diversions. An above average diversion year(s) selected as the BLY should also represent a year(s) of above average temperatures and ET, and below average precipitation to ensure that increased diversions were a function of crop water need and not other facts.

382 R., pp.569-570 (emphasis added). In his *Methodology Order*, the Director found that "using the values of 2006 and 2008 (06/08) to arrive at an average BLY fits the selection criteria for all members of the SWC." 382 R., p.574.

The Director did not err in his intentional adoption of a baseline year based on above average temperatures and evapotranspiration and below average precipitation. The Court agrees that use of such data is necessary to protect senior rights if the Director is going to administer to an amount less than the full decreed quantity of the Coalition's rights. The arguments set forth by the City of Pocatello and IGWA that the Director must use data associated with an average year fail to take into account the legal limitations placed on the Director in responding to a

delivery call. The senior is entitled to a presumption under Idaho law that he is entitled to his decreed water right. *AFRD#2*, 143 Idaho at 878, 154 P.3d at 449. If the Director is going to administer to less than the full quantity of the decreed water right, his decision must be supported by clear and convincing evidence in order to adequately protect the senior right. *A&B Irr. Dist.*, 153 Idaho at 524, 284 P.3d at 249.

If the Director determined the needs of the Coalition based on historic use data associated with an average year, any decision to administer to less than the full quantity of the Coalition's decreed rights based on that data would not adequately protect its senior rights. Using data associated with an average year by its very definition would result in an under-determination of the needs of the Coalition half of the time. The Director simply cannot rely upon such data if he is going to administer to less than the decreed quantity of the Coalitions' water rights as his analysis would not be supported by clear and convincing evidence.

The City of Pocatello and IGWA additionally argue that the Director's use of the values of 2006 and 2008 violates the law of case. Specifically, they argue that the use of such data violates the Hearing Officer's recommendation, which they interpret as requiring use of data associated with an average year. Whether this interpretation of the Hearing Officer's recommendation is accurate need not be addressed. What is important is that after the Hearing Officer issued his *Recommendation*, but before the Director issued his *Methodology Order*, case law developed instructing the Director concerning the significance of a decreed water right in a delivery call. *Memorandum Decision and Order on Petition for Judicial Review*, Minidoka County Case No. 2009-647 (May 4, 2010). In that case, the district court held that if the Director determines to administer to less than the decreed quantity of water, such a determination must be supported by clear and convincing evidence. *Id.* at 38. The Director in issuing his *Methodology Order* was bound to follow this case law.[14] As set forth above, using data associated with an average year in order to administer to less than the full decreed quantity of the Coalitions' water rights would not meet a clear and convincing evidence standard. Therefore, the arguments set forth by IGWA and the City of Pocatello are unavailing.

[14] The district court's decision in this regard was ultimately affirmed by the Idaho Supreme Court on appeal. *A&B Irr. Dist. v. Idaho Dept. of Water Resources*, 153 Idaho 500, 284 P.3d 225 (2012).

L. The *Methodology Order's* procedures for determining water supply are consistent with Idaho law.

IGWA and the City of Pocatello additionally argue that the Director wrongly underestimates the forecasted water supply in the *Methodology Order*. The *Methodology Order* explains that in determining water supply "[t]he actual natural flow volume that will be used in the Director's Forecast Supply will be one standard error below the regression line, which underestimates the available supply." 382 R., p.582. Further,

> By using one standard error of estimate, the Director purposefully underestimates the water supply that is predicted in the Joint Forecast. . . . The Director's prediction of material injury to RISD is purposefully conservative. While it may ultimately be determined after final accounting that less water was owed than was provided, this is an appropriate burden for the juniors to carry. Idaho Const. Art. XV, § 3, Idaho Code § 42-106.

382 R., p.594. IGWA and the City of Pocatello argue that the Director's intentional underestimation of the forecasted water supply is an abuse of discretion and contrary to Idaho law. This Court disagrees for the reasons set forth in the preceding section regarding the Director's use of the values of 2006 and 2008 to arrive at an average baseline year for purposes of the initial reasonable in-season demand determination. The analysis set forth in that preceding section is incorporated herein by reference. The Court finds that the Director did not abuse his discretion or act contrary to law in finding that the use of one standard error below the regression line is necessary to protect senior rights if the Director is going to administer to an amount less than the full decreed quantity of the Coalition's rights. The Court finds that the Director's decision to utilize such a regression analysis was reached through an exercise of reason, is within the limits of his discretion and must be affirmed.

M. Neither the City of Pocatello nor IGWA were denied due process.

The City of Pocatello and IGWA argue that the Director denied them due process by declining to allow them to present evidence challenging the *Methodology Order* after his issuance of that *Order*. This Court disagrees. Idaho Code Section 42-1701A provides in part that "any person aggrieved by any action of the director, including any decision, determination, order or other action . . . who is aggrieved by the action of the director, and who has not previously been afforded an opportunity for a hearing on the matter shall be entitled to a hearing

before the director to contest the action." In this case, the City of Pocatello and IGWA were previously afforded an opportunity for hearing. On January 16, 2008, a hearing was commenced before the Hearing Officer that resulted in the development and issuance of the *Methodology Order*. 551 R., p.7382. For approximately fourteen days, evidence and testimony was presented to the Hearing Officer by the parties, including IGWA and the City of Pocatello. Both IGWA and Pocatello had the opportunity at that hearing to present their theories and testimony on how material injury to the Coalition should be determined. Among other things, those parties had the opportunity to present their water budget analysis, which was rejected by the Hearing Officer and Director for reasons stated in the record. After considering the parties' evidence and arguments, the Director adopted the methodology for determining material injury set forth in the *Methodology Order*. The question of whether the *Methodology Order's* process for determining material injury is contrary to law, or inconsistent with the record, is a matter for judicial review. This Court has taken up those arguments in this decision. As a result, the IGWA and the City of Pocatello are not entitled to the relief they seek on this issue.

VI.

ANALYSIS OF METHODOLOGY AS APPLIED

The Director issued his *Methodology Order* in June 2010. Since that time, the Director has issued several final orders applying his methodology to subsequent water years. Those final orders have resulted in the filing of a number of *Petitions* seeking judicial review of the Director's applications.

A. The Director's application of the *Methodology Order* in 2013 failed to adjust the mitigation obligations of the juniors to take into account changing conditions.

The Coalition argues that the Director's application of the *Methodology Order* in 2013 was contrary to law. On April 17, 2013, the Director issued his *Final Order Regarding April 2013 Forecast Supply (Methodology Steps 1-4)*. 382 R., pp.829-846. In that *Order*, the Director concluded that the Twin Falls Canal Company would experience material injury to reasonable in-season demand in the amount of 14,200 acre-feet. 382 R., p.831. He also determined that the rest of the Coalition members would experience no material injury to reasonable in-season

demand. *Id.* Consistent with step 4 of the *Methodology Order*, the Director gave IGWA fourteen days to secure 14,200 acre-feet of mitigation water to avoid curtailment. 382 R., p.835. IGWA filed its *Notice of Secured Water* with the Director on April 22, 2013. 382 R., pp.848-853.

After the Director undertook his in-season recalculations, he issued his *Order Revising April 2013 Forecast Supply (Methodology Steps 6-8)* on August 27, 2013. 382 R., pp.948-957. In that *Order*, the Director revised his original material injury determination based on changing conditions. He increased the material injury to reasonable in-season demand for the Twin Falls Canal Company from 14,200 acre-feet to 51,200 acre-feet. 382 R., p.953. He also increased the material injury to reasonable in-season demand for American Falls Reservoir District No. 2 from no material injury to 54,000 acre-feet of material injury. *Id.* Consistent with step 8 of the *Methodology Order*, the Director did not require the junior users to secure additional mitigation water to address the increased material injury, nor did he provide for curtailment. 382 R., p.954. Rather, the Director required the juniors to release the 14,200 acre-feet of mitigation water they had previously secured. *Id.* He then directed the Watermaster for Water District 01 to allocate 6,900 acre-feet to the Twin Falls Canal Company, and 7,300 acre-feet to American Falls Reservoir District No. 2 to address their respective material injuries. *Id.* As a result, the Twin Falls Canal Company did not get the amount of mitigation water that the Director ordered was to be secured for it under his *Final Order Regarding April 2013 Forecast Supply (Methodology Steps 1-4).*

The Coalition argues that the Director's refusal to adjust the juniors' mitigation obligation in 2013 is contrary to law. This Court agrees. In 2013, the Director did not provide a proper remedy for material injury to the reasonable in-season demand of the Twin Falls Canal Company or American Falls Reservoir District No. 2 when taking into account changing conditions. Namely, the Director improperly capped the mitigation obligations of junior users to that amount of material injury determined under step 4 (i.e., 14,200 acre-feet) even though changing conditions resulted in an increase of material injury to both the Twin Falls Canal Company and American Falls Reservoir District No. 2 (i.e., 51,200 acre-feet and 54,000 acre-feet, respectively). The analysis and justifications for the Court's finding in this respect are set forth above under Section V.A. of this decision. They will not be repeated here, but are incorporated by reference. The Court finds that the Director's failure to adjust the mitigation

obligations of the juniors to take into account changing conditions in 2013 resulted in prejudice to the Coalition's senior water rights and was contrary to law.

The Department argues that no further mitigation or curtailment was required in 2013 because "the April forecast and the in-season adjustments to it were predictions of material injury . . . not final determinations of actual material injury." Respondents' Br., pp.29-30. First, this argument is internally inconsistent with the *Methodology Order*, and the Director's application of the *Methodology Order* in 2013. In contravention of this argument, the *Methodology Order* itself provides for mitigation or curtailment if material injury to reasonable in-season demand is determined to exist in April. In fact, contrary to the Department's current argument, the Director required IGWA to secure mitigation water in 2013 following his initial April determination that the Twin Falls Canal Company would experience material injury to reasonable in-season demand in the amount of 14,200 acre-feet. 382 R., p.836. Second, the Department's argument is contrary to law. The Idaho Supreme Court has made clear that the burden of proof in a delivery call switches to the junior users once a determination has been made that material injury "is occurring *or will occur*." *AFRD#2*, 143 Idaho at 878, 154 P.3d at 449 (emphasis added). When the Director makes his April and mid-seasons calculations of material injury to reasonable in-season demand, he is making the determination under the plain language of the *Methodology Order* that material injury is or will occur. Therefore, the proper burdens of proof and evidentiary standards must be applied. The Director's *Order Revising April 2013 Forecast Supply (Methodology Steps 6-8)* is set aside and remanded for further proceedings as necessary.

B. The Court finds that the *Methodology Order* provides a reasonable timeframe for the Director to make adjustments to his initial material injury determination based on changing conditions. However, the Director failed to follow that timeframe in 2013.

The Coalition argues that in 2012 and 2013 the Director failed to timely make adjustments to his initial material injury determinations to take into account changing conditions. When and how often the Director adjusts his initial material injury determination to reasonable in-season demand based on changing conditions is a matter with which the Director exercises great discretion. The Director makes his initial material injury determination in or around April. The Director then makes adjustments to his initial determination throughout the irrigation season

as conditions develop, as provided for in steps 6 and 7 of the *Methodology Order*. These occur "approximately halfway through the irrigation season." 382 R., p.599. The Court finds that the *Methodology Order* provides a reasonable timeframe for the Director to make adjustments to his initial material injury determination. It would be unreasonable, for example, to require the Director to update his material injury determination to reasonable in-season demand on a daily or weekly basis as a result of changing conditions. If the Director determines that changing conditions require earlier, or more frequent adjustments, than that provided for in his *Methodology Order*, the Director may undertake such adjustments in his discretion.

The Coalition argues that in 2012 the Director failed to timely make adjustments to his initial material injury determination to reasonable in-season demand. It points to the fact that shortly after the USBOR and USACE issued their Joint Forecast on April 5, 2012, the USBOR and USACE issued a revised Joint Forecast on April 16, 2012 that reduced predicted water flows. The Director made his initial material injury determination based on the April 5, 2012, Joint Forecast, and then declined to update his initial material injury again in April following the issuance of the revised Joint Forecast. 382 R., p755. The Court finds that the Director did not abuse his discretion in this respect. As stated above, the Court finds that the *Methodology Order* provides a reasonable timeframe for the Director to make adjustments to his initial material injury determination. When the Director makes his in-season adjustments pursuant to steps 6 and 7 of the *Methodology Order*, he issues a revised forecast supply. That revised forecast supply will take into account the changing water conditions that differ from his initial April Forecast Supply. The Director must then adjust the mitigation obligations of the junior users accordingly. It is noted that the Court's holding regarding step 8 of the *Methodology Order* should alleviate the concerns raised by the Coalition on this issue, since the initial material injury determination will not result in a cap of the junior users' mitigation obligations. The Court finds that the Director's decision in this respect was reached through an exercise of reason, is within the limits of his discretion and must be affirmed.

With respect to 2013, the Court finds that the Director acted arbitrarily and capriciously by waiting until August 27 to apply step 6 of the *Methodology Order*. Step 6 provides that "approximately half way through the irrigation season" the Director will revise the April forecast and determine the "time of need" for purposes of providing mitigation. 382 R., p. 599. In 2013, the Director did not issue his *Order Revising April 2013 Forecast Supply (Methodology 6-8)*

until August 27, 2013. 382 R., pp.948-957. The Coalition argues the Director's delay in applying step 6 required its members to make water delivery decisions for the remainder of the irrigation season without the benefit of the revised forecast and any related mitigation obligation. The Coalition argues the Director acted arbitrarily and capriciously by delaying the application of step 6. This Court agrees.

The Director identifies the "irrigation season" as running from "the middle of March to the middle of November - an eight month span." 382 R., p. 1039. Therefore, mid-July is halfway through the irrigation season. The word "approximately" is defined as "almost correct or exact: close in value or amount but not precise." *See e.g.* www. merriam-webster.com /dictionary/ approximately. Although step 6 provides for some flexibility by not requiring the revision to be made precisely halfway through the irrigation season, a delay of close to a month and half does not even fit under a generous interpretation of the word "approximately." In this regard, the Director acted arbitrarily and capriciously. The Director should apply his established procedure as written or further define and/or refine the procedure so that Coalition members relying on the procedure know when to anticipate its application and are able to plan accordingly.

C. The Director's calculation of crop water need of the Minidoka Irrigation District, Burley Irrigation District, and the Twin Falls Canal Company in 2013, as set forth in his *Order Revising April 2013 Forecast Supply (Methodology Steps 6-8)* is set aside and remanded for further proceedings as necessary.

The Coalition asserts that the Director has erroneously refused to use certain irrigated acreage information provided by it when determining its crop water need under steps 1 and 2 of the *Methodology Order*. The Coalition's argument focuses primarily on the 2013 water year. Step 1 of the *Methodology Order* requires the Coalition "to provide electronic shape files to the Department delineating the total irrigated acres within their water delivery boundary or confirm in writing that the existing electronic shape file from the previous year has not varied by more than 5%" on or before April 1. 382 R., p.597. Step 2 provides that starting at the beginning of April, the Department will calculate the cumulative crop water need volume for all land irrigated with surface water within the boundaries of each member of the SWC. *Id.* It further provides that volumetric values of crop water need will be calculated "using ET and precipitation values

from the USBR's AgriMet program, *irrigated acres provided by each entity*, and crop distributions based on NASS data." *Id.*

The record establishes that in March of 2013, the members of the Coalition provided the Director with shape files showing the acres being irrigated within the water delivery boundaries for the Minidoka Irrigation District, Burley Irrigation District, and the Twin Falls Canal Company. 382 R., pp.821-828; *see also* 20130329 BID & TFCC Folder (in Bastes Stamped OCR Docs) (382 R., Disc 1). With respect to the A&B Irrigation District, Milner Irrigation District and North Side Canal Company, the Coalition informed the Director that the acres being irrigated within the water delivery boundaries for those entities was the same as the previous year. *Id.* Therefore, the Court finds that the Coalition timely complied with the *Methodology Order's* step 1 requirements. The Director also found that the Coalition complied with step 1 in 2013. 382 R., p.830.

The record further establishes that even though the Minidoka Irrigation District, Burley Irrigation District, and the Twin Falls Canal Company timely complied with the step 1 requirements, the Director did not use the irrigated acreage data provided by those entities data to calculate their crop water needs in 2013. IDWR 8-27-13_August Background Data Folder, document entitled "DS RISD Calculator" (in Bastes Stamped OCR Docs) (382 R., Disc 1). Rather, the Director used irrigated acreage data for the Burley Irrigation District and Minidoka Irrigation District contained in a report prepared by SPF Water Engineering in 2005 (i.e., 551 Ex. 4300). *Id.* With respect to the Twin Falls Canal Company, the Director used irrigated acreage data contained in a report from 2007 (i.e., 551 Ex. 4310). *Id.* In doing so, the Director calculated the crop water needs of those entities based on less irrigated acres than that provided by those entities. *Id.* The Director provides no reasoning or rationale in his *Order Revising April 2013 Forecast Supply (Methodology Steps 6-8)* for deviating from step 2 of the *Methodology Order* in this respect. 382 R., pp.948-957. As set forth above, if the Director is going to administer to less than the full amount of acres set forth on the face of the Coalition's *Partial Decrees*, such a determination must be supported by clear and convincing evidence. *See, e.g., A&B Irr. Dist., v. Idaho Dept. of Water Res.*, 153 Idaho 500, 524, 284 P.3d 225, 249 (holding, "Once a decree is presented to an administrating agency or court, all changes to that decree, permanent or temporary, must be supported by clear and convincing evidence"). Since

the Director's decision to deviate from step 2 in this respect is not supported by reasoning it is hereby set aside and remanded for further proceedings as necessary.

D. The Coalition is not entitled to the relief it seeks on the issue of the Director's process for the use of storage water as mitigation.

The Coalition argues that the Director has failed to require that the use of storage water for mitigation be accomplished in accordance with the Water District 01 Rental Pool rules and procedures. Further, that the Director has provided no formal defined process for interaction between IDWR, Water District 01, and junior ground water users when addressing storage water leased, optioned, or otherwise contracted for mitigation purposes. The Coalition complains specifically of the mitigation water secured by IGWA in 2010 and 2013. With respect to storage water secured by IGWA under its 2010 mitigation plan, this Court has already held that mitigation plan, and its use of storage water located in the Upper Snake Reservoir System for mitigation, complied with the requirements of the CM Rules. *Memorandum Decision and Order on Petition for Judicial Review*, Twin Falls County Case No CV-2010-3075 (Jan. 25, 2011). This Court's holding in that case will not be revisited.[15] With respect to the mitigation water secured by IGWA in 2013, the Court finds that the Director reviewed leases and contracts evidencing that IGWA had secured the required amount of mitigation water. 382 R., pp.881-887. Based on his review, the Director found that those leases and contracts would provide water to the Coalition at the Time of Need, and concluded that IGWA had satisfied its mitigation obligation. 382 R., p.884. The Court finds the Director's holding in this respect complied with the requirements of the CM Rules, as well as this Court's decision in Twin Falls County Case No. CV-2010-3075. In addition, the Court finds that the Coalition is not entitled to the relief its seeks on this issue, as it has failed to establish that its substantial rights have been prejudiced as a result of the mitigation water secured in 2010 and 2013. I.C. § 67-5279(4).

[15] A final judgment was entered in Twin Falls County Case No CV-2010-3075 on January 21, 2011. No appeal was taken from that final judgment.

E. The Director's decision to deny the Coalition the opportunity for a hearing in 2012 and 2013 is in violation of Idaho Code § 42-1701A.

At the administrative level, the Coalition requested hearings before the Department with respect to several final orders issued in 2012 and 2013, wherein the Director applied his methodology to the facts and circumstances presented by those water years. Those final orders include the Director's (1) *Final Order Regarding April 2012 Forecast Supply (Methodology Steps 1-8)* dated April 13, 2012, (2) *Final Order Regarding April 2013 Forecast Supply (Methodology Steps 1-4)* dated April 17, 2013, and (3) *Order Revising April 2013 Forecast Supply (Methodology Steps 6-8)* dated August 27, 2013. 382 R., pp.728-742; 382 R., pp.829-846; and 382 R., pp.948-957. The Coalition argued it was entitled to such hearings under Idaho Code § 42-1701A, asserting that no administrative hearing had previously been held on those matters. The Director denied the requests, finding that the Coalition had been afforded hearings on the issues raised. 382 R., p.757; 382 R., pp.890-891; and 382 R., p.1040. The Director held that hearings conducted in 2008 and 2010 constituted hearings previously afforded to the Coalition on the matters. *Id.* This Court holds that the Director's decision in this respect was made in violation of Idaho Code § 42-1701A.

Idaho Code § 42-1701A provides in part that "any person aggrieved by any action of the director, including any decision, determination, order or other action . . . who is aggrieved by the action of the director, and who has not previously been afforded an opportunity for a hearing on the matter shall be entitled to a hearing before the director to contest the action." I.C. § 42-1701A. The plain language of the statute is mandatory. The Director does not specify the previous hearings in 2008 and 2010 on which he relies in denying the Coalition's requests for hearing. However, the Director likely refers to the hearing held before Hearing Officer commencing on January 18, 2008, and the hearing on the *Methodology Order* held on May 24, 2010. Those two hearings pertained specifically to the development and issuance of the *Methodology Order*. However, the Director thereafter issued a series of final orders, listed above, applying his methodology to the facts and circumstances arising in the 2012 and 2013 water years. The hearings conducted in 2008 and 2010 did not address his application of his methodology to the 2012 and 2013 water years. And, a review of the Coalition's *Requests for Hearing* establishes that the Coalition raised issues, and requested hearings on issues, not previously addressed in the 2008 and 2010 hearings.

The Coalition's *Request for Hearing on Order Revising April 2013 Forecast Supply (Steps 6-8)* is illustrative. 382 R., pp.969-979. The Coalition requested a hearing on the Director's issuance of his *Order Revising April 2013 Forecast Supply (Methodology Steps 6-8)* on August 27, 2013. It asserted that waiting until August 27 to issue a revised forecast was contrary to step 6 of the *Methodology Order*, which provides that "[a]pproximately halfway through the irrigation season" the Director will issue a revised forecast supply. 382 R., pp.970-971. The Coalition also requested a hearing on the Director's decision to apportion the 14,200 acre-feet of mitigation water secured by IGWA to give 7,300 acre-feet to American Falls Reservoir District No. 2 and 6,900 acre-feet to the Twin Falls Canal Company. 382 R., pp.971-972. It asserted that such an apportionment was in error, given that the entirety of the mitigation water was initially secured to address material injury to the Twin Falls Canal Company. *Id.* The record establishes that neither of these matters had been previously addressed in a prior administrative hearing. These arguments do not attack the *Methodology Order* itself, but rather challenge whether the Director complied with the terms of the *Methodology Order* in his application of his methodology to the 2013 water year. Therefore, the Director was statutorily required to afford the Coalition a hearing under the plain language of Idaho Code § 42-1701A.

Since the Director did not previously afford the Coalition a hearing on the issuance raised in the subject *Requests for Hearing*, the Director's decisions to deny the Coalition the opportunity for a hearing on those *Requests* were made in violation of Idaho Code § 42-1701A. The Court further finds that substantial rights of the Coalition members were prejudiced in the form of their statutory right to an administrative hearing. As a result, the Director's decisions in this respect are hereby set aside and remanded for further proceedings as necessary.

F. The City of Pocatello is not entitled to the relief it seeks with respect to the Director's *As-Applied Order*.

The City of Pocatello seeks judicial review of the Director's *As-Applied Order* on several grounds. It first argues that the *As-Applied Order*, wherein the Director applied steps 3 and 4 of the *Methodology Order* to the 2010 water year, is arbitrary and capricious. Specifically, that the *As-Applied Order* arbitrarily and capriciously based its initial material injury determination to the Coalition's reasonable in-season demand upon a historic demand baseline analysis and an intentional underestimation of water supply. This argument is not an attack on the *As-Applied*

Order, but rather another challenge to the Director's methodology for determining material injury to reasonable in-season demand as set forth in the *Methodology Order*. This Court addressed and rejected the City's argument in this respect above under Sections V.K. and V.L.

The City of Pocatello next argues that requiring junior users to secure mitigation water that is ultimately not required for beneficial use is contrary to Idaho law.[16] Again, this is not a challenge to the *As-Applied Order*, but rather a challenge to steps 4 and 8 of the *Methodology Order*. If the Director determines that material injury to reasonable in-season demand exists or will exist under steps 3 and 4, then the junior users are required under step 4 to establish their ability to mitigate that injury to avoid curtailment. 382 R., pp.598-599. To avoid curtailment, junior users only need establish their ability to secure mitigation water to be provided to the Coalition at a later date (i.e., the "Time of Need"). Step 8 then provides that if the Director's in-season recalculations and adjustments establish that material injury to reasonable in-season demand is less than initially determined due to changing conditions, the juniors will not need to provide the full amount of water initially secured to the Coalition. 382 R., p.600. The City's argument that this result is contrary to law is unavailing, and fails to account for the burdens of proof and evidentiary standards established by Idaho law.

As stated in more detail above, when the Director makes his initial material injury determination to reasonable in-season demand in April, he is making the determination that material injury is occurring or will occur. Under the CM Rules and established Idaho law, the Director must curtail at that point, or allow out-of-priority water use pursuant to a properly enacted mitigation plan. *2013 SWC Case*, 155 Idaho at 653, 315 P.3d at 841. There is no presumption that administering to the full quantity of the Coalition's decreed water rights will result in waste. To the contrary, since the Coalition's water rights are decreed rights, Idaho law dictates that proper weight must be given to the decreed quantity of those rights. As a result, the presumption under Idaho law is that the Coalition members are entitled to their decreed quantities in times of shortage. *AFRD#2*, 143 Idaho at 878, 154 P.3d at 449. If junior users believe that administering to the full decreed amount of the Coalition's water rights will result in waste, they must come forth with clear and convincing evidence establishing that fact. *A&B Irr. Dist.*, 153 Idaho at 524, 284 P.3d at 249.

[16] As set forth in further detail below, the Director's *As-Applied Order* did not require or result in the City of Pocatello securing mitigation water in 2010 that was not ultimately required for beneficial use.

It is against these legal presumptions, burdens of proof, and evidentiary standards that the Director's *Methodology Order* must be analyzed. In the *Methodology Order*, the Director recognizes that "[i]f the Director predicts that the SWC will be materially injured, the consequence of that prediction is an obligation that must be borne by junior ground water users." 382 R., p.593. And, that:

> By requiring that junior ground water users provide of have options to acquire water in place during the season of need, the Director ensures that the SWC does not carry the risk of shortage to their supply. By not requiring junior ground water users to provide mitigation water until the time of need, the Director ensures that junior ground water users provide only the amount of water necessary to satisfy the reasonable in-season demand.

Id. The Court finds that the Director's analysis in this respect protects senior rights in times of shortage by appropriately accounting for the legal presumptions, burdens of proof, and evidentiary standards required by Idaho law. Therefore, the Court finds that the Director's decision in this respect was reached through an exercise of reason, is within the limits of his discretion and must be affirmed.

The City of Pocatello next argues that in determining the reasonable in-season demand of the Coalition in his 2010 *As-Applied Order*, the Director failed to account for all water diverted by Coalition members for delivery to other entities (i.e., wheeled water). The *Methodology Order* provides that in calculating the Coalition's reasonable in-season demand, "any natural flow or storage water deliveries to entities other than the SWC for purposes unrelated to the original right will be adjusted so that the water is not included as a part of the SWC water supply or carryover volume." 382 R., p.578. The City argues that the Director erroneously failed to subtract all wheeled water from the Coalition's reasonable in season demand calculations. This Court disagrees. The City relies on Exhibit 3000 from the hearing on the *As-Applied Order* in 2010. That exhibit provides that "Wheeled water transactions for A&B, AFRD2, Minidoka, and TFCC *may have occurred*, but values were less than 1% of total demand and therefore were not considered." 382 Ex. 3000, *Hearing on the As-Applied Order*. That exhibit only establishes that wheeled water transactions "may have occurred." The fact that such transaction may have occurred is not is not sufficient if the Director is going to use that data to administer to less than the full amount of the Coalition's decreed rights. *A&B Irr. Dist.*, 153 Idaho at 524, 284 P.3d at 249 (holding, "Once a decree is presented to an administrating agency or court, all changes to

that decree, permanent or temporary, must be supported by clear and convincing evidence"). The City points to no clear and convincing evidence in the record establishing that such transactions did occur. Therefore, the City is not entitled to the relief it seeks on this issue.

The City of Pocatello next argues that the Director improperly limited the scope of a hearing held on one of the Director's orders applying his methodology to the 2010 water year. This Court disagrees. On April 29, 2010, the Director issued his *Order Regarding April 2010 Forecast Supply (Methodology Steps 3 & 4)*. 382 R., pp.185-198. Unlike the Coalition's requests for hearings in 2012 and 2013, which were improperly denied, the Director acted consistent with Idaho Code § 42-1701A in 2010 by granting a hearing following the issuance of his April 29, 2010, *Order* when requested. The April 29, 2010, *Order* was limited to applying steps 3 and 4 of the *Methodology Order* to the 2010 water year. Therefore, the Director did not err in limiting the evidence presented at that hearing to information relevant to whether the Director's application of steps 3 and 4 to the 2010 water year complied with the *Methodology Order*. 382 R., p.466. The Court finds, after a review of the record in this case, that the Director complied with the requirements of Idaho Code § 42-1701A, and that the City of Pocatello had a meaningful opportunity to be heard at that hearing, as Department staff familiar with the *Order* were present at that hearing to present evidence and testimony and to be subject to examination. Therefore, the City of Pocatello's request for relief on this issue is denied.

Last, with respect to all of the issues raised by the City of Pocatello relating to the Director's *As-Applied Order*, the Court finds that City of Pocatello has failed to establish that its substantial rights were prejudiced as a result of that *Order* under Idaho Code § 67-5279(4). The Director's *As-Applied Order* required no action on the part of the City of Pocatello. The Director did not order the City of Pocatello to mitigate any material injury to the Coalition in 2010 in his *As-Applied Order*. Nor has the City of Pocatello established that it would have been in the curtailment zone in 2010 under the *As-Applied Order*. Only IGWA was required to show it ability to secure mitigation water under the Director's *As-Applied Order* in 2010 in order to avoid curtailment. Therefore, since the City of Pocatello has failed to establish that its substantial rights were prejudiced as a result of the Director's *As-Applied Order*, it is not entitled to the relief it seeks with respect to that *Order*. I.C. § 67-5279(4).

VII.

REMAINING *FINAL ORDERS*

The Coalition filed *Petitions* seeking judicial review of the Director's *Final Order Revising April 2010 Forecast Supply (Methodology Step 7)*, dated September 17, 2010, *Final Order Establishing 2010 Reasonable Carryover (Methodology Step 9)*, dated November 30, 2010, and *Order Releasing IGWA from 2012 Reasonable Carryover Shortfall Obligation (Methodology Step 5)*, dated June 13, 2013. The Coalition provided no briefing or argument specific to these *Final Orders* on judicial review. However, through these *Final Orders* the Director applied his methodology as set forth in the *Methodology Order*. To the extent these *Final Orders* applied the *Methodology Order* in a manner inconsistent with this Court's analysis and holdings regarding the *Methodology Order* as set forth herein, they are set aside and remanded for further proceedings as necessary.

VIII.

CONCLUSION AND ORDER OF REMAND

For the reasons set forth above, the actions taken by Director in this matter are affirmed in part and set aside in part. The case is remanded for further proceedings as necessary consistent with this decision.

IT IS SO ORDERED.

Dated September 26, 2014

ERIC J. WILDMAN
District Judge

CERTIFICATE OF MAILING

I certify that a true and correct copy of the MEMORANDUM DECISION AND ORDER ON PETITIONS FOR JUDICIAL REVIEW was mailed on September 26, 2014, with sufficient first-class postage to the following:

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APPENDIX C

BEFORE THE DEPARTMENT OF WATER RESOURCES

OF THE STATE OF IDAHO

IN THE MATTER OF DISTRIBUTION OF WATER TO THE WATER RIGHT NOS. 36-02551 AND 36-07694 (RANGEN, INC.)	Docket No. CM-DC-2011-004 Docket No. CM-MP-2014-001 Docket No. CM-MP-2014-006
IN THE MATTER OF THE MITIGATION PLAN FILED BY THE IDAHO GROUND WATER APPROPRIATORS FOR THE DISTRIBUTION OF WATER TO WATER RIGHT NOS. 36-02551 AND 36-07694 IN THE NAME OF RANGEN, INC.	**ORDER GRANTING RANGEN'S MOTION TO DETERMINE MORRIS EXCHANGE WATER CREDIT; SECOND AMENDED CURTAILMENT ORDER**
IN THE MATTER OF THE FOURTH MITIGATION PLAN FILED BY THE IDAHO GROUND WATER APPROPRIATORS FOR THE DISTRIBUTION OF WATER TO WATER RIGHT NOS. 36-02551 AND 36-07694 IN THE NAME OF RANGEN, INC.	

PROCEDURAL BACKGROUND

On October 31, 2014, Rangen, Inc. ("Rangen"), submitted *Rangen, Inc.'s Motion to Determine Morris Exchange Water Credit and Enforce Curtailment* ("Motion"). Rangen asks the Director ("Director") of the Idaho Department of Water Resources ("Department") to re-calculate the credit allotted to the Idaho Ground Water Appropriators, Inc. ("IGWA"), for the Morris Exchange Agreement and then to enforce the Director's previous curtailment order issued January 29, 2014. *Motion* at 1-2. In support of the Motion, Rangen submits the *Affidavit of J. Justin May in Support of Rangen, Inc.'s Motion to Determine Morris Exchange Water Credit and Enforce Curtailment* ("May Affidavit") which includes updated measurement data for the Martin-Curren Tunnel.

The Department's rules of procedure provide that any party opposing a motion shall file an answer to the motion within fourteen days of the filing of the motion. IDAPA 37.01.01.270.02. No parties filed an answer to the motion.

The Director finds, concludes and orders as follows:

FINDINGS OF FACT

1. On January 29, 2014, the Director issued the *Final Order Regarding Rangen, Inc.'s Petition for Delivery Call; Curtailing Ground Water Rights Junior to July 13, 1962* ("Curtailment Order") concluding Rangen is being materially injured by junior-priority ground water pumping.[1] *Id.* at 36.

2. In the Curtailment Order, the Director recognized that holders of junior-priority ground water rights may avoid curtailment if they participate in a mitigation plan which provides "simulated steady state benefits of 9.1 cfs to Curren Tunnel [sometimes referred to as the "Martin-Curren Tunnel"] or direct flow of 9.1 cfs to Rangen." *Id.* at 42. The Curtailment Order explains that mitigation by direct flow to Rangen "may be phased-in over not more than a five-year period pursuant to CM Rule 40 as follows: 3.4 cfs the first year, 5.2 cfs the second year, 6.0 cfs the third year, 6.6 cfs the fourth year, and 9.1 cfs the fifth year." *Id.*

3. The Director subsequently approved three mitigation plans submitted by IGWA, each recognizing credit for what is referred to as the Morris Exchange Agreement (sometimes referred to as the "Morris Exchange Water"). The history of the Morris Exchange Agreement is documented in the mitigation plan orders that have been issued. *See Amended Order Approving in Part and Rejecting in Part IGWA's Mitigation Plan; Order Lifting Stay Issued February 21, 2014; Amended Curtailment Order* ("First Mitigation Plan Order")(May 16, 2014); *Order Approving IGWA's Second Mitigation Plan; Order Lifting Stay Issued April 28, 2014; Second Amended Curtailment Order* ("Second Mitigation Plan Order")(June 20, 2014)[2]; *Order Approving IGWA's Fourth Mitigation Plan* ("Fourth Mitigation Plan Order")(Oct. 29, 2014).

4. For purposes of this Motion, it is only necessary to know that the Director granted IGWA credit for the Morris Exchange Agreement based upon a prediction of flows at the Martin-Curren Tunnel for the irrigation season. This prediction was based on an average of historical flow measurements from the years 2002 to 2013. *First Mitigation Plan Order* at 10. The Director predicted the average for 2014 would be 3.7 cfs. *Id.* The Director concluded the Morris Exchange Agreement would mitigate for depletions caused by ground water pumping for 293 days (April 1, 2014, through January 18, 2015). *Fourth Mitigation Plan Order* at 3. The Director approved credit through January 18, 2015, but also required curtailment of junior ground water users starting January 19, 2015, if additional mitigation water is not delivered on or before January 19, 2015. *Id.* at 21.

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[1] The Curtailment Order is currently on appeal in *Rangen, Inc., v. IDWR*, Twin Falls County Case No. CV-2014-1338. Judge Wildman issued his *Memorandum Decision and Order on Petitions for Judicial Review* ("Memorandum Decision") on October 24, 2014, which affirmed the Director on a number of issues, but held the Director erred by applying a trim line to reduce the zone of curtailment. *Memorandum Decision* at 28. The Memorandum Decision is not yet final, but given that time is of the essence in this matter, this order should not be delayed. Depending on the outcome of the appeal in Case No. CV-2014-1338, aspects of this order may need to be revisited.

[2] The Second Mitigation Plan was appealed by Rangen in *Rangen, Inc., v. IDWR*, Twin Falls County Case No. CV-2014-2935. The District Court recently dismissed the matter as moot because IGWA withdrew the Second Mitigation Plan, but that decision is not yet final.

5. The Martin-Curren Tunnel measurements for April 15, 2014, through October 15, 2014, are now available. The actual average flow from the Martin-Curren Tunnel during that time period was less than predicted. The actual average flow was just 2.4 cfs. *See Memorandum from Dave Colvin, P.G. of Leonard Rice Engineers, Inc.* at 3 (Oct. 31, 2014) attached to the *May Affidavit* as Exhibit C.

6. Using the same approach employed by the Department, but with actual 2014 flow data, Rangen recalculated the credit computed for the Morris Exchange Agreement. Rangen determined the Morris Exchange Agreement would provide the required mitigation for only 184 days instead of 293 days. *Id.* Beginning on April 1, 2014, the additional 184 days of water from the Morris Exchange Agreement credit only extended through October 1, 2014. There is no mitigation credit for the time period from October 2, 2014 through January 18, 2015. *Id.* at 4. The shortfall between the predicted and actual Morris Exchange Agreement credit is equivalent to 476 acre-feet (2.2 cfs for 109 days).

CONCLUSIONS OF LAW

1. Idaho Code § 42-602, addressing the authority of the Director over the supervision of water distribution within water districts, provides:

> The director of the department of water resources shall have direction and control of the distribution of water from all natural water sources within a water district to the canals, ditches, pumps and other facilities diverting therefrom. Distribution of water within water districts created pursuant to section 42-604, Idaho Code, shall be accomplished by watermasters as provided in this chapter and supervised by the director. The director of the department of water resources shall distribute water in water districts in accordance with the prior appropriation doctrine. The provisions of chapter 6, title 42, Idaho Code, shall apply only to distribution of water within a water district.

2. In addition, Idaho Code § 42-1805(8) vests the Director with authority to "promulgate, adopt, modify, repeal and enforce rules implementing or effectuating the powers and duties of the department."

3. Rule 40 of the Department's Rule of Conjunctive Management of Surface and Ground Water Resources states "[t]he Director, through the watermaster, shall regulate use of water within the water district pursuant to Idaho law and the priorities of water rights as provided in Section 42-604, Idaho Code ... ." IDAPA 37.03.11.040.02. "If the holder of a junior-priority ground water right is a participant in such approved mitigation plan, and is operating in conformance therewith, the watermaster shall allow the ground water use to continue out of priority." *Id.*

4. The Director previously concluded the Morris Exchange Agreement provided mitigation credit to IGWA through January 19, 2015, based on predicted Martin-Curren Tunnel flows. Because the 2014 Martin-Curren Tunnel flow data establishes that actual flows were less than predicted, the mitigation credit from the Morris Exchange Agreement must be reconsidered

and adjusted. The Director concurs with Rangen's calculations that the Morris Exchange Agreement credit has expired and that the Director must order curtailment to address the shortfall.

5. Sufficient time must be granted to junior ground water users to prepare for curtailment. Many of the junior ground water users diverting water this time of year are dairies and stockyards. It is not reasonable to order curtailment that would immediately eliminate what is likely the sole source of drinking water for livestock. Time should be afforded to allow these industries to sell or otherwise make plans for their livestock. Other water uses such as commercial and industrial water uses should also be afforded time to plan for elimination of what may be their sole source of water. This delay in curtailment is reasonable because instantaneous curtailment will not immediately increase water supplies to Rangen. The flow from the Martin-Curren Tunnel has been gradually declining over a number of years. Curtailment will not quickly restore the tunnel flows.

6. The Director concludes that sixty (60) days is a reasonable timeframe for junior ground water users to plan for curtailment. Sixty days from today is January 20, 2015. As described above, the Director previously ordered that junior ground water users be curtailed on January 19, 2015, once the Morris Exchange Agreement credit expired unless additional mitigation is provided. Junior ground water users should have already been planning for the contingency that curtailment could occur on January 19, 2015. For consistency, the Director will adopt January 19, 2015, as the curtailment date.

7. Junior ground water users may avoid curtailment by providing additional mitigation to make up the shortfall in the Morris Exchange Agreement credit. IGWA's currently approved Fourth Mitigation Plan may deliver mitigation water to Rangen on or before January 19, 2015. To forestall curtailment on January 19, 2015, the junior ground water users must deliver direct flow mitigation equal to an additional 3.3 cfs for the seventy-two (72) days between January 19, 2015, and March 31, 2015, for a total direct delivery requirement of 5.5 cfs starting January 19, 2015, and continuing through March 31, 2015.

ORDER

IT IS HEREBY ORDERED at 12:01 a.m. on or before January 19, 2015, users of ground water holding consumptive water rights bearing priority dates junior to August 12, 1973, listed in Attachment A to this order, within the area of common ground water, located west of the Great Rift, and within a water district that regulates ground water, shall curtail/refrain from diversion and use of ground water pursuant to those water rights unless notified by the Department that the order of curtailment has been modified or rescinded as to their water rights. This order shall apply to all consumptive ground water rights, including agricultural, commercial, industrial, and municipal uses, but excluding ground water rights used for *de minimis* domestic purposes where such domestic use is within the limits of the definition set forth in Idaho Code § 42-111 and ground water rights used for *de minimis* stock watering where such stock watering use is within the limits of the definitions set forth in Idaho Code § 42-1401A(11), pursuant to IDAPA 37.03.11.020.11.

IT IS FURTHER ORDERED that the watermasters for the water districts within the area of common ground water, located west of the Great Rift, and who regulate ground water, are directed to issue written notices to the holders of the consumptive ground water rights listed in Attachment A to this order. The water rights on the list bear priority dates equal or junior to August 12, 1973. The written notices are to advise the holders of the identified ground water rights that their rights are subject to curtailment in accordance with the terms of this order.

IT IS FURTHER ORDERED that, due to the shortfall in the Morris Exchange Agreement credit, to forestall curtailment on January 19, 2015, junior ground water users must deliver direct flow mitigation equal to an additional 3.3 cfs, for a total direct delivery requirement of 5.5 cfs starting January 19, 2015, and continuing through March 31, 2015.

IT IS FURTHER ORDERED that this is a FINAL ORDER of the agency. Any party may file a petition for reconsideration of this final order within fourteen (14) days of the service of this order. The agency will dispose of the petition for reconsideration within twenty-one (21) days of its receipt, or the petition will be considered denied by operation of law pursuant to Idaho Code § 67-5246.

IT IS FURTHER ORDERED that pursuant to sections 67-5270 and 67-5272, Idaho Code, any party aggrieved by the final order or orders previously issued by the Director in this matter may appeal the final order and all previously issued orders in the matter to district court by filing a petition in the district court of the county in which a hearing was held, the final agency action was taken, the party seeking review of the order resides, or the real property or personal property that was the subject of the agency action is located. The appeal must be filed within twenty-eight (28) days: (a) of the service date of the final order; (b) of an order denying petition for reconsideration; or (c) the failure within twenty-one (21) days to grant or deny a petition for reconsideration, whichever is later. *See* Idaho Code § 67-5273. The filing of an appeal to district court does not in itself stay the effectiveness or enforcement of the order under appeal.

Dated this 21st day of November 2014.

GARY SPACKMAN
Director

CERTIFICATE OF SERVICE

I HEREBY CERTIFY that, on November 21st, 2014, I served a true and correct copy of the foregoing document on the persons listed below by the method indicated.

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