

Orr Affidavit

Exhibit 24

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OCT 19 2009

DEPARTMENT OF
WATER RESOURCES

Transcript of IDWR public hearing
on proposed rules and regulations
for water appropriation
(Jan. 16, 1986)

Fourth Orr Affidavit
Exhibit 58:

**Transcript of the Idaho Department of
Water Resource's Public Hearings on
Proposed Rules and Regulations for
Water Appropriation
January 16, 1986, 2:17 p.m.**

1 STATE OF IDAHO

2 DEPARTMENT OF WATER RESOURCES

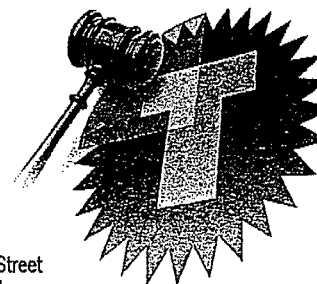
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5 RE: WATER ALLOCATION RULES AND :
6 REGULATIONS HEARINGS. :
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11 TRANSCRIPT OF PROCEEDINGS REQUESTED BY
12 ATTORNEY GENERAL LAWRENCE WASDEN OF AUDIOTAPES HELD AND
13 MAINTAINED BY THE DEPARTMENT OF WATER RESOURCES

14 January 16, 1986, 2:17 p.m.
15 before NORMAN YOUNG, HEARING OFFICER

16
17 LEN B. JORDAN BUILDING
18 BOISE, IDAHO

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20
21
22 Transcribed by
23 Frances J. Morris
24 CSR No. 696
25



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ORIGINAL

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3 SENATOR TOM LOWRY(phonetic)
4 SENATOR MIKE CRAPO

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Water Allocation Rules and Regulations Hearings 1/16/1986

Page 1	Page 3
1 STATE OF IDAHO 2 DEPARTMENT OF WATER RESOURCES 3 ----- x 4 5 RE: WATER ALLOCATION RULES AND 6 REGULATIONS HEARINGS. 7 ----- x 8 9 10 11 TRANSCRIPT OF PROCEEDINGS REQUESTED BY 12 ATTORNEY GENERAL LAWRENCE WASDEN OF AUDIOTAPES HELD AND 13 MAINTAINED BY THE DEPARTMENT OF WATER RESOURCES 14 15 January 16, 1986, 2:17 p.m. 16 before NORMAN YOUNG, HEARING OFFICER 17 18 LEN B. JORDAN BUILDING 19 BOISE, IDAHO 20 21 22 23 24 Transcribed by 25 Frances J. Morris CSR No. 696	1 BOISE, IDAHO 2 January 16, 1986, 2:17 p.m. 3 4 THE HEARING OFFICER: My name is Norman 5 Young from the state office of the Department of 6 Water Resources in Boise. I will serve as the 7 hearing officer in this matter. 8 The purpose of this hearing is to 9 provide an opportunity for formal testimony for 10 statements, either orally or in written form, 11 concerning the department's proposed rules and 12 regulations for water allocation in the state of 13 Idaho. 14 This hearing is required by the 15 provisions of Administrative Procedures Act, Title 16 67, Chapter 52, Idaho Code and will be conducted 17 pursuant to the department's rules of practice and 18 procedure. 19 Cross examination or questioning of the 20 witness, other than clarifying questions by the 21 hearing officer, will not be allowed. All who 22 wish to testify will be allowed to do so before 23 anyone will be heard a second time. 24 The rules implement the provisions of 25 Section 42-203, Idaho Code, which were amended
Page 2	Page 4
1 2 3 SENATOR TOM LOWRY(phonetic) 4 SENATOR MIKE CRAPO 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25	1 during the last legislative session. Authority 2 for adoption of these rules and regulations is 3 provided by Section 42-1805(8), Idaho Code. 4 I have given a brief background prior 5 to going on record as to the department's actions 6 and holding public meetings concerning draft 7 rules. The proposed rules were prepared and 8 distributed in December with notice of this 9 hearing given on December 5th, 12th, and 19th in 10 the Post Register, the Idaho Statesman, the Times 11 News, and the Coeur d'Alene Press. Notice was 12 provided to all those asking to be provided with 13 notice of rule-making, and over 6,000 copies of 14 the rules and regulations were mailed in The 15 Currents tabloid. I have indicated that this 16 record will remain open for written comment 17 through January 27, 1986. A copy of the rules as 18 proposed in The Current's tabloid will be made a 19 part of the hearing record. 20 After the last date for written 21 comment, the rules will be revised as appropriate. 22 Rules adopted will be -- adoption target date 23 being February 10, 1986. When those rules are 24 filed in the central office of the department and 25 with the law library and transmitted to the

1 (Pages 1 to 4)

Page 5	Page 7
1 legislature, there will be an opportunity for 2 legislative review. 3 Today is January 16, 1986. The time is 4 2:17 p.m. This hearing is being conducted in the 5 Len B. Jordan building in Boise, Idaho. 6 The roster of attendance has been 7 circulated, and no one has indicated a desire to 8 testify or present any testimony. 9 Is there anyone who has entered the 10 room that would like to make a statement for the 11 record to give to the director about this 12 adoption? 13 Senator Tom Lowry(phonetic)? 14 SENATOR LOWRY: I would like to ask a 15 question for my information. 16 THE HEARING OFFICER: That would be fine. 17 Won't you come to the table and -- Senator, while 18 I'm willing to answer questions, this is really 19 for expository statement. So I may be a little 20 brief with my answer. Once we are off the record, 21 we will just discuss it fully. 22 SENATOR LOWRY: Just for question, my 23 question to my answer is, how many people have 24 participated in the hearing process so far? 25 THE HEARING OFFICER: I'd have to add that	1 that I have. 2 I apologize that I don't have 3 specifics -- I can't identify specific sections on 4 some of my comments, but I am going to talk to 5 topics that I think they should concern themselves 6 with. 7 There are three things that I'd like to 8 discuss. The first is, as I understand the 9 proposed rules -- and please correct me if I have 10 a misunderstanding here -- they establish a 11 presumption that all consumptive uses are going to 12 have a significant impact on trust waters. And I 13 may not have stated that accurately, but I believe 14 there is a presumption in the regulations. 15 As a senator who was very involved last 16 year in the negotiations of this settlement and of 17 the legislation which these rules are 18 implementing, I do not believe that it was at all 19 the intention of the legislators who supported the 20 legislation that there be any kind of a 21 presumption of a significant impact. In fact, I 22 think if it had been assumed there would be a 23 significant impact, we wouldn't have put that into 24 the legislation. 25 I believe and I know very strongly,
Page 6	Page 8
1 up for you, but it's been like six citizens at 2 Moscow; I believe we had probably 30 to 35 total 3 in Idaho Falls; maybe 25 to 30 total in Twin Falls 4 last night; and then I haven't counted today. 5 That's total attendance. I believe we have had a 6 total of nine people make statements at this 7 point. Ten counting you. Some of these 8 statements have been extremely detailed and very 9 helpful. 10 Senator Crapo? 11 SENATOR CRAPO: Yes, I'd like to make a 12 brief statement, if I could. 13 THE HEARING OFFICER: We'd appreciate that. 14 SENATOR CRAPO: Should I sit here and speak 15 into this microphone? 16 THE HEARING OFFICER: Yes, all of these are 17 live. So... 18 SENATOR CRAPO: My name is Mike Crapo. I am 19 senator from District 32A from Idaho Falls, Idaho. 20 And I realize that the senate will have an 21 opportunity to go into more detail on this as the 22 rules are submitted to the legislature, but I 23 wanted to give some input at this point just in 24 generalities for the department to consider in 25 establishing the proposed rules with some concerns	1 from the perspective of the people who were coming 2 at it from my point of view last year, that we 3 perceived the requirement of proof of a 4 significant impact to be a very significant 5 safeguard from the point of view of water users 6 who wanted to develop the water such as cities, 7 farmers, and people from industry. And it appears 8 to us that these rules essentially take away that 9 first safeguard which we felt was very 10 significant. I don't believe that it can be 11 presumed that every use, when coupled with all 12 other uses, therefore constitutes a significant 13 impact. I think that particularly is true above 14 Milner given the fact that zero flow at Milner was 15 very heavily discussed and was the basis upon 16 which the legislation was passed. And certainly 17 with regard to surface flow, there are no trust 18 waters above Milner, as my understanding of it 19 goes. 20 And with regard to groundwater, the 21 proof of a significant impact, it would seem to 22 me, would be a very significant factor. 23 So the first comment that I would like 24 to make is that I am very concerned about the 25 presumption relating to significant impacts.

2 (Pages 5 to 8)

Page 9	Page 11
1 The second comment relates to -- 2 THE HEARING OFFICER: Senator, could I ask a 3 clarifying question on that? 4 SENATOR CRAPO: Yes, you may. 5 THE HEARING OFFICER: Do you recall from any 6 of the discussions, was there any kind of 7 definition of "significant impact" that was 8 presented in any of the discussions? 9 SENATOR CRAPO: I was going to go back 10 through and check the minutes from the senate 11 hearings, because right now you're asking for my 12 recollection from a year ago, and I do have a 13 recollection, but I'm not sure if it's accurate. 14 We did tape those hearings, and I have not had an 15 opportunity to go back and see, first, whether the 16 quality of tapes is good, and, secondly, whether 17 the tapes reflect my understanding. But my 18 understanding is that on the senate side we 19 specifically asked about "significant impact," and 20 we didn't get a very clear definition. 21 So to answer your question, I guess I 22 would say, first, no, I do not think that the 23 senate hearings established some specific criteria 24 as to how to define what a significant impact was. 25 But I do specifically recall questions being asked	1 think that is directly contrary to the 2 legislation. Because it was the understanding of 3 everyone last year that the flow at Milner was 4 zero, and there was no trust water in the flow 5 above Milner. And I don't even think that Idaho 6 Power would take the position that above Milner 7 they are entitled to any trust water in the flow 8 of the river. 9 My second concern is that, as to 10 groundwater, although an argument could be made 11 that that water above Milner in the groundwater is 12 theoretically connected to trust water, or if some 13 hydrologic connection could be established to the 14 river below Milner from a groundwater use above 15 Milner, then perhaps you could get into the area 16 of getting into the remaining criteria. But I am 17 concerned that we just have a map here that seems 18 to blanketly include all of these trust waters or 19 all of these waters above Milner. And I think 20 that needs to be addressed very carefully. And at 21 least it needs to be made explicitly clear that 22 surface flow above Milner is not trust water. 23 My third concern is that last year 24 another of the safeguards that we put into the 25 legislation was that the burden of proof was to be
Page 10	Page 12
1 about it, and I recall it being made very clear, 2 with regard to representatives from the department 3 and from Idaho Power and from the other 4 negotiators, that a process must be gone through 5 whereby geologically or hydrologically it was 6 established somehow that there was a significant 7 impact before the necessity for going to the 8 remainder of the four criteria was required. And 9 I guess perhaps what we may need to do as a 10 legislature is to define "significant impact" even 11 further. But I don't think that it was at all the 12 intent of the legislature that it just be defined 13 away by a presumption. 14 THE HEARING OFFICER: Thank you. 15 SENATOR CRAPO: The second aspect of my 16 concern relates to figure 1 which shows in the 17 darked-out areas the trust water flows, as I 18 understand the regulations. And it talks about 19 trust water flows in the Snake River upstream from 20 Swan Falls. 21 I guess what I am saying is, I 22 understand figure 1 to be stating that all of the 23 groundwater and surface water in the darked-out 24 area would be trust water flows. My first concern 25 about that is that, as far as surface flows, I	1 placed on the protestant. And I realize that 2 these regulations do not specifically change that 3 in that they do recognize that the burden of proof 4 is on the protestant. However -- and this is 5 where I'm not at this point prepared to go through 6 all these specific sections, but I think at a 7 later date I could or at a subsequent time I could 8 note this -- but it seems to me that there are a 9 number of places in the regulations where 10 additional burdens are placed upon the applicant 11 to provide information which is not now 12 necessarily required to obtain a permit and which 13 was not contemplated by the statute, which, in 14 effect, places an additional burden on the 15 applicant which was not there before, and, which, 16 again, in effect, has the result of making the 17 applicant carry a burden of proof that pertains to 18 these trust waters which was not intended by the 19 legislature. 20 And, again, I apologize for not having 21 the specific sections here. I got busy today. I 22 was going to get those together because I do have 23 some notes of my own. But I just -- I had to rush 24 over here, and I was late. But, again, I would 25 just encourage the department, as they go through

Page 13	Page 15
1 the regulations, to be sure that the applicant 2 does not have to prove anything more to obtain a 3 water permit now than the applicant had to prove 4 before, other than the significant impact as a 5 first step. And, then, if the significant impact 6 problem is reached, then the four remaining 7 criteria, but that the burden of proof on a 8 challenge based on those criteria still remains 9 with the protestant. 10 THE HEARING OFFICER: Okay. Thank you. I 11 will try and formulate a question relative to the 12 burden of proof. 13 SENATOR CRAPO: Yes. 14 THE HEARING OFFICER: Do you recall, as the 15 legislation was debated, how an application was to 16 be treated if it was not protested? There is 17 where the department is having a bit of trouble 18 interpreting the statute. Was it simply to be 19 assumed it was in the public interest, or was the 20 director to consider those factors? 21 SENATOR CRAPO: It was my understanding 22 that, if there was no protest, then the department 23 was still to make the determination as to whether 24 there was a significant impact. But it was 25 understood pretty much in all of the discussions	1 trust water for power purposes subject to the 2 understanding that, any application that did not 3 cause a significant impact, or, that, if it did 4 cause a significant impact, was still in the 5 public interest would be permitted to proceed. 6 THE HEARING OFFICER: Okay. Thank you. 7 SENATOR CRAPO: Thank you. 8 THE HEARING OFFICER: Appreciate the 9 testimony. 10 Senator? 11 SENATOR LOWRY: Shall I call you Mr. Hearing 12 Officer or Mr. Young? 13 THE HEARING OFFICER: Either one. Both of 14 them sound real good. 15 SENATOR LOWRY: Mr. Young and Hearing 16 Officer Person, I'd like to thank for the ability 17 to be able to come today. I am also like Senator 18 Crapo. I have a lot of notes scribbled down and 19 nothing in final form. And I also, too, have the 20 ability to have legislative overview in the Senate 21 Resource and Environment Committee, and so I will 22 hold my comments to a basic couple of points that 23 I saw. And hopefully, if I still see those kinds 24 of problems later in the rules and regulations, I 25 will bring up more specific points on the
Page 14	Page 16
1 we had, at least from my perspective, that, unless 2 there was some pretty solid evidence, the 3 department was probably not going to find a 4 significant impact. In other words, unless there 5 was something pretty solid indicating to the 6 department that they had a concern there that they 7 needed to face and no one protested it, that the 8 application would proceed. If the department, 9 however, determined from its own understanding of 10 the aquifer that there would be a significant 11 impact, then the department on its own was to 12 evaluate the criteria and to make a determination. 13 So I guess the answer is, my 14 understanding is that a protest is not necessary 15 to trigger the evaluation of significant impact 16 and the criteria. But by the same token that, 17 absent a protest, the department was to be quite 18 flexible in not placing all kinds of burdens and 19 roadblocks in the way of an applicant. It was the 20 specific intent of this legislation that trust 21 water would be liberally available, in my opinion, 22 and that that the department and legislation was 23 not intended to place roadblocks in the way of 24 development of that water. Rather it was intended 25 to protect Idaho Power's rights to utilize this	1 different parts of the rules and regulation. 2 I agree with Senator Crapo on most of 3 these points. Another thing that I think he 4 failed to stress was that, in the rules that are 5 being promulgated right now, I think he 6 believes -- and I do, too -- that the assumption 7 is that any consumptive beneficial use of water is 8 not of a benefit to the state. And I would tend 9 to disagree with that, that any beneficial use of 10 water does bring business and jobs and everything 11 of that nature to the state of Idaho. And there 12 should be more of an emphasis placed upon that 13 beneficial use. 14 The other that I saw that I had some 15 problems with or a great difficulty with is, 16 usually there was no recourse or chance for appeal 17 of a director's decision once it's been made other 18 than going to the courts. If the director asked 19 for a lot of expensive hydrologic information or 20 other information that's very expensive to get and 21 then the applicant is turned down, then the only 22 recourse that person has is to go to the courts 23 and start that process all over which makes it 24 twice as expensive for the applicant to do again. 25 And so I was wondering if there was a possibility

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Page 17	Page 19
1 of being able to put an appeal process, either to 2 the water resource board or to some other person 3 also, to make that claim without having to go 4 through that expensive process of going through 5 the court system to make an appeal for that 6 process. 7 It might not be possible. It might 8 take a judge to be able to do that. But I feel 9 that, if a person spends enough money in trying to 10 get his permit through and spends a lot of money 11 on studies and information he should have some 12 outlet of appeal if there is decision -- if the 13 person thinks it's just an arbitrary decision and 14 not a decision made on hard facts and information. 15 With that, again, I will say I will 16 have more information when the senate will have a 17 chance to overview the rules and regulations at 18 another time. 19 THE HEARING OFFICER: Thank you, Senator 20 SENATOR LOWRY: Thank you. 21 THE HEARING OFFICER: Appreciate your 22 comments. 23 Anyone else like to make a statement 24 for the record? 25 Okay. Apparently no one else desires	1 REPORTER'S CERTIFICATE 2 3 4 I, Frances J. Morris, Court Reporter, a 5 Notary Public, do hereby certify: 6 That I am the reporter who transcribed 7 the proceedings in the form of digital recording 8 in the above-entitled action in machine shorthand 9 and thereafter the same was reduced into 10 typewriting under my direct supervision; and 11 That the foregoing transcript contains a 12 full, true, and accurate record of the proceedings 13 to the extent they were audible and intelligible 14 in the above and foregoing cause, which was heard 15 in various cities at Boise, Idaho. 16 IN WITNESS WHEREOF, I have hereunto set 17 my hand this _____ day of _____ 2008. 18 19 20 21 Frances J. Morris, Court Reporter 22 CSR No. 696 23 24 25
Page 18	
1 to do so. So we would simply note that the 2 hearing will be held again this evening at 3 7 o'clock in this room. The hearing record will 4 stay open for written input, and I would encourage 5 the senators, if possible, to give that 6 information to us so we could incorporate that 7 into the rules as they are promulgated so we don't 8 have to make another round if you find it 9 necessary to reverse the director on the rules. 10 So the record will stay open until the 11 27th, and then these comments will be used to 12 revise and adopt the rules. 13 So thank you for coming, and we will be 14 happy to stay here and answer any questions that 15 you do have. 16 (End of proceeding.) 17 -o0o- 18 19 20 21 22 23 24 25	

Water Allocation Rules and Regulations Hearings 1/16/1986

A ability 15:16,20 able 15:17 17:1,8 above-entitled 19:8 absent 14:17 accurate 9:13 19:12 accurately 7:13 Act 3:15 action 19:8 actions 4:5 add 5:25 additional 12:10,14 addressed 11:20 Administrative 3:15 adopt 18:12 adopted 4:22 adoption 4:2,22 5:12 ago 9:12 agree 16:2 allocation 1:5 3:12 allowed 3:21,22 amended 3:25 answer 5:18,20,23 9:21 14:13 18:14 apologize 7:2 12:20 Apparently 17:25 appeal 16:16 17:1,5,12 appears 8:7 applicant 12:10,15,17 13:1,3 14:19 16:21,24 application 13:15 14:8 15:2 appreciate 6:13 15:8 17:21 appropriate 4:21 aquifer 14:10 arbitrary 17:13 area 10:24 11:15 areas 10:17 argument 11:10 asked 9:19,25 16:18 asking 4:12 9:11 aspect 10:15 assumed 7:22 13:19 assumption 16:6 attendance 5:6 6:5 ATTORNEY 1:12 audible 19:13 AUDIOTAPES 1:12 Authority 4:1 available 14:21	believes 16:6 beneficial 16:7,9,13 benefit 16:8 bit 13:17 blanketly 11:18 board 17:2 Boise 1:18 3:1,6 5:5 19:15 brief 4:4 5:20 6:12 bring 15:25 16:10 building 1:17 5:5 burden 11:25 12:3,14,17 13:7,12 burdens 12:10 14:18 business 16:10 busy 12:21	counted 6:4 counting 6:7 couple 15:22 coupled 8:11 court 17:5 19:4,21 courts 16:18,22 Crapo 2:3 6:10,11,14,18 6:18 9:4,9 10:15 13:13 13:21 15:7,18 16:2 criteria 9:23 10:8 11:16 13:7,8 14:12,16 Cross 3:19 CSR 1:24 19:22 Currents 4:15 Current's 4:18	either 3:10 15:13 17:1 emphasis 16:12 encourage 12:25 18:4 entered 5:9 entitled 11:7 Environment 15:21 essentially 8:8 establish 7:10 established 9:23 10:6 11:13 establishing 6:25 evaluate 14:12 evaluation 14:15 evening 18:2 evidence 14:2 examination 3:19 expensive 16:19,20,24 17:4 explicitly 11:21 expository 5:19 extent 19:13 extremely 6:8	getting 11:16 give 5:11 6:23 18:5 given 4:4,9 8:14 go 6:21 9:9,15 12:5,25 16:22 17:3 goes 8:19 going 4:5 7:4,11 9:9 10:7 12:22 14:3 16:18 17:4 good 9:16 15:14 great 16:15 groundwater 8:20 10:23 11:10,11,14 guess 9:21 10:9,21 14:13
B B 1:17 5:5 back 9:9,15 background 4:4 based 13:8 basic 15:22 basis 8:15 believe 6:2,5 7:13,18,25 8:10	C C 19:1,1 call 15:11 carefully 11:20 carry 12:17 cause 15:3,4 19:14 central 4:24 certainly 8:16 certify 19:5 challenge 13:8 chance 16:16 17:17 change 12:2 Chapter 3:16 check 9:10 circulated 5:7 cities 8:6 19:15 citizens 6:1 claim 17:3 clarifying 3:20 9:3 clear 9:20 10:1 11:21 Code 3:16,25 4:3 Coeur 4:11 come 5:17 15:17 coming 8:1 18:13 comment 4:16,21 8:23 9:1 comments 7:4 15:22 17:22 18:11 Committee 15:21 concern 7:5 10:16,24 11:9 11:23 14:6 concerned 8:24 11:17 concerning 3:11 4:6 concerns 6:25 conducted 3:16 5:4 connected 11:12 connection 11:13 consider 6:24 13:20 constitutes 8:12 consumptive 7:11 16:7 contains 19:11 contemplated 12:13 contrary 11:1 copies 4:13 copy 4:17 correct 7:9	D darked-out 10:17,23 date 4:20,22 12:7 day 19:17 debated 13:15 December 4:8,9 decision 16:17 17:12,13 17:14 define 9:24 10:10 defined 10:12 definition 9:7,20 department 1:2,13 3:5 4:24 6:24 10:2 12:25 13:17,22 14:3,6,8,11,17 14:22 department's 3:11,17 4:5 desire 5:7 desires 17:25 detail 6:21 detailed 6:8 determination 13:23 14:12 determined 14:9 develop 8:6 development 14:24 different 16:1 difficulty 16:15 digital 19:7 direct 19:10 directly 11:1 director 5:11 13:20 16:18 18:9 director's 16:17 disagree 16:9 discuss 5:21 7:8 discussed 8:15 discussions 9:6,8 13:25 distributed 4:8 District 6:19 draft 4:6 d'Alene 4:11	F F 19:1 face 14:7 fact 7:21 8:14 factor 8:22 factors 13:20 facts 17:14 failed 16:4 Falls 6:3,3,19 10:20 far 5:24 10:25 farmers 8:7 February 4:23 feel 17:8 felt 8:9 figure 10:16,22 filed 4:24 final 15:19 find 14:3 18:8 fine 5:16 first 7:8 8:9,23 9:15,22 10:24 13:5 flexible 14:18 flow 8:14,17 11:3,4,7,22 flows 10:17,19,24,25 foregoing 19:11,14 form 3:10 15:19 19:7 formal 3:9 formulate 13:11 four 10:8 13:6 Frances 1:24 19:4,21 full 19:12 fully 5:21 further 10:11	H hand 19:17 happy 18:14 hard 17:14 heard 3:23 19:14 hearing 1:15 3:4,7,8,14 3:21 4:9,19 5:4,16,24 5:25 6:13,16 9:2,5 10:14 13:10,14 15:6,8 15:11,13,15 17:19,21 18:2,3 hearings 1:5 9:11,14,23 heavily 8:15 held 1:12 18:2 helpful 6:9 hereunto 19:16 hold 15:22 holding 4:6 hopefully 15:23 hydrologic 11:13 16:19 hydrologically 10:5
		E E 19:1,1,1,1 effect 12:14,16	G GENERAL 1:12 generalities 6:24 geologically 10:5	I Idaho 1:1,18 3:1,13,16,25 4:3,10 5:5 6:3,19,19 10:3 11:5 14:25 16:11 19:15 identify 7:3 impact 7:12,21,23 8:4,13 8:21 9:7,19,24 10:7,10 13:4,5,24 14:4,11,15 15:3,4 impacts 8:25 implement 3:24 implementing 7:18 include 11:18 incorporate 18:6 indicated 4:15 5:7 indicating 14:5 industry 8:7 information 5:15 12:11 16:19,20 17:11,14,16 18:6 input 6:23 18:4 intelligible 19:13 intended 12:18 14:23,24 intent 10:12 14:20

Water Allocation Rules and Regulations Hearings 1/16/1986

intention 7:19 interest 13:19 15:5 interpreting 13:18 involved 7:15	necessary 14:14 18:9 necessity 10:7 need 10:9 needed 14:7 needs 11:20,21 negotiations 7:16 negotiators 10:4 News 4:11 night 6:4 nine 6:6 Norman 1:15 3:4 Notary 19:5 note 12:8 18:1 notes 12:23 15:18 notice 4:8,11,13 number 12:9	possible 17:7 18:5 Post 4:10 power 10:3 11:6 15:1 Power's 14:25 practice 3:17 prepared 4:7 12:5 present 5:8 presented 9:8 Press 4:11 presumed 8:11 presumption 7:11,14,21 8:25 10:13 pretty 13:25 14:2,5 prior 4:4 probably 6:2 14:3 problem 13:6 problems 15:24 16:15 procedure 3:18 Procedures 3:15 proceed 14:8 15:5 proceeding 18:16 proceedings 1:11 19:7,12 process 5:24 10:4 16:23 17:1,4,6 promulgated 16:5 18:7 proof 8:3,21 11:25 12:3 12:17 13:7,12 proposed 3:11 4:7,18 6:25 7:9 protect 14:25 protest 13:22 14:14,17 protestant 12:1,4 13:9 protested 13:16 14:7 prove 13:2,3 provide 3:9 12:11 provided 4:3,12,12 provisions 3:15,24 public 4:6 13:19 15:5 19:5 purpose 3:8 purposes 15:1 pursuant 3:17 put 7:23 11:24 17:1 p.m 1:14 3:2 5:4	recognize 12:3 recollection 9:12,13 record 4:5,16,19 5:11,20 17:24 18:3,10 19:12 recording 19:7 recourse 16:16,22 reduced 19:9 reflect 9:17 regard 8:17,20 10:2 Register 4:10 regulation 16:1 regulations 1:5 3:12 4:2 4:14 7:14 10:18 12:2,9 13:1 15:24 17:17 relates 9:1 10:16 relating 8:25 relative 13:11 remain 4:16 remainder 10:8 remaining 11:16 13:6 remains 13:8 reporter 19:4,6,21 representatives 10:2 REQUESTED 1:11 required 3:14 10:8 12:12 requirement 8:3 resource 15:21 17:2 Resources 1:2,13 3:6 result 12:16 reverse 18:9 review 5:2 revise 18:12 revised 4:21 right 9:11 16:5 rights 14:25 river 10:19 11:8,14 roadblocks 14:19,23 room 5:10 18:3 roster 5:6 round 18:8 rules 1:5 3:11,17,24 4:2,7 4:7,14,17,21,22,23 6:22 6:25 7:9,17 8:8 15:24 16:1,4 17:17 18:7,9,12 rule-making 4:13 rush 12:23	15:20 17:16 senator 2:2,3 5:13,14,17 5:22 6:10,11,14,18,19 7:15 9:2,4,9 10:15 13:13,21 15:7,10,11,15 15:17 16:2 17:19,20 senators 18:5 serve 3:6 session 4:1 set 19:16 settlement 7:16 shorthand 19:8 shows 10:16 side 9:18 significant 7:12,21,23 8:4 8:4,10,12,21,22,25 9:7 9:19,24 10:6,10 13:4,5 13:24 14:4,10,15 15:3,4 simply 13:18 18:1 sit 6:14 six 6:1 Snake 10:19 solid 14:2,5 sound 15:14 speak 6:14 specific 7:3 9:23 12:6,21 14:20 15:25 specifically 9:19,25 12:2 specifics 7:3 spends 17:9,10 start 16:23 state 1:1 3:5,12 16:8,11 stated 7:13 statement 5:10,19 6:12 17:23 statements 3:10 6:6,8 Statesman 4:10 stating 10:22 statute 12:13 13:18 stay 18:4,10,14 step 13:5 stress 16:4 strongly 7:25 studies 17:11 subject 15:1 submitted 6:22 subsequent 12:7 supervision 19:10 supported 7:19 sure 9:13 13:1 surface 8:17 10:23,25 11:22 Swan 10:20 system 17:5						
J J 1:24 19:4,21 January 1:14 3:2 4:17 5:3 jobs 16:10 Jordan 1:17 5:5 judge 17:8	K kind 7:20 9:6 kinds 14:18 15:23 know 7:25	L late 12:24 law 4:25 LAWRENCE 1:12 legislation 7:17,20,24 8:16 11:2,25 13:15 14:20,22 legislative 4:1 5:2 15:20 legislators 7:19 legislature 5:1 6:22 10:10 10:12 12:19 Len 1:17 5:5 liberally 14:21 library 4:25 little 5:19 live 6:17 lot 15:18 16:19 17:10 LOWRY 5:14,22 15:11 15:15 17:20 LOWRY(phonetic) 2:2 5:13	O O 19:1 obtain 12:12 13:2 office 3:5 4:24 officer 1:15 3:4,7,21 5:16 5:25 6:13,16 9:2,5 10:14 13:10,14 15:6,8 15:12,13,16 17:19,21 Okay 13:10 15:6 17:25 once 5:20 16:17 open 4:16 18:4,10 opinion 14:21 opportunity 3:9 5:1 6:21 9:15 orally 3:10 outlet 17:12 overview 15:20 17:17 o'clock 18:3 ooo 18:17	P P 19:1 part 4:19 participated 5:24 particularly 8:13 parts 16:1 passed 8:16 people 5:23 6:6 8:1,7 perceived 8:3 permit 12:12 13:3 17:10 permitted 15:5 person 15:16 16:22 17:2 17:9,13 perspective 8:1 14:1 pertains 12:17 place 14:23 placed 12:1,10 16:12 places 12:9,14 placing 14:18 please 7:9 point 6:7,23 8:2,5 12:5 points 15:22,25 16:3 position 11:6 possibility 16:25	M machine 19:8 mailed 4:14 MAINTAINED 1:13 making 12:16 map 11:17 matter 3:7 meetings 4:6 microphone 6:15 Mike 2:3 6:18 Milner 8:14,14,18 11:3,5 11:6,11,14,15,19,22 minutes 9:10 misunderstanding 7:10 money 17:9,10 Morris 1:24 19:4,21 Moscow 6:2	N name 3:4 6:18 nature 16:11 necessarily 12:12	Q quality 9:16 question 5:15,22,23 9:3 9:21 13:11 questioning 3:19 questions 3:20 5:18 9:25 18:14 quite 14:17	R R 19:1,1,1,1 reached 13:6 real 15:14 realize 6:20 12:1 really 5:18 recall 9:5,25 10:1 13:14	S S 19:1 safeguard 8:5,9 safeguards 11:24 saw 15:23 16:14 saying 10:21 scribbled 15:18 second 3:23 9:1 10:15 11:9 secondly 9:16 Section 3:25 4:3 sections 7:3 12:6,21 see 9:15 15:23 senate 6:20 9:10,18,23	T T 19:1,1,1 table 5:17 tabloid 4:15,18 take 8:8 11:6 17:8 talk 7:4

Water Allocation Rules and Regulations Hearings 1/16/1986

talks 10:18	<u>W</u>	6,000 4:13		
tape 9:14	wanted 6:23 8:6	67 3:16		
tapes 9:16,17	WASDEN 1:12	696 1:24 19:22		
target 4:22	water 1:2,5,13 3:6,12 8:5			
Ten 6:7	8:6 10:17,19,23,24 11:4	<u>7</u>		
tend 16:8	11:7,11,12,22 13:3	7 18:3		
testify 3:22 5:8	14:21,24 15:1 16:7,10			
testimony 3:9 5:8 15:9	17:2			
thank 10:14 13:10 15:6,7	waters 7:12 8:18 11:18,19			
15:16 17:19,20 18:13	12:18			
theoretically 11:12	way 14:19,23			
thing 16:3	WHEREOF 19:16			
things 7:7	willing 5:18			
think 7:5,22 8:13 9:22	wish 3:22			
10:11 11:1,5,19 12:6	witness 3:20 19:16			
16:3,5	wondering 16:25			
thinks 17:13	words 14:4			
thlrd 11:23	wouldn't 7:23			
three 7:7	written 3:10 4:16,20 18:4			
time 3:23 5:3 12:7 17:18	<u>X</u>			
Times 4:10	x 1:4,7			
Title 3:15	<u>Y</u>			
today 5:3 6:4 12:21 15:17	year 7:16 8:2 9:12 11:3			
token 14:16	11:23			
Tom 2:2 5:13	Young 1:15 3:5 15:12,15			
topics 7:5	<u>Z</u>			
total 6:2,3,5,6	zero 8:14 11:4			
transcribed 1:23 19:6	<u>I</u>			
transcript 1:11 19:11	1 10:16,22			
transmitted 4:25	10 4:23			
treated 13:16	12th 4:9			
trigger 14:15	16 1:14 3:2 5:3			
trouble 13:17	19th 4:9			
true 8:13 19:12	1986 1:14 3:2 4:17,23 5:3			
trust 7:12 8:17 10:17,19	<u>2</u>			
10:24 11:4,7,12,18,22	2:17 1:14 3:2 5:4			
12:18 14:20 15:1	2008 19:17			
try 13:11	25 6:3			
trying 17:9	27 4:17			
turned 16:21	27th 18:11			
twice 16:24	<u>3</u>			
Twin 6:3	30 6:2,3			
typewriting 19:10	32A 6:19			
<u>U</u>	35 6:2			
understand 7:8 10:18,22	<u>4</u>			
understanding 8:18 9:17	42-1805(8) 4:3			
9:18 11:2 13:21 14:9,14	42-203 3:25			
15:2	<u>5</u>			
understood 13:25	5th 4:9			
upstream 10:19	52 3:16			
use 8:11 11:14 16:7,9,13	<u>6</u>			
users 8:5				
uses 7:11 8:12				
usually 16:16				
utilize 14:25				
<u>V</u>				
various 19:15				
view 8:2,5				

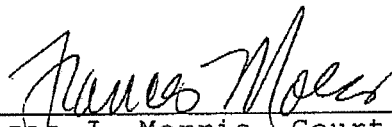
R E P O R T E R ' S C E R T I F I C A T E

I, Frances J. Morris, Court Reporter, a
Notary Public, do hereby certify:

That I am the reporter who transcribed
the proceedings in the form of digital recording
in the above-entitled action in machine shorthand
and thereafter the same was reduced into
typewriting under my direct supervision; and

That the foregoing transcript contains a
full, true, and accurate record of the proceedings
to the extent they were audible and intelligible
in the above and foregoing cause, which was heard
in various cities at Boise, Idaho.

IN WITNESS WHEREOF, I have hereunto set
my hand this 8th day of October 2008.



Frances J. Morris, Court Reporter
CSR No. 696

