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IN THE OFFICE OF THE STATE ENGINEER OF THE STATE OF NEVADA 2017 SEP -5 PM 4: 37

STATE ENGINEERS OFFICE

IN THE MATTER OF APPLICATIONS 53987 **THROUGH** 53992, INCLUSIVE. APPLICATIONS 54003 THROUGH 54021, INCLUSIVE, FILED TO APPROPRIATE THE UNDERGROUND **WATERS** VALLEY, DELAMAR VALLEY, DRY LAKE VALLEY, AND **SPRING** VALLEY (HYDROGRAPHIC BASINS 180, 181, 182 AND 184), LINCOLN COUNTY AND WHITE PINE COUNTY, NEVADA.

REPLY IN **SNWA SUPPORT MOTION** LIMINE SNWA'S IN **EXCLUDE EXHIBITS** GBWN/WPC 281, GBWN/WPC 282, GBWN/WPC 290, **GBWN/WPC** 292, OR **PARTS** THEREOF, AND RELATED **TESTIMONY**

The Southern Nevada Water Authority ("SNWA") hereby replies to the Response To SNWA's Motion In Limine To Exclude Exhibits GBWN/WPC 281, GBWN/WPC 282, GBWN/WPC 290, GBWN/WPC 292, Or Parts Thereof, And Related Testimony ("Response") filed by White Pine County ("WPC") and the Great Basin Water Network, et al. ("GBWN"). This Reply is based on the pleadings and papers currently on file with the State Engineer in this case, including SNWA's Motion In Limine To Exclude Exhibits GBWN/WPC 281, GBWN/WPC 282, GBWN/WPC 290, GBWN/WPC 292, Or Parts Thereof, And Related Testimony ("Motion") which is incorporated herein by reference.

INTRODUCTION

WPC and GBWN's completely exaggerates the District Court's remand order in an effort to reopen and re-litigate the entire 2011 State Engineer proceedings in spite of the District Court's limited remand instructions and the Hearing Officer's prior orders. WPC and GBWN repeatedly mischaracterize the District Court's findings and conclusions and misinterpret the State Engineer's orders and regulations related to the nature of the remand hearing and the admissibility of evidence. The District Court did not, as WPC and GBWN assert, reverse and remand. The District Court remanded only, for four specific reasons, and left the approval of SNWA's applications intact.

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SE 'S EXHIBITS 156

There are two simple facts that all of the aspersions and insinuations made by WPC and GBWN in the Response cannot hide: (1) with one small exception, Dr. Myers' report, and the supporting materials thereto, completely fail to address the District Court's specific and limited remand instructions, and (2) Dr. Myers offers opinions and conclusions that he is not qualified to render, based on WPC and GBWN's own expert disclosures. These two facts render the majority of Dr. Myers' report, and the supporting materials thereto, inadmissible.

ARGUMENT

I. WPC and GBWN's Mischaracterizations and Misinterpretations.

A. The Remand Order

The District Court's Remand Order was specific and limited to four issues. The Remand Order also specifically stated that the District Court was not disturbing the findings and conclusions of the State Engineer with respect to any factual issues not specifically identified in the four remand instructions.¹

Several times throughout the Response WPC and GBWN allege that the District Court found that "the State Engineer's findings related to availability of water, conflicts with existing rights, the public interest, and the environmental soundness criteria in Rulings 6164 through 6167 were unsupported by substantial evidence and were arbitrary and capricious." This statement is totally untrue and WPC and GBWN provide no direct quote from the District Court's Remand Order to support their overly expansive interpretation. In reality, when read in context, the District Court's Remand Order is far from a blanket rejection of the State Engineer's rulings but is instead a limited reversal of certain technical aspects of those rulings.

First, nowhere in the Remand Order does the District Court find that SNWA's pumping will conflict with existing rights. The only finding the Court found arbitrary and capricious was the State Engineer's approval of a 3M Plan because the Court concluded it lacked objective standards and

¹ December 10, 2013, Decision, White Pine County v. Jason King, P.E., Seventh Judicial District Court of Nevada Case No. CV1204049 ("Remand Order") at 23.

Response at 1-2; See also Response at 6, 9, 16, and 22.

triggers for managing and mitigating any impacts that might arise. As noted by the Court "[n]ot knowing where or how bad an impact is, is not the same thing as defining what [constitutes] an adverse impact." Accordingly, the District Court instructed the State Engineer on remand to consider changes to the 3M Plan to "define standards, thresholds or triggers" that can be used to assure unreasonable impacts do not occur, and if they do, identify what will be done to mitigate them. This is a limited ruling that does not sanction re-opening already-decided issues related to availability of water, conflicts, public interest, or environmental soundness.

Second, the District Court's instruction to recalculate the appropriations from the project basins has little to do with the issues raised by Dr. Myers in his report. With respect to Cave, Dry Lake, and Delamar Valleys, the Court was concerned that, because the valleys are part of a larger flow system, the approved appropriations would result in a situation where "the same water has been awarded twice, once in the upper basins, and again in the lower basins." The Court found that there was not enough information in the record to make such a determination. All the Court requested on remand was for the State Engineer to provide an accounting of the appropriations in the White River Flow System valleys on a flow system basis rather than as individual basins. The Court did not disturb the State Engineer's findings with respect to the calculation of the individual perennial yields assigned to each of the individual basins. Nor did the Court's remand instruction require the State Engineer to reopen previously decided issues related to conflicts, the environmental soundness of SNWA's proposed project, or the public interest.

Likewise, with respect to Spring Valley, the Court did not disturb the State Engineer's findings related to the calculation of the perennial yield of the basin or the amount of water being discharged via evapotranspiration ("ET"). Quite the contrary, the Court relied upon those quantifications when analyzing whether project pumping would fully capture ET.⁶ The Court's primary concern was that if project pumping does not fully capture ET, more water will be discharging from the basin than is

Remand Order at 16.

⁴ Remand Order at 23.

Remand Order at 19.

⁶ See Remand Order at 9-10.

recharged on an annual basis.⁷ Accordingly, the Court instructed the State Engineer to recalculate the amount of water awarded to SNWA so that "the amended award has *some prospect* of reaching equilibrium in the reservoir." The Court's statement that Ruling 6164 was "not in the public interest" was limited to the Court's concern about whether the Spring Valley basin would reach a new equilibrium within a reasonable time and was not an invitation to re-open a general inquiry into whether the proposed project, as a whole, serves the public interest.⁹

WPC and GBWN's repeated mischaracterization of the findings made by the District Court should not obscure what the District Court actually did – remand the case to the State Engineer for a re-consideration of four specific and limited issues. The State Engineer has provided SNWA with less than a week of time during the hearing to present evidence related to the four remand instructions *and* to rebut any evidence submitted by the Protestants. This will only be possible if the Hearing Officer strictly enforces her previous determination that "[t]he scope of the remand hearing will be limited to the specific issues identified in the [Court's] Ruling, and only *new evidence* relating to *those* issues will be considered."

B. The State Engineer's Orders and Regulations

WPC and GBWN assert that "[t]he State Engineer's hearing regulations make clear that the paramount goal of a protest hearing is to create a fully developed record that contains all relevant evidence to support a sound decision." WPC and GBWN present a false dichotomy – limiting the evidence presented to only that which makes a fact at issue for the remand more or less probable does not mean that the record has been inappropriately truncated. Where, as here, an appellate court has remanded a case to the State Engineer with specific and limited remand instructions, it is an abuse of discretion for the State Engineer to exceed the limited review that the appellate court ordered the State

⁷ Remand Order at 11. For this to occur the actual pumping of water from SNWA's project combined with the actual pumping of all other water rights and any uncaptured ET discharge in Spring Valley would have to exceed 84,100 afa.

⁸ Remand Order at 13 (emphasis added).

⁹ SNWA reserves its right on any future appeal to argue that ET capture is not a reason to limit a water appropriation. For purposes of this Reply, SNWA respects the decision of the District Court at the trial court level and understands that the District Court's interpretation of Nevada water law with respect to ET Capture and basin equilibrium has not been confirmed on appeal.

¹⁰ October 3, 2016, Interim Order on Pre-Hearing Scheduling at 3.

¹¹ Response at 4 (citing NAC 522.180).

Engineer to perform.¹² Moreover, the issue is not whether the State Engineer will be "confused" by the irrelevant evidence, like a jury may be. The issue is simply balancing the limited time allotted for the remand hearing without repeating information that is already contained in the 2011 hearing record, while at the same time providing the State Engineer with evidence that will be most helpful in complying with the remand instructions. There is no need to waste time developing foundational information during the hearing for evidence that the State Engineer can exclude now, before the hearing begins. Contrary to WPC and GBWN's characterization, NAC 533.260 allows the State Engineer to "refuse to consider" the evidence by issuing a pre-hearing ruling on exclusion.

In addition, NAC 533.260 makes clear that evidence offered at a hearing before the State Engineer "must be relevant to the subject matter of the proceeding." Evidence is only relevant if it has a tendency to make a fact "that is of consequence to the determination" of the issue before the tribunal "more or less probable than it would be without the evidence." Here, the subject matter of the proceeding is limited to addressing the four remand instructions provided by the District Court. WPC and GBWN concede in their Response that the evidence SNWA seeks to exclude is only "arguably relevant evidence." WPC and GBWN's argument that the evidence is relevant is premised solely on their misinterpretation of the District Court's Remand Order as discussed above. Given the small amount of time allotted for the remand hearing there is no time for evidence that is only "arguably relevant" especially where such evidence is also barred by the law of the case doctrine.

The State Engineer has repeatedly warned the parties that the scope of the remand hearing will be limited to consideration of "new evidence" concerning the four remand instructions.¹⁷ In their Response, WPC and GBWN admit that "what Dr. Myers did in his initial report was *reexamine the evidentiary record*" in this case.¹⁸ A reexamination of the already existing evidentiary record does not

¹² See State Engineer v. Curtis Park Manor Water Users Ass'n, 101 Nev. 30, 32, 692 P.2d 495, 497 (1985) ("In failing to perform the limited review we ordered it to perform, the district court abused its discretion.")

¹³ NAC 533 360 (complexes added)

¹³ NAC 533.260 (emphasis added).

²⁵ NRS 48.015.

¹⁵ Response at 4.

¹⁶ Response at 4.

October 3, 2016, Interim Order on Pre-Hearing Scheduling at 3; *See also* Transcript of Proceedings, September 17, 2016 Pre-Hearing Conference at 70:24 - 71:6; November 28, 2016, Notice of Hearing and Interim Order at 1.

¹⁸ Response at 14 (emphasis added).

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constitute new evidence concerning the four remand instructions. The State Engineer may reexamine the existing evidentiary record without considering the duplicative information in Dr. Myers' report. However, nowhere in the District Court's Remand Order does the Court direct the State Engineer to re-open the entire evidentiary record for reexamination. Accordingly, WPC and GBWN's arguments are without merit.

The Doctrine of the Law of the Case is Applicable to the Remand Hearing. II.

WPC and GBWN incorrectly allege that "Judge Estes' Decision did, in fact, disturb the findings SNWA now claims still stand as the 'law of the case.'" In reality, The State Engineer made a host of factual findings and legal conclusions in Rulings 6164-6167. The District Court's Remand Order only addressed the four relatively limited issues noted above. By not expressly reversing them. all of the other findings and legal conclusions of the State Engineer were expressly upheld by the District Court. Those findings and legal conclusion now constitute the "law of the case" on remand. Accordingly, they are now outside the scope of the State Engineer's jurisdiction on remand and reopening any of them would be improper.

WPC and GBWN contend that the law of the case doctrine is inapplicable because the previous findings of fact made by the State Engineer are not "the sort of legal rule or construction of law that the 'law of the case' doctrine applies to."20 However, when an appellate court upholds a factual determination of the State Engineer, the appellate court is making a legal determination that substantial evidence supported the State Engineer's determination.²¹ This is a legal conclusion that becomes the law of the case on remand. Accordingly, the State Engineer's previous findings of fact with respect to perennial yield, interbasin flow, conflicts, and the reliability of the groundwater model presented by SNWA and relied upon by the State Engineer cannot now be disturbed on remand.

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¹⁹ Response at 12. 26

²⁰ Response at 13.

²¹ See Bacher v. State Engineer, 122 Nev. 1110, 1121, 146 P.3d 793, 800 (2006) ("this court's review focuses on whether the record includes substantial evidence to support the State Engineer's decision.").

III. The Majority of Dr. Myers' Report is Outside the Scope of the Remand Order.

Nearly the entirety of Dr. Myers' initial report failed to follow the District Court's limited remand instructions and the State Engineer's explicit direction to provide only "new evidence" regarding the four remand instructions. Instead, Dr. Myers chose to reexamine the previous evidentiary record and recycle arguments that the State Engineer had already rejected. In fact, the only section of Dr. Myers' initial report than can be remotely considered relevant to these remand proceedings is the section entitled "Monitoring, Management and Mitigation Plans" found on pages 66 through 80. Topics included in Dr. Myers' report that are outside the scope of the remand proceedings are: (1) estimates of recharge and discharge, (2) projected drawdown and impacts in Spring Valley, (3) the reliability of the groundwater model, (4) an equilibrium analysis for the basins in the WRFS, and (5) calculations of interbasin flow.

A. Recharge and discharge estimates

In his report, Dr. Myers seeks to have the State Engineer re-determine the recharge estimates for Spring, Cave, Dry Lake, and Delamar Valleys. However, the findings the State Engineer made with respect to the recharge estimates were not overruled by the District Court and are irrelevant to these remand proceedings. Likewise, the State Engineer's previous determination regarding the perennial yield of the respective basins was also not overruled. The District Court's instructions to recalculate the water available for appropriation in these basins were not a directive to alter the State Engineer's determination of perennial yield. Instead, they were instructions for the State Engineer to review the portion of the previously established perennial yield that is available for SNWA to appropriate.

There is simply not enough time during the remand hearing to re-visit and re-calculate the State Engineer's previous determinations regarding basin recharge and perennial yield. In addition, these determinations were not disturbed by the District Court²² and are, therefore, the law of the case on

²² See Remand Order at 23 ("this Court will not disturb the findings of the State Engineer save those findings that are the subject of this Order.").

remand. Accordingly, the portions of Dr. Myers' initial report relating to these topics should be excluded from evidence and Dr. Myers should be precluded from testifying about them.

B. Projected drawdown and impacts in Spring Valley

At issue in the remand hearing is the District Court's instruction to recalculate SNWA's appropriation based on the basin reaching equilibrium within a reasonable period of time. Claims of impacts to existing rights and the public interest on the basis of model projections from a regional-scale model that is not designed to predict localized impacts provides nothing to help the State Engineer make the requested recalculation.²³ Rather, such claims serve to distract the State Engineer from the task at hand. The State Engineer has already reviewed these claims based on drawdown simulations and determined that a projected lowering of the water table of fifty feet or less is reasonable pursuant to NRS 534.110(4).²⁴ The State Engineer found that SNWA's "approach to the conflicts analysis is acceptable given the limitations in the model and the purpose of this analysis."²⁵ These findings were upheld by the District Court. The concern expressed by the District Court was not whether SNWA's pumping would result in an unreasonable drawdown of the static water level, but whether some prospect exists that project pumping would fully capture ET. Dr. Myers' report provides no new evidence with respect to this question.

Further, the District Court instructed the State Engineer on remand to consider changes to the 3M Plan to "define standards, thresholds or triggers" that can be used to determine whether unreasonable adverse impacts are occurring and identify what will be done to mitigate them. The State Engineer made undisturbed findings that the drawdown evidence did not constitute a conflict, in part because of the 3M Plan. The Court is not asking the State Engineer to reconsider whether project pumping will create conflicts with existing rights. Rather, the Court is directing the State Engineer to

²³ Pages 145-151 of Ruling 6164 provide an in-depth analysis of Dr. Myers' claims with respect to conflicts with existing rights. None of the findings made in this section of the Ruling were disturbed by the District Court, including the State Engineer's conclusion that "[a]fter considering both the Applicant's and Dr. Myers' models, the State Engineer finds that the Applicant's model is more comprehensive, better documented and peer-reviewed, and will carry more weight in impacts analyses."

²⁴ Ruling 6164 at 132 ("a drawdown of less than 50 feet over a 75-year period is generally reasonable.").

²⁵ Ruling 6164 at 132.

²⁶ Remand Order at 23.

ensure that the 3M Plan: (1) contains standards, triggers, or thresholds for identifying any unreasonable impacts to existing rights, and (2) provides specific mitigation measures that will be implemented.

Accordingly, the portions of Dr. Myers' report identified in SNWA's Motion which speculate on potential drawdowns or impacts should be excluded from evidence and Dr. Myers should be precluded from testifying on these matters at the upcoming hearing.

C. Reliability of the Groundwater Model

WPC and GBWN contend that "[a]lthough the State Engineer accepted SNWA's model structure, that acceptance was based on the simulations presented in 2011."²⁷ This claim ignores basic notions of model construction and use. Model simulations are conducted only after a conceptual model exists and a numerical model has been constructed, calibrated, and reviewed. Numerical model simulations and different project pumping scenarios do not affect the validity of the conceptual or numerical model structure.

Here, the State Engineer has already determined that "the Applicant's model provides a reliable tool to examine potential effects on the groundwater system." Not only did the District Court uphold this determination, it expressly relied on the validity of the model results in formulating the remand order. In addition, other protestant experts have also reviewed the model (and SNWA's recent updates to it) and acknowledged its validity. In fact, Dr. Myers stands alone among the experts in this case in his challenge of the validity of the CCRP model.

Given the near universal acceptance of the CCRP model as a tool for investigating regional-scale effects of pumping on the groundwater system, a debate regarding model construction will serve no relevant purpose during the upcoming hearings. Certainly if Dr. Myers desires to raise issues related to the specific updates SNWA made to the model in response to the District Court's Remand Order as documented in SNWA Exhibit 475, he is free to do so. However, since those updates do not

²⁷ Response at 19.

²⁸ Ruling 6164 at 128.

²⁹ Remand Order at 12-13.

³⁰ CPB Exhibit 25 at 10.

implicate the basic structure and construction of the model itself, Dr. Myers should be prohibited from presenting any testimony or evidence respecting the construction and structure of the CCRP model.

D. Equilibrium analysis in WRFS

There is no question that an equilibrium analysis for the basins in the White River Flow System ("WRFS") is outside the scope of the District Court's remand instructions. WPC and GBWN assert that such an analysis is warranted "because it is inextricably connected to consideration of what conflicts or impacts will occur in down gradient basins." However, this ignores that the District Court's concern with downgradient basins had nothing to do with whether the Cave, Dry Lake, and Delamar Valleys will reach equilibrium in response to project pumping. Instead, the concern of the District Court was whether "the same water has been awarded twice, once in the upper basins, and again in the lower basins." An equilibrium analysis does absolutely nothing to answer this accounting question. Accordingly, the portions of Dr. Myers' initial report identified in SNWA's Motion should be excluded from evidence and Dr. Myers should be prohibited from testifying about these issues.

E. Interbasin flow calculations

The State Engineer's determinations of the amount of interbasin flows in Spring Valley and the WRFS were upheld by the District Court.³³ Accordingly, those determinations are the law of the case and should not be disturbed on remand. Dr. Myers' discussion of interbasin flows is nothing more than an attempt to re-litigate issues that have already been decided. WPC and GBWN admit that the interbasin flow calculations contained in Dr. Myers' report were taken from the draft environmental impact statement that was in evidence during the 2011 hearings.³⁴ Accordingly, there is nothing in this section of Dr. Myers' report that is new evidence relating to the District Court's four remand

³¹ Response at 20.

³² Remand Order at 19.

³³ Pages 76-89 of Ruling 6164 provide an in-depth analysis of interbasin flows and specifically considers Dr. Meyers' contentions related thereto. None of the State Engineer's findings in this section of the Ruling were disturbed by the District Court.

³⁴ Response at 20.

instructions and this portion of the report should be excluded from evidence and Dr. Myers should be prohibited from testifying about these issues.

IV. <u>Unqualified Opinions and Conclusions of Dr. Myers.</u>

In his report, Dr. Myers offers opinions and conclusion on matters outside of his expert qualifications and credentials. These opinions and conclusions are, therefore, improper and should be excluded from evidence and Dr. Myers should be prohibited from testifying about these issues.

A. Quantification of water rights

Dr. Myers is not a water rights surveyor nor has he otherwise demonstrated qualifications related to the quantification of water rights and his testimony and evidence related to that issue should not be considered. WPC and GBWN admit that all Dr. Myers did to quantify water rights was to use the list of the number of stream and spring rights found on the State Engineer's web page. This is woefully inadequate and runs afoul of the State Engineer's explicit instructions to provide new evidence related to the four remand instructions. As he did in 2011, Dr. Myers appears to have again ignored the fact that the information provided on the web site can be easily misinterpreted as it is "derived by interpretations of paper records" and anyone conducting a proper water rights search should refer to the actual water rights records which "may differ from the information provided [on the web page]." During the 2011 hearing, the State Engineer, cognizant of this issue and based on Dr. Myers' own concession that he is not a water rights expert in Nevada, declined to rely upon Dr. Myers' attempt to quantify water rights. Dr. Myers qualifications, or lack thereof, in this regard have not changed.

WPC and GBWN contend that "[u]se of the State Engineer's own water rights data to support a hydrologic analysis does not require water rights surveying expertise." However, understanding and analyzing the data provided by the State Engineer does require specialized expertise that Dr.

³⁵ Response at 21.

³⁶ State of Nevada Division of Water Resources, Permit Search Legal Disclaimer, available at http://water.nv.gov/permitsearch.aspx.

³⁷ 2011 Hearing Transcript, Vol. 19 at 4286:4-8.

³⁸ Ruling 6164 at 100.

³⁹ Response at 21.

Myers, by his own admission, does not possess. Accordingly, the opinions and conclusions offered by Dr. Myers are outside the scope of his "special knowledge, skill, experience, training, or education" and should be excluded from evidence and Dr. Myers should be prohibited from testifying about these issues.⁴⁰

B. Groundwater Dependent Ecosystems

Dr. Myers is a hydrologist, hydrogeologist, and civil engineer by education and training. In his report, Dr. Myers presents opinions and conclusions related to the health and maintenance of wetland ecosystems, the process by which phreatophytic plants extract and consume moisture, the ecosystems in playa environments, and the potential effects of pumping on subterranean ecosystems. These are determinations that require expertise in environmental ecosystems, environmental resources, plant biology, and animal and plant habitat maintenance. Rather than provide additional evidence regarding his qualifications to make such determinations, WPC and GBWN state only that a description of Dr. Myers' qualifications in these fields will be provided at the upcoming hearing. This claim falls short of compliance with the State Engineer's November 28, 2016, Interim Order directing the parties to provide a statement regarding the qualifications of expert witnesses as part of the initial evidentiary exchange.

The purpose for requiring the qualifications of expert witnesses to be disclosed prior to a hearing is to allow opposing parties to research those qualifications ahead of time and be prepared to challenge whether the proffered witness is, in fact, an expert on the topics to be discussed. WPC and GBWN's failure to provide adequate information in advance of the hearing relating to Dr. Myers' expertise on the above-identified issues is prejudicial to SNWA and should not be allowed by the State Engineer. Accordingly, the conclusions and opinions contained in Dr. Myers' report relating to topics outside his identified area of expertise should be excluded from evidence and Dr. Myers should be prohibited from testifying about these issues.

⁴⁰ See NRS 50.275.

⁴¹ Response at 21.

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CONCLUSION

Based upon the arguments set forth herein and in SNWA's Motion, the State Engineer should grant SNWA's Motion in its entirety. In the alternative, SNWA respectfully requests that the State Engineer extend the hearing to provide SNWA the opportunity to present rebuttal evidence to any testimony that is allowed and that is outside the scope of the District Court's remand.

Respectfully submitted this 5th day of September, 2017.

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CERTIFICATE OF SERVICE

Pursuant to NRCP 5(b) and NRS 533.450, I hereby certify that I am an employee of TAGGART & TAGGART, LTD., and that on this date I served, or caused to be served, a true and correct copy of the foregoing, as follows:

[X] By electronic means using a web-based file sharing service pursuant to stipulation of counsel made on April 25, April 27, May 15, and June 22, 2017, as follows:

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DATED this day of September, 2017

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