

**IN THE DISTRICT COURT OF THE FOURTH JUDICIAL DISTRICT  
OF THE STATE OF IDAHO, IN AND FOR THE COUNTY OF ADA**

CITY OF HEYBURN,

Petitioner,

vs.

IDAHO DEPARTMENT OF WATER  
RESOURCES,

Respondent.

Case No. CV01-25-19943

IN THE MATTER OF APPLICATION  
FOR TRANSFER NO. 87938 IN THE  
NAME OF THE CITY OF HEYBURN

**AGENCY HEARING TRANSCRIPT ON APPEAL**

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Judicial Review from the Idaho Department of Water Resources  
Phill Hummer, Presiding Hearing Officer  
Mathew Weaver, Director

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BEFORE THE DEPARTMENT OF WATER RESOURCES  
OF THE STATE OF IDAHO

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IN RE: THE MATTER OF THE APPLICATION FOR  
TRANSFER NUMBER 87938  
IN THE NAME OF THE CITY OF HEYBURN

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VERBATIM REPORT OF PROCEEDINGS  
BEFORE  
HEARINGS OFFICER PHIL HUMMER

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JULY 9, 2024

Transcribed from recording by:  
Cheryl J. Hammer, Registered Professional Reporter  
Idaho CCR 1206; Oregon CCR 21-0013  
Utah CCR 126919357-7801; Washington CCR 2512

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A P P E A R A N C E S

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(BEGINNING OF TRANSCRIPTION)

(Proceedings begin)

HEARINGS OFFICER: Okay. Good morning. My name is Phil Hummer. I'm the water right section manager for the Idaho Department of Water Resources in the department's state office.

I've been designated as the hearing officer for this proceeding on behalf of Director Matt Weaver. Assisting me today is Denise[phonetic]Malum, an administrative assistant in southern regional office.

The purpose for this hearing is to receive evidence and testimony in connection with application for Transfer Number 87938, filed May 11, 2023 by the City of Heyburn. Opposing the change the beneficial use of water rights 36 4233, 36 7970, 36 8332, 36 8744, and 36 17185 to municipal use.

In the change authorized points of diversion of those five rights and municipal water rights 36 8550 and 36 8738.

The hearing's beginning Tuesday, July 9, 2024 at 10:15, at the Twin Falls County West Building in Twin Falls. The hearing will be conducted

1 in compliance with applicable provisions of chapters 2  
2 and 17 of the Title 42 Idaho code, chapter 52 of Title  
3 67 Idaho code, and the department's rules of  
4 procedure, ADAPA 37.01.01.

5 Participating in this hearing are  
6 representatives for the City of Heyburn. And I'll ask  
7 the city's representative to introduce the parties.

8 MR. BROMLEY: Chris Bromley, attorney,  
9 McHugh Bromley, on behalf of City of Heyburn. Then I  
10 have with me Dr. Charles Brockway, Brockway  
11 Engineering, as my only witness.

12 HEARINGS OFFICER: Okay. Prior to the  
13 hearing, the city has identified nine exhibits, one  
14 witness.

15 In addition to those exhibits, I'll  
16 take official notice of the department's file for the  
17 application Transfer Number 87938, past decisions,  
18 orders of the department, the department's water right  
19 records, specifically the records for water rights 36  
20 4233, 36 7970, 36 8332, 36 8550, 36 8738, 36 8744, 36  
21 17185.

22 I'll take official record of reports,  
23 measurements, (indecipherable) records in the  
24 department's files, (indecipherable) reports in the  
25 department files.



1           A.       I have a Bachelor of Science in civil  
2 engineering from the University of Idaho and a Doctor  
3 of Philosophy in civil -- civil and environmental  
4 engineering from the University of Iowa.

5           Q.       And how long have you been working as a  
6 professional?

7           A.       Thirty-one years.

8           Q.       And generally, what's your experience with  
9 water rights in the state of Idaho?

10          A.       Pretty extensive experience from -- from  
11 day one. Working on every aspect of water right  
12 administration, hydrologic analysis, hearings like  
13 this one, similar matters.

14          Q.       Have you testified before as an expert  
15 witness in the Department of Water Resources hearings?

16          A.       Yes.

17          Q.       Most recently, do you recall when you last  
18 testified as an expert?

19          A.       Most recently would be, I believe, the --  
20 the hearing last fall relative to the Big Wood ground  
21 water moratorium matter.

22          Q.       And were you qualified as an expert there?

23          A.       Yes.

24          Q.       Okay.

25                   MR. BROMLEY: Hearing Officer, I'd

1 move to introduce Dr. Brockway as an expert witness in  
2 all matters concerning water rights and for his  
3 testimony here today.

4 HEARINGS OFFICER: Okay.

5 Q. (BY MR. BROMLEY) Dr. Brockway, are you  
6 here today to provide expert opinions as to the  
7 transfer we're discussing?

8 A. Yes.

9 MR. BROMLEY: Okay. I'm going to -- I  
10 realize that a lot of these documents are already in  
11 the record. However, just for ease of reference, if  
12 you could mark this as Exhibit 1. This is the  
13 application for transfer.

14 HEARINGS OFFICER: (Inaudible.)

15 MR. BROMLEY: Which should also be in  
16 the file. Just again for ease of reference.

17 HEARINGS OFFICER: Thank you.

18 Q. (BY MR. BROMLEY) All right. I am handing  
19 you what's been marked as Exhibit 1. If you could  
20 identify this document and explain it to us, please.

21 A. This is the application for transfer that  
22 was submitted by our office to the Department of Water  
23 Resources for the -- the matter that we're here today  
24 discussing.

25 Q. Okay. And generally, Dr. Brockway, what

1 was the city trying to accomplish with this transfer?

2 A. It's relatively simple. The city had  
3 recently acquired some water rights known as the  
4 Wayside rights, and the purpose of the transfer was to  
5 incorporate those water rights and wells into the city  
6 system by converting the beneficial use of the rights  
7 to municipal use and simultaneously adding those new  
8 wells as points of diversion on the city's existing  
9 right and adding the Wayside wells as points of  
10 diversion -- excuse me -- adding the city's existing  
11 wells as points of diversion on the Wayside rights so  
12 that all rights would be incorporated into city's  
13 place of use with all points of diversion authorized  
14 on them.

15 Q. And what were the purposes of use  
16 associated with these rights the city had acquired?

17 A. There -- they were irrigation, domestic,  
18 and commercial.

19 Q. When I look at the last page of the  
20 transfer document and I see a map, if you could just  
21 turn there.

22 A. Yes.

23 Q. And this was prepared by -- by your office.  
24 So when we look at this map, which is the last page of  
25 Exhibit 1, if you could explain where these wells were

1 going to be. The -- the water rights that we were  
2 just talking about that the city had acquired and were  
3 trying to transfer, and just talk us through this map,  
4 where those wells are located. Generally just how the  
5 city system is set up, if you would.

6 A. The orange line on this map is the city's  
7 service area. The wells designated as wells number 2,  
8 3, and 4 are the city's -- I call -- I will call them  
9 the existing municipal wells prior to the transfer.

10 Wells number 5A, 5B, and the Joshnick  
11 well are the wells appertinent to the Wayside rights.  
12 And those are the rights that the city acquired and  
13 wishes to incorporate into the system.

14 Q. Okay. And so then if you go one page  
15 before that, we've got a -- another map that I see.  
16 It appears to me this is a zoomed-in look of -- of the  
17 -- I guess that would be the northeast corner that we  
18 were looking at in the prior map. Is that correct?

19 A. That's correct.

20 Q. Okay. So this is -- this is showing then  
21 what -- what was going on on the ground, the water  
22 then that was being used to supply these areas. Is  
23 that your understanding?

24 A. Correct.

25 Q. Okay. And I see there's a Fearless Farris

1 well and a Heyburn Estates well and a Wayside well and  
2 then that Joshnick well.

3 A. Yes.

4 Q. And those then correspond with -- on the --  
5 on the prior map that we were looking at on the last  
6 page as wells 5A, 5B, and Joshnick?

7 A. Yes. With the exception of the Fearless  
8 Farris well.

9 Q. Okay. And is that no longer being used?

10 A. That's my understanding. Yeah.

11 Q. Thank you. All right. So the city then  
12 files this application for transfer. And I'm going to  
13 hand you what's been marked as Exhibit 3.

14 MR. BROMLEY: Or I will ask for it to  
15 be marked as Exhibit 3.

16 HEARINGS OFFICER: Thank you.

17 Q. (BY MR. BROMLEY) And quickly, before we  
18 talk about Exhibit 3, just going back to the Exhibit 1  
19 and when this transfer was filed. Was it your opinion  
20 that the transfer as file was approvable without  
21 injury, without enlargements to other water rights?

22 A. Yes.

23 Q. And why was that?

24 A. Historically, these -- the water diverted  
25 into the Wayside rights was diverted from the same

1 aquifer from which the existing city wells divert, and  
2 that water was discharged to the city waste water  
3 system just as all the other city water, collected and  
4 conveyed to the waste water treatment plant, treated  
5 along with all the other water and discharged to the  
6 Snake River.

7 So we felt that by incorporating these  
8 rights, nothing was going to change, and we didn't see  
9 how that would be an enlargement or an injury.

10 Q. Okay. Thank you. So then you have in  
11 front of you what's been marked as Exhibit 3. What's  
12 this document?

13 A. This is the approved transfer.

14 Q. And what -- what happened in the approved  
15 transfer?

16 A. So the department disagreed with our  
17 analysis and said that, as I understand it, because  
18 the use was being changed to municipal, none of the  
19 domestic use volumes could be allowed to be  
20 transferred. So the department reduced all of those  
21 volumes to zero.

22 They maintained the commercial volume of, I  
23 believe, .9 acre feet, because it was initially  
24 determined that that use, the commercial use, could be  
25 a hundred percent consumptive and therefore

1 transferable.

2 So the result was that those volumes that I  
3 mentioned were zeroed out and the approved volume was  
4 about half what was applied for.

5 Q. Okay. And when I look at Exhibit 3, toward  
6 the back -- and you just explained your just shorthand  
7 as to what happened with volumes being reduced, some  
8 being zeroed out -- I see a memo on page 23, which is  
9 five pages from the back, dated January 15, 2024, from  
10 Cory Skinner to the file.

11 Are you -- are you there?

12 A. Yes. I see it.

13 Q. Okay. Have you seen this memo before?

14 A. Yes.

15 Q. And who's Cory Skinner?

16 A. He is the regional manager of the department  
17 of water resources southern region.

18 Q. Okay. When I look at the first page of  
19 this memo, the -- the last line there, it says, injury  
20 to other water rights. Do you see that?

21 A. Yes.

22 Q. And what was Mr. Skinner's opinion?

23 A. None anticipated.

24 Q. Okay. Then I go to the next page, and  
25 there is a paragraph explaining enlargement of use.

1           If you could read that paragraph into the  
2 record, and then let's talk about it.

3           A.     The applicant proposed allowing more volume  
4 through the change in nature of use than what will  
5 ultimately be approved. A meeting was held between  
6 me, IDWR administration, and IDWR eastern and western  
7 regional managers.

8           During this meeting, it was decided that  
9 IDWR cannot allow volume credit in a conversion from  
10 in-house domestic use to municipal use. See Transfer  
11 Number 82259, approved in 2018. However, credit for  
12 diversion rights for in-house use could be allowed.

13           Accounting for this, the following allowed  
14 rate and volumes for the rights will be approved.

15           Q.     Okay. And then as we scroll through the  
16 rest of this memo, it then is an explanation, as I  
17 understand it, of how the volumes are being reduced.  
18 Is that correct?

19           A.     Yes. That's right.

20           Q.     Okay. So Mr. Skinner then explains a  
21 policy for reducing volumes. Was this policy based on  
22 fact or was this policy based on just merely policy?

23           A.     In my opinion, it's just merely policy.

24           Q.     Okay. And we will come back to this memo  
25 later on, but for right now, let's -- let's move

1 forward.

2 Is it your understanding then, Dr.  
3 Brockway, that after this preliminary order was issued  
4 ap -- we'll say in quotes approving the transfer,  
5 however reducing volumes, that the city then  
6 petitioned for reconsideration?

7 A. Yes.

8 Q. Okay. And that was also supported, if you  
9 recall, by a declaration of Tony Morley?

10 A. Yes.

11 MR. BROMLEY: Those documents, Mr.  
12 Hearing Officer, are already in the record. I -- I do  
13 have them marked -- you know, what I would ask to be  
14 marked as Exhibits 4 and Exhibits 5. Again, just for  
15 ease of reference.

16 So petition to reconsideration, mark  
17 that as Exhibit 4. And then the declaration of Tony  
18 Morley will be Exhibit 5.

19 HEARINGS OFFICER: Thank you.

20 Q. (BY MR. BROMLEY) Add that to your pile,  
21 but I don't think we're going to talk about it.

22 A. Okay.

23 Q. All right. So I am going to then ask you,  
24 Dr. Brockway, to look at what I've got as Exhibit 6,  
25 and will be marked as such. And this is the

1 preliminary order.

2 MR. BROMLEY: Again, another document  
3 that's in the record, but just for ease of reference.  
4 Thank you.

5 Q. (BY MR. BROMLEY) Okay. What is this  
6 document?

7 A. This is a preliminary order granting the  
8 petition for reconsideration and amending the transfer  
9 approval.

10 Q. Okay. And generally, what happened then  
11 with the preliminary order?

12 A. So as I understand it, the department  
13 reviewed the record, decided that insufficient  
14 evidence was provided for the historic consumptive use  
15 at the Wayside area, including the commercial use from  
16 one of the Wayside wells, and further reduced the  
17 annual volume by .9 acre feet. Thereby disallowing  
18 all of the domestic and commercial volume.

19 Q. Okay. So again, the transfer was I'll say  
20 approved in quotes, but this iteration of the approval  
21 actually reduced the volumes from the first approval,  
22 correct?

23 A. Correct.

24 Q. Okay. Let's look then at conclusion of law  
25 paragraph 7, which is on page 3 of the preliminary

1 order. And if you could please read paragraph 7 into  
2 the language -- into the record.

3 A. The applicant's transfer and petition did  
4 not include evidence confirming the historic  
5 consumptive use wat -- excuse me -- consumptive water  
6 use in the Wayside Cafe, Stinker Station, and in-house  
7 use. The domestic and commercial uses for rights 36  
8 4233, 36 7970, 36 8332, 36 8744, and 36 17185 prior to  
9 the transfer.

10 The department must limit the  
11 transferred volumes of these rights to ensure the  
12 proposed change to municipal use does not result in an  
13 enlargement in use of the water rights.

14 Q. Okay. Let's talk about that second  
15 sentence. We will come back to the first sentence  
16 when we talk about waste water later. But let's talk  
17 about that second sentence where it says, the  
18 department must limit the transferred volumes of these  
19 rights to ensure the proposed changes to municipal use  
20 does not result in enlargement in use of the water  
21 rights.

22 Is there anything in the preliminary order  
23 that you understand that explains this to ensure idea?  
24 Is there anything in this order that is factual in  
25 your belief?

1           A.     I -- well, I think there's some facts in  
2 here. But the -- the most important fact is -- is  
3 omitted, which is the before and after analysis to  
4 determine what the actual effect of the change is.

5           Q.     And what is that?

6           A.     The actual effect of the change is zero,  
7 because hydraulically and hydrologically, the water  
8 usage, distribution, collection, and return will be  
9 the same.

10          Q.     So is it your opinion then that no  
11 enlargement can occur in this transfer?

12          A.     Yes. That's my opinion. And we make -- we  
13 make Mr. Bromley come to a potential condition to  
14 substantiate that opinion.

15          Q.     So long as nothing changes, there would be  
16 no enlargement. Is that your opinion?

17          A.     That's a better way to state it.

18          Q.     Okay. Sometimes it takes me a couple  
19 bites.

20                   All right. I'm going to hand you what I  
21 will have marked as Exhibit 8. All right. What is  
22 Exhibit 8?

23          A.     This is a technical memorandum prepared by  
24 Greg Sullivan in our office and myself as the expert  
25 report in this matter.

1 Q. All right. So let's -- let's talk through  
2 this memo. It appears to me that you've got various  
3 tables, and you're explaining on page 1 what the water  
4 rights look like before the transfer.

5 Is that a fair statement?

6 A. Yes.

7 Q. Okay. Then I see below Table 1, you have  
8 some statements here. IDWR policy in general is to  
9 allow only the consumptive portion of a water right to  
10 be changed to municipal use -- usage. However, this  
11 policy cannot be properly implemented unless the  
12 actual hydrology of individual situations is analyzed.

13 Is that what you were just discussing with  
14 me in regards to the preliminary order with this to  
15 ensure language that we were looking at, that second  
16 sentence of -- in the conclusions of law?

17 A. Yes.

18 Q. Is this an idea that not all transfers are  
19 the same? Every transfer is different, and in order  
20 to evaluate it, it should be evaluated on a  
21 case-by-case basis rather than broad-brush strokes?

22 A. That's right. And I think that's  
23 particularly apropos in the case of municipal usage,  
24 because the usage of water and the treatment method  
25 and potential return flows can vary quite a bit

1 between cities. So it's very important to use actual  
2 science, actual hydrologic information, and evaluate  
3 things on a case-by-case basis.

4 Q. Okay. So then if I turn to page 2, the top  
5 two paragraphs on page 2, I see that you're evaluating  
6 the consumptive use for -- for irrigation. You're  
7 saying it was evaluated based on ET Idaho.

8 Is that how it's typically done with the  
9 department?

10 A. Yes, it is.

11 Q. Okay. And that's -- that's a scientific  
12 analysis, then, is that your understanding, of how to  
13 determine what's consumptive?

14 A. Yes.

15 Q. Okay. And then I see in the second  
16 sentence of that first paragraph that there's a -- an  
17 assumed value of what's consumptive. Is that your  
18 understanding of how the department looks at  
19 irrigation from the Burley station?

20 A. Yes.

21 Q. Okay. So that's a number 3.21 acre feet  
22 per acre.

23 A. Yes.

24 Q. Okay. So then that second paragraph, the  
25 domestic portion of the rights in Table 2, could you

1 explain how the department is -- or how you were  
2 viewing the domestic portion.

3 A. The domestic portion historically has been  
4 diverted from the aquifer used for primarily in-house  
5 purposes, which typically has negligible consumptive  
6 loss.

7 The -- the effluent from that use return to  
8 the city's municipal waste water system, as I  
9 discussed earlier, and then after the transfer would  
10 continue to be used in that same manner.

11 Then the same analysis goes for the  
12 commercial portion of those rights.

13 Q. That then, as we were discussing at the  
14 beginning when you believe there would be no injury or  
15 enlargement, that has to do with water is being pumped  
16 out of the eastern Snake plain aquifer and being  
17 routed through the city system and into the waste  
18 water treatment plant, ultimately then discharged to  
19 the Snake River so that it is -- in your words when I  
20 am looking back on page 1, this is then wholly  
21 consumptive to the aquifer since there is no return to  
22 ground water.

23 A. That is correct.

24 Q. Okay. And that in your mind is just  
25 hydrologic fact?

1           A.       Unless there's leakage from the pipes,  
2       which can occur, but is typically negligible, that is  
3       the case.

4           Q.       Okay.  If I look at page 3, at the top of  
5       page 3, you reference this longstanding internal  
6       policy of the department identifying stock water  
7       commercial and industrial use as a hundred percent  
8       consumptive.

9           A.       Yes.

10          Q.       How long have you been aware of this  
11       policy?

12          A.       I think this policy, not to speak for  
13       everybody in the department, appeared to me to have  
14       its genesis perhaps 25 years ago in the plethora of  
15       transfer applications to convert irrigation use to  
16       dairy use.

17                   Eventually, the department came to a policy  
18       that it was just going to assume that commercial use  
19       such as in a dairy was just a hundred percent  
20       consumptive, even if it wasn't.

21                   And we -- we, the science community, didn't  
22       like it then any more than we like it now, but that  
23       that was kind of the genesis of it, I think.

24                   And I'm sorry.  What was the question?

25          Q.       No.  I was just trying to understand, you

1 know, how long you've been aware of this -- this  
2 policy.

3 A. Oh, it's, yes, probably 25 years. But  
4 specifically for municipal, it's really come more to a  
5 head maybe in the past five to 10 years, I would say.

6 Q. And by that, what do you mean?

7 A. Well, up until that point, for example, the  
8 department would -- would approve new municipal  
9 applications for in-house use only, assuming it was  
10 essentially nonconsumptive, as an example.

11 The policy then seemed to morph into, nope,  
12 we have to assume that everything is a hundred percent  
13 consumptive, even if it isn't, because it could be,  
14 because a city or a subdivision might at some point in  
15 the future, for example, change its waste water  
16 disposal method to a more consumptive or a fully  
17 consumptive method.

18 And so my understanding was to guard  
19 against that, this assumption of full consumption was  
20 simply adopted as policy

21 Q. Okay. Thank you. So then I see in  
22 paragraph C on page 3 a discussion about the Cory  
23 Skinner memo that we went over. Is that correct?

24 A. Yes.

25 Q. Okay. And then when I turn to page 4, I

1 see another reference here in the third sentence in  
2 the first paragraph that the department determined  
3 that the applicant did not provide sufficient  
4 historical consumptive use analysis for the domestic  
5 and commercial uses.

6 We discussed that, correct?

7 A. Yes.

8 Q. All right. Let's then talk about paragraph  
9 D, which is what you say is the water balance reality.  
10 If you could just explain to me what your opinions are  
11 in paragraph D.

12 A. So this section describes a -- an example  
13 water balance, if you will, of this -- that describes  
14 the water use before and after this transfer.

15 Based on the best -- our best understanding  
16 of the actual hydrology of the historical and the  
17 future usage under those are five rights.

18 So it accounts for diversion from the  
19 aquifer, consumptive use from the overall water  
20 resource, the return to the aquifer, and the discharge  
21 from the Heyburn waste water system back to the Snake  
22 River.

23 It accounts for consumptive use from  
24 irrigation. It accounts, again, for the fact that the  
25 Wayside rights were fully consumptive to the aquifer

1 and will continue to be. It accounts return flows to  
2 the river.

3 And I guess the purpose of the exercise was  
4 just to demonstrate that this is an example of the  
5 science that we would expect the department would  
6 evaluate, perhaps do on their own, or ask consultants  
7 to do, and adhere to when determining injury or  
8 enlargement.

9 And in this case, it's so straightforward  
10 that it can be demonstrated that really nothing's  
11 going to change relative to aquifer depletion,  
12 consumptive use, or return flow.

13 That was the purpose of the exercise.

14 Q. Okay. And Table 5 then, is that a summary  
15 of what you conclude --

16 A. Yes.

17 Q. -- from a numbers standpoint.

18 And that's these are the volumes that you  
19 believe, in your expert opinion, should be approved?

20 A. Yes.

21 Q. So in summary, your opinions in Exhibit 8,  
22 what are those opinions?

23 A. Well, one overarching thing would be, and  
24 we've discussed it, is that every case is a little  
25 different. Some are very different than others. And

1 so it's very important that each case look -- be  
2 looked at from a hydrologic standpoint on a  
3 case-by-case basis considering the hydrologic facts of  
4 the case. So that's -- that's perhaps an overarching  
5 opinion.

6           You know, it's good to have policies. We  
7 need policies, but to -- it's -- it's not the best  
8 science to, you know, have presumptions and policies  
9 that override pretty clear scientific facts of the  
10 case. So that's -- that's definitely opinion that I  
11 have.

12           In the -- in the specific case that we're  
13 dealing with here, one opinion would be that this  
14 water usage is consumptive to the aquifer, there is no  
15 doubt about that, and will continue to be. That  
16 regardless of the historic consumptiveness of the  
17 Wayside rights, it will -- they will continue to be  
18 discharged into the waste water system and continue to  
19 be returned, absent some major change with the city's  
20 system.

21           And that if there is an enlargement  
22 concern, which, again, based on the hydrology, I don't  
23 think there is, but if there is, that can certainly be  
24 taken care of with -- with proper approval and  
25 conditioning of -- of the water right with -- with a

1 simple condition similar to many conditions that the  
2 department often approves.

3 So I guess the bottom line, Mr. Bromley, is  
4 I don't -- I don't see how there's any enlargement. I  
5 don't see how there's any additional depletion to the  
6 aquifer, any additional depletion to the Snake River  
7 before or after the change -- the transfer.

8 Q. Thank you. All right. Let's shift gears  
9 here and talk about waste water disposal.

10 So if we go back to Exhibit 6, which is the  
11 preliminary order.

12 A. All right.

13 Q. So paragraph 8 on page 3 is a recitation of  
14 the definition of consumptive use in Idaho Code  
15 42-202B sub 1. Do you see that?

16 A. Yes.

17 Q. Do you have any reason to agree or disagree  
18 with that definition?

19 A. No. I mean, it's a broad definition. The  
20 only caveat I would make is that it -- on a  
21 case-by-case basis, sometimes you have to look at  
22 different sources, and a use might be consumptive to  
23 one source and less consumptive or not consumptive to  
24 another source.

25 So other than that, yeah, that's a -- I

1 think it's a correct definition.

2 Q. Okay. I am going to have what we've  
3 identified as Exhibit 2 marked. And this is a -- some  
4 email discussion from James Cefalo to you and me and  
5 some other parties to a different City of Heyburn  
6 transfer.

7 And you've seen Exhibit 2 before?

8 A. Yes.

9 Q. Okay. And generally, what is Exhibit 2  
10 talking about?

11 A. Well, as you mentioned, it's a different  
12 application. But in general, it's talking about the  
13 City of Heyburn's water usage and how consumptive that  
14 usage may be.

15 Q. Okay. So if we look at the second page of  
16 this email, the paragraph above where it says, I look  
17 forward to our discussion, James, I see a line that  
18 starts with the word further. It's most of the way  
19 down in that paragraph.

20 A. Yes.

21 Q. Would you read that sentence and the next  
22 two sentences, please.

23 A. Further, the city's waste water flow for  
24 2013 suggests that the diversion volume reported for  
25 that year is not reliable. Most of the water pumped

1 by the city is not consumed and is discharged into a  
2 drain channel connected to the Snake River.

3 For example, in 2022, the city diverted  
4 513.7 acre feet and returned 510.5 acre feet to the  
5 drain channel through its waste water facility. The  
6 waste water plant returns the water to the reach of  
7 the Snake River most impacted by the pumping from the  
8 city's wells.

9 Based on the current ESPA model, over 40  
10 percent depletion impacts from the city's wells  
11 propagate to the newly (indecipherable) reach of the  
12 Snake River.

13 Q. All right. And who is Mr. Cefalo?

14 A. He is the regional manager for the  
15 Department of Water Resources eastern region.

16 Q. All right. And if I recall, in that memo  
17 from Mr. Skinner that was part of the original  
18 transfer approval, he said he had had a discussion  
19 with regional manage -- regional managers, including  
20 the eastern regional manager.

21 Do you recall that?

22 A. Yes.

23 Q. Okay. So that would be a discussion then  
24 also involving James Cefalo.

25 A. I believe so.

1 Q. All right. It would have to be. I'm not  
2 aware of any either eastern regional manager. Are  
3 you?

4 A. I'm not either.

5 Q. All right. Let's look then again at  
6 Exhibit 6, if you got that in front of you. That's  
7 the preliminary order.

8 A. Oh. Yes, I have it.

9 Q. And we had been talking about conclusion of  
10 law paragraph 7, if you recall that.

11 A. Yes.

12 Q. And there are two sentences in that  
13 conclusion of law paragraph 7. And we had talked  
14 about the second sentence of this to ensure idea.  
15 This was this policy idea.

16 So that first sentence, what does that say?

17 A. It says that the -- or it asserts that the  
18 transfer and petition did not include evidence  
19 confirming the historic consumptive water use for the  
20 Wayside uses.

21 Q. All right. Is it your understanding -- and  
22 if we need to look at the declaration of Tony Morley,  
23 we can do that. But is it your understanding that  
24 this Wayside area has historically been discharging  
25 into the city's waste water treatment plant?

1 A. Yes.

2 Q. Okay. So if we look at this paragraph 7  
3 that we were just discussing, and we think also about  
4 what the Cory Skinner memo said with his -- his  
5 meeting with the other regional managers, and then we  
6 look at this -- excuse me -- email from James Cefalo  
7 that we were just discussing where it believes that  
8 the city is nearly one hundred percent nonconsumptive,  
9 might that have been a reason that the department was  
10 not willing to transfer any volumes for the domestic  
11 and commercial uses?

12 A. It might have been.

13 Q. Okay. Let's look now at Exhibit 9, which  
14 is -- I will ask to be marked. This is the waste  
15 water treatment memo that now has a much nicer looking  
16 first page than it did before.

17 What is this document?

18 A. This is a memo prepared by Greg Sullivan of  
19 our office concerning current water usage and return  
20 flow data for the City of Heyburn.

21 Q. All right. So is it fair to say that this  
22 was prepared in order to address that sentence that we  
23 were looking at in paragraph 7 in the preliminary  
24 order, that the transfer and petition did not include  
25 evidence confirming historic consumptive use?

1 A. Yes.

2 Q. And is this another way of looking at the  
3 consumptive use question? The first way that -- that  
4 you discussed consumptive use was all pumping from the  
5 eastern Snake plain aquifer by the City of Heyburn is  
6 consumptive to the aquifer. Is that correct?

7 A. Correct.

8 Q. Okay. So this then would be an alternative  
9 way of looking at consumptive use that would address  
10 the -- the definition in Idaho Code 42-202B sub 1. Is  
11 that correct?

12 A. Yes. This -- this is a black box method,  
13 if you will, looking at the overall water resource.  
14 How much was pumped out of the water re -- overall  
15 water resource, and how much returned to the overall  
16 water resource, without regard to source.

17 Q. Okay. And what then is found in Exhibit 9?  
18 What did you all conclude, based on your analysis?

19 A. So this -- by way of background, this --  
20 this analysis involved data provided by the City of  
21 Heyburn for 2023. The data included monthly data for  
22 well pumping, waste water treatment plant discharge,  
23 and estimated inflow and infiltration into the waste  
24 water system, which is considerable, because there is  
25 very shallow ground water in the area and there's

1 considerable infiltration into the system.

2 And that has been estimated by the city's  
3 engineering firm that they hired in 2018 to complete  
4 the -- the facility plan. And that was JUB Engineers.

5 Doing the arithmetic. With all of that  
6 data, one can determine any inflow/outflow balance and  
7 thus determine the amount of water that is  
8 consumptively, i.e., does not return to the overall  
9 water resource.

10 So it was -- it was determined, based on  
11 that data, that the consumptive volume for 2023 was  
12 240 acre feet, which equated to 45 percent of the  
13 volume of the water pumped by the city's well field.

14 Q. Okay. And there's a narrative then of that  
15 on page 1. Is that correct?

16 A. Correct.

17 Q. And then tell me about page 2.

18 A. Page 2 is the monthly data that I just  
19 described. And the calculations at the bottom.

20 Q. Okay. And then what do we see on page 3?

21 A. Page 3 is a breakdown of the individual  
22 well pumping data by month. And that data is simply  
23 summarized on page 2.

24 Q. All right. So then the bottom line is in  
25 calendar year 2023, if I look in the table on page 2,

1 that of the total volume that was pumped, 45 percent  
2 of that volume was consumed, no longer returning to  
3 the waters of the state. Is that correct?

4 A. Or unaccounted for. Yes. So it no longer  
5 returned to the waters in the state.

6 Q. Okay. And again, this is an alternative  
7 way of -- of looking at the consumptive use question.  
8 Again, your first opinion was that all water pumped by  
9 the City of Heyburn from the eastern Snake plain  
10 aquifer does not return to the aquifer, correct?

11 A. Correct.

12 Q. This then is --

13 A. Less, again, as I mentioned, pipe leakage,  
14 which may occur.

15 Q. Correct. And this then is an alternative  
16 way of looking at the question, which is that of all  
17 of that water that's pumped, 45 percent of it is lost  
18 to the waters of the state, i.e., not returned to the  
19 Snake River.

20 A. Correct.

21 Q. Thank you. The last line of questioning  
22 that I have for you, Dr. Brockway, is that you've  
23 hinted in your testimony about conditioning. Based on  
24 your experience, do you typically see the department  
25 -- why does -- let me ask it this way.

1                   Why does the condition water right  
2                   approvals or transfer approvals?

3                   A.       Why do they do it?

4                   Q.       Correct.

5                   A.       Well, in my experience, it's -- it's most  
6                   frequently done to make sure that the department is  
7                   following the law and that those five criteria are  
8                   met. So they may condition a right to prevent  
9                   enlargement, to restrict a volume, for example, to  
10                  prevent that, or they may condition it in such a way  
11                  that they believe will prevent injury to another water  
12                  right holder.

13                  I would say those are the two prime  
14                  reasons.

15                  Q.       Okay. And a condition, in your experience,  
16                  is it -- sometimes it directs the department to do  
17                  something to collect data. Other times it directs the  
18                  right holder to use the right in a particular way. Is  
19                  that fair?

20                  A.       I'm not sure I have seen one that directs  
21                  the department to collect data. Or maybe I  
22                  misunderstood the question.

23                  Q.       No. That's actually how I asked it.

24                  A.       Okay.

25                  Q.       So it would direct the department to

1 collect data from a -- from a water right holder who's  
2 supposed to also be collecting data.

3 A. To -- to require the applicant to --

4 Q. Uh-huh.

5 A. -- submit data to the department. Yes.

6 Q. Okay.

7 A. Yeah.

8 Q. Your opinion when we've -- the City of  
9 Heyburn filed this application for transfers, there  
10 was no injury and no enlargement, correct?

11 A. Correct.

12 Q. Based on -- on your testimony then and what  
13 we've been discussing today, do you think an approval  
14 here could be conditioned in a way to ensure that the  
15 City of Heyburn doesn't change its practices to become  
16 more consumptive with the water that's at issue in  
17 this transfer?

18 A. Yes.

19 MR. BROMLEY: All right. I'm going to  
20 ask for this to be marked as Exhibit 10.

21 Q. (BY MR. BROMLEY) Okay. Dr. Brockway, what  
22 is Exhibit 10?

23 A. There is a possible condition that would  
24 place a requirement on the city to ensure that there  
25 is -- if there -- if there was a concern about

1 enlargement, that there would definitely be no  
2 enlargement or no change in use that could lead to  
3 enlargement under these rights in question.

4 So it would require that the commercial and  
5 the domestic volumes that have historically been  
6 diverted and will continue to be diverted under these  
7 water rights, which -- which amount to 40.3 acre feet  
8 per year, shall continue to be discharged and returned  
9 by the city to the Snake River via the treatment  
10 plant.

11 So if -- if some extreme scenario were to  
12 happen where the city radically changed its treatment  
13 process so that it became more consumptive or maybe  
14 fully consumptive -- it's difficult to envision any  
15 scenario where that might happen, but let's -- let's  
16 hypothesize.

17 In that case, the city would still be  
18 obligated to return 40.3 acre feet to the river so  
19 that nothing would change hydrologically under the --  
20 relative to the before and after usage for the Wayside  
21 water rights.

22 And as I have mentioned before, it is  
23 important to look at consumptive use and do the water  
24 balance as we've done, but this case is so  
25 straightforward that at the end of the day it doesn't

1 really matter how historically consumptive the water  
2 rights were, because whatever it was, they are going  
3 to continue to be that and this condition is a way to  
4 ensure that under the worst case scenario, there is no  
5 possible way for enlargement to occur.

6 Q. The type of -- of data that would be  
7 gathered in this annual report that's referenced, is  
8 -- is that the kind of data that the city already  
9 keeps?

10 A. Yes.

11 Q. And I believe I've understood that this is  
12 the kind of data that the city's already submitting to  
13 DEQ.

14 A. That is correct. They -- they have a -- a  
15 discharge permit, and they're -- they are regulated by  
16 DEQ and they are required to measure and report. It's  
17 called a discharge monitoring report, or DMR. A very  
18 detailed report on the amount and quality of water  
19 that they're returning to the river.

20 Q. Do you work with clients in the DEQ field?

21 A. Yes.

22 Q. Are there consequences to water users if  
23 they don't comply with DEQ requirements?

24 A. Yes.

25 Q. Do you know what any of those might be?

1           A.       Well, as a broad brush, there's a --  
2       there's a wide range, but up to and including fines or  
3       even criminal charges.

4           Q.       So if the city is required to submit this  
5       kind of data to DEQ, with the threat of consequences  
6       and penalties, do you think it's reasonable to assume  
7       then that the city would be able to provide that data  
8       to the Department of Water Resources?

9           A.       Yes.

10          Q.       How many water right conditions have you  
11       looked at over the course of your career?

12          A.       Hundreds.

13          Q.       When you read a condition, are you able to  
14       gather a sense of whether it's demonstrable or not?

15          A.       Yes. I think so.

16          Q.       All right. Is this kind of condition  
17       administrable?

18          A.       In my opinion, very much so. This is just  
19       about as simple as they come.

20          Q.       Okay. I have no further questions. Thank  
21       you very much, Dr. Brockway.

22          A.       Thank you.

23                   HEARINGS OFFICER: I have a couple of  
24       questions before we conclude.

25                   Earlier in your testimony, you were

1 speaking about the systems involved with the Wayside  
2 wells and the city wells and talking about how the  
3 system's not going to be changed. Are the -- the  
4 question was, are the Wayside wells, they currently  
5 connected to this -- a distribution system where water  
6 diverted from those wells could serve the rest of the  
7 -- or the entire service area of the city?

8 DR. BROCKWAY: I do not believe so.

9 HEARINGS OFFICER: So the -- the water  
10 that's diverted under the water that's before the  
11 transfer is separate from the city system currently  
12 discharged to the treatment facility?

13 DR. BROCKWAY: The Wayside wells draw  
14 from the same aquifer, but piping wise there is not a  
15 physical connection.

16 MR. BROMLEY: It's planned.

17 DR. BROCKWAY: Yeah.

18 HEARINGS OFFICER: Okay. I was  
19 quickly scanning the -- that answers that question.

20 So the condition proposed in Exhibit  
21 10, just for clarification, it lists an amount of 40.3  
22 acre feet being discharged to the city -- or  
23 discharged by the City of Heyburn.

24 That volume is the number-to-acre feet  
25 that's calculated to be currently discharged. That's

1 right?

2 DR. BROCKWAY: From the -- from the  
3 domestic and commercial --

4 HEARINGS OFFICER: Okay.

5 DR. BROCKWAY: -- portions.

6 HEARINGS OFFICER: That's the number  
7 that's the portion of the water rights involved in the  
8 transfer. The nonmunicipal water, that's their  
9 portion that the city discharges.

10 DR. BROCKWAY: Correct.

11 HEARINGS OFFICER: Okay. I think the  
12 last question I had. You were asked about the  
13 definition of consumptive (inaudible) go to 42202B.

14 DR. BROCKWAY: Right.

15 HEARINGS OFFICER: And you said that  
16 you thought it was worth -- or that the department  
17 should consider a source. Are you looking at historic  
18 consumptive volume?

19 DR. BROCKWAY: I do think that  
20 considering the potential for different sources  
21 involved is an important part of the hydrologic  
22 analysis. And there are -- there are cases where  
23 that's really not a relevant factor, that there maybe  
24 is only one source involved. So it -- so it -- that  
25 factor would not play in.

1 HEARINGS OFFICER: Okay. In your --  
2 your experience working with water rights, water right  
3 transfers, are you familiar with a time when the  
4 department has considered different sources  
5 considering consumptive volume?

6 DR. BROCKWAY: Boy, that's a difficult  
7 one to answer. I -- I can't think of any at the  
8 moment.

9 There's -- there's a pending  
10 application that the City of Twin Falls has for a  
11 diversion from a spring source on the north side of  
12 the Snake River, to be returned to the river via the  
13 city's treatment plant. And I know that the source  
14 issue has come up among other issues in that  
15 application, but there's been no disposition of that  
16 yet.

17 So in my experience, Mr. Hearing  
18 Officer, it doesn't come up a lot, because just the  
19 nature of things. Usually we're dealing with one  
20 source. So...

21 HEARINGS OFFICER: Okay. I think --  
22 I'm just checking my notes. I think the questions I  
23 had written down ahead of time were answered.

24 You mentioned that the -- what was the  
25 name -- Fearless Farris smell -- well that's marked in

1 the maps, in the application, you mentioned that that  
2 is no longer in use.

3 DR. BROCKWAY: That's my  
4 understanding. Or -- or will no longer be used.

5 HEARINGS OFFICER: Okay. Is that the  
6 well that had in the past been used for the gas  
7 station and the -- as the conventional use?

8 DR. BROCKWAY: I believe so.

9 HEARING OFFICER: Okay. I think those  
10 were all the questions I had. If you had any  
11 follow-up.

12 MR. BROMLEY: I don't. If we could  
13 have five minutes.

14 HEARINGS OFFICER: Yeah.

15 MR. BROMLEY: And just go off the  
16 record for five minutes and come back.

17 HEARINGS OFFICER: Sure.

18 (Recess taken.)

19 HEARINGS OFFICER: Okay. We are back  
20 on the record for the City of Heyburn's transfer,  
21 87938. It's now 11:26, and we are doing some  
22 follow-up questions.

23 MR. BROMLEY: Just one follow-up,  
24 Hearing Officer, on the first question that you'd  
25 asked, which was the interconnection of the Wayside

1 wells to the city's drinking water system.

2

3

FURTHER EXAMINATION

4 BY MR. BROMLEY:

5

6 Q. So, Dr. Brockway, Exhibit 5 is a  
7 declaration of Tony Morley. I had handed that to you  
8 at one point.

8

A. Yes. I have it.

9

10

11

12

13

Q. The -- the first page there, paragraph 4,  
Mr. Morley explains that the -- that the waste water  
system at Wayside has been connected to the city's  
waste water treatment plant since approximately July  
6, 1982. Do you see that?

14

A. Yes.

15

16

17

18

Q. Okay. And is -- I think it was generally  
your understanding that this area has long been  
connected on the waste water side to the city's waste  
water treatment plant. Is that correct?

19

A. Correct.

20

21

22

23

Q. So then my understanding was that the  
hearing officer was asking questions about the -- the  
potable side, the drinking water side of the supply  
side pipes.

24

Was that your understanding?

25

A. Yes.

1 Q. Okay. So the waste water side has been  
2 connected to the treatment plant since 1982. And then  
3 what is your understanding about this area on the  
4 drinking water side, when it will be interconnected  
5 with the city system?

6 A. My understanding is that the drinking water  
7 system is not currently connected, but it's in the  
8 service area. And, and based on the city's planning  
9 documents and communications with engineering staff,  
10 that within roughly three years, the plan is to  
11 connect the Wayside area to the rest of the city  
12 drinking water system.

13 Q. Okay. Thank you.

14 A. Yes.

15 MR. BROMLEY: I don't have any further  
16 follow-up, Hearing Officer, unless you have any  
17 follow-up of Dr. Brockway.

18 HEARINGS OFFICER: One related  
19 question.

20 Exhibit 1 is the application for  
21 transfer submitted, and on page 2 there's a section A,  
22 purpose of transfer. Do you see that section?

23 This is the section where the  
24 applicant can mark what the intension is and the  
25 application has a check box for the change in place of

1 use.

2 DR. BROCKWAY: Yes.

3 HEARING OFFICER: Is it your  
4 understanding that besides the nature of use change  
5 and the proposed changes to the points of diversion,  
6 the place of use of the Wayside wells is also a  
7 proposed change to the service area that -- the city's  
8 service area?

9 DR. BROCKWAY: Yes.

10 HEARINGS OFFICER: And that's  
11 represented by the map? The map on the last page of  
12 the application?

13 DR. BROCKWAY: Yes.

14 HEARINGS OFFICER: Okay. Thank you.

15 DR. BROCKWAY: Thank you.

16 MR. BROMLEY: Okay. Just a  
17 housekeeping matter. We'd move to admit the exhibits  
18 that we discussed, which would be Exhibit 1, Exhibit  
19 2, Exhibit 3, Exhibit 4, Exhibit 5, Exhibit 6, Exhibit  
20 8, Exhibit 9, and Exhibit 10. That was everything I  
21 had that I'd introduced.

22 Exhibit 7, which I did not introduce,  
23 again, is part of the record. It was just our request  
24 for hearing. I didn't see a need to introduce it  
25 since we weren't going to discuss it.

1 HEARING OFFICER: Okay. Exhibits  
2 offered and accepted.

3 (Exhibit Numbers 1 through 6 and  
4 Exhibits 8 through 10 are admitted  
5 into evidence.)

6 MR. BROMLEY: I think all of the  
7 marked ones are over on your table. Just make sure to  
8 give those back.

9 HEARINGS OFFICER: Okay.

10 DR. BROCKWAY: Put them over here so I  
11 don't run off with them.

12 HEARINGS OFFICER: Then if there's  
13 nothing else, that's all we need to discuss on the  
14 record. The hearing is now concluded. The record is  
15 closed.

16 And I will issue an order on this  
17 matter in 90 days (indecipherable).

18 (Proceedings concluded.)

19 (END OF TRANSCRIPTION)

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TRANSCRIPTION CERTIFICATE

I, CHERYL J. HAMMER, the undersigned  
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That the foregoing transcript was  
transcribed under my direction; that the transcript is  
true and accurate to the best of my knowledge and  
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event of the cause.

WITNESS MY HAND this 23rd day of November  
2025.



CHERYL J. HAMMER, RPR  
Certified Court Reporter  
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[1 - acquired]

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[keeps - municipal]

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